

EX 2.2/T25/1945

e.1

COLORADO STATE PUBLICATIONS LIBRARY  
EX2.2/T25/1945 local  
Petersen, Elmore/Ten years of state plan



3 1799 00032 6595

Colorado. State planning commission.  
Ten years of state planning in Colorado.

PD  
Colo  
.P71t

# TEN YEARS OF STATE PLANNING IN COLORADO



*Prepared and Edited by*

ELMORE PETERSEN  
Member, State Planning Commission



THE COLORADO STATE PLANNING COMMISSION

November 19, 1945

November  
Nineteenth,  
1945.

To the Governor and the  
Members of the Thirty-Fifth  
General Assembly :

We take pleasure in presenting herewith an outline of the functions and activities of the Colorado State Planning Commission.

This Commission was established just ten years ago last June 18th, following enactment of legislation by the previous General Assembly, which created the Planning Commission, assigned to it general and specific duties, including those of the State Board of Immigration which preceded it.

In effect, the Planning Commission dates back to 1909, when the State Board of Immigration came into existence by legislative enactment. This Board had as its main objective the economic development of Colorado. Later, on January 15, 1934, by executive order of Honorable Edwin C. Johnson, then Governor, a temporary State Planning Commission was formed which laid the foundation for the present Commission.

The Commission is of the opinion that the greatest opportunity for the economic development of the State lies in the future, and that its accomplishments of the past principally point the way ahead.

The accompanying pages describe in general terms the work of the Planning Commission in the past decade and provide an outline of its proposed activities for the post-war years.

Very truly yours,

GEORGE F. DODGE,  
Chairman.

## THE COLORADO STATE PLANNING COMMISSION

Earl Barker.....	Durango
Joseph A. Bullen.....	Pueblo
Fred F. Davis .....	Denver
George F. Dodge.....	Denver
Orla A. Garris.....	La Jara
Roy Green.....	Fort Collins
Arthur F. Hewitt.....	Denver
M. C. Hinderlider.....	Denver
ElRoy Nelson.....	Denver
Elmore Petersen .....	Boulder
M. I. Signer .....	Golden
W. M. Wood.....	Grand Junction

### OFFICERS

George F. Dodge.....	Chairman
Orla A. Garris.....	Vice-Chairman
Alious Rockett .....	Secretary



### STAFF

Alious Rockett, Director  
Tolbert R. Ingram, Deputy Director and Statistician  
Helen M. Saxton      Agnes F. Barkley  
Edwina Howard

## STANDING COMMITTEES

of the

### COLORADO STATE PLANNING COMMISSION

1. **Livestock and Agricultural Development:**
  - Roy Green, Chairman
  - Geo. F. Dodge, Vice Chr.
  - Frank Fehling
  - Dr. B. F. Davis
  - Elmer Hartner
  - Norman Winder
  - H. E. Hogsett
  - George A. Allebrand
2. **Mineral, Oil and Mining Development:**
  - M. I. Signer, Chairman
  - Earl A. Barker, Vice Chr.
  - Merrill Shoup
  - Warwick Downing
  - O. H. Johnson
  - George Dick
3. **Public Lands, Recreation, Tourist Travel:**
  - W. M. Wood, Chairman
  - Fred Davis, Vice Chr.
  - Harry Huffman
  - C. N. Feast
  - Robert Warren
  - Galen Broyles
  - Carlton Sills
  - Jesse L. Nusbaum
  - John E. Doerr
  - John W. Spencer
4. **Cooperative City and County Planning:**
  - Orla Garris, Chairman
  - Arthur Hewitt, Vice Chr.
  - Clarence Ireland
  - Frank Gill
5. **Industrial and Marketing Development:**
  - ElRoy Nelson, Chairman
  - Joseph A. Bullen, V. Chr.
  - W. H. Leonard
  - Ira K. Young
  - George W. Brayfield
  - Edison H. Cramer
6. **State Institutions**
  - Elmore Petersen, Chr.
  - M. C. Hinderlider, V. Chr.
  - Dr. F. H. Zimmerman
  - Roy Best
  - Merritt H. Perkins
  - Major Victor Grant

## INTRODUCTION

The functions of any planning agency in any governmental unit, federal, state or local, are for the most part of an advisory nature. Final decisions and the execution of plans rest with the duly chosen representatives of the people, before whom are placed the results and conclusions of the research and investigations conducted by the planning body.

