



STATE PLANNING IN UTAH

by

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B.S., Civil Engineering, University of Utah

(1958)

SUBMITTED IN PARTIAL FULFILLMENT

OF THE REQUIREMENTS FOR THE

DEGREE OF MASTER OF

CITY PLANNING

at the

MASSACHUSETTS INSTITUTE OF

TECHNOLOGY

June, 1960

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Dear Professor Howard:

I submit herewith STATE PLANNING IN UTAH as my thesis in partial fulfillment of the requirements for the degree of Master of City Planning.

Respectfully yours,

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## ACKNOWLEDGEMENTS

Special thanks are due the following persons and groups who have been especially helpful and encouraging to the author:

The faculty and students of the Department of City and Regional Planning of the Massachusetts Institute of Technology, particularly Professor Roland B. Greeley.

The faculty and students of Harvard's School of Public Administration, particularly Professor John Gaus.

Over thirty persons in Utah who provided information and offered suggestions through correspondence, particularly Morris Johnson and his staff of the Salt Lake County Planning Commission and my father, Paul Huefner. The consideration offered me by so many persons has suggested that future professional and personal associations with these persons will be very enjoyable.

Miss Dixie Snow who not only typed correspondence and various drafts of the thesis but also spent many hours correcting my spelling.

ABSTRACT

TITLE OF THESIS: STATE PLANNING IN UTAH

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Submitted to the Department of City and Regional Planning on May 21, 1960, in partial fulfillment of the requirements for the degree of Master of City Planning.

The thesis<sup>1</sup> purpose is the formulation of a state planning agency to best meet the problems and opportunities of resource development in Utah. The analysis of Utah's need for planning and a study of past planning experience results in a description of the planning agency's functional and organizational requirements. It suggests a planning agency, directly responsible to the Governor, having an advisory planning commission and special technical committees. The agency's principal objective of the coordination of activities, private and public, toward the achievement of long range comprehensive objectives would be accomplished through the continual formulation of a state development plan.

THIS IS SUPERVISOR:

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## INTRODUCTION

The purpose of this thesis is to formulate a state planning agency which will best meet the problems and opportunities which the state government faces in developing the resources of Utah.

To clarify the scope and purpose of the study, it may seem appropriate to begin with a definition of "state planning". But planning is not an end in itself and thus can not be so easily defined, but is rather a means or a process, which may serve a wide variety of functions, as is evidenced by its wide variety of definitions. The definition of "state planning" is thus dependent on, and is a description of, the function of this planning.

This thesis therefore begins with an analysis of Utah's need for planning; i.e. it attempts to expose the purpose of planning, to explore the reasons for state planning, and to determine the particular problems and opportunities with which a planning agency in Utah will be faced.

The next section is a study of the experience of past planning efforts in Utah, and in the rest of the United States, in a search for insight into the requirements of a new planning agency. This section also discusses the existing governmental structure as it will affect the functional and organizational requirements of the planning agency.

The third section attempts a definition of "state planning" through a description of the function of this agency. The last section then describes the organizational requirements of the agency which will allow it to fulfill the functions given it in the third section. This is a statement of its official position in the governmental structure and a discussion of its relations to other governmental agencies and to the public.

## I. UTAH'S NEED FOR PLANNING

Utah is a rich country -- rich in beauty, rich in history, rich in modern enterprise, rich in comfort and convenience for the traveler.<sup>1</sup>

Utah is growing rapidly because of the discovery and the use of mineral resources, the construction of the Colorado River Storage Project, the growth of industries along the Wasatch Front, and other developments. The most effective development of Utah's resources requires comprehensive planning. Planning is required to relate the state's highway program to the growth to be effected by the development of the water of the Colorado River, to prepare the sparsely settled areas for the rapid growth which new resource development will bring and which will quickly overload sanitary, educational, and other public facilities, and to take advantage of recreational opportunities through the coordination of the objectives and work of the Park and Recreation Commission, the plans of the state Road Commission, and the developments of the Colorado River Storage Project.

### Purpose of Planning

Planning is a process for guiding present and future action toward long range objectives by a rationally conceived plan of procedure which has been compared to alternative plans and found to best meet the purposes of the group for which the action is being planned and performed. It is used for projects of every size, from the scheduling of deliveries and collections by the newsboy to the determination of missile priorities by the National Security Council. In government, planning improves the efficiency of any type, socialistic or democratic, and at any level, county or national.

<sup>1</sup> Christian Science Monitor, May 13, 1960, p. 8B.

The planning process is based on research of problems and opportunities and on analysis of alternative solutions to the problems and the alternative means of developing resources. It first furnishes the information necessary for the intelligent selection of objectives and determination of policies and standards. Planning then prepares a series of projects, the elements of a comprehensive plan, by which these objectives may be achieved.

Nearly every project is developed according to some sort of a plan, and implicit in the plan are certain objectives, policies, and standards. For example, a new highway project is built to the specifications of very carefully engineered drawings. Its broadest objective, the general welfare and the encouragement of industry, is achieved by the narrower objective to connect two cities. Its location on the most inexpensive route is a reflection of a policy of economy in location, and its safety standards of minimum sight distance and median strip are a control of design. The engineering is thus limited by these objectives, standards, and policies; and the best engineering can not compensate for objectives, policies, or standards which are too short-sighted in terms of the total development needs of the county, state, or nation.

A new highway may, for example, be planned between Salt Lake City and Provo. Since the immediate objective of this project is to connect the two cities, the route may begin near the center of Provo and end in downtown Salt Lake City. The policy of economy of location may result in a route across the centers of the Utah and Salt Lake valleys. But, perhaps, study will disclose a future need for a new route to provide rapid communication along the entire Wasatch Front, and an objective of developing the industry in this area may suggest that such a project be initiated in the near future. The comprehensive development plan would make this new Provo to Salt Lake City

highway a part of the longer route and, as such, would want it to avoid the congestion of the centers of these cities but provide access to them by exits from the new route to the major traffic arteries of the cities. Policies to locate such routes where they may take advantage of scenic views and to avoid infringement upon the better agricultural land of the state may result in a location along the benches rather than across the valleys. The design plans are thus significantly affected by these objectives and policies and also by the comprehensive development plan which coordinates the planning of the projects.

Governmental development of resources is guided by a long line of points of decision-making. Each of the points is responsible for a specific area or type of decision and is often isolated from other points and ineffective in influencing other decisions. The structures division of the state Road Commission might thus be primarily responsible for the selection of the type of viaduct to span railroad yards but would have no authority to decide the location of the Provo to Salt Lake City route. Planning thus attempts to provide the appropriate points of decision-making with the appropriate information for the most effective coordination of agencies and the most useful implementation of the master planning process.

### Reasons for State Planning

#### Interdependence of Activity

There may have been a time when the work of one governmental agency had only insignificant influence on the work of other public and private agencies. However, this is certainly not the case in contemporary government, where most projects involve several agencies directly and, as in the case of the Upper Colorado River Project, may have major consequences on nearly every governmental and private organization in the

state. Efficient planning of these projects requires the consideration of all the interests involved in such programs through the coordination and comprehensive development of the policies and objectives of the agencies involved. Interdependence and the need for coordination exists in such relationships as the following:

- a) Several state agencies – such as in the development and control of public lands.

The Department of Forestry and Fire Control is responsible for the protection of forests and watersheds:

The board of forestry and fire control shall observe and, so far as possible, ascertain the best methods of preventing the destruction of forests and watersheds by fire, administering forests and watershed areas on conservation principles, revegetating waste-lands, instructing and encouraging private owners in preserving, protecting and managing forest and watershed areas throughout the state.<sup>1</sup>

At the present time, most of the development of the forest areas by the state government is by the Park and Recreation Department and the Fish and Game Commission, both of which are doing work which encourages thousands of visitors to the forest areas. It is thus essential that these departments work together with the Forestry and Fire Control Board in the protection of these forest lands. Evidence of the need for better coordination of such programs is the suggestion by Martin Crane, Deputy State Forester, for creation of a natural resources coordinating council consisting of the Directors of the Utah Park and Recreation Department, the Utah Fish and Game Department, the Utah State Land Board, and the Utah Forestry and Fire Control Board.

- b) State and federal agencies – The Upper Colorado River project involves the agencies of the state of Utah with several other western states and with the federal government. One of the most important impacts of this program will be an increase in the amount of cultivable agricultural land, which will involve not only the Board

<sup>1</sup> Utah Code Annotated, Title 24, Chapter 1, Section 11.



of Agriculture but also other agencies such as the State Road Commission, which will be required to build many of the highways servicing the new farm areas. The projects will also offer numerous opportunities to the Park and Recreation Department, the Tourist and Publicity Department, and the Fish and Game Commission. It is essential that the activities of the state and federal agencies be coordinated, not only to make the most effective use of the state and federal expenditures, but also to aid in justifying the expenditures and completion of the federal programs.

Many of these projects, such as those in the Upper Colorado Basin, involve several states. The need for interstate coordination has resulted in Utah's participation in a number of planning bodies such as the Bear River Compact, the Upper Colorado River Commission, the Interstate Oil Compact Commission, and the Western Interstate Commission for Higher Education. Utah's participation in each of these bodies should be guided by a comprehensive development plan which will facilitate the optimum use of each resource by coordinating its development with the development of other resources and with other state, local, and private activity.

c) State and local agencies – Public administration is presently burdened with thousands of separate governmental units in the United States that make coordinative planning extremely difficult. Utah is fortunate in having relatively few governmental units; only 9 states have fewer, but there are still 29 counties, 210 municipalities, 118 special districts, and 40 school districts, which, added to the state government, totals 398 independent units.<sup>1</sup> This does not include the various departments in each of these governmental units. The Utah Official Roster of 1959-1961 showed 41 agencies in its organizational chart of the state executive branch. The Utah Advisory Council

<sup>1</sup> Council of State Governments, The Book of the States 1958-1959, Chicago, Illinois, 1958, p. 256.

on Community Development was established "realizing that many agencies have an interest and are functioning in the improvement of Utah communities, but recognizing that greater effectiveness can be accomplished through a cooperative effort, . . ." A typical example of the interest of a state agency in local affairs is the concern of the Utah Tourist and Publicity Council in the attractiveness of the local communities so that tourists, once having visited the state, will return and will also promote the state to others.

d) State Agencies and private groups – Private and quasi-public groups are often very important in state development programs. Access to, the appearance of, and the environment surrounding the State Capitol and other important buildings and areas, (possibly including the proposed new federal office building) will be affected by future plans for North State Street. The State Road Commission, which must construct any new road, the Utah Tourist and Publicity Council, which is concerned with the many important historic points involved, and many groups such as the Salt Lake Chamber of Commerce and the L.D.S. Church would be very interested in the character of improvements in the area. This is primarily a problem of the Salt Lake City Planning Commission, but its involvement with several state agencies requires coordination of state activities with those of the city. The coordination needed is of the objectives and activities of these various groups and a method by which they may be informed of the plans and activities of other groups early enough to make this coordination effective.

The Union Pacific Railroad has been very important in the development of the parks of southern Utah and their future plans should certainly be coordinated with those of the state. Private operators have been responsible for the development, largely on public lands in the state, of skiing, a sport which is likely to continue to grow rapidly

in popularity and which could result in serious damage to the watersheds that now supply much of the culinary water of the Wasatch Front. The state and many local governments would be interested in guiding future growth to such areas as Park City, where important water supplies would not be threatened but where there is fine opportunity for the development of excellent ski runs which could provide recreation for Utah and the rest of the nation and thus become a substantial addition to the state's tourist and recreation trade.

#### Broad Scope of State's Work

The increasing population, together with the opportunities, dislocations, and conflicts presented by new technology and the growing complexity of our society, have resulted in expanding functions of all levels of government. The state governments have shared in this growth of power and influence and are now concerned with development of water resources for water supplies, flood control, power, and recreation; with social problems such as rehabilitation of criminals; with economic problems such as unemployment; and many other activities. The general expenditures of the state of Utah rose from \$66,452,000 in 1950 to \$102,874,000 in 1956.<sup>1</sup> This greater scope of state activity requires more careful direction and coordination of the work of the states. These programs must be planned ahead if the state is to avoid sudden public pressures which result in costly crash programs for education, highways, the problem of the aged, mental health, water supply and protection, housing, etc. There must be an understanding of the problems and objectives of the state by which criteria may be established for the selection of programs.

A major function of the states now is to act as administrators of federal funds in the form of grants-in-aid. Such grants-in-aid resulted in the following federal expenditures

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<sup>1</sup> Council of State Governments, op. cit., p. 177.

In all of the states in fiscal year 1956:

Public welfare	\$1,452,000,000
Education	344,000,000
Highways	739,000,000
Health and Hospitals	90,000,000
Employment Security Administration	219,000,000
Other	183,000,000
Total	\$3,027,000,000 <sup>1</sup>

Utah has a considerable interest in many of these programs, especially in federally-aided highways because of the large size of the state, its strategic location with respect to transcontinental routes, and the new federal interstate system. One federal grant-in-aid which Utah has failed to take advantage of is the urban planning assistance grants, Title VII, Section 701 of the Housing Act of 1954. Under this program the federal government pays 50% of the cost of planning studies for communities under 25,000 inhabitants, thus making all Utah cities except Salt Lake City, Ogden, and Provo eligible for this aid. To receive this aid the state must be:

- a) Empowered, under their state laws, to provide planning assistance to small municipalities in the solution of their local planning problems.
- b) Legally empowered to receive and expend federal funds and expend other funds for the purpose stated in a) above, and to contract with the United States with respect thereto.
- c) In a position to provide state or other nonfederal funds in an amount at least equal to one-half the estimated cost of the planning work for which the federal grant is requested.
- d) Technically qualified to perform the planning work, either with their own staffs or through acceptable contractual arrangements with other qualified agencies or with private professional organizations or individuals.
- e) Ready and able to assume full responsibility for the proper execution of the program for which the grant is made and for carrying out the terms of the federal grant contract.<sup>2</sup>

The administration of these grants adds one more function to a state planning agency but also provides an opportunity for developing the local planning which is essential to the coordination of state and local developments.

<sup>1</sup> Council of State Governments, op. cit., p. 229.

<sup>2</sup> Housing and Home Finance Agency, Requirements and Procedures for Urban Planning Assistance Grants, February, 1955, pp. 2-3.

Many object to the federal government's participation in such domestic problems which might primarily be the function of the state and local governments. But the public has made it clear that it will demand these services by the government and that if the state or local government will not provide them the federal government must. The states are thus in the position of being required to exhibit more positive and dynamic action toward the solution of such problems as highways, education, planning, etc., if these activities are to remain local functions. Many argue that the federal government can not possibly carry on such functions as economically as the local governments and that federal control of these programs necessarily means less local freedom of planning because these programs must be protected with standards which are usually designed to meet national needs rather than local needs. Regardless of whether the states are to exhibit more initiative toward taking over these governmental functions or whether the national government is to finance the programs through state administration, planning and coordination of the programs will be required to achieve their efficient administration.

A growing area of need for state action is the problem of the metropolitan area which has overgrown its old municipal boundaries and now has no agency which can approach the solution of its problems on a metropolitan scale.

There can be no uniformity in the choice of agency to which can be given this regional plan formulation and review of local ordinances. The suggestion in this paper is that some state reviewing agency may be an answer. With the increased role of state governments in matters associated with regional development -- flood control, highways, schools -- inter-community disputes over land-use controls being increasingly thrust upon the state judiciary, some solution short of the long-run metropolitan government needs to be devised. Courts -- which have been plunged into the vacuum of power -- do not seem the most desirable focus for resolving inter-community conflicts or promoting regional land development.

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<sup>1</sup> Charles M. Haar, "Regionalism and Realism in Land-use Planning," University of Pennsylvania Law Review, Volume 105, Number 4, February, 1957, p. 536.

### Increasing Responsibility of Governor

The governor has been playing an increasingly important role in state government as the states' responsibilities have grown and have required more centralized and positive coordination of the many programs of the government. "From detested minion of Royal power, to stepson of legislative domination, to popular figurehead, to effective executive is the story of the American Governor."<sup>1</sup> The growth of the governor's power has been attributed to:

- a) Insertion in the state constitutions of the provision that the governor should recommend a program to the legislature. "Our concept of executive - legislative relations is based on the proposition that the executive should prepare a program."<sup>2</sup>
- b) State-wide election of governor as a representative of the people. The press, radio, and television have allowed him to maintain close communications with the people of the state.
- c) Veto power given to every governor except North Carolina's.
- d) Four-year term of office.
- e) Reorganization of the executive branch in many states into a few major executive departments with the establishment of administrative management agencies in the governor's office.
- f) The power that has made the governor a strong power in the state governmental structure has also enabled him to become a leader in the state and even the national political field.
- g) State legislatures have often forced the governor to make full use of his new powers because of the detail of the legislation, which restricts the use of the governor's discretion after passage of the bill.

