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AN ANALYSIS OF THE ORGANIZATION OF THE BOSTON PLANNING AGENCY

by

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ABSTRACT

AN ANALYSIS OF THE ORGANIZATION OF THE BOSTON PLANNING AGENCY

by Marshall Kaplan

Preceding the analysis of the Boston Planning Agency, the generic planning processes (research, goal formulation, programing, implementation and feedback) were correlated with the many defined planning functions. While suggestive of organizational relationships, the similarity between the planning process and the planning function does not necessarily prescribe a definitive structure. However, even though the administrative structure may not exactly parallel the defined planning functions or correspond nominally with the steps involved in the planning process, it is important that the latter be incorporated within the organizational framework.

Certain administrative norms relating to both structure and management processes were utilized in this study. It was recognized that certain qualities associated with the planning process and function mitigated their complete applicability. However, these standards together with the generic process did provide a stage on which it was possible to analyze the Boston Planning Department.

In essence, the Boston Planning Board has not succeeded in adequately fulfilling any of its primary tasks.

1. To define goals and policies
2. To interpret the planning function
3. To act as a client vis a vis the staff
4. To protect the planning function and process from the "evil" machinations of the politician
5. To provide an effective liaison between the citizen and the expert

Furthermore, because of the lack of communication between the Board and Staff, and the lack of a defined relationship between the planning staff and the Mayor, the Department is both isolated from political realities and, at times, prevented from influencing day to day decisions made by line departments. Since the governmental structure in Boston is based on a strong Mayor system, it would (considering the less than adequate achievements of the Board)be wise to make the Planning Department directly responsible to the Mayor's office.

There were many noticeable deficiencies in the internal structure of the department. These related to: (1) the failure to give due recognition to the integrity of the planning process; (2) the failure to define adequately the functions of each division. In general, the coordination of the programs of the department was inhibited by structural defects. Several, detailed suggestions were made to improve the formal organisation. Primarily, however, it was proposed that the department should be organized by purpose with the major differentiation between divisions being that of time.

Human beings breathe life into any organization. The latter represents, in fact, not only formal lines of authority, and division of functions, but personal skills, attitudes, desires, and loyalties.

There was, with only few exceptions, evidence of a lapse of leadership on all hierarchical levels, together with a complete breakdown of communication between different scalar positions and divisions. Lack of a consistent departmental program also inhibited efforts at coordination. Detailed proposals were put forth relating to: (1) formation of policy; (2) the communication network; (3) administrative processes; (4) improvement of staff morale.

If planning is to be really effective in coordinating the physical development of the city, it must influence the making of decisions pertaining to the community. In order to do this, two way communication must be established with the various publics and the numerous city departments. Several recommendations were made to improve the Planning Department's rapport with both the community and other city departments.

In conclusion, it was emphasized throughout the thesis that the functional organization of the staff, the allocation of duties and responsibilities, lines of authority are interrelated with and equally as significant as the problem of recruiting and holding enough professionals.

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May 21, 1960

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CHAPTER I

The primary objective of this thesis is of course the presentation of a careful and detailed study of the organization and structure of the Boston Planning Agency. Since in a generic sense, however, organization is simply the structuring of both individuals and processes into hopefully productive relationships, any analysis of an existing organization such as the Planning Agency must be preceded by an understanding of:

1. The necessary processes involved.
2. The relationship between structure and process.

A. Process:

In general most devotees of city planning in America defined the term in relation to general physical objectives rather than as a circular process encompassing certain universal elements (e.g. research and date collection, formulation of goals and standards to achieve the latter, programing of action necessary to accomplish said goals, implementation, feedback)[1] common to any attempt at rational thought. Planning was usually for something or led towards something. Since city planning was (and still is) struggling to prove its inherent worth to communities, this attempt to identify it with value affected images, or with latent community desires probably was (and is) the proper strategy for its adherents to employ.

It must be realized, however, that planning, as implied above, be it physical, or social, or economic, is only a means albeit necessary, toward rational decision making. The associ-

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[1] The steps involved in the planning process will be elaborated in later paragraphs, pp. 2-5.

ation of adjective physical, social, or economic clothes the process with both relative and flexible boundaries, objectives and techniques; but again only the process is absolute, for without it, planning becomes fragmented and partial.

Fortunately, there is common agreement among those who have attempted to isolate and categorize the steps involved in planning. Differences do appear, but they seem to relate chiefly to nomenclature. Professor Frederick J. Adams in his study, Urban Planning Education in the United States,[1] rather successfully combines the universal process with the particular aspects associated with city planning. He states:

> City and regional planning deals with ways of guiding or controlling the use and development of land in such a way that the maximum social and economic benefit may accrue to the people of the community of region being planned, thru the improvement of the physical environment.
>
> .....
>
> "The relationship of design for physical development to the social and economic aspects of urban planning may be clarified by making a distinction between the four phases of the planning process: 1. Goal-formation; 2. Survey and analysis; 3. Plan preparation; and 4. Plan effectuation. Sound physical planning must be based on an accepted social purpose and the determination of such a purpose, therefore becomes an important first step in a planning program."

While the procedural order of the elements mentioned in the quotation of Professor Adams on the preceding page is questionable, and enumerated as they are, connote a linear

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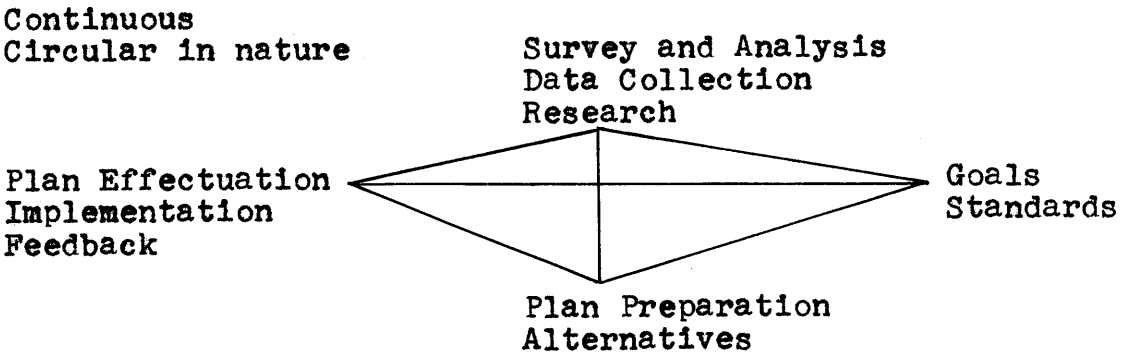
[1] Adams, Frederick J., Urban Planning Education in the United States, Concinnati, Ohio: The Alfred Bettman Foundation, 1954, p.1.

rather than what is essentially a circular process, the factors mentioned are essentially those which must be included in any description of the planning process. The latter is both continuous and, as mentioned above, circular in nature. "Finally planning works in a cyclical fashion, constantly evaluating progress towards goal achievement and furnishing the bases for re-examination and refinement of goals and programs through replanning."[1]

Planning Process



1. Research and Data Collection: The bases upon which an image of a city's future is projected is the knowledge of both the past and present. Certainly before goals, long or short range, are formulated, before the origination and implementation of programs, a detailed understanding of the city is necessary. Data relating past and present socio-economic trends must be collected and analyzed. In essence, however, the specific character and type of research will generally be dictated by the stage of the planning process to which it will be applied.

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[1] McLean, Mary (ed), Local Planning Administration (Third Edition, Chicago; The International City Managers Association, 1959), p.46.

2. Goal Formulation:[1] While the goals, which are susceptible to the influence of government policy, relating to the physical development of a specific community are finally "set" by the elected representatives of the people, it is the responsibility of the planner to articulate these goals and to express the means by which they can be achieved. In fulfilling this function, the resources of the community must be analyzed in terms of its needs, and the established goals related to each other, both cardinally and ordinally. Furthermore, standards need be created which will enable city fathers to evaluate the progress made in the implementation of agreed upon objectives. Utilizing these standards the Planning Department would then prepare a general design plan. This would portray the image of the city, as seen by the Planning Department, and would serve as a basis for detailed design programs which will

---

[1] Tugwell, in the Place of Planning in Society, eloquently describes the planner's relationship to goal formulation when on page thirty-eight he relates: "It is the destiny of the planning agency to accept from those who define the general aspirations, their definitions of what ought to be, to make this definition precise and practical...in alternative ways if there are such - and to pass the precision to the decision makers with recommendations, taking it back with such modifications, wise or unwise,...and putting it together again as commanded.: Later he states that the planner's role towards the legislature and executive (page seventy-three) is "in improving their decisions by forcing their referral to a store of memory and tradition, by relating (them) to other concurrent commitments, and by setting them solidly in the matrix of expected resources for fixed time periods ahead." (Technical Paper 7: San Juan; Puerto Rican Planning Board, 1954).

emerge during the latter stages of the process.

Goal formulation is both therapeutic and utopian. Proximate or immediate goals relating to short range development decisions, for the most part, are ameliorative in nature. On the other hand, one of the most significant roles of the planner is to present viable alternative images of the city, as it might become. Reismann, writing in Individualism Reconsidered,[1] describes this aspect of planning:

> "A utopia, I define as a rational belief which is in the long run interest of the holder; it is the belief, not in existing reality, but in a potential reality; it must not violate what we know of nature, including human nature, though it may extrapolate our present technology and must transcend out present social organization."

Later, on page eighty of the same book, Reismann, in commenting favorably on Communitas by the Goodmans, relates:

> "For they feel that the planner, by virtue of his position and skill, has a responsibility to see not only what people think they want, or have been persuaded to want, but what they might want, if they know of its possibility."

The marriage of the ideal with the ameliorative in an ordered goal system, recognizing priorities based on both the needs of the community and its resources is essential if city planning is to become a significant factor in city development.

3. Program Formulation: Once goals have been established and ordered according to agreed upon priorities and standards have been set which have been mirrored in a general design plan,

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[1] Reismann, David, Individualism Reconsidered (New York: Doubleday & Company, 1954), p.70.

programs can be developed and scheduled. It is at this stage of the process that the general is made specific, that proposals for the allocation of resources (land and capital) are made.[1]

4. Implementation-effectuation: Programs which are not capable of realization result in much wasted effort. While city planning is essentially an advisory function, the essence of the process is the production of plans, which can be implemented. Various technical devices[2] are presently available to the planner which, when accepted by the legislative branch as part of the planning function, assist in the effectuation of both long and short range plans.

5. Feedback: The comparative evaluation of actual consequences of particular plans, and recommendations is essential if planning is to be a viable and continuous function. Commitments made today may limit or even preclude future possibilities. Also, it is realized that the "components of every planning program are not equally determinate since more reliable analytical and predictive techniques exist for some than for others,"[3] and therefore it is necessary to observe systematically the causal relationships emanating from planned programs in order to revise or change proposed programs.

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[1] Hopefully after an examination of all knowledgeable alternatives and projected consequences.

[2] Official Map, Capital Improvement Programs, Mandatory Referrals, Zoning, Subdivision Regulations, etc.

[3] Branch, Melville C., Jr., "Concerning Coordinative Planning," Journal of the American Institute of Planners, XVI, No. 4, (Fall, 1960), p. 166.

Though the nomenclature is different, the processes generic to the "planning process" conveniently parallel the actual functional divisions often associated with city planning.

Process: Research		Goal Formulation	Program	Implementation
City Planning	General Research	Ordering of Objectives	Development Planning	Current and Project Planning
Administrative and Technical Services				

While suggestive of organizational relationships, the similarity between the planning process and the planning function does not necessarily prescribe a definitive structure. Shortages of personnel, additional functions, scarcity of funds, historical nuances may make it necessary to combine functions or arrange the latter in a different manner than that portrayed above. Nevertheless, even though the administrative structure may not exactly parallel the functional or correspond nominally with the steps involved in the planning process, it is important that the latter be incorporated within the organizational framework. Since the process is, as described above, necessarily an interdependent one, if exigencies prevent giving equal weight to all of its elements, each will suffer and the product (or products) will lack complete integrity.

B. Organization Principles:

While the pattern of organization in which the city planning process is enveloped does not solely determine its effectiveness,[1]

[1] Historical patterns, quality and quantity of personnel, morale, and environment affect the success of the planning process together with the organization pattern.

certainly defects in the structural anatomy will tend to negate the viability if not the integrity of the process. Recently students of public administration[1] have criticized the administrative principles enumerated by Gulick[2] and others, substituting in lieu a conglomeration of psycho-social hypotheses which derive from a behavioristic view of man.

While focusing attention on the attitudes, feelings and motives of the actual participants within an organization, Simon, Mayo, and the other administrative theorists have contributed to an understanding of the dynamics associated with organizational decision making. Furthermore, by questioning certain obvious inconsistencies pertaining to POSDCORB,[3] Simon, in particular, caused administrative theorists to reevaluate, and thereby strengthen, principles which were too often taken for granted.

In analyzing the Boston Planning Department, certain administrative norms were utilized, recognizing at all times

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[1] Simon, Herbert A., Administrative Behavior (2d Ed., New York: The Macmillan Co., 1957), 259 p.

Mayo, Elton, The Human Problems of an Industrial Civilization (2d Ed., Boston: Harvard University Graduate School of Business Administration, 1946), 194 p.

[2] Gulick, Luther, and L. Urwick, eds., Papers on the Science of Administration (New York: Institute of Public Administration, 1937), 195 p.

[3] POSDCORB is a "made up word" derived by Gulick denoting the varied tasks of an executive within an organization - Planning, Organization, Staffing, Directing, Coordinating, Reporting, Budgeting. (Ibid, p.13)

that certain qualities associated with the planning process and function may mitigate their complete applicability. As implied above, these norms are not to be taken as infallible, nor should they be mechanically prescribed in all situations, but being almost the first hypotheses, in what is growing science, they do provide both tools for analysis and a basis for later recommendations.

I. Organization - a definition:

An organization is an arrangement of individuals, processes, and functions into relationships portraying various degrees of authority and responsibility which will facilitate the accomplishment of agreed upon objectives.

A. Objectives: The ends[1] of an organization must, if it is to function efficiently,[2] be crystalized in a clear cut definite manner.