In Colorado, the Commission has two groups to which it reports. The first consists of the Governor and the General Assembly, before whom must be placed the investigations and general conclusions which are of direct concern to the governing and legislative bodies, and which apply to specific business as related to departments and agencies, as well as to recommendations for the general economic well-being of the State.

The Planning Commission likewise has a duty to perform for private groups, including individuals, and civic organizations. This duty is by way of supplying statistical data and basic information which are of aid to such individuals and agencies in their private and group planning for the economic development of the State or areas thereof.

The duties of the Planning Commission are set forth in statutes enacted in various years, beginning with 1909. The major functions, however, are enumerated in the 1935 Act. (Session Laws of 1935, Ch. 212, pp. 1073-1080), (Annotated Statutes Ch. 157). Additional statutes outlining its functions, directly or by implication, are in the following Session Laws: 1909, Ch. 59; 1919, Ch. 186; 1929, Ch. 67; 1937, Chs. 173, 241, and various Acts establishing mill levy building funds for the State institutions; 1939, Chs. 92, 160; 1941, Ch. 203, and other Acts amending the building program.

The Commission functions primarily through its own organization composed of a director, a staff of employees, and committees, each headed by one of its members, which assist in research and in an advisory capacity. Also, it is aided by a number of governmental and private agencies, as well as individuals. The purposes of the standing committees are indicated in the list of their personnel given herewith.

## COLORADO STATE PLANNING COMMISSION

### ORIGIN OF COMMISSION

A decade has passed since the Colorado State Planning Commission was formally established by law. Its origin, however, goes back to the Colorado Immigration Board, which was created in 1909.

The old Immigration Board was brought into being at a time when emphasis was placed upon attracting people from elsewhere to come to Colorado to establish permanent homes and businesses. With this activity as its central purpose, the Board operated for a quarter of a century.

On January 15, 1934, Honorable Edwin C. Johnson, who was then Governor, by executive order created a temporary State Planning Commission composed of 11 citizens selected from various sections and interests in the State to consider the advisability of establishing a public planning agency. This group was purely voluntary in nature, and had neither legal authority nor public funds with which to operate. It was recognized at once that both of these requirements would be necessary if public planning was to become effective. The informal group, therefore, promptly set about to organize itself into an operating body with a single objective in view, namely, the creation by law of a State Planning Commission.

### STATUTE OF 1935

Out of the deliberations of the voluntary group appointed by Governor Johnson in 1934 came the present State Planning Commission law. The bill which was recommended to the Thirtieth General Assembly was unanimously adopted without modification. (Colorado Statutes Annotated, Chapter 157, pages 1194-1197.)

The Act provided that the newly created Planning Commission should absorb and supersede the previously existing State Immigration Board. Its organization provided for a commission of 12 members as follows: The then Commissioner of the State Immigration Board, the State Engineer, and the State Highway Engineer; and nine persons to be appointed by the Governor, three of whom shall be members of the faculties of the State University, the State School of Mines, and the State College of Agriculture and Mechanic Arts, respectively. The remaining six members of the Commission were to be persons recognized as interested in planning from the point of view of the welfare of the State and the development of its resources, and also fairly representative of the various geographical divisions and industries of Colorado.

## PURPOSES AND POWERS

In general, the purposes of the Planning Commission are set forth in Section 1 of the Act as follows:

For the purpose of promoting the conservation and orderly development of the natural resources of Colorado, and the intelligent and economical coordination of its public works, and for the further purpose of giving all possible cooperation to the national program for such conservation and development, to the end that wasteful and extravagant practices may be eliminated, there is hereby created a State Planning Commission.