Not only has the governor's power and responsibility increased, but the questions he is asked to decide have become more technical. The operations of the government cover such a broad field, from social welfare to hydrology, that one man can not be

<sup>1</sup> William H. Young, "The Development of the Governorship," State Government, Volume 31, Number 7, Summer, 1958, pp. 178-183.

<sup>2</sup> Coleman B. Ransone, Jr., The Office of Governor in the United States, University of Alabama Press, 1956, p. 161.

expected to have the expertise to fully understand the problems involved in every decision and the implications of the alternative solutions. The governor has thus found it necessary to place increasing reliance on the aid of technical advisors whose advice hopefully separates the technical questions from the political decisions and thus makes clear the political alternatives concerning objectives, policies, and standards.

### Illustrations of Problems a State Planning Agency Will Face

State development must be concerned with questions of the type of development, the order in which resources are to be developed, and the rate at which the development is to proceed. These questions not only demand consideration of the physical requirements and effects of development but also the economic impact of the program and, to a growing extent, the sociological aspects. Technological progress has increased our developmental opportunities and has also increased the interdependency of programs and hence the necessity of careful planning and coordination.

#### Optimum Development of Mineral Resources

Modern technology is making increasing demands on such resources as iron and petroleum and requires new materials, such as uranium, which have had little importance in the past. Where are these resources? Can they be economically extracted from nature with existing physical facilities within the state? One third of the world's phosphorous supply is in the Mountain West with rich deposits north of Vernal and in the Crawford Mountains in eastern Rich County (40% and 70% tricalcium phosphate respectively). It has been reported that both these deposits are easily accessible and will be increasingly attractive for development as cheap power from the Upper Colorado



River Project becomes available.<sup>1</sup> Utah also shares in the shale oil resource of the Mountain West, a resource which some suggest "is capable of bringing an industrial revolution to the undeveloped West," producing possibly one third of the nation's consumption of petroleum by 1970 and adding at least a half a million persons to the population of the region.<sup>2</sup> These reserves have been estimated to contain enough oil to supply the nation for a century.

What new highways or other facilities might make the extraction of these resources possible? How will changing requirements of industry affect development of the resources in the state? What state action will be necessary to prevent economic hardships or to take advantage of new opportunities? What will be the effect of resource development on existing and future social patterns and how should the state approach possible resulting problems? What health problems, such as the hepatitis outbreaks of San Juan County, should be anticipated because of this new growth?

#### Control of Water Supply

Expanding populations and growing requirements for water by the individual and industry have made water a critical resource, and according to some experts the water shortage has in the past retarded the industrial growth of the state.<sup>3</sup> How much water can each river basin be relied upon to deliver? How can hydraulic structures increase the supply at any point and what would be the cost of such work in terms of money, destruction of existing physical development, and changes in community and social

<sup>1</sup> J. Stewart Williams, Geological Studies in Utah, 7th Annual Faculty Research Lecture, Utah State Agricultural College, Logan, Utah, 1948, pp. 10-11.

<sup>2</sup> Morris E. Garnsey, America's New Frontier the Mountain West, New York, 1950, pp. 60-61.

<sup>3</sup> W. Preston Thomas, Industrial and Population Growth in Utah, U.S. Department of Agriculture, Logan, Utah, 1959, p. 10.



patterns? Is the quality of the water presently adequate for its use? How will future development such as new ski and camp facilities in the canyons change the quality of the water and how should the state solve the problems these changes will present? What control of the rivers is necessary to prevent future flood damage or take advantage of power opportunities? What recreational opportunities are existing, will be presented by future development for the purposes above, or could be presented by construction of dams for the specific purpose of recreation?

#### Highway Development

The highway network has become one of the most important elements in the growth of our society. Its development is far less dependent on physical features than many public works such as hydraulic structures, and so presents great opportunities for the direction of economic, physical, and social patterns. Present expenditures for highways are a major part of the budgets of our governments, and private expenditures for transportation over these roads are a major part of the national product. How will future development of resources affect the requirements placed on the highway network, and is present construction fitting this new pattern? What will be the influence of planned construction on the physical and social pattern of the state, and is this a desired influence or should the type, size, and location of the project be reconsidered? How do highway plans relate to the plans of other agencies of the state government, other governments, and the public? How could new highway projects be of particular help in furthering the objectives and plans of the state departments? Is federal encouragement of the highway programs resulting in a concentration of state revenue on the highway program with the neglect of other, more important, state responsibilities?

### Metropolitanization

Cities exert a tremendous influence on the development of the state, not only because of their concentration of economic and social activities, but also because of the large areas of land they occupy. Location, size, and type of most state development is now a result of both the location and value of its natural resources and the influence of the location and size of the major cities. How will the growth of cities affect opportunities for the development of mineral or recreational resources? How will new highways affect the growth of the cities, and how will this growth affect surrounding land that is now farmed or vacant? What recreational opportunities need immediate protection from the pressures of urban expansion? How will changes in the economic health of the city affect state programs of relief? How will new patterns of living change the requirements of public care for the old? Will the new social patterns of the city result in new problems for the state mental institutions and may these problems be better solved through a direction of the physical pattern of the city rather than by enlargement of the institutions? What will be the new problems and approaches of the penal courts and institutions?

### Outdated Municipal Boundaries

Most cities long ago outgrew their political boundaries, pushing into those of neighboring jurisdictions. The postwar explosion of the metropolis has made the problem nearly unmanageable and has resulted in a general confusion of special districts, authorities, and other ad hoc solutions to the problems. Utah is fortunate in many ways with respect to this problem: the growth of the Wasatch Front has lagged behind the growth of many other metropolitan areas outside the state, whose problems have

given Utah some forewarning of the future; the counties of Salt Lake, Utah, Weber, and Cache more nearly coincide with the metropolitan areas of the state than do most counties in the nation and thus offer an unusual opportunity to use existing governmental units for metropolitan governments; and the topographic features of the Wasatch Front tend to break the metropolitan areas up into cities of reasonable size with unusually clear definitions of boundaries.

How will future growth affect these boundaries, and how should present reorganization anticipate these future changes? What new roles need the state accept because of the inability of local governments to perform these functions? What areas of local activity bear so heavily and directly on other localities throughout the state that they must be performed by the state?

#### Leisure Time

One of the significant changes in our society is the increase in the leisure time of the individual. This results both in the exploration of new activities, which require development of new facilities, and in changes within the existing pattern of social intercourse and physical organization. Added to this is the increasing number of retired persons for whom activities and services must be provided. What new pressures for recreational facilities should be expected and how should they be developed? Will this change in activity be reflected in a change of residential patterns to larger lots requiring more personal care by the residents and even to leisure-farm, commuting suburbs? How will this new pattern then affect the growth of the city?

### The Upper Valleys of the Wasatch Front

A future development which presents both serious problems and exciting opportunities is the development of the valleys of Morgan, Summit, and Wasatch counties. These are some of the most beautiful valleys in the state, being a real part of the mountains. They have in the past been used for various agricultural purposes such as dairying, and have also developed as a result of the mining of silver and lead and the quarrying of some stone. Growth has been slow when viewed over long periods, but there have been some short boom periods because of strong demands for minerals, which were followed by local depressions later when the mines were closed. Farming communities such as Morgan and Coalville are showing a slow steady growth while Park City now has closed mines and empty homes.

The next ten years will, however, show a significant change in this growth pattern, a result of new patterns of communication and suburban living. Large areas of these valleys are within 10 to 40 miles of the centers of Ogden, Provo, and Salt Lake City, and much of this distance is through canyon passes where there is no urban development constricting the highways. New highways such as U.S. 40 through Parley's Canyon, together with the high power of modern cars, make the trip, which once measured the endurance of the machine and its passengers, a 10-minute pleasure cruise. It is in fact the easiest driving in the state because of the clear road and the complete freedom from annoying and dangerous access points along the route. But the new federal interstate routes promise to far excel this route, as they not only call for very high standards through the canyons but will continue these controlled access routes into the centers of Ogden and Salt Lake City, as well as across the valleys of Summit and Morgan counties.

These new routes will make many areas of these valleys closer, in time, than parts of Salt Lake and Davis counties now are to Ogden and Salt Lake City. The mountains, cool summer climate, and the open space make the valleys very attractive to suburbanites. The valleys also have recreational opportunities in the form of potential ski areas near Park City and water sports at the several lakes and reservoirs of the valleys, as well as being the gateway to the Granddaddy Lakes area, which is rapidly developing with new roads and facilities. The problem will be the same as Weber County is currently experiencing with the Pine View Reservoir area: how to prevent the establishment of "honky-tonks" and rural-suburban slums and how to take advantage of the new opportunities for very pleasant suburban living and of Utah's outstanding recreational resources. It is also conceivable that this growth, if uncontrolled, could result in commuting traffic heavier than highways through the canyons could possibly carry.

The solution to such problems includes: the planning of state and federal highways to serve this type of development in the upper valleys; controls of public lands for uses compatible with this type of development; encouragement of local planning agencies to guide the development; and coordination of federal, state, and local plans in the area. This will, of course, result in some limitations on the form and location of development, but the objective and result of these limitations are not to reduce property values and inhibit the effectiveness of the governmental agencies. Instead they are the prevention of certain types of land speculation, the object of which is a quick profit, and thus the protection of the potential long range increase of property values, which will be much greater if the area preserves its beauties and conveniences rather than allows itself to be ruined by ugliness and confusion which usually results

from uncontrolled and unplanned development. The consideration of these long range developments may suggest more expensive highway locations, but the added cost, if the planning is good, is justified by future savings in right of way protection, by protection of future land values, or by greater future utility of the highway network. In many cases, however, the routes suggested by this planning will add little or nothing to the immediate cost and may even reduce the expense because of the resulting coordination of the various governmental agencies and the public and because of the prevention of immediate development which would obstruct the highway.

This is a case where even Utah, with its unique topographic and county definitions of urban areas can not contain the growth of the city. It is another need for coordination and guidance of development by an agency at the state level.

Although every city and every county wishes to retain its identity and preserve its growing home-rule autonomy, it is more and more evident that the locality is a part of a region and a state, the governmental and private interest of which are bound together by common problems and common opportunities. The enlarging scope of urban activity, the requirements for transportation, the needs for conservation of natural resources, the preservation of convenience, aesthetics, and the values of property require planning on a cooperative, interdependent basis.

That the state is composed of localities is at last becoming painfully clear to those state officials who once thought that cities and counties were simply unimportant small jurisdictions through which they ran their highways or canals or in which they located state parks or public buildings. This recognition is limited and fragmentary still, but it is spreading rapidly as representatives of both urban and rural localities become more angry, better informed, and more articulate.

The corollary of this is just as true. Greater numbers of city and county officials now judge the complicated construction programs of state agencies on the basis of their value to the entire commonwealth of California and are less and less given to evaluating only those segments of projects which affect their own jurisdictions, and then solely on the basis of local interest. Although this change in attitude is as yet not widespread, it shows signs of growing.<sup>1</sup>

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<sup>1</sup> George H. Smeath, "Local, Regional, and State-Wide Planning: How Are They Related?", California's Future: Purgatory or Paradise?, University of California, p. 30.

clip on p. 19 of J. Levine's thesis  
when bound.

NOTE: The estimate of the Highland Branch's impact on peak period traffic destined to downtown Boston (see pp. 22-24) has been revised since the thesis was completed. Data released by the Boston City Planning Board indicates that before the Highland Branch was opened, about 30,000 people from all parts of the metropolitan area traveled daily into downtown Boston by auto between 7 and 9 a.m. This means that as a result of the diversion to the Highland Branch's Reservoir-Riverside segment, travel into downtown Boston has been reduced by 4 per cent during the morning peak period. It is further estimated that the entire Highland Branch, Fenway Park through Riverside, reduces peak period auto travel in downtown by almost 7 per cent.

For additional information with respect to the Branch's impact and commuting profile, see Greater Boston Economic Study Committee, Survey of Commuters on the Highland, Branch, August 1960, pp 19 ff.



## The Upper Colorado River Storage Project

The Upper Colorado River Storage Project is now, after years of effort by the people of the Mountain West, nearing reality as construction progresses on the Glen Canyon and Flaming Gorge dams. The impact of this project on the development of the state is well known and needs no discussion here. But the agencies of the state now have a continuing function concerned with this program. It is the fullest development of the recreational, industrial, and agricultural potential presented by this project, both to insure the highest returns out of this huge federal investment and to insure the completion of the project by a clear presentation to the state and nation of the proposed developmental program and its many advantages. The best publicity for the project is probably a full development of its recreational potential, which people from across the nation can discover and enjoy. The best justification of the project is a sound and coordinated policy of utilization of its water and electric potential.

The increase in the available water supply, the development of large amounts of power, and the growth of recreation in the area will result in a rapid expansion of activity which will soon produce conflicts in the use of the land and its resources. It will be necessary, in some areas, to determine priorities among such activities as grazing, recreation, and mining. This can best be accomplished through research of the potentials of the basin and through the use of a comprehensive plan for development. The National Park Service has suggested one such conflict of land uses:

In this nationally significant recreational region (Upper Colorado Basin) the entire gamut of outdoor recreational activities may be enjoyed, including hunting, fishing, photography, nature study, snow sports, boating, swimming, horseback riding, camping, mountain climbing, and exploration.



It is only natural in a region so endowed that recreation should become one of the major industries. Agriculture is restricted largely to irrigated sections. Mining, lumbering, and the raising of cattle and sheep first attracted settlers to the basin, but the recreational features are now attracting many more; and as the various sections of the basin become better known and more accessible to the densely populated regions of the United States through improved highways and air transportation, catering to the recreational business should become a major industry. To foster this industry, it must be recognized that recreational use of land may in certain places be the highest or best use for the general welfare of the people in the basin, and in great sections of the basin should be on an equal basis with other uses, such as grazing or production of timber. One of the most important recreational aspects of the basin is the great stretches of open range, unobstructed by buildings, fences, transmission lines, and other signs of modern civilization.

State planning will also be useful, if not necessary, for the coordination of the many developments attributable to the Colorado River Storage Project - to make them the most economical and in some cases to make them possible. The National Park Service described one of the opportunities of the Glen Canyon Dam as:

High among potential values would be the advantages of waterborne access to remote corners of this wild canyon country, including the vicinity of the Rainbow Bridge National Monument. At present, difficulty of access to this natural wonder has limited public enjoyment to the hardy and privileged few who can afford the time, cost, and effort of reaching it over pack trail.

The character of Glen Canyon at the dam site would make access to the reservoir difficult, although the general area would be reached over project construction roads. The situation would be somewhat similar to that at Hoover Dam and Lake Mead, where actual access to the reservoir for general recreational purposes is not in the gorge at the dam, but at various points above the dam where short areas are suitable for access and related development.<sup>2</sup>

The new highway servicing the construction projects at the dam site has provided access to several of these future recreation areas through the farsightedness of the Bureau of Reclamation. It may be that other recreation areas may be opened if justifying construction of the new road can depend on both recreation and mining or grazing.

<sup>1</sup> The Colorado River Storage Project, House Document 419, 80th Congress, 1st Session, pp. 187-188.

<sup>2</sup> Ibid., p. 194.

The U.S. Bureau of Mines has pointed out that the Upper Basin contains coal, petroleum, natural gas, oil shale, bituminous sandstone, and the only known deposits of gilsonite, elaterite, wurtzillite and ozocerite.

This array of mineral fuels and carbonaceous materials is not approached by any region in any other part of the world. The extent to which these materials may provide the basis for future mining and mineral processing within the basin and in contiguous areas cannot be foretold definitely, but it is certain that their effect on future industrial development will be important.<sup>1</sup>

Research is required to determine the potential value of these materials and to discover the means by which they may be best developed. The eventual development will then require the efforts of planning in all of its functions to coordinate the development of the minerals with other activities in the local area, the rest of the state, and the Upper Basin.

The development of agriculture, mineral resources, and recreation will place new demands on the sanitary, educational, and other community facilities of the area. These communities will need warning of the amount of growth to be expected and the time at which it will occur. They will then be able to plan their facilities in anticipation of this growth and may possibly ask for state assistance if their resources are too limited for the required improvements. Totally undeveloped areas will need state supervision to guide growth and to prevent the development of unattractive, unhealthy, and dangerous conditions.

