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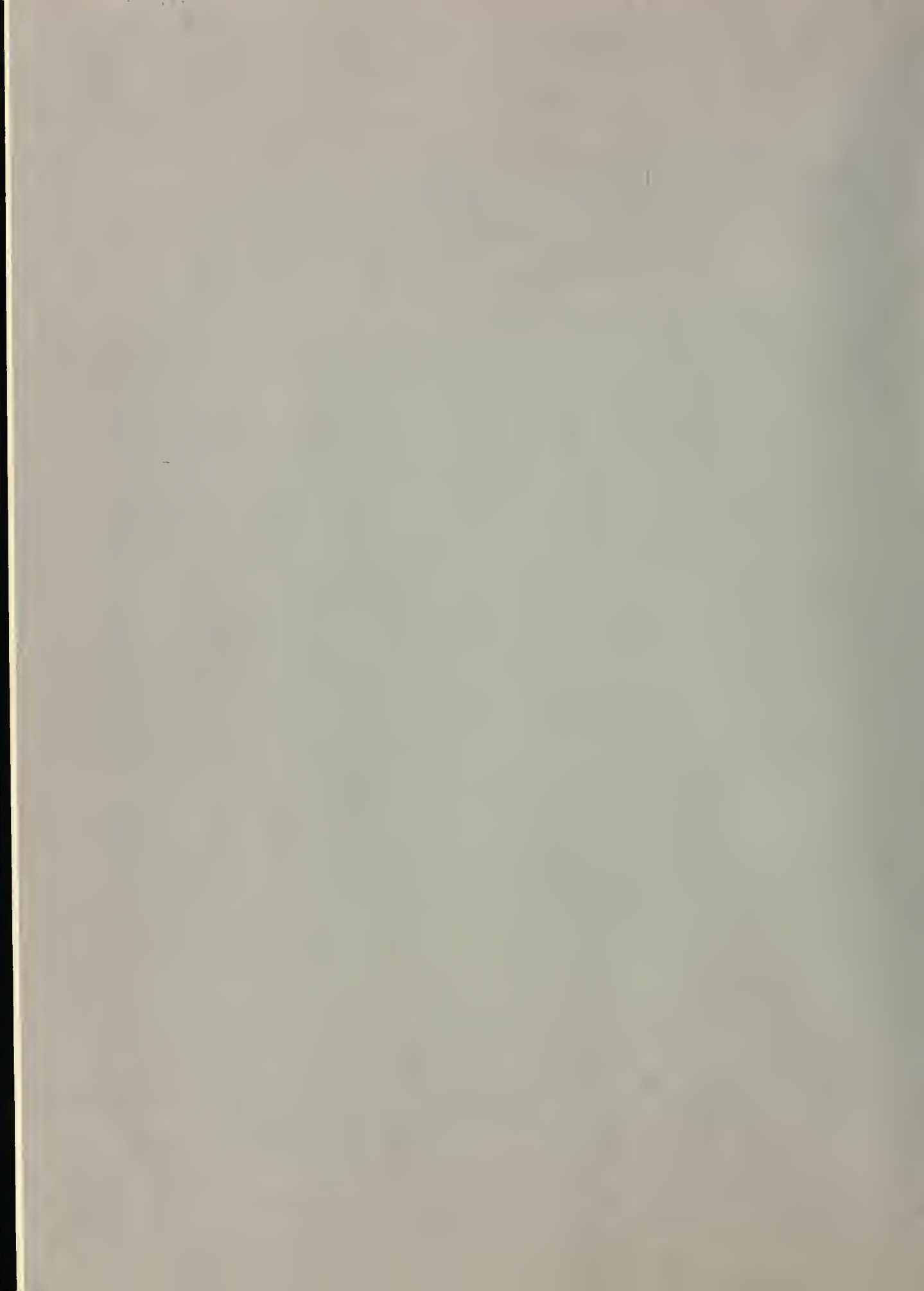
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Expanded Roles for Regional Planning Commissions

A PRELIMINARY INQUIRY



EXPANDED ROLES FOR REGIONAL PLANNING COMMISSIONS

A Preliminary Inquiry

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Grace B. Fowler
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1 June 1972

PREFACE

This study was undertaken by six University of Illinois students and faculty members as an adjunct to the Regional Planning Management Study being conducted by the Illinois Department of Local Government Affairs (DLGA). DLGA's Management Study explores the planning environments, activities, problems and aspirations of several multicounty regional comprehensive planning agencies.

The general nature of our study was developed through exploratory conversations with the late Clarence Denhart, head of DLGA's Office of Research and Planning, and with George Dinges, Project Manager for DLGA's Management Study. From these conversations, it became apparent that the Management Study might profitably be complemented by an analysis of the substate planning activities and related interests of several of the state agencies with direct interest in, and in some cases, limited jurisdiction over the same geographical areas served by county and multi-county planning agencies. We proposed a study which would try to provide some answers to the following questions:

SECRET

The first section of the report is devoted to a discussion of the general situation in the country and the progress of the various departments of the Government. It is followed by a detailed account of the work done during the year in each of the principal departments, and concludes with a summary of the results of the year's work.

The second section of the report is devoted to a detailed account of the work done during the year in each of the principal departments. It is followed by a summary of the results of the year's work. The third section of the report is devoted to a detailed account of the work done during the year in each of the principal departments. It is followed by a summary of the results of the year's work. The fourth section of the report is devoted to a detailed account of the work done during the year in each of the principal departments. It is followed by a summary of the results of the year's work.

1. What activities might a county or multi-county regional planning agency pursue that would be useful to state agencies in pursuit of their planning responsibilities?
2. What could state agencies do to enable the regional planning agencies to become more involved and effective contributors to state planning activities?

DLGA agreed to provide the necessary funds and other assistance to enable us to undertake this study.

Through DLGA's good offices, we made contact with key personnel in other state agencies, who provided us with the documents and verbal information on which this report is largely built. For their patience and helpfulness, we wish to thank Caroline Kruse and Robert Ripper (Governor's Office of Human Resources), Bruce Rogers (Department of Conservation), Harold Ziebell (Comprehensive State Health Planning Agency), John Leek (Department of Transportation), James Reed (Bureau of the Budget), and Frank Anderson, Thomas Langford and Frank Patalano (Office of Planning And Analysis).

At the April conference of the American Society of Planning Officials, we interviewed several representatives of other states' planning agencies, who gave us much useful information on their states' experience with regional planning efforts, providing a needed perspective on the Illinois case. For their important contributions, we wish to thank

Irving Hand, Executive Director of the Pennsylvania State Planning Board, Richard Ross, Executive Planning Officer of Wisconsin's Bureau of Planning and Budget, and Louis Schneider, Director of the State Planning Division of Georgia's Office of Planning and Budget.

We wish to note with sorrow the death of Clarence Denhart, whose interest was largely responsible for the development of this project, and who was most helpful during its early stages.

Particular thanks are due to DLGA's George Dinges for his unfailingly enthusiastic efforts on our behalf. He consistently arranged productive interviews with state agency representatives, thoughtfully criticized various drafts of this report, and generally served as an indispensable participant in our study.

The first part of the paper discusses the
 various methods used in the study of
 the history of the United States and
 the role of the government in the
 development of the country. It also
 discusses the impact of the Civil War
 on the economy and the role of the
 government in the reconstruction of
 the South. The paper concludes with
 a discussion of the role of the
 government in the development of the
 United States and the impact of the
 Civil War on the country.

DEFINITIONS

Areawide Planning Organization	a Regional Planning Commission or state planning agency certified under Circular A-95 by the United States Department of Housing and Urban Development for review of all applications for federal funding.
Districts or Special Districts	a division of a state agency with administrative and/or service responsibilities.
Policy Planning	that part of the planning process which is concerned with the formulation of goals, objectives, and policies: where "goal" is defined as the final, idealized and non-measurable end which a community aims to attain; "objective" is defined as the point aimed at--the point to which a specific plan or policy is directed; and, "policy" is defined as the settled guide and limits for action.
Programming	that part of the planning process which is concerned with the development, adoption, and implementation of courses of action to carry out policies, achieve objectives, and attain goals; includes development of roles, strategies, plans, and programs.
Regional Planning Commissions	county or multicounty planning units responsible to general purpose governments.
Regions	those large multicounty units delineated as 1st Tier Regions by Governor Ogilvie on June 22, 1971, by executive order for the purpose of coordinating federal, state, and local programs; the executive order included a directive that each state department and agency was to recognize and adopt the delineated regions.

APPENDIX

A national team of researchers will
conduct a study to determine the
effectiveness of the various
programs and to identify the
most effective ones for
implementation.

Regional Planning
Commission

A division of a state agency will
conduct a study to determine the
effectiveness of the various
programs and to identify the
most effective ones for
implementation.

Regional Planning
Commission

This part of the planning process will
be concerned with the formulation of
policies, objectives, and strategies. These
policies will be based on the
identified and unmet needs and will
be designed to attain "objectives"
which are specific and measurable. It
is expected that the policy and strategy
statements will be developed in a
policy and strategy statement which
will be used as a guide for
action.

Regional Planning
Commission

This part of the planning process will
be concerned with the development
of objectives and implementation of
policies and strategies. It will
be based on the policy and strategy
statements and will be used as a
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Regional Planning
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of objectives and implementation of
policies and strategies. It will
be based on the policy and strategy
statements and will be used as a
guide for action.

Regional Planning
Commission

Subregions

those county and multicounty areawide planning and development units being delineated by the Governor's Task Force on Regionalization, and the Office of Planning and Analysis, with the aid of Professor Berry at the University of Chicago, as 2nd Tier Regions; these divisions of the 1st Tier Regions are to be used by agencies which find a need for smaller units. These units are also to become the APO for their jurisdictional areas.

ABBREVIATIONS

'A' level	state level of CHPA
APO	Areawide Planning Organization
'B' level or 'areawide'	substate level of CHPA
BOB	Bureau of the Budget
BOR	United States Bureau of Outdoor Recreation
CAA	Community Action Agencies
CHPA	Comprehensive Health Planning Agency
CUUATS	Champaign-Urbana Urban Area Transportation Study
DLGA	Department of Local Government Affairs
DOT	Department of Transportation
GOHR	Governor's Office of Human Resources
OPA	Office of Planning and Analysis
RPC	Regional Planning Commission
SCORP	Statewide Comprehensive Outdoor Recreation Plan
SEOO	State Equal Opportunity Office, Division of the Governor's Office of Human Resources

APPENDIX

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20 Policy Planning and Programming;
21 Programming, Evaluation, Information Systems;
22 Policy Planning, The Board; Administration;
23 Planning Staff

24 Director's Office of the Budget
25 Information, Data Collection and Analysis;
26 Policy Planning; Programming, Evaluation;
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SECTION I

INTRODUCTION

SECTION IA

BACKGROUND

Today, both the fact and idea of regionalism are very much on the collective minds of federal and state government. The creation of 10 federal regions in 1970, and the similar delineation in Illinois and elsewhere of substate regions, and, in some cases, subregions, has raised many questions. The thrust of certain federal programs, with their emphases on substate regions as building-blocks for a statewide program, and of A-95 project review guidelines, with their requirement that substate "clearinghouses" review applications for federally-funded programs within their region, emphasize this growing preoccupation with the region, and particularly the substate region, as an important bridge between local and state governments and agencies. Looking more to the future, the implications of federal revenue-sharing proposals suggest that substate regions, and the agencies which comprehensively plan for them, are likely to play significant roles in this new approach to distribution of federal funds.

SECTION 1A

ARTICLE 1

Section 1.01. The purpose of this act is to provide for the...
Section 1.02. The provisions of this act shall apply to...
Section 1.03. The provisions of this act shall apply to...
Section 1.04. The provisions of this act shall apply to...
Section 1.05. The provisions of this act shall apply to...
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Section 1.07. The provisions of this act shall apply to...
Section 1.08. The provisions of this act shall apply to...
Section 1.09. The provisions of this act shall apply to...
Section 1.10. The provisions of this act shall apply to...

Basically, increased emphasis on the region derives from local, state, and national attempts to do more and better planning and coordination of the physical, economic, and social aspects of our society and environment. The attempt to organize local, state, and national resources for this planning, brings to the fore two overriding questions, the first somewhat theoretical, the second strictly practical.

First, at what geographic, governmental or organizational level should a certain type of planning activity (e.g., goal-setting) for a given functional area (e.g., transportation) take place? It seldom appears that any single level can successfully do all planning for a given geographical area. For example, much of the planning for an interstate highway system clearly must be done at the interstate/national level. But what about the planning for an intercity rapid-transit system, going through the same area as an interstate highway, and involving three counties, two cities, and numerous smaller municipalities?

This fundamental question gives rise to a second. Within the welter of federal, state, and local governments and programs; substate units of state agencies; state, multi-county, county, and local comprehensive planning agencies; etc., how can the various activities associated with the

... essentially, involved ...
... local, state, and national ...
... planning and coordination of the physical economy, and ...
... social aspects of our society and environment. The ability ...
... to organize local, state, and national resources for this ...
... planning, being as the first and overriding decision, and ...
... first somewhat theoretical, the second strictly practical ...
... first, at what geographic, governmental or organizational ...
... tiered level should a certain type of planning activity ...
... (e.g., road-building) for a given functional area (e.g., ...
... transportation) be placed? In which sphere should any ...
... single level be responsible for all planning for a given ...
... geographical area? Not obvious, such as the planning for ...
... an interstate highway system clearly must be done at the ...
... international level. But what about the planning for ...
... an internally rapid transit system, going through the same ...
... area as an interstate highway, and involving three countries ...
... two cities, and various other internationalities? ...
... This fundamental question gives rise to a second ...
... within the sphere of federal, state, and local government ...
... and program, should any of these agencies have the ...
... county, county, and local organizations (e.g., ...
... etc., how can the various agencies be coordinated with one

planning function be distributed and coordinated so that duplication of effort is avoided and that each planning unit is used in a way that enhances the quality of the overall planning process? Which units should be part of planning for a given functional area, and what should their respective roles be?

While it would be highly unrealistic to suggest that this short study could provide definitive answers to the preceding questions, we would hope to contribute some background of value to the thought processes against which these larger questions might eventually be answered.

In Illinois, as in most other states, there are many county and multi-county Regional Planning Commissions (RPC's) which attempt to plan "comprehensively" for the region under their jurisdiction. These RPC's exist chiefly to advise the local general and special governments charged with guiding the development of certain aspects of their geographical jurisdictions. Although "development" is usually viewed as being chiefly physical and economic, the importance of planning for social concerns, such as health and education, is being increasingly acknowledged as being inextricably entwined with other "development."

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But the RPC's are not the only agencies having an interest in substate regions. Most state agencies divide their state-wide jurisdiction into substate districts, often with district offices. In certain state agencies, these district units' duties may be purely administrative in nature, in the sense that their main purpose is to carry out plans and programs made at the state level. In other state agencies, similar-sized districts may have relatively independent organizations through whose participation the state agency develops its plans and programs. In some cases, these substate units may be virtually autonomous, dependent on the state for some measure of funding, but existing largely at the pleasure of the organizations and local governments which bonded together to create them, and without whose support their existence would be almost meaningless.

The resulting situation accurately reflects that often-noted hallmark of the American political scene, a great melange of governments, agencies and districts, often with important interests in planning for similar or identical functions, but seldom coordinated in any fashion calculated to encourage maximum effectiveness and efficiency.

SECTION IB
OBJECTIVES AND LIMITATIONS OF THE REPORT

With relation to this very democratic tangle and to the two earlier questions, our purpose is twofold. First, through our descriptions, analyses and recommendations, we hope to suggest to substate RPC's some ways in which they might be able to help state agencies in their planning for both statewide and regional concerns. Conversely, we hope that this report will suggest, to state agencies, where the contributions of the RPC's might enhance the statewide planning and decision-making process.

This report is aimed chiefly at suggesting the problems and potential benefits of working within what exists rather than within what might exist under some "ideal" substate regionalization scheme. The Illinois regionalization program, formally started with the Governor's 1971 delineation of five (or seven) substate regions, will undoubtedly evolve further before final regional patterns are set. With this incomplete evolution in mind, we have tried to describe and analyze several of the present complex regional/state planning

SECTION 15

CONCLUSIONS AND RECOMMENDATIONS OF THE REPORT

With a factor of five very dramatic change and to the
the report indicates, our estimate is twofold. First,
through our analytical analysis and recommendations, we
have sought to indicate the way in which they
might be able to help their agencies in their planning for
both state-wide and regional concerns. Consequently, we hope
that this report will assist in some measure, and that the
conclusions of the Report might be used in some way
and in some measure.

This report is aimed primarily at providing a guide
and potential benefits to be derived from such studies rather
than to provide a method which might be used to conduct
regional studies. The limited regionalization program
described in this report is a 1971 delineation of 170
for several states, with boundaries which are
based on regional patterns of population and economic
activity. It is not intended to provide a guide to
conduct of the program, but to provide a guide to the

patterns, and thereby illuminate some ways in which mutually cooperative efforts might take place within the complexity which seems likely to exist for at least the next five years.

The findings and recommendations of the report, found in Section III, are built around descriptions and analyses of six state agencies' planning and related activities at state and substate levels. These descriptions compose Section II of the report. We chose these particular state agencies because they represent a cross-section, not only of functional areas but of organizational patterns. In effect, they constitute a not-very-random sample from which we hoped we could make observations that might apply to other state agencies as well.

Four of the agencies examined in this report plan in varying ways for specific and reasonably distinct categories of functional activities. These four are the Department of Conservation, Department of Transportation, Comprehensive State Health Planning Agency, and the Governor's Office of Human Resources. While these four serve to illustrate state agencies' variations in planning process and regional organization, clearly they are only a sampling. The complete range of state agencies should be similarly studied if the question

and thereby illustrate how they are being

applied to the right place within the complexity

which would likely be used for at least the next five years

The findings and recommendations of the report, found

in Section III, are built around the findings and analysis

of six major agencies, planning and related activities

of the major agencies, and descriptive agencies

Section II of the report, on these three main areas

agencies because they represent a cross-section, not only of

functional areas but of organizational patterns. In each

they illustrate a new way of doing things which we hope

we could see throughout the report as a whole

Section III

Part of the purpose of this report plan is

to provide a guide for the development of

of functional activities, with a view to the development of

Department of Agricultural, Conservation

and the Department of Planning, and the Department of

Plan. While these are the main areas of interest

of the report, it is also intended to provide a guide

to the development of the report, and the Department of

of the regional agencies' potential roles is to be fully explored. Nevertheless, the analyses of these four examples suggest a range of activities into which the RPC's might have valuable inputs; it is not unreasonable to conjecture that the relationships with other state agencies might fall into similar categories.

The other two agencies included in this study, the Bureau of the Budget and the Office of Planning and Analysis, have more wide-ranging concerns which in different ways encompass the whole spectrum of functional areas, and which suggest some different kinds of relationships with RPC's.

The Department of Local Affairs' Management Study, in examining three sample Regional Planning Commissions, explores an area which we have left largely untouched, that of the considerable variations in context, capability and concern of the RPC's themselves. Clearly, the findings of our study must be viewed in the light of these important variations.

Finally, it should be noted that this report is based on currently-available documents and on interviews with from one to three representatives of each state agency. While our description and analysis of each agency has been reviewed

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by one or more agency representatives, it is not impossible that other agency personnel might reflect slightly different points of view. Also, new documents are always in process, and the reader would do well to attempt to ascertain whether their publication substantially alters the accuracy of our findings.

Despite these limitations, we hope that this initial study will be of some help in illuminating the opportunities for constructive interaction between state and regional agencies, and will also pave the way for an exhaustive study of this topic.

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SECTION II

A SAMPLING OF STATE AGENCIES'
PLANNING ACTIVITIES

SECTION IIA**AGENCY PLANNING AND PROGRAMMING**

Department of Conservation
Department of Transportation
Comprehensive State Health Planning Agency
Governor's Office of Human Resources
Office of Planning and Analysis
Bureau of the Budget

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The Illinois Department of Conservation

Introduction

Statewide comprehensive outdoor recreation planning has been carried out in Illinois since 1965, but only recently has become a function of the Department of Conservation. Previously, this planning was done by the Department of Business and Economic Development. The current Statewide Comprehensive Outdoor Recreation Plan (SCORP) project, with a target completion date of August 1, 1972, is the first plan undertaken exclusively by the Department of Conservation and is the third such plan in Illinois history.

The purpose of this plan is two-fold. First, it provides the framework for recreation decision-making, not just for the Department of Conservation but for all state agencies. Although comprehensive policy planning in Illinois originates in the Office of Planning and Analysis, the SCORP will include policies, goals, and objectives relating to recreation. Secondly, the plan is necessary to qualify the state for federal Land and Water Conservation Fund grants. This fund, administered by the Bureau of Outdoor Recreation (BOR), is the largest single source of federal aid to state conservation agencies, and a satisfactory statewide outdoor recreation

The Illinois Department of Conservation

Introduction

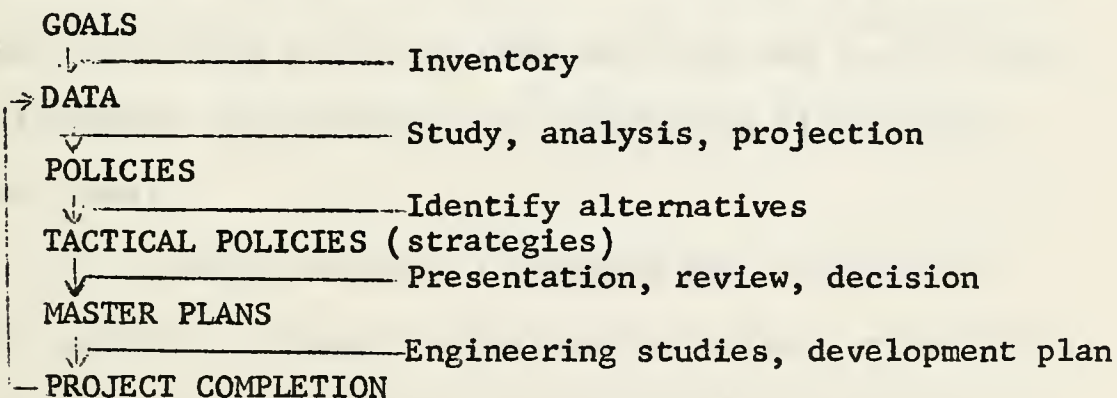
Illinois Department of Conservation planning has been carried out in Illinois since 1937, and since 1957, has become a function of the Department of Conservation. In 1957, this planning was done by the Department of Business and General Development. The current Department of Conservation (DOR) was established in 1972, with a major reorganization date of August 1, 1972, as the first time undertaken entirely by the Department of Conservation and is the third such plan in Illinois history.

The purpose of this plan is two-fold. First, it provides the framework for conservation decision-making, not just for the Department of Conservation but for all state agencies. Although comprehensive policy planning in Illinois originates in the Office of Planning and Analysis, the DOR will continue to be the primary agency for planning and objectives relating to conservation. Secondly, the plan is necessary to qualify the state for federal land and water conservation funds grants. This plan is also a major component of the Office of Outdoor Recreation (OOR) as the state's major agency for general and state conservation planning, and a primary resource on state conservation.

plan is a requirement for funding eligibility. BOR certification may have a maximum period of five years depending on the quality of the report, as judged by BOR.

This report will describe and analyze outdoor recreation planning (as contrasted to forestry or wildlife planning), since this is currently the major focus of the planning done by the Department of Conservation. At present, planning is largely oriented to providing recreational activities because of a similar orientation in the BOR. However, the long range goal of the Department of Conservation is a plan that includes all elements of the department's concern, with a broad position statement on conservation as well as outdoor recreation.

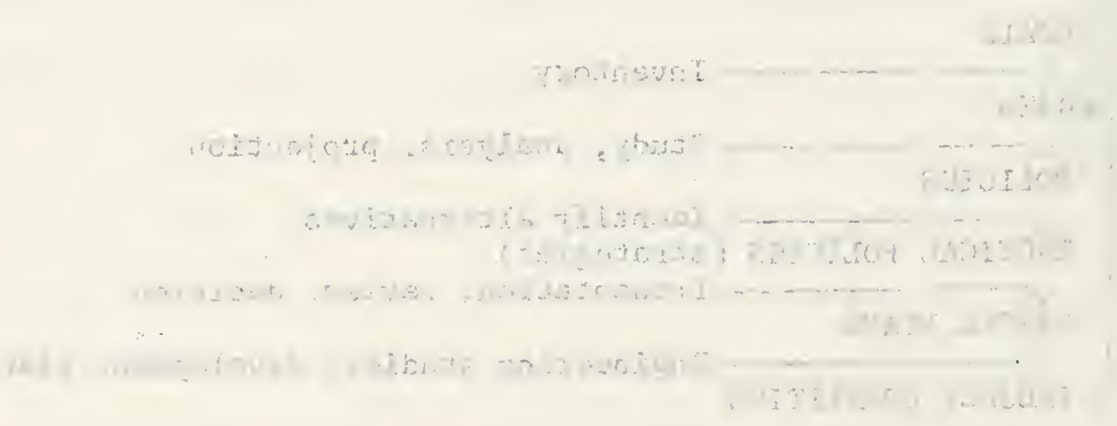
A continuous planning process has been developed to provide guidelines for decision-making. The process is as follows:



plan of a department for finding...
 other may have a certain period of...
 the quality of the report, as judged by...

This report will describe and analyze...
 planning (as related to forestry or wildlife...)
 since that is currently the major focus of the planning...
 by the Department of Conservation. At present, planning is...
 largely limited to providing recreational activities...
 of a similar character in the B.C. However, the long-term...
 goal of the department of conservation is a plan that includes...
 all elements of the department's mandate, with a broad...

position statement on conservation as well as other...
 A national planning process has been developed to...
 also includes the decision-making. The process is as follows:



Comprehensive recreation planning and conservation planning also are done at regional and local levels by Regional Planning Commissions, municipal recreation commissions, and local special districts.

Since the majority of local recreation opportunities are provided by special districts (Park Districts, Forest Preserve Districts, Soil Conservation Districts, Conservation Districts, and Conservancy Districts), these will be considered as the "local" level of government involved with recreation. These districts may prepare their own plans or may be aided by the Regional Planning Commission. On occasion, the state may help these local recreation providers meet requirements for BOR funds but such assistance is infrequently requested. There appears to be little interaction between the Department of Conservation, the local agencies and the RPC's although there is a stated desire at both the state and local levels for increased communication and information flow between these levels.

The following statements describe the activities of these agencies in regard to the data collection and analysis, policy planning, programming, and evaluation that occur in the development of a comprehensive outdoor recreation plan.

The following description of the planning process is based on a review of the literature and the experience of the author. It is intended to provide a general overview of the process and to identify the key factors that influence its success. The process is described in terms of the different levels of government involved, the various stages of the process, and the role of the different actors. The process is seen as a dynamic and iterative one, involving a range of actors and institutions. The process is also seen as being influenced by a range of factors, including the political context, the resources available, and the capacity of the institutions involved. The process is described in terms of the different levels of government involved, the various stages of the process, and the role of the different actors. The process is seen as a dynamic and iterative one, involving a range of actors and institutions. The process is also seen as being influenced by a range of factors, including the political context, the resources available, and the capacity of the institutions involved.

The role of the federal government is also included in this description, but it is included as what the federal level agencies could do that would be advantageous from the state's point of view rather than as specific policies, goals, and programs for federal recreation providers. This report's discussion concerning regional and local recreation providers will have two viewpoints: 1) that of the state agency and how they include local recreation providers in the SCORP and 2) the local level and how they plan for themselves.

All statements regarding types of surveys, degree of sophistication, or specific requirements for planning by a state agency are those cited as necessary elements for a SCORP that is acceptable to the BOR.

Data Collection and Analysis

The Department of Conservation collects and analyzes all the data it uses to plan. This data includes state, federal, local, and private facilities and land. Inventory and analysis is done for each state region, in accordance with BOR requirements.

The types of data collected for use in the SCORP are:

1. State characteristics: climate, topography, scenic resources, wildlife, history, population, degree of urbanization

The role of the Federal Government is also limited to this description, but it is included as what the lowest level of government could do that would be advantageous to the state. The point of view is that of specific policies, goals, and programs for Federal recreation provisions. This report's discussion concerning regional and local recreation provisions will have two viewpoints: 1) that of the state agency and how they include local recreation provisions in the RORL and 2) the local level and how they plan for recreation. All statements regarding types of survey, survey of participation, or specific requirements for planning by a state agency are those cited as necessary evidence for a RORL that is appropriate to the ROR.

Data Collection and Analysis

The Department of Conservation collects and analyzes all the data it uses to plan. This data includes state, federal, local, and private facilities and land. Inventory and analysis is done for each state region in accordance with the requirements.

- The types of data collection are as follows:
1. State Department of Conservation, State, Regional, and Local Recreation Resources, Inventory, and Analysis, 1970-1975.
 2. State Department of Conservation, State, Regional, and Local Recreation Resources, Inventory, and Analysis, 1970-1975.

2. Agency Identification: public facilities by region and jurisdiction, agencies that have significant recreation programs, which level possesses which responsibilities.
3. Inventory of Facilities and Potential: public areas (using the BOR classification method) private recreation providers, historical sites and natural landmarks, scenic routes and trails, scenic rivers and adjacent land, and potential sites for the foregoing
4. Special Studies: out-of-state visitor survey, park fee study, origin/destination study

Needs determination is done at the state level. The most prevalent method is based on user demands and accepted recreational standards (particularly on standards set by the Outdoor Recreation Resources Review Commission). Other factors used in needs determination are: socio-economic factors, possible alternative arrangements, attendance, user fees and charges, technical advances and interpretation, preservation of environmental quality, non-resident user impact, and recreation trends. Projections are based on these needs and demands and on the potential of the state/region for meeting them.

One of the chief difficulties in preparation of the plan is the lack of an adequate inventory/data system. Research must be done for each project, but there is hope that previously gathered data will soon be computerized and periodically

1. A very detailed study of the... (text is extremely faint)
2. Study of... (text is extremely faint)
3. Special studies: out-of-state... (text is extremely faint)

... (text is extremely faint and largely illegible)

... (text is extremely faint and largely illegible)

updated. It is in the area of information collection for SCORP projects that the state agency sees a potentially large role for the local special districts or RPC's. But present contacts with these agencies are limited.