More specifically, the Commission was endowed with certain definite powers, the first of which was to prepare and perfect from time to time a master plan for the development of the State. Such a plan could be prepared as a whole, or in part as future development might require.

Endowed with such purposes and powers, it has been apparent to the Commission that if its work is to be significant, two requirements are necessary, namely, effective committee service and research. Accordingly, standing committees are constituted to direct and make studies and plans in significant areas of public interest. These areas are shown in the outline of titles and personnel of the standing committees shown on page 5.

### STATE PUBLIC WORKS PROGRAM

One of the major activities of the Planning Commission has been carried on by its Committee on Public Works. In 1937, by request of the Governor, the Commission prepared and submitted to the General Assembly a proposed program of building at 20 of Colorado's 23 state institutions. The program was adopted by the legislature and approved by the Governor without change. It involved a levy of 1.15 mills on each dollar of assessed valuation in the State per annum for ten years. To this levy an additional levy of .03 of one mill was made for construction purposes for the State fair. Thus at the outset the total mill levy for building purposes at State institutions was 1.18 mills. The 1937 program further provided for the issuance of anticipation warrants against the levies for the first five years in order to be able to match federal grants with State money for building purposes.

Under this program in excess of eleven million dollars have been expended for new buildings at our various State institutions. About 58% of this amount came from mill levy funds, 36% from federal grants, and the remainder from other sources.

Major building operations were halted at all State institutions shortly before the United States became involved in World



War II. However, the ten-year program of financing the construction of public buildings will still be carried out according to plan. Therefore, as a backlog for post-war construction, the State institutions will have available cash in the amount of nearly six million dollars. The real contribution of the Planning Commission has been in the establishment of policy and planning. The provision of funds for new construction by the mill levy system has been far superior to the direct appropriation method from the standpoint of economy, management and efficiency. Moreover, all institutions have been required to develop their plants on a planned basis subject to the review of the Commission. It is envisioned that in the future, due to this policy, the result will be higher efficiency and less waste of public funds in the construction, maintenance and operation of the entire physical plant owned by the people of the State.

### LOCAL GOVERNMENT PUBLIC WORKS

Pursuant to various Acts of the legislature, the Commission is directed to cooperate with local governmental agencies in planning for public works, and to assist them in the coordination of such plans. By permissive legislation passed by the Thirty-fifth General Assembly in 1945, cities, counties and school districts are authorized to set aside funds for planning and blue-printing necessary and desirable public works. The objective of this legislation is to permit the ear-marking of funds for designated public works prior to the actual construction of such contemplated projects. This policy is definitely an improvement over the traditional system of issuing bonds exclusively for a particular undertaking, and then paying for it after it has been constructed.

While the Commission exercises no control over such activities, it is in a position to help local governmental agencies in developing financial plans, logical and ordered programs of construction, and to coordinate such programs with the state-wide plan of the Commission from the standpoint of economic development and social welfare. The needs of local governments for public works include roads, water supplies, sewage disposal, parks, playgrounds and airports, all of which are of major importance in economic development and the establishment of new industries.

### OTHER MAJOR PUBLIC WORKS

Significant also in the economic development of the State are public works planned and accomplished by local and State groups in cooperation with federal governmental agencies, primarily the Bureau of Reclamation, the Army Engineers, and the Soil Conservation Service. The Commission, in close cooperation with the State Water Conservation Board, the State Engineer and many

local governmental bodies such as irrigation and conservancy districts, has a definite function to perform, especially in supplying reliable statistical data useful and important in developing programs of public benefit. This work also includes assistance to local agencies cooperating with federal agencies in developing their programs and plans of public works.

#### LOCAL GOVERNMENT PLANNING AND ZONING

The economic and social welfare of the State are improved and enhanced by authorized orderly planning and zoning of cities and counties.