The Upper Colorado River Basin Compact established a continuing Upper Colorado River Basin Commission which has described its own purposes as:

- (1) to provide for the equitable division of the use of waters of the Colorado River System among the Upper Basin states, namely Arizona, Colorado, New Mexico, Utah and Wyoming;
- (2) to establish obligation of each state with respect to delivery

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<sup>1</sup> The Colorado River Storage Project, op. cit., p. 238.

of water to the Lower Basin; (3) to promote interstate harmony; (4) to remove causes of controversies; (5) to secure the expeditious agricultural and industrial development of the Upper Basin states, the storage of water, and the protection of life and property from floods.<sup>1</sup>

The work of this commission has been and will be important to the planning by the various state and local agencies and by the state government as a whole in its comprehensive plans. It will thus be important to coordinate the planning and developmental activities of the state and local agencies with those of the Commission.

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<sup>1</sup> Upper Colorado River Commission, The Colorado River Storage Project, Grand Junction, Colorado, p. 2.

## II. HISTORY OF STATE PLANNING

### Early History

State planning did not begin with the "New Deal" and the National Resources Planning Board. The New York State Commission of Planning and Housing was established in 1929, and by 1931 the states of New Jersey, Wisconsin, and Illinois had established state planning agencies which approached a comprehensive nature.<sup>1</sup> Even earlier, the administration of Theodore Roosevelt had laid strong emphasis on the conservation of natural resources, which resulted in the creation of a number of state agencies charged with the preservation of natural resources. Some forms of resource development, conservation, and planning can, in fact, be found throughout American history. The public lands policy of the federal government and the "canal era" of development by states are examples of such planning and development programs.<sup>2</sup> The state agricultural experiment stations have also made significant contributions to resource planning.

Utah was settled under a highly centralized form of planning and, since statehood, Utah has made several approaches to comprehensive planning. The planning efforts of the pioneers resulted in the wide city streets which so few cities outside of Utah enjoy. Brigham Young's conscious effort to disperse the population resulted in settlements throughout most of the state which have broadened Utah's economic base, provided an understanding of the problems and potentials of the various areas, and served as beginnings to aid later developments, as Moab and Blanding have served the uranium and oil booms. A Roosevelt State Conservation Commission made reports in

<sup>1</sup> Albert Lepawsky, State Planning Economic Development in the South, National Planning Association, Kingsport Press, Kingsport, Tennessee, 1949, p. 11.

<sup>2</sup> See Clifford J. Hynning, State Conservation of Resources, National Resources Committee, Washington, D.C., 1939.

1909 and 1913 which covered land, water, forests, minerals, wildlife, drainage, irrigation, reclamation, manufacturing, and dry farming. Hynning reports "irrigation, particularly in its economic aspects, interested California and Utah, the report of the latter recommending the collection of further data for the guidance of investors, and scheduled a comprehensive survey of dry farming."<sup>1</sup>

Despite Utah's early history of planned cities, modern city planning and zoning were slow to come to the state. The State Legislature passed enabling legislation in 1925 for the zoning of cities, but Salt Lake City was the only government to take advantage of this law before the establishment of the State Planning Board in 1933. Similar legislation was not enacted for county zoning until 1941.<sup>2</sup>

#### The NRPB and Utah's State Planning Board

The National Planning Board (later the NRPB) was established in 1933. A Utah State Planning Board was appointed by Governor Blood on April 9, 1934 and given legislative support by an act of 1935 (the text of which is found in Appendix I).<sup>3</sup> The state planning board was the result of a letter circulated by the NRB in December of 1933, suggesting that such an organization would be useful to the states and would also provide necessary contacts between the federal planning agency and public opinion in the states, and that Public Works Administration funds allotted for the employment of planning consultants would be assigned by the NRB to qualified state planning agencies. The state planning boards received liberal financial support from the Civil Works Administration and later the Works Progress Administration.<sup>4</sup> By 1936 every state but

<sup>1</sup> Op. cit., p. 95.

<sup>2</sup> Utah Code Annotated, Title 15, Chapter 8, Sections 89-107 for the city law; Title 19, Chapter 24, Sections 1-28 for the county law.

<sup>3</sup> National Resources Board, State Planning, Washington, D.C., 1935, p. 91.

<sup>4</sup> Ibid., pp. 8-9.

Delaware had created some form of a state planning agency.

The ten years from 1933 to 1943 saw the national planning agency trying to find its proper place in the government. During this time it went through three official reorganizations which were largely the result of legislative and judicial requirements and pressures. It was finally abolished by an act of Congress in 1943. The Utah Planning Board suffered much the same fate. There never seems to have been strong legislative support for the agency; and had it not been for the federal funds which provided nearly all its financial support, it probably would not have been established or would have disappeared long before its abolishment by legislative action in 1941. Its greatest appropriation of state funds was \$25,000 for the biennium of 1939-40.

The State Planning Board was, however, very active during its short existence, making a great number of studies and reports. Special attention was given the Colorado River and the location of a new state prison, but the work of the board covered a huge range of topics. The size of the work of the Board is indicated by the "23 cubic feet, 517 maps" which the Utah State Archives Inventory lists as its collection of the records of the planning board.<sup>1</sup> The scope of its work is indicated by the letter of S.R. DeBoer in Appendix 2 and by the listing of some of the reports of the Board in Appendix 3.

There were many persons on the board and on its staff, the latter having 15 employees at the time of appointment of the board, even though there were no state funds appropriated (the staff members were paid by the Federal Relief Administration).<sup>2</sup> Several men were engaged in the work of the board throughout its existence and were responsible for much of its policy. Henry H. Blood, as Governor, was chairman of

<sup>1</sup> Utah State Archives Inventory, pp. 17-19.

<sup>2</sup> NRB, op. cit., p. 91.

the board for nearly the entire time of its existence. William R. Wallace, then Chairman of the Utah Water Storage Commission, was the Executive Vice-Chairman during most of the years. Dillworth Walker, Dean R. Brimhall, and Ray B. West were all directors of the board for short times, Mr. Walker serving both before and after Mr. Brimhall. Sumner G. Margetts, who was Executive Secretary of the State Soil Conservation Committee and who followed Mr. West as director, served as director during most of the years of the board and until its demise. Thornton W. Peterson served as the board's "planning technician" and directed its studies, while S.R. DeBoer served as the NRPB's consultant to the board.<sup>1</sup>

Considering the great amount of effort which the board put into its reports, the amount of action they initiated was disappointing. The studies of the new state prison were important and the work on the Colorado River aided later work resulting in the Upper Colorado River Project. But few of the other reports were given serious consideration. Mr. Tom McCoy of the Utah Municipal League was, even then, encouraging city and county zoning but was having little success. Mr. Margetts was a highly respected engineer and was held in high esteem by Governor Blood. He was often consulted by the Governor, but there is a question whether it was because of his position on the planning board or because of the Governor's faith in his engineering abilities.

The end of the board came with the change of administrations in 1941. The new Governor, Herbert B. Maw, recommended to the 1941 Special Session of the Legislature that the board be abolished, and this was accomplished with the passage,

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<sup>1</sup> Much of this information, as well as that in the following paragraph, was obtained in a personal interview with Mr. Thornton W. Peterson in Salt Lake City on December 31, 1959.



on March 27, 1941, of House Bill No. 13, which became effective July 1, 1941.

There are probably two reasons for the failure of the board:

1) It failed to generate interest among the legislature and the state departments which would result in the support of the board by these groups. It is possible that too few of its reports could be transformed into immediate and easily recognized results, although a review of the studies made indicates a potentially highly useful program. This failure is more likely a result of a lack of understanding of the work of the board by the rest of the government and by the public. The agencies affected by the reports might have had more interest if they had been more closely associated with the preparation of the studies. It may also indicate the need for a better distribution of the reports among the people and agencies of the state. Although Governor Blood had considerable confidence in Director Margetts, he does not seem to have taken full advantage of the planning board and its staff, nor encouraged the use of and cooperation with the planning board by the state agencies.

2) It has been suggested that the reason for Governor Maw's recommendation to abolish the Board resulted from antagonism which developed when some of the participants in the planning agency gave active support to Maw's opponents during the election campaign.

#### State Planning Since 1940 in Utah and the Nation

State planning throughout the United States suffered severely following the withdrawal of federal subsidies and the abolishment of the NRPB during the early 1940's. Only a few of the state boards survived in their original form, many were abolished altogether, and most were made part of another agency such as the department of



commerce or else were reorganized and assumed the additional function of an industrial development agency. Only 8 of the original 47 planning agencies remained in 1950 with their original titles, and the function of these agencies has changed so significantly that it is questionable whether several of them are contributing to "state planning." The reasons for the failure of the planning boards created by the encouragement of the NRPB include failure to make substantial contributions to the information which the operating departments could or wanted to make use of, failure to determine the proper role and scope of state planning, failure to distinguish between its area of activity and that of the local and national agencies, and failure to demonstrate that it was involved in useful activity which was not duplicating the efforts of other agencies. The primary financial support furnished by the NRPB resulted in the strengthening of ties with the federal agency and probably in weaker relationships to the state legislature. The end of the NRPB thus orphaned those agencies which had not already been destroyed by legislative and executive antagonism or apathy.

The most active of the agencies during the late 1940's and early 1950's were the planning and industrial development commissions. These agencies were the results of: 1) the attempts of the planners to save the planning agency by tying it to a function which was of current state concern, and 2) the realization by others that the agencies could be useful, as existing structures, in performing the work of postwar recovery and industrial development. The end of the war, and the absence of a major economic crisis, resulted in concentration on industrial development which, in many cases, has been little more than a promotional program. Some planners have criticized this function of planning agencies as not within the

proper scope of state planning. Those concerned with these industrial development agencies have justified their promotional activities either as a necessity for the continuation of the agency or as the implementation of planning functions.

The Interim Committee of the Assembly of the State of California published in 1955 a report entitled A State Office of Planning for California, in which is included a study of the existing planning agencies of the various states. (Parts of this report are in Appendix 4.) This report showed the existence, in 1955, of some form of planning and development agencies in 45 states, of which 27 reported varying degrees of state-level planning.<sup>1</sup> There has been a steady growth of such agencies since the late 1940's because of the growing interest in state economic development, the mild recessions, the Korean War, and lately the encouragement of state planning by federal agencies and legislation such as the Area Development Division in the U.S. Department of Commerce, the Housing Act of 1954, and the Special Assistant for Public Works Planning in the Council of Economic Advisors.

The California report noted that "the trend has been toward consolidation of developmental and planning activities,"<sup>2</sup> but pointed out that there were some recent exceptions in the states of Tennessee and Wyoming. Since this report there has been an increasing interest in state planning (as opposed to promotion of industrial development); the 1958-1959 Book of the States reports:

Emphasis on planning of various types was reflected by legislation and administrative action in at least five states. Arizona provided for establishment of a State Building and Planning Commission. The California legislature established a State Planning Agency in the Department of Finance. Colorado's legislature authorized the creation of a State Planning Division to replace a semi-independent Planning Commission. In Georgia

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<sup>1</sup> Subcommittee on County and Community Planning of the Assembly Interim Committee on Conservation, Planning, and Public Works, A State Office of Planning for California, Assembly Interim Committee Reports, 1953-55, Volume XIII, Number 1, April, 1955.

<sup>2</sup> Ibid., p. 58.

a State Planning Commission was created within the Department of Commerce to provide, among other activities, planning assistance to local governments. Reorganization of the Minnesota Department of Administration, accomplished by administrative action, includes among other results the establishment of a new Division of Research and Planning within that agency.<sup>1</sup>

Most of the action is in the form of reorganization and strengthening of existing planning agencies or replacement of existing agencies with new, and usually stronger, agencies rather than the introduction of an entirely new function. This action has been prompted because of increasing need for planning agencies to deal with the growing problems of highway design and the location and utilization of water resources, because of the extent and type of federal encouragement of state planning agencies, and because "for a considerable number of years, one of the major results of state reorganization has been to strengthen the authority and responsibility of the chief executive."<sup>2</sup>

The function of the planning agency is thus shifting its emphasis from the operational function of industrial promotion to planning and coordination of the state's activities. But while often losing some of its promotional functions it has gained the responsibility of giving advice and aid to local planning agencies. This renewed emphasis on planning and coordination is reflected in the recent recommendations concerning the planning function by the National Municipal League, the Council of State Governments, and the American Institute of Planners.

In Utah, the abolishment of the planning board was accompanied by the establishment of the Department of Publicity and Industrial Development. This agency attempted to take over many of the functions of the old planning board, plus some

<sup>1</sup> Council of State Governments, The Book of the States, op. cit., p. 113.  
<sup>2</sup> Ibid., p. 111

new activities of its own. In 1942 its director was given the additional responsibility of director of postwar planning. This department was also prolific in its publication of reports, notwithstanding the fact that its director, Mr. Ora Bundy, was its entire staff during part of the department's existence. This agency ran afoul of the legislature and was abolished in 1953, twelve years after its creation.<sup>1</sup> A new agency, the Tourist and Publicity Council was then created and is still in existence.<sup>2</sup> The new agency has no responsibility for comprehensive planning except as such planning directly affects its work with tourists. It has, however, shown interest in broad planning, and its director is also chairman of the Utah Advisory Council on Community Development. A Utah Committee on Industrial and Employment Planning assumed industrial development functions of the Department of Publicity and Planning. Other agencies have been established for particular projects such as the Upper Colorado River Commission, which is an interstate commission for the planning and support of the Upper Colorado River Project. Local planning has grown considerably since 1940 with active planning departments in Salt Lake City, Salt Lake County, Ogden, Weber County, Davis County, and Provo. Consulting services, particularly for zoning work have been used by other areas of the state.

The Utah State Agricultural Experiment Station has made a number of interesting and valuable studies concerning Utah's resources (particularly the agricultural potential of the state) and their development. Other valuable studies of Utah's resources have been made by the faculties and students of the universities and colleges of the state.

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<sup>1</sup> The legislation concerning the Department of Publicity and Development comprised Title 63, Chapter 3 of the 1953 Utah Code Annotated.

<sup>2</sup> Ibid., Chapter 16.

### Present Planning in Utah

Meanwhile the planning in Utah has been on the departmental level with no overall planning responsibility. The need for the coordination of the various programs has stimulated several partial solutions which together represent an attempt to accomplish comprehensive planning and coordination.

The Governor's biennial budget is prepared by the staff of the Commission of Finance. Each department, institution, and agency submits its estimates of expenses to the commission, which then spends about 45 days for a hearing period wherein each request is analyzed. The requests are then submitted to the governor together with the Finance Commission's estimates of available revenues and a suggested budget. The governor reviews this report and makes final recommendations to the legislature. The Utah law requires that this be a balanced budget.

The State Building Board has been given the responsibilities:

- 1) To cause to be prepared in conjunction with the institutions a master plan of structures built or contemplated, and to be prepared for submittal to the governor and the legislature a comprehensive ten-year building plan for the state of Utah suggesting priority for all state institutions on the basis of present and future need. The plan shall include all proposed buildings which are to be constructed wholly or in part with state funds and all proposed repairs and alterations of existing buildings of the state and of departments, commissions, institutions, and agencies of the state. Such plan shall include maps, information and substantiating data to support the adequacy of the plans projected, and estimates of the cost of each project.
- 2) To amend and keep up to date the ten-year building program for submittal to the governor and subsequent legislatures.<sup>1</sup>

A building board planning fund of \$500,000 has been created:

The building board planning fund shall be used to make payments for engineering, architectural and other planning expenses necessary to make a meaningful cost estimate of any building that may be constructed wholly

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<sup>1</sup> Utah Code Annotated, Title 63, Chapter 10, Section 7.

or in part with state funds and where construction of such building is contemplated within the current building board ten-year plan.

The amount so paid shall be credited to the building board planning fund at such time as the legislature appropriates money for any building project for which planning costs have previously been paid from the planning fund.<sup>1</sup>

The Utah State Building Board and the building board planning fund were created by the 1957 legislature and the board submitted its first Ten Year Building Program to the 1959 legislature with recommendations for approximately \$32,000,000 of new construction and improvements during the 1959-61 biennium. Legislative action approved the expenditure of about \$12,000,000 during the biennium.

Many of the departments have some form of departmental project planning. The State Road Commission has a large planning division staff which is responsible for the planning of all the state roads and other roads which are state or federally aided. It also provides planning services to local governments, usually with the cooperation of the Bureau of Public Roads, and has completed a number of origin-destination studies and parking reports for the larger cities of the state. The 1957 legislature also established the Department of Parks and Recreation, which spends a substantial part of its resources on long range planning of the recreation facilities of the state, and has published a very interesting and beautiful report on proposed state parks.