Regional Planning Commissions and local special districts also collect and analyze their own data in the preparation of open space and recreation plans. The special districts also collect data for their own operating purposes. Since comprehensive planning agencies are not recreation "providers" they can play a role only in the data-gathering and policy formulating, not in the actual developing of facilities. Whether or not the Special Districts use planning agencies' information in the course of program development varies from agency to agency.

Policy Planning

Goals for recreation provision (generalized for all levels that participate in recreation planning and provision and specific for the state agency) are formulated by the Department of Conservation as part of the SCORP. The Regional Planning Commissions and the special districts also develop their own more specialized goals. These goals are seen as providing a framework for decision-making.

It is in the area of information collection that the State has a particularly important role for the local special districts or units. The process continues with these agencies and units.

Regional Planning Commission and local special districts also collect and analyze their own data in the preparation of their plans and economic forecasts. The special districts also collect data for their own planning purposes. Some comprehensive planning agencies do not collect their own data but they do play a role in the long-range planning and forecasting, not in the actual development of projects. Whether or not the Special Districts use planning agencies, information in the course of their development varies from agency to agency.

Policy Planning

Goals for regional projects (as outlined for all) are a first step in the regional planning and development process. The goals for the state (and the regional) are outlined in the Department of Commerce as well as in the State Regional Planning Commission and the special districts. The goals are not only regional goals but also state goals and are provided a framework for development.

The primary goal of the SCORP is to assure residents and visitors recreational opportunities by preserving and developing recreational resources to meet existing and future needs.

Goals appear to be implicitly defined at all levels in terms of recommendations or budgetary activities. Definition according to budgetary activities seems to be the most predominant practice, especially within the state and local agencies.

State conservation objectives are explicitly detailed within the state's comprehensive plan. The objective of the plan itself is to develop a policies-for-action framework which will aid in the coordination and development of outdoor recreation areas and facilities.

Outdoor recreation policies are also explicitly spelled out in the SCORP report. Policy statements include: appropriate roles of public and private agencies in meeting outdoor recreation needs and environmental quality preservation, existing and future requirements by planning region (projected to 15 years), and identification of special opportunities and problems. These policies are intended to be consistent with any broad policy statements formulated by the Office of Planning and Analysis.

The primary goal of the study is to determine the extent to which the respondents are aware of the various factors that influence the economic development of the country. The study is designed to provide a comprehensive overview of the current state of the economy and to identify the key challenges that are facing the country. The study is based on a survey of 1000 respondents, which was conducted in 2010. The results of the study are presented in the following sections.

The study is divided into two main parts. The first part is a descriptive analysis of the current state of the economy. This part includes a discussion of the various factors that are influencing the economy, such as inflation, unemployment, and the balance of payments. The second part is an analytical study of the causes of the economic problems. This part includes a discussion of the various policies that are being implemented by the government and the impact of these policies on the economy.

The study is based on a survey of 1000 respondents, which was conducted in 2010. The results of the study are presented in the following sections. The first part of the study is a descriptive analysis of the current state of the economy. This part includes a discussion of the various factors that are influencing the economy, such as inflation, unemployment, and the balance of payments. The second part of the study is an analytical study of the causes of the economic problems. This part includes a discussion of the various policies that are being implemented by the government and the impact of these policies on the economy.

SCORP goals, objectives, and policies are reviewed at the state and federal levels in the course of BOR certification. RPC and local goals, objectives, and policies are reviewed internally by staff and commission members. Goals may also be reviewed at these levels in terms of the 701 program.

Programming

Implementation procedures are defined through strategies and programs by the state agency and by the local recreation providers. The implementation program at the state level will include a detailed description for the first five year planning period on an entire range of measures (legislation, planning, technical and financial assistance, research and education, direct programs, etc.) and a schedule of acquisition and development, with cost estimates, for five years. The schedule is divided by planning region, unit of government, and fiscal year. Because the present Illinois program is based on an incremental and adaptive action rather than on a fixed strategy, only a skeletal outline of expenditures is drawn up; it is extended and amended yearly. This present process does meet the BOR specification, but the state agency has suggested that this process could be improved with greater local input.

State goals, objectives, and priorities are reviewed at the state and local levels in the course of the implementation plan. The state and local goals, objectives, and priorities are reviewed normally by staff and consultation members. Goals may also be reviewed at these levels in terms of the program.

Programming

Implementation procedures are defined through state and programs by the state and by the local education providers. The implementation program at the state level will include a detailed description for the first five years of the program in an entire range of activities (legislation, planning, technical and financial assistance, services and education, direct program, etc.) and a schedule of activities and development with cost estimates for two years. The schedule is divided by planning region, with a two-year, and fiscal year. Because the present Illinois program is based on an incremental and additive approach, the program will be a fixed strategy only a partial portion of expenditures is required to be expended and needed during the first two years. The program will be implemented and needed during the first two years. The program will be implemented and needed during the first two years. The program will be implemented and needed during the first two years.

At the state level, programs and roles are reviewed by the federal and state agencies in the course of BOR certification. Local programs may also be subject to A-95 review by the regional agencies charged with this task.

The state is trying to overcome an alleged bias against urban areas in the provision and development of recreation facilities and programs. It is felt by some urban groups that because the Department of Conservation concentrates on larger scale recreation projects rather than on intensive use areas (e.g., neighborhood parks) that urban areas are at a disadvantage. The state agency believes that state and local programs should complement rather than overlap each other. Local units should assume responsibility for urban and intensive use facilities, while the state should provide for other types of facilities. If every involved level of government would decide which type of facilities it could most competently provide, and develop these facilities, the recreational demands of urban areas would be adequately met.

Evaluation

Periodic or continuous evaluation of planning activities is done at all levels.

At the state level, program and budget are controlled by the National and State agencies in the course of 80% control. Local programs may also be subject to 5-10% control by the regional agencies charged with this work.

The state is trying to overcome an alleged bias against urban areas in the provision and development of transportation

facilities and programs. It is said by some urban groups that because the Department of Transportation concentrates on rural areas, urban areas are left out. It is also said that the Department of Transportation is a biased

agency. The state agency believes that rural and local programs should be developed rather than merely a set of

local rules should be developed for urban areas. Identification and facilities, while the state should provide

other types of facilities. It is said that level of service would be better than that of facilities in rural areas

consequently provide. The state would be responsible for the state's share of the cost of the facilities. The state would be responsible for the state's share of the cost of the facilities.

Facilities

Facilities are provided in urban areas. The state would be responsible for the state's share of the cost of the facilities. The state would be responsible for the state's share of the cost of the facilities.

The SCORP project undergoes evaluation by both state and the federal agencies. The plan is evaluated by the state agency and the Governor prior to submission to the BOR for certification. The BOR evaluates the plan and certifies the state for Land and Water Conservation Fund eligibility up to a maximum period of five years.

Interaction Patterns

When considering interaction, we will discuss two types: 1) assistance--either financial or technical in nature; and 2) participation in the actual development of plans--by government, consumers, institutions, and private recreation providers.

Participation in planning and programming is generally limited to government agencies, particularly state and federal. Institutional involvement in state conservation planning (most particularly by state universities) may occur for certain projects. At the local level, participation is generally limited to the Regional Planning Commission and special district staff.

Input from private sectors exists almost solely at the local level. Private recreation providers may be included in

the outdoor recreation plan, but because they are not always permanent operations, their long term usefulness can not be counted on. Citizens may provide input through contact with the district's commissioners, the county board or with professional staff. In the future, both state and local agencies will encourage participation of all recreation providers in the preparation of both state and local plans.

The BOR provides funds for planning and programming through the Land and Water Conservation Fund Act. Funds can also be obtained under Section 701 of the 1965 Housing Act, as amended. The state can provide assistance to local providers so they can meet requirements for BOR funds. The state also can aid the local agencies in obtaining 701 funds. However, such activities are unusual as most agencies work independently. Funding for the Land and Water Conservation Fund is based primarily on population (considering the total and urban). Illinois was eligible for \$10.2 million in fiscal year 1972. In order to get the money, a project proposal must be submitted. At present, funds are divided 50% to the state agency, 30% to local governments, and 20% to be used by either, as needed.

The Department of Conservation's relationships with other state agencies relate chiefly to operating matters, rather than

The first section of the report deals with the general situation in the country and the progress made during the year. It also mentions the work done by the various departments and the results achieved.

The second section deals with the financial position of the country and the measures taken to improve it. It also mentions the work done by the various departments and the results achieved.

The third section deals with the social and economic conditions of the country and the measures taken to improve them. It also mentions the work done by the various departments and the results achieved.

The fourth section deals with the foreign relations of the country and the measures taken to improve them. It also mentions the work done by the various departments and the results achieved.

The fifth section deals with the internal security of the country and the measures taken to improve it. It also mentions the work done by the various departments and the results achieved.

The sixth section deals with the education system of the country and the measures taken to improve it. It also mentions the work done by the various departments and the results achieved.

The seventh section deals with the health services of the country and the measures taken to improve them. It also mentions the work done by the various departments and the results achieved.

The eighth section deals with the housing and urban planning of the country and the measures taken to improve them. It also mentions the work done by the various departments and the results achieved.

planning and programming. Because of federal requirements, however, these latter relationships are beginning to take place (most notably with the Department of Transportation). Such relationships and the appropriate division of responsibilities are outlined in the SCORP.

Local recreation providers, particularly the Park District, have relationships at the local and the state level with such agencies as the Department of Public Health (who perform pool inspections, water checks, camp inspections, etc.) and the Environmental Protection Agency. The local Forest Preserve District may sell land to the Park Districts (legislative action by whoever has direct jurisdiction must accompany the sale in some cases) or allow them to set up programs on their land. The federal and state agencies may also allow their land to be transferred to local use or to have programs set up.

There are few working relationships between the state Department of Conservation and the Regional Planning Commissions or special districts except in connection with some particular project. The local Conservancy or Conservation Districts must, however, have written approval of the state agency if they want to take eminent domain action for acquisition and development of new sites. The lack of contact

with local agencies may be partly explained by the fact that planning is a new function in the Department of Conservation. Both the state and the local agencies express a desire to strengthen their relationship.

Time Frame

The time frame for the state agency varies from 1 to 15 years as follows:

1. 15 years for general projections, plans, and program.
2. 5 years for specific plans for acquisition and development (for accurate budget forecasting)
3. 2-5 years for renewal of BOR certification
4. 1 year to update and extend the capital improvement budget

In the case of a local planning agency (as exemplified by the Rockford-Winnebago County Planning Commission), the plan time frame may be 20 years or, in the case of a Capitol Improvement Program, 7 years.

The special districts appear to concentrate on 1-2 year plans. This may be a reflection of their budgetary focus; they can change their programs as demands change. Acquisition schedules may be longer in time range.

with local agencies and be fully reviewed by the local
agencies in a timely manner. The Department of Education
will continue to work with the local agencies to ensure
that their plans are consistent with the State plan.

Time Frame

The time frame for the State agency varies from 1 to 12

years as follows:

1. 12 years for general operations, plans, and programs.
2. 5 years for special plans for education and development (for example budget forecasts).
3. 3-5 years for general education.
4. 1 year to review and extend the capital investment plan.

In the case of a local planning agency (an executive
by the State-Designated Local Planning Commission), the
plan time frame may be 10 years or, in the case of a local
investment plan, 7 years.

The special districts are to concentrate on 1-5 year
plans. This may be a reflection of their relatively small
size and their limited resources. The State plan
will continue to be developed by the State plan.

Authorization

Authorization for the SCORP project at the state level comes from the state legislature, as required by the BOR. Initiative to go beyond BOR requirements (as the Department of Conservation has done in forestry and wildlife planning) comes from within the department.

Impetus for local outdoor recreation and open space planning is generally internal but, as a conduit for 701 funds, the Regional Planning Commission may suggest a particular project.

Planning Unit

The planning unit for state wide outdoor recreation planning is the Department of Conservation, specifically the Long Range Planning Division. At the local level, planning responsibility rests with the special district staff, operating independently or with the aid of the Regional Planning Commissions.

Authorisation

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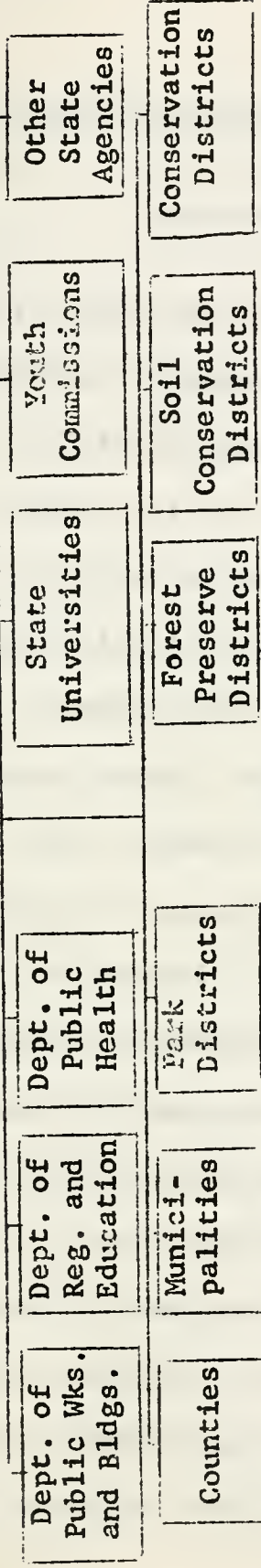
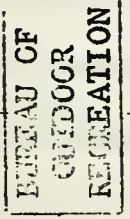
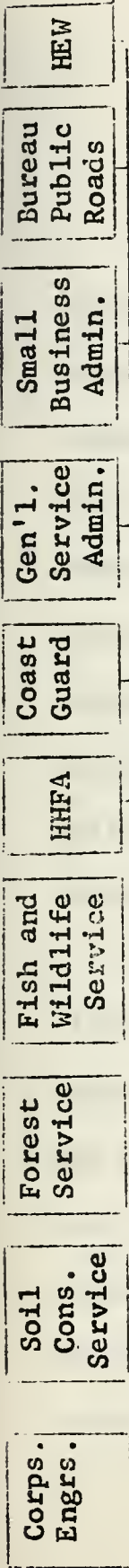
OUTDOOR RECREATION ADMINISTRATIVE RELATIONSHIPS

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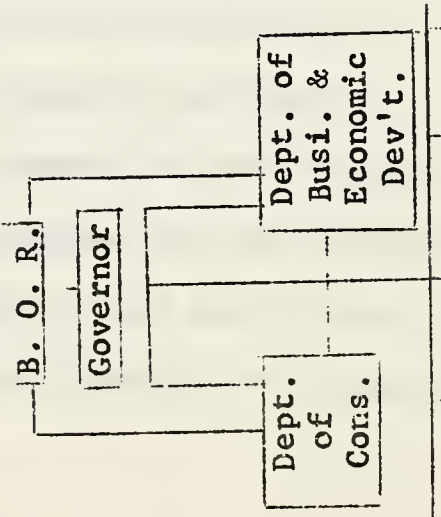
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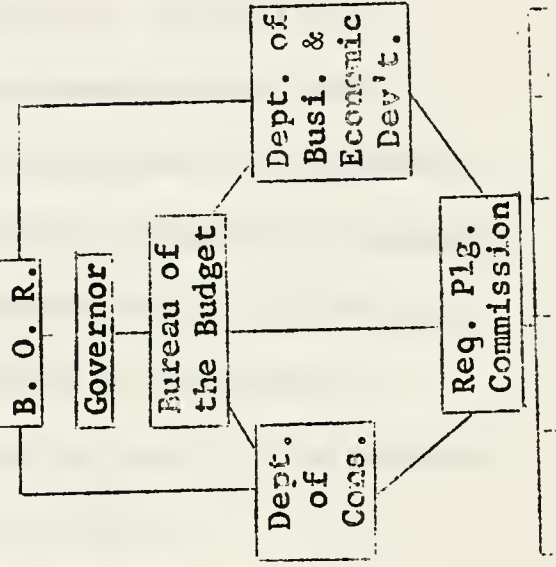
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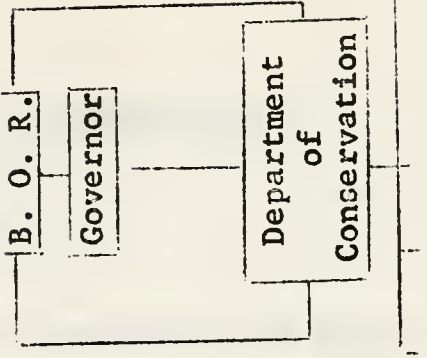
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The Illinois Department of Transportation

Introduction

On January 1, 1972, the Illinois Department of Transportation was created, bringing planning for all modes of transportation in Illinois under one agency. Primary organizational emphasis is on a functional rather than a modal structure, in order to create an environment more conducive to considering alternative solutions to transportation problems. A partial list of functions includes planning, finance, operations, safety, legislative affairs and research and development. This approach reflects a departmental goal that each mode of transportation be used for the purposes for the function for which it is best suited.

Another important concept behind the formation of the Illinois Department of Transportation is seen in the bringing together of multi-disciplinary analytic viewpoints within the Department and also within key organizational units. Such an arrangement is designed to promote optimum decision-making through the weighing of alternatives and the balancing of decisions between differing viewpoints and conflicting objectives. For example, the conflicts between the objectives

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Another important concept is the formation of the Illinois Department of Transportation as seen in the following: together of multi-disciplinary analytic disciplines within the Department and also within key organizational units. Such an arrangement is designed to promote optimum decision-making through the weighing of alternatives and the analysis of decision-making alternatives and consequences. For example, the conflicts between the objectives

of construction of transportation facilities and of protection of the environment are deliberately focused upon by including staff with environmental analysis and review responsibilities within DOT activities such as planning, engineering and regional operations. Considerations related to areas of conflict are weighed and balanced at important decision points.

The Department of Transportation also provides several channels of communications for gaining external viewpoints, because of the scope of the Department's responsibilities for planning and developing transportation systems. An Advisory Commission is to be formed which can relate outside viewpoints to the Secretary of Transportation and can act as a sounding board on transportation problems, issues, and priorities. In addition, adequate resources for regular inter-organizational communications are recommended for the several organizational units that can more effectively carry out their responsibilities through external coordination.

The principal activities and responsibilities of the Department of Transportation are best summed up in the following objectives recommended by the Governor's Commission on Organization of the Department:

of cooperation of transportation facilities and of protection of the environment are voluntarily focused upon by individuals with environmental interests and social responsibilities.

Within 50% participation such as planning, financing and regional organizations. (Construction related projects) are initiated and realized as important activities.

The Department of Transportation also provides support channels of communication for gaining external cooperation.

Because of the scope of the Department's responsibilities for planning and developing transportation systems.

Advisor, Education is to be formed which can relate outside viewpoints to the hierarchy of Transportation and also as

a sounding board on transportation systems, safety, etc. In addition, regional cooperation is required for the

inter-organizational communications and coordinated for the several organizational units that can not effectively carry out their responsibilities through external cooperation.

The principal activities and responsibilities of the Department of Transportation is best summed up in the

following activities recommended by the Government's Committee on Transportation of the Department.

1. To plan and develop, through central policy administration, transportation systems which satisfy the policies, objectives, and needs of the nation, the State of Illinois and its local governmental units.
2. To insure that the state's transportation planning and development activities fulfill statewide goals and priorities for socio-economic development and urban and regional development and restoration.
3. To advocate and encourage development of efficient transportation systems throughout the state based on economic analysis and through appropriate involvement in the regulatory process, legislative liaison, and interaction with the private sector.
4. To improve the effectiveness and stress the importance of transportation safety through Department of Transportation safety programs and by supporting programs of other organizations.
5. To insure that progress in developing transportation systems is compatible with environmental considerations.
6. To provide leadership for development of the state's public and private sources of funds for transportation programs and systems in order to maximize financial participation and investment.
7. To act as the focal point for coordinating the state's transportation activities among governmental agencies at federal, state, and local levels.
8. To keep the Illinois Department of Transportation at the forefront of practical applications of transportation technology and technique.

1. To give the state a role in the development of transportation systems which are socially, economically, and environmentally sound, and to ensure that the state's role is consistent with the national policy.
2. To ensure that the state's transportation planning and development activities are socially, economically, and environmentally sound, and to ensure that the state's role is consistent with the national policy.
3. To advance the economic development of the state through transportation systems which are socially, economically, and environmentally sound, and to ensure that the state's role is consistent with the national policy.
4. To improve the efficiency and effectiveness of transportation systems which are socially, economically, and environmentally sound, and to ensure that the state's role is consistent with the national policy.
5. To ensure that the state's transportation systems are socially, economically, and environmentally sound, and to ensure that the state's role is consistent with the national policy.
6. To provide leadership in the development of the state's public and private transportation systems, and to ensure that the state's role is consistent with the national policy.
7. To act as the main point for coordination of the state's transportation activities with the federal, state, and local levels.
8. To help the state's transportation systems to be socially, economically, and environmentally sound, and to ensure that the state's role is consistent with the national policy.

9. To develop and encourage communication between the Department of Transportation, other public and private transportation organizations, the general public, important interest groups, and governmental agencies whose activities affect transportation objectives, policies, and programs.
10. To attract, develop, and retain a knowledgeable and competent staff capable of achieving Department of Transportation objectives.¹

This set of objectives is probably as good an attempt at defining the role of the Department of Transportation as can be reasonably made. This is because the Department is new, recently organized and still in a great state of flux or transition from old uni-modal roles to the new multi-modal and functional organizational concept. Many working relationships are not yet formalized, and in many cases have not yet been formulated. In an overall sense, working relationships between the Illinois Department of Transportation and regional planning commissions are not yet clearly defined, and can only be guessed at through intuitive derivation from materials included in the report of the Governor's Commission on Organization of the Department of Transportation.

¹Governor's Commission on Organization of the Department of Transportation, House Organ Number 4. (Illinois State House of Representatives, 1972).

9. In the development of programs and projects between the Department of Transportation and other public and private organizations, the Department should encourage the formation of joint efforts, important interest groups, and government agencies where activities affect transportation objectives, policies, and programs.

10. To a great extent, develop, and retain a knowledge and competence able to carry out the Department's transportation objectives.

This set of objectives is presented as a goal in itself.

It defines the role of the Department of Transportation in

the transportation field. This is because the Department is

now, recently organized and still in a great state of flux.

It is intended to provide a basis for the new subject-

matter and functional organizational concept. Many working

relationships are now being formed, and in many cases have

not yet been formalized. In an overall sense, working relationships

between the Illinois Department of Transportation

and regional planning commissions are not yet clearly defined.

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on Organization of the Department of Transportation.

However, there is one area in which a formal working relationship between regional planning commissions and the Division of Highways (now part of I-DOT) has been established for a number of years. This area is "Continuing Urban Transportation Planning."

There are currently nine Continuing Urban Area Transportation Studies being carried on within Illinois. They are in Rock Island, Rockford, Chicago, Peoria, Springfield, East St. Louis, Decatur, Champaign-Urbana, and Bloomington-Normal. The following description and analysis focuses on the Continuing Urban Transportation Planning process and the place of Regional Planning Commissions in that process.

Data Collection and Analysis

In continuing urban area transportation studies, data of various types is collected and interpreted for Traffic Analysis Zones delineated within the boundaries of the metropolitan area under study. The Planning, Programming, and Environmental Review Division of the Department of Transportation annually updates base maps of the urban areas to include changes in corporate limits and to include new street and subdivision construction. Such data is generally

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DATA COLLECTION AND ANALYSIS

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obtained from the regional planning commission serving the metropolitan area. Information not obtained from Regional Planning Commissioners is gathered from courthouse records, the County Superintendent of Highways and the City Engineering Department(s).

Maps containing data such as lot and parcel lines, streets, roads, alleys, water courses, highways and freeways, public and quasi-public land uses and municipal limits generally are drawn-up and updated annually by the Regional Planning Commission serving a given metropolitan area.

Socio-economic data is derived from various sources. Employment data is obtained from the State of Illinois, population and dwelling unit data from the Bureau of Census, school enrollment figures from the County Superintendent(s) of Schools, and vehicle ownership from the Motor Vehicle Registration Division of the State of Illinois. In each case, with the exception of vehicle ownership, it is the task of the involved Regional Planning Commission to analyze data and allocate figures to traffic analysis and inventory zones. Vehicle ownership data is allocated to analysis zones by the Illinois Department of Transportation (Division of Highways).

obtained from the regional planning commission...
 Metropolitan area...
 Planning Commission...
 the County...
 Department(s).

Maps containing data such as lot and parcel...
 streets, roads, ditches, water courses, rights of way...
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Land-use data is primarily obtained and kept up to date by the regional planning commission active within a metropolitan area, while such data as physical inventory, traffic counts, terminal and transfer facilities, accident studies, public transportation, traffic operational features, transportation facilities, and laws and ordinances is collected jointly by various metropolitan agencies and the Illinois Department of Transportation, with assistance given by the involved Regional Planning Commissions.

Projection and analysis of collected data is a joint effort involving many units. Socio-economic data is generally projected 25 years into the future by the involved Regional Planning Commission. This is done on an analysis zone basis for the entire metropolitan area. Land-use data projections are generally undertaken by the Regional Planning Commission(s) involved. Origin-destination studies, daily trip counts and vehicle ownership projections may be carried out wholly by the RPC if it has sufficient staff resources, or jointly by the RPC and other units such as various divisions of the Department of Transportation. Or these studies may be "farmed out" to a private consultant, as was the case with the Champaign-Urbana Urban Area Transportation Study (CUUATS).

In all cases, the aim is to project data for a period of twenty-five years to formulate the twenty-five year urban area plan.

Policy Planning

Goal Setting

In the broadest sense, goal-setting for Continuing Urban Transportation Planning generally is carried on at the federal level, as authorization for such planning and the purpose of such planning emanated from and is defined at that level. However, for any specific urban area plan, the Policy Committee for the plan (composed of local elected officials) must be viewed as a key goal-setting body.

Objectives

The federal government plays the principal role in defining objectives for the Urban Area Transportation Study. Objectives less crucial to the Continuing Urban Transportation Planning Process but helpful in carrying out the program through all phases may be set at state, Regional Planning Commission, and especially, the metropolitan area level.

In order to be able to do this, we must first of all have a clear idea of what we are trying to do. This is the first step in the process of scientific inquiry.

Methodology

Qualitative

In the qualitative approach, the researcher is interested in understanding the meaning and experience of the participants in the study. This approach is often used in the social and behavioral sciences. The researcher typically uses open-ended questions and interviews to gather data. The data is then analyzed to identify themes and patterns. This approach is often used to explore complex phenomena that cannot be easily quantified.

Quantitative

The quantitative approach is concerned with measuring and testing hypotheses. This approach is often used in the natural and physical sciences. The researcher typically uses structured questionnaires and experiments to gather data. The data is then analyzed using statistical methods to test hypotheses and draw conclusions. This approach is often used to explore relationships between variables and to test theories.

Policies

The Policy Committee for an urban area transportation plan is the policy-making body in connection with the continuing planning process.

Programming

Strategies/Roles

The roles of all levels of government involved in the Continuing Urban Transportation Planning Process are fairly well-defined.

Federal

The role of the federal government is a key one, as it has authority for granting funds for continuing urban transportation planning through the Federal-Aid Highway Act of 1962 as amended. That act reads partially as follows:

After July 1, 1965, the Secretary (of Transportation) shall not approve under Section 105 of this title any program for projects in any urban area of more than fifty thousand population unless he finds that such projects are based on a continuing comprehensive transportation planning process carried on cooperatively by States and local communities in conformance with the objectives stated in this section.²

²Federal Aid Highway Act of 1962, as amended, Section 134.

The first section of the report discusses the general situation of the country and the progress of the work done during the year.

Summary

The second section contains a summary of the work done during the year, and a list of the publications issued.

The third section contains a list of the publications issued during the year, and a list of the names of the authors.

The fourth section contains a list of the names of the authors of the publications issued during the year, and a list of the titles of the publications.

State

The state serves a number of purposes in the Continuing Urban Transportation Planning Process. Its overall function is that of liaison between the federal and local levels of government involved in the planning process. Another key function is the drafting and implementation of agreements between the State Department of Transportation and the participating urban areas. These agreements are predicated on the use of a planning process in which decision-making reflects and responds both to programs of the state and to the needs and desires of the local community. The state also performs certain service functions to localities as mentioned previously under Data Collection, Analysis and Projection.

Regional

Although the Illinois Department of Transportation intends to effect a regionalization program in accord with the Governor's regions as outlined in Executive Order No. 7, the revised regions are not yet functional units. Therefore, their role in the continuing urban transportation planning process is not yet clear.

Regional Planning Commissions

Regional Planning Commissions are viewed as essential in the Continuing Urban Transportation Planning Process.

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the second is the fact that the...

the third is the fact that the...

the fourth is the fact that the...

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the tenth is the fact that the...

They are especially important in the collection, analysis, and projection of socio-economic and land-use data. Regional Planning Commissions also serve as "meeting places" for various units within the metropolitan area involved in the continuing planning process. In addition, they provide a citizen input through various citizen participation programs.

Local Government

The local government is the basic cooperating unit involved in a Continuing Urban Transportation Planning Process. Through its various city offices it provides key information to Regional Planning Commissions and to the state. Effective cooperation from all municipalities involved greatly increases the likelihood that the transportation plan will be "successful."

Programs

The programming process involved in Continuing Urban Transportation Planning is well-defined and quite explicit in nature. Its principal component is an "Operations Plan", which delineates the tasks, organization, and financing necessary for an effective and continuing transportation planning process.

They are generally concerned in the definition, analysis, and projection of economic and social trends and have been called "economic planning commissions" or "economic boards" for various countries. This one organization was formed in the United States in 1946, and since that time it has been working to help the government in its economic planning program.

The local government is the basic responsibility for the development of a community. It is the local government that is primarily responsible for the economic and social progress of the community. Through its various departments it provides information to the local planning commission and to the state. Economic development from all municipalities is already in progress and it is hoped that the future will be "successful".