Enabling legislation passed in 1939 provides for county planning and zoning, coordinated by and with the cooperation of the State Planning Commission. To this end the Act specifies that local planning commissions shall make use of the State Planning Commission. It further stipulates that before finally adopting and certifying any zoning project, the advice of the State Planning Commission must be sought and the recommendations of the Commission must be received. This function is performed primarily by the Committee on Cooperative City and County Planning with the view of providing uniform zoning terminology and zoning requirements as applied to particular areas in the State which are closely related geographically.

As of July 1, 1945, county zoning, as applied to the major highways and to the urbanized areas outside unincorporated places had become an accomplished fact in Jefferson, Arapahoe, El Paso and Boulder counties. Similar ordinances were in the process of formulation in Weld, Larimer, Adams and Mesa counties. The purposes of zoning ordinances are the proper economic development of an area and the maintenance and enhancement of property values within such area.

In addition, the Commission has a responsibility to cities. Zoning of both cities and counties is a necessary preliminary step to their orderly and best growth and development. It must be used as a means to, and in the execution of any constructive plan designed to eliminate present and future slum areas both in and outside city limits.

Legislation passed in 1945 permits the adoption of building codes for zoned areas in counties, and places the unincorporated area of a county in a position comparable to that of cities, where both zoning and building codes can be established. This is a further step looking to the economic and social well-being of such areas. The Commission's Committee on Cooperative City and County Planning is cooperating in the preparation of a uniform building code which may be adopted by zoned areas in counties, as well as by municipalities, especially small towns. The advantages and desirability of uniform zoning ordinances and uniform

building codes cannot be overstressed. They permit individual builders to establish standards for home and other private construction, and provide information concerning requirements which prevail in any other areas in the State.

## CONSERVATION AND DEVELOPMENT OF NATURAL RESOURCES

Colorado statutes provide that the State Planning Commission shall maintain close relationships with the State Water Conservation Board, the State Engineer, and the Soil Conservation Board in the conservation and use of the basic natural resources of the State, its land and water. To that end, the Commission has engaged in the following activities:

1. **Water Resources Research and Reports.** Basic data on the water resources of Colorado have been collected and made available in the following documents:

- (a) Climatological Data on Colorado.
- (b) Data on Stream Gauging Stations in Colorado.
- (c) Colorado Stream Flow Data.
- (d) Statistical Analysis of Irrigated Crops. (Five volumes, mimeographed, 1939.)
- (e) Underground Water Resources. (These data are collected in 23 volumes of well logs, including logs of old oil and gas wells, from many areas in the State.)

2. **Public Land Ownership.** The Commission has prepared 116 base maps, scale 500 feet to the inch, showing the location of all publicly owned land in Colorado. These maps are basic for water development and for the general planning of land use in cooperation with private persons and federal, state and local governmental agencies. These maps show in detail the location of the following classes of property:

- (a) Parks and other recreational areas.
- (b) Land Utilization Projects (Farm Security Administration, et al.).
- (c) Federal land in withdrawn and reserved areas.
- (d) Forests.
- (e) Federal Grazing Districts.
- (f) National Parks and Monuments.
- (g) Indian Reservations.
- (h) Military Reservations.
- (i) Wildlife Reserves.
- (j) Unclassified.

3. **Private Land Ownership.** Sets of base maps have also been prepared showing the location of all privately owned land

in Colorado according to taxation status. These maps show in detail the following classes of property, a separate map having been prepared for each classification :

- (a) Untaxed and Waste Land.
- (b) Tax Payments up to Date.
- (c) Tax Delinquency for three or more years, subclassified according to status of tax certificates.
- (d) Contracted by Quasi-Public Lending Agencies.

One set of these maps has been sent to the Federal Land Office in Washington ; one set is retained in the State Planning Commission's office for the use of various governmental agencies, including the State Tax Commission, the State Board of Land Commissioners, and others. A third set has been sent to the county commissioners of all the counties in Colorado. In addition, uncolored but cross-hatched maps have been produced and two sets of these have also been sent to all county commissioners.