The coordination of the state programs is attempted by the careful selection of members of the various commissions and by the establishment of special committees for specific programs. An example of a commission is the Park and Recreation Commission, which has twelve members. The five voting members are chosen by

<sup>1</sup> Utah Code Annotated, Title 63, Chapter 10, Section 23.

the Governor from various parts of the state, the present members being from Salt Lake City (2), St. George, Bountiful, and Salina. The seven non-voting, ex-officio members represent the State Land Board, the State Water and Power Board, the Tourist and Publicity Council, the State Fish and Game Commission, the Board of Forestry and Fire Control, the State Road Commission, and the Utah Historical Society. Another special body, established by the legislature in 1957, is the State Coordinating Council for Higher Education which has the responsibility of conducting and directing the budget requests of all universities, colleges, and post-high school institutions in the state. The river basin commissions are examples of attempts to coordinate specific state activities with the work of other agencies in this state and other states.

The relationships of the various members of these boards, committees, and commissions seem to be generally very cordial, but such relationships seem to be insufficient, alone, to accomplish the coordination of planning and activities that would be desirable for the guidance of state action. Existing planning has several weaknesses:

- 1) Each of the members of the coordinating bodies has his own specific departmental problems, which necessarily focuses his attention on issues smaller than the comprehensive state development problem and usually results in less than enthusiastic participation in the coordinative group.

- 2) The members, concerned with the immediate problems of the various agencies they represent, are inclined to concentrate on short range plans in the coordinating groups rather than the long range objectives which is one of the primary responsibilities of the group.



3) The scope of interest of an individual member will often be limited by not only the operating agency he represents but also by the profession with which the particular agency is concerned; the representative of the highway department may be inclined to be limited by the interests of the highway department and the views of the engineer.

4) Limitations of available time of the members of these groups check their enthusiasm and participation in the work of the coordinating groups.

5) There are no staffs for these coordinating groups which can study and analyze the general and long range problems of the whole group.

The legislature's need for research services is now provided by a Legislative Council. It, however, does not and should not perform the services of planning for the executive branch but is concerned with research for immediate problems of the legislature. The Legislative Council was suggested by the original planning board and now is in the reversed position of proposing a new state planning board.

#### Recent Interest in State Planning for Utah

There has been occasional interest in a new state planning board since the old board was abolished in 1941. Mr. Ward C. Holbrook introduced a bill in the 1947 legislature providing for the appointment of a planning commission. With the exception of this bill, however, there seems to have been little active interest in a planning agency until 1956.

A staff report on Planning in Utah was made for the Local Government Survey Commission in March, 1956 by M. Walker Wallace. This study and its recommendations were incorporated in the report Local Government in Utah, issued by the Local



Government Survey Commission in September of 1957. The Report and Recommendations of the Utah Legislative Council, 1955-1957, in turn endorsed the report of the Local Government Survey Commission and included in its recommendations the establishment of the state planning board recommended by Mr. Wallace in Planning in Utah.

Mr. Wallace's recommendations in the staff report are found in Appendix 5. They suggested a board of between 11 and 15 members, five of them ex-officio from various designated state agencies and the rest to be chosen by the Governor, with the Senate's approval, giving consideration to representation of area and population. The report suggested mandatory referral of departmental plans to the planning board and gave the board the responsibility of preparing a master plan, making planning studies, providing information concerning the state's development to those interested, acting as the governor's principal staff agency in planning matters, assisting in the coordination of departmental activities, preparing capital improvement plan, assisting the Finance Commission in the preparation of the budget, and providing planning assistance to local governments.

The 1957 Legislature briefly considered the recommendations of the Local Government Survey Commission and then referred the suggested legislative program to the State Legislative Council for further study. This follow-up study resulted in the recommendation of 11 measures in the report of the Legislative Council to the 1959 legislature. Two of these recommendations concerned planning:

6. State Planning Bill -- This bill would provide for establishing within the office of the Governor a State Coordinating and Advisory Planning Board. The Board would consist of heads of various state departments and agencies together with local officials. Its purpose would be that of coordinating and reviewing plans for capital improvement, structures and land use on a state and local level.

11. Metropolitan Planning Act -- Under this proposed act counties along the Wasatch Front and cities within such counties could support an agency for planning capital improvements for metropolitan areas.<sup>1</sup>

Several bills were introduced in the 1959 session of the legislature concerning planning, including the following:

H.J.R. No. 1 "New Article in Constitution on Metropolitan Type of City Government," by Messrs. G. Taylor, Albrecht, Hodgson.

H.B. No. 1 "Provides for State Coordinating and Planning Board and Prescribes its Functions," by Messrs. Sheffield, C. Taylor.

H.B. No. 29 "Establishing a Wasatch Area Planning and Development Commission," by Messrs: Sheffield, C.H. Taylor and Dean.

None of these bills passed, but the reasons for their defeat are not clear, and it is probable that similar legislation will again be introduced in 1961.

There were probably three major considerations affecting the fate of the planning bills:

1) A rather general support for a coordinating agency to serve as an advisor to the governor and to act as a clearing house for the work of all the departments.

2) A general reluctance, probably stronger in Utah than most states, to create any new agencies that will add to the already complicated structure of government, especially if it will also add an expense to the budget.

3) A general apathy toward the subject of planning by all but a very few who would be most closely concerned with a planning agency and a reluctance or inability of most of these few to actively participate in the support of the legislation because of other obligations which required most of their attention.

<sup>1</sup> Utah Legislative Council, Report and Recommendations of the Utah Legislative Council, 1957-1959, Salt Lake City, December, 1958, pp. 20-22.

Among those interested in a planning board was Governor Clyde, who had favored such an agency to aid in the coordination of the work of the various agencies. State Senator Orval Hafen had also shown a strong interest in planning legislation by doing a considerable amount of research on the subject and even making a preliminary draft of some planning legislation. But a significant body of opinion in Utah has been afraid of the power of any "planning." George Smeath had been labeled a dictator in the early days of Utah zoning, even though Utah was one of the last states to become active in zoning regulations. Many called Mr. Wallace's proposals too strong and wanted the board's work to place less emphasis on planning and more on coordination.

The state planning bill of 1959 received varying forms of endorsement from a number of persons and groups, but very little active support. The Governor, the Utah Municipal League, the Utah State Association of County Officials, the League of Women Voters, and the Local Government Advisory Committee were among those expressing support. There seem to have been no major organizations which were clearly opposed to the legislation. The Farm Bureau was concerned that the farmer's property rights might be endangered by extension of zoning powers or other regulations. Some supporters have blamed other organizations, such as the Salt Lake City Chamber of Commerce, for their lack of active support, which they say indicated opposition to the bill. But the general problem seems to have been the near total lack of active support, which is clear from the committee hearing of the bill and the newspaper coverage of the progress of the bill.

The committee hearing was attended by Tom McCoy, Executive Director of the Utah Municipal League, who has had a long interest in planning and was probably the most active supporter of this state planning bill. He said he was unable to get any of the other supporting agencies to attend the meeting and the only other supporter of the bill at the hearing was Mr. I. Dale Despain, a planning consultant, whom he had brought to testify to the committee concerning the need for a state planning agency. Mr. Despain attributes the lack of interest on the part of the legislators, which was apparently evident at the hearing, to the fact that the Legislature had some 600 bills to consider and this one had not attracted sufficient public interest to make it any more than just another bill.

The planning legislation which caught the interest of the public and the newspapers was the proposals for metropolitan government and urban renewal. Opposition was strong to ward both items and, although not a part of the state planning act, probably had some effect on the fate of the state planning bill because of the association, in the public mind, of planning with the governmental reorganization proposal and the involvement of planning in urban renewal. One newspaper account described the hearing for the metropolitan government as: "Amid cries of 'dictatorship' and 'authoritarian government,' a proposed House resolution designed to set up constitutional machinery for establishing metropolitan government underwent a verbal beating Monday."<sup>1</sup> The state planning bill in the meantime got little more notice than announcements of hearings and readings.

The two persons who seemed to have been the most influential in the consideration of the bill were Governor Clyde and Speaker of the House Sheldon R. Brewster.

<sup>1</sup> Richard P. Hronek, "Angry Witnesses Berate Metropolitan Rule Step," Salt Lake Tribune, February 10, 1959, p. 8.

There is substantial disagreement among those interested in the bill as to the actual stand taken by these two men, which may suggest what, in fact, their real position was -- i.e. a somewhat ambiguous one. Both men have made statements supporting planning, but both seem to have opposed the bill submitted as too strong. Governor Clyde appears to support a planning agency only as a coordinating committee or body to insure that the other state departments would be moving forward on a coordinated basis. Mr. Brewster has indicated a concern on the part of the Legislature toward any increase in the governor's power and especially over a strengthening of his financial controls. Thus, the Legislature would be reluctant to grant the Governor power over a new "strong" planning agency. Although the Governor failed to mention state planning in his message to the Legislature, he was known to have expressed some support for the bill, and some have indicated that this alienated certain members of the Democratic Legislature. The defeat of the bill came during the last minute rush of the Legislature. Attempts were made by the Salt Lake Chamber of Commerce and others to push the Wasatch Front Planning bill, but they did not have enough time or initial support to win legislative action.

Interest in planning has continued to grow since the defeat of these bills and now seems to be taking two courses. Elmo Morgan and Taylor Burton of the State Road Commission, and Gus Backman of the Salt Lake City Chamber of Commerce have explored with the Governor the possibility of a planning agency to be designated by the Governor without legislative action. Such a group would be composed of the chairmen of the various state agencies together with a small staff and would probably be primarily concerned with coordination rather than comprehensive planning.

The other interest is a continuing interest in the type of planning agency proposed in the last Legislature. The first course, if successful, may either establish an agency which the Legislature may later wish to expand to assume more comprehensive planning functions, or it may more likely result in an agency which some will feel is a satisfactory replacement for planning and others will find as another administrative accessory to be made a target for political criticism, in which case a comprehensive planning agency is unlikely to find favor in the Legislature. The second course of interest is the result of a growing awareness by the Legislature and by state officials of planning problems and proposals because of the recent discussion of these proposals and the suggested legislation. The acceptance of this second interest is slower but may result in some action by the next Legislature.<sup>1</sup>

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<sup>1</sup> The following appeared in State Government News, Volume 3, Number 3, March, 1960 (p. 7):

"Advisory Planning Commission -- Governor George D. Clyde of Utah has announced plans for establishment of an Advisory Planning Commission to coordinate the work of all state and local agencies in water resources planning, highway development, school construction, public buildings and other projects whose operations concern the several levels of government in the state. Representatives on the commission will include officials from state departments, cities, counties, school districts and regional groups."

No other information concerning this new commission has yet been available, but it appears to be a result of the efforts described on the preceding page.

## NOTE ON THE APPROACH TO THE FUNCTION AND ORGANIZATION OF THE PLANNING AGENCY

The two current courses of interest in a state planning agency suggest two approaches to a proposal of organization and function. A planning agency must be tailored to each state in which it is used, rather than copied from a national standard act, and a large part of this tailoring is the consideration of what forms of planning are acceptable to the state, as well as what form will present the best developmental opportunities to the state. The reason for the stress of political expediency is that the best agency must be an effective agency and an effective agency, since planning is generally advisory, must be acceptable to the administration, the legislature, and the public which support it and which it must influence with its advice. The two approaches are these:

1) to gain a general conception of the "best" agency and then work toward this goal by accepting a part of it that is presently attainable. After this foundation has been established, the agency could be strengthened and broadened.

2) to aim directly at this "best" agency, being skeptical of any compromises which might possibly destroy any of the primary functions of the hoped-for organization.

The history of planning shows a continual search for its proper place in government and for effective relationships with the rest of government and the public. The problem of the planning agencies has been especially critical because of their advisory nature and their necessary involvement in policy. It is thus of primary importance in the establishment of a planning agency that its function and organization be carefully considered if it is to furnish effective and useful service.

Planning's history also presents a constant struggle against its association with past planning failures and with authoritarian functions and objectives which such words as "planning" and "master plan" suggest, but which city and regional planning in America has generally attempted to avoid. Attempts to establish a planning agency should never ignore this problem of associations, and one of the principal attempts of the supporters of planning is to educate the public concerning the difference between "planning" and "a planned society."

A weak "planning commission", whose principal function is a formal meeting of important members of government to coordinate their activities, is probably the most likely form of planning to be soon accepted by the state. A careful selection of the members of this commission may result in the growth of a strong and effective agency. This would require members who have strong influence over the activities of the government, who have an understanding of the state's resources and insight into the best forms of development, and who have high enthusiasm for the efforts of the planning commission. The members would have to place the comprehensive development objectives of the state ahead of the activities of the agencies or groups they represent and would have to be very careful about keeping the commission out of state politics. The prestige of the members of the commission and the understanding of the state's problems by the commission might then result in coordination which could provide very valuable guidance to the activities of the state and could eventually result in complete planning activities by the commission or by other state agencies as guided by the commission.



The problem of this approach is that it may fail to realize the importance of an effective agency, or fail to achieve such an organization at all. The original agency on which the supporters hope to build may be very effective under the existing administration, but it is likely to be so closely associated with it, politically, that it can not survive the first governmental reorganization or political change. Or the agency may be completely immune from political shock but regress and become quite ineffective after the initial enthusiasm for the new organization has worn away.

More serious, however, is the possibility that this partial solution could never be molded into the full solution, -- would eventually wither, and then fall into disrepute. Utah has already had enough experiences which planning must "live down" so that attempts to establish an effective agency are severely burdened. The principal problem has not been one inherent in planning itself but has been the weaknesses of the planning agencies because they were created with insufficient funds and were too far removed from the activity of the government which they were attempting to affect. It is thus very important that a new agency be carefully and fully organized and the approach of this study is thus the second of the above alternatives. It is the formulation of a complete planning agency which will have the support of good legislation as well as of the agencies of the state government. If the approach of the state begins with a "weak" agency, this proposal will present objectives toward which this agency may direct its growth.

### III. FUNCTIONAL REQUIREMENTS OF A UTAH PLANNING AGENCY

One of the central problems of democratic government is to devise a system by which there can be strong leadership combined with real accountability to the electorate. We must have responsible government if we are to have democratic government, but we must also have government capable of decisive action if our democracy is to survive in a world of antagonistic and competitive governmental philosophies.<sup>1</sup>

#### Definition of State Planning

State planning is the process by which the development of the resources of the state is guided toward the long range goals of the state, through the coordination and planning of the developmental activities within the state, especially those performed by governmental agencies. Planning is the process, defined on page seven of this study, attempting to make action the result of a rationally conceived plan of procedure guiding immediate action toward long range objectives. State planning attempts to answer the key questions concerning resource development: what will be done; how will it be done; what will be done first; and who will do it?

The scope of state planning is restricted by the requirements that it be limited to activities which are:

1) The concern of the state government: It would thus be interested in local developments which affect or are affected by the state highway program but would not likely become concerned with the subdivision controls and similar community standards.

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<sup>1</sup> Ransone, op. cit., preface.

2) Long range in their implications: The agency would not be involved in plans for the control of this year's heavy highway traffic but rather in how this congestion can be eliminated in the future and how future growth and development will affect this problem. The planning will include predictions of population increase, of the location of new industry, and of recreational developments by which the road commission can make estimates of future traffic loads to guide its planning of route size and location.

3) The concern of a comprehensive plan: The study of location and type of new state parks as they affect the demands on new highways and sanitary facilities are the concern of the planning agency, while landscaping of the State Capitol is not.

4) Concerned with the development of the state's resources: This limitation has often been further restricted to the state's physical resources. The physical resources will certainly be the primary concern of the planning agency, but there are problems of the development of the state's economic and social resources which also need comprehensive planning and interagency coordination. Such a problem might be the control of juvenile delinquency through the cooperative efforts of the educational programs, the state correction institutions, state and local police, agencies developing and directing recreational facilities, and the city planners and social workers attempting to improve the urban environment. The state planning agency would provide an agency to foster this coordination, first through special committees of those involved in the problem and possibly later by staff members qualified in this type of work. The state planning agency is not concerned with

such activities as the physical maintenance of state facilities, the establishment and operation of car pools for state agencies, or other activities which are not directly related to the development of the state's resources.

5) Comprehensive: The state planning agency is not concerned with the design of highways or educational planning but only with developments, such as the general location of highways and the use of the state's water resources, which have important implications on the efforts of other governmental and private activities and on the general objectives of the program for the development of the state's resources. This is not the same as restriction # 3. The third restriction requires that an item of concern to the planning agency be related to the other concerns of the agency so that all concerns may be grouped in a single plan with a consistent scope and degree of detail. Restriction # 5 prevents the planning agency from doing more detailed work which is properly the function of the various state departments.

The description of the function and organization of state planning, which follows, completes this definition of state planning.