1. It is the responsibility of the elected representatives of the people to define the particular sphere of competence, the general boundaries of any organization, which it creates.
2. It is the ultimate responsibility of the director within an individual organization to refine department goals and responsibilities within the designated policy framework.

---

[1]The necessity of having a purpose is axiomatic, implicit in the words "system," "coordination," "cooperation." Without clear objectives, an organization will tend to proliferate into parts, and fragments, wasting time, skill and resources.

[2]Efficienty in terms of morale, productivity, achievement of goals.

B. Locus: Within the context of a larger organization (such as a city government) containing many subunits, in order to insure a coordinated application of effort, both the horizontal and vertical relationships existing among the various subunits should be defined formally.

C. Internal Structure and Administrative Processes:

1. Coordination[1] through structure: Structure refers to the formal allocation of authority and responsibility which in effect govern the relationships between participants in an organization. Due to the need for effective coordination of both individuals and functions, structure is most often hierarchical in nature, providing for the flow of authority, information, and materials.

a. Unity of Command: Generally there should be lines of authority running both upward and down, with ultimate responsibility vested in an individual at the apex of the structure. Each individual should know his immediate superior and for whom he, himself, is responsible.

---

[1] In effect, coordination is snyonomous with control. It is necessary in order to avoid duplication of effort, and overlapping or omission of responsibilities. Professor John Gaus in Frontiers of Public Administration refers to coordination as "the task of obtaining active consent of these persons... through the careful allocation of functions, the cooperative evolving of working policy,...making available of relative knowledge, the determination of priorities in processes and activities, the delimitation and focusing of efforts and resources, and the recruiting and canalizing of the ideas and energies of the persons in the organization. (John M. Gaus, et al, The Frontiers of Public Administration, Chicago: University of Chicago Press, 1936, p. 69.)

b. Any function within the legal sphere of competence of an organization and necessary to carry out its objectives should be assigned to a subunit within that organization. Provisions should also be made for adequate administrative and housekeeping services equal to the needs of an organization.

c. The allocation of functions within an organization should give due weight to the processes involved in fulfilling them. In effect, no single function should be assigned to more than one section. Furthermore, responsibilities allocated to any section should be clearly defined and commensurate with the authority, personnel and resources granted.

d. Responsibilities allocated to individuals should also be commensurate with both authority granted and the skills or capacity of the personnel involved. Positions of varying degrees of responsibility should be created which correspond to the work load assigned an organization. Naturally equal work should beget equal benefits.

e. Span of control: The number of individuals or sections reporting to the next level of the hierarchy should not be so large as to interfere with work processes, nor so small as to cause a proliferation of supervisors. Variables which should

be considered are: (1) caliber of the supervisor; (2) the work load assigned to both supervisor and those being supervised; (3) the degree of discretion desired; (4) the intensity and frequency of the interruptions required.

f. Consistent with the permissible span of control, there should be as few levels of actual vertical hierarchy as possible, so as to permit decentralization of decision making.

2. Coordination through Process: If the administrative structure is constructed properly, it will facilitate certain activities or processes which are quite necessary if an organization is to achieve both its principal internal function; coordination, and its external objective; the goals set for it by its creators, in this case the legislative branch.

a. Planning for Planning: It is the ultimate responsibility of the top hierarchy to subdivide[1] the major goals of an organization into sub-goals, and then assign them to the various components of the organization. Planning for planning involves determination of structure, allocation of personnel, and responsibility for the development of procedures facilitating coordination. Stated another way, "the function[2] of an executive or

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[1] This process is described in Chapter twenty of the book Public Administration written by Herbert A. Simon, Donald W. Smithburg, Victor A. Thompson (Alfred Knopf, N.Y., 1950).

[2] Appleby, Lawrence A., The Human Element in Personnel Management (Washington: Society for Personnel Administration, 1941), p.1.

supervisor is to determine specifically what he desires to have his organization accomplish (within the general purposes assigned by the legislature);[1] to measure accurately how well it is being accomplished; and to develop and provide adequate methods for bringing present organization performance up to the level required for complete accomplishment of objectives."

1. It is the responsibility of management to define internal policy in clear and concise terms.
2. It is the responsibility of management to allocate responsibilities and provide the means (authority), personnel, materials) so that policy objectives may be achieved.

b. Communication: Provisions must be made for the circulation of information, the channeling of reports, memorandum, the flow of ideas and orders in any well functioning organization. In essence, the communication network is but a series of formal and informal linkages between both different individuals and various sections within an administrative structure. A well functioning system will assist in:

1. clarifying of objectives
2. understanding of the specific work program
3. identifying individual objectives with those of the organization
4. confirming the line of authority

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[1]The words within the parenthesis are the author's.

5. coordinating the work of individuals, and sections.

c. Democratic Leadership: Given a proper communication network functioning within a well formulated administrative structure, the executive or director should draw on the ideas of each individual within his department. Policy information through the utilization of the procedures associated with a proper communication system such as staff meetings and conferences should be a collective effort, with the executive being the final arbiter.[1]

1. "Efficiency as an end is an evil, but as a bi-product of good morale it is a just reward."[2] Good morale emanates from many factors some of which are:

a. An employee should be able to feel that he is a vital part of an organization; he should be able to identify his professional behavior, and his professional goals with those of the organization. Personal identity with the agency will

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[1] In order to be a successful director, one must have the ability to coordinate groups of specialists, and act as a catalyst within the organization in stimulating the flow of ideas and information.

[2] Ibid, p. 11.

be enhanced through allowing the individual staff member to participate in structuring the goals and the programs of the agency.[1]

b. Good morale is abetted through a well structured organization[2] which facilitates the coordinative efforts of many individuals.

c. Good morale is expedited by a sense of achievement. Individuals working in an institutional environment must be made aware of the organization's results. In addition an awareness and understanding on the part of both the public and the politician of the need for planning will facilitate the achievement of good morale.[3]

d. Standards of Performance: Criteria should be available in order to evaluate the performance of an individual within an organization. This is necessary both from the standpoint of productivity and morale.[3]

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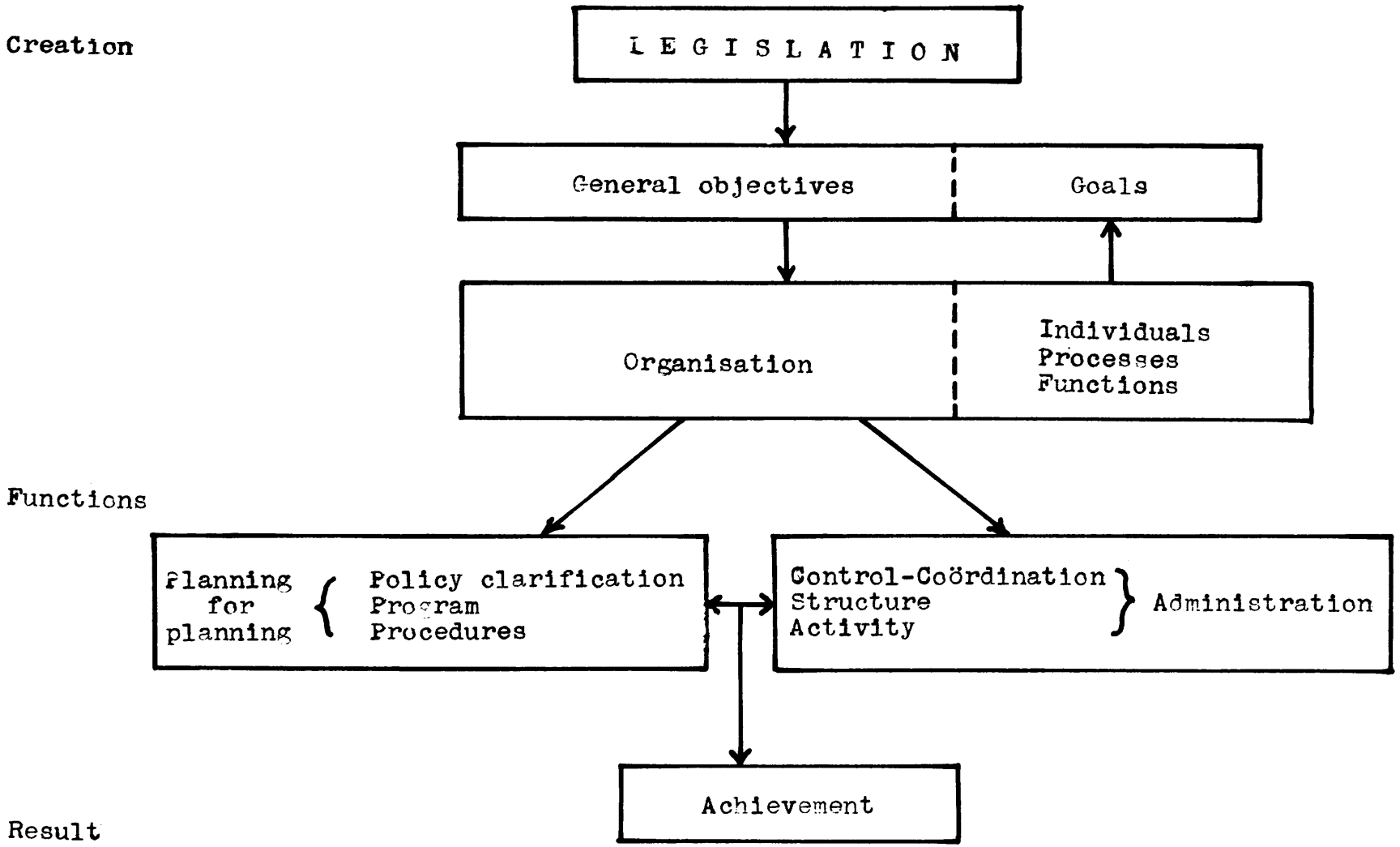
[1] The studies of Mayo and others have indicated that democratically centered leadership with the executive acting chiefly as a catalyst produces the most productive staff relationships.

[2] The communication network should parallel and confirm the hierarchy.

[3] "In addition to this, I have tried to establish the thought that good morale is an indication of sound human relationships and that the best way to build morale on the part of an individual worker is to clarify what he or she is to do, to reach an agreement as to when the job is well done, to periodically strike a balance sheet with that individual indicating where he or she stands in the opinion of the management, and to provide each individual worker with a personal improvement program indicating the help required, the source of that help, and when it is to be given." (Ibid, p. 11.)

The "benchmarks" listed above are not intended to suggest a complete enumeration of all available administrative principles. They are, however, a carefully selected, internally consistent set of norms which together with the components necessary for the success of the planning process, described earlier (pp. 2-5)provide a stage on which it is possible to analyze the Boston Planning Department.

O R G A N I Z A T I O N



CHAPTER TWO - An analysis of the Boston Planning Agency

In essence, while increasing the breadth and latitude of the planners' concern can be debated, general acceptance of what may be called the "core" functions or urban planning support the localization and identification of the latter within an administrative framework. The proper place and institutional setting for the planning function to manifest itself within an urban area, however, is still a subject open to doubt. Whether or not the above mentioned responsibilities are located in: (1) a private group composed of interested citizens; (2) a semi-independent planning department headed by a commission; (3) each line department of the municipal government; (4) a department whose director is immediately responsible to the Mayor; (5) or a directive body outside the existing institutional framework, will affect not only the image and role of the planner but quite obviously his techniques for effectuating the products of his efforts.

A. Boston Planning Board:

Presently, responsibility for city planning in Boston is located in a Board composed of nine individuals selected by the Mayor to serve for a period of six years.

Ordinance of 1952, Chapter 4:

> "There shall be in the city a department, which shall be under the charge of a board, known as the city planning board..."

Like the many earlier ordinances creating commissions in other cities, the 1952 ordinance, which amended and redefined the powers of the Board, attempted by legislation to insulate

the planning function from the influence of politics. Witness the following provisions:

1. Overlapping and lengthy terms: "On or before September 1, 1952, the mayor shall appoint nine planning commissioners to hold office for terms commencing September 1, 1952, and expiring, in the case of three commissioners, two years, in the case of three other commissioners, four years, and in the case of three other commissioners, six years, respectively, from May 1, 1952. As the term of any planning commissioner so appointed, or of any subsequent planning commissioner expires, his successor shall be appointed by the mayor for a term of six years." Thus, as is easily seen, after the terms of the original appointees under the charter have expired, new commissioners will serve a full six year term, with three members retiring every two years. Since the term of the Mayor is set at four years, he may, during his initial stay in office, appoint six members of the Board (three during the first two years and three during the last two).
2. Appointment of Chairman: Unlike many other municipalities, the city planning board and not the mayor shall elect "one" of its members as chairman and another as vice chairman.

The charter also regulates the professional[1] qualifications of at least five members of the Board.

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[1] Being a woman by implication is somehow related to having a professional background.

"...of whom at least one shall be a registered professional engineer, one a registered architect, one a landscape architect, or city planner, and one a woman."

Presently the nine members selected by Messrs Curley, Hynes, and Collins are (March 1, 1960):

	Professional Background	Term Expiring
H. Daland Chandler	Architect	May 1, 1960
Edward C. Keane [1]	Civil Engineer	
Timothy J. Regan, Jr.	Boston Edison, V.P.	
Carl Dreyfus	Insurance	May 1, 1962
Margaret Divver	John Hancock, Exec.	
Frederick A. Davis	Monument Co.-Director	
Harry Keefe	Architect	May 1, 1964
Robert McClellen	Real Estate-Law	
James F. Kelley	Insurance	

Internally there are three standing committees: Personnel, Public Relations and Budget,which are concerned mainly with administrative questions. From time to time, however, as special problems arise, ad hoc groups are formed by the chairman, but there are no study groups paralleling the major planning functions, or processes.

According to its by-laws, the Planning Board meets approximately twice a month, with informal meetings oriented towards a specific agenda scheduled periodically throughout the year.

Analysis:

The board, being an unpaid lay group, meeting only twice a month is not susceptible to the same type of structural analysis which will be later applied to the department. As defined both by charter and historical prescription, the board's functions are the following:

1. To define the goals and subsequent policy of the Department.

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[1] Chairman.