Programs

The program of economic development is continuing to be developed. Transportation facilities are well-developed and public utility in nature. For principal reasons it is "O" economic development. It is the first, second, third, and fourth. Economic development is the first, second, third, and fourth. Economic development is the first, second, third, and fourth.

The Operations Plan and the continuing transportation process contain a number of steps identified by the federal government as being essential to the planning process. These steps and a short description of each follow:

Surveillance

The purpose of the surveillance program is to keep the data inventories current while maintaining a continual watch over regional development. Surveillance is designed to function on an annual basis to provide the necessary data for subsequent reappraisal.

Reappraisal

This process is the maintenance of a systematic sequence of planning process activities. There are three levels of review (see attached figures, infra pp. 43-46).

1. Routine Review - Required annually.
2. Major Review - At least every five years.
3. Plan Reevaluation - At least every ten years.

Service

The Service function fosters and maintains cooperation between governmental units and agencies dealing with transportation matters. The Technical Committee for the transportation study will assist agencies directly or indirectly

The spirit of the law is to ensure that the planning process is not a mere exercise in formalities, but a process which is a means of action identified by the formal laws and as such essential to the planning process. There are two main steps and a third description of each follows:

Surveillance

The purpose of the surveillance program is to keep the data resources current while maintaining a constant watch over regional development. Surveillance is assigned to function on an annual basis to provide the necessary data for subsequent reports.

Reporting

This process is the maintenance of a systematic response of planning process activities. There are three levels of review (see attached figures, this page 45-46).

1. Routine Review - Reviewed annually.
2. Major Review - At least every five years.
3. Full Reevaluation - At least every ten years.

Review

The Review function is to ensure that the cooperation between governmental units and agencies during the planning process. The National Committee for the Review of the Planning Process will assist agencies in the review of their planning process.

involved in the Transportation Planning Process with related studies and programs, with the hope of bringing a greater number of agencies into direct involvement.

Procedural Development

As the planning process develops for each of the urbanized areas, new and better techniques will be discovered which can be used in essential analysis updating and testing phases. Development of new techniques should constitute a portion of each study, with new techniques integrated into the program as soon as feasible.

Annual Report

The annual report will form a permanent reference document about the development of the region in terms of population and employment growth, traffic growth and development of the transportation system. It will be distributed to many agencies, organizations and citizens to keep them well-informed and to promote various improvement programs, such as highway-building programs, minor road improvements, providing more adequate traffic control at high-accident intersections, and similar programs.

Evaluation

The Continuous Urban Transportation Planning Process described above provides for routine evaluation of the plan

involved in the development of planning process with related studies and research, both in the form of primary & secondary number of studies into the development of planning process.

As the planning process develops the role of the technical staff, the technical staff will be discussed which can be used in essential analysis, synthesis and testing process. Development of new techniques should consider a number of variables, with new techniques integrated into the program as well as possible.

The annual report will form a permanent reference document for the development of the program in terms of population and employment growth, social, economic and development of the transportation system. It will be distributed to many agencies, organizations and citizens to keep them well-informed and to promote public participation. Such as highway-building program, urban development, housing, and other related matters as well as other related matters, and other programs.

The following table summarizes the planning process described above provides the working outline of the plan.

annually, major review at least every five years, and complete plan re-evaluation at least every ten years. Participation in these evaluatory processes is mainly undertaken by the Policy, Technical, and Citizen's Advisory Committees, but input also is received from local units of government, and from the Regional Planning Commission(s) involved.

Interaction Patterns

Assistance

The state provides planning assistance to all lower governmental levels in the Continuing Urban Transportation Planning Process. In a similar manner, the many local units previously mentioned assist the Policy Committee.

Participation at Various Levels

Participation in the Plan/Program process takes place at all levels of government, from federal to local. Input from "consumers", i.e., those using transportation systems, comes through the Citizens Advisory Committee for the Urban Area Study, the Citizen Participation program of Regional Planning Commissions, and through voter response on various local referenda. Institutional input from churches, schools, hospitals, etc., is prevalent at all governmental levels, as is the input of private enterprise.

... the ... of ...
 ... the ... of ...
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 ... the ... of ...
 ... the ... of ...

International Relations

Assessment

The above ...
 Government of ...
 ...
 ...

Participation of Various Levels

Participation ...
 at all levels of ...
 from "community" ...
 comes through ...
 Area study ...
 financial ...
 local ...
 ...
 as to the ...

Time Frame

To summarize statements made earlier, continuing urban area transportation studies have:

- 1) a 25 year plan
- 2) an Annual Surveillance and Routine Review
- 3) Major Review at least every five years
- 4) Plan Re-evaluation at least every ten years.

Authorization

As mentioned in the section on Programming in Department of Transportation (infra p. 36), the authorization for continuing urban transportation planning comes from the federal government. Key legislation is section 9 of the Federal-Aid Highway Act of 1962, as amended. The state requires, assists with and reviews an "Operations Plan" for each metropolitan area, but it is not the level at which authorization for metropolitan area studies takes place.

Planning Unit

The key planning unit for urban area transportation planning is the specific urban area's Policy Committee.

Plan Review

To committee standards and criteria including...

- 1) a 5-year plan
- 2) an annual surveillance
- 3) Major Review at least every five years
- 4) Plan Revision at least every five years

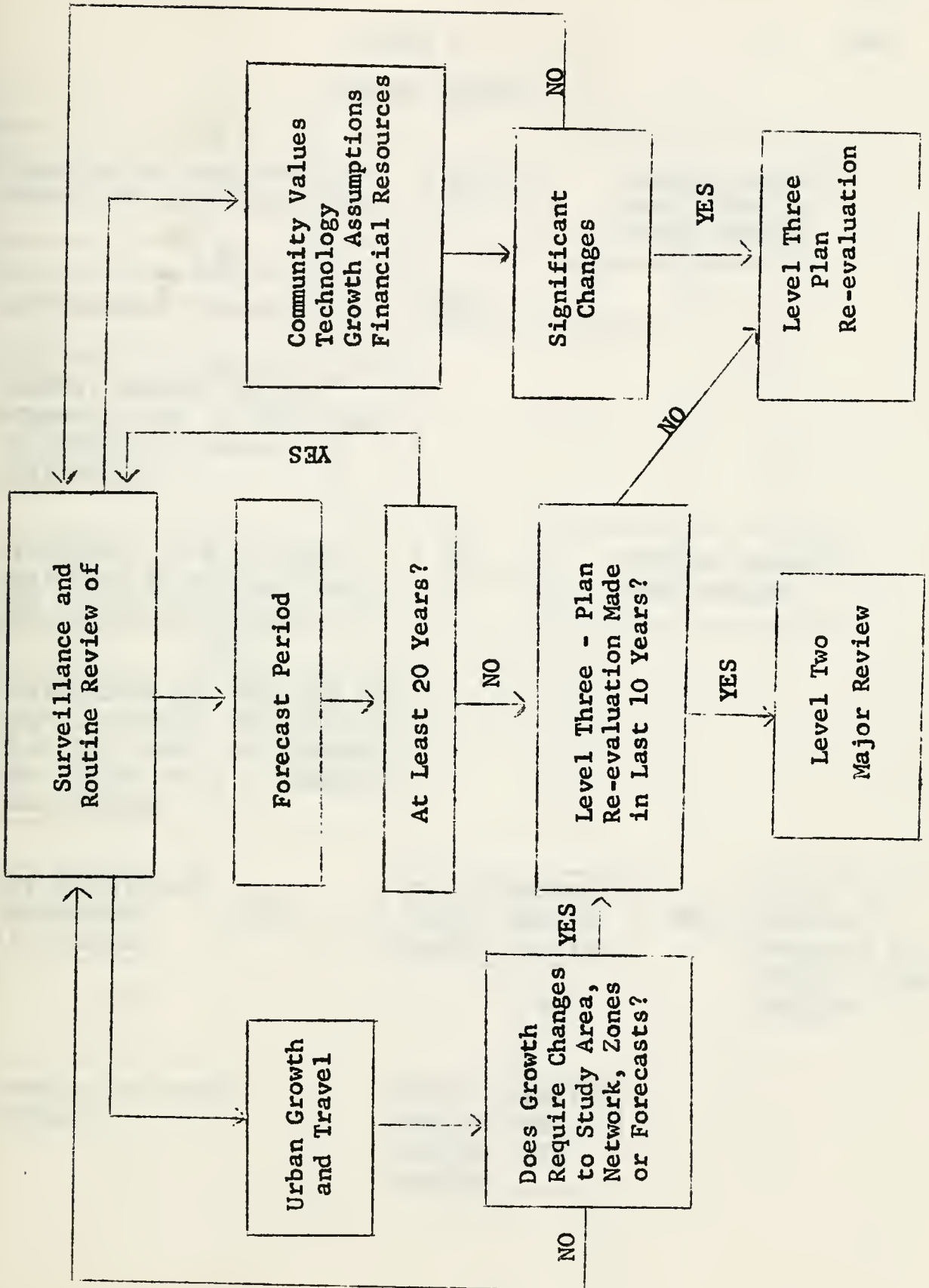
Administration

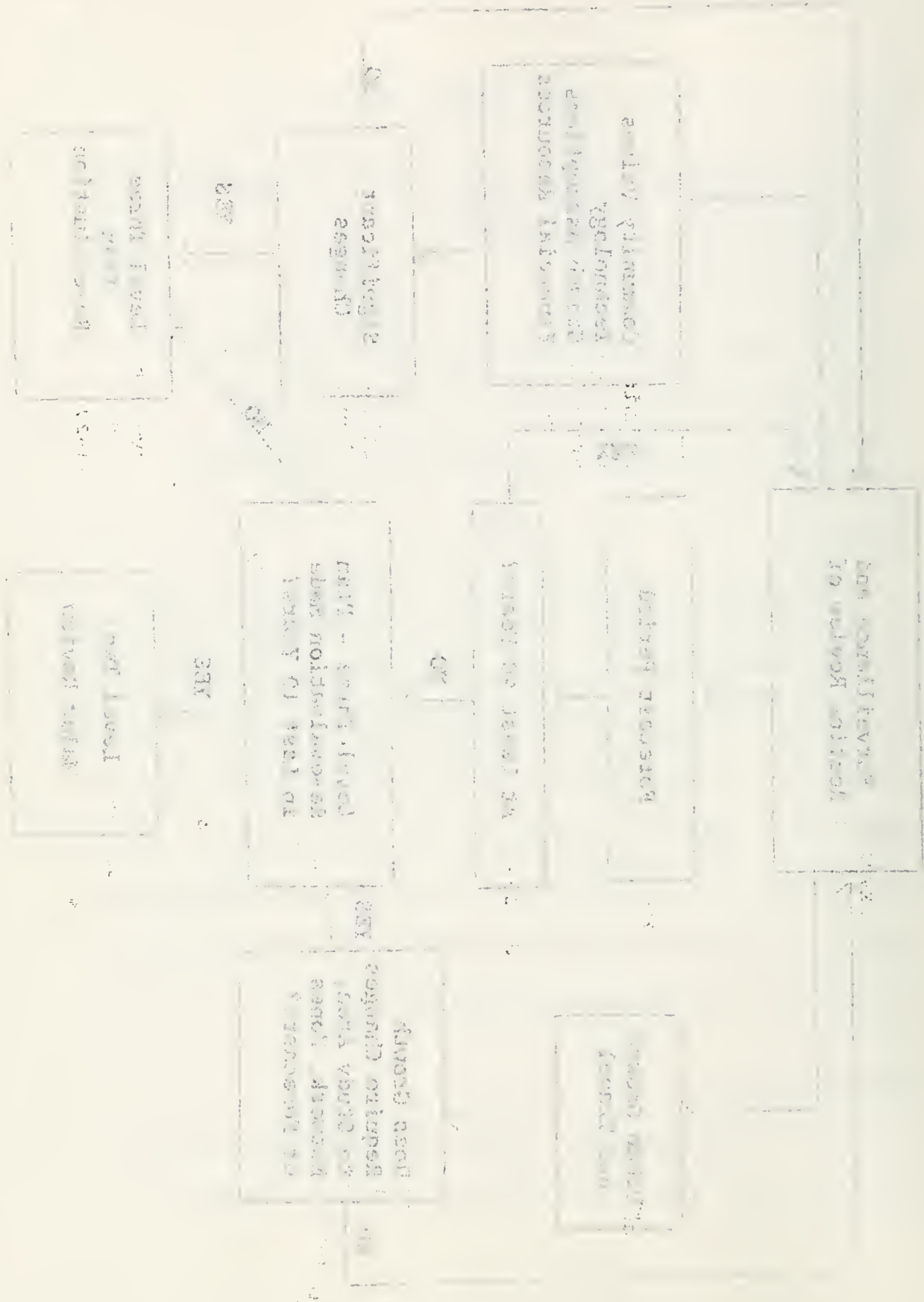
As mentioned in the section on programming in transportation of transportation (Section 10), the administration for controlling urban transportation planning comes from the government. The legislation is contained in the Federal Highway Act of 1962. The state highway, which with highway an "operations plan" for each metropolitan area, but it is not the level at which metropolitan metropolitan state studies takes place.

Planning Act

The act provides for urban and transportation planning is not limited to the Federal government.

REAPPRAISAL



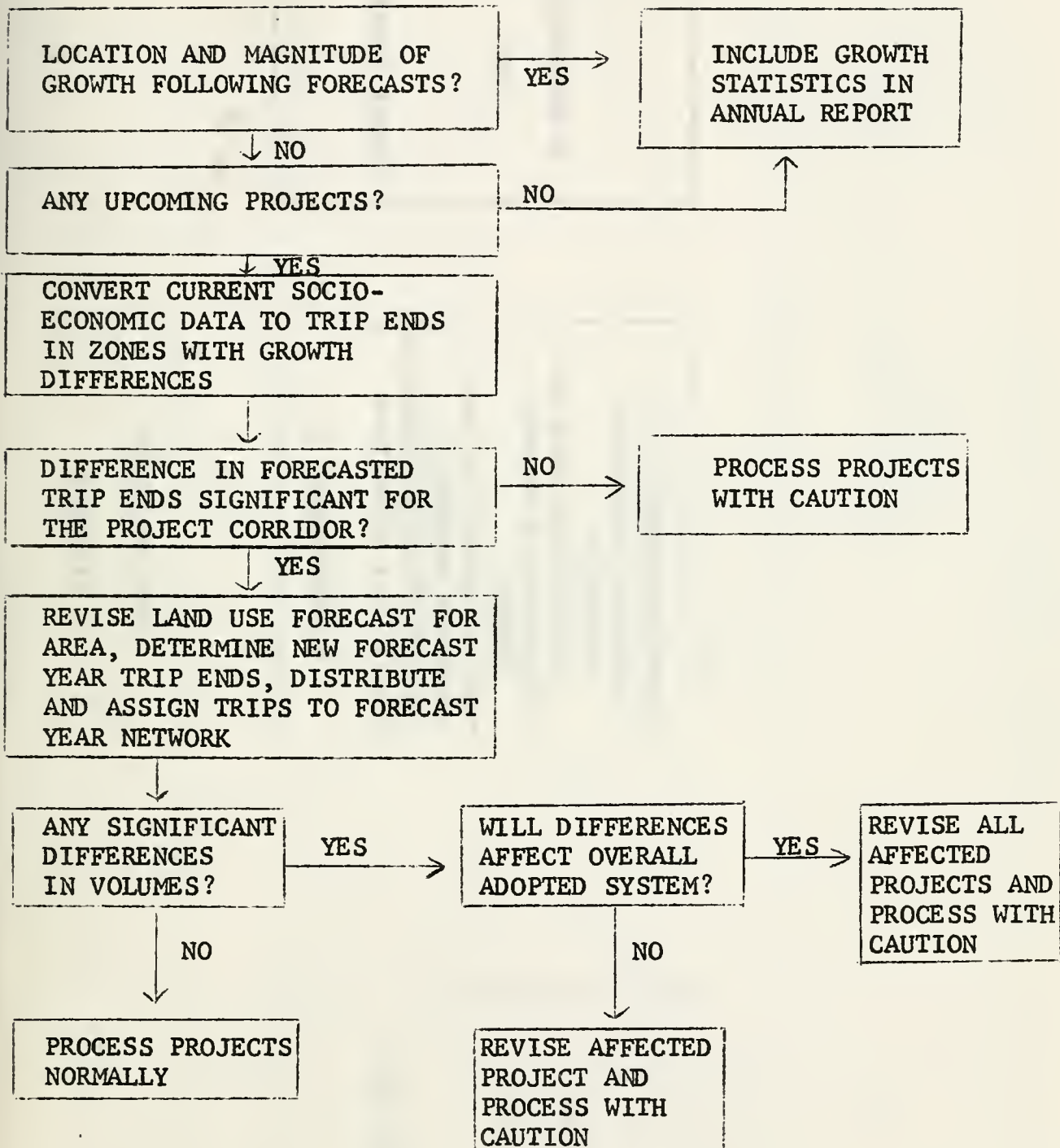


TECHNICAL SUPPORT

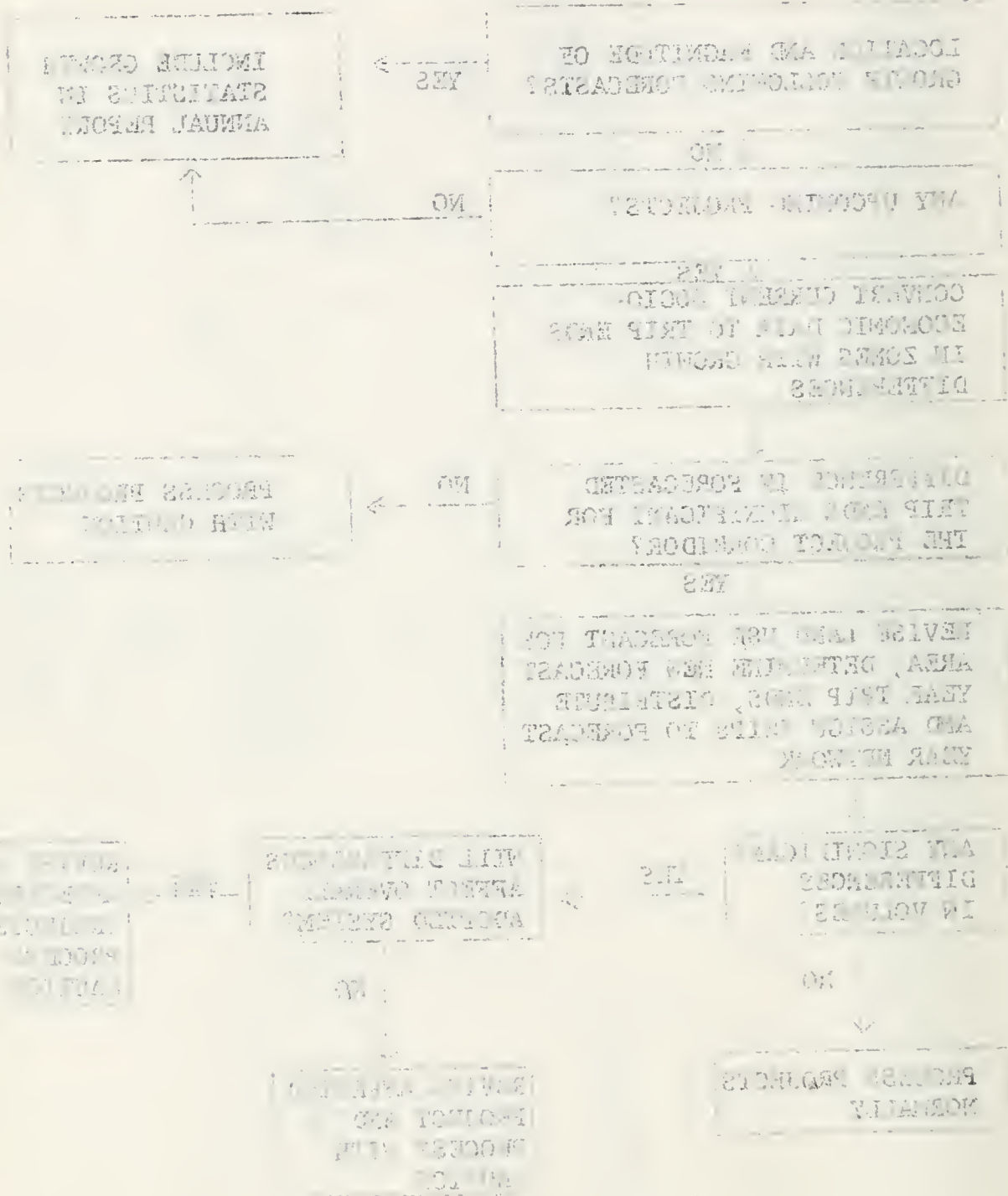
OPERATIONAL SUPPORT

MANAGEMENT SUPPORT

ROUTINE REVIEW



ROUTINE REVIEW



INCLUDE GROWTH STATISTICS IN ANNUAL REPORT

LOCAL AND REGIONAL FORECASTS?

YES

NO

NO

ANY UPDATES WARRANTED?

YES

ECONOMIC DATA TO TRIP WARE DISTRICTS?

NO

DIFFERENCE IN FORECASTED TRIP END DISTRICTS FOR THE TRIP ENDORS?

YES

LEVELS AND USE FORECAST FOR AREA, DETERMINE NEW FORECAST YEAR TRIP END, DISTRICTS AND ASSOCIATED TRIP TO FORECAST YEAR NETWORK

PROCESS PRODUCTS NORMALLY

UPDATE ALL TRIP ENDORS AND FORECASTS AND REPORTS

ALL DISTRICTS AFFECT OVERALL ADOPTED SYSTEMS?

YES

PROCESS PRODUCTS NORMALLY

NO

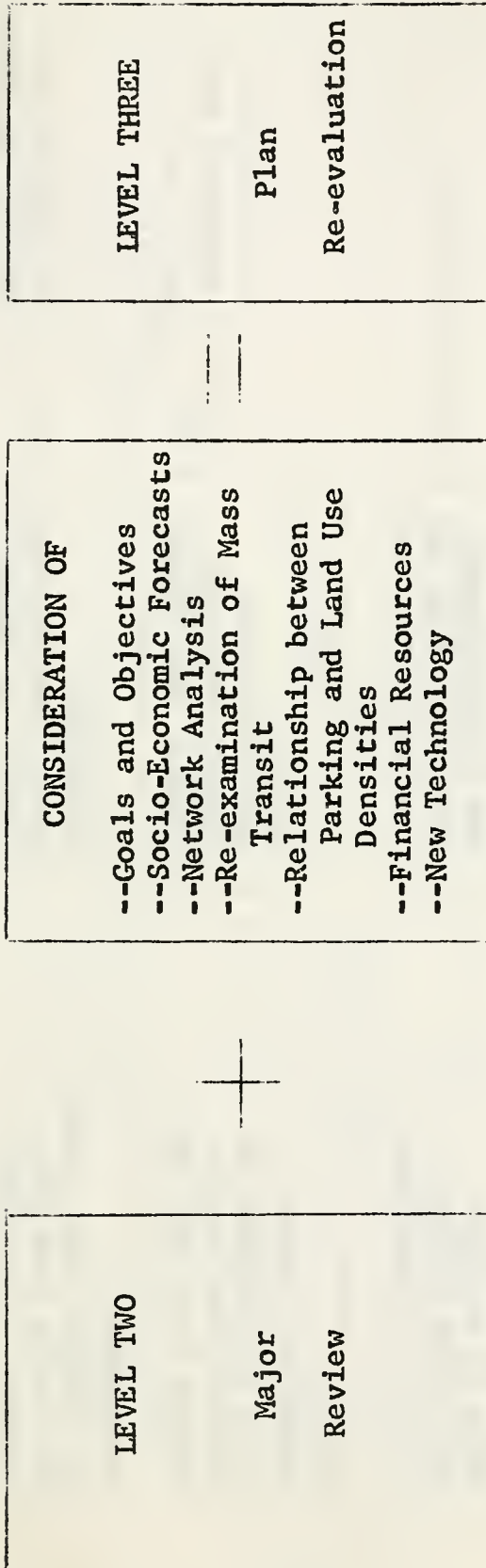
NO

UPDATE ALL TRIP ENDORS AND FORECASTS AND REPORTS

PROCESS PRODUCTS NORMALLY

FIGURE 5

RE-EVALUATION



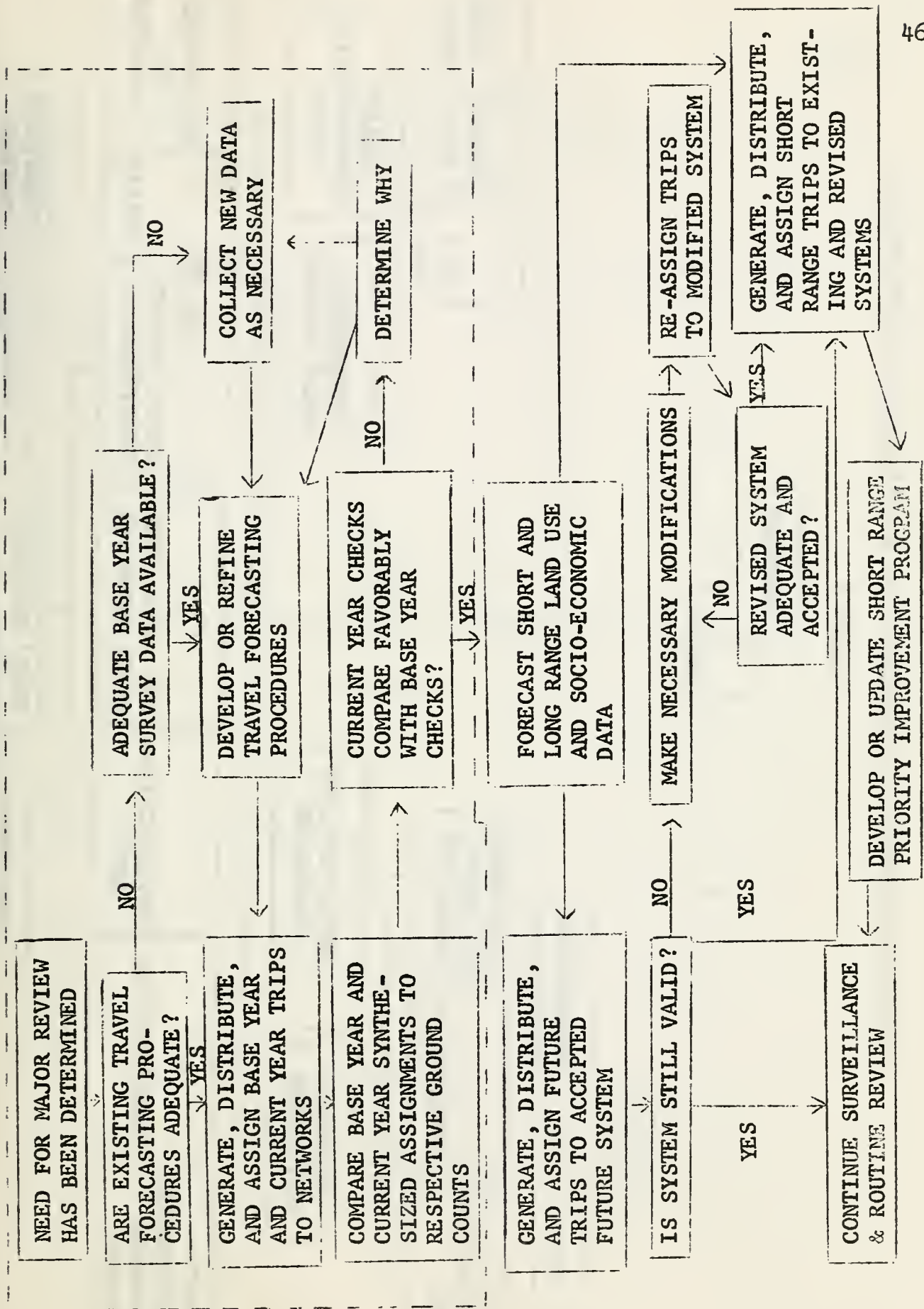
1. The first part of the document is a letter from the author to the editor, dated 1954. It discusses the author's interest in the history of the region and the need for a more detailed study of the area's development.

2. The second part of the document is a detailed account of the author's research, including a list of sources consulted and a description of the fieldwork conducted. The author mentions several key historical events and the impact of various factors on the region's growth.

3. The final part of the document is a conclusion and a list of references. The author summarizes the findings of the study and provides a list of books, articles, and other sources used in the research.

HISTORY OF THE
 REGION

MAJOR REVIEW



RECEIVED
MAY 15 1964
U.S. AIR FORCE
HEADQUARTERS
WASHINGTON, D.C.