### Principal Planning Functions

#### Study and Analyses

It has been said that the most important step in the solution of a problem is the statement of the problem. A most important step in the planning process is thus investigation of the problems of the state. This investigation includes an inventory of the resources of the state, a determination of the developmental potentials of these resources, and a study of the alternative approaches to this development. The

resources of the state include the natural resources, the man-made resources, and the human resources. The state planner is concerned with those resources the development of which is primarily the concern of the state government. The studies would thus include natural resources such as agriculture, minerals, and recreational resources with regional potential; such man-made resources as regional irrigation facilities like the central Utah Project, as state office buildings and other physical plants, and as the primary highway system; and such human resources as population characteristics, social problems (such as criminals which are the concern of the state), and higher education.

The planning agency must be staffed with persons having the ability to determine what information is appropriate for this study of the problems and opportunities of resource development with which the state is concerned. The study effort which follows must first include collection of the information available from other sources and then supplement these data by doing original research necessary to complete the information. Some additional studies will result from special requests of state agencies, the legislature, other governments, and possibly the public.

The collection of the data must be followed by analysis and correlation so that the material is in its most useful form and its implications are clarified. This is a task that requires insight into the problems and opportunities, an understanding of the use of the data, and careful objectivity in the study of the data. The reputation and effectiveness of the planning agency will be considerably influenced by the accuracy of its insights into the problems and opportunities of the state and by the objectiveness of the presentation of the research and the conclusions drawn from it.

### Formulation of a Comprehensive Development Plan

The objectives are the statements of the goals toward which the state is striving in its developmental program. The Comprehensive Development Plan is the statement in words and maps, of the type of development by which the objectives are to be implemented. This procedure (determination of objectives which guide the formulation of a plan) represents the two primary steps in the governmental decision-making process of the development of resources; and the method by which this entire process (determination of objectives which guide the formulation of a plan which, in turn, directs development) is made responsible to the public is a major problem of the governmental structure of a democracy. The solution has all too often been to ignore these first two steps and go directly to the legislature for approval of development of specific projects with little idea of the long range objectives or implications of the legislation and with small chance of choosing projects which together will result in a comprehensive and coordinated approach to the problems and opportunities facing the state government. Planning has been an attempt to insure the consideration of comprehensive objectives and to use the development plan for the coordination of projects. But planning has often failed to show how the decisions of these first two steps are made responsible to the people.

The problem has revolved around the definition and function of the development plan. A typical description of this plan is given briefly "as consisting of recommendations for the most desirable general pattern of land use and circulation within the state and for the most desirable use and development of the land resources of the state. These recommendations would be based on present and projected economic and population growth; on the need to conserve and develop special types of land

and water resources of state-wide significance; and on other relevant factors."<sup>1</sup>

Haar has described two sets of functions of the city master plan, the first of which applies equally well to a state development plan: "The uses to society of this mechanism are envisioned as six broad types: 1) a source of information; 2) a program for correction; 3) an estimate of the future; 4) an indicator of goals; 5) a technique for coordination; and 6) a device for stimulating public interest and responsibility."<sup>2</sup> To this should be added the use of the preparation of the plan as a tool to force constructive thinking of how areas will develop and to make conflicts clear.

Because the plan is concerned with long range objectives, it is necessarily general. Besides the objectives being subject to radical change, technological changes will result in alternative solutions and the problems and opportunities will change with changes in population, in demands, and in the resources themselves. The comprehensive development plan is, as planning is, a continuing function rather than an end. It must be available for continual revision to meet changing objectives and needs and is, therefore, not suitable for formal legislative adoption. Official adoption of the plan would present several other problems. "In the first place, the process of master planning should not be subjected to those immediate political considerations and pressures which are apt to be brought to bear upon legislative action. In the second place, as the master plan is for a long period of time, it is better that it should not be subjected to the frequency of change likely to arise when short-term members of legislative bodies participate in its

<sup>1</sup> Senator Fred S. Farr, "California's Future: Purgatory or Paradise?", State-Wide Planning, University of California, 1959, p. 8.

<sup>2</sup> Charles M. Haar, "The Master Plan: An Impermanent Constitution", Law and Contemporary Problems, Summer, 1955, Duke University School of Law, Durham, North Carolina, p. 356.

contents. And third, to have the master plan adopted by the legislative body produces legal confusion."<sup>1</sup>

There is thus still the problem of insuring that the development plan is responsive to, and results from, public objectives. Most past solutions have been to use the master plan only as a guide for legislative action on specific projects and to give it no legal effect. Its effectuation is "made when steps of an administrative or legislative nature, intended to have legal effect, come to be taken." "Legal clarity and definiteness are . . . produced by careful separation of the planning process from the legislative process, the results of the planning process being constantly brought to bear upon the legislative process, but being a planning action having in and of itself no legal effect on the use of property."<sup>2</sup> But there is dissatisfaction in this arrangement because, if the plan is to have any effective use as a guide to comprehensive and coordinated development of resources, it must have influence over legislative and administrative actions and even this influence should be responsible to public objectives. The solution seems to be to go back to the preceding step, of the statement of the objectives, and make the development plan politically responsible by legislating its objectives which guide its form and by legislating its specific projects by which it is implemented.

The objectives are of two types: policies and standards. Policies are those general principles by which the legislature wishes its program to be guided, from such generalities as the provision of a better life to a more specific statement that the water resources are to be developed primarily for agricultural uses as opposed

<sup>1</sup> Alfred Bettman, City and Regional Planning Papers, Harvard University Press, Cambridge, 1946, p. 42.

<sup>2</sup> Ibid., p. 43.



to urban, industrial, or recreational development; or that development should encourage the dispersion of the population of the state rather than its concentration along the Wasatch Front.

The standards are statements of levels of attainment which the legislature sets as the objects of its programs. A minimum class airport for all cities over a certain population; a standard of cleanliness to which major streams should be raised; or a specific ratio of picnic area capacity to state population are examples of such standards. These are not legal standards to which the state, local governments, and the public must conform but are rather objectives which the master plan must provide for and which will be achieved when and if the specific projects of the master plan are approved by legislative action.

The legislature would pass, at each session, a statement of objectives directing the planning agency, as it now does a budget directing the entire Executive Branch. Once an initial statement is made, the statements of subsequent legislatures would probably be based on the previous statement, thus giving the legislature a substantial starting point and also encouraging continuity. Changes in the previous statement would result from initiative by the members of the legislature or by legislative discussion of questions, concerning this policy, submitted by the planning agency or other groups. These policies must start from the most general objectives and work as far toward specific objectives as limitations of legislative discussion and decision-making procedure will allow on such vague questions, but should not include decisions of a technical nature. The more specific this statement, the better the development will reflect the objectives of the legislature, and thus, hopefully, the people.

The degree of freedom within which the planning agency draws its development plans is thus determined by the legislature.

The objective of this procedure is to separate technical decisions from political decisions and have each made by the persons or body qualified for such decisions by training or public endorsement. Engineers can study the characteristics of automobile brakes and can determine the costs of the various degrees of reliability of these brakes. But the decision concerning what expense the state can require of every owner of a motor vehicle, to assure a certain standard of brake reliability, is a political decision which must be taken by those responsible to the public and not by the engineers. The responsibility of the engineer is thus to provide the legislators with a clear understanding of their alternative choices of legislation.

In the same way, the procedure of the comprehensive development plan must, therefore, make political decisions the function of the legislature and also insure the planning agency the freedom it needs to use its experience and training in determining the need for programs and in relating projects to the accomplishment of public objectives. The legislative statement of objectives should thus be limited to policies and standards and should not include any specific projects, as their inclusion at this point is probably the result of special interests rather than their relation to the objectives of the state development. There should be no legal consequences of the legislative statement of objectives except that it guide the development plan, which itself has no legal force. This may result in a weak statement which has been given little consideration but it will result in a statement less dependent on immediate political pressures than one which had immediate legal action. It would, however, still result in greater legislative interest in, and control

of planning, especially as the planning agency is able to prove its skill in transforming objectives into plans.

The planning agency will have a responsibility to the legislature to inform it concerning the alternatives and the implications of the objectives. The governor and the legislature also need the aid of the planning agency in recognizing emerging public problems and for developing programs to solve these problems. The planning agency should, therefore, make a report to each session of the legislature in which it outlines future problems, presents possible solutions to these problems which need expression in new objectives, describes the implication of the variously proposed objectives, and submits its recommendations of objectives. The agency should then be available to the legislature during its session for explanation of its report and for advice on alternative proposals.

Legislation is guided by "general policy" and "special interests". "General policy" is the broad guide to action which results from the agreement among the legislators on public values; a majority consensus that water resources should be developed to their optimum potential. "Special interests" are the pressures for action which benefit a particular group, person, or constituency and which may selfishly ignore the public values and thus conflict with the "general policy"; a reclamation project to irrigate the land of one county with water that could be more beneficially used in another county, which unfortunately has less legislative representation. Together, the "general policy" and the "special interests" form what may be called the "legislative policy" which, although vague and impossible to clearly describe, can not usually be contravened.

If the planning agency embodies, in its master plan, policies in contradiction to the "legislative policy", not only are the contradictory policies likely to be rejected by the failure of the legislature to enact the legislation necessary for their implementation, but the whole of the master plan may easily become useless for, or a hindrance to, the coordinated development of resources. A planning objective to disperse the state's population growth may be implemented, in part, by an accelerated highway program in southern and eastern Utah. But the legislative policy may easily be the encouragement of the growth of the Wasatch Front, resulting in legislation which ignores the proposed highway development of the planning agency's master plan. The legislature may instead provide funds for new highways in the north which will encourage growth that the master plan has not prepared for in its recommendations concerning power development and allocation of water resources.

The legislation of a statement of objectives would thus aid the planning process itself by increasing legislative and public interest in the clarification of values and objectives and by providing a guide to the planning agency so that it may develop plans which are more likely of implementation and thus more effective and useful. The statement of objectives performs an additional function of considerable value to the success of the planning. The statement will be largely the expression of the "general policy" of the legislature which results from the generally unselfish public values of the public. The implementation of these objectives through specific projects will undoubtedly provoke antagonism toward these projects, and hence the planning agency, because of "special interests". The objectives of a highway program may be strongly

supported but the destruction of rental properties of important constituents by a major element of this highway network may result in insurmountable opposition. The statement of objectives will first provide an argument for the support of the proposal in the form of objectives, justifying the specific proposals, which have been determined and supported by the legislature which is now threatening opposition to the program. A second value of the statement in this regard is that the conflict between the public values expressed in "general policy" and the "special interest" is more clearly shown to be a conflict in the public and legislature themselves rather than a conflict between the legislature and the planning agency. The planning agency thus is required to defend only its implementation of the objectives and not the objectives themselves.

The master plan is then the result of the study of the alternative means of fulfilling the objectives. It should include maps and written statements describing recommendations for the following and should include discussions of how the recommendations achieve the objectives:

- 1) The major land uses of the state making such subdivisions as agricultural land uses, urban areas, forests, parks and recreation, public reservations, etc.
- 2) The circulation systems having state significance, including major highways, railroads, airports, etc.
- 3) Utilization of the water resources showing dams and resulting reservoirs, major irrigation projects, major water lines such as the Deer Creek to Salt Lake line, and protected watersheds such as Red Butte Canyon, etc.

4) Economic base, present and projected, including location and types of major industries and employment characteristics.

5) Population, present and projected, showing location and such characteristics as age, skills, etc. that would affect plans of industry, schools, public services, etc.

6) Natural resources including location and quality, character of present development with resulting problems and solutions, and opportunities for future development.

7) Location of existing and needed major public and private facilities such as universities, power plants, recreational facilities, etc.

8) Other items which may be of current interest to the state such as civil defense plans, military installations, etc.

The development plan should, of course, be as complete as possible but George Smeath's admonition to the city planners of Utah to prepare their master plans is equally or more important for the state planning agency. There should always be such a plan to guide decisions concerning specific projects, even if this plan is nothing more than a clear statement of objectives. The primary function of planning is to guide action by long range objectives and implications, a function which can hardly be performed without the development plan.

#### Capital Expenditure Programming

The developmental plan is used as a guide in the determination of the priorities of the specific projects. Each project must be evaluated in terms of its contribution to the development plan, the urgency with which this contribution is required, and the timing of the various projects for coordinated development. This evaluation results in a priority listing of the projects. The work is done in cooperation with

the departments of the state, each department submitting its own proposed program to the planning agency. Special coordination must be developed between the planning agency and the State Building Board, whose 10 year building program will be a major part of the capital expenditure program, so that each considers the objectives and activities of the other in formulating their respective state budgetary programs.

The next step is to relate the priority listing with the financial resources of the state government. This work should be based on studies resulting in an understanding of the economic strength of the state and its government, the budget the state may expect from taxes, grants-in-aid, and debt increases, and the urgency of the projects. A ten year capital expenditure program is then drafted which lists projects which are suggested for each biennium. This program is then revised and extended every two years. The formulation of the program will require that the departments consider their long range development plans and will thus encourage departmental planning.

The Finance Commission is responsible for drafting the biennial budget and the planning agency should assist the Commission's preparation of the budget with the planning agency's 10 year capital expenditure program and with advice concerning this program. The capital expenditure program will aid the Governor and legislature by showing how the current budget's expenditures fit into the long range program and into the objectives of the development plan. The capital expenditure program is only a recommendation, to be modified by the Finance Commission, the Governor, the Board of Examiners, and with the final basic political decision left to the legislature and the Governor's veto.

### Program Coordination

The function of the planning agency and the development plan does not end with the suggestion of projects but must continue with the coordination of the work of the departments to insure the effective use of the projects to meet the comprehensive objectives of the development plan. This coordination should also extend to the local governments and interstate associations such as the river basin commissions. The coordination should exist at all stages of project planning if it is to insure the consideration of the implications of the plans of one department on the plans of other departments and agencies and on the comprehensive development plan. The effectuation of this coordination is largely a matter of the place of the agency in the governmental structure and so will be discussed in the last section of this study.

### Other Functions to Aid in the Implementation of the Principal Planning Functions

#### Planning Aid to Other Governmental Agencies

A major concern of the agency should be the creation of interest within other governmental agencies in long range planning of their programs and of coordinating their programs with other agencies. Many of the state departments now allocate a substantial part of their resources to such planning; others will need some encouragement to develop or enlarge such planning activity; and some will probably require direct planning aid by the planning agency. The planning agency should never attempt to take over the planning activities of the various departments, and if additional planning is needed in these departments, the planning agency should make every attempt to encourage the department to do the planning itself, because



it can better understand its own program and because interest in planning will be more active. There may, however, be some instances where, because of the small size of a particular department's staff and because of the skills of the planning agency staff, the agency will and should provide some planning services to the department.

The planning agency will also be very interested in developing interest in planning in the local governments so that their programs of streets, water supply, sewage disposal, etc. can be coordinated with the activities of the state. This may be accomplished by having, on the state planning agency's staff, persons who can advise the localities on their problems and guide them toward an adequate planning program. Such assistance would include aid in organizing a planning agency, education of the members of the planning boards and staffs, advice concerning master plan studies and other activities of the agencies, making available the information collected by the state agency, aid and advice in coordination among local agencies, and to serve as a continuous source of encouragement.<sup>1</sup> The federal 701 program of planning aid to communities under 25,000 would also be administered by the state planning agency as part of this aid to local governments.

#### Provide and Distribute Information

The planning agency should make available its library and its own research and studies and also serve as a state repository of federal, state, and local planning information, including state and local plans for physical development. Besides the use that the governor and operating departments would make of this information, the state legislature would probably find the planning reports very valuable in understanding the program the governor has submitted for legislative consideration.

<sup>1</sup> See Felix A. Grisette, "State Planning and Development as an Aid to Cities," Planning 1947, A.S.P.O., pp. 166-172.

The courts may also be well advised to be aware of the planning reports and the description of the state presented by these reports, to aid in their understanding of the conditions involved in cases they must decide concerning zoning, eminent domain proceedings, public nuisance, etc.

The planning agency should also direct the dissemination of the information it has collected and the distribution of the development plan to the public so that it may aid private concerns and individuals in their understanding of existing state resources and future problems of development. This would be an attempt to direct private activity toward the implementation of the development plan and to coordinate private action with the action of the state departments.

#### Limits of Planning

With the exception of the distribution of information, planning should not be responsible for program operation, as it is all too likely the planning agency will become so involved with immediate problems of operations that the planning will be neglected. It will also be accused of, even if it is not guilty of, favoring those programs with which its department is concerned in the formulation of the development plan. Its distribution of information should be limited to objective reports and the development plan and should not include publicity information attempting to attract tourists or industry, such publicity should be handled by the operating departments of the state.

An operating function with which the agency might become involved, and which the federal 701 program has encouraged in several states, is providing not only planning advice to the local governments but also contracting to do this planning.