Two sets of booklets have also been prepared to accompany the foregoing sets of maps. One booklet includes a map of land ownership in each township in each county. The second booklet gives detailed descriptions of the property under each classification listed. The uses of these maps and booklets are varied. For officials they show privately owned land not on the tax rolls, the extent of taxable and non-taxable property, and the amount of tax-delinquent land. For State purposes they have similar uses. These data were also sent to the Soil Conservation Service and formed the basis for a map produced in 1942. They were also used for a chart of the entire state showing tax delinquency by townships.

## MINERAL RESOURCES DEVELOPMENT

The Planning Commission has undertaken the preparation of basic data of value to private and public agencies in the development of the mineral resources of the State. These data include :

1. **Coal Survey:** Forty-four printed tracings and maps of the coal areas of the State ; also tables showing the ownership and location of coal mines. These are basic for use by private and public groups interested in the development of Colorado fuel resources. They have been extensively used by the geological departments of oil companies.

2. **Annotated Catalog of Engineering and Geological Reports on Mineral Resources in Colorado. 1936:** This catalog is composed of 92 mimeographed pages in addition to 24 loose-leaf volumes of water well logs, three loose-leaf volumes of oil well locations, and a card index.

Complete sets of these documents have been supplied to the Engineering Division of the Denver Public Library and to certain

educational institutions for reference purposes. The material supplements and complements other published data and is valuable in connection with plans for the development of the mineral resources of the State. It will now need revision, for which some data are being collected.

### ELECTRIC POWER DEVELOPMENT IN COLORADO

Three series of basic reports have been prepared on power development. These are of special value in connection with the general economic development of the State. In addition, another mimeographed document has been prepared entitled "The Development of Electric Power in Colorado, 1926 to 1936." This report contains historical information relative to industrial and electric power development preliminary to most of the work on the Colorado-Big Thompson project, as well as other trans-mountain diversion plans involving the generation of hydro-electric energy. This report needs revision.

### INDUSTRIAL DEVELOPMENT

The State Planning Commission cooperates with private industry in the economic development of manufacturing and the processing of raw materials in the State. Of significance in this respect is legislation in 1945 providing for a \$100,000 fund for research in the development of new industries and in the processing and marketing of Colorado products. As a background for research in this general field, the Planning Commission has prepared two reports:

1. **Industrial Inventory, 1942.** This report contains a list of manufacturing firms in Colorado, together with their products and number of employees.

2. **Industrial Location Study for the Mountain States Region, 1941.** (Colorado, New Mexico and Wyoming.) This report was published early in 1943. It was produced by the National Resources Planning Board, in cooperation with the State Planning Commission.

### GENERAL AGRICULTURAL RESOURCES

By legislation enacted in 1937 and amended in 1939, 1941 and 1945, local groups are permitted to form soil conservation districts for the conservation and development of the agricultural areas of the State. Two members of the Planning Commission are members of a five-man State Soil Conservation Board, which is charged with the responsibility of encouraging and organizing soil conservation districts and developing programs for them. The staff of the Commission has also carried on the administration of the activities of this State Board.

As of July 1, 1945, fifty-five soil conservation districts had been organized in Colorado. One-fourth of the land area of the State is included in these districts. The major activities of the districts are the construction of stock watering ponds and the leveling of land in irrigated areas to reduce the cost of irrigation. Such land leveling tends to reduce the cost of production of agricultural products and at the same time to increase the productivity of the land.

The activities of soil conservation districts also include the reseeding of range land and the development of conservation practices on dry farm land by means of contour plowing and other practices designed to conserve moisture in the soil.

#### BASIC ECONOMIC DATA FOR USE BY PRIVATE AND PUBLIC AGENCIES

The Colorado Year Book, published by the State Planning Commission, is the most authoritative source of reliable data which deal exclusively with Colorado. Altogether nineteen editions have been compiled and published. During that period the book has grown from a volume of 200 pages to one of 527 pages without any increase in the size of the staff which prepares it, or in its cost to the state other than that of its printing and distribution.