TO: SAC, NEW YORK
FROM: SAC, PHOENIX
SUBJECT: [REDACTED]

RE: [REDACTED]
[REDACTED]

URGENT
MAY 15 1964

TO: SAC, NEW YORK
FROM: SAC, PHOENIX
SUBJECT: [REDACTED]

RE: [REDACTED]
[REDACTED]

RE: [REDACTED]
[REDACTED]

RE: [REDACTED]
[REDACTED]

RE: [REDACTED]
[REDACTED]

RE: [REDACTED]
[REDACTED]

RE: [REDACTED]
[REDACTED]

RE: [REDACTED]
[REDACTED]

RE: [REDACTED]
[REDACTED]

RE: [REDACTED]
[REDACTED]

RE: [REDACTED]
[REDACTED]

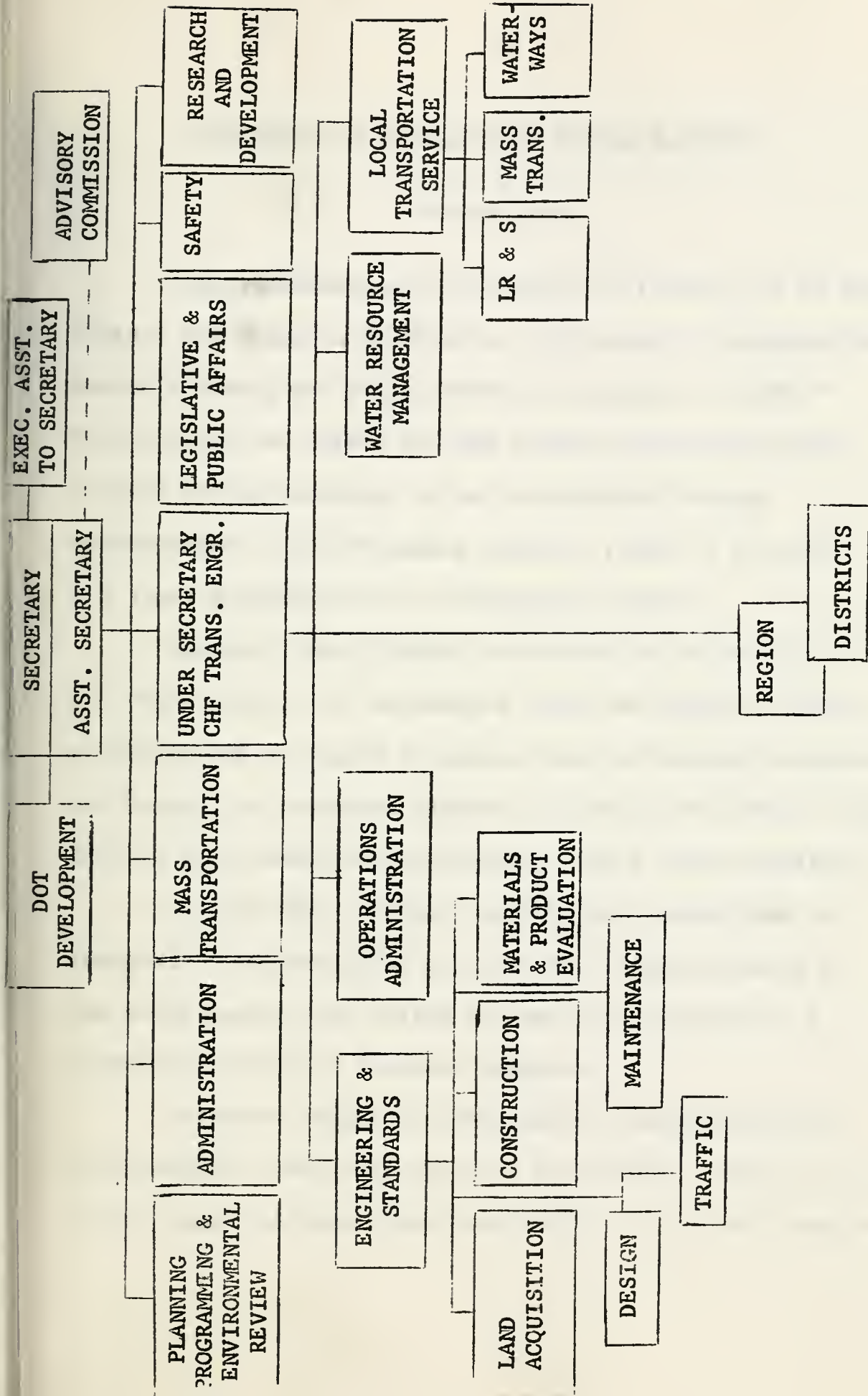


FIGURE 7

Comprehensive State Health Planning Agency

Introduction

Comprehensive health planning in Illinois, as in most states, was begun in response to the Federal "Comprehensive Health Planning and Public Service Amendments of 1966." This legislation called for and funded nationwide comprehensive health planning, to be accomplished through Comprehensive Health Planning Agencies (CHPA's) at state ("A") and substate ("B" or "areawide") levels.

Initially the Illinois Department of Health acted as the state agency. It encouraged local and regional health providers and consumers to explore ways of working together and forming the areawide agencies called for by federal law. Several such county and multicounty CHPA's were organized.

In June 1971, Illinois legislation established an independent Comprehensive State Health Planning Agency as the state agency, and called for the establishment of a statewide network of areawide agencies.

Presently, eight areawide CHPA's, serving various-sized regions, have been approved and funded. Five more are in the organizational stage (see Map No. 6). These agencies

Legislation on Health Planning and Resources

1973-1974

Comprehensive health planning is required, as is necessary, and to be in response to the health care needs of the population. Health planning and health services are the focus of this legislation. This legislation is intended to provide a framework for comprehensive health planning to be developed through Comprehensive Health Planning Councils (CHPCs) at state, ("A") and substate ("B" or "C") levels.

Initially, the health planning of health care services is the focus. It encompasses local and regional health needs and resources to ensure that the health care system is organized and functioning in a manner that is consistent with the health needs of the population. Several such entities and organizations (CHPCs) were organized in June 1971. Illinois' legislation is designed to create an independent administrative State Health Planning Agency, the state agency, and called for the establishment of a statewide network of health agencies.

Presently, a State Health Planning Council (CHPC) is being organized in each region. The State Health Planning Council is the central body in the organizational structure for the health care system.

serve a total of 63 counties; 39 counties do not yet have such organizations. Although the state agency provides an overall policy framework for planning, as well as financial and technical assistance, most detailed planning is (or is to be) done at the areawide level, subject to some review and coordination by the state. Therefore, the present incompleteness of the areawide agency network means that over one third of the state's counties have little or no comprehensive health planning.

The Comprehensive Health Planning Agency is working to bring about the evolution of a two-tiered substate health planning system. Each of the regions established by the Governor's Executive Order No. 7 will have a Regional Health Planning Council which will serve as the federally-recognized and funded areawide CHPA for the entire region. Subregions will have "program planning units" which essentially will be CHPA's doing more finely-detailed planning for the specific concerns of their subregion.

Comprehensive State Health Planning Agency

Regional HP Councils

Program Planning Units

... of the ...

... such as ...

... overall policy framework ...

... and technical assistance, most detailed planning ...

... (a) focus on the ... level, subject to ... review ...

... coordination by the state. Therefore, the ...

... effectiveness of the ... network ...

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... health planning.

... The ... Health Planning Agency is ...

... to bring about the ... of a ...

... planning system, ...

... Governor's Executive Order No. 7 will have a ...

... Planning Council which will ...

... and ... (HIA for the ...)

... will have 'program planning ...'

... be ...

... specific concerns of their ...

Comprehensive ...

Regional ...

...

At present, however, all but one of the federally-recognized areawide CHPA's operate at the subregional level. Because the federal requirements make no distinction between state regions and subregions, these agencies meet areawide CHPA qualifications, and as such are directly funded by national and state governments.

In order to have regional rather than subregional areawide CHPA's, the state agency is asking the subregional agencies of each state region to join together to form the single Regional Health Planning Council mentioned above. In order to do this, most existing CHPA's will be asked to give up their semi-independent status as federally-funded areawide agencies. The state will encourage these subregional agencies to continue to participate directly in the health planning process as program planning units, and will provide them with funding and technical assistance through the Regional Councils.

A further adjustment involving the existing areawide CHPA's will probably take place when the state officially designates the boundaries of the subregions within the recently-delineated regions. It is unlikely that these official state subregions will be in all cases coterminous

At present, however, all but one of the sub-cally-recognized
 include OMA's operation at the national level. In fact,
 the federal government's role in the relation between the
 regions and sub-regions, in the agreement with OMA's
 qualifications, and as such are directly linked by national
 and state governments.

In order to have a good idea of the situation
 outside OMA's, the reader should be asked to investigate
 agencies of each state region as well as those in OMA's
 state regional level. In fact, OMA's regional offices
 in order to do this, the reader should be asked to
 give up their own-employment status as a local-employee
 outside agencies. The state will recognize these agencies
 agencies to continue to participate directly in the region
 planning process of regional planning units, and will provide
 them with funding and technical assistance through the

regional agencies.
 A further objective in developing the regional agencies
 OMA's will provide the plan for the state officials
 regarding the structure of the organization within the
 sub-cally-recognized regions. It is entirely that
 which will be in all cases considered.

with the existing subregions served by CHPA's, but the state agency feels that such uniformity would be desirable. The problem of boundary adjustment is a delicate one and its resolution is likely to take several years from the time the state subregions are officially defined.

The state recognizes that consideration of some health planning and service areas must take into consideration conditions which transcend state lines. If the regional HEW office and other state(s) agree, the area served by a regional or subregional CHPA may be interstate.

Whatever their eventual boundaries, the regional and subregional CHPA's will carry out most detailed comprehensive health planning and programming. The areawide CHPA (Regional Health Planning Council) will plan for those matters which transcend subregional boundaries, while the subregional program planning units will plan for uniquely subregional concerns, and will be the key elements in implementing any plans made at regional and state levels.

Clearly, the state's organization for comprehensive health planning is not yet completely developed. At this time the regional-subregional arrangement of health planning organizations is far from complete. The 13 existing areawide CHPA's have varying capabilities and degrees of maturity,

with the existing structure served by CHIA, and the
 focus is on the university, which is essential for
 provision of research and development in a holistic way and for
 resolution of issues to take several years from the time
 the state subgrants are officially released.

The state is currently (1) conducting a study of
 planning and service areas and their inter-relationships
 conditions which determine these areas. In the regional
 office and other (state) agencies, the state is being prepared
 or subgrants CHIA to be released.

Government's role in providing technical, financial and
 organizational CHIA's role is to carry out and coordinate comprehensive
 health planning and programming. The existing CHIA (regional
 health planning Council) will give the state various other
 technical, educational, personnel, and other (technical) and
 non-personnel costs will be for the existing subgrants and
 center, and will be the top priority in implementation for
 plans and at regional and state levels.

Finally, the state's commitment to health planning
 health planning is not for long-term development, but for
 the regional-subgrants and development of health planning
 organizations in the state capital. The 13 existing subgrants
 CHIA's role is to provide technical and financial support.

and face the prospect of changes in their newly-established (or barely-established) roles and constituencies. Therefore, most of the descriptive and analytical comments which follow must be viewed as applying to an emerging but not-yet-fixed system. Generally, however, comments relating to the relative roles of state and regional (including subregional) agencies accurately describe the present system for those regions where it is at all well-developed.

RPC's and Comprehensive Health Planning

Regional Planning Commissions/Agencies presently have no consistent inputs into the comprehensive health planning process. A principal reason for the lack of well-defined relationships appears to be the predominantly physical-planning orientation of the RPC's. Most are attempting to grapple, usually with insufficient staff, with an ever-widening array of physical/environmental concerns, and are hesitant to get involved to any great degree with the new and unfamiliar field of health planning.

On the other side, some CHPA's appear to feel that their uniqueness, and their dependence on, and close association with, the prestigious, highly professional and

and that the purpose of the present study is to provide a (or early-stage) model and conceptual framework. Therefore, most of the assumptions and analytical concepts that follow must be viewed as applying to an existing but unmodeled system. Ideally, however, comments relating to the relative roles of state and control (including subsystems) should accurately describe the present system for those regions where it is not well understood.

RI's and Governmental Health Programs

Regional Health Programs (RHPs) are present in no consistent form and the comparative health planning process. A principal reason for the lack of well-defined relationships exists to be the predominant physical planning orientation of the RHP's. Most are designed to provide, usually with institutional health care, and are following a very physical/technological approach, and are hesitant to get involved in any great degree with the health and nutritional field or health planning.

On the other side, some RHP's appear to feel that their independence and their objectives are not being recognized and that their objectives, health promotion, and

influential constituency of health providers might in some way suffer at the hands of the land-use-oriented RPC's. The RPC's might look upon the CHPA's as representing "just another" functional area of planning, and fail to understand their uniquely sensitive position.

One particular area of possible misunderstanding between the two types of agencies should be noted. Both have been legally designated as review authorities for certain federally-funded programs within their region or subregion. Many RPC's have overall A-95 review authority, while CHPA's must review certain programs relating to health. Better communication is needed to clarify each agency's review responsibilities, so that neither will feel that its authority is being usurped by the other.

The lack of knowledge about each other's review responsibilities is only a specific instance of a too-frequent mutual unawareness of CHPA's and RPC's basic capabilities, concerns and programs. Particularly because the CHPA's are new organizations, but also because of a general lack of communication, their place in the context of regional or subregional activities may be clear neither to themselves nor to the RPC's.

informed consent to participate in the study. The
 was subject to the review of the Institutional Review Board
 and the subject's signature on the informed consent form
 is required for the study. The subject's signature on the
 informed consent form is required for the study.

The purpose of this study is to determine the
 relationship between the two groups of variables. The
 data have been analyzed using statistical methods. The
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 significant difference between the two groups. The results
 of the analysis are presented in the following table.

In theory at least, an RPC might become qualified as an areawide CHPA, but none in Illinois has done so. One constraint on this arrangement is the federal requirement that each areawide CHPA have an Advisory Council at least 51% of whose members are health consumers, with the remainder being health providers. It is unlikely that any Regional Plan Commission, as presently constituted, meets this requirement. Any RPC wishing to qualify as an areawide CHPA would have to organize such a council to review all of its health-related actions. The regular plan commission could advise this body, but would have no control over its actions or its review authority.

Another constraint to closer working relationships is that in some cases the geographical areas covered by subregional RPC's and CHPA's differ. When the state defines its subregions, these may provide a common standard by which to gradually readjust the jurisdictions of both types of agencies, so that each will then plan for the same geographical area. Under such circumstances, the likelihood of inter-agency cooperation would increase.

Not all subregions of the state have RPC's or CHPA's. This lack of "wall-to-wall" coverage is both a problem and an

in cases of doubt, the FBI will advise the Bureau as to
 an available copy, and will also advise the Bureau as to
 conditions of the assignment in the United States
 that each applicant must have an advisory Council as
 one of its duties. The Bureau will also advise the Bureau
 being health benefits. It is advised that the Bureau
 (The Bureau) is currently conducting an audit
 regarding the FBI's ability to qualify as an eligible
 GSA eligible non-Federal entity and a Council to review all
 of its health-related activities. The regular price deduction
 would reduce the cost, but would have a negative effect on
 activities of the non-Federal entity.

Medical activities in other working relationships
 It is noted that the Government does not intend to
 subsidize the FBI's activities. When the audit begins
 the audit, there will be a common standard for all
 activities regarding the activities of both types of
 entities, to that end, the FBI has for the same purposes
 the FBI, under such circumstances, the likelihood of
 such activities would be reduced.

The FBI will continue to have the FBI's activities
 The FBI will continue to have the FBI's activities

opportunity. Where neither agency exists, there is the possibility of concurrently developing the two together in an integrated fashion, before either had staked out exclusive ground of its own. However, in the only instance where this strategy has been tried, it was unsuccessful. Nevertheless, the state agency feels that this strategy might work if fully supported by the Comprehensive State Health Planning Agency and the Department of Local Government Affairs.

There appear to be no insurmountable constraints to closer relationships between CHPA's and RPC's. Both the Illinois Comprehensive State Health Planning Agency and the U. S. Department of Health, Education, and Welfare actively favor strengthening the too-slight ties between the two types of planning agencies, in order to better coordinate the many functional planning efforts, and to strengthen the quality of the A-95 review process.

Data Collection and Analysis

Information/Needs-Demands

Most data collection, need-determination, and analysis will be done at the regional and subregional levels. These levels are charged with identifying all health-related data

operability. When either agency exists, there is the possibility of... an integrated fashion, before either had... of its own. However, in the only... strategy has been... The state agency... fully supported by the... Agency and the... There appear to be... closer relationships... Illinois... U. S. Department of Health, Education, and... favor strengthening... types of planning agencies... The many functional... and quality of the...

State, Local, and Federal

Information/Notes-Data

Most data collection... will be done at the regional and... levels are... with...

and incorporating them into a systematic collection and analysis of data on the health characteristics of the area's population; the availability and utilization of physical, mental and environmental health services, manpower and facilities; and the social and economic forces pertinent to health. Local agencies and organizations will assist health planning units in this task. If projections are to be made, it seems likely that the Regional Council will make them, although none are explicitly called for.

Policy Planning

Goals

Federal law states broad goals for comprehensive health planning. The state includes similarly broad goals in the state plan, but more detailed goal- and priority-setting will be accomplished at the regional and subregional levels.

Policies

Federal law outlines policies governing grants to state and areawide CHPA's. Detailed policies relating to the development, composition and funding of areawide CHPA's

The committee believes that a system of collection and
analysis of data on the health of the population is essential
to the development of a national health program. The committee
believes that such a system should be developed and maintained
by the Federal Government, and that the Federal Government should
provide the necessary funds for the development and maintenance of
such a system. The committee believes that such a system is
essential to the development of a national health program, and
that the Federal Government should provide the necessary funds
for the development and maintenance of such a system. Although
there are some difficulties involved in the development of such
a system, the committee believes that the benefits to be derived
therefrom are so great that it is essential that the Federal
Government should provide the necessary funds for the development
and maintenance of such a system.

Policy Statement

Goals

The committee believes that the primary goal of the health
program should be to improve the health of the population
as a whole. This goal should be achieved by the development
and maintenance of a system of collection and analysis of
data on the health of the population. The committee believes
that such a system is essential to the development of a
national health program, and that the Federal Government
should provide the necessary funds for the development and
maintenance of such a system.

Objectives

The committee believes that the following objectives should
be pursued in the development and maintenance of a system
of collection and analysis of data on the health of the
population: (1) to develop a system of collection and
analysis of data on the health of the population; (2) to
maintain such a system; (3) to disseminate the results of
such a system; (4) to use the results of such a system
in the development of a national health program.

are stated in the federal Project Guide for Areawide Comprehensive Health Planning.

The state agency, in accordance with federal law and guidelines, establishes further policies for the development and funding of areawide CHPA's. It is presently revising the state comprehensive health plan, with policies for expenditures of funds to implement the plan. The state will also set general health policies affecting certain classes of institutions, resources and activities of state-wide concern.

Regional CHPA's are charged with establishing "principles", which seem to be policies on matters within their jurisdiction.

Comprehensive health plans will be made at both state and areawide levels.

Programming

Strategies/Roles

Planning for the development of manpower, facilities, services and financial resources will be carried out at regional and subregional levels.

and states in the "Health Policy and Planning Act of 1968" and
Comprehensive Health Planning

The act is designed to provide a framework for the development
of health plans, establish further policies for the development
and funding of such plans. It is primarily designed
to state comprehensive health plans, with authority for
development of funds to implement such plans. The state
will also set general health policies affecting certain
classes of institutions, resources and activities of states
wide concern.

Regional OPRs are charged with responsibility
"principles", which seem to be policies on matters within
their jurisdiction.
Comprehensive health plans will be made at both state
and broader levels.

Programming

Structural Analysis

Planning for the development of resources, in health
services and financial resources will be carried out at
regional and sub-regional levels.

Programs

These will be developed by regional and subregional agencies, subject to review by the state agency. When the two-tiered subregional system emerges, the first-tier, areawide CHPA will both formulate programs and review second-tier agencies' programs. Both levels will review relevant local programs.

Evaluation

Periodic evaluation and review of comprehensive health plans will occur at both state and regional levels. Areawide CHPA's must determine how and by whom plans will be evaluated, revised and updated. They will also review and comment on health project proposals, e.g., those under Hill-Burton, Regional Medical Program, and Section 314 (d) and (e) of PL 89-749.

Interaction Patterns

Assistance

Federal agencies will provide both technical and financial assistance to the state CHPA. The state, in turn,

... will be developed by regional and sub-regional
agencies, subject to review by the central agency. When the
two-level administrative system emerges, the District
agencies will have to be reviewed and revised
accordingly. Regional programs, but review will remain
referring local agencies.

Implementation

Periodic evaluation and review of administrative health
plans will occur at both state and regional levels. The
GHA's main objective here is to ensure that all health
plans are reviewed and approved. They will also review and comment on
health project proposals, e.g., those under WHO-UNEP
Regional Medical Council, and Section 24 (a) and (b) of

IN 83-1001

Implementation

... will be developed by regional and sub-regional
agencies, subject to review by the central agency. When the
two-level administrative system emerges, the District
agencies will have to be reviewed and revised
accordingly. Regional programs, but review will remain
referring local agencies.

will do the same for regional CHPA's. Regional Councils will provide funding and technical services to the subregional program planning units. Local bodies also will provide financial assistance to regional and subregional agencies.

Participation

Federal law requires that each state and areawide CHPA have an Advisory Council composed of representatives of health care providers and consumers. Each council must have at least 51% consumers. Providers may include representatives of public and private health institutions, general governments, and relevant private enterprises such as proprietary nursing homes. These councils will advise state and areawide CHPA's on the substance of their plans and programs, and generally serve as a means to bring the concerns of a wide range of persons to the attention of the CHPA.

Provision may be made for the participation of other groups or organizations through contracts or other arrangements.

will be the... (faint text)

Participation

Technical... (faint text)

Participation... (faint text)

Time Frame

Planning by regions and subregional agencies for a five-year period is encouraged by federal directives. Areawide CHPA funding is contingent upon the submission of fairly detailed one-year work programs.

Authorization for Planning

Federal authorization for comprehensive health planning and for the establishment of state and regional CHPA's is given in PL 89-749, "Comprehensive Health Planning and Public Health Service Amendments of 1966."

State and regional CHPA's derive authority from federal law and from Illinois PL 77-463, "Comprehensive Health Planning Act."

Planning Units

The State CHPA has a Planning division charged with developing and maintaining the state comprehensive health plan. Regional councils will have similar units.

State Health

The State Health Department is responsible for the development and implementation of health programs. It also provides technical assistance to local health departments. The Department is currently working on a number of projects, including the development of a health care system and the implementation of a health insurance program.

Health Insurance

The State Health Department is currently working on a number of projects, including the development of a health care system and the implementation of a health insurance program. The Department is also providing technical assistance to local health departments. The Department is currently working on a number of projects, including the development of a health care system and the implementation of a health insurance program.

Health Services

The State Health Department is currently working on a number of projects, including the development of a health care system and the implementation of a health insurance program. The Department is also providing technical assistance to local health departments. The Department is currently working on a number of projects, including the development of a health care system and the implementation of a health insurance program.

The Governor's Office of Human Resources

Introduction

This new agency of state government was established by Executive Order on February 1, 1969. It has major planning and programming responsibilities in meeting the social problems of Illinois residents, especially those characterized as poor or disadvantaged.

A start has been made toward longer range planning and programming through the annual Poverty Report and related studies. However, the agency is new and has been called upon to deal with a number of emergency situations, which means that the Office of Human Resources has only started its planning activities.

The Office of Human Resources is organized with four operating divisions to carry out its broad mission as well as current specific program responsibilities. Staffing the Governor's Branch Offices in Chicago and East St. Louis is the responsibility of one of the divisions. This is an important liaison and supporting role but it does not involve planning and programming.

Three other divisions, Program Development, Model Cities and the State Equal Opportunity Office, do have specific

Office of Human Resources

Memorandum

This new agency of State Government was established by Executive Order on February 1, 1969. It has major planning and programing responsibilities in meeting the social needs of Illinois residents, especially those characterized as poor or disadvantaged.

A report has been prepared which focuses on planning and programing through the annual biennial report and related activities. However, the agency as now organized is not well suited to meet the needs of emergency situations, which means that the Office of Human Resources has only limited planning activities.

The Office of Human Resources is organized with four major divisions to carry out its broad mission as well as certain specific program responsibilities. Including the Governor's Research Office in Chicago and East St. Louis as the responsibility of one of the divisions. This is an important liaison and reporting role and is not an immediate planning and programing activity.

These other divisions, the Governor's Research Office and the Governor's Office of Community Affairs, are also important.

planning, programming, and evaluative roles. These are centered on devising ways to coordinate existing programs and to improve the delivery of services to Illinois residents.

State Equal Opportunity Office Division (SEOO) provides technical assistance to twenty-three Community Action Agencies (CAA) which are locally sponsored by cities or counties in many sections of the state. These local CAA units are charged with planning and programming the anti-poverty activities in their jurisdictions. Substate comprehensive planning agencies may relate effectively to either the Governor's Office of Human Resources at state level or the CAA's at local level. Therefore, under each heading the state and local situation is differentiated where appropriate.

There is some uncertainty as to the future of particular planning and programming activities of the Office because of changes in federal legislation. The Nixon Administration bill for urban development program revenue sharing would merge the Model Cities program and OEO funding for community action programs with other urban grant programs. This might result in modification of CAA and SEOO procedures or organizational arrangements, as city, county, and multi-county units are called upon to integrate anti-poverty social service programs with other urban development programs.

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Data Collection and Analysis

The State Equal Opportunity Office Division, in preparing the annual Poverty Report, gathers and analyzes a wide range of information which permits description of existing conditions and dimensioning of social needs and social problems. One section of this report contains a wide range of data by county.

Comprehensive planning units not only gather information which might be useful to supplement state-wide data files but also develop population and economic projections. Projections include employment conditions in coming years, future population levels, and the areas of the community most likely to experience growth or change. Some of this information is useful to the state agency in its planning and programming activities. These information files and projections can be used by the city, county, and multi-county Community Action Agencies in their programming.

Policy Planning

The 1971 Annual Poverty Report contains initial statements of objectives and priorities to guide the state and the CAA's. This is a beginning toward the longer-range policy

DATA COLLECTION AND ANALYSIS

The Bureau of Economic Analysis, in cooperation with the Census Bureau, has developed a system of information which permits identification of individual firms and determination of output and input data. One source of this data is the Census of Manufacturing and Commerce, which provides data on output and input for all manufacturing firms in the country.

Comparative analysis of the data gathered in this study with data from other sources which might be available for comparison is also being undertaken. This includes comparison with data from the Census of Manufacturing and Commerce, the Census of Retail Trade, and the Census of Wholesale Trade. In addition, data from the Census of Retail Trade and the Census of Wholesale Trade are being compared with data from the Census of Manufacturing and Commerce. This comparison is being made to determine the extent to which the data from the different sources are consistent. The data from the Census of Manufacturing and Commerce are being used as the base data for the analysis. The data from the other sources are being used to check the consistency of the data from the Census of Manufacturing and Commerce.

TABLE I

The following table shows the results of the analysis of the data from the Census of Manufacturing and Commerce, the Census of Retail Trade, and the Census of Wholesale Trade. The table shows the output and input data for each of the three sources and compares the data from the different sources. The data from the Census of Manufacturing and Commerce are shown in the first column, the data from the Census of Retail Trade in the second column, and the data from the Census of Wholesale Trade in the third column. The data from the Census of Manufacturing and Commerce are the base data for the analysis.

planning which the Office of Human Resources expects to pursue through the Program Development Division.

The 1971 annual Poverty Report (on pages 167-171) identifies three priority areas for special emphasis: children, health services, and minority group members. In each area, action or proposals are recorded which would achieve objectives through legislation, innovative programs and institutional change.

CAA's

At the city, county, and multi-county levels Community Action Agencies typically have been program-oriented, and have been limited in their efforts to develop any longer-range policy planning by lack of staff resources.

The East St. Louis CAA has been successful in the following respects and illustrates a mature agency capable of policy planning:

1. A political consciousness and sense of ability to affect decisions has developed among the poor.
2. A cadre of trained people has developed with spin-offs of personnel to aid the new Health Agency and Community College.
3. There has been an impact on state and federal agencies with resultant changes in procedures and programs--for example, the U. S. Employment Service office in regard to job development.

planning which the Office of Management and Organization
has been conducting since the late 1950s. The
The 1971-72 fiscal year report for page 10-11
discusses the various activities, and various groups
each year, action of personnel and other staff
achieve objectives through various organizational
and institutional changes.

CAA

As the staff, county, and other agency level
Action Plan typically have been program-oriented,
have been limited in their efforts to develop and
range of planning by lack of staff resources.
The 1971-72 fiscal CAA has not been successful in
following response and illustrates a number of
of policy planning.

1. A political consciousness and sense of ability
to effect decisions has developed among the staff.
2. A sense of internal goals has developed with
commitment of personnel to all the new
Agency and Community College.
3. There has been an impact on the staff and
various other resulting in a number of
and programs-for example, the 1971-72
various other in the organization.

Programming

At the state level, the Division of Program Development is concerned with innovating programs which can be undertaken by other state agencies or "spun-off" to other agencies after the initial program development.

In the longer run, the Division of Program Development would be concerned with long range planning for human resource development and social problem resolution. At present, its efforts are program-centered.

CAA's Programming to meet the direct needs of disadvantaged or poor people is the central responsibility of the Community Action Agencies throughout the state. The State Economic Opportunity Office Division provides supportive services for the CAA's in developing, implementing, and conducting programs. The State Economic Opportunity Office Division provides assistance to CAA's in preparing plans and priorities, and work programs, for OEO.

Like RPC's, CAA's vary in the size of staff and ability to carry out their primary function--to innovate and coordinate programs. Some are involved in actual program operation because of the lack of agencies able to assume responsibility for needed programs. This is especially a

Introduction

The first part of the report is devoted to a general survey of the situation in the field of international law. It is concerned with international law as a whole, rather than with any particular branch of it. It is divided into three main sections: (1) the general principles of international law, (2) the law of the sea, and (3) the law of the air. The second part of the report is devoted to a detailed study of the law of the sea. It is divided into two main sections: (1) the law of the sea in general, and (2) the law of the sea in particular. The third part of the report is devoted to a detailed study of the law of the air. It is divided into two main sections: (1) the law of the air in general, and (2) the law of the air in particular.

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problem in the more rural multi-county CAA areas which are deficient in institutional resources.

Evaluation

Most of the local CAA's are not adequately staffed to undertake systematic evaluation of programs. The evaluation of CAA programs, especially projects requiring A-95 review, is a responsibility of the State Economic Opportunity Office Division along with OEO. The central responsibility for program evaluation of state agency programs rests with the Program Development Division.

Interaction Patterns

As noted above, the Governor's Office of Human Resources provides supporting assistance for the four Model Cities programs and for the twenty-three CAA programs. Special assistance is provided in such emergency situations as have existed in Cairo and East St. Louis.

State Level

At the state level the coordinating responsibilities of the Office of Human Resources call for participation by state agencies. A three-pronged coordinated approach (physical,

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economic, and human resource development) is envisioned. The instruments for action include the Divisions of the Human Resources Office and the Department of Local Government Affairs to strengthen local and regional capabilities.