The justification of this work is that it results in closer coordination between the local planning and the state planning and that the state has the qualified personnel to accomplish the work -- personnel which the local governments might have a problem finding in the immediate area. There are, however, several disadvantages, besides the problems of neglect of planning functions and narrowing of viewpoint by being involved in a major operational program. One such disadvantage is that the major interest in the planning is more likely to remain with the state, while giving the local city or county the responsibility of hiring and directing its own consultant will probably facilitate transferring some of this interest to the local government where it belongs. The concentration of the planning of the state communities in the single state office may lead to stereotyped planning, while if the work is parceled out among several consultants and possibly some additional local planning agencies there will be a variety of approaches to the problems of the area which may help in suggesting new and more successful solutions. A state with as small a population as Utah is in danger of having so few planners that a centralization of planning activity may stifle imagination and ingenuity which is so important in planning what science has yet failed to systematize with general energy equations and flow formulae.

It may, however, be advisable for the state to provide master planning services to a few communities in order to develop and maintain an understanding of the problems of such communities throughout the state. New Jersey has such a policy and has reported:

Moreover, the Bureau's decision to work directly with a limited number of municipalities in preparing their master plans insures high standards for the entire 701 program and contributes to our knowledge of local planning problems. We should continue to act as consultants to a select number of municipalities so that we may continue to attract and to hold a staff of high calibre and in order to set high standards for the consultants engaged in the program.<sup>1</sup>

The objectives of the planning agency are to coordinate development and facilitate more rational political and administrative decisions in terms of long range objectives, and not to direct the society. The power of the planning agency is thus limited to advising the governor , legislature , state departments, and other agencies and individuals with whom it is concerned.

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<sup>1</sup> New Jersey State Planning Bureau , Objectives Programs and Organization of the New Jersey State Planning Bureau , June, 1956, p. 6.

#### IV. ORGANIZATIONAL REQUIREMENTS OF STATE PLANNING

##### Organization

###### Director and Staff

The director and the planning agency should be directly responsible to the governor for the operation of the agency's program. The director should be appointed by the governor and serve at his pleasure. He should be qualified for the position by training and experience in state or regional planning. The director should employ a staff whose members are selected by their qualifications and employed under the career service regulations of the state. It is the responsibility of the director and his staff to establish prestige for the planning office by showing objectivity, problem insight, ability to apply planning techniques, and usefulness in project coordination. The ability of the office to attract qualified personnel will depend not only on the wages it is able to offer but also on the integrity of the career service, the prestige of the office, and the support given the office by the governor and the rest of the state government.

###### Planning Commission

The planning commission should be appointed by the governor and should be advisory to the planning director. There should be eleven members of the Commission, six representing the general public of the state but not associated with the state government and five who are directors of various state agencies. The six non-governmental members should be appointed for six years and such appointments should be staggered so that two vacancies will occur each biennium. These members should be selected

from the state at large with due consideration to population and area representation. The five department directors should serve two year terms with their appointments staggered so that no more than three vacancies occur in one year.

There is some question that such an advisory board can be kept interested and active. The recent study of the Maryland State Planning Commission recommended, for example, a commission of 9, expected the active participation of five, and suggested that three constitute a quorum. The recommendation that the staff be directly responsible to the governor nearly eliminates any official voice of the planning commission and thus increases the problem of maintaining a high level of enthusiastic activity. The enthusiasm of the board will depend on the ability of the governor to appoint citizens interested in the activities of the agency and having the prestige to give their recommendations weight. The interest of the commission will also depend on the confidence given it by the planning agency and the governor in their referral of problems to the commission and in their consideration of its recommendations.

An active, enthusiastic, and qualified commission will have many contributions to make to the planning agency and therefore should be carefully developed. It will first provide the agency with an understanding of the objectives and interests of the state's population, as seen through the eyes of the leaders of the activity in the state. The commission will serve as an official sounding board for the planning agency's proposals. It can give an indication of public reaction before the proposal is presented to the public and it can stimulate public interest in the proposal after its presentation by expressing the arguments for and against the proposal. The commission should also provide the planning agency with a group of men who individually have high prestige and who together create a body whose prestige can offer the agency public interest

and encouragement .

### Technical Committees

The planning director and the governor should together appoint technical committees to advise the planning agency on particular studies and problems. Appointments to these committees should be made by reason of interest and/or experience in the particular problem. These committees will be temporary for the duration of the study.

The object of these committees is to provide expert advice on particular projects, to insure a consideration of all the important aspects of the project by the inclusion on the committee of representatives of all the major groups concerned, to effectuate coordination with other agencies through their representatives on the committees and to generate interest in the specific project, and in planning in general, among those participating on the committees. The effectiveness of the committees will thus be highly dependent on the skill with which the members are picked to represent those groups that can contribute information, that are affected by the project, and that will be important in the development of the project. The members should be appointed by the governor, to add prestige to the appointment, and also by the planning director, to add prestige to the director. The committees are only appointed for the duration of the particular study because permanent committees would probably lose interest after the completion of the first project or two, at which time they would be only a burden on the operations of the planning agency.

## Relations

### Relation to the Governor

The key points of decision-making with which the planning agency is concerned are those associated with the governor. The agency is interested in the coordination and planning of all the projects of all the state agencies. This coordination can best be accomplished through the governor, who has the responsibility of the administration of these agencies and their programs. "As numerous studies of the legislative process in the states have revealed... the majority of important legislative policies embodied in the major pieces of legislation passed by the average state legislature emanate from the governor's office or from the office of his departments." <sup>1</sup>

The location of the planning agency in the governor's office strengthens the governor and increases its own prestige, and thus its effectiveness, through its strengthening of the governor. "It is highly desirable that the legislative oversight of administration be improved and made as effective as possible. It is the contention here that giving the governor more effective control over his department heads both through making them appointees of the governor and through an effective executive budget and fiscal control system would be a major step in this direction. It would seem that a dual approach to the problem of more effective state government based on strengthening both the governor and the legislature would be superior to one based on the concept of two weak branches of government, neither of which could do much harm but neither of which could perform its proper role effectively."<sup>2</sup>

<sup>1</sup> Ransone, op. cit., p. 148.  
<sup>2</sup> Ibid., p. 379.



Past failures of planning agencies have shown the futility of work in which those responsible for the implementation of the planning are not interested. The planning agency is thus to be made a staff agency of the governor, with a single director responsible to the governor and serving at his pleasure. "To become effective and operative a plan must be translated into administration; the planning process, in a broad sense, includes not only (a) the assessment of conditions and the formulation of alternative plans, and (b) the selection of a particular plan or plans from various alternatives, but also (c) the execution of the plan by an administrative apparatus."<sup>1</sup>

There are problems in such an association. There is danger that the agency might become so closely associated with the governor and his program that it is part of his political organization, thus having only the prestige of the governor (rather than of his office) and losing its place in government when the governor is defeated or retires. Limiting the governor's appointive control to the director alone, thus leaving continuity and independence for the rest of the planning staff, should give considerable protection from such problems of political patronage and there is optimism in the growing integrity and understanding of the government operations by the governors and thus hope that the spirit of the requirements of a qualified appointee will be met. Utah's early experience with a planning board becoming involved in political issues was in part the result of the entire planning board being appointive with fixed terms of office and having the planning staff responsible to this board rather than to the governor. The new governor found he had little power to make immediate changes and had to create an entirely new

<sup>1</sup> John E. Elliot, "Economic Planning Reconsidered," The Quarterly Journal of Economics, Vol. 72, No. 1, February, 1958, p. 59.

department in order to have an agency compatible with his administration.

The past problem has been to achieve an office which is influential in the government, especially with the governor's office. Thus the advantage of having the office close to the governor seems to outweigh the dangers involved.

The American system of government is based on holding the chief executive responsible and accountable for the program and actions of his administration. To make this system work the Governor must be able to exercise adequate authority and have available to him advice and information of trained persons selected by him. Independent boards have been effective in this respect to a limited degree in a few states where special conditions permitted positive contributions, but on the whole the experience of the last fifteen years indicates that a location away from the centers of decision has led planning boards to isolation and lack of use, or to functions essentially other than planning.

Location of the planning service in the executive office of the Governor permits continuous contact with the formation of policy at the highest level, in conditions of the greatest mutual confidence and with a prestige for the service that is vital to the review process.<sup>1</sup>

But the agency should develop its own prestige rather than rely wholly on the prestige and support of the governor and his office. The planning commission will be a major source of this independent prestige and the work of the staff should contribute further confidence and justify the support of the governor and the commission. The governor's "position is immeasurably strengthened if such a staff has developed to the point and has earned a reputation which will give great weight to its findings whenever the governor sees the need for passing the buck to the extent of publicizing its findings with or without his personal endorsement rather than have to bear the practical and political brunt of giving out his own solutions to touchy problems."<sup>2</sup> The governor should be responsible for these solutions but the good name of the planning agency

<sup>1</sup> Council of State Governments, Planning Services for State Government, Chicago, Illinois, 1956, p. 47.

<sup>2</sup> Harold V. Miller, "The Planning Function in State Government," Proceedings of the Tenth Annual Convention of the Association of State Planning and Development Agencies, Denver, Colorado, June, 1955, p. 9.

as a staff of competent and impartial investigators can give him substantial support in making a "good" policy rather than a "political" one.

#### Relation to State Departments

As important as having the interest and support of the governor is the importance of effective communications with the other departments of the state government. This communication with and interest in the planning agency by the other departments is achieved by three means, beyond the general interest in planning which the planning agency is able to create and which the governor is willing and able to instill in the departments.

1) The members of the planning commission representing the various state departments serve the function of informing the planning agency of the problems of the other departments and of creating an interest, on the part of these representatives, in the planning program. These appointments should be just two years so that interest will be spread among the many state agencies, so that there would always be some of the initial enthusiasm of the new appointee, so that nearly every department would have had some recent experience on the planning commission, and so that a strong department or group of departments may not easily control the commission. These short terms would not seriously disrupt the continuity of the planning commission because (1) the department heads would probably have a good understanding of the planning agency at the time of their appointment based upon their past experience with the agency in the planning of the state's developmental program and (2) the non-governmental members will serve for six year terms to provide a continuity of

personalities and objectives. The governor may, however, reappoint a member of the commission after the expiration of the member's initial appointment if he has been particularly valuable to the commission. The State Road Commission or other important departments could thus be continuously represented but at the discretion of the governor.

2) Each department director should be asked by the governor to designate one of his chief assistants to act as liaison with the planning agency. His function would be to perform tasks of communication between the two agencies and to represent his department on the planning committees when his department would be directly concerned with the problem of a particular committee. The advantage of having such communication instead of asking the department heads themselves to participate in a super commission, or otherwise take a primary interest in the planning function, is that the department director is too likely to be so involved in other administrative functions of his own agency that he could not find a major interest in the planning agency and its work. However, his chief assistant would likely have a continuing enthusiasm for the planning agency and would not only represent his own department in the work of the planning agency but would also represent the planning agency in the work of his department. At the same time his enthusiasm, plus the occasional service of the department director on the planning commission, would keep the directors of the agency aware of the planning function and thus create and maintain their interest.

3) It is essential that the planning staff be able to participate in the planning of the various departments, and that its participation include being informed of department activities and advising these activities during the time when the actual

planning is taking place rather than after the plans are completed and the department is committed to them. This can only be accomplished through the recognition and acceptance of the planning agency and its proven ability to be able to offer useful advice and coordination. But such relations can be facilitated by mandatory referral of all plans of the various departments to the planning agency for its advice. The required submittal would suggest to the departments that they inform the planning agency of the department's activities and accept the agency's participation in the early stages of planning to avoid later conflicts. It also will insure the planning agency of an eventual knowledge of departmental plans. It would still be the responsibility of the planning agency to develop relationships based on respect and confidence that will lead the departments to invite the planner's advice before the plans are set and while the advice may still be useful to both the department and the planning agency.

#### Relation with the Legislature

The planning agency is primarily concerned with service to the administrative branch of the government, but if its plans are to be effected they must be done so through the legislature. The planning agency would also render a valuable service to the legislature by creating a comprehensive development plan which would clearly show the objectives of the administrative proposals and which would offer a guide by which legislative proposals could be measured in relation to their usefulness to the achievement of the developmental plans of the state. It is, therefore, important that the agency establish good relations with the legislative body.

The primary concern is that the planning agency gain the prestige which will make it influential with the legislature and this is developed as follows:

1) By gaining the confidence of the governor, the agency would have his support in its functions and would effectuate the plan through its influence on the governor's legislative recommendations.

2) The commission would strengthen the planning agency with the prestige of the individual commission members as leaders in the state.

3) The special committees appointed by the governor would also include members of the legislature who have shown a particular interest in the problem. It would be advisable to have a member of each house of the legislature on every such committee.

The primary responsibility for establishing good relations with the legislature will, of course, still lie with the agency itself and with its ability to prove to the legislature its willingness to cooperate with it, to be objective and fair in its recommendations, and to contribute useful coordinating and planning services. The statement of legislative objectives, the reaction produced by past proposals, and liaison with members of the legislature, would give the planning agency an understanding of the attitude of the legislature, which it must continually bear in mind in making plans and recommendations.

The planning agency and the Legislative Council should develop close liaison with each other but should remain separate agencies, each responsible to the branch of government for which it is established to serve. The Legislative Council is concerned with research and proposals for immediate problems rather than the long range

program with which the planning agency would be charged. The legislature must have confidence that the Council is objective in its research and recommendations and not biased by too close association with the executive departments and agencies. But both the Council and the planning agency will have information useful to the other and should be aware of each other's activities. It is especially important that the Legislative Council have a clear understanding of the master plan.

#### Relations with Local Governments

Developing coordination between state and local agencies is primarily a state responsibility. Legislation should require city and county governments to submit to the state planning agency copies of their master plans. It should be the responsibility of the state planning agency to provide advice and information to the local agencies and to direct the use of state and federal planning aid to these governments. The state planning agency should use these opportunities to coordinate the objectives and projects of the state and local governments.

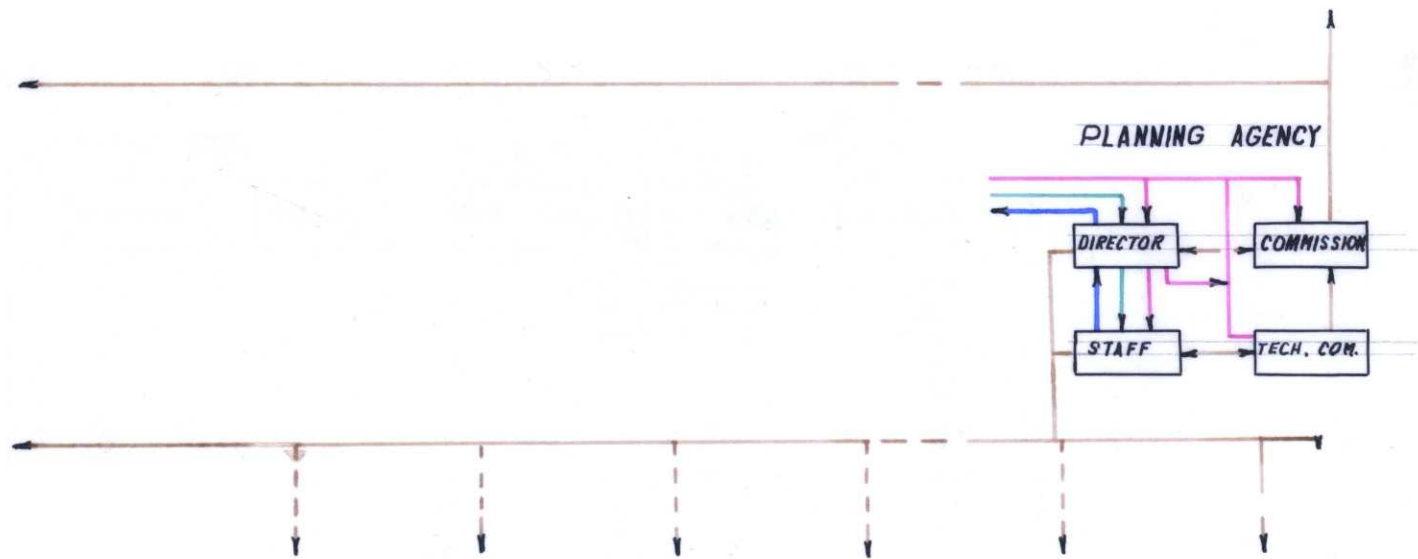
#### Relations With Other Groups and With the General Public

The planning agency should develop communication with other groups which are concerned with the development of the state resources. Such groups include the interstate commissions, private and quasi-public institutions, and public service and personal interest groups such as the Municipal League and the League of Women Voters. The purpose of such relations is to gain an understanding of the problems and objectives of these groups, to cooperate in the solution of common problems, to distribute planning information and proposals among the public, and to gain support for the planning agency.