2. To interpret the planning function to the public-ambassador
3. To act as a client vis-a-vis the staff
4. To protect the planning function and process from the "evil" machinations of the politician.
5. To provide a liaison between the citizen and the expert

Defining goals and subsequent policy: The Boston Planning Board has not fulfilled this function to any significant degree. Whatever achievement towards the formation of long range goals and programs that presently exists has emanated from within the department. At times the board[1] has instigated particular studies, but the latter have been mainly the result of pressure either from the Mayor or outside interest groups.

Considering the fact that the Board as mentioned above, only meets formally twice a month, and also that individual members are involved with their own professions, it is very problematical whether the Board, even if it so desired, could possibly define a consistent set of goals or policies. Furthermore, the "real" interests of the community never were defended by a broadly representative membership on the Board. The Charter regulates the professional qualifications of at least five members of the board. The remaining individuals are presently, and have been

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[1] It is difficult to document the above, but the conclusions are based on a series of interviews both with members of the staff, the board, and informed outsiders.

in the past, representative of diverse commercial and financial interests.[1] Conservative in character, hesitant by nature, the board has certainly not innovated any bold new ideas. In fact, as implied earlier, its role has been chiefly confined to that of a censor, with most planning projects originating at the staff level.

Role as ambassador: Probably the most significant role the Planning Board could fulfill would be that of a collective ambassador representing the planning function in Boston. With the status and prestige accruing to individual members because of their identity with successful commercial enterprises and responsible professions, present board members could, if they so desired, promote a better understanding, at least among those members of the power elite--political, commercial, financial, of the planning process and function within the city. This role has been neglected, if not subverted by the present board. Both public and private statements of many of the commissioners have shown a lack of insight and understanding of even the rudimentary aspects of city planning. No doubt, the role of interpreter has been usurped by such civic groups as the Chamber of Commerce, and the Mayor's Committee of One Hundred.[2]

Role as client: As will be seen in many of the following paragraphs, it is doubtful whether the planning board, as it has

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[1] Unlike the Board of Zoning Adjustment and Zoning Commission there is no legal requirement to appoint a union member or an individual representing either social or welfare groups within Boston.

[2] The support of these groups is welcomed. However, serving as an interpreter of a public function, voluntary groups often lack the desired continuity or the necessary disinterest.

functioned in Boston, has served as the "embodiment of the client,"[1] the people living within the city. Certainly, the groups represented on the Board do not mirror the community at large, nor has the Board, in fact, contributed to the fulfillment of any of the basic roles usually attributed to a client such as the generation of mutual trust, common objectives, and confidence between itself and the staff.[2]

Board as a buffer: Protecting the Planning function and process from the influence of politics:

Perhaps the primary motivation for locating ultimate planning responsibilities in a semi-independent board composed of lay individuals was the fear, on the part of the proponents of planning, of the politician. Conceding for a time that there is some validity in the thesis that planning should be separated from the "evil" machinations of the politician, the question may be asked, just how insulated from politics is the Boston Planning Board? Based again on a series of interviews with the Staff and Board plus an intensive analysis of newspaper morgues, it has been concluded:

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[1] Adams, Howard, and Greeley, Report to the Board of City Planning Commissioners, City of Los Angeles on the Los Angeles City Planning Department (Cambridge: Adams, Howard and Greeley, 1956), p. 110.

[2] The author doubts whether the planner needs an identifiable personalized relationship similar to that existing in other professions. Certainly, the planner's client should be the whole city. However, if personification is necessary, the Mayor, representing as he does the whole community, seems far superior to a commission or board, which is not subjected to control by the people through the elective process.

1. That most board members are appointed not because of their general knowledge or interest in planning, but because of their political relationships with the present or past Mayor;
2. That most major decisions which the Board does make regarding policy are dictated, not by planning considerations but by "politics."[1] For example, both the appendage to the parking study supporting the underground common garage, and the present delay in releasing the Adams, Howard, and Greeley Report pertaining to the government center were dictated by political considerations.

Relations with the Staff: Descriptive words such as ossified,[2] conservative, dull, were used to describe various board members by individuals interviewed on the planning staff. On the other hand,[3] according to individual commissioners, planners supposedly are impractical, politically naive, and devotees of the ivory tower. Whatever the adequacy or relevance of the above descriptive phrases, they do portray a serious lack of under-

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[1] In stating this fact at this time, no value judgments are made.

[2] Those board members interviewed were reticent to express opinions about the staff. Therefore, the adjectives descriptive of the staff are the result of my own inferences received from a combination of interviews with commissioners and staff members (what staff members think board members think of them was held to be a very important indication of the failure of strong communication between the two).

[3] Over 80% of the professional staff felt strongly the Board impeded rather than facilitated the planning function.

standing and communication between the lay board and the professional, which is detrimental to the planning function in Boston.

Several steps have been taken such as allowing staff members to present their own reports to the Board to ameliorate the difficulties between Board and staff, yet much remains to be accomplished. One of the major problems has been, and still is, the inability on the part of the Board to create a continuous framework of policy. This condition has allowed the staff a degree of independence which the Board realizes is necessary but at the same time it seems to resent. In effect, this ill feeling is illustrated when staff reports are being reviewed. Instead of a presumption of validity attached to technical studies, the latter, when finally reviewed, are often subjected to detailed "screening," which at times relates even to the most insignificant items.

Once again, the major difficulty is the breakdown in communication between individuals on the board and the professional. Of course, responsibility for creating understanding does not wholly lie with the commissioners. Certainly, it behooves the planner, who is often times politically naive, to understand and relate his studies to political realities. Furthermore, if the planning process is misunderstood, it is partially the fault of the professional, whose superiority complex often resulting from his collegiate background often times prevents him from explaining technical proposals in lay terminology.

Even, however, if the above problems are remedied, proced-

ural and political realities imposed on the board prevent anything but a superficial rapprochement between the planner and commissioner. Quite specifically, appointments are governed by, as described above, political relationships, which have failed to give due recognition to necessary expertise. Furthermore, the board being conservative by nature has been reluctant to approve or initiate innovations. Finally, a part time Board, meeting only twice a month, finds it very difficult to consider and discuss all the matters it is responsible for according to legislative definition. As a result, many completed staff-studies such as the Central Business Report slated for review are tabled for many months. This procrastination does not noticeably assist in maintaining good relationships between board and staff.

Recommendations:

1. The planning board as presently constituted is an unnecessary and expensive relic. In its place should be substituted a Director of Planning at the head of a Planning Department immediately responsible to the Chief Executive. This type of structure would, in essence, allow a clear cut line of communication to the points of real decision making within the community.
2. The present planning board[1] should be reconstituted

[1]This is the proper place for an unpaid board with responsibilities such as defined in the sentences below. In effect, the council's direct concern with planning is sporadic and generally not on a day to day basis. Its role should be confined to review of proposals (besides being the final determiner of general planning responsibilities). As proposed the new Planning Advisory Board would provide the council with a careful examination of the department proposals plus alternative recommendations if it should so desire to submit any (thus assuring analysis by a group independent of the executive).

as an advisory arm of the Planning Department and the Council. Its membership should be expanded so as to include representatives of labor and various social welfare groups. Also the board should be given enough funds to employ either a qualified part-time consultant or a small staff.

3. Official proposals of the Planning Department should be submitted to the Planning Board for review before presentation to the Council. However, the Board shall have no legal authority over the Department.

Elaboration:

> "The chief problem in this development (improving the planning process) is to get such agencies attached closely to the political leadership, so that they participate naturally in the policy process as trusted and indispensable aids to that leadership and not as erratic particles following their own whims or as rival claimants to public attention."[1]

It has become readily apparent that an unpaid citizen board composed of individual members, each having his own vocation, has not been able to give the necessary time nor acquire the special collective knowledge, or degree of independence (of thought) required in order to insure the success of the planning function.

That politics permeates the board's activities is not in and of itself a negative valuation. Politics devoid of its emotional connotation is, within a democratic society, the

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[1] Gaus, John M., Reflections on Public Administration (Montgomery: University of Alabama Press, 1947), p.142.

primary means through which community decisions are made,[1] priorities decided, and resources allocated (encompassing individual or group discussion, negotiation, persuasion, compromise). Although the election of officials manifests one of the most important aspects of political activity, it is only part of a whole series of individual and group actions leading to the making of a decision in a society which negates force as a choice mechanism.

Since planning and politics are compatible,[2] the question is - where the planning function will have the most effect on political decision making.[3] As Norton Long so aptly states,[4] "Plans are policies and policies, in a democracy at any rate, spell politics. The question is not whether planning will reflect politics but whose politics will it reflect."

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[1]As described above, the political process is essential (as a complement) to the planning process and function, if both the latter are to become essential and viable aspects of governmental activity.

[2]"Public policy is being formed as it is being executed, and it is being executed as it is being formed. Politics and administration are not two mutually exclusive processes; they are rather, two closely linked aspects of the same process." Maass, Arthur, Muddy Waters (Cambridge: Harvard University, 1951), p.3.

[3]Placing responsibility for planning in a board does not, as was seen, separate planning from politics. The board has certainly been susceptible to political influence. However, because of the lack of communication between board and staff, and the lack of a defined relationship between the professional and the Mayor, the staff is on one hand often times isolated from political realities, and prevented from influencing day to day decisions made by line departments.

[4]Long, Norton, "Planning and Politics in Urban Development," Journal of the American Institute of Planners, XXV, No. 4 (November 1959), p.168.

The present Mayor, in what is now referred to as the meeting of "January the eighth," had temporarily decided the question. Staff decisions pertaining to most areas within the competence of the latter will during the Collins' regime circumambulate the Planning Board. While this will, no doubt, bring the planning function closer to the Major, it should only be a transitional step before the department is made fully responsible to the executive.

In essence, while proximity to the executive is not an absolute necessity in other communities,[1] in Boston it is essential.[2] On November 8, 1949, Boston voters adopted a charter providing for a "strong mayor" type of government. With both extensive appointive and removal powers and leverage over the budgetary process, the mayor has effective control over actual policy formation, and most administrative departments. Therefore, if the planning function is to influence major policy decisions and if it is to succeed in coordinating and synthesizing department plans which relate to the physical development of the city, its location should be as close to the point of real decision making as possible, the office of the Mayor.

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[1]Quite appropriately, the locus of the planning function has in the past and will in the future vary according to the political, social, and economic conditions which exist within a community.

[2]In a community which is intent on disregarding the planning function, neither the board nor a department (responsible to the executive) will function adequately. However, in a community which regards planning as essential, a department responsible to the Mayor is far superior than a Board.

Proximity to the chief executive[3] will hopefully inject new political realism into the planning process avoiding the present ambiguities emanating from its present relation to a board, which although theoretically created to avoid politics, has created a political environment of its own and at the same time separated the technician from the political mainstream.

The fear that new administrative responsibilities resulting from the above recommendations may divert the planner is a danger inherent in any type of organizational arrangement, although admittedly more probable in the one suggested above. Planning, itself, is presently in an "imperialistic"[1] stage and the difficulties referred to are as much created by the over

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[1] Partial recognition of the necessity for relating the planning function to the Mayor is, in fact, exemplified in certain provisions of the Ordinances of 1952, Chapter 4, (City of Boston, Document 52). For example:

> "There shall be...nine planning commissioners appointed by the Mayor."
> "...no person shall be appointed director of city planning without the approval of the Mayor."
> "No board or officer of the city or county having power to incur in carrying on work of department... shall request the Mayor to originate any appropriation...for any capital improvement unless within the preceding six months such board or officer has referred such capital improvements to the city planning board and requested said board to report specifically on such Capital Improvements and accompany the request to the mayor with the report of said board." (Mandatory referral)
> "The city planning board shall...prepare...a capital improvement program...and submit such program with its report and recommendations pertaining thereto, to the Mayor."

However, other provisions stated in earlier paragraphs in this thesis allow the Board a certain independence which, in effect, disregards certain valued administrative precepts such as unity of command, coordination, and confuse the locus of planning responsibilities.

[2] Meyerson, Martin, "Building the Middle Range for Comprehensive Planning," Journal of the American Institute of Planners, XXII, No. 2 (Spring 1956), p.56.

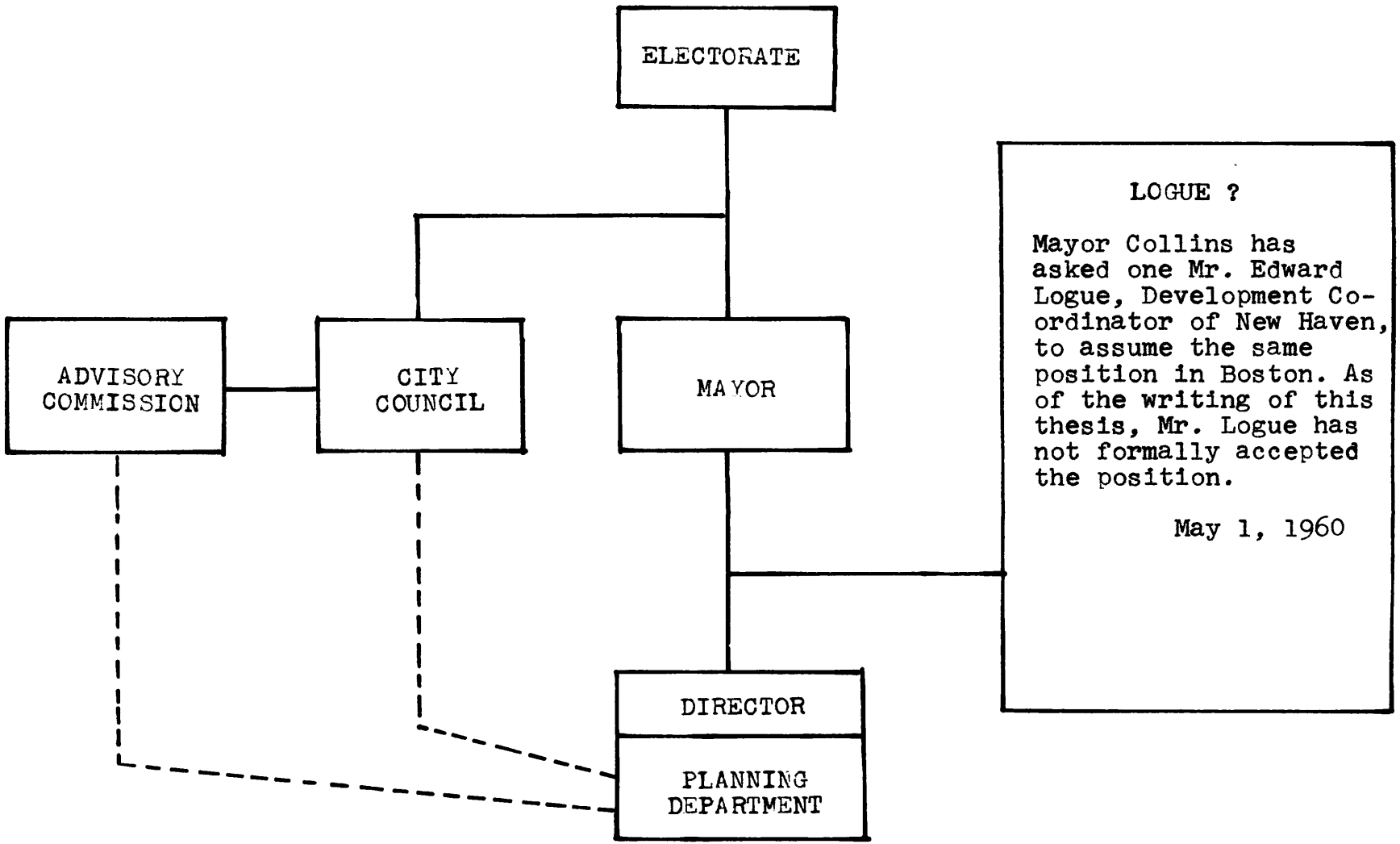
eagerness of the professional as they are from "outsiders" imposing new tasks on the planner. Should the commission be abolished, several procedural mechanisms could be built into the new administrative relationships which would assure the integrity of the planning function. However, rigid restrictions on the scope of the planner are presently unwarranted, since planning is as yet a relatively young profession and needs a wide range within which it may, itself, define and redefine its functions as new technical tools are developed and knowledge is expanded.