Broad state policy for growth and development is the role of the Office of Planning Analysis. Conducting the Research needed in human resource subjects is a central responsibility of the Institute for Social Policy. Action at the state level is the role of the several departments for health, education, welfare, and housing.

A-95 review of CAA projects is provided by SE00 Division in support of the Office of Planning Analysis.

CAA's

The CAA is a coordinating, participatory agency, with representation from government, consumers, institutions, and private enterprise groups. It would certainly be desirable for the CAA's to participate in the comprehensive planning process, but up to the present, participation appears to have been fragmentary in most cases.

Working relationships with the RPC's have been supportive in the larger multi-county rural districts. Here, the broad interest in such issues as housing for the elderly and

economic, and human resources development. The
 instruments of action include the Division of Human
 Resources Office and the Department of Local Government Affairs
 in strengthening local and regional capabilities.
 Broad state policy for growth and development is the
 role of the Office of Planning and Statistics. Conducting the
 research needed in human resource subjects is a central
 responsibility of the Institute for Social Policy. Other
 at the state level is the role of the several departments
 for health, education, welfare, and housing.
 A 99 review of OAA projects is provided by SECC Division
 in support of the Office of Planning and Statistics.

CONCLUSION

The OAA is a coordinating, participatory agency, with
 representation from government, business, associations, and
 private enterprise groups. It would certainly be desirable
 for the OAA to participate in the comprehensive planning
 process, but as to the present, participation appears to have
 been necessary in most cases.
 The OAA's role is to coordinate the activities of the
 various agencies and to provide a forum for the exchange of
 information and ideas. It is also to monitor the progress of
 the various projects and to report to the President.

unemployment have resulted in cooperative efforts by the RPC and the CAA. Except in the Model Cities cases, cooperation between the CAA and comprehensive planning agencies has been less effective in the urban areas.

Time Frame

Up to the present, at the state and local levels the emphasis has been on short-range programming. The time intervals are primarily the program year ahead, and occasionally a two-to-five year advance programming period.

Authorization

The CAA's are either private or public not-for-profit corporations. Because the primary funding is federal, their planning and programming follows the guidelines established by OEO and other federal agencies.

Under the Executive Order the Office of Human Resources is organized, and defines and carries out its program as determined by the Director.

Planning Unit

As noted above, the State Equal Opportunity Division, Program Development Division and Model Cities Division have

management has resulted in... and the... between the... face objective in the urban areas.

Time Table

to the present, at the state and local levels... emphasis has been on short-range programming... intervals are primarily the program year ahead... ally a two-to-five year advance programming period.

Authorization

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Planning Unit

is based above, the... Program Development Division...

planning and programming responsibilities. Few of the CAA's have any separate planning unit or staff. Typically, the planning responsibility is carried between Director and supporting staff.

The first of these is the fact that the
 Government has not yet decided upon
 a definite policy in regard to the
 proposed amendments to the
 Constitution.

Illinois Office of Planning and Analysis

Introduction

The Office of Planning and Analysis was created by Executive Order on April 30, 1971. In the Executive Order, Governor Ogilvie gave the Office a number of distinct charges, including:

1. To coordinate current planning efforts in order to propose and evaluate alternatives for establishing a state planning process.
2. To work with all relevant state agencies in formulating state development and growth strategies.
3. To work with the Bureau of the Budget in issue analysis and program planning efforts as related to budgetary decisions.
4. To facilitate the collection and analysis of planning data and other statistical information for the use of all state agencies.
5. To cooperate with the federal government in the development of a work program for which federal funds are eligible.¹

Within this broad framework, OPA has assumed a number of definitive state planning-related responsibilities. It has, for example (1) played a leadership role in the effort to regionalize Illinois, (2) identified and documented functional

¹Illinois, Executive Order, No. 6 (1971), April 30, 1971.

Statement of Work and Analysis

Introduction

The Office of Planning and Analysis was created by Executive Order on March 10, 1977, to provide the Governor with a neutral and objective analysis of the state's economic and social conditions, and to provide a basis for the development of public policy.

including:

1. To coordinate and monitor planning efforts in order to develop and evaluate alternatives for addressing a state planning process.
2. To work with all relevant state agencies to coordinate state economic and social strategies.
3. To work with the Governor and the Legislature to develop and program planning efforts in order to address economic and social issues.
4. To facilitate the collection and analysis of planning data and to provide technical assistance to the use of all state agencies.
5. To coordinate with the Governor and the Legislature the development of a work program for which funding would be available.

With this broad framework, OPA has selected a number of activities from among various responsibilities to be performed for the state. It is the intent of the Governor and the Legislature to provide the necessary resources to carry out these activities.

Approved: _____
Date: _____

planning at the state level, (3) initiated efforts to develop a planning information base for the state, (4) undertaken a series of studies designed to conceptualize and formulate overall state growth and development policies, (5) established a mechanism for A-95 Central Clearinghouse Review operations, and (6) commissioned a number of state planning-oriented research efforts.

Data Collection and Analysis

Development of an Information Base for State and Substate Planning

Basic data is needed for all levels of planning. OPA has assumed responsibility for the development of a statewide information base for planning. A contract has been made with the National Planning Association to develop the necessary methodology for preparing current estimates of a number of socio-economic variables on a continuous basis. These estimates and projections will be considered official Illinois figures for use by both public and private sectors.

OPA has also cooperated with the Institute for Environmental Quality and the University of Illinois Center for Advanced Computer Technology on development of the Illinois

planning at the state level, (2) institutional theory as a basis for a planning organization, (3) the state, (4) and (5) a series of studies designed to investigate the overall state, local and development policies, (6) a mechanism for A-97 General Administration within the state, and (7) a committee to review the state planning process.

State Collection and Analysis

Development of an Information System for State and Regional Planning

The basic data is needed for the state planning process. It is assumed that the state has the responsibility for the development of a state information system for planning. A program has been developed with the National Planning Association to develop the necessary methodology for preparing current estimates of a number of socio-economic variables on a continuous basis. These estimates and projections will be considered critical indicators for use by both public and private sectors. The data collected will be analyzed with the Institute for Economic Research and the University of Illinois Center for Advanced Computer Technology in the Department of the University.

Resource Information System (IRIS), a land use-based geographic reference system.

The Office is working with the Bureau of the Budget and other interested state agencies in analyzing the 1970 census to determine recent trends and patterns of social and economic change in Illinois.

The Office of Planning and Analysis is engaged in the compilation of an Illinois Statistical Report, a compendium of a wide variety of existing and periodically assembled data at the state level considered to be useful for planning purposes, and in the development of a matrix displaying governmental program responsibilities and geographical jurisdictions at various levels. OPA is also in the process of assembling all state plans and in the development of a planning-oriented library.

Identification and Documentation of Functional Planning at the State Level

Also in the area of data collection and analysis, OPA is identifying and documenting the current extent of planning at the state level. The objective has been to identify the agencies and/or units within agencies which have specific

Reference Information System, a new and improved system

reference system

The Office is pleased with the progress of the project and
other related activities. It continues to maintain the high
of scientific level and the quality of work and service
changes in Illinois

The Office of Research and Statistics is pleased to
participate in the Illinois Statewide Survey, a comprehensive
of a wide variety of economic and sociological data. This
data at the state level is essential for the planning
purpose, and in the development of a state development
governmental program. The Office of Research and Statistics
participates in various federal, state and local surveys
of economic and social conditions and in the development of

planning-oriented surveys.

Identification and Development of Specialized
Planning at the State Level

It is also in the area of identification and development of
identifying and developing the current state of planning
the state level. The objective has been to identify
agencies which have special responsibilities which have

planning responsibilities, planning budgets, and planning staffs. This study has been undertaken by OPA pursuant to its responsibility for the state planning process and is intended to provide background and insights with regard to the improvement of planning in Illinois.

Specifically, the study attempts to:

1. provide an overview of the nature of planning at the state level;
2. document existing statewide functional planning efforts in Illinois; and
3. evaluate major functional planning efforts with respect to a conceptualized framework for planning.

The conceptualized framework for planning can be described as an interrelated sequence proceeding from the identification of goals to the definition of objectives, the formulation of policy, the determination of strategy, the development of program, and thence to implementation and action. The process is concluded with evaluation, feedback, and appropriate modification and adjustment in each step of the process.

It is the aim of management through planning to achieve the desired goals through optimal allocation of available resources with regard to all other events in an uncertain world. This ideal is confounded by the vast complexities

planning responsibility... This study has been... The responsibility for the planning process... included to provide... and transfer... to...

the improvement of planning... in... for... to...

1. provide an overview of the... of planning... at the... level;
2. document existing... functional... and... to... and...
3. evaluate... functional... effects... as... and... the... of...

The conceptual framework... as described... an integrated... process... the... of goals to the... of objectives... the... of policy, the... of strategy, the... of program, and... of... The... is... with... and... and... of... in... of...

It is the... of... through... the... with... in... of...

and uncertainties in our society. While recognizing the holistic nature of the world and the interdependence of the decisions which are made, it is necessary to sub-divide overall goals into rationally manageable parts. The OPA study has delineated ten functional areas of concern to state government. They do not represent mutually exclusive partitions into which all the world may be divided, but rather focal points for identification. The ten areas of concern are:

1. Transportation and Communications
2. Community Affairs and Housing
3. Education
4. Health
5. Human Resources
6. Natural Resources
7. Public Safety
8. Economic Affairs
9. Regulation
10. Administration

and ministers in our society. With respect to
 political parties of the kind and the independence of the
 nation with the view, it is necessary to subdivide
 overall party into national, regional parties and the
 party has witnessed the functional areas of activity to
 state government. They do not represent actually existing
 political party which is the world may be divided into
 national party for administration. The country is

- 1. Transportation and Communication
- 2. Community Service and Welfare
- 3. Education
- 4. Health
- 5. Social Services
- 6. Technical Services
- 7. Public Safety
- 8. Economic Affairs
- 9. Agriculture
- 10. Administration

Policy Planning and Regionalization

State Growth and Development Policies

OPA is in the process of conceptualizing a number of studies which will be used as the basis for articulating growth and development policies for Illinois. Eventually, these policies will focus on three interrelated themes: public capital investment policies, economic and industrial development policies, and land use policies.

The Office views governmental taxation and financing arrangements as important factors in urban growth and development. There are several problems in the existing revenue system, including the regressive nature of the system and the maldistribution of revenue within the state. OPA is working closely with the Educational Finance Commission and the Bureau of the Budget in analyzing alternative tax schemes at state and local levels. OPA has partially funded one analysis of an existing local tax situation, namely an analysis of tax revenues and expenditures in Champaign County. This work is being carried out under the direction of Professor Scott Keyes, Department of Urban and Regional Planning, University of Illinois in Urbana-Champaign.

Policy Planning and Administration

State Growth and Development Policies

OTA is in the process of conceptualizing a number of studies which will be used as the basis for analyzing growth and development policies for Illinois. These studies will focus on three interrelated elements: public capital investment policies, economic and industrial development policies, and land use policies.

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Related to tax reform is the need for governmental reorganization--another problem directly related to growth and development. The need is to reform state and local government institutions and practices toward the development of higher-quality public services.

To further support the work of establishing growth and development policies, OPA intends to inventory governmental capital investments and costs of needed capital improvements as well as to evaluate new institutional, administrative, and financing systems aimed at mobilizing the resources necessary for large-scale planned growth. Growth centers and growth needs are also being identified.

Illinois Regionalization Efforts

State policies and state planning can not be separated from planning activities at the substate regional level. It is at this level that planning and administrative structures can be developed to more effectively and efficiently integrate and coordinate the activities of responsible parties towards solutions of areawide problems. For this reason, the Office of Planning and Analysis considers regionalization² as integral

²Regionalization refers to the establishment by Executive Order of uniform and consistent, wall-to-wall, substate regions.

Related to the reform is the need for government
reorganization-whether in form already related to growth
and development. The need is to reform state and local
government institutions and practices toward the development
of higher-quality public services.
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Illinois Regionalization Efforts

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from planning activities at the substate regional level. It
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and coordinate the activities of responsible parties toward
solution of statewide problems. For this reason, the Illinois
of Planning and Analysis conducted regional studies of various

²Regionalization refers to the establishment of a
order of uniform and consistent, well-coordinated, and

to the state planning process. To OPA, regional planning policies are not merely a designation of boundaries.

The method being used to define subregional boundaries for recommendation to the Governor is to draw lines that conform to the interactions of people and institutions in space. Data being used to determine such interactions includes:

1. journey to work
2. median family incomes
3. population densities
4. educational levels
5. retail trade areas
6. newspaper circulation
7. television viewing areas
8. radio receiving areas
9. ZIP code zones³

In Illinois two levels of regions are being established. The first level, or first tier regions, covers the greater area. This level was established June 22, 1971. Refer to Section IIB of this report, infra p. 95, for a map of first tier regions. Refer to Definitions, p. iv, for further explanation of regions and subregions.

³Along with these more academic considerations the recommendations of the Regionalization Task Force established by Governor Ogilvie are being considered. The Task Force recommended (1) keeping SMSAs intact; (2) following county lines; (3) utilizing wherever possible the boundaries of existing planning and development regions and districts.

to the need of having a clear, regional planning
 authority to give a more effective and coordinated
 approach to the development of the region.
 The Government of the Province of Ontario has
 been successful in its efforts to bring about
 a more unified approach to regional planning
 and development. This has been achieved through
 the establishment of the Ontario Regional
 Planning Council, which has been successful in
 bringing together the various regional planning
 authorities and the Government of the Province
 of Ontario.

1. To provide a more unified approach to regional planning and development.
2. To provide a more effective and coordinated approach to the development of the region.
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In addition to the above, the Government of the Province of Ontario has been successful in bringing about a more unified approach to regional planning and development. This has been achieved through the establishment of the Ontario Regional Planning Council, which has been successful in bringing together the various regional planning authorities and the Government of the Province of Ontario.

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This analysis is being carried out with the assistance of Professor Brian Berry, University of Chicago. Some change in existing state regions may be necessary as more definitive work is conducted with respect to development of the smaller subregions.

The Office of Planning and Analysis supports the concept of multicounty Areawide Planning Organizations (APO's).⁴ Such planning organizations are able to provide a framework for rational planning and development activities at the regional level. They have the responsibility for insuring coordination and compatibility of services provided by both state and substate organizations and agencies to their jurisdictional communities.⁵ APO's are possible building-blocks in the construction of the wall-to-wall subregional system. Other possible responsibilities that might be assumed by APO's are (1) the development of investment strategies, (2) designing of land use control mechanisms, and (3) informational inputs into functional planning at the state level. It follows that some shift in accountability, responsibility, and resources

⁴Refer to Definitions, p. iv, for a complete description of Areawide Planning Organizations.

⁵Refer to Section IIB, infra p. 99, for a map of Areawide Planning Organizations.

This analysis is being conducted with the assistance of Professor Sir A. G. L. Fisher, Director of the Department of Planning and Administration, University of Cambridge, and is being conducted with a view to the development of the following proposals.

The Office of Planning and Administration supports the proposal that the following proposals are able to provide a framework for regional planning and development activities at the regional level. They have the responsibility for planning, coordination and responsibility of services provided by both state and substate organizations and agencies to their joint functional activities. APO's are possible multi-block in the construction of the multi-wall substructure system. Other possible responsibilities that might be assumed by APO's are (1) the development of investment strategies, (2) design of land use control measures, and (3) information.

These three functional areas at the state level. It is noted that some of the responsibilities, responsibilities, and resources

Refer to Section 10, Part 1 of the Planning and Administration Act, 1968, for a complete description of the proposed system.
Refer to Section 10, Part 1 of the Planning and Administration Act, 1968, for a complete description of the proposed system.

for planning must be made from the state to substate levels. In this connection it is not clear what kind of relationship will be encouraged between OPA and regional planning agencies such as APO's, but the relationship is expected to be strong.

Programming

Clearly OPA is concerned with the development of state policy planning and with implementation of state policies. The office is interested in developing a framework within which state policies and programs can be formulated in a systematic and coordinated manner. Close relationships between OPA and BOB, and OPA and APO's, as well as use of the A-95 review process, complement this objective.

The Office of Planning and Analysis has been designated as the State Clearinghouse for A-95 Review. Over one hundred federal aid programs require review at the state level before being sent on to Washington. OPA has worked out the mechanism for this review process, a systematic procedure making certain that all agencies have an opportunity to comment on proposals of interest to them.

OPA does not view its role as one of developing programs to carry out state policies, i.e., the Office does not intend

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to do functional planning. Functional planning is considered to be the responsibility of the various functional agencies.

Evaluation

The Office of Planning and Analysis has not really been established long enough to have systematically reviewed and evaluated its own planning efforts. However, its personnel indicated that they consider review and evaluation of all parts of the planning process to be essential.

Interaction Patterns

Governmental Relations

Very little information was found specifically describing the relationships between OPA and other governmental organizations at the state level although the advice of key people in a number of state agencies has been sought in connection with state policies planning. The following relationships have, however, been noted:

OPA and BOB

There seems to be a natural relationship between OPA and BOB. Both are involved in planning and

to the President of the United States

and to the Vice President of the United States

and to the members of the Executive Branch

and to the members of the Legislative Branch

and to the members of the Judicial Branch

and to the members of the State and Local Governments

and to the members of the Armed Forces

and to the members of the Public and Private Institutions

and to the members of the International Community

and to the members of the Media

and to the members of the Academic Community

and to the members of the Cultural Community

and to the members of the Religious Community

and to the members of the Sports Community

and to the members of the Environmental Community

and to the members of the Human Rights Community

and to the members of the Labor Community

and to the members of the Consumer Community

and to the members of the Health Community

and to the members of the Education Community

and to the members of the Science Community

and to the members of the Arts Community

coordination and policy formulation. Both work closely with the Governor.⁶

OPA and DLGA

Again, there seems to be a natural relationship between OPA and DLGA. Both are concerned with planning and development within Illinois. OPA develops overall policies and plans for the state as a whole; DLGA helps substate units plan for their respective parts of the state.⁷ There is some indication that OPA and DLGA will be working together to develop a model organizational arrangement for first- or second-tier regional planning.⁸

The Office of Planning and Analysis, the Bureau of the Budget, and the Department of Local Government Affairs will cooperate in a study of the legal and administrative implications that would be involved in the consolidation of special districts into larger more comprehensive general purpose governments.

OPA works closely with a number of state agencies in performing its state planning function. For example, the Office

⁶ Refer to the following paper on the Illinois Bureau of the Budget, infra pp.91-2, for a more extended discussion on the relationship between OPA and BOB.

⁷ Refer to the following paper on the Illinois Bureau of the Budget, infra pp.91-2, for a more extended discussion on the relationship between OPA and DLGA.

⁸ Illinois Office of Planning and Analysis, "OPA - Interests and Objectives," Springfield, September 1, 1971, p. 7. (Mimeographed)

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has served on the task force to outline a transportation planning system for the new Department of Transportation; supported a full time "Operation Breakthrough" planner on the Illinois Housing Development Authority's staff; worked with the Governor's Office of Human Resources in preparing a proposal for funding by HEW; and, worked with the Illinois Housing Development Authority, the Bureau of the Budget, and the Department of Local Government Affairs in preparing a report on Community Development and Housing for the Governor. OPA has stated that it will provide technical assistance to state agencies with planning responsibilities.

OPA is the designated liaison with the Federal Regional Council. The Office is working with the Federal Regional Council to improve Illinois' and the federal region's federal/state relations and federal aid position. The Office is also working with Illinois' representatives in Washington, the Office of Management and Budget, and organizations such as the Council of State governments, Council of State Planning Officials, and the National Governor's Conference, to contribute state viewpoints to evolving legislative and administrative federal policies.

The first of the two parts of the report is a general survey of the situation in the country. It deals with the political, economic, and social conditions, and the progress of the various branches of industry and commerce. The second part is a detailed account of the operations of the various departments of the Government, and the results of their work during the year. The report is a valuable document, and one which should be read by every citizen of the country.

Research Efforts

The Office of Planning and Analysis has negotiated a number of research contracts oriented towards the development of state planning. Such contracts include the methodological and projection work to be carried out by the National Planning Association; a regionalization study with Professor Brian Berry of the University of Chicago; a study of public revenues and expenditures in Champaign County under the direction of Professor Scott Keyes, University of Illinois, and the development of a computerized geographic reference system by the University of Illinois Center for Advanced Computation.

State Planning Time Frame

OPA has stated that it will prepare one and five year projections of key socio-economic variables. The Office has also indicated a hope that next year's budget book will include a ten year forecast.

Authorization

The Office of Planning and Analysis' authority for planning comes from an executive order which explicitly sets

forth its basic responsibilities. OPA works closely with the Governor's Office, the Bureau of the Budget, and a number of state agencies.

Planning Unit

OPA is the official state planning agency for the State of Illinois.

Illinois Bureau of the Budget

Introduction

The Bureau of the Budget (BOB) was established by statute July 1, 1969, in the Office of the Governor. At that time, it assumed a broad range of budgetary duties for the State of Illinois. Specifically, the statutory duties of the Bureau of the Budget are:

1. To assist the Governor in submitting a recommended budget including estimated receipts and revenue to the General Assembly.
2. To make detailed studies of the state agencies to enable the Governor to determine what changes should be made to the existing organization, activities, and methods of business of such agencies so as to strengthen the state's management processes and bring about more efficient and economical conduct of state services.
3. To evaluate for the Governor programs proposed by state agencies in terms of goals, costs, and relative priorities, to keep the Governor informed of the programs and accomplishment of activities by the state agencies, and to coordinate the development and implementation of state programs, to the end that the monies appropriated by the Legislature may be expended in the most economical manner possible with the least possible overlapping and duplication of effort.
4. To advise and assist the Governor in the development of policies, plans and programs

THE HISTORY OF THE UNITED STATES

CHAPTER I

The history of the United States is a story of a people who have grown from a small group of settlers on the eastern coast to a great nation that spans the continent. The story begins with the first European explorers who came to the Americas in the late 15th century. These explorers, such as Christopher Columbus and John Cabot, were seeking new trade routes to the East Indies. Instead, they discovered a new world of rich resources and diverse cultures.

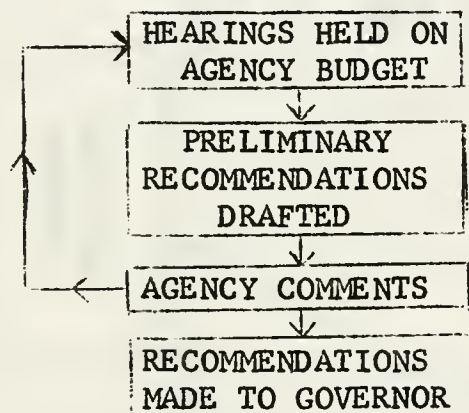
The early years of the United States were marked by a struggle for independence from British rule. The American Revolution (1775-1783) was a pivotal moment in the nation's history. The colonists fought for the right to self-governance and to be treated as equal to the British. The result was the birth of a new nation, the United States of America, on September 17, 1787, with the signing of the Constitution. This document established the framework for the government and the rights of the citizens.

The 19th century was a period of rapid expansion and growth for the United States. The westward movement of settlers led to the discovery of gold in California and the opening of the transcontinental railroads. The Civil War (1861-1865) was a defining moment in the nation's history, as it resolved the issue of slavery and preserved the Union. The war led to the Reconstruction era, which sought to rebuild the South and integrate African Americans into the nation's political and social life.

The 20th century has been a time of great change and progress for the United States. The nation has emerged as a world superpower, leading the world in science, technology, and culture. The Civil Rights Movement of the 1950s and 1960s was a landmark period in the nation's history, as it fought for equality and justice for all citizens. The space program of the 1960s and 1970s marked a significant achievement in human exploration.

for improving intergovernmental cooperation and coordinating federal, state, and local fiscal relationships.¹

The budgetary process in Illinois prior to the Bureau of the Budget, had been an essential, but limited, reporting and record keeping activity. In its first three years, BOB has initiated a budget review process which can be graphically represented:

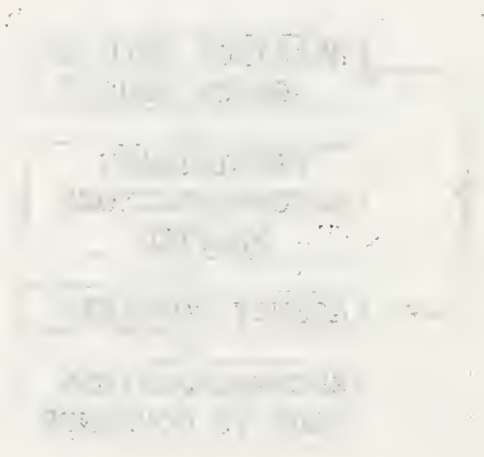


The Bureau of the Budget is organized with seven divisions and a staff of approximately fifty. (See Figure 8 on the following page for graphic representation of the organization of BOB.) Within each Program Division there are budget examiners assigned to particular state agencies,

¹Bureau of the Budget Act, 127 Illinois Revised Statutes secs. 412.1 - 412.4.

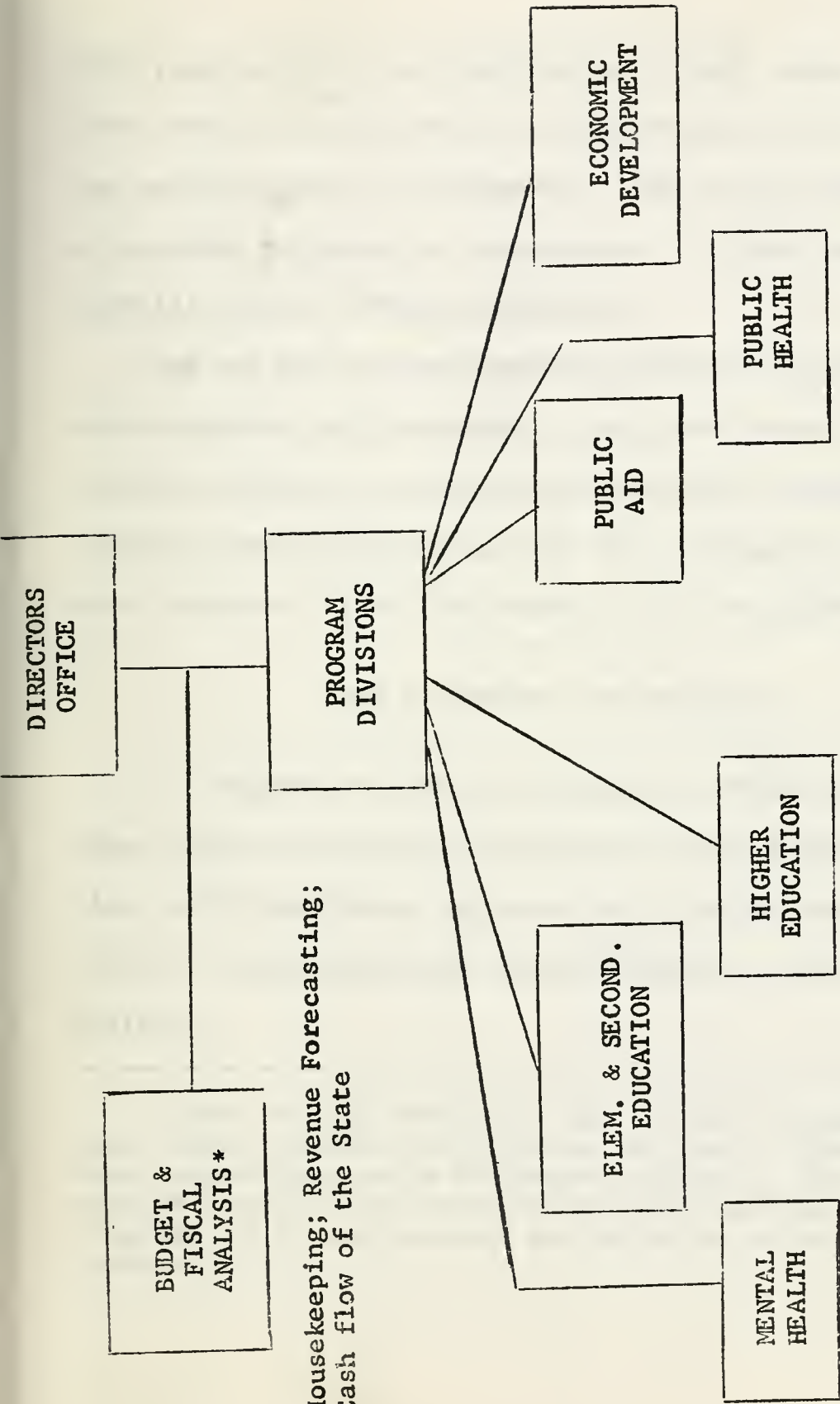
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*Housekeeping; Revenue Forecasting;
Cash flow of the State

FIGURE 8
ORGANIZATION CHART
BUREAU OF THE BUDGET

with responsibility for applying the budget review process to each agency's budget and for recommending to the Governor the spending level of the agency. BOB, at this time, has no substate divisions or connections. It does have a small "special-issues" office in Chicago.

BOB and OPA are complementary agencies for comprehensive state planning and programming. As a next step in coordinated program analysis, ten functional areas have been defined which encompass the activities of more than one hundred separate state agencies. (See OPA, supra p. 74, for greater detail.)²

Data Collection and Analysis

In conjunction with its analysis of state programs and other budget responsibilities, BOB collects relevant information on Illinois State agencies, and also information on federal, state, and local tax and funding procedures and policies.

²There is some indication that BOB may reorganize so that budget examiners will review and analyze functional areas rather than state functional agencies. This reorganization could, in the author's opinion, coordinate state programs for a more focussed and effective attack on state problems.

with responsibility for reporting the budget review process to each agency's director and for recommendations on the budget. The spending level of the agency, 1981, at this time, was no subject to review or modification. It does have a small "special-interest" office in Chicago.

OSG and OIG are complementary agencies for comprehensive state planning and programming. As a first step in coordinated program analysis, non-fundamental issues have been defined which encompass the activities of more than one federal agency. (See OIA report 9-74, for greater detail.)