The fact that its publication has continued for twenty-four years, and that it has achieved a national reputation among State publications, attests to the solid foundation upon which it was established and the correctness of the policy which it has followed. There has been no deviation from that policy from the first to the most recent edition, and it may be said with confidence that its future depends primarily upon the maintenance of the standard which was set in the beginning.

The objective as set forth in the first edition is as follows: "The Bureau has had in mind the necessity of preserving information which cannot fail to be of value from year to year." Only once in a record of a quarter of a century did it fail of that objective. The 1928 edition was not compiled nor published because of the lack of funds. The results confirmed fully the original statement of its editors. A year had been taken out of the historical record of the progress of the State's business, resources and activities, and so pronounced was the reaction of those who use the book that in subsequent editions the broken link was restored as far as possible. When the Year Book was changed to a biennial publication, the data for intervening years was collected the same as in the years of publication, and no further break in the records has occurred.

The policy established in that first edition, which has consistently been maintained throughout the years, is shown by its contents. It was confined to a historical record of accomplished facts. There were no predictions or guesses as to the future. These were left to those who are directly interested in working out trends. The editors scrupulously avoided all attempts to use the book for the glorification of the State through the painting of lurid word pictures of its greatness. The facts were allowed to speak for themselves. Every effort was made to prevent its becoming sectional, from discriminating against any industry or business, or expressing editorial opinions concerning political, social, religious or economic subjects.

The Colorado Year Book has built up a statistical historical record through the years which furnishes the basis for scientific research. From any single edition can be determined the trend from year to year in business, agriculture, industry, mining, and social welfare. An important supplement to the Year Book is the annual volume on Colorado agriculture statistics. In cooperation with the U. S. Department of Agriculture this document has been published each year since 1923.

#### LOOKING INTO THE FUTURE

Presently the Commission is concerned with plans for the post-war period. To expedite these plans a report of the Colorado State Planning Commission was made to the Governor and the Thirty-fifth General Assembly. It included recommendations and suggestions covering many subjects. Among these was the matter of the returning veteran. The returning veteran is primarily concerned with securing private employment, or self-employment, and readjusting as quickly as possible to civilian life. The Commission has made recommendations as to how the general economic development of the State will serve this end. The Commission has also supported basic scientific research for the purpose of seeking out the possibilities of greater utilization of Colorado's resources from the standpoint of manufacturing and marketing.

With respect to a post-war State public building program to augment the full employment of labor in Colorado, by 1947 there will have been accumulated in the various institutional building funds an amount in excess of \$5,000,000. This is divided among 23 State institutions. Except to the extent that emergency construction will be necessary between 1945 and 1947, this amount of money will constitute a basic backlog for providing needed buildings, utilities and facilities for the educational, charitable, correctional, and other state institutions. The program of public works at State institutions, however, must not cease but must be carried on under a long-range program. The Planning Commission will have prepared a basic outline of needs of these institu-

tions both in terms of buildings and utilities and financial requirements before the next General Assembly convenes.

The Commission has recommended that additional development of the mineral wealth of the State should be undertaken as a definite part of post-war economic growth. To that end the Planning Commission has participated in preparing recommendations for definite action. Likewise, it has taken cognizance of the important role of aviation in the post-war period and its effect upon the people of this area. Other matters coming within the purview of the Commission are the reclassification of counties, building codes in counties, taxation and tax policies. There is no dearth of opportunity for public planning in Colorado. The activities of the Commission are limited only by its financial and manpower resources.

Since its organization the Commission has lost by death four of its valued members. Its original chairman, the Honorable John T. Barnett, passed away on February 1, 1942, and his successor, the Honorable Nate C. Warren, died on December 23, 1944. The original director, Edward D. Foster, passed away on February 25, 1942, and another member, Charles D. Vail, State Highway Engineer, died on January 8, 1945.