Somewhat related to the problems pertaining to the expanded responsibilities of the planner is the supposed conflict between the functions of the planner and those of the administrator which will emerge once the present board-staff relationship is abolished. Fear is often expressed that the planner will be subverted by the short range perspectives of the administrator. Once again, administrative mechanisms can be built into any type of organization which will guarantee at least, in part, a degree of professional independence. However, any real rapprochement between the planner and the administrator will not be based on legislative prescription but on mutual respect for one another's integrity engendered by a portrayal of professional competence.

In conclusion, Boston is a city in crisis. Decisions are being made pertaining to the physical development of the city, which are committing scarce community resources. While administrative relationships alone will not determine whether planning is to influence the allocation of land and capital, location of

the department in proximity to the Mayor with clearly defined relationships to the rest of the administrative structure certainly will facilitate the implementation of planning proposals.

PROPOSED STRUCTURAL RELATIONSHIPS BETWEEN THE ELECTORATE, MAYOR, PLANNING DEPARTMENT AND COUNCIL



CHAPTER THREE - Analysis of the Planning Department - Structure

Decisions pertaining to the physical development of a community are subjected to the vagaries of the market and its complement, the political process. Planning is, therefore, relegated primarily to an advisory role, hopefully serving through its place in the institutional setting both the actors participating in the market and the individuals or groups engaged in the political process. If the planning function is to succeed, it must not only be located near the locus of government decision making, but it must contain within itself all the generic processes described earlier--research, goal formulation, programing, implementation. Briefly, neglect of any one of these processes would negate the planner's claim that his is an essential function. Without the data collected and synthesized during the research stage, planning recommendations lack the validity usually granted to the work of a technician.

A consistent goal hierarchy is necessary if decision making is not to be left to mere expediency, leading to a proliferation of actions aiming in the vernacular "nowhere." Providing the link between long range goal formulation and implementation is the responsibility of what is referred to above as programing or the scheduling of projects, and actions, which will achieve the desired planning objectives. Finally, if planning is to be successful, it must influence decision making. Without the successful implementation of recommendations, planning becomes ivory tower and suitable only for the college class-

room. Implementation is also necessary to the integrity of the process itself. Without it, an examination of the actual consequences of recommendations is impossible and goals, alternative progress cannot be revised or reevaluated and therefore lose their vitality.

While the process should be looked upon as sacrosanct, its structural adaptation when combined with defined planning functions is quite flexible and dependent upon the particular needs of the individual community, the quantity and quality of personnel et cetera. In general, however, planning is concerned with four definite levels of activity which parallel the generic process.

Activity	Process
Research	Research
Comprehensive Planning	Goal Formulation
Development Planning	Program Planning
Project Planning	Implementation

Utilizing the above as a general guide, a planning agency may be organized on the basis of purpose, process,[1] clientele, geography, or what is more likely a mixture of two or more of these elements.

Major Purpose Functional differentiation-time	Minor Process
1. Long Range Planning Division	Land Use
2. Development Planning Division[2]	Circulation
3. Short Range Planning Division	Community Facilities

[1] Process, here, pertains to specific technical skills, specialized knowledge, not to the general steps related to rational decision making described earlier.

[2] As used above, development planning is synonomous with program planning. It would basically consist of the scheduling of proposed projects which deal with the physical development of the city.

Major Process:	Minor Process:
1. Land Use Planning	Long Range
2. Circulation Planning	Development Plan
3. Community Facilities	Short Range
4. Administrative Services	

Major Geography:[1]

1. Area Planning	Subdivided by
2. District Planning	any of the above
3. Project Planning	

In effect, it is obvious that the substantive relationships among the various planning functions are many. Finally, while an organization can be structured internally in many ways, giving major emphasis either to purpose or process, the generic process must be fully integrated with the various planning functions and the latter must, if planning is to meet the needs of the community, contain all of the elements necessary to the ideal of comprehensive planning (Research, Comprehensive or Long Range Planning, Development or Program Planning, Project Planning).

Existing Structure:

It is realized that many external influences-political, economic, and social-affect the internal structure of any organization; and that organization must be able to adapt to the changing quality and quantity of allocated personnel. However, organizational flexibility should not be systematized to the extent that coordination is impossible and the planning function impeded rather than facilitated. Within the next few pages, the

[1] Interrelations could obviously be carried beyond even this point, finally encompassing all the major types of organization.

structure of the Boston Planning Department is analyzed, apart from the quality and quantity of attached personnel, leadership, and management processes.

At the apex of the present structure of the Department is the Planning Administrator[1] with a Director immediately under him. The staff is presently divided into four divisions, three organized on the basis of major purpose with the basic differentiation related to time, and the fourth primarily a process division (Housekeeping and technical services).

Major Division	Time	Purposes	Personnel[2]	Sub-Section
1	Long Range	Comp.Planning	9	Goal Formulation System Planning District Planning
		Research	5	
2	Long Range	Regional Planning	8	Regional Center Transportation Graphics
3	Intermediate and Short Range	Community Planning	6	Area Planning Project Planning
4	-	Administration	8	Clerical and Administration
			36	

Since 1958, the major emphasis in the general work program has shifted from current to long range planning. Of the twenty-nine staff members actually technically engaged in planning responsibilities, seventeen are dealing with the distant future

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[1] The position of Planning Administrator grew out of the major administrative reorganization in 1957, and is not found in the ordinance of 1952 or 1954.

[2] Actually the total number of personnel is 35, since one of the Chief Planners directs both the Comprehensive Planning Division and Research.

while only six are involved in what may be called short range planning. As the chart (preceding page) portrays, of the remaining six individuals, four (five, if the Chief Planner is considered to be both in research and comprehensive planning) are located in research and two in administration. The Collins' budget (Mayor 1960-?) for 1960 provided for thirty-three staff positions, of which due to resignations and the present "no hire-no fire" policy, four are now vacant (two chief planners and two principal planners). Due to these unfilled positions, the Administrator has decided (at the time of this study) to divide the personnel assigned to regional planning between comprehensive planning and community planning.[1]

Division Analysis:

The most serious weaknesses associated with the structure of the Boston Planning Department are:

1. Lack of proper coordination
2. Failure to give due recognition to the integrity of the planning process
3. Failure to define adequately the functions of each section
4. Improper allocation of functions, which has impeded the success of the planning process and the achievement of the specific objectives of individual divisions (where defined). Furthermore, misplaced functions have hindered the processes associated with the overall coordination of departmental

[1]Since the decision has not yet been made formal, the organization chart portrays the structure as it presently exists.

activities.

The criticisms enumerated above should become obvious after a brief description and analysis of the general responsibilities associated with each division.

Comprehensive Planning and Research:

This division has primary responsibility for: (1) development of long range goals and objectives for Boston; (2) conversion of these goals into a two dimensional comprehensive plan; (3) development of standards to achieve the latter. Two other general functions have been assigned to this division: (1) maintenance of the library; (2) the capital improvement program. Finally, due to the apparent lack of a competent chief planner, the research staff has been combined with the comprehensive.

Regional Planning:[1]

The planning responsibilities of this division have been defined as relating primarily to the inner belt and ancilliary areas (exclusive of residences), which are, in effect, regionally oriented. In more concise words, regional planning pertains to long range planning for "activity" areas and for transportation facilities within the city that are of general regional significance. Project plans are also prepared for designated (non residential) renewal areas. Completely unrelated to the former responsibility or the latter, the personnel responsible for graphics are located within this division.

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[1] Together with the Community Planning and the Administrative Division, the Regional group is often called upon to analyze referrals.

ALLOCATION OF PERSONNEL AND GENERAL OUTLINE OF STRUCTURE

Board - 9 members

Planning Administrator

Director of Planning

Administration		Research	Comprehensive Planning	Regional Planning	Community Planning
Clerical	Adminis.				
5 Sec.					
		1 CPA	1 CPA		1 CP
		1 PP	1 PP		1 PP
		1 SP	2 SP	2 SP	2 SP
		1 JPA		1 PD	
	1 JP	1 JP	3 JP	2 JP(1PI)	1 JP
	1 PA		2 PA	2 PA	1 PA
5	2	5	9	8	6

Technical Staff

29 members

Entire Staff

37 (if the Chief Planner presently directing both comprehensive planning and research is to be counted as two individuals); otherwise only 36 members.

CPA - Chief Planning Analyst
CP - Chief Planner
PP - Principal Planner
SP - Senior Planner
PD - Planning Designer
JPA - Junior Planning Analyst
JP - Junior Planner
PI - Planning Illustrator
PA - Planning Assistant

Community Planning:

The personnel of this division are given the basic responsibility for the preparation of urban renewal studies including general area wide plans, specific project analyses, and actual design of project areas. While all of the other groups are involved, when necessary, in external relations with individuals, organizations, other departments, in order to seek pertinent information, by necessity due to the nature of their work the Community Planning Division is in continuous association with the public at large and the various departments and agencies within the local government. Finally, a good proportion of the man hours of individuals within this division is devoted to a design analysis of referrals quite independent of renewal.

Administration:

The administrative division consists of the clerical staff and two members from the technical personnel.

Secretarial Staff:

1. Typing
2. Reproduction of material
3. Clerical services to the Planning Board, Board of Zoning Adjustment and Zoning Commission
4. Administrative services such as the requisitioning of supplies, etc.

Administrative Personnel:

1. Analysis and processing of referrals
2. Processing of Zoning Petitions
3. Routing of Directives, Technical Reports
4. Preparation of budget, maintenance of personal records
5. Final control over reproduction of maps, reports, and purchase of materials

No formal provisions are made in the charter for the analysis of either the existing zoning regulations or proposed revisions.

This is done, however, primarily on an informal basis through agreement with the Board of Zoning Adjustment. In essence, the Planning Director has general responsibility for directing the study of zoning petitions and revisions. (When necessary the time of one or two staff personnel is utilized).

General Analysis with Recommendations:

The existing organization, on paper at least, portrays an adequate hierarchicalstructure. The line of authority runs directly from the Planning Administrator through the Director to the various divisions. At the head of each division, except the administrative, is a chief planner responsible for the coordination of his group.

The number of individuals reporting to each Chief Planner varies from twelve in the comprehensive planning division to six in community planning. Within the various working groups, little attention is paid to formal hierarchy(therefore below the level of Chief Planner,the traditional administrative concept of the "chain of command" is at least partially negated). For example, the staff members assigned to comprehensive planning are divided into several teams, each one involved in the preparation of one component of the general plan. Technically lower grade personnel from one team may during the many phases of their work report directly to the Chief Planner, which may, in effect, mean the bypassing of a higher scalar position in another subsection within the same division.

Chief Planner

Senior Planner

Junior Planner

Planning Assistant

Planning Assistant

This variation from formal administrative theory is both necessary and proper: (1) the different processes involved before projects are completed which require team effort; (2) the present lack of an adequate number of well-trained personnel.[1]

Recently, in order that a firm set of goals and standards could be derived, emphasis (at least relating to the allocation of personnel) has been put on the comprehensive planning division. This is essential if the other middle range and short range responsibilities are not to be reduced in solution to mere expediency. However, in order to free the staff presently allocated to comprehensive planning from constant interruptions and many extraneous tasks related to the operation of the library, it is recommended that the operations connected with the library, be transferred to the Administrative Division,[2] Housekeeping Section. Furthermore, it is also proposed that the research functions, also presently located in the Comprehensive Planning Division, be assigned to an independent division. This is necessary if research is not to be submerged by the major purpose of its present division, comprehensive

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[1] However, should the staff expand, it is recommended that the hierachical structure be formalized to some extent, by recognizing different supervisory relationships according to scalar position. This is necessary in order to insure intra division coordination and limit the number of individuals reporting to any one supervisor.