Data Collection and Analysis

In conjunction with the analysis of state programs and other budget responsibilities, OIG collects relevant information on Illinois state programs, and also information on Federal, state, and local tax and funding programs and policies.

¹There are some instances where OIG may cooperate in that budget analysis with other state agencies. This program area is not a state program. The program is a state program, in the author's opinion, coordinate state programs. It is not a state program and effective state programs.

Policy Planning

The Bureau of the Budget assists the Office of Planning and Analysis in formulating alternative state goals, objectives, and policies for recommendation to the Governor. BOB's contribution is centered in issues of state fiscal policy. BOB makes use of state goals, objectives, and priorities in analyzing the budget proposals of state agencies. The objective is to assure reflection of state priorities in each agency's program objectives and priorities.

Programming

The fiscal program for the state is the yearly product of BOB. Budget review and recommendations (as accepted by the Governor) are published annually in the Illinois State Budget Book. Funds are allocated to functional agencies for their use in carrying out approved programs. Budget analysis and programming is related to substate areas by some functional agencies but programming by region is not yet a part of the overall state planning and budgeting process.³

³Alternative schemes for the allocation of funds according to regional priorities is included under Section III-B, Requirements for Effective Cooperation, *infra* p. 141.

Policy Planning

The Office of the Director of Planning
is responsible for formulating strategic plans, objectives,
and policies for recommendation to the Governor.
The Commission is central in terms of state fiscal
policy, and will use all state goals, objectives, and
criteria in analyzing the budget proposals of state agencies.
The Commission is to assist in the selection of state activities
and agency's program objectives and priorities.

Recommendations

The fiscal program for the state is the result of
the Commission's review and recommendations (as required by
the Governor) on various activities of the state.
The Commission will also advise the Governor on
the need for additional revenue. Budget estimates
and program proposals are subject to adjustment by the
Commission and the Governor. The Commission will also
advise the Governor on the need for additional revenue.

Information relative to the activities of this office
may be obtained from the Director of Planning, Room 100,
Government Center, Raleigh, North Carolina 27601.

Evaluation

The Bureau of the Budget does, as stated, have principal budgetary review functions. According to the statute establishing BOB, this review function includes evaluation of agency programs from the point of view of efficiency. BOB does not have the responsibility for evaluation of effectiveness of state programs.

Interaction Patterns

BOB has a working relationship with agencies of the federal government, especially the Office of Management and Budget. This relationship primarily involves action by BOB to insure that Illinois takes the legislative and administrative actions necessary to receive its full share of federal funds. Federal agencies audit and review those parts of the state program that use federal funds.

BOB relationships with other states is focused on keeping abreast of fiscal developments in California, Michigan, Pennsylvania, New York, and other states with similar state problems and/or innovative fiscal and budget programs.

The Bureau of the Budget obviously has close relationships with other state agencies. Of particular significance

Evaluation

The purpose of the budget does, in fact, have principal budgetary control functions. According to the statute establishing BOB, this review function includes evaluation of agency programs from the point of view of efficiency. BOB does not have the responsibility for evaluation of effectiveness of state programs.

Interstate Relations

BOB has a working relationship with agencies of the federal government, especially the Office of Management and Budget. This relationship primarily involves action by BOB to insure that Illinois takes the legislative and administrative actions necessary to receive its full share of federal funds. Federal agencies audit and review those parts of the state program that use federal funds.

BOB relationships with other states is reviewed on a basis of fiscal developments in California, Michigan, Pennsylvania, New York, and other states with similar fiscal problems and cooperative fiscal and budget programs. The Bureau of the Budget obviously has close relations with other states, especially in certain areas.

to planning and programming is the naturally close relationship between BOB and OPA, and BOB and DLGA. BOB and OPA share responsibility for development and evaluation of state policies and plans. Primary emphasis in BOB is placed on state programs, i.e., the State Fiscal Program. BOB and DLGA's Office of Community Services share some budgetary responsibilities. DLGA is responsible for receipt and distribution of funds to local governments, and for the efficient use of funds for local government services. BOB is responsible for receipt and distribution of funds to state agencies and to the branches of state government and for the efficient use of state funds. Two examples will illustrate the close relationship between BOB, OPA, and DLGA:

Local Government Taxes

The Bureau of the Budget has lead responsibility for analyzing alternative tax schemes at the state and local level. It is undertaking a major study this summer of the property tax and of the taxing powers of home rule units. OPA is working closely with BOB and is already funding an analysis and documentation of the existing local tax situation in Champaign County. DLGA has the responsibility for training and aiding local government officials to put into effect the various local government tax schemes.

Federal Revenue Sharing

A Federal Revenue Sharing Act which identified the State General Fund as the receiving

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Local Government Funds

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Federal Policy Studies

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account from which there would be allocation to local governments would specifically grant the State prime responsibility for the allocation of federal funds. This allocation would be made by BOB in keeping with policies established by the Governor and Legislature.

A Federal Revenue Sharing Act which specified allocation of federal funds directly to a city or local unit of government would grant DLGA prime responsibility for the transmittal of federal funds.

In discharging its functions, BOB has direct contact only with the Governor, with state departments and agencies, and with legislative staff and committees. The Governor gives final approval for the budget. The House and Senate committees provide an important means for representatives of the people of Illinois to obtain and analyze state budgetary proposals. Their effectiveness is limited because they do not have adequate professional staff advice. A joint resolution of the Illinois legislature has proposed creation of a Council of Economic Advisors to advise the legislature concerning the state budget.

Time Frame

The time span for fiscal analysis and budget formulation of the Bureau of the Budget is currently from one to three years. BOB recognizes that the functions

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of their agency include long-range fiscal analysis for the State of Illinois. Although BOB's staff does have the necessary expertise, the pressures of day-to-day business (e.g., capital releases) require that BOB assume the full range of assigned functions in a process staged over a number of years.

Authorization

BOB is authorized by statute to be the state's budgeting and review agency.

Planning Unit

BOB is one of the key units in the planning/programming activity centered in the Office of the Governor.

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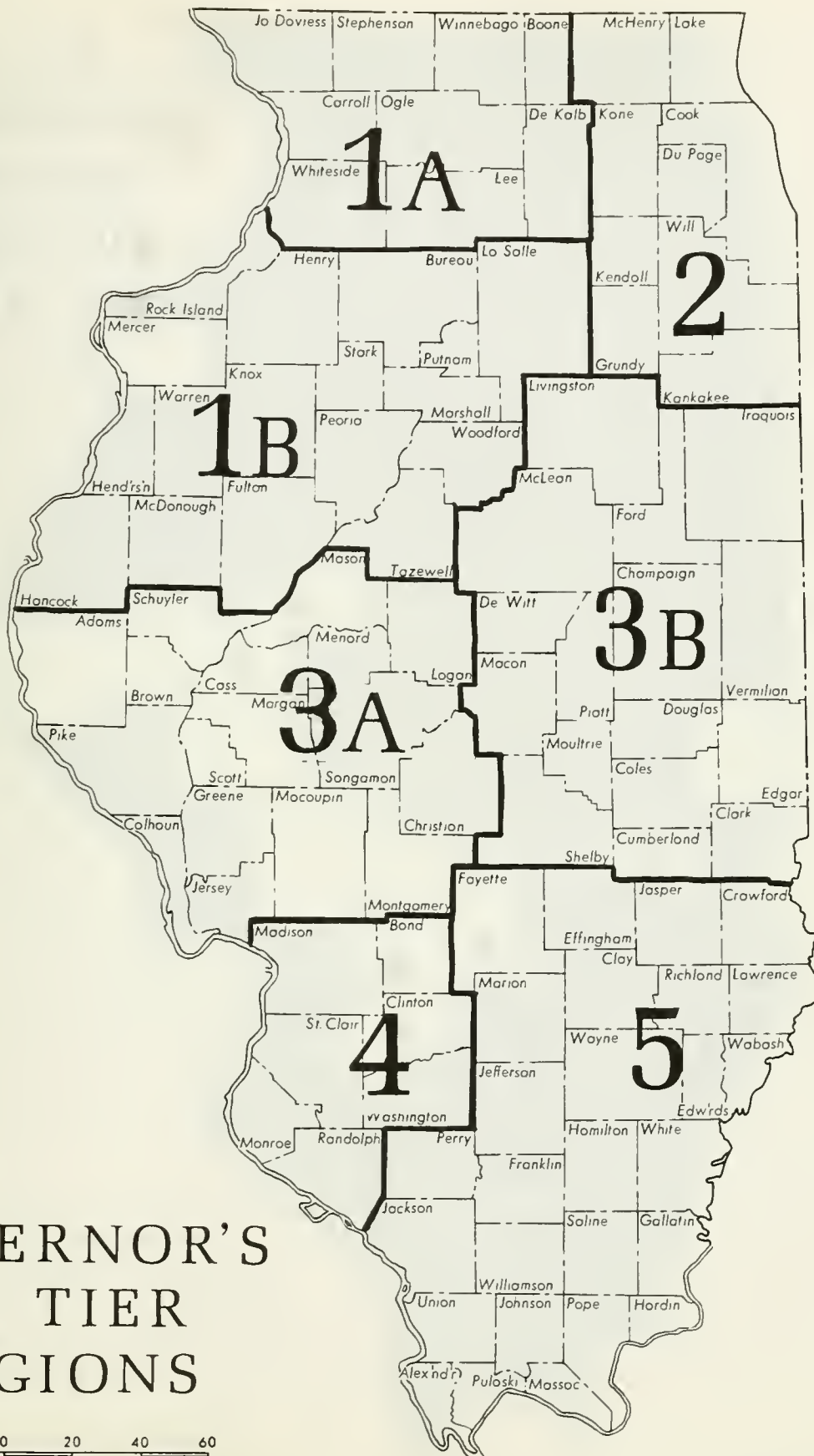
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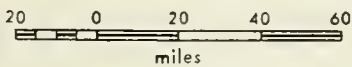
SECTION IIB
MAPS AND FIGURE ILLUSTRATING VARIABLES
OF REGIONAL STRUCTURE

J. J. WATSON

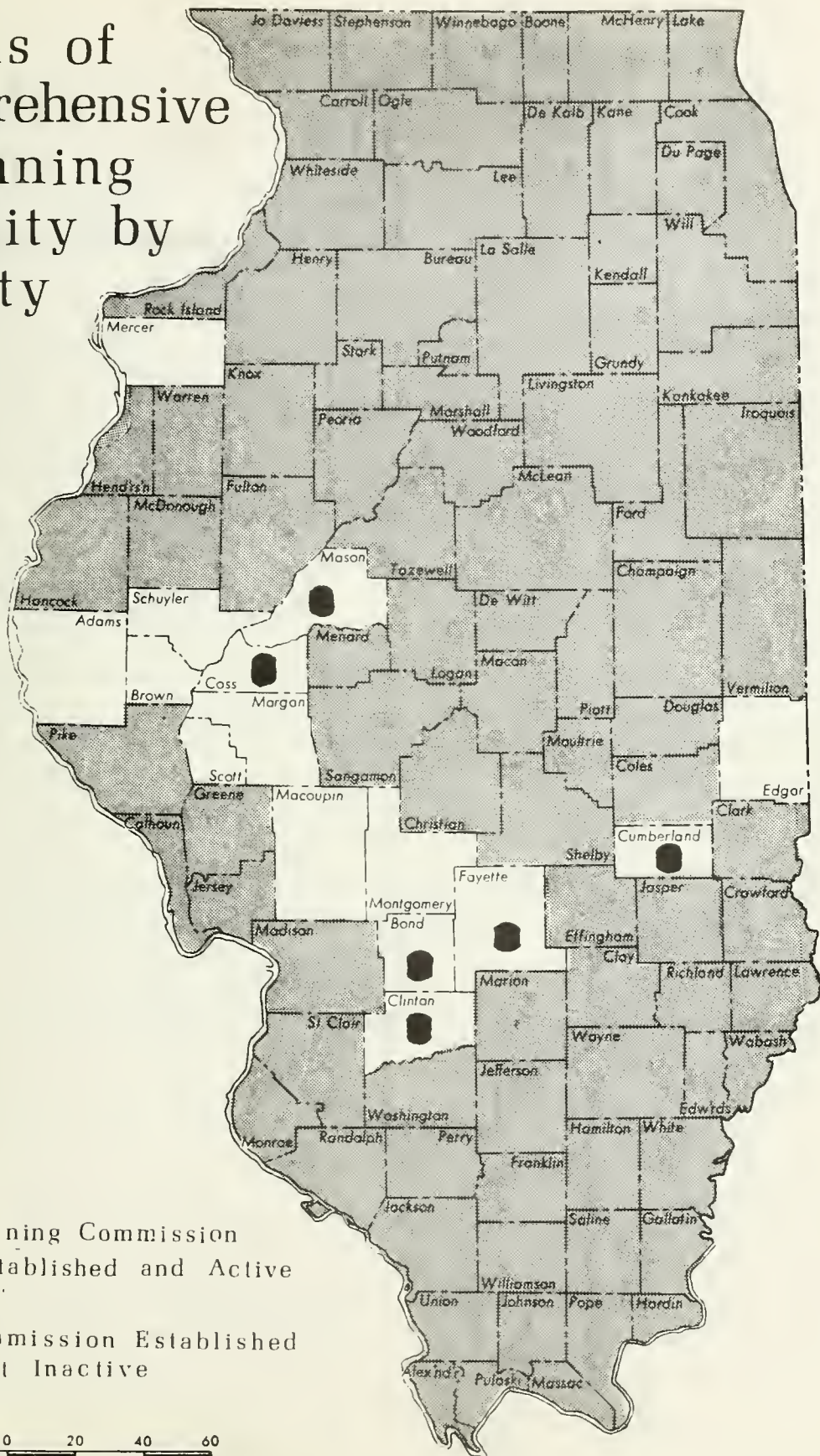
MANAGER, BIRMINGHAM TRADING COMPANY, 100 N. 10TH ST.,
BIRMINGHAM, ALA.



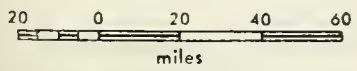
GOVERNOR'S
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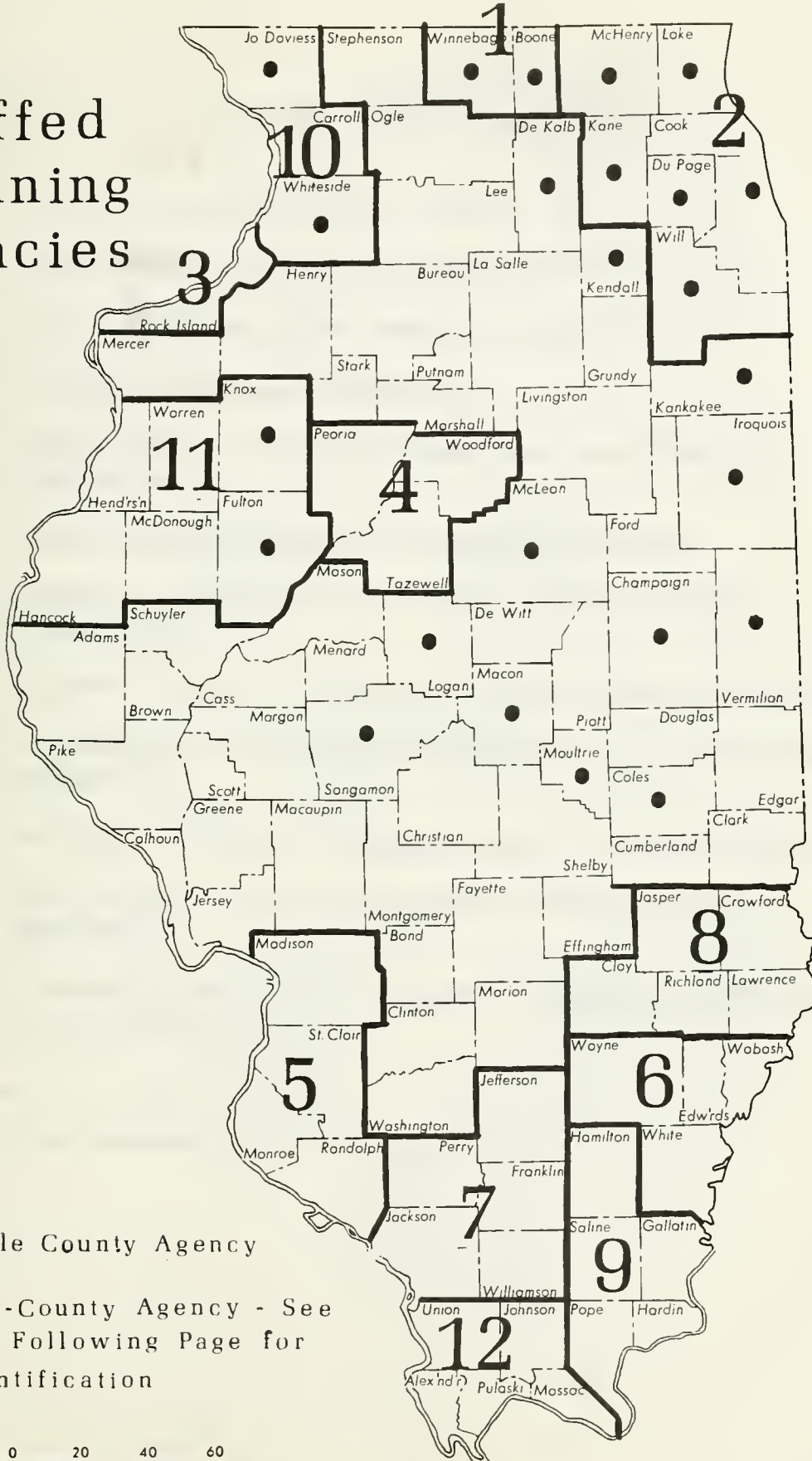
Status of Comprehensive Planning Activity by County



 Planning Commission
Established and Active
 Commission Established
but Inactive

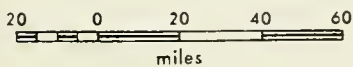


Staffed Planning Agencies



● Single County Agency

1-12 Multi-County Agency - See the Following Page for Identification



STAFFED PLANNING AGENCIES

1. Rock Valley Metropolitan Council
2. Northeastern Illinois Planning Commission
3. Bi-State Metropolitan Planning Commission
4. Tri-County Planning Commission
5. Southwestern Illinois Metropolitan Area Planning Commission
6. Greater Wabash Regional Planning Commission
7. Greater Egypt Regional Planning and Development Commission
8. Embarras Regional Planning and Development Commission
9. Southeastern Illinois Regional Planning and Development Commission
10. Northwest Illinois Regional Council of Public Officials*
11. West Central Illinois Regional Council of Public Officials*
12. Mississippi-Ohio Valley Regional Planning and Development Commission*

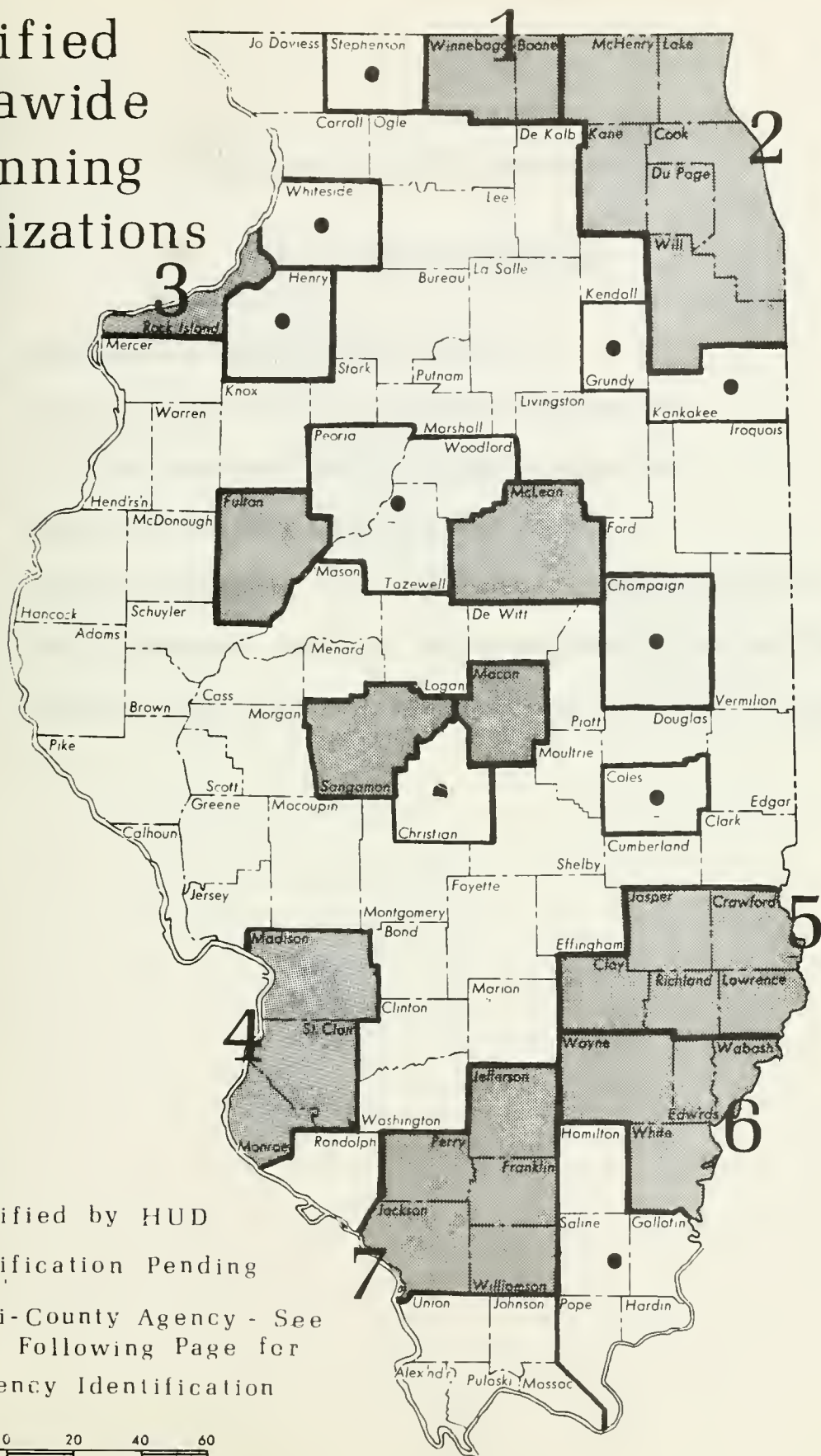
*Staffing Pending




STATISTICAL PLANNING AGENCIES

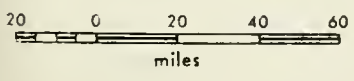
1. Hook Valley Metropolitan Council
2. Northwestern Illinois Planning Commission
3. St-Charles Metropolitan Planning Commission
4. Tri-County Planning Commission
5. Southwestern Illinois Metropolitan Area Planning Commission
6. Greater Wabash Regional Planning Commission
7. Greater Egypt Regional Planning and Development Commission
8. Indiana Regional Planning and Development Commission
9. Southeastern Illinois Regional Planning and Development Commission
10. Northwest Illinois Regional Council of Public Officials
11. West Central Illinois Regional Council of Public Officials
12. Mississippi Ohio Valley Regional Planning and Development Commission

Continuing to be...

Certified Areawide Planning Organizations



-  Certified by HUD
-  Certification Pending
-  Multi-County Agency - See the Following Page for Agency Identification



AREAWIDE PLANNING ORGANIZATIONS

Multi-County Agencies

1. Rock Valley Metropolitan Council
2. Northeastern Illinois Planning Commission
3. Bi-State Metropolitan Planning Commission
4. East-West Gateway Coordinating Council
5. Embarras Regional Planning and Development Commission
6. White, Edwards, Waleash, Wayne Regional Planning Commission
7. Greater Egypt Regional Planning and Development Commission

MEMORANDUM FOR THE RECORD

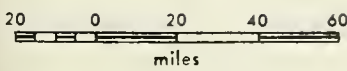
Regional Development

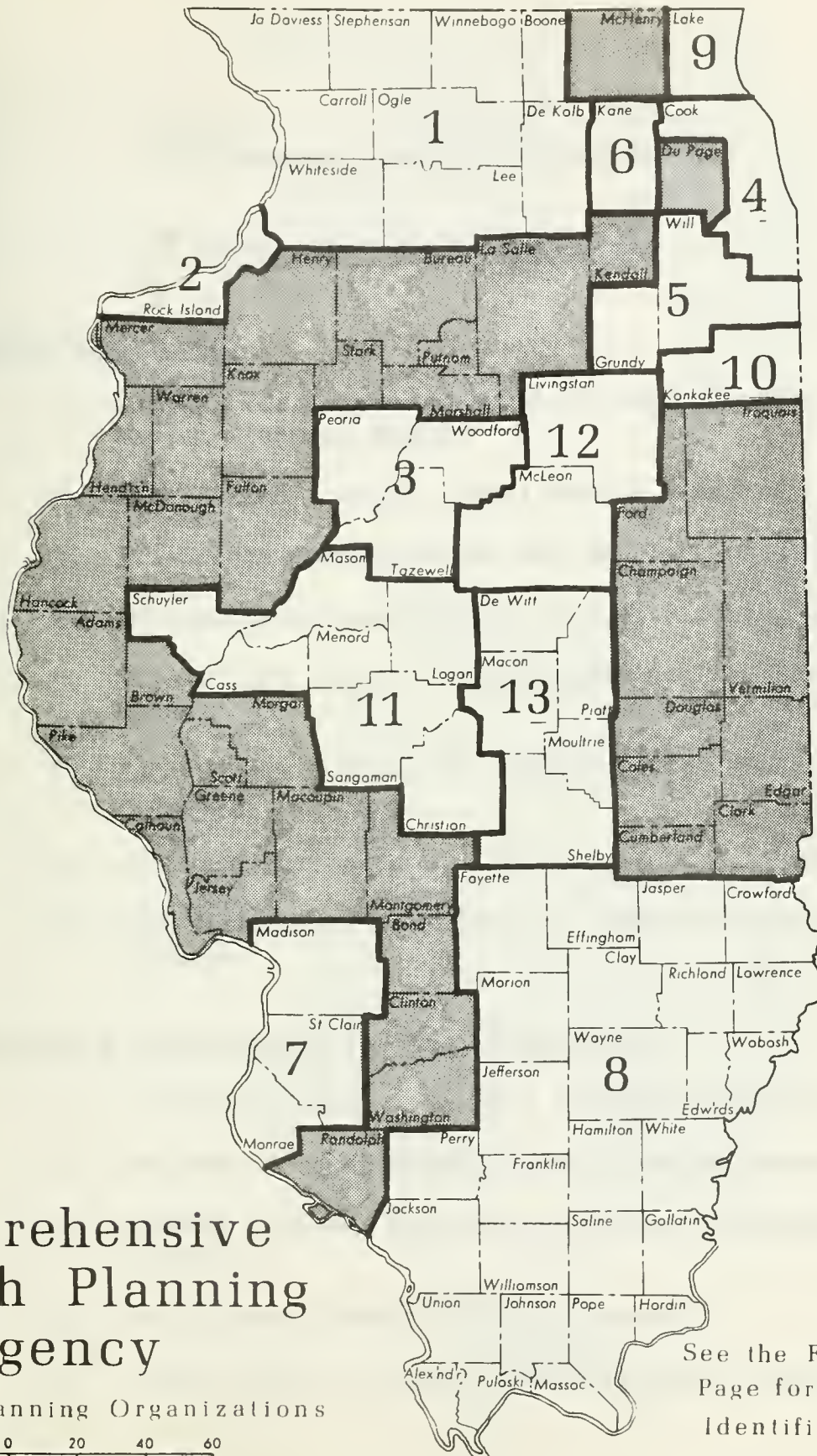
- 1. Regional Development Council
- 2. Regional Development Commission
- 3. Regional Development Board
- 4. Regional Development Council
- 5. Regional Development Commission
- 6. Regional Development Board
- 7. Regional Development Commission

Continuing Urban Area Transportation Studies



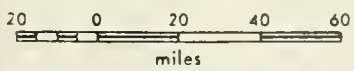
 SMA Area





Comprehensive Health Planning Agency

Health Planning Organizations



See the Following
Page for Agency
Identification

COMPREHENSIVE HEALTH PLANNING AGENCY

Health Planning OrganizationsApproved and Funded

1. Council for Community Services Comprehensive Health Planning Board
2. Rock Island - Scott (Iowa) Health Planning Council
3. Tri-County Comprehensive Health Planning Council
4. Metropolitan Comprehensive Health Planning Council
5. Will-Grundy County Comprehensive Health Planning Council
6. Kane County Council for Comprehensive Health Planning
7. Alliance for Regional Community Health (ARCH)
8. Health Services Coordination Program for Southern Illinois

Organized (Incorporated) for Health Planning

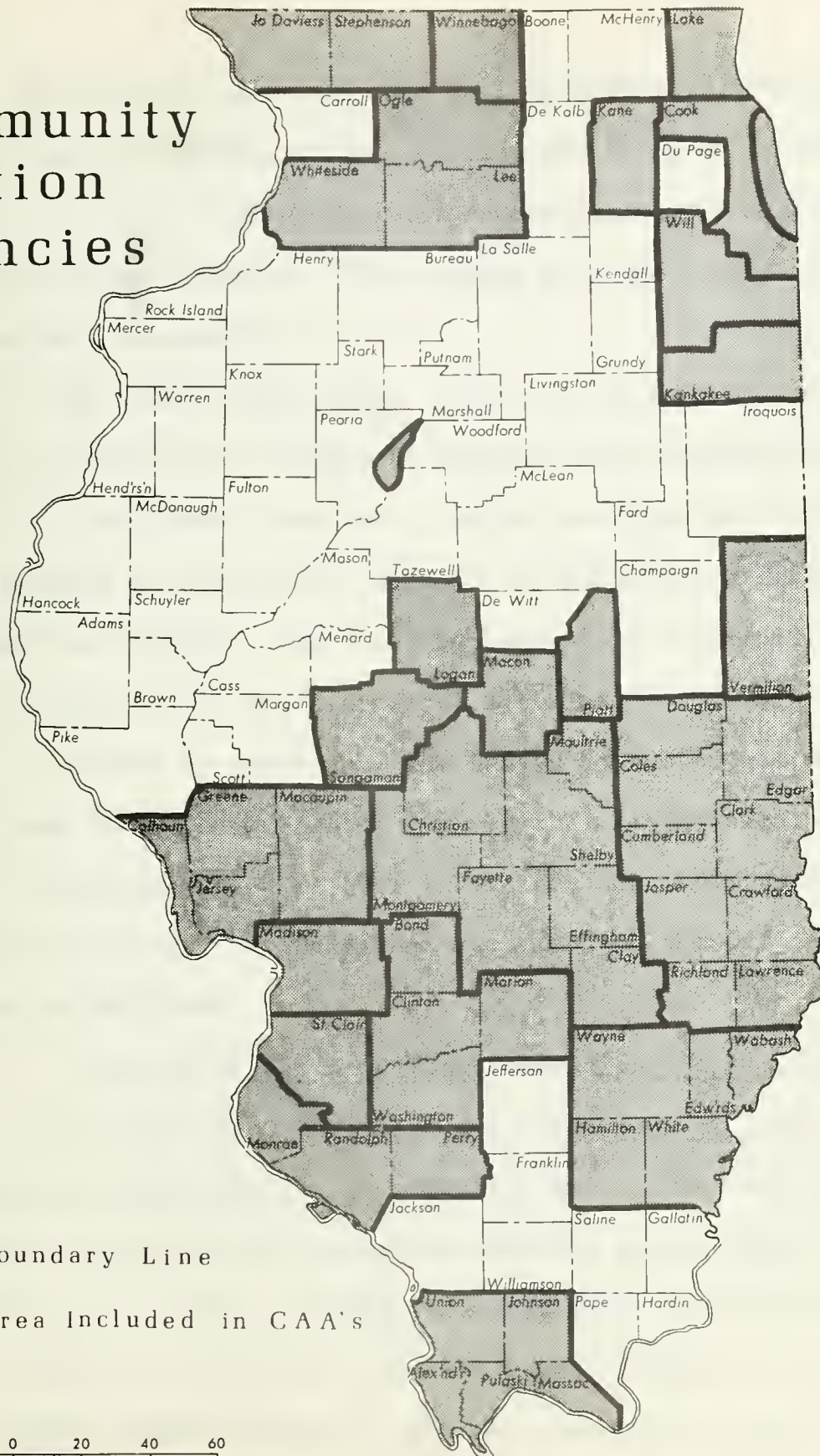
9. Lake County Health Service Planning Committee
10. Kankakee Comprehensive Health Planning Council
11. Central Illinois Comprehensive Health Planning Council
12. Mid-Illinois Health Planning Council
13. South Central Illinois Health Planning Council

UNITED STATES DEPARTMENT OF THE INTERIOR

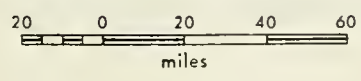
Public Lands Administration

1.	Public Lands Administration - General	1
2.	Public Lands Administration - Bureau of Land Management	2
3.	Public Lands Administration - Bureau of Reclamation	3
4.	Public Lands Administration - Bureau of Indian Affairs	4
5.	Public Lands Administration - Bureau of Geographical Names	5
6.	Public Lands Administration - Bureau of Land Management - Alaska	6
7.	Public Lands Administration - Bureau of Land Management - California	7
8.	Public Lands Administration - Bureau of Land Management - Colorado	8
9.	Public Lands Administration - Bureau of Land Management - Idaho	9
10.	Public Lands Administration - Bureau of Land Management - Montana	10
11.	Public Lands Administration - Bureau of Land Management - Nevada	11
12.	Public Lands Administration - Bureau of Land Management - New Mexico	12
13.	Public Lands Administration - Bureau of Land Management - Oregon	13
14.	Public Lands Administration - Bureau of Land Management - Utah	14
15.	Public Lands Administration - Bureau of Land Management - Wyoming	15

Community Action Agencies



— Boundary Line
 ■ Area Included in CAA's



The attached chart and the following observations about state agency planning and programming are designed to aid a regional planning commission understand the planning process of these state agencies. This should make possible more effective cooperation.