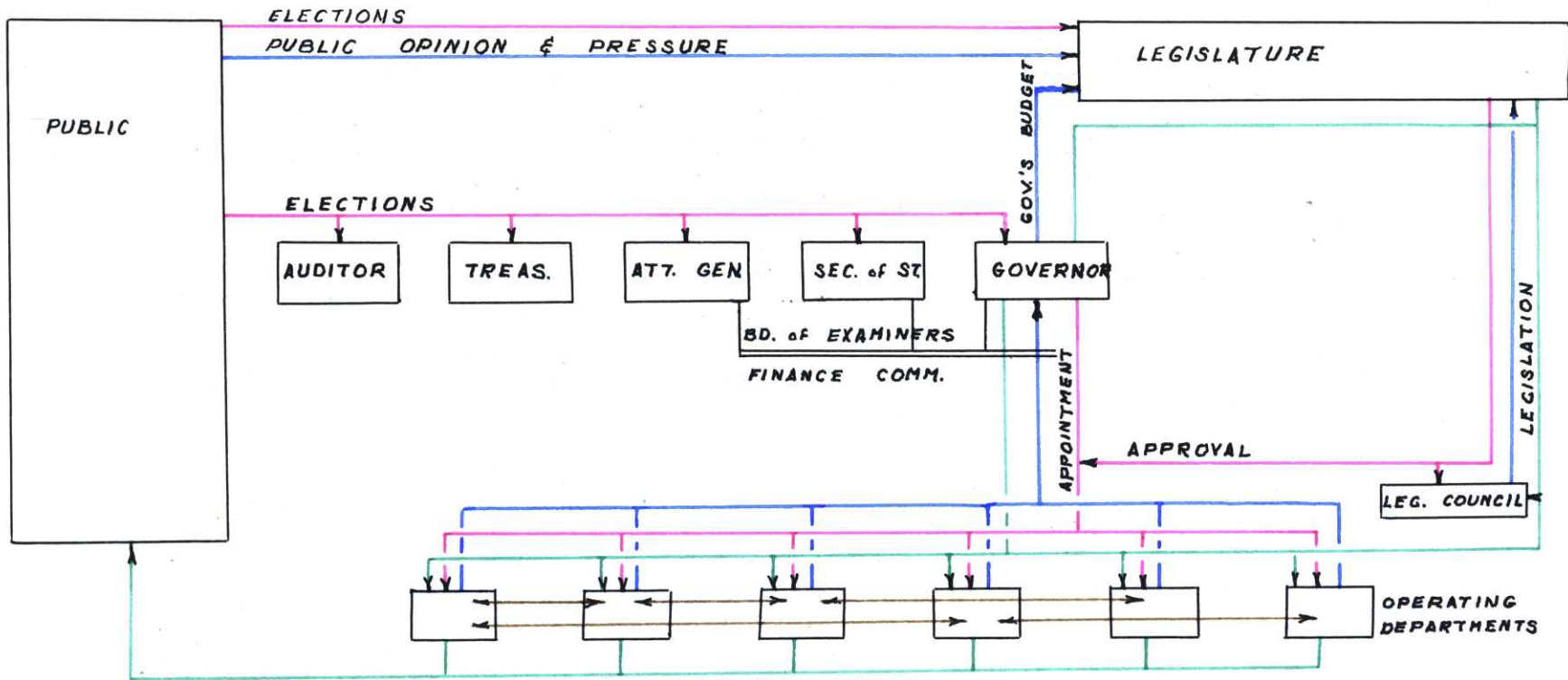
The primary responsibility that the planning agency would have to the public in general, besides reflecting the goals and ideals of the public in its plans, is to inform the public of the long range plans of the state and reasons for them. There are two objectives in educating the public concerning these plans: (a) to enable the public to evaluate them and effect changes if they are not satisfactory; and (b) to allow the public to make plans for private development, with the knowledge of, and in accordance with, the state objectives of development.

Democracy depends on an educated public equipped with the tools of research and analysis by which intelligent decisions may be made. It is the responsibility of the planning agency to provide these tools for the public decisions which involve the state government in the development of the state's resources. It is the further responsibility of this agency to create interest in these issues among the citizens and organizations of the state so that, even though the agency may be performing a perfectly reliable and objective service, the public need never rely solely on a single agency for the planning expertise necessary in governmental decision-making.





**ROLE OF THE PLANNING AGENCY**



- LINE OF APPOINTMENT  
- OR ELECTION
- LINE OF PROPOSAL  
- PROGRAM FORMULATION
- LINE OF DIRECTION  
- PROGRAM IMPLEMENTATION
- LINE OF SUGGESTION  
- COORDINATION & LIAISON

## STATE ORGANIZATION

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## APPENDIX 1

Act Creating Original Utah Planning Board

Utah Code Annotated, Utah Revised Statute Supplement 1939  
Title 87 A  
State Planning Board

- 87A-0-1. Creation of state planning board. The state planning board shall be composed of the governor and six resident citizens of the state appointed by the governor. The members of said board shall hold office for a term of two years, commencing with April 1, 1935, and until their successors are appointed and qualified. Members shall be removed only for cause and shall serve without pay, as members of the board, except for all expenses actually incurred while engaged in their official duties. (L. '35, Ch. 71:1)
- 87A-0-2. Officers and employees. The governor shall act as chairman of the board and the board shall elect from its members an executive vice-chairman and a secretary, who shall hold office for a period of two years. The board is invested with the power, subject to the approval of the state board of examiners, to employ and remove a director, who shall be a person especially qualified by training and experience to direct and supervise the work of the board, and the state board of examiners may employ such technical, clerical and other assistants as may be necessary to carry out the work of the board. (L.'35, Ch. 71:2)
- 87A-0-3. Duties of board. It shall be the duty of the state planning board to develop, formulate and propose plans for the material, economic and social development of the state and for the welfare of its citizens, and to cooperate in all such work with all or any agencies of the federal government and any county, city, state, school or other agency interested in the development of the natural resources of the state and the welfare of its citizens; to formulate and recommend to the governor, prior to the regular sessions of the legislature, the enactment of such legislation as may be advisable or necessary to put into effect a definite plan or program for the ultimate development and utilization of the natural resources of the state and for the welfare of its citizens. (L.'35, Ch. 71:3)
- 87A-0-4. Cooperation of officers of state and of political subdivisions. Every state, county, town and municipal officer, department and institution may be requested to cooperate with the board and at the request of the board furnish it with available data needed for its studies, and may supply additional funds for use in conducting investigation and compiling



data. Any funds thus supplied shall be deposited with the state treasurer and withdrawn only on the warrant of the board in the same manner as funds appropriated by the state for other specific purposes.  
(L.'35, Ch. 71:4)

87A-0-5. Attorney-general to assist. The attorney-general shall render such legal service in connection with the work of the board as it may require.  
(L.'35, Ch. 71:5)

## APPENDIX II

Letter of S.R. DeBoer Concerning State Planning Board

S.R. DeBoer & Co.  
Community Planning and Zoning · Landscape Planning  
515 East Iliff Avenue  
Denver 10, Colorado  
March 14, 1960

Mr. Robert P. Huefner  
75 Orchard Street  
Belmont, Massachusetts

Dear Mr. Huefner:

...Late in 1934 I was assigned to the Utah State Planning Board as a consultant by the National Planning Board, later the National Resources Planning Board and I worked there until the N.R.P.B. was discharged by the Congress.

It was a challenging opportunity. There were no textbooks on this type of planning and there were no schools which taught planning at all, perhaps with the exception of Harvard's school of Landscape Architecture. I had made a similar study, however, of the western slope area in Colorado around Grand Junction. So it was as much pioneering as when Brigham Young crossed the plains in a schooner.

The number of unemployed was horrifying and we assisted on work projects while we were starting on a major study of the State. Due to the great stagnation in work I was able to employ a large number of talented Utah men.

Our first basic studies were on Land and Land Use. There are several volumes of them, next came water, minerals, transportation and industries. Social problems such as Health got their first state-wide studies at that time.

All expenses were paid by the National government and the Board functioned sometimes with and sometimes without legislative sanction.

The N.R.P.B. also assigned the planning work of New Mexico and later Wyoming to me. I was also planning consultant for Denver though that work was practically closed. In 1939 I was so overworked that I resigned first from New Mexico and later from the other States, and made a trip to Europe. Mrs. DeBoer and I barely escaped from World War II, and when I was back in the West, Mr. Frederic Delano, president of N.R.P.B. asked me to return to the work which I did after six months absence.

Mr. Huefner

Page 2

Preparations for the war had begun. We had written a report on the iron supply of the world and pointed out the possibility for a smelter near Provo. Mr. Delano himself came out to help locate this plant. We had a report on the magnesium supply in the salt water of the lake but did not get the Dow plant due to the high cost of power. The plant went to the Hoover Dam.

We had a report on the possibility of running water from Flaming Gorge to the Provo area which was very much opposed by state and federal authorities until popular opinion forced it. There were reports on power dams on the Colorado and Green Rivers. We had studies on many industrial potentials, a report on transportation, on highways, on soils, on agriculture. The study on Health is a large blackbound volume. All of these were followed by more detailed reports on specific areas.

By 1941 the work changed character and became largely one of city planning or the effect of war work on the plans of cities. In that phase, we made detailed studies of Weber County and Ogden, Salt Lake County and city, Utah County and Provo. This work was done in cooperation with a large number of federal agencies.

...

Sincerely,

S.R. DeBoer

SRDeB:afw

## APPENDIX III

Reports of the Utah Planning Board

List of State Planning Board Reports:

As Found in the Third Biennial Report of the Utah State Planning Board to the Governor of Utah for the period ending June 30, 1940

## STATE AND LOCAL PLANNING

Progress Report of the Utah State Planning Board to Governor Blood - December, 1936  
 Progress Report of the Utah State Planning Board - December, 1935 to June, 1936  
 Biennial Report of Utah State Planning Board - Year Ending 1938  
 Review of Work (State Planning Board)  
 Radio Address on Planning  
 The Place of the Mountain States in the Union (State Planning)  
 City Plans as Units of State Planning  
 Digest and Sources of Information on Uintah and Duchesne Counties  
 Preliminary Transportation Plan by Utah State Planning Board  
 Planning the Conservation of Utah's Natural Resources  
 Questions and Answers About Utah State Planning Board  
 Washington County Policies  
 A Preliminary Plan for Salt Lake-Ogden Region  
 Preliminary Notes on a Transportation Plan for State of Utah  
 Basic Data on Economic Activities and Resources by Counties  
 A State Plan for Utah  
 State Policies  
 First Report on City Planning in Utah  
 Address on State Planning given before the American Society of Civil Engineers  
 Review of Completed Reports

## WATER RESOURCES AND RELATED SUBJECTS

Flood Control in Utah  
 Great Salt Lake Diking  
 Great Salt Lake Diking - Economic Status  
 Great Salt Lake Diking Project - Proposed Fresh Water Lake  
 Great Salt Lake Diking Project - Cost of Pumping Water  
 Irrigation in Utah  
 Water Resources - Fremont River - Fish Lake to Hanksville  
 Summary of Investigations of Reservoirs in Utah  
 Water Elevations and Shore Line - Willard Spur - Bear River Bay - Great Salt Lake, Utah  
 Ground Water Study

Evaporation and Conduction Losses from Reservoirs and Canals in Utah  
 Water Studies  
 Compilation of Data Pertaining to the Use of Land and Water of the Virgin River  
 Drainage System  
 Classification List of Water Resources Data  
 Bear River and Weber River Drainage Information  
 Envelope Records - Temperature - Precipitation - Stream Run-off  
 Flood Control Hearings - Army Engineers - Miscellaneous Papers  
 Outline of Utah Plan for Comprehensive Water Utilization  
 Proposed Small Reservoir Sites  
 Recommendations on Water Resources  
 Utah Water Storage Commission - Possible Power Sites on the Green and Colorado  
 Rivers from Flaming Gorge, Utah to Red Wall Canyon, Arizona  
 Colorado River Drainage Basin in Utah - Showing Irrigated Lands, run-off Data  
 and Elevations by River Drainage Areas  
   Utah Basin Drainage  
   Price and San Rafael River Drainage  
   San Juan and Colorado River Drainage  
   Virgin River Drainage  
   Fremont and Escalante River Drainage  
 Great Basin in Utah - Showing Irrigated Lands, Run-off Data and Elevations by  
 River Drainage Areas  
   Weber River Drainage  
   Davis County - Jordan River Drainage Systems  
   Utah Lake Drainage  
   Western Utah Drainage (including Rush Valley and Grantsville Drainage)  
   Sevier River Drainage  
   South Sevier River Drainage  
   Bear River Drainage

## MINING INDUSTRY AND MINERAL RESOURCES

Summary of Data on Minerals and the Mineral Industry of Utah  
 A Preliminary Survey of the Present Development of the Iron Resources of Utah  
 Some Notes on the Occurrence and Production of Salt in Utah  
 Notes on Fertilizer Minerals in Utah  
 Benefits to Utah from the Mining Industry  
 Advantages of Utah's Metalliferous Mine Taxation System  
 Notes on Mine Taxation in the United States  
 The Mining and Petroleum Industries in the Colorado River Basin  
 Useful Minerals of Utah  
 Papers on (Aluminum - Bauxite - Utah Alunite)  
 Notes on Utilization of Manganese Deposits in Utah  
 Notes on the Utilization of Marysvale Alunite  
 Notes on the Proposed Beneficiation of Utah Alunite  
 Notes on Sulphur Mining and Milling in Utah  
 Strategic Position of the Great Salt Lake Area in National Defense in Respect to its  
 Mineral Resources

## POWER

Estimate on the Cost of Power at the Proposed Fresh Water Lake  
 A Preliminary Statement Concerning Possible Sources of Low-Cost Power for Salt  
 Lake Region  
 Communities Which Have or Have Not Electrical Energy  
 Power Data - Generation - Distribution - Consumption - Rates and Miscellaneous  
 Report  
 Power Generating Stations in Utah

## AGRICULTURE

State Report on Land-Use Study for Utah  
 Digest of Land Use Report for Utah  
 Information on Agricultural Experiment Stations of Eleven Western States  
 Agricultural Cooperation in Utah  
 Utah Commodity Prices  
 Farmstead Project in Tooele County  
 Farm Tenancy Situation in Utah  
 Relation of Planned Economy to Utah's Range Land Resources  
 The Agricultural Resources of Washington County, Utah  
 Washington County - Report

## RECREATION AND SCENIC RESOURCES

Pictures on the Proposed Escalante National Monument  
 A Survey of Scenic and Recreational Resources of Utah  
 A Preliminary State Plan for the Development of Scenic and Recreational Resources  
 of Utah  
 The Proposed Escalante National Monument  
 Recreational Areas of the Western Region  
 Survey of Foreign Car Travel in Eleven Western States  
 Comparative Weather Data  
 Proposed Capitol Reef National Monument (Wayne Wonderland)  
 Proposed Park-to-Park Scenic Highway  
 Utah Parks, Parkways and Recreational Areas

## POPULATION

Some Effects of Population Changes in Utah  
 Population Trends in Utah  
 Population Studies

## COMMERCE, INDUSTRY AND TRADE

Preliminary Survey of the Economic Possibility of Tanning Hides and Skins in Utah  
 Cheese Making in Utah  
 Preliminary Survey of Utah's Commercial Trade (Including Imports, Exports and Consumption)  
 Freight Report - Carloads of Revenue Freight Originating and Terminating on Steam Railroads in Utah  
 Electro-Chemical Industries - Great Salt Lake Diking Project  
 An Outline for Industrial Survey in Utah  
 A Series of Industrial Studies for Utah  
 A Preliminary Survey of Economic Possibilities of Aspen Wood Products Plant at Cedar City  
 Review of Industrial Movements in Utah with Population Aspects  
 Employment, Wealth and Income in Utah  
 The Decline of Utah's Manufacturing Industries  
 Agricultural Cooperation in Utah  
 Preliminary Market Survey  
 Cooperative Marketing Among Utah Poultrymen  
 Utah's Dairy Products Industry  
 Marketing Methods and Practices Among Utah Honey Producers  
 Commodity Movements by Automotive Truck Through Santa Clara, Utah  
 Los Angeles and San Francisco Markets  
 Utah's Exports and Imports of Commodities (Preliminary Compilation)

## STATE AND LOCAL GOVERNMENT

Tax Study of Davis County for 1935  
 Homestead Tax Exemption in Davis County  
 General Property Tax In Utah - A Graphic Compendium  
 Governmental Expenditures  
 General Property Taxation - Davis County and Utah County  
 Tentative - Analysis of Costs of Utah State Government - 1928-1939  
 Earmarking of State Revenues

## HEALTH

Health Conditions and Facilities in Utah  
 The Tuberculosis Problem in Utah  
 Preliminary Survey of Hospital Facilities in Utah  
 Health Policies for Utah

## WELFARE

## Relief Expenditures

Survey of Utah State Hospital

Utah State Hospital – General Information

Utah State Industrial School

Survey of the Utah State Prison

Preliminary Survey of Utah's Mental Facilities and Problems

## EDUCATION

Education – A Building Program for Schools

A Financial Record of Utah's Institutions of Higher Education

## PUBLIC WORKS

Comparative Statement Showing Financial Status of Taxing Units with Applications  
for P.W.A. Non-Federal Projects

Preliminary Report and a Ten Year Program of Public Works

Prison Removal – Utah State Prison Removal – Memorandum Report to the Committee  
on Public Works of the Utah State Planning Board

A Public Works Program Showing Estimated Total Cost and One Year Budget

Public Works Report for State of Utah

Reclamation – Public Works Program

Institutions – Utah State Training School – American Fork, Utah Public Works Report

Utah State Agricultural College (Proposed Building Program)

(Recapitulation of) Breakdown of Projects – Public Works Inventory

## MISCELLANEOUS

Index of Maps

News Articles – By Members of Planning Board

Utah Public Land Leases in Good Standing

Smoke Abatement and Smokeless Fuel Processes

Smoke Elimination

Drouth Relief in Utah

Institutional Exchange of Surplus Commodities

Industrial and Occupational Incomes In Utah

Information on State Land Boards of Eleven Western States

Utah Library Situation – with Local, State and National Library Plans

Economic Background of Utah by County

Summary of Information – Utah State Soil Conservation Districts

Notes on Smoke Abatement for Salt Lake City

Modern Library System

Soil Conservation Districts Law



## APPENDIX IV

State Planning in the United States

"Appendix No. 5: Experience in Other States," A State Office of Planning for California, Report of the Subcommittee on County and Community Planning, A Subcommittee of the Assembly Interim Committee on Conservation, Planning, and Public Works; Assembly Interim Committee Reports, 1953-1955, Volume XIII, Number 1; Assembly of the State of California, April, 1955.