[2] Eventually, a librarian should be employed to devote full time to both the library and the general files. (The position would be located within the administrative division).

planning. In effect, research must be recognized both as a necessary component of the generic planning process and a necessary aid to the defined planning functions.[1]

The regional planning division has been engaged in activities which rightly belong to the comprehensive planning unit. By definition (p.37), its responsibilities parallel if not overlap many assigned to the latter division. Conflict has also engendered with the community planning group because of the anomalous responsibilities allocated to the regional division relating to urban renewal (basically reuse planning for project areas of regional significance). Another incongruity is the location of the graphics section within the regional planning division. Expertise pertaining to the presentation of reports, reproduction of materials, graphic displays, is a skill which should be readily available to the whole department. Location of these technical processes within one specific division has confused the relationships to both the planning

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[1] The original program allocated to the personnel engaged in research has recently been diminished due to budget cuts. If planning is to benefit from both the prescriptive and projective benefits accruing from adequate research, the latter must remain both a viable part of the planning process and function. When staff expansion is permitted, a competent sociologist and political scientist should be added to the research division. As contemplated, this division would engage in general applied research activities and specific studies which because of their inherent nature cannot be handled adequately by individual divisions. Research oriented toward specific projects should be the responsibility, if not in the above two categories, of each division.

process and the planning function. Moreover, the unfortunate placement of the personnel associated with graphics in regional planning has impeded the efforts at arranging a proper program, related to presentation, which encompasses the entire department rather than the specific projects related to regional planning.[1] Since the regional unit within the department is presently without a chief planner and has just completed a major study, it is recommended that the personnel assigned to it, with the exception of those responsible for graphics, be temporarily assigned, as presently planned, to both the Comprehensive and Community Planning Division. However, as soon as possible, a development section should be created which would be responsible for programing the stages necessary to achieve the image created by the comprehensive planning division. The functions allocated to this division would be similar to those described by Martin Meyerson in his article entitled the "Middle Range Bridge for Comprehensive Planning,"[2] and serve to integrate the long range planning function with the short range. It is here that general objectives would be made more specific, that proposals for the allocation of resources

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[1] In later paragraphs, it is proposed that the two remaining chief planners be assigned the primary function of coordinating the efforts of the different divisions. If this suggestion is implemented, it would be proper to then allocate the personnel responsible for graphic representation to these two individuals. Once this unit is located apart from any one division and responsible to the two individuals whose main function it would be to integrate department studies, programing the work allocated to the graphics section would be facilitated.

[2] Meyerson, op. cit..

(land and capital) and scheduling of development programs would be made. First on the agenda of this division should be an examination of the city's present and projected economic base[1] together with its ability to finance future renewal programs. Moreover, a city wide renewal priority schedule needed, which would complement detailed programs for community facilities, transportation improvements, and private development. Finally creation of a development division[2] will also give due weight to an essential step in the planning process, namely programing, which has been partially neglected to date, due before 1958 to the pressure of emergency or so called "crisis planning" and presently the "push" to revise the general plan.

In general, the Community Planning Division, with no clear cut definition of functions, is the weakest of the technical sections. In part, this is due to the lack of sufficient qualified personnel, but primarily as implied immediately above, it is the result of the type of functions allocated to this group. Renewal Planning (standards for redevelopment, rehabilitation, and conservation; reuse proposals; preliminary area and project designs) is definitely a legitimate responsibility of the Community Planning Unit, but without a city wide schedule of priorities based on an analysis of needs and resources, it has become in the vernacular a "hit or miss" affair. Responsibility for

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[1] Responsibility for the development of an economic base study rests of course with the research division.

[2] Once the development division is established, it should be responsible for the preparation of the capital improvement program and zoning studies.

renewal planning has in the past been assigned by statute to the Boston Housing Authority and since 1957 has been the legal responsibility of the Redevelopment Authority. The Planning Department's major involvement outside of review powers relating to the comparison on proposed projects with the comprehensive plan is, for the most part, the result of actual legal contracts between it and the Boston Redevelopment Authority and is therefore dependent on the vagaries of the latter group.[1] As a result of the inability to program renewal studies and the indefinite nature of the Department's actual relation to renewal planning, the responsibilities of this division have remained rather open ended. In fact, a large percentage of the time of this group (community planning) has been devoted to providing a design service for referrals, both from city departments and private developers. Moreover, the Community Planning Division has suffered from a shortage of competent personnel. However, if an earlier proposal is effectuated and several individuals are assigned to this division from the defunct regional division, present shortages in personnel[2] will be alleviated.

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[1]The present procedure (renewal) is as follows (not based on statute but on a completely informal arrangement between the Authority and the Planning Board):

1. Planning Department prepares a list of priority areas.
2. From this list of projects, the Redevelopment Authority selects an area for renewal treatment.
3. Finally, the Authority would then hire a consultant to prepare the Federal application and subsequent plans. The Authority has recently consented to have the Planning Department prepare project plans for the Washington Park Area.

[2]As of this time, the Community Planning Division has no staff members, besides the Chief Planner, educated specifically in planning.

Also the proposed new Development unit will bridge the gap between long range planning and specific renewal studies, providing a needed set of project priorities. Coupled, however, with the creation of a Development section, it is recommended that the Community Planning Division become but one unit of a new division called Project-Implementation, whose main functions will pertain to current or short range planning.[1] Responsibilities for renewal planning will be centralized within this group, together with the tasks relating to the development of a proper community relations[2] program (with particular reference to renewal). Finally, in order to insure the maximum integration of the planning process and function, it is recommended that the department be given definite legal responsibility for the planning of renewal areas.[3] (Priority schedules, design and reuse standards--area plans.)

To call the personnel allocated to administrative services a division is a misnomer. There are only two staff members, one

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[1] Once again, if the planning department is to affect decision making, it must be prepared to facilitate day to day decision making relating to the physical development of the city. A viable current planning division is needed, capable of implementing through the preparation of specific plans, previously agreed upon goals and programs.

[2] Ultimately, it is recommended that the planning department employ a public relations expert who would be functionally assigned to the technical coordinator and responsible for the development of a public relations program. (see organization chart-2 in the appendix.)

[3] Due to the lack of qualified personnel, it will still be necessary to "farm out" to consultants responsibility for preparation of detailed site and project plans.

junior planner and the other a planning assistant. Neither one of them have a professional planning degree. As a result, the responsibilities assigned, though performed competently, have not given a true indication of what a "beefed up" administrative division could accomplish. Presently the duties of the latter unit are:

1. Analyzing referrals of minor importance
2. Processing of zoning petitions
3. Routing of directives, technical reports
4. Preparing the annual budget (assisted by the Director, Administrator, and the Chief Planners)
5. Maintaining records of personnel
6. Controlling the general administrative procedures whereby material is reproduced and supplies are requisitioned.

The Administrative Division is presently in need of major reorganization, including the addition of new personnel, if it is to contribute substantially to the planning function. It is recommended that within this division, two sections be created, one responsible for technical services, the other a general housekeeping group. Responsibility for the general coordination of the administrative division would rest with the Administrative Coordinator (presently the Planning Director).[1]

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[1] When a single technical coordinator is selected (see p.51) in order to facilitate coordination of technical programs the administrative division would become his responsibility, while the housekeeping section would remain accountable to administrative coordinator (see organization chart 2).

[1]

Technical Services	Housekeeping
Mandatory referrals[2]	Preparation of budget
Processing of Zoning petition	Maintenance records of personnel
Editing of technical reports	Library
Servicing the public-information	Routing of memos
	Development of file system
	Purchasing of supplies
	Reproduction of materials

The clerical staff is presently functionally grouped with the administrative division. Presently, the personnel within the clerical section are organized to provide the following services:

1. Secretarial Services to the Planning Board, Board of Zoning Administration and Zoning Commission
2. Maintenance of official records
3. Services to the staff such as typing and reproduction of material (expenditures over a certain amount - $5.00- must be cleared with the administrative division)

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[1] As will be seen in later paragraphs, many of the functions enumerated in the chart above are not presently being performed. Others have been assigned mistakenly to various technical divisions. The above recommendations, together with later proposals pertaining to administrative processes, are suggested so as to definitely administrative responsibility and located within one division.

[2] Final responsibility for mandatory referrals should be centralized in the administrative division in order to avoid delay in processing and confusion as to assignment. The staff in this division (technical services section) should be able to draw on the technical personnel of other sections for special studies.

4. Provision of staff supplies (purchase orders, service orders, invoices, etc.).

In effect, the most observable deficiencies relating to the clerical staff pertain to the lack of both adequate supervision from above and real communication with the staff. Primarily in order to alleviate the serious problems associated with the morale of the secretaries, it is suggested that, while the official locus of the clerical staff remain in the administrative division, the individual secretaries be assigned on a rotating basis to the major divisions, with the Head Secretary responsible to the Planning Director[1] (and later both the administrative and technical coordinator). The above suggestions are admittedly experimental in nature. In fact, the exact procedures to employ in effectuating these recommendations are quite flexible. Whether to geographically locate each secretary within each division or to allow them to remain where they are presently located is up to the Director and the personnel in question. If possible the former approach should be utilized. It may also prove desirable to allocate division work to each secretary during the morning and general department work during the afternoon. If this is the case, it is further recommended that presently the administrative assistant (Planning Director)

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[1] The term director will be substituted for administrator within the remaining paragraphs of this thesis.

[2] Once a technical coordinator is selected, this task will be jointly shared between this individual and the administrative assistant.

prepare a work program for the secretaries so that if divisional responsibilities are not sufficient to occupy the complete time of the clerical staff, the void will be filled. Once again, while the exact operational pattern is flexible, the general recommendations are thought valid. As soon as they are implemented, the individual secretary should feel a greater degree of identity and have a greater understanding of the planning function and process, while at the same time, the quality and quantity of supervision would be improved.

Finally, the Planning Administrator's primary responsibilities are: (1) the general supervision of the affairs of the Department (including responsibility for overall policy formulation and programing); (2) development of liaison on a formal or informal basis with the Mayor, Council, City Departments, and the Public.

When the position of Planning Administrator was created, it became the function of the Planning Director to relieve the Administrator of day to day administrative functions, including the technical supervision of projects in progress. Due to the type of function assigned to the Director (particularly zoning matters), this position has not developed into that of either an administrative or technical coordinator. Moreover, the Planning Administrator has not had the necessary time to effectively coordinate the programs of each division (see next chapter). Therefore, in effect, efforts at both administrative and technical coordination have been to date only partially successful. In order to remedy the situation, it is suggested that responsibility for the detailed coordination of

administrative policy should be immediately assigned to the present Planning Director. His position should definitely be that of an Administrative Coordinator, relieving the Director[1] of daily tasks pertaining to the effectuation of administrative policy. Furthermore, (assuming the continued restrictions on the selection of personnel) in order to assure proper day to day integration[2] of technical studies thereby relieving the Director of this responsibility, it is recommended that the two remaining Chief Planners be placed immediately under the Director, each responsible for the coordination of two divisions.[3] (For example: Research, Comprehensive Planning---- Development Planning, Project Planning.[4, 5])

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[1]In order to better equate defined responsibilities with positions, it is recommended that the title Director be substituted for Planning Administrator. Also paralleling the suggested changes in functions, the title Planning Director should be changed, as proposed earlier, to Administrative Coordinator.

[2]As will be enumerated in later chapters, coordination is also impeded by the high rate of turnover, the lack of enough chief planners, the breakdown of the intradepartmental communication system. The above recommendations relating to the chief planners are made in the light of existing needs and therefore are to be considered as being only temporary. When and if the political climate permits the planning department to recruit new personnel, it is suggested that a single technical coordinator be selected to integrate the technical work of the staff. This being accomplished, the chief planners would then reassume their original position as Directors of individual divisions (thus assuring qualified leadership of all divisions).

[3]Again, the particular nature of these recommendations are dictated by both present needs for the coordination of staff efforts and the restrictions on the selection of new personnel, resulting from the present Mayor's "no hire, no fire policy."

[4]Divisions would be then directed by Principal or Senior Planners (see recommendations relating to personnel in appendix).

[5]In order to facilitate the integration of long and short range planning, these two individuals should be rotated at least on a yearly basis.

When and if the planning department is able to recruit new personnel, it is proposed, that among others, a single technical coordinator be selected to integrate the technical programs being prepared by the department. The Chief Planners would then revert to their former positions as directors of individual divisions. Thus each division would ultimately be directed by a highly qualified individual (see experience and educational requirements in appendix). Moreover, coordination would be assured by the presence of a technical coordinator.[1]

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[1] The personnel responsible for graphic representation would be accountable to the technical coordinator. As implied earlier, if the graphics unit were located, as recommended, beyond the restrictive confines of any one division, it would facilitate programing the responsibilities of this group and assist in the coordination of projects of the department. Also if the graphics section were located, as suggested above, it would be easier to relate their program to that of the entire department, instead of having it submerged by the needs of one division.

SUMMARY OF MAJOR RECOMMENDATIONS-pertaining to Structure

Organization Plan 1, to be effectuated immediately

Hierachy:

1. At the apex of the planning department should be placed a planning director responsible for overall policy development, general staff coordination, liaison with the mayor, departments, and the public.
2. The present position of planning director should evolve into that of an administrative coordinator. The latter would be responsible for the development of administrative policy and the coordination of the administrative divisions.
3. The two remaining chief planners should immediately assume the position of technical coordinators, each responsible for two divisions.
4. Each division shall be headed by a senior planner (new educational requirements, see later chapter devoted to personnel) who shall be responsible for coordinating his individual unit.

The department should be organized by purpose with the major differentiation between divisions being that of time. Within each section, it is suggested that the staff be allocated according to process, not in the generic sense described in detail earlier, but according to particular technical studies. In essence, this type of internal organization will:

a. Assure the integrity of the Planning Process (generic)

b. Facilitate the fulfillment of major planning functions

c. Increase the awareness of the staff pertaining to both Process and function

d. Assist the politician, the other municipal departments, and the general public in comprehending the role of the planner.

Time	Long Range	"Bridge"	Short Range
Purpose	Comprehensive Planning	Program or Development Planning	Project Planning Current Planning
Process	Land Use	Programing	Renewal, Zoning Petitions
	Circulation	Capital Improvement Program	Design Service
	Community Facilities	Zoning	Public Relations
Research - General and Specific Studies Mandatory Referral - Administration			

DIVISIONS:

Research: Responsibilities for research should be located in a separate division. The capital improvement program should not be assigned to this unit but to the development division. Within the research unit, there should be two components: (1) personnel devoted to general studies; (2) personnel devoted to special studies, which are not directly related to other divisions and therefore cannot be adequately accomplished by the latter.

Comprehensive Planning:

This division should be responsible for goal formulation and the development and revision of the general plan. Internally, it should be organized on the basis of the following sections:

Land Use Planning, Circulation, and Community Facilities. Responsibility for the library should be transferred to the Administrative division.