As the chart makes clear, there are significant variations in approach to regional planning or programming among the four functional agencies. The two coordinating agencies are engaged in the state's approach to formulating first and second tier regions. As a result, they do not exhibit the same variations as the functional agencies.

It should be noted that the Bureau of the Budget does not have direct contact with any regional or municipal groups. Any information which it uses in regional analysis would be obtained through the functional agencies and the Office of Planning Analysis.

1) In each of the four functional agency cases, there is a state-wide plan, and there are also plans at city, county, and/or regional levels. Conservation has a state-wide plan which is organized for reporting purposes by the first tier regions. The state planning and programming for recreation also includes the plans of several types of special districts, including forest preserves, park and conservancy units.

The following is a list of the names of the persons who have been appointed to the various positions in the office of the Secretary of the State of New York, and who have taken the oath of office and qualification.

SECRETARY OF STATE
 JOHN W. ALBANY
 DEPUTY SECRETARY
 JOHN W. ALBANY
 CLERK OF THE OFFICE
 JOHN W. ALBANY

CLERK OF THE OFFICE
 JOHN W. ALBANY
 CLERK OF THE OFFICE
 JOHN W. ALBANY

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 JOHN W. ALBANY
 CLERK OF THE OFFICE
 JOHN W. ALBANY

Transportation has a state-wide plan but the principal planning and programming occurs in the first tier regional offices. In addition, each county and each city over 5,000 population has a transportation plan coordinated with the state plan. Each metropolitan area has an urban area comprehensive transportation plan. Where transit districts exist their transit plan would be coordinated with the state-wide plan.

Transportation has the most extensive and coordinated planning and programming activity which is based upon the long experience with highway planning and coordination with metropolitan planning.

Health has a state-wide health policy plan, and by regions will have policy and program plans for health care. Regional Health Planning Units will plan for state regions; Program Planning units will plan for subregions. Like the transportation regions, health planning units will ultimately cover all counties of the state.

Human Relations has a state-wide policy plan and, like Health, program planning is decentralized from the state level. However, only certain cities, counties and multi-county units are engaged in community action agency planning.

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2) The functional plans and programs of cities, counties, or special districts are essential to state planning for Conservation, Transportation, and Human Relations.

From the point of view of regional planning agencies and other comprehensive planning agencies, this means that the functional planning units are at the same level or may be concerned with portions of the territory of a regional plan commission.

Conservation as a matter of policy allocates the responsibility for open space planning, program, and action to forest preserve, park, and conservancy districts within urban counties. Therefore, open space planning for many comprehensive planning agencies involves close relations to the special districts and only indirect relationships with the State Conservation Department.

Transportation has formal working relationships with comprehensive planning agencies in metropolitan urbanized areas. Similar relationships for rural multi-county planning are contemplated.

Human Relations poverty planning is in the hands of locally sponsored community action agencies. As coordinating units for the poverty programs there could be a direct relationship to regional planning for social objectives.

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3) Conservation and transportation have specialized sub-state districts. Transportation retains the highway districts as administrative units while shifting planning and programming functions to the first tier regional structure. Both the regional and district offices will have multi-modal responsibilities.

Conservation has different administrative districts adapted to efficiency of scale for parks, fish and wildlife, and conservation areas. These are not planning and programming districts.

In addition, Conservation has defined a series of physiographic regions for survey and analysis purposes. These would in some respects be more effective planning regions than the first tier regions, but the Conservation Department is prepared to define its formal plan and program by first tier regions.

4) Transportation and Health have interstate regional requirements for functional reasons. Because of the urban structure at metropolitan centers along the states' borders, interstate urban transportation units are required. This is both logical and, by federal guidelines, required.

Health has similar requirements for interstate planning regions because of the concentration of facilities on one side or the other of the state line.

Federal relationships for such interstate planning regions are complicated by the fact that Iowa and Missouri are in a different federal region.

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Agency	Federal		State		Sub-State			Regions		Municipalities		Special Districts	
	Agency	Inter-Region	Inter-State	State	Admin Dist	Study Area	1st Tier	2nd Tier	Multi-County	County	County	City	Various
Advisory	U.S. Dept. of Commerce			Statewide	Several Districts	Urban & Rural	Regional						Forest Park, South Oconee, & City of Albany
Administrative	U.S. Dept. of Commerce	Urban Areas	West & East Urban Areas	Multi-Modal Trans. Plan	Hwy. Maint. District		Planning Unit		Urban Area Comprehensive Trans. Plan	Hwy. Unit	Street Depts.	Transit Districts	
Research	U.S. Dept. of Commerce	Urban Areas	West & East Urban Areas	WV Agency Based Policy Plan			Planning Program	Program Planning Unit					
Transportation	U.S. Dept. of Commerce			Poverty Policy Plan				CAAS		CAAS	CAAS		
Urban	U.S. Dept. of Commerce			Fiscal Policy & Program							Charter Special Issues Office		
Urban Planning and Analysis	U.S. Dept. of Commerce			State Policy Plan			Planning Coordination	Planning & Programming APO'S	Comprehensive Planning Units				

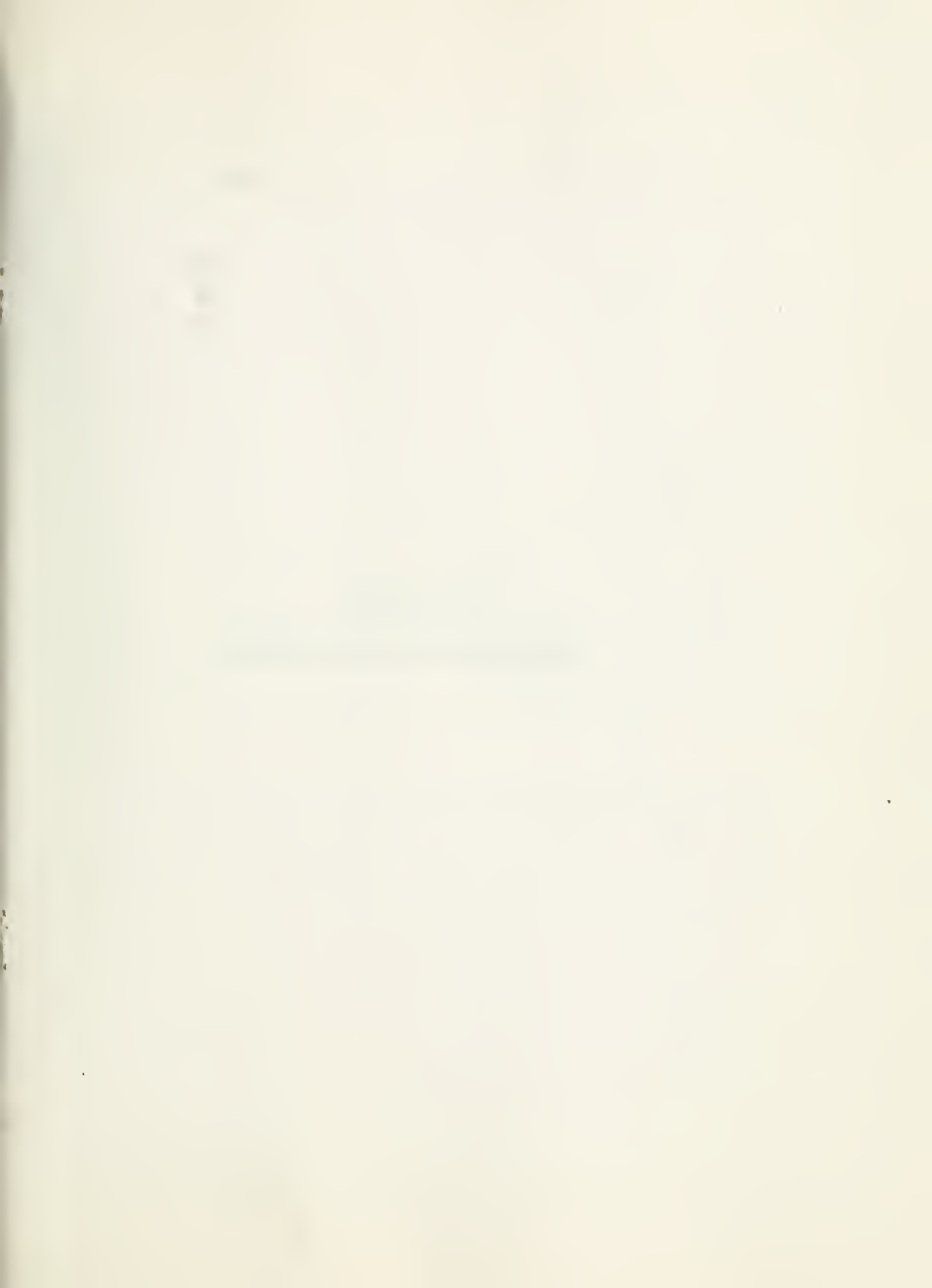
Variables of Regional Structure

Statewide Coverage

Non-Statewide Coverage

Unit Not Yet in Existence

Non-Planning Unit



SECTION III

FINDINGS AND RECOMMENDATIONS

THE HISTORY

OF THE UNITED STATES

OF AMERICA

As noted in Section I, this study has been directed towards identifying potential expanded roles for regional planning agencies in association with state agencies' pursuit of their responsibilities. For the immediate future, regional planning agencies may find this report useful as background information for use in ordering their activities. The staff and commission might review the descriptive material found in Section II, and identify for themselves activities which they might realistically undertake in support of specific state agency programs. To facilitate this examination of the report's findings, some of the activities which might be undertaken by RPC's are suggested in the following pages.

A second approach toward strengthening the contribution of RPC's to the state planning process could be taken by the Department of Local Government Affairs in consultation with state agencies. DLGA could counsel with specific state agencies to determine activities which might be undertaken cooperatively with RPC's. At the same time, consistent policies as to the contractual or other relationships with RPC's could be defined. Some of these might be put into operation in the near future even though some subregions of

As noted on page 10, the study has been directed towards identifying potential transferable policies for regional planning agencies in order to assist in their development. The study has been directed towards identifying potential transferable policies for regional planning agencies in order to assist in their development. The study has been directed towards identifying potential transferable policies for regional planning agencies in order to assist in their development.

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A second approach to the study is to identify the contribution of RPO's to the state planning process could be raised by the Department of Local Government Affairs in consultation with state agencies. This could be done by identifying the contribution of RPO's to the state planning process could be raised by the Department of Local Government Affairs in consultation with state agencies. This could be done by identifying the contribution of RPO's to the state planning process could be raised by the Department of Local Government Affairs in consultation with state agencies.

the state still lack RPC's. Others might have to wait until a statewide system of RPC's or Areawide Planning Organizations is established.

Before offering our recommendations, it seems appropriate to consider why increased involvement of the RPC's in the planning activities of state agencies is important. Our findings suggest that increased interaction between state agencies and RPC's would offer benefits to both in carrying out their missions. The general nature of these benefits can be broken down into three categories:

1. greater responsiveness to varied local situations
2. greater perspective on issues/problems and solutions
3. greater efficiency in the use of available personnel.

At this time, both state and federal governments are taking on more planning functions and are initiating more programs than ever before. Such centralization of certain planning activities clearly has many virtues. It can result in a more comprehensive objective view of needs, problems and opportunities for effective action. Because more resources, both financial and technical, can be brought to bear on existing problems, the fragmentation and local inadequacy

The first of these is the fact that the
the results of the study are in general
is essential

It is also necessary to consider the
to consider the various aspects of the
planning activities of this group as
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activities of the group as a whole
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can be seen from the following
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that results in inaction or in uncoordinated and conflicting actions can to some degree be avoided. Theoretically, at least, the woods, not just the trees, can remain in view.

Centralization of certain planning functions has also appeared to be necessary because of the many other tasks which local governments are expected to perform. Hard-pressed to keep up with administrative and maintenance tasks, these units seldom have had either the will or the ability to "plan" in any very comprehensive way. Such planning as has been done is chiefly land use-oriented.

But just as this centralization is not without its virtues, it also is prey to certain difficulties. Partially in order to avoid constant clashes over very specific policies and programs, state and regional planning, where it exists at all, is often rather broad in nature. But increasingly, specific decisions and actions are needed. Specific action, by its nature, involves localities and individuals. And only planning decisions, no matter how broadly conceived, ultimately affect local institutions, governmental and otherwise. This fact suggests that localities and their institutions need to have some direct or indirect input into any more centralized planning process whether aimed at producing broad or specific policies.

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 ... in any way, however, not only in such planning as
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 ... relatively simple local institutions, governmental and
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 ... centralized planning process would be needed to produce
 ... the following.

For obvious reasons, direct inputs from local levels to all planning efforts at the regional or state levels are impractical. Some intermediate level must be found. The emergence of numerous professionally-staffed county and multi-county RPC's suggests that these could provide the needed intermediate level, familiar with local data needs and conditions, but still able to view these with more perspective than that usually possessed by purely local institutions. Through close working relationships between RPC's and state agencies, the interests and needs of local units could potentially be incorporated into the statewide planning process.

The second benefit which would result from increased state-RPC interaction is increased perspective on issues, problems, and appropriate solutions. The essential premise behind this assertion is that the most realistic and effective planning can be achieved only when the agency attempting to plan clearly understands the context within which plan implementation must take place.

The distinction between this benefit and the first may seem subtle; but in reality they are quite different. For example, having a clear perspective on local issues, problems,

The primary reason cited for the lack of progress in all planning efforts is the lack of a clear, unified, and coordinated approach. The various agencies involved in the process are not working together in a coordinated manner. The lack of a clear, unified, and coordinated approach is the primary reason cited for the lack of progress in all planning efforts. The various agencies involved in the process are not working together in a coordinated manner. The lack of a clear, unified, and coordinated approach is the primary reason cited for the lack of progress in all planning efforts. The various agencies involved in the process are not working together in a coordinated manner.

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etc., does not necessarily imply that a forthcoming plan will attempt to resolve all these. It simply means that any planning will be done in the light of these. They will be taken into consideration.

Thus, increased perspective can be seen as basically meaning increased knowledge about the planning context. Increased knowledge about state agencies' goals and intentions would help the RPC's see more clearly the statewide context within which their efforts will take place. For the state agencies, the RPC's could provide the needed regional, subregional and local perspectives, important particularly for those agencies where principal planning activities are centralized at the state level.

The third way in which increased participation of the RPC's could strengthen the statewide planning process is through the increased efficiency in use of available personnel and other resources which could result from greater use by state agencies of the statistical data, projections and other kinds of information about local areas which the RPC's possess or could best develop. In the course of their planning activities, the RPC's acquire much knowledge which could be directly employed by state agencies, allowing them to

The following are the main findings of the study:

1. The study shows that the majority of respondents are in the age group of 18 to 30 years. This indicates that the study is primarily focused on the young population.

2. The study also shows that the majority of respondents are male. This suggests that the study is primarily focused on the male population.

3. The study shows that the majority of respondents are from the urban areas. This indicates that the study is primarily focused on the urban population.

4. The study shows that the majority of respondents are from the state of California. This suggests that the study is primarily focused on the state of California.

5. The study shows that the majority of respondents are from the state of California. This suggests that the study is primarily focused on the state of California.

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concentrate their limited resources on policy-making, program-development, and coordinative activities. This more efficient distribution of planning activities would strengthen the quality of the overall planning process.

A side benefit to be derived from closer working relationships between the RPC's and state agencies might be the strengthening of all agencies' public images. If any agency is effectively to perform the tasks assigned to it, it must have the support of public and private institutions. This support is likeliest to be forthcoming when an agency builds a solid reputation for both efficiency and effectiveness in the public interest.

The present views held by the public and by other governmental bodies with regard to the RPC's and the state agencies are as varied as the agencies themselves. Some well-established agencies are widely-acknowledged as both effective and influential, while others, particularly those which have only recently emerged, do not command a like respect. In the case of a relatively new agency, its scope of activity may not yet be clearly defined, and its actual accomplishments and effectiveness open to question. Closer coordination of all agencies' activities cannot but help to improve the chances for effective action.

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The roles assigned to county and multi-county RPC's have not always been well-defined, and their integration into statewide planning efforts often has been minimal. But, as the remainder of this report suggests, opportunities for constructive action and interaction do exist, with the potential for enhancing both the efficiency and effectiveness of both state agencies and RPC's.

The first step in the process of
 identifying the cause of the
 problem is to determine the
 symptoms and the conditions
 under which they occur. This
 information is then used to
 develop a list of possible
 causes. The next step is to
 test each of these causes
 individually to see if they
 can reproduce the problem.
 Once the cause has been
 identified, the next step
 is to develop a plan of
 action to correct the
 problem. This plan should
 take into account the
 underlying cause of the
 problem and the conditions
 under which it occurs.

SECTION IIIA**ROLES FOR REGIONAL PLANNING COMMISSIONS**

Data Collection and Analysis

Within the present and near-future context of planning and programming activities at state, regional and subregional levels, it seems clear that the RPC's can play a much more important role as a source and disseminator of information. In this regard, three roles can be delineated: primary data-gatherer and analyst, central data interface, and information disseminator.

In the role of primary data-gatherer, the RPC collects and perhaps analyzes raw data, then makes it available to any other agencies wishing to use it.

The information needed by state agencies might be divided into two classes, general and special. General information might be defined as that which is useful to a wide variety of state and local agencies or organizations. Demographic information, socio-economic studies, and land-use data all fall into this class. Because this information is directly useful to the RPC's in their own planning efforts, most RPC's have or want to acquire it.

Special information is that needed by only one or two functional planning agencies; it would include things like inventories of health care facilities or key truck-traffic

Data Collection and Analysis

Within the program of research, the data-gatherer and programming activities at state, regional, and subregional levels, it seems clear that the RFP's can play a very important role as a source and disseminator of information. In this regard, these roles can be delineated as primary data-gatherer and analyst, central data repository, and information disseminator.

In the role of primary data-gatherer, the RFP collects and perhaps analyzes raw data, then makes it available to any other agencies wishing to use it.

The information needed by state agencies can be divided into two classes: general and special. General information might be defined as that which is useful to a wide variety of state and local agencies or organizations. Demographic information, such as population statistics, and use data will fall into this class. Special information is directly useful to the state in state and federal planning. RFP's have or want to acquire it.

Special information is that needed by only one or two departments or agencies; it would include things like information on state and federal planning or other specific

generators. Because of its more specialized nature, the RPC's are less likely to have acquired such information in the course of their duties. However, they might gather it at the request of a specific state agency, perhaps under contract to that agency.

These two categories might be described as "raw" data. Other sorts of data, such as projections and needs surveys, requiring a large analytical element, are also needed. While projections are a relatively traditional form of RPC activity, needs-surveys are not, but are increasingly needed by both state and regional agencies in their attempt to make their plans and programs more responsive to the problems of a given region or subregion.

The organizational level of the state agency to which the RPC would be chiefly responsive in its information-gathering capacity varies from state agency to state agency. Both Transportation and Conservation are highly concerned with the development of a state plan, at the state level. In contrast, GOHR's and CSHPA's most detailed planning efforts are accomplished largely by organizations at the regional or subregional levels, as are those associated with Urban Area Transportation planning (although in each of these

cases, the state level as well would find the data useful in evaluating and coordinating regional or subregional plans and programs).

Another variation is found in the RPC's themselves. Staff size and quality, past experience in planning, and variations in size and complexity in the regions, all affect the ability of an RPC to supply the needed data or analysis. The lack of RPC's in some parts of the state suggests that, for the moment at least, the state agencies would have to continue to do some primary data-gathering on their own, although perhaps on a much-reduced scale.

The second role for the RPC is that of central data interface between other information-gatherers at the local and subregional level--special districts, for example--and the state agencies needing their data. Here the RPC would not actually do the primary data-gathering, but might serve to consolidate it and provide some preliminary analysis before passing it on to state agencies requesting it.

The role of central data interface might also work in reverse, suggesting a third role for the RPC's that of subregional communicator/disseminator of information about state agency policies, plans and programs to interested local

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governments, organizations and citizens. This role would seem to be particularly helpful with regard to those state agencies which centralize plan-making activities at the state level. For such agencies, the RPC's might help to insure that local units understand the directions in which the state is attempting to move. Even when the state agency has a strong regional unit, the RPC's might serve to inform a broader range of persons and institutions than would be likely to have frequent contact directly with the state agency's regional unit.

It is important to recognize that while the RPC's can presently or potentially provide much information useful to the state agencies, these agencies differ radically in the sophistication of their present mechanisms for data-gathering and analysis, and in the organizational level at which certain kinds of information are most needed. No single information system is likely to serve all agencies equally well. Transportation, for example, already has well-developed procedures for information acquisition; Conservation, by contrast, is only now developing an inventory and updating system. While both of these need information for regional activities, each also has or is developing a strong centralized planning capability.

government, organizations and citizens. This role would be to be particularly helpful with regard to those states which which centralize plan-making activities at the local level. For such agencies, the NRC's right help to ensure that state units understand the directions in which the state is attempting to move. Even when the state agency has a strong regional unit, the NRC's might serve to inform a broad range of persons and institutions than would be likely to have frequent contact directly with the state agency's regional unit.

It is important to recognize that while the NRC's presence or potentiality provide much information to the state agencies, those agencies differ widely in the sophistication of their present mechanisms for data collection and analysis, and in the organizational level at which such kinds of information are most needed. In those instances where a system is likely to serve all agencies equally well, information, for example, already has well-developed procedures for information management; conversely, in instances where only one department or agency has a data system, the lack of data will be a problem for other agencies. It is important to be aware of these differences in order to ensure that the NRC's role is most effective.

In the case of Health, which illustrates a new planning operation and a new and still incomplete statewide system, most information will be needed at the regional and subregional levels where most planning will take place. However, in the organizations emerging at these levels, information requirements are not yet clearly delineated.

Department of Conservation

The Department of Conservation (DOC) now collects and analyzes most of its own data on a regional basis. However, DOC strongly feels the lack of an adequate information system, and sees potentially important roles for the RPC's as basic building blocks in such a system. First, they could make and maintain the needed inventory of subregional facilities, to be combined at the state level to yield regional and state inventories. DOC also feels that the RPC's could be extremely helpful in identifying local needs, problems and potentials. Information on subregional environmental quality and socio-economic factors also is needed.

Secondly, the RPC's could help develop five-year projections of local special district facilities acquisition and development activities. If RPC's statewide did all such

projections, they would be more likely to be more realistic and of more uniform quality than they are at present.

Thirdly, the RPC's might serve to more effectively communicate DOC's policies to the local special districts. Because of the great number of these districts, the level of communication between them and the DOC has not been adequate.

DOC is trying to develop state funding for local recreation planning. This procedure, already practiced in New York, Minnesota, Wisconsin and California, could provide the funds necessary for the RPC's to take a more active role in the provision of data and projections (as well as in other activities). DOC is also willing to help local special districts apply for federal money, some of which might be used to reimburse RPC's.

DOC feels that subcontracting certain of its data-related tasks to the RPC's is both appropriate and potentially feasible. The RPC's would not be expected to take a larger role without such funding.

Department of Transportation

Much of the data collection and analysis for Continuing Urban Area Transportation Planning in any metropolitan area

... protection, and these are the things which are being done...
... and also to make sure that they are all covered...
... finally, the fact that the work is being done in a very...
... communication BOC's policies for the local agencies...
... Because of the great number of local agencies, the fact of...
... communication between them and the BOC has not been adequate...
... BOC is trying to develop some funding for local...
... tion planning. This procedure, if it were continued in...
... York, Minnesota, Wisconsin and other states, would provide the...
... funds necessary for the work to be done in more local...
... the provision of data and procedures (as well as the other...
... activities). BOC is also willing to help local...
... districts study the federal money, and which would be...
... used to reimburse RPD's...
... BOC feels that although the...
... tasks of the RPD's is not...
... feasible. The RPD's would not be expected to take...
... role without some funding.

Measurement of Performance

Most of the time...
... when the...
... the...
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is already being done by the area's RPC(s). The RPC's tasks have been worked out informally, not defined by federal or state law. Special designation of the RPC's as key data collectors in this planning, with appropriate funding, would regularize and strengthen the existing situation.

There is increasing need for reliable socio-economic and land use data and projections for metropolitan and other areas. The need for such data is not restricted to the Urban Area Transportation Planning process, but common to most functional areas.

If DOT's subregions ultimately mesh with the RPC's jurisdictions, the RPC's might well serve as principal data gatherers for the larger state transportation planning process, as well as for Urban Area Transportation Planning.

Comprehensive State Health Planning Agency

Basically, detailed comprehensive health planning will be a regional and subregional process, and the RPC's key roles with regard to data collection or any other part of the planning process will be in cooperation with organization at these levels, rather than at the state level.

Subregional program planning units and regional health planning councils will need general information of the types

the first part of the year, the work has been done by the State and the local authorities. The work has been done in a systematic way, and the results have been very satisfactory. The work has been done in a systematic way, and the results have been very satisfactory.

The work has been done in a systematic way, and the results have been very satisfactory. The work has been done in a systematic way, and the results have been very satisfactory. The work has been done in a systematic way, and the results have been very satisfactory.

The work has been done in a systematic way, and the results have been very satisfactory. The work has been done in a systematic way, and the results have been very satisfactory. The work has been done in a systematic way, and the results have been very satisfactory.

CONCLUSION

The work has been done in a systematic way, and the results have been very satisfactory. The work has been done in a systematic way, and the results have been very satisfactory. The work has been done in a systematic way, and the results have been very satisfactory.

The work has been done in a systematic way, and the results have been very satisfactory. The work has been done in a systematic way, and the results have been very satisfactory. The work has been done in a systematic way, and the results have been very satisfactory.

often possessed by the RPC's. Additional special studies, e.g., needs-surveys, will be needed, and the RPC's might contract to do these. Federal and state policies support such subcontractual arrangements, but these would also have to be worked out with local health providers and other local financial supporters of the CHPA's.

A key problem at the moment is that CHPA's often don't know what data RPC's possess or plan to acquire. Improved communications would benefit both sides; each has limited resources, but may possess or acquire data useful to the other. Since so many of the CHPA's are in a relatively embryonic state, and have little or no established data-gathering capability, mutual development of a complementary data system would be mutually beneficial.