Only three states now lack some functioning planning and/or development agency. While programs vary from advertising of known industrial and recreational potentials to the assumption of all planning responsibilities at the state level, some purview of resources and their relationship to potential growth is considered by all the agencies of the 45 reporting states. The evolution of state planning to its present stage of acceptance has experienced three periods of change. The impetus for state planning came in the early thirties at the suggestion of the U.S. Administrator of Public Works that the creation of planning boards would be a method of facilitating and integrating the Federal Public Works Program. By 1936, 47 states had established planning boards through executive or legislative action. During the period 1933-1939 states abolished and created planning boards largely in response to federal money available for the function.

In the second period 1940-44, state agencies functioned largely under the impetus of the federal program of national defense and the related problems of housing, population movement, and industrial relocation. Since 1944, as programs of control, redevelopment and re-employment proved unnecessary when the anticipated postwar recession failed to materialize, the accelerated planning activities of the states were curtailed or channeled toward state development programs.

The direction of the planning function toward the inventory of total resources of a state and the assessment of regions and areas within the state, for the purpose of industrial location and the exploitation of these resources, has for the first time given planning a program indigenous and basic to the state's own economy. Together with the accelerated growth of developmental activities, state planning agencies have assumed an increasing responsibility for advice and assistance to local planning. The two functions are related in the sense that strong local planning is a necessary condition for industrial location and consequently for the proper functioning of the developmental activities at the state level. The two programs lend realism and purpose to planning at all levels, in contrast to the federally stimulated previous programs, which resulted from direct federal aid for planning, as a condition to Public Works Programs or from anticipated national crises and resulting federal assistance.

## 1. Organization of State Planning Agencies

It is difficult to discern a trend in the present organization of state planning agencies. Wide variety exists both in the location of the function and its organization and staffing. Twenty-nine of the 45 state planning and development offices, reviewed for the purpose of this study, are under the direction of commissions or boards. The number of representatives and the makeup of the boards vary from state to state, but in most cases the board consists of both *ex officio* members and members appointed by the Governor. In 15 of the states, the planning and development function is located in a department. In many cases the department is oriented to developmental activities and planning is included as a separate division. Most of the states, with the function located in a department or in a division of a department, have advisory commissions attached to the department for either or both of the developmental and planning functions. Ten states report a consolidated planning and developmental function with departmental status. All of the commissions charged with the planning and developmental activities have a director, in most cases appointed by the governor. In the departmental organization, the usual title is Director of Planning. In some cases, as in Pennsylvania, the Secretary of the Department of Commerce is also Chairman of the State Planning Board and heads up the various divisions of the department. In at least 14 of the states the governor is an *ex officio* member of the board or commission, and in eight cases, honorary chairman or chairman of the policy making and advisory commission. Some commissions have, in addition to promotional action programs, positive administrative responsibilities. The Kentucky Agricultural and Industrial Board, for example, in addition to broad programs of economic research and action programs involving industrial location, have the responsibility for topographic mapping, water resource investigation, and review responsibility for Army Engineers and public and private water projects proposals. Nevada, through its State Planning Board, in addition to blocking out broad programs of physical and economic development, is responsible for supervising state construction projects.

While the trend has been toward consolidation of developmental and planning activities, at least two exceptions exist. Tennessee in 1953 divorced its planning and development by creating a new Industrial Development Commission, while the Planning Commission continues to retain the functions related to planning which it formerly had. In 1951 Wyoming established a Natural Resource Board, which assumed the responsibilities of planning and research involving the exploration, development, and conservation of its natural resources. Some of these functions were formerly the responsibility of the still existing Commerce and Industrial Commission, the chief function of which is now of a developmental nature.

While regional organization for planning purposes and for state assistance and services to local planning agencies is recognized in the States of Maryland, New Jersey, Pennsylvania, Vermont and Virginia, only two States, New York and Tennessee, have regional planning offices with local staffs specialized to service the needs of the region.

## 2. Activities of State Planning and Development Agencies

All available sources have been analyzed in an attempt to catalog the activities of state planning agencies. Although the data are not complete, it appears that a majority of the agencies are involved in the encouragement of industrial development through the location of industrial plants and through the promotion of state products. In all such cases, some basic research and inventory of resources is required, either through public or private agencies as a basis for promotional campaigns. The information required for a vigorous developmental program is usually identical to that required for the planning function. While there is thus scattered planning at the state level, even in the states emphasizing the developmental side, some of the older agencies devote all their energies to planning activities. For the purposes of this review the planning and development function will be examined under the three selected activities of state plans, aid to communities, and relationship with other state agencies.

### a. State-level Plans

As stated above, some inventory of resources both human and physical are required for both the developmental and the planning function, if for no other purpose than publicity. If the agency actively promotes the location of industry more detail is demanded. In this case positive comparable data on the resources, available sites, transportation, detailed population analyses, social services, educational, and recreational facilities are often demanded by the industry being served. At times, the state agency is required to assure the prospective industry of the future of the site, which involves the status of local land use plans and zoning to protect these plans. In all cases, therefore, some degree of research in the general planning field is a necessity.

At least 16 of the states reporting prepare some inventory of the natural resources of the state, coupled with industrial surveys indicating the possible use of these resources for industrial development. Eleven of the states, on which information is available, add to this natural resource survey more complete plans for the control of the physical growth of the states. In most cases these plans involve public works, transportation, and land utilization. Nearly all of the western states emphasize water resource, mineral and timber resource developmental plans.

Of the first 10 states, in terms of both population and income, New York, Pennsylvania, Massachusetts and New Jersey do what could be termed a full planning job at the state level. Pennsylvania, nearest California in both wealth and population, maintains and develops a long-term program for the state's growth, including public works programs by state and local agencies. Massachusetts has developed and maintains a state master plan, which includes, in addition to economic projections, long-range capital budgeting and programming of public works projects. Colorado, one of the western leaders in planning, also has developed and maintains a master plan for the full development of the state, which, in addition to natural resource, agricultural, and industrial projections, covers state public works programs. Tennessee, a leader in state planning activities, reviews the plans of all the state's

construction agencies for their relationship to the orderly growth and development of the state. The Nevada State Planning Board has prepared a six-year plan for the social and economic development of the state, which includes government services, conservation of natural resources, and public works. At least 27 of the 45 states reporting emphasize in varying degrees state-level planning.

b. Assistance to Local Planning Agencies

Information available to the subcommittee reveals no state planning agency with the sole purpose of assisting local planning bodies. Nearly all of the states maintaining planning or developmental agencies furnish some type of assistance to public and private groups at the local level. Twenty-three of the 45 agencies surveyed report assistance to local planning commissions.

Information Services. The most usual type of assistance and the most uniform is that of an information and reporting nature. In some cases the planning office acts as a state repository of local planning information. Reporting service varies from periodic reports to answers on specific questions. Since the middle thirties the former service has been furnished to local planning agencies in Tennessee by the State Planning Commission through its periodic publication, "The Tennessee Planner." In most states, the information and reporting service involves uniform planning practices, explanation of state and local planning legislation, uniform codes and ordinances, and state public works plans which might affect or be of interest to local jurisdictions. Some of the states reporting, such as Colorado, Nevada, and South Carolina, furnish advice and assistance to local planning groups in order to achieve coordination of physical planning programs. State agencies often are the repository of information on funds available from the Federal Government to assist local development and redevelopment programs.

Consulting and Advisory Services. Nearly all of the 23 states reporting assistance to local planning bodies furnish, either as a service or on a fee basis, consulting and advisory aid to local agencies. The types and extent of services vary widely. In most cases consultants, attached to the state planning or development office, are at the call of local agencies for assistance in organizing and programming planning activities. When this is the extent of the duties, the service is often furnished free to the local unit. The States of Florida, Kentucky, Massachusetts, Minnesota, New York and Wisconsin report consulting services, including technical assistance to local agencies. Massachusetts, for example, maintains a staff of trained planners to furnish assistance to the 351 communities of the state. Minnesota provides technical assistance on request and conducts also, at request or on its own volition, community planning surveys. New York, through its state office and its 11 regional offices, maintains trained technicians for the purpose of assisting local planning boards in establishing and programming their activities. More extensive aid is provided in Pennsylvania, where technical services are extended to local units for the actual preparation of plans on a grants-in-aid basis. The local share of the state grant must be eventually repaid.



Programs of reimbursement for local planning assistance are found in Alabama, Indiana, Louisiana, and Tennessee. The State of Indiana, on the request of local agencies, provides a trained planner and pays 75 percent of his salary. This state also maintains a \$500,000 revolving fund which is loaned to localities for preparing the plans and specifications in the development of public works construction programs.

Perhaps the most unique program of local assistance from a state office is that developed in Louisiana. Here, state aid begins with assistance on request for the formation of local planning boards, the creation of citizen fact finding committees, and help to these committees in the collection and analysis of data pertaining to natural and human resources of a parish. The parish board, with the assistance of a technician, arrives at recommendations for the improvement and development of the parish. The expenses for the compilation of data, other than that involved in the consultant's salary, is paid by the local parish. The cost of printing the reports, however, ranging from \$2,000 to \$3,000, is mainly borne by the state. A sum of \$500 to \$600, covering the art work and illustrations, is financed locally. The information in the report is then used by the Louisiana Department of Commerce and Industry in its industrial and developmental activities. The impetus for the plan often comes from this department and is a condition upon which assistance is extended to the parish in locating industry.

The Council of State Governments reports that assistance to local planning agencies is a major portion of the programs in Alabama, Connecticut, Indiana, Kentucky, Louisiana, Maryland, New Hampshire, New York, Pennsylvania, Rhode Island, Tennessee, and Virginia.

The local assistance program of Tennessee, which started in 1935, continues to be the most comprehensive of those reported. At its inception, the Tennessee State Planning Commission, assisted by the Tennessee Valley Authority, furnished full technical assistance to local communities in the development of land use plans. In the early stages these were often related to agricultural, industrial and recreational potentialities created by the activities of the authority. As the planning function proved to be a major contributor to the economic well-being of the community, state assistance was withdrawn and the costs were absorbed by local jurisdictions. The Tennessee Planning Commission, through its Local Planning Division, supervises the four regional offices of the commission. Each regional office includes a professional planning consultant and the technical assistants required by the work load. The technical staff of the Local Planning Division furnishes free consultant services, or such services on contract when communities are able to pay, for all phases of local planning activities. Approximately 100 county, regional and municipal and community planning commissions are being served by the commission.

### c. Relationship With Other State Agencies

The relationship of the planning offices to the governor are maintained through his responsibility for appointment and his services in many states as a member or chairman of the board. Direct working relationships with individual executive departments have been established in most of the states surveyed. The most simple

example of such service exists when the planning office merely maintains a library of reports and research publications of the other agencies. The library facility is generally tied with its counterpart at the local level where the state office collects land use plans and physical development plans and makes them available to interested state agencies. When the state planning or development office is charged with the responsibility of state-wide public works projects, this activity is buttressed by the requirement that state agencies with public works programs report these to the planning office. If this function is a more important phase of a state's planning program, then the planning office has a responsibility of establishing close working relationships with the departments, both from the standpoint of collating state physical development plans and coordinating these plans at the state and local level. Another service furnished by state planning offices is the preparation of studies at the request of other state departments and agencies.

Legislation creating state planning offices generally calls for special reports to the legislature at its request, and at times requires the planning office to propose legislation for the augmentation of state-wide plans and for strengthening the local planning function. This is true of Alabama, Colorado, Florida, Nevada, Tennessee, and Wyoming. Many of the state legislatures require that the planning office submit regular reports on the status of planning, including reports on special functions such as capital improvements, local planning relationships, and recommendations for natural resource conservation.

## APPENDIX V

Proposal by W. Wallace for State Planning Board

As Found In:

A Report on Planning in Utah, Local Government Survey Commission, March, 1956.

State Planning Board

Organization. Each of the regional planning boards would elect a member to serve on the state planning board for a specified term. In this way, the separate planning programs of the several regions may be coordinated.

Duties. The purpose of a state planning board would be to recommend, formulate and keep current a coordinated, integrated program for action in the effective development, employment and preservation of natural and other resources of the state in order to promote the health, safety and general welfare of all its citizens. In carrying out this mission, the state planning board should function as an advisory and coordinating agency to the governor and heads of departments by relating all plans and programs to the planning functions of the various federal, state and local agencies, offering needed planning assistance and consultation, and seek to stimulate a general public interest and awareness of developments and plans in the state. The functions of a state planning board might be to:

A. Prepare a plan, or plans for the development of the state. This plan or plans would be the result of studies of the physical, social, economic, and governmental trends and oriented towards a coordinated program in developing the physical and cultural resources of the state. This plan should express the policy recommendations of the state planning board and should contain, among other things:

1. A statement of objectives
2. Recommendations for the most desirable patterns of land use within the state, including:
  - (a) Present and prospective economic base
  - (b) Industrial location and resources
  - (c) Agricultural land use
  - (d) Water supply and flood control studies, i.e., Coordination of Central Utah Project
  - (e) Public works projects
  - (f) Population trends
  - (g) Major circulation patterns, including routes and terminals of transit, transportation and communication facilities
  - (h) Military and defense installations with attention given to plant dispersion

- (i) Other recommendations which the director of state planning finds to be current or impending problems affecting the state as a whole.

B. Prepare the state's capital improvement program in conjunction with the Finance Commission and assist in the formulation of an annual capital budget, as well as study all capital projects proposed by state departments and agencies and render advice thereon.

C. Prepare and from time to time revise inventory listings of the state's natural resources and of major public and private works which are deemed important to the development of the state as a whole.

D. Cooperate with and provide planning assistance to existing municipal, county, or regional planning agencies, including, but not limited to, surveys, land use studies, urban renewal plans and technical services. The State Planning Board would also cooperate and confer with and supply information to federal, local or regional agencies created subsequent to the State Planning Board. Regional planning board members elected to serve on the board would be able to bring to light serious regional problems which need attention and thus establish direct state-regional ties.

E. Provide planning information to officials of departments or agencies of the state and local government, industry and business, and to the general public to promote a better understanding of the state's industrial, agricultural, mining or human resources.

F. Accept and receive funds, grants and services from the federal government or its agencies, or from private or civic sources.

G. Cooperate with federal and state agencies in civil defense planning.

The director of state planning should be selected by the board to serve at their pleasure. He should be a person qualified by training or experience in state, regional or local planning and have significant civic, governmental or business experience in matters related to urban or rural planning.

The state planning board should advise and assist the director of planning in the performance of his duties. The board should consist of no more than fifteen members and each of the following organizations should have a representative on the board: State Road Commission, State Board of Health, State Engineer, and the Finance Commission. The other members should be representatives from the regional planning commission, selected roughly on the basis of population, but so that each region is allowed at least one member.