Development Division:

A development division should be created as soon as possible. This division would bridge the gap between long and short range planning. It would primarily be responsible for programing. Suggested internal components are: (1) programing; (2) Capital Improvement Program; (3) Zoning studies.

Project Implementation:

The community planning section should be incorporated into a new project implementation division whose main responsibility would be short range or current planning. It would be so structured so as to facilitate the development of community renewal programs. Also upon assignment by the Administrative Division, it would have major responsibility for the analysis of referrals (governmental and private).

Administrative Division:

The Administrative Division should be directly responsible to the Administrative Coordinator (Planning Director) and the locus of technical services and housekeeping procedures. Although the chart should portray the clerical staff within this division, it is suggested that secretaries be assigned to each division. Ultimate responsibility for both mandatory referrals and zoning petitions should rest with the technical services section of this division. In effect, the latter would be free to assign either referrals or zoning matters to appropriate

divisions if the material in question warranted such allocation, (Example-design referrals would be examined by the project implementation division, while zoning petitions might be analyzed by the development division.) but final responsibility for integrating the above analyses would rest with the Administrative Division, technical services section.

In practice although ultimate authority would rest with the Director, coordination of administrative policy would, as mentioned above, be the prime task of the administrative coordinator, while the integration of technical studies would actually be the responsibility of the two chief planners.[1]

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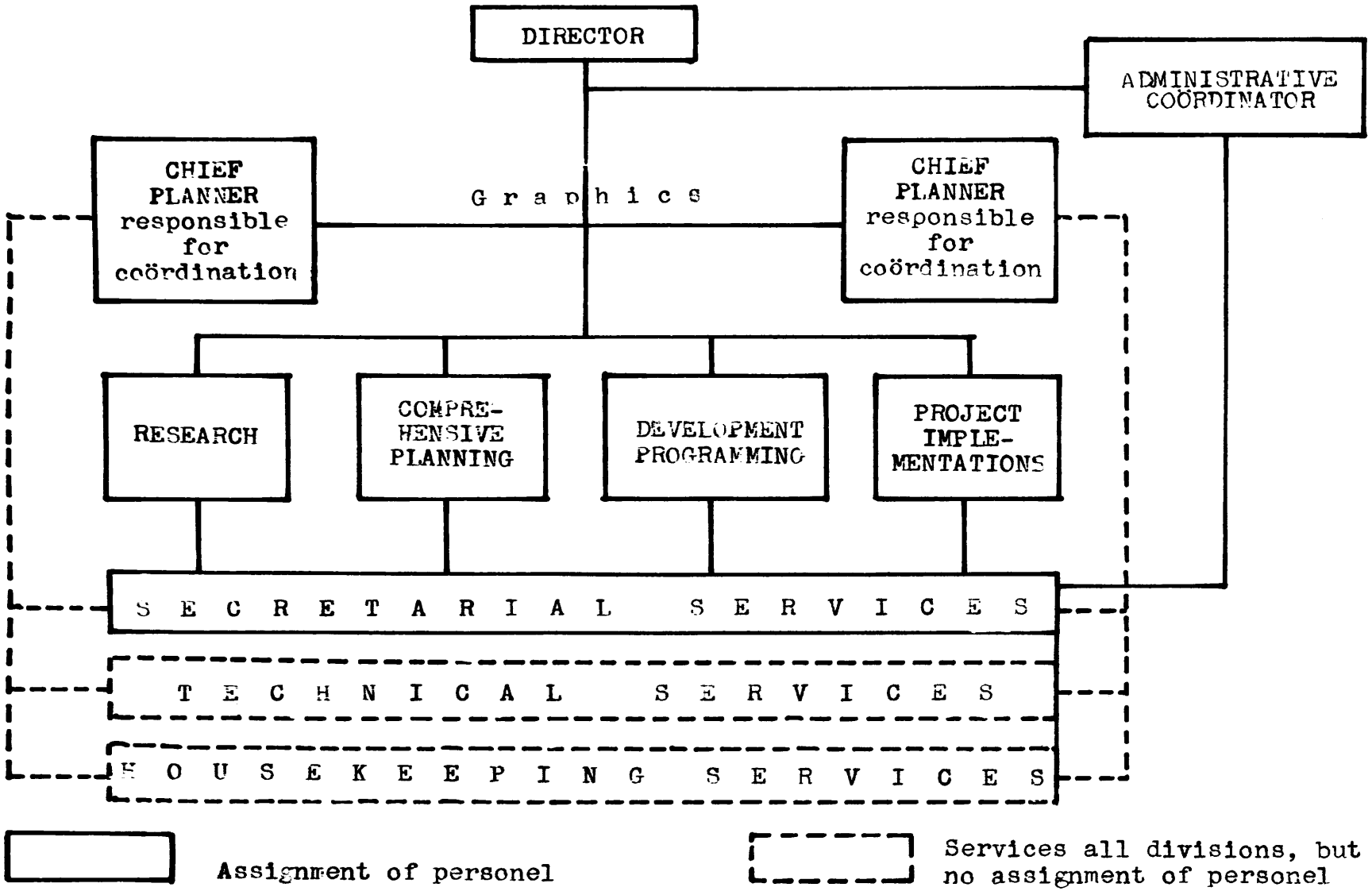
[1] The graphics section should be made directly responsible to the two chief planners.

ORGANIZATION PLAN 1 - STRUCTURE



Organization Plan Two:

If and when the political climate permits the planning department to recruit new personnel, it is suggested that:

1. A technical coordinator be selected to integrate the technical work of the staff. This being accomplished, the chief planners would then reassume their original functions as directors of divisions. The graphics section would be responsible to the technical coordinator.
2. The technical services group within the Administrative Division would become directly responsible to the technical coordinator as would the personnel assigned to graphics.
3. A librarian should be recruited and attached to the housekeeping section of the administrative division. This division, as described earlier, would be directly responsible to the administrative coordinator.
4. A public relations technician should be given the task of developing and coordinating all departmental community relations programs. His position would also be responsible to the technical coordinator (see chapter on community relations).
5. The staff should be increased to at least fifty (see chapter on personnel requirements for further elaboration.)

After the above recommendations are implemented, the organization would have at its apex a Planning Director. Beneath

his position in the hierarchy would be a Technical Administrative Coordinator. The former responsible for coordination of all technical programs; the latter responsible for the development of administrative policy and the coordination of administrative procedures. Directing each division would be a Chief Planner. (see organization chart 2)

THE RELATION OF PURPOSE TO PROCESS

General Services	Clerical	Tech. Services	House-keeping	Re-search
RESEARCH				
COMPREHENSIVE PLANNING				
DEVELOPMENT PLANNING				
PROJECT PLANNING				
ADMINISTRATIVE				

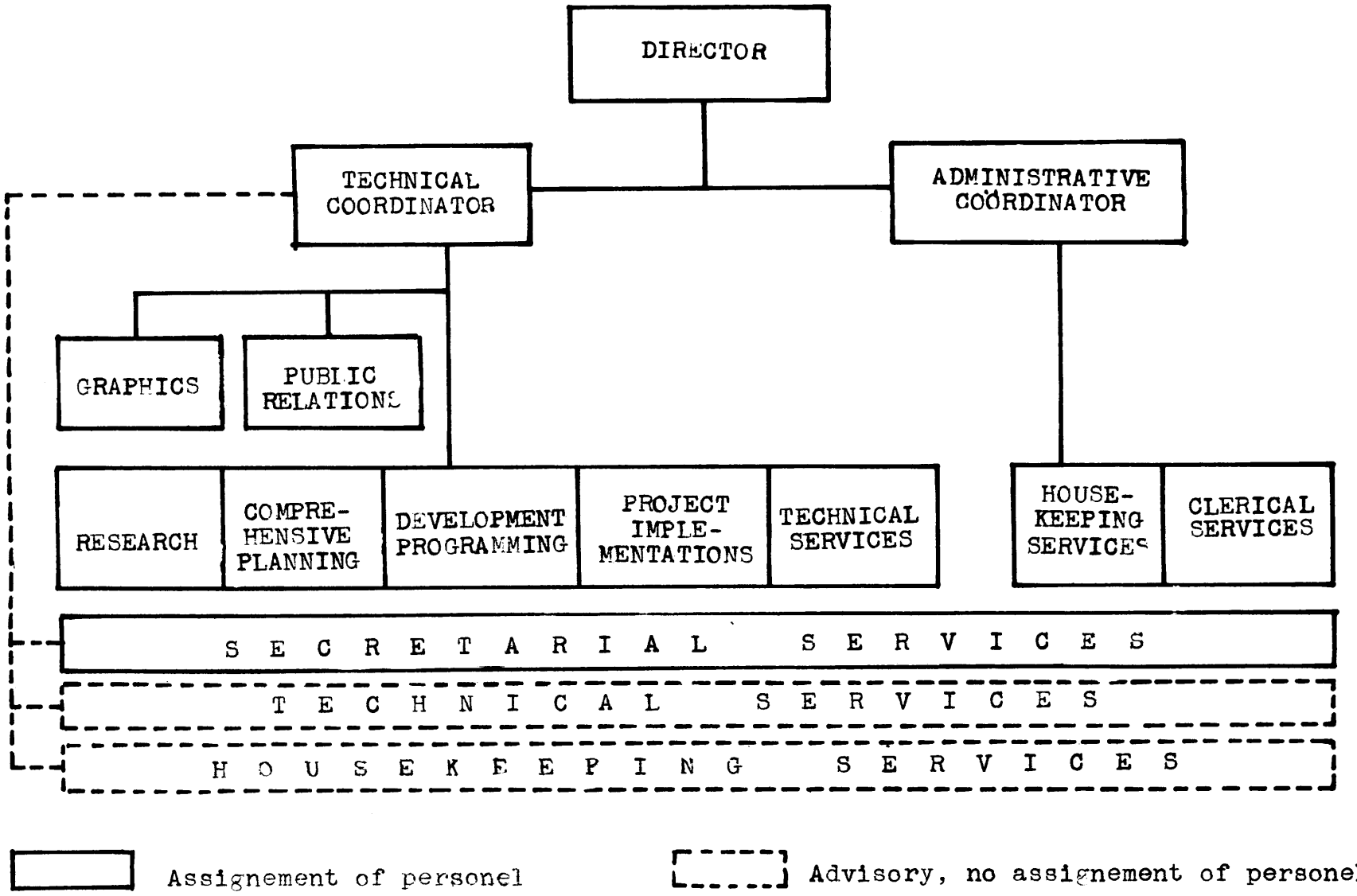
KEY:

Relation of General Services to Respective Divisions

_____ Personnel actuallly assigned

—·—·— Provision of services facilitating work of divisions. No assignment of personnel (Except Clerical)

ORGANIZATION PLAN 2 - STRUCTURE



CHAPTER FOUR - Coordination through Process, Boston Planning Department

Policy, Program, Leadership:

Human beings breathe life into any formal organization. The latter represents, in fact, not only formal lines of authority, and division of functions, but personal skills, attitudes, desires, and loyalties. It is up to the competent administrator, assisted and abetted by structure, to integrate individuals, functions, processes, so as to maximize the goals of an organization.

Repeating in substance an earlier paragraph, "the function[1] of an executive or supervisor is to determine specifically what he desires to have his organization accomplish (within, in the case of the Boston Planning Agency, the general purposes assigned by the Council, and the general policy, which should be enumerated by the Board); to measure accurately how well it is being accomplished; and to develop and provide adequate methods for bringing present organizational performance up to the level required for complete accomplishment of objectives." Quite specifically, it is the ultimate responsibility of the Director to define internal policy in clear terms and allocate means and authority so that the objectives of said policy may be achieved.

General Analysis:

There is, with some exceptions, evidence of a lapse of

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[1] Appleby, op. cit., p.1.

leadership on all levels together with a complementary lack of communication between different scalar positions and different divisions. Necessary flexibility has, in essence, become wastefulpliability and due to the lack of departmental programing, coordination has become quite difficult.

Policy: There is no evidence of a consistent general policy approach to internal departmental programing within the Boston Planning Department. In effect, the Board has left a void which the Department has been unable or unwilling to fill.[1] Knowledge by individual staff members of whatever internal goals do exist varies within each division. Those in regional planning and community planning, for the most part, seemed unaware of the existence of any general policy framework, while individuals in Comprehensive[2] planning (Research) and the Administrative Divisions were aware of at least an embryonic department policy.[3] It would be unfair to attribute knowledge

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[1]This void has become larger due to the existence of the present state of animated flux preparatory to Mr. Edward Logue's decision as to whether he will accept the position of development coordinator (offered to him by the present Mayor - March 1960). External organizational relationships between the Planning Department and other departments are not "firmed up." Furthermore, pressure to economize during these early months of the Collins' administration has made it admittedly difficult to form any long range policy. (but not impossible)

[2]This is surprising when one considers the fact that individuals in this division have been, in general, with the department less time than those in other divisions.

[3]The author is purposely withholding the actual figures compiled from analyzing the questionnaire (only yes and no answers were tabulated), he submitted to all members of the staff (eighty percent return) in order to fulfill a promise made not to divulge personalities.

of internal policy entirely to the quality or quantity of supervision existing in each division (although from the point of view of the actor, the staff member, those in Comprehensive Planning felt they were receiving enough direction while the individuals in the other divisions were noticeably less enthusiastic about the type and degree of supervision available), since because of the vagaries of department programing both community planning and regional planning have been subject to pressures[1] which would have prevented suitable recognition of a continuous policy, even if there were one.[2]

Programing: Due to the fact that the Boston Planning Department has had no effective and continuous policy framework-a set of consistent although flexible objectives arranged in some sort of hierarchy-department programing has been impeded, if not made impossible. This fact, in turn, has prevented the development of operational planning, which is, in substance, the continuous examination of a prior existing work schedule in order to determine the proper means to effectuate it.

It was generally conceded by all staff members interviewed (on all levels) that because of the combination of the factors enumerated immediately below, the formulation of any real schedule of work is at best quite difficult.

1. Lack of Board directives

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[1]Changes in programing, fluctuations in personnel due in part to "crisis" planning at the behest of the Mayor, Departments, and outside groups.