If health program planning units (now CHPA's) and RPC's eventually conform to uniform subregional boundaries, pursuant to the state's delineating these, the ability of the RPC's to act as the basic data providers for the CHPA's would depend chiefly on the CHPA's ability to provide the necessary funding.

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If health programs ...
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ending

Governor's Office of Human Resources

Information on future population and socio-economic levels, employment conditions, geographic areas likely to experience growth or change, all are needed by the Community Action Agencies, and by the state in its long range planning. Increased contacts between the RPC's and CAA's, starting with mutual data concerns, would help to pave the way for greater cooperation with regard to policy planning and programming.

Bureau of the Budget

At present, the RPC's might provide BOB with needed information on local taxing and funding procedures. However, it appears that at the moment most data specifically associated with functional areas must come from the functional agencies themselves. If in the future BOB decides to conduct fiscal analysis on a geographical as well as functional basis, the opportunities for interaction with the RPC's would increase. But under the present functional budgeting practices, BOB cannot effectively use such information submitted on a regional or subregional basis.

Government's Policy on Unemployment

Information on the number of unemployed persons, and their characteristics, is available from the Department of Labour, and from the various departments of the Government. The Department of Labour, and the various departments, are also responsible for the collection and dissemination of information on the unemployment situation. The Department of Labour, and the various departments, are also responsible for the collection and dissemination of information on the unemployment situation.

Unemployment in the Republic of Ireland

At present, the Republic of Ireland is experiencing a high level of unemployment. The unemployment rate is estimated to be around 15%. This is a significant increase from the level of unemployment in the Republic of Ireland in the early 1980s. The unemployment rate is estimated to be around 15%. This is a significant increase from the level of unemployment in the Republic of Ireland in the early 1980s. The unemployment rate is estimated to be around 15%. This is a significant increase from the level of unemployment in the Republic of Ireland in the early 1980s.

Office of Planning and Analysis

Because OPA's planning information system is still under development, the RPC's potential roles within such a system are unclear. However, if a system of wall-to-wall sub-regional areawide planning organizations (including many present RPC's as APO's) emerges, these will probably have a role in data collection and maintenance. In turn, it is clear that the RPC's-APO's will benefit from OPA's compilation and analysis of regional and statewide data.

Policy Planning

The RPC's potential roles with regard to the policy-planning activities of state agencies and their regional units are not as well-developed as those relating to information. Nonetheless, there do seem to be some opportunities for beneficial action.

A key problem in delineating these roles is that so far little detailed policy planning has been done by state agencies. This has been largely because of the need for agency personnel to respond to the pressing demands of on-going and emerging programs. However, in most cases, fairly

Reference is made to your memorandum of 11/15/54 regarding the proposed change in the title of the position of Chief Clerk of the Office of the Secretary of the Board of Directors of the Federal Reserve Bank of New York. It is noted that the proposed title is Chief Clerk of the Office of the Secretary of the Board of Directors of the Federal Reserve Bank of New York. It is suggested that the title be changed to Chief Clerk of the Office of the Secretary of the Board of Directors of the Federal Reserve Bank of New York.

Chief Clerk

The title Chief Clerk of the Office of the Secretary of the Board of Directors of the Federal Reserve Bank of New York is a title which has been used in the past. It is suggested that the title be changed to Chief Clerk of the Office of the Secretary of the Board of Directors of the Federal Reserve Bank of New York. It is noted that the proposed title is Chief Clerk of the Office of the Secretary of the Board of Directors of the Federal Reserve Bank of New York. It is suggested that the title be changed to Chief Clerk of the Office of the Secretary of the Board of Directors of the Federal Reserve Bank of New York.

detailed policy plans are now underway, in response to the requirements of federal programs.

Therefore, the question is not so much how the RPC's could profitably be fitted into an essentially strong and well-developed operation, but rather how the RPC's might help the state agencies to get moving with the business of efficient and responsive policy planning. Four roles suggest themselves.

The first role, that of information-provider, has been already discussed. This role is particularly important during the early stages of policy planning, but also would be useful during periodic re-evaluation and revision of state plans.

A second potential role with regard to policy planning would be to evaluate and review drafts of state and regional plans. The purpose of this interaction would be to get feedback reflecting local and subregional concerns and needs. Such feedback would enhance the chance for responsive state policy plans.

A third role is that of plan coordinator. Particularly for those agencies with strong regional and subregional organizations, this role would serve to integrate functional area policies with the full range of other policies for regional

The first part of the report deals with the general situation in the country and the progress of the work done during the year. It is followed by a detailed account of the various projects and schemes undertaken, and a summary of the results achieved. The report concludes with a statement of the financial position and a list of the members of the committee.

The committee has during the year been very busy with its work, and has succeeded in carrying out a large number of important projects. The most important of these are the following:

1. The establishment of a new department of research in the field of...

2. The organization of a series of lectures on...

3. The publication of a new book on...

4. The holding of a conference on...

5. The appointment of a new member to the committee.

The committee is very pleased to have been able to carry out these projects, and is confident that they will be of great benefit to the country. It is also pleased to have received the support and assistance of the Government and the public.

The committee is now planning to carry out a number of other projects during the next year, and is confident that it will be able to do so successfully. It is also planning to hold a conference on...

The committee is very grateful to the Government and the public for their support and assistance, and is confident that they will continue to do so in the future.

and subregional development. Here, greater direct participation of the RPC in policy planning would be quite in order, since the policies in question would be directly aimed at the region/subregion served by the RPC.

A fourth role exists chiefly with regard to the state Office of Planning and Analysis. Charged with the development of an overall policy plan for state development, OPA plans to solicit regional suggestions to help in developing the plan. As the state system of regions and subregions is clarified, RPC's-APO's may have the opportunity to provide direct policy guidance to the state. What further effect this might have on functional agencies' policies and programs is uncertain at this time.

The state of Georgia offers an interesting example of another way in which RPC's, or their representatives, might affect the state policy-making process. The Georgia Regional Executive Directors Association acts, on occasion, as a pressure group to influence both state plan-makers and state legislators. At least partly because of this group's influence, regional agencies are usually consulted as part of the state plan-making process. Illinois has a similar group, the Regional Planning Directors of Illinois, and it might play a similar role as state policy planning develops further.

Department of Conservation

DOC wants the level of government most directly responsible to the principal users of recreation facilities to play a major role in the development of policies affecting these facilities. At the subregional level, most facilities come under the jurisdiction of the special districts. At present, these districts may be aided by the local RPC in plan preparation, but RPC assistance is not routine.

If the RPC's act as DOC's principal subregional contacts, as suggested earlier, their assistance to special districts would be likely to result in better coordination of state and local policies. It would also facilitate the integration of local recreation/conservation policies with other policies for overall subregional development.

Greater contact with the special districts would also allow RPC's to more knowledgeably represent local recreation needs and concerns to DOC. In this respect, RPC's would be the logical substate units to review and evaluate proposed state conservation and recreation policy plans.

Department of Transportation

In the Urban Area Transportation Planning process, the Metropolitan Policy Committee, composed of local elected

officials, is the key policy-making body. Close coordination of this body with the RPC is needed to avoid or minimize conflicting transportation and land use policies affecting the same geographical area. To implement this coordination, at least one representative of the RPC might sit, as an observer, on the Policy Committee's deliberations.

Comprehensive State Health Planning Agency

Detailed health policies are, or will be, made chiefly at regional and subregional levels, making very direct coordination of these with the full array of other policies for the area a possibility. It should be noted that CHPA's and RPC's are in no way "competing" bodies in the way that an RPC and a Transportation Policy Committee may be. Instead, each pursues quite separate, if related, categories of planning. Thus a key role for the RPC is to help the health agency understand the policy context within which its specific policies will function. As with transportation, this coordination and information role might be facilitated by having a representative of the RPC on the Advisory Council of the CHPA.

Governor's Office of Human Resources

As with health planning, the RPC's key roles with regard to the Community Action Agencies are those of review and coordination of policies affecting the same geographical area. As in the case of the CHPA's, CAA's and RPC's are not "competing" units; the RPC's generally have not done human resources planning. But close coordination of such planning with that for other aspects of subregional development, particularly economic development, is of critical importance.

Bureau of the Budget - Office of Planning and Analysis

The key task here is to relate regional and subregional goals and objectives to statewide planning and development. While little direct interaction with BOB can be envisioned at this time, OPA does want inputs from subregional to the development of its state policy plan. So far this has been done only on a "catch as catch can" basis. As state policy planning develops further, mechanisms to insure regular inputs from all subregions will be needed.

It would, of course, be unrealistic to expect any state policy plan to be merely a compilation of regional and subregional inputs. OPA is charged with being the overall policy

Government's Office of State Planning

As the state planning commission, the office will be responsible for the overall coordination of the state's economic development. It will be responsible for the preparation of the state's economic development plan, and for the coordination of the state's economic development efforts. It will also be responsible for the coordination of the state's economic development efforts with the federal government and other state agencies.

Director of the Bureau of Economic and Financial Affairs

The key task of the Bureau of Economic and Financial Affairs is to provide the state with the information and analysis needed to make sound economic and financial decisions. The Bureau will be responsible for the collection, analysis, and dissemination of economic and financial data. It will also be responsible for the preparation of reports and studies on economic and financial issues. The Bureau will also be responsible for the coordination of the state's economic and financial efforts with the federal government and other state agencies.

planning body, and should be expected to take considerable, even bold, initiative in the determination of policies concerning state development. But for OPA to be effective, its policies and those of the subregions will have to be closely coordinated.

PROGRAMMING

Typically, program planning has constituted the bulk of state agencies' planning activities. Today, despite the increased emphasis on policy planning, the programming function is as important, and as entrenched, as ever. State agency personnel often report that the size and on-going nature of the programming operation consume time badly needed for long range policy planning efforts.

The organizational level at which most programming is done varies from agency to agency, but as with the other planning activities the essential dichotomy is between programming centralized at the state level, and that decentralized to regional or subregional units. The Department of Conservation illustrates the former model, while the Comprehensive State Health Planning Agency illustrates the latter.

In those agencies where the program planning function is solidly entrenched and centralized at the state level, it is

planning staff, and would be expected to take considerable
over half, attention in the organization of and over 500-
certain areas development. But for 1974 to be effective, the
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coordinated.

PROGRAM

Typically, program planning has concentrated the primary
state, regional, planning activities. Today, despite the
treatment separate on policy planning, the programmatic factors
is as important, and as comprehensive, as ever. State energy
department of the report that the state and on-going nature of
the program, including operation control time study a need for
long range policy planning efforts.

The organizational level at which most programming is
done varies from agency to agency, but as with the other
planning activities the essential methodology is between pro-
gramming, particularly at the lower level, and that generally
lead to regional or subregional units. The department of
Construction illustrates the former model, while the Gas
problems have local planning agency illustrates the latter.
It does appear that the former is more common among states
which emphasize on construction of the water level, if it

difficult to envision any direct contributions that the RPC's might make, apart from the already-mentioned suggestions with regard to information and policy planning. Improved interaction in these areas should ideally provide the background for better program planning as well. But direct inputs from the RPC's into the state programming process seem likely only to complicate, rather than to improve, that process.

On the other hand, RPC's do have an important role as program coordinator within their jurisdictional areas. Some RPC's (those designated Areawide Planning Organizations by HUD) already are charged with program review responsibilities under the A-95 review mechanism. This role is particularly important with regard to the Office of Planning and Analysis. OPA relies upon APO designated RPC's to relate and coordinate programs and services provided by both state and substate organizations/agencies with respect to the goals and needs of each region's communities, and to the declared goals and needs of Illinois as a whole. Further expansion of this coordinator role beyond A-95 review requirements may be desirable or imperative as the number and scope of federal, state and local programs partially operative in a region or subregion expand. Coordination mechanisms that might be

difficult to establish the direct relationship between the work
 right and the right to be free from discrimination and harassment
 with respect to the exercise of the right to work. The
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 Some, likely only as a consequence, have been found that
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On the other hand, the NLR's data on discrimination cases is
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 OPA relies upon the NLR's data on discrimination and harassment
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 organizations/agencies with respect to the staff and
 of each region's communities, and the NLR's data on
 needs of labor as a whole. Further expansion of data
 conditions and beyond the NLR's data on discrimination and
 statistics on employment in the public and private sectors
 state and local government and industry. It is
 important to note that the NLR's data on discrimination and harassment

developed by APO's include investment strategies and land use control mechanisms for use in the APO's multi-county jurisdictional areas.

Where the RPC has A-95 review authority, regional units of such state agencies as the Comprehensive State Health Planning Agency might be able to assist the RPC's in their A-95 review process in matters related to specific functional areas. The A-95 process would stay centralized with the RPC.

The situation is somewhat different for those state agencies with strong or quasi-independent regional or sub-regional units. In the case of the Department of Transportation, the RPC's are already involved in the programming activities associated with the Urban Area Transportation Studies. Interaction has been much more limited in regard to the areawide Comprehensive Health Planning Agencies and the Community Action Agencies, but at least one potential RPC role can be identified in relation to these.

While the RPC's lack the specialized expertise to involve themselves with the more specialized aspects of, for example, health planning, most do possess general planning expertise that the CHPA's and CAA's might put to good use. The RPC's basic involvement in programming might occur after program objectives and resources had been identified, and consist

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chiefly of helping the agencies apply basic planning concepts and techniques needed to operationalize their program objectives. The RPC's role would essentially be that of a planning advisor which would help turn objectives and policies into workable programs. The role of planning advisor may need to be only a temporary one. In the case of health, at least, the state agency's current proposal is eventually to have technical assistance, presumably including planning assistance, available to subregional health planning units through both the state and regional organizations. At the moment, however, the regional technical assistance units do not exist. Several of the existing subregional units are still struggling to get established, and other subregions' units have not even begun to emerge. Until the final state-wide organization emerges and is adequately staffed, the interim assistance of the RPC's could be most useful.

Evaluation

Periodic evaluation of the adequacy of present plans and programs includes analyses of both efficiency and effectiveness.

Since in many instances fully developed long range plans have not yet emerged, plan evaluation is not presently one of

chiefly of helping the agencies apply basic planning concepts and techniques needed to operationalize their program plans.

The KRC's role would essentially be that of a planning advisor which would help turn objectives and policies into workable programs. The role of planning advisor may need to be only a temporary one, in the case of health.

At least, the state agency's current program is essential to have technical assistance, preferably including planning assistance, available to subregional health planning units through both the state and regional organizations. At the moment, however, the regional technical assistance units do not exist. Several of the existing subregional units are still struggling to get established, and other subregional units have not even begun to emerge. Until the final state-wide organization emerges and is adequately staffed, the technical assistance of the KRC's could be most useful.

Evaluation

Periodic evaluation of the adequacy of present program and progress include analysis of both activities and results.

Since in our program the technical assistance units have not yet been fully established, it is necessary to have the periodic evaluation of the program.

the active elements of the planning process. In the future, however, functional agencies plan periodically to evaluate both efficiency and effectiveness, and presumably to revise plans and programs in accordance with their findings.

Outside evaluation of plan and program effectiveness constitutes a part of the feedback so essential to the on-going planning process. The Bureau of the Budget presently is the only "outside" agency providing program evaluation to state functional agencies on a regular basis. BOB analyzes program efficiency from a fiscal standpoint. The most viable evaluative role for the RPC's would be their review and analysis of plans and programs while still in draft form. Drafts might regularly be sent to the RPC's for their review and comment. Here, the RPC's role would be essentially the same as that identified in the section on program planning. In this role, their orientation to the needs and programs of specific subregions would appear to be an asset rather than a constraint.

Evaluation of specific problems, on an incremental basis, might also be possible, since the RPC's encounter these in the course of their own planning, programming and implementation activities. Such evaluation might take the form of informal memoranda or merely conversations with the

The other elements of the planning process, in particular, however, functional aspects of the plan, such as the objectives, both structural and administrative, and measures of review, plans and programs in accordance with these features.

Outside evaluation of the plan and process should be considered a part of the research in relation to the ongoing planning process. The success of the whole process is the only criteria, agency providing program evaluation as a functional measure of a regular basis. The analysis program of research from a fiscal standpoint. The same view

evaluative role for the FIC's could be that the review and analysis of plans and progress while still in their early stages might be sufficient to the FIC's for their review and control. Here, the FIC's role would be essentially the same as what identified in the section on program planning. In this case, their attention to the review and progress of specific programs would appear to be in great need for a connection.

Particular of certain problems, or in connection with, might also be possible, since the FIC's resources, though in the course of their own planning, assessment and review, and the FIC's role would be essentially the same as what identified in the section on program planning. In this case, their attention to the review and progress of specific programs would appear to be in great need for a connection.

appropriate state agency officials. Any such cross-talk would be of significant help to the state agencies in their own evaluative activities by giving them additional perspective on the implications and effects of their plans and programs.

RPC's, to perform any evaluative activity, must clearly understand the concerns, goals and objectives of the state functional agencies. Evaluation based on a misunderstanding of these will at best be only marginally relevant.

SECTION III B**REQUIREMENTS FOR EFFECTIVE COOPERATION**

The preceding sections have identified a number of existing and potential cooperative arrangements between state agencies and RPC's. The following pages record several considerations which need to be kept in mind if more effective cooperation is to be achieved.

1. Any attempts for greater interaction between state agencies and RPC's must be built on a solid understanding of the following agency or RPC characteristics:
 - a. Responsibilities: Each agency is legally charged with carrying out certain activities. To avoid any misunderstanding about the "right" of agencies to pursue certain activities, agency responsibilities should be made clear at the outset.
 - b. Concerns: An agency's concerns might be described as "where its heart is." Concerns are formally expressed in statements of goals and objectives, but there may be underlying concerns less explicitly voiced but no less important.

The committee has been instructed to report on the progress of the work done during the year 1900. The committee has the honor to acknowledge the interest and assistance of the various departments of the Government in the execution of its duties. It has also the honor to acknowledge the assistance of the various departments of the Government in the execution of its duties.

The committee has the honor to acknowledge the interest and assistance of the various departments of the Government in the execution of its duties. It has also the honor to acknowledge the assistance of the various departments of the Government in the execution of its duties.

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- c. Constituencies: Theoretically, of course, each organization is responsible to the entire public of the geographical area it serves. But politically and practically, constituencies differ. The essential question here is, to whom must an agency be especially responsive in order to survive?
- d. Competence: Maximum efficiency in the structuring and operation of the statewide planning "system" should be built on the identification and use of each planning organization's unique competence and expertise.
- e. Principal limitations: The local or state political situation, special constituencies and the lack of money, time, or expertise, all constrain organizations in different ways. State agencies and RPC's need to realistically assess their own limitations and those of the organizations with which they particularly wish to interact more closely.

1. The first part of the document is a letter from the Secretary of the State to the President, dated the 10th of January, 1865. It contains a report on the progress of the war, and a request for the President's approval of the proposed peace terms.

2. The second part is a letter from the President to the Secretary of the State, dated the 12th of January, 1865. It contains the President's response to the Secretary's report, and his approval of the proposed peace terms.

3. The third part is a letter from the Secretary of the State to the President, dated the 15th of January, 1865. It contains a report on the progress of the war, and a request for the President's approval of the proposed peace terms.

4. The fourth part is a letter from the President to the Secretary of the State, dated the 17th of January, 1865. It contains the President's response to the Secretary's report, and his approval of the proposed peace terms.

5. The fifth part is a letter from the Secretary of the State to the President, dated the 20th of January, 1865. It contains a report on the progress of the war, and a request for the President's approval of the proposed peace terms.

6. The sixth part is a letter from the President to the Secretary of the State, dated the 22nd of January, 1865. It contains the President's response to the Secretary's report, and his approval of the proposed peace terms.

7. The seventh part is a letter from the Secretary of the State to the President, dated the 25th of January, 1865. It contains a report on the progress of the war, and a request for the President's approval of the proposed peace terms.

8. The eighth part is a letter from the President to the Secretary of the State, dated the 27th of January, 1865. It contains the President's response to the Secretary's report, and his approval of the proposed peace terms.

9. The ninth part is a letter from the Secretary of the State to the President, dated the 30th of January, 1865. It contains a report on the progress of the war, and a request for the President's approval of the proposed peace terms.

10. The tenth part is a letter from the President to the Secretary of the State, dated the 31st of January, 1865. It contains the President's response to the Secretary's report, and his approval of the proposed peace terms.

It is particularly important that state agencies clearly understand the present limitations of regional comprehensive plans and programs. Existing chiefly by virtue of essentially voluntary local government support, although with federal incentives, RPC's often have been severely limited in their ability to implement plans and policies. However, certain comparable limitations apply to individual state agencies as well.

2. There is a need for flexibility in approach to the several state agencies. By now, it should be apparent that a rigid approach to working relationships with all state agencies is impossible, because of each agency's different organization for planning. Also, agencies are in different stages of developing long range plans and coordinated programming. For example, the Department of Conservation has only recently organized its long range planning efforts, while the Department of Transportation inherits many years of experience in very competent highway planning.

In the preliminary reports that were
submitted to the Government in 1951
and 1952 the Department of Agriculture
stated that the situation in the
Northwest was satisfactory and that
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change in the situation.

3. All agencies need to have an adequate information base from which to plan. Needed information includes not only basic statistical data but also information on current public and private planning and development efforts throughout the state. In this regard, OPA has delineated ten functional areas about which information should be gathered, and is in the process of assembling initial statistical data.
4. A full-time RPC staff is a prerequisite for increased interaction. RPC's whose "staff" consists only of a lay commission plus consultants cannot be expected to play an increased role in on-going state functional planning efforts.
5. The capabilities of the RPC's varies significantly. Some units are relatively new, while others, like the Northeastern Illinois Planning Commission, have ten or more years of established work behind them. Some agencies are operating with only one or two professionals, while others have five, ten or more on their staffs.
6. Most RPC's need more adequate staffing. Without this, their commitment to increased activities might

3. All agencies should be held to the highest standards of efficiency and economy. The fact that the Federal Government is the largest employer in the country does not justify the expenditure of excessive funds on salaries and benefits. The Federal Government should be held to the same standards of efficiency and economy as the private sector. The Federal Government should be held to the same standards of efficiency and economy as the private sector.
4. A Federal Reserve Bank staff is a prerequisite for the successful operation of the Federal Reserve. The Federal Reserve Bank staff should be held to the highest standards of efficiency and economy. The Federal Reserve Bank staff should be held to the highest standards of efficiency and economy.
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decrease their effectiveness in their areas of principal concern. An RPC's spreading itself too thin would diminish its ability to produce solid in-depth plans and programs for its areas of principal responsibility.

7. If the RPC's planning activities are to be broadened, the RPC's funding base must also be broadened. Direct state grants, following Georgia's example, and contractual arrangements with state agencies, would help to provide the broadened economic and political base needed to pursue consistent interaction with the various functional agencies.

Federal funding is often unpredictable and always fragmented, although in time, revenue-sharing may provide a more predictable source of RPC revenue. Also, the availability of federal program funding in certain functional areas has quite logically resulted in a "warping" of supposedly comprehensive planning efforts to fit available funding sources and requirements. An RPC's "grantsmanship" capabilities, and the resulting awards of funds, have played a key role in determining priorities. This situation is seldom

conducive to the maintenance of on-going planning activities. Activities intended to be on-going should be funded in an on-going manner.

8. As far as possible, the goals and objectives of any increased interaction should be identified, and the likelihood of their achievement realistically assessed. While it is tempting, and perhaps accurate, to say that in functional areas like health and human resources, any positive interaction would constitute an improvement over the present situation, the search for interaction should not proceed blindly.

This study suggests that certain objectives are believable. Unfortunately, as with any planning effort, the failure to achieve unrealistic objectives may obscure the fact that very real benefits may have been achieved, although they were not those most clearly identified at the outset.

9. Along the same line, the mutuability of benefits from interaction must be clear. One cannot reasonably expect any state agency or RPC to pursue interaction in which it is only the giver. While agencies may

contribute to the maintenance of an orderly situation
and to the realization of the objectives of the
policy. It should be understood that the
policy is intended to be a long-term one.

6. As far as possible, the goals and objectives of the
increased international growth in investment, and the
liberalization of international trade and
payments, while it is necessary, and perhaps
essential, to say that international growth is
essential and human progress, and positive
international relations are important to the
present situation, the need for international growth
is not passed directly.

This study suggests that certain objectives
be particularly important, as with the
effort, the effort to achieve international objectives
may ensure the fact that any such effort
have been achieved, although they have not
not clearly identified as the course.

7. Along the same line, the possibility of
the international growth is clear, and
effort and the need to call to the
in which it is not the only one.

see themselves as servants of the public, they do not often relish the thought of being each other's servants, unless some benefit(s) will accrue to them as well.

10. Cooperative working arrangements will depend on mutual concern and commitment. An RPC's agenda will tend to be limited in scope by local concerns and the perspective of local values. Effective cooperation outside that scope may be difficult to achieve.

Such constraints may apply to specific functional areas as well as to those issues of regional or national concern which are not perceived to be important in local eyes. For example, if RPC's view their function as essentially physical planning and guidance of land development, working relationships with Community Action Agencies or Comprehensive Health Planning Agencies may be very difficult to forge. This is especially true where the agencies' constituencies differ radically in their socio-economic status or political philosophy.

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11. Last but not least, lasting cooperation is contingent upon all agencies' understanding that planning for any geographical area legitimately encompasses physical, economic and social concerns. This is the whole pie, of which individual agencies take inter-related pieces. The historical dominance of the physical planning and economic development functions should not be allowed to obscure that fact.

III. The first part of the paper is devoted to a general
 discussion of the problem of the development of the
individuality of the individual. It is shown that
physical, economic and social conditions play a
 role in the development of the individual. The
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SECTION IIIC**CONCLUSION**

More than many states, the State of Illinois is a remarkably differentiated surface. Its urban areas range in nature from the Chicago Metropolis to the thriving "dispersed metropolis," of Central Illinois, to the small southern Illinois towns serving as urban centers for sizeable but economically-depressed hinterlands. Rural land runs the gamut from premium grade agricultural land to so-far unuseable strip-mined wasteland. "Upstate" is very different from "downstate", but neither term tells very much about the variety of people, economic conditions and geographical phenomena each encompasses.

The planner or elected official seeking to serve Illinois' citizen better is confronted with no easy task. He soon learns what we have tried to show--that the array of organizations charged with attempting to plan for this diversity itself constitutes another level of diversity. Between these organizations, great differences in outlook, organization and resources are axiometric. Yet there is increasing agreement on at least one thing: more and better planning is needed not only to cope with present problems, but especially if Illinois is to move toward a future in which the state's physical, economic and social needs are well-met.

The first step in the process of planning is to determine the overall goals and objectives of the organization. This involves a thorough analysis of the current situation and a clear understanding of the future vision. Once the goals are established, the next step is to develop a strategic plan that outlines the major initiatives and programs that will be implemented to achieve these goals. This plan should be flexible and adaptable to changes in the environment.

The planning process is an ongoing one, and it is important to regularly review and update the plan as needed. This involves monitoring progress, evaluating performance, and making adjustments as necessary. The planning process is a key component of effective management, and it is essential for the success of any organization.

In addition to the strategic plan, organizations should also develop tactical plans for each major initiative. These plans should be more detailed and specific, outlining the resources, personnel, and timelines required for each project. The tactical plans should be closely aligned with the strategic plan and should provide a clear roadmap for the implementation of each initiative.

The planning process is a complex one, and it requires a high level of coordination and communication. It is important to involve all relevant stakeholders in the planning process, and to ensure that everyone has a clear understanding of the organization's goals and objectives. The planning process is a key component of effective management, and it is essential for the success of any organization.

It would indeed be pleasant to be able to report that through our examination of a sample of Illinois' planning activities, we have been able to discover and outline a series of steps which, if followed, would make of the RPC's and state agencies a coherent whole, a true planning "system" of components which would work together to produce the mutually-supportive plans which Illinois and every other state so badly need. However, as this report has shown, the attainment of such goal, viewed in even the most optimistic terms, appears to be well into the future.

Nonetheless, there presently are places in the planning process where increased interaction between planning organizations appears to be both possible and mutually profitable. In this regard, we hope that our views and suggestions will prove to be useful and that, in fact, greater mutual concern and interaction are feasible. The evidence, however incomplete, suggests that they are.

What next steps might be taken, and by whom? Clearly, the state agencies, for their part, should try to insure that all RPC's are aware of the directions in which the former are trying to move. Some of the RPC's, most appropriately those which are relatively well established and well-staffed, might take the lead in exploring new approaches to interaction--

It would indeed be essential to be able to report
 that through the examination of a sample of Illinois' financial
 statements, we had been able to discover and explain a
 series of steps which, if followed, would lead to the
 and these agencies a common wheel, a time-saving system
 of operations which would work together to produce the
 necessary-conditions for Illinois and every other
 state to build itself. However, as this report has shown, the
 situation of our state, viewed in over the past century
 which, we are to be with the future.

Therefore, there possibly are places in the financial
 records where a certain correlation between planning figures
 relations appears to be both possible and actually profitable
 in this regard, we hope that our time and suggestions will
 prove to be useful and that, in fact, a better method of
 and organization will be possible. The evidence, however, is
 given, suggests that there are

That best steps must be taken and we must consider
 the state agencies, the state part, should be to know how
 it will be able to do this in order to make the financial
 records in every part of the state, and particularly in
 those and relations, will be possible and profitable with
 the use of funds as explained and suggested in this report.

demonstration projects, if you will. If these prove to be successful, they might be tried elsewhere with adaptations reflecting the very real differences in dominant subregional concerns and needs. Good communications between RPC's will be essential. It is important that the experimental venture of one RPC be familiar to the others, and its success or failure be carefully analyzed so that the others may profit from the experience.

Finally, we hope that this study may serve as a jumping-off point for a more detailed analysis of the kinds of possibilities we have suggested. As background materials for further study, both the Department of Local Government Affairs' study of RPC's, and the Office of Planning and Analysis' study of state agencies' planning activities should prove to be immensely useful.

generalization suggests that the model is not a simple
 representation of the world. The model is a complex
 system that is designed to simulate the behavior of
 the system it represents. The model is a
 representation of the system that is designed to
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