[2]This not meant to whitewash the responsibilities of the Directors of each division. With few exceptions, they have, as will be elaborated on in later paragraphs, been remiss in transmitting whatever policy that presently exists.

2. Upheaval associated with the new administration
3. Uncertaity pertaining to the effect of budget cuts on existing planning studies
4. The present anamolous structural relationships with other departments
5. Pressure, at times,for emergency projects

In fact, confusion as to the existence or non-existence of a general work plan for the organization and a schedule to achieve it, although most evident in Regional and Community Planning, permeated all divisions and all scalar levels of the hierarchy. No one individual[1] (including the present Administrator and Director) could clearly define what the department program was or the order in which it was to be achieved.

There was,within certain divisions, work schedules for certain studies now in progress, but this was mainly due to the initiative of individual Chief Planners. Furthermore, there was no real evidence of any coordination relating to project schedules among different divisions or between different division studies and an overall departmental work program.

While the factors mentioned,above, have certainly plagued those responsible for the achievement of a consistent set of department goals, and a coherent program, it is believed that with the proper combination of leadership and professional competence, an internal ends-means system could be created

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[1]Of the twenty-five questionnaires returned, fifteen related that there was very little evidence of either a department program or work schedule. Of the remaining ten, confusion existed as to what the program actually was.

which would expedite both the planning process and function. What this system should be is not within the scope of this thesis, but it seems to be within propriety to recommend at this point changes in past administration methods together with several new management approaches, which if utilized would facilitate both the achievement of a proper internal policy, despite external pressures, and improve staff morale.

Leadership: The demands on the time of the present Planning Administrator have caused him to negate his general duty to define internal department policy and develop a suitable program to achieve the latter. Earlier, it was suggested that the Planning Director (title changed to Administrator Coordinator) immediately assume more of the tasks pertaining to details of administration. Also, it was recommended that immediately the two remaining Chief Planners assume the responsibility for day to day coordination and that eventually a technical coordinator be employed to assist in the synthesis of technical staff programs. However, with or without the implementation of the above suggestions, the Planning Administrator (title changed to Director) cannot abdicate his general responsibility for department affairs.

After intensive analysis, it is felt that the Administrator has surpassed the bounds of proper delegation in allocating almost complete responsibility to division chiefs in determining unit programs and subsequent work schedules. While the chiefs are accountable to the Administrator, any review of their efforts usually becomes merely perfunctory since there is no overall departmental program.

The Planning Administrator's position is a delicate one, since he must delegate enough responsibility to insure initiative without sacrificing the control necessary to coordinate group efforts. In effect, the Planning Director (new title for the present Administrator) should act as "a catalyst, constantly bringing together, synthesizing, and refining the ideas of others and disposing of them in accord with the larger objectives of the organization.[1] Since the Boston Planning Department is composed, for the most part, of professionally qualified and highly educated individuals, if good morale is to exist, staff members must feel that they are definitely participating in the process of defining departmental policies and programs; yet, as stated above, final responsibility must reside with the Director.

Recommendations:

1. Utilizing the ideas and analyses prepared by the Chief Planners (later the Chief Planners and Technical Coordinator), after consultation with the staff members assigned to their respective divisions, the Planning Director should immediately prepare both a statement of department policy,[2] taking account of the existing political environment and the quality and quantity of personnel available, and general department program. The latter should then be the basis of discussion and

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[1] Pfiffner, op.cit., p. 77.

[2] It is taken for granted that the Planning Director will coordinate his thinking with that of the Mayor.

review at several staff meetings and within each division. After considering staff opinions,[1] appropriate revisions, if any, should be made. The Director should then allocate particular aspects of the program to each division, seeking a definite commitment from the chief as to the number of personnel needed and the time required. Specific division programs once formulated should be reviewed and synthesized by the chiefs. However, final responsibility for integrating work programs[2] and schedules should rest with

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[1] The ability to lead a group is important, if one is to be a successful administrator. Lawrence Appleby, in a few simple sentences, illustrates the necessary steps involved in directing a formal group meeting. "If you are a conference leader, know definitely the questions to which you want answered, have in your own mind the best answers that you can possibly develop, and come out of the conference with better answers than those with which you entered it. That means that the group has contributed; the group has created; the group has helped build. The result is theirs as well as yours." (Appleby, op.cit., p.10)

[2] This procedure admittedly calls for a greater degree of personal participation on the part of the Director, but present conditions made this a necessity. When the positions of Administrative and Technical Coordinator do evolve, the Director's tasks will hopefully be reduced to general policy formation and review of detailed work programs prepared by others.

Ultimate procedure - (Major participants - Mayor, Director, Administrative and Technical Coordinators, and the five Division Chiefs.

(a) Formation of a general outline of department policy and program by the Director in consultation with the Mayor and the two Coordinators.
(b) Detailed filling in of outline by the two Coordinators and the Chief Planners.
(c) Intensive review by Director.
(d) Segments of Department program assigned to proper divisions by Coordinators.
(e) Preparation of detailed division programs by Chief Planners. Submission to technical coordinator for review.
(f) Final review by Director.

the Director.

While the above procedures are only suggested as a guide, it is hoped that the recommendations together with the preceding analysis imparts the obvious need for a firmer top level administrative grasp of present department affairs. There is a void, in policy formulation and programing, which is apparent and must be immediately filled.

2. As will be seen in the section analyzing the relationship of personnel to structure, the morale of the staff is presently at a very low ebb. Once again, as mentioned earlier, part of the cause is the evident lack of leadership at all levels. Formulation of a consistent department policy and program will partially assist in restoring morale, but proper leadership, which is difficult to induce in lower levels if senior positions do not illustrate it, is necessary. An extra effort should be made to impart the importance of coordination and the principles of democratic leadership to senior personnel. At the present time it seems that this can only be done by the Director.
3. It is also felt that if the Director took a more personal interest in individual staff members, one would see an increase in staff initiative and generally better morale. A "good word" here and there, an informal critique of progress, or even just symbolic effect of frequent appearances by the Director would be helpful. To implement the above suggestions would

obviously require extra effort by the Director, since his time is scarce. Also, there is an inherent danger in this recommendation in that any action appearing to circumscribe the formal hierarchy may weaken its effect; but given the present delicate situation, especially with reference to morale, the degree of distance between the Director and staff is not warranted.

4. Finally, though the importance of democratic leadership (giving a wide latitude for group participation) has been implied throughout the preceding paragraphs, the actual proposals clearly call for the assumption of more formal authority and responsibility by the Director. A greater degree of centralization than presently exists is needed and is thought not to be in any way inconsistent with the desire for greater staff involvement in processes producing the department goals and programs, since before discretion can be granted, the organization structure and lines of authority must be clarified. In other words, given the existing organizational environment, it is felt that a degree of centralization must precede decentralization.

Communication network:

The smooth flow of information and authority is also an im-

portant complement to a well structured organization.[1] If the goals and programs of the Planning Department, once formed, are to permeate the entire structure, it is necessary that they be transmitted through both an adequate formal and informal communication network. The latter, if properly constructed, should also assist in effectively:

1. identifying the staff goals with those of the organization (ego identification), thereby improving morale,
2. certifying formal lines of authority,
3. coordinating the work programs of each division.

General Analysis:

Too much reliance has been placed on informal methods of communication (cross communication between individuals and divisions conforming to no previously arranged pattern), and not enough on the vital formal methods of communication.

The remaining chiefs of each division meet with the Planning Director (the present Administrator) and Administrative Coordinator (the present Director) every Monday morning. At this time progress reports are given, and when necessary, work assignments and priorities are changed. There are only approximately[2]

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[1] Actually authority resides in the individual or group and is quite dependent on communication for its effectiveness in ordering behavior. Without a proper communication network, authority is meaningful only to the extent it relies on force.

[2] The word "approximately" is used since the figures received through the questionnaire and follow-up interviews varied from one to four.

four general staff meetings each year, during which major division projects are reviewed. As a supplement to these meetings, however, there are during the year eleven or twelve staff sessions which are called to review basic studies. These are limited, in effect, to specific personnel chosen by individual division chiefs and are quite uneven in quality. Within each division, depending upon the desires of the chief planners, there seemed to be formal meetings on a weekly, bi-monthly, or monthly basis, with no set pattern.

Outside of the weekly meetings on Monday morning in the office of the Director (the present Administrator), there are no other formal meetings assisting the divisions to coordinate their weekly work. This[1] has, according to the Director, resulted in a breakdown in the intradepartment of communication system.

The bearers of technical data, namely the journals and articles, which are thought worthy of staff indulgence are routed from the Director's[2] office through the administrative division. Here a routing slip is attached, which after reading the material, the individual staff member is supposed to

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[1] Rotation of personnel is not done in any uniform way and has therefore not served as a catalyst, assisting in the integration of staff programs.

[2] The reader should, by now, be thoroughly familiar with the fact that the present position of administrator corresponds to the proposed position of director and that the position of director as proposed should evolve into the position of administrative coordinator. In the remaining paragraphs only the proposed titles will be utilized, even when describing present situations leaving it up to the reader to make the proper reference.

check. Frequent complaints are heard pertaining particularly to the delays encountered in the circulation of material. Written orders and memos from the Director are routed in the same manner as technical data. However, duplicate copy of each order of memo is appropriately displayed on the bulletin board.

According to those interviewed, there is no systematic method for the distribution of mail. Personal mail is distributed by the Head Clerk to staff members. Material sent to the staff in general is sorted, with no describable uniformity, by the Head Clerk and either referred to the administrative division where it is routed as described above or delivered by the secretary hopefully to the appropriate individual or division.

In essence, both the library[1] and the file system are essential components of the communication network providing a storage of facts, technical data, and general knowledge pertaining to particular studies. While the library is sufficiently well subscribed with current periodicals, such as:

ASPO Advisory Service	Land Economics Journal
ASPO Journal	Appraisal Journal
AIP Journal	Engineering News Record
Architectural Forum	City Record

However, its supply of up-to-date planning reference books is limited. In the light of other needs, this fact is not too important, since surrounding educational institutions more than

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[1] It was recommended earlier that the library be immediately transferred from the Comprehensive Division to the Administrative Division.

supplement the available texts. Recent budget[1] cuts may force the cancellation of the ASPO Advisory Service. Since this monthly periodical , often times, contains worthwhile planning data, it is earnestly suggested that a better economy be found. The news clipping service has, it seems, been neglected. This is a service which should be available to the whole staff and it should be made a definite responsibility of the housekeeping section of the Administrative division. It also appears that the filing system in general is not based on any routinized procedure. General responsibility for filing seems to be divided between the secretarial staff and the administrative personnel, and private files are still kept in more than one division. Presently, the central files are composed of both material pertaining to administrative affairs and technical data with no rigid separation between the two. Internally, the files are arranged both alphabetically and by subject matter with again no set system applied. Also no formal rules have been set as to when and what material should be discarded.

Recommendations - Communication network:

Meetings:

1. The weekly Monday morning meetings between the Chiefs of each division and the Director should be continued. A written summation of these sessions

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[1]Current budgetary allocations for the library total four hundred and eighty dollars. Three hundred and fifty dollars for technical publications, eighty for the City Directory, twenty-five for the Real Estate Blue Book and twenty-five for the Massachusetts Acts and Resolves.

should be typed by the Head Clerk with the original remaining in the central files and a duplicate given to each division chief. This procedure should be followed in order that a continuous record be kept of these meetings. In essence, the general purpose of these gatherings should be: (1) To refine policies and programs; (2) to coordinate existing projects. In the future, if a technical coordinator is selected and the present Director's position evolves into that of an administrator coordinator, the Monday morning meeting will probably need to include only the Director, and the two Coordinators. After such a session the two coordinators should meet with the chiefs of each division in order to transmit decisions made to the respective divisions and coordinate the work of the latter.

2. The Director[1] should make every effort to meet with the staff of each division on a rotating basis in order to review the work of the latter. This procedure should be eventually formalized so that the Director would in fact direct one meeting with a different division approximately every week. The agenda should be prepared and should consist of a review of the progress of each division in terms of a general department program. The probable time

[1] This would serve to increase staff morale, while at the same time be one more effective means leading to the coordination of staff work.

allotment would be one hour at least. If this proposal is implemented, it would improve staff morale by reducing the "felt" distance between the staff and the Director. It would also allow the Director, with a minimum of allotment of his time, to observe the operations of each division.

3. An informal meeting of the chiefs of each division should be scheduled, without the necessary participation of the Director, every Friday. During this time, work progress should be discussed and suggestions detailed for the following Monday morning meeting. Eventually these sessions will be between the technical coordinator and the administrative coordinator, with Chief Planners called in at the pleasure of the two former individuals.
4. General staff meetings should be held at least once a month. These sessions would serve several purposes: (1) to educate the staff as to department goals and programs; (2) to illustrate the necessary integrity of the planning process and the role each division plays in that process; (3) to review general staff studies. Once again, the Director should be responsible for the direction of these meetings.
5. Professional staff meetings (including only those members of the technical staff), during which specific projects are reviewed, should be held periodically, especially when studies are completed. During these

sessions those divisions responsible for the project being reviewed should both prepare and direct the program. This proposal is aimed at providing a formal procedure whereby programs may be reviewed by staff members. At this time, technical criticisms should be encouraged. Areas of project overlapping and duplication should become noticeable. Finally allowing staff members to both prepare and direct the meetings will no doubt increase staff initiative and morale.

6. Informal bi-monthly meetings primarily for review purposes should be encouraged between staff personnel of different divisions. These sessions being for review and coordination would supplement monthly general staff meetings. It is suggested that junior grade personnel be allowed a chance to direct these meetings.
7. Formal or informal intradivision meetings should be scheduled at least twice a week. Content: review of work in progress and emotional catharsis.

Rotation of Personnel:

In order that staff[1] personnel become familiar with the entire planning process and the functions assigned to the department, it is recommended that individuals be rotated on a preplanned, even though flexible schedule. As a suggestion,

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[1] This would also be an educational device, and further assure the continuous and necessary inter-relationships between long range, intermediate, and short range planning.

Chief Planners, Principal Planners, and Senior Planners could be rotated at least once every year with Junior Planners and Planning Assistants switching divisionstwice a year.

Routing of Technical Data:

The administrative division (housekeeping unit) should have final responsibility for the selection of periodicals, bulletins, news clippiigs which are to be circulated. Attaching a routing slip as is presently done is a proper method for insuring proper distribution. However, a daily check of material in circulation should be made so as to facilitate its availability to staff members. In order to expedite the routing procedure, data may have to be separated according to benefits (discretion of the Administrative Division with final decision resting with Administrative Coordinator, in cases where doubt arises) accruing from exposure to it. For example, if technical material is of such a nature to be only useful to each Chief Planner, it should only proceed to them.

Orders and Memos:

Copies of orders and memos from the Director should be made available by the Administrative Division to the Chief Planners and posted somewhere in the geographical vicinity of each division. If possible, an Administrative Manual should be prepared by the Administrative Division elaborating administrative policy and containing such information as: (1) procedures for ordering supplies; (2) methods for obtaining reproductions; (3) standard procedures for report writing; (4) proper methods for the filing of material.

Mail:

In order that responsibility for the distribution of mail be centralized and the process formalized, all mail directed to the department should be sorted and routed utilizing the same general procedures described above by the housekeeping section of the Administrative Division.

Files:

An intensive analysis of the file system was not made during the time available. However, after even a limited examination, several suggestions are in order:

1. Presently, as described earlier, both the secretarial staff and the Administrative Division have dual responsibilities for the file system. Responsibility for the filing system should be centralized in the new housekeeping section of the Administrative Division.
2. In order to avoid delays when seeking material, rigid separation between administrative and technical files should be maintained.
3. In order to "rid" the files of material which is obsolete, standards should be created insuring the continuous discarding of outdated data.
4. In order to avoid confusion and delays when seeking material, all files should be centralized in one location, with separate division files being permitted only before the completion of projects. Data in the process of being utilized in studies should not be filed until the studies are in fact

completed.

5. There are many methods pertaining to the organization of a file system (alphabetically, geographically, by individual projects, and combinations of same to mention only a few). No recommendation can be made as to the one "best" method for the Planning Department. A choice, however, as to procedures should be made by those in charge of the files and then consistently applied.

Coordination through specific administrative controls:

Many of the so-called "tools" or "techniques" of management which were developed to facilitate the effective coordination of an organization are not presently utilized by the Planning Department. In certain instances, city or state laws have inhibited the Director from experimenting with the many procedures which will be enumerated below. Where statutory limitations prevent the implementation of superior processes (administrative), legal changes should be sought, and where legislative impediments are not present the recommendations to follow should be immediately effectuated.

Budget:

Since city regulations require line item control over appropriations, the Planning Department has been prevented from developing a performance type budget. In effect, the line item budget deprives the Director of much necessary managerial discretion, since in most cases he is limited to expenditures illustrated by the item, object and dollar quota on the printed

line of the prepared budget. Furthermore, the charter also restricts the transfer of funds from one account (personnel to printing and binding) to another without referral in most instances to at least the Mayor and City Auditor. In fact, when the personnel account is involved, the transfer must be approved by the Mayor and a two-thirds majority of the Council.[1]

While legislative determination of overall appropriations is a proper function, to envelop the planning department with a legislative straightjacket robbing the Director of a large degree of needed administrative freedom is unwise.[2] It is strongly recommended that the Planning Department (and where appropriate other city departments) be permitted to develop [3]

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[1](City of Boston) Section 3b as inserted by Statute 1941, Chapter 604, Section 1, and as amended by Statute 1954, Chapter 24: "After an appropriation of money has been duly made by the City of Boston for any specific purpose, or for the needs and expenditures of any city department or county office, no transfer of any part of the money thus appropriated shall be made except in accordance with and after the written recommendation of the mayor to the city council, approved by a yea and nay vote of two-thirds of all the members of the city council; provided, that the city auditor, with the approval in each instance of the mayor, may make transfers, other than for personal service, from any item to any other item within the appropriation for a department, division of a department or council office."

[2]The Planning Department is singled out here only because this thesis pertains directly to it. This recommendation would probably be valid for all departments.

[3]To develop an ideal program or performance type budget for a Planning Department would naturally require intensive study. However, there have been successful beginnings, even before the Hoover Report (1949). The reader is invited to refer to the Second Annual Report of the Cleveland City Planning Commission, Publication No. 7, March 1945. In this brief report, the proposed program of the Planning Department was broken down by functions. The proposed allocation of both man years and salaries were listed beside each major project (within the functional breakdown). No doubt, the report was made even more meaningful to its readers, through a comparison of the projected work schedule with that of the previous year. (in dollar figures)

a performance or program type budget paralleling the form proposed by the Hoover Commission in 1949 for the Federal Government.

> "We recommend that the whole budgetary concept of the Federal Government should be refashioned by the adoption of a budget based upon functions, activities, and projects; this we designate as a "performance budget."[1]

Once a work program has been prepared, the number of man hours for each specific project could be calculated, together with the supplies needed. Corresponding dollar figures could then be applied, for each major study, together with the funds necessary for the purchase of adequate materials and the employment of the proper amount of personnel. Block accounts would be, in effect, then substituted for item accounts.

Example: Program	Man Hours	Cost	Supplies	Total
Compreh.Pl.	--	--	--	--
Adminis.	--	--	--	--

The submission of a program budget to the Mayor and Council would have have several beneficial effects:

1. It would serve to educate the Mayor, Departments, and Council as to the functions of the Planning Department.
2. It would facilitate meaningful policy decisions on the part of the Mayor and Council.
3. Devoid of item accounts and based primarily on a functional breakdown, the budget would also facilitate internal management processes such as the de-

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[1] Commission on the Organization of the Executive Branch of the Government, Budgeting and Accounting (Washington: Government Printing Office, 1949), p.8.

velopment of a detailed work program.

Work Program:

It was suggested earlier that substituting for the present lack of orderly procedures in assigning responsibilities to both divisions and personnel, a detailed work program for the department should be developed. The scheduling of work is essential if division projects are to be synthesized and deadlines met. Programing is also necessary in order to maintain a sense of achievement, for without it, project proliferation and wasted efforts result.[1]

1. Therefore it is recommended that immediate steps be taken to formulate a departmental work program within which proposed studies will be scheduled, personnel allocated, and initiation and termination dates set. Final responsibility for preparation of the latter rests with the Director, but the actual process should include discussion and consolidation with key personnel. Both the Performance Budget and Work Program should be looked upon as complementary managerial tools.[2]
2. Each division should be responsible for its own work program and calendar of accomplishment, which

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[1] Of course preceding any attempt at scheduling general studies, a clear concise department policy must be formulated (suggested earlier) in which department goals must be ordered.

[2] When and if a technical coordinator is employed, both the Administrative Coordinator and the Technical Coordinator would be responsible for the actual preparation of a departmental work program and performance budget with final review powers resting with the Director. (In general, the procedures utilized would be the same as enumerated above.)

should be integrated with the general schedule of the department. Once again, final responsibility for coordination of department programs would rest with the Director although in practice the Chief Planners (and later the Technical Coordinator) would see to it that projects are integrated according to a prearranged work schedule. The Friday afternoon informal meetings, recommended earlier, for Chief Planners should be utilized for review of work progress, with any irreconcilable conflicts "ironed out" at the Monday morning session with the Director. It would also be wise if short written reports describing work progress were submitted to the Director by division leaders at least on a weekly basis.

Example of Form:

1. Department program

   Comprehensive Plan--Termination Date

2. Division Program

   District Study--Termination Date

3. Status of work

4. Difficulties.

This information would obviously assist the Director in reviewing staff work and in preparing for division meetings. When a technical coordinator is selected, these analyses would be directed to his office.

Standards of Performance:

Once goals have been established and programs formulated

for the whole department and each division, standards of performance must be developed. A proper sense of achievement is necessary: (1) if good morale is to permeate the staff and (2) if staff initiative is to be stimulated.

Once a consistent set of internal department ends and a time schedule to achieve them are derived, the task of developing standards of achievement measuring both qualitatively and quantitatively the work of each division would be facilitated. In turn, as soon as consistent division programs are established, standards of performance could be established for staff members within each division.[1]

Control of Personnel:

Since one of the basic problems of the Boston Planning Department pertains directly to staff morale, the entire question of personnel is discussed intensively in Chapter Six. It is sufficient to suggest here, that if the planning function is to succeed in Boston, that the Director must be given greater control over the selection, salaries, promotion and dismissal of personnel.

Housekeeping Activities:

1. Purchasing of Supplies: Presently, one of the junior level secretaries is responsible for maintaining the

[1]Responsibility for the development of standards naturally lies with top supervisory personnel. If morale and initiative at the department is improved, it will be easier for staff members to internalize equitable standards of achievement. However, norms judging performance are also a means leading to better morale and initiative.

proper amount of supplies. No effective control exists over the use of said supplies by staff members. Individuals, in effect, may procure supplies from the cabinet at will. It is recommended that final responsibility for the requisitioning of all supplies be centralized in the revamped housekeeping section of the Administrative Division. Inexpensive material such as pencils, carbon paper, erasers should be kept in a separate file cabinet which should always be open. For all other supplies, division chiefs should be required to submit a simple form to the housekeeping unit listing the needed materials. Delays should not be encountered in the internal procurement of supplies, but effective control is necessary if waste is to be avoided. The Housekeeping section may expedite the process by seeking in advance a list of division requirements or by checking division needs at the beginning of each week.

2. Reproduction of Material: Responsibility for meeting reproduction requirements rests with the staff assigned to graphics. Maps, reports and documents to be reproduced are, presently, given to one of these two individuals, who in turn complete two requisition orders.[1]

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[1] The appropriation for the reproduction of material is allocated at the beginning of each year to Spaulding Moss. As money is spent, the latter company is supposed to send a notice of the unencumbered balance. In practice, the latter is done only when the funds are practically depleted.

One form is attached to the material and the other is sent to one of the secretaries and then to the Auditor. Almost complete discretion as to the feasibility of ordering reproductions is left to the personnel in the graphics section with the perfunctory review by the Administrative Division if the cost runs to more than ten dollars.[1] It is recommended that preliminary advice be sought from those in graphics as to the proper type and quality of reproduction desired, but that responsibility for the actual ordering of work to be done reside in the housekeeping section of the Administrative Division.

3. Administrative Manual: As suggested earlier, an Administrative Manual would be quite useful in avoiding delay and possible conflicts resulting from misunderstandings pertaining to office procedures. It should contain such information as: (1) appropriate methods for filing data; (2) procedures for the procurement of supplies and the ordering of reproduction of materials; (3) proper procedures to use in devising a work program; (4) an outline showing uniform procedures to use in report writing. Such a manual would basically be a statement of administrative policy.

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[1] This is not a set figure and it appears that it constantly fluctuates.

CHAPTER FIVE - External Communication

Relationships with other Departments
Relationships with the Public

> "It is the destiny of the planning agency to accept from those who define aspirations, their definition of what ought to be; to make this definition precise and practical in alternative ways if there are such, and to pass the precis on to decision makers with recommendations, taking it back with such modifications, wise or unwise and putting it together again as commanded."[1]

If planning is to be really effective in coordinating the physical development of the city, it must influence the making of decisions pertaining to the city. In order to do this, two-way communication must be established with the various public(s), the numerous city departments and agencies.

> "To improve their decision by forcing their referral to a store of memory and tradition, by relating them to other concurrent commitments and by setting them solidly in the matrix of expected resources for fixed time periods ahead."[2]

Relations with other Departments:

Presently due to the upheaval of political administrations and the anticipated arrival of Mr. Logue, there are no clearly defined relationships existing between the Planning Department and other city agencies.

While each department is required by charter to submit to the City Planning Board on or before October first of each year, a list of all capital improvements proposed for the next six

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[1] Tugwell, Rexford G., The Place of Planning in Society, Technical Paper No. 7, (San Juan, Puerto Rico Planning Board, 1954), p.38

[2] Ibid, p.73.

years, this procedure has been, up to 1960, only partially successful in coordinating the plans of other departments relating to the proposed physical projects. Primarily this is due to the uneven degree of cooperation received from Department Directors and the unwillingness of past Mayors to "force" departments to cooperate. In addition the mandatary referral process is less than completely effective as a coordinating procedure since it does not extend to either the purchase or sale of land, nor the sale of existing capital improvements.

Besides the procedures relating to the capital improvement program and the mandatary referral process, no formal means exist whereby the Planning Department may coordinate the development aspects of the planning of other city departments. The Urban Renewal Coordinating Committee[1] was created in 1958 by Mayor Hynes and consisted of representatives of almost all the city departments and outside groups interested in renewal. This committee could have been the real precursor of an attempt at departmental coordination, but it has not been continued under the Collins' administration. As implied above, the contacts between departments at the policy level remain purely informal and are quite dependent on the personalities involved and the support given the Planning Department by the Mayor.

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[1] Represented on this committee were the following departments, agencies, and committees: Administrative Services, Building Department, City Planning Department, Demolition, Fire, Health Departments, Housing Authority, Mayor's Rehabilitation and Conservation Committee, Park and Recreation Department, Public Works Department, Redevelopment Authority, -- Non voting-Director of Public Assistance, United Community Services. If this committee is reactivated, representation should be sought from Police and School Departments.

Most relationships between the Planning Agency and other departments are, in fact, at the technical staff level and consist of a mutual exchange of information purely on an ad hoc basis.

Mutual lack of understanding and respect prevents a real rapport from developing between the staff of the Planning Department and the personnel of many other city departments. Professional planners - at all levels - presently employed by the city evidence feeling of intellectual superiority when comparing themselves to individuals in other departments. In turn the personnel of other agencies lack a basic comprehension of even the rudimentary aspects of planning and, therefore, fail to see the need for it. In essence both of the above attitudes, as implied impede the development of adequate relationships between the Planning Department and other city departments.

The role of the Planning Department is purely facilitative or advisory. Its practical effect on the coordination of the plans of other departments depends upon a combination of its own professional competence, in the degree of support engendered by the Mayor. There is evidence that in the past the suuport of the Mayor's office has vacillated between passive support and total disinterest. A fair test, however, of the role that planning could play in Boston necessitates the demise of the Planning Board.

Recommendations:

1. If planning is to succeed, clear structural relationships between the department and other city depart-

ments must be defined.

(a) It was suggested earlier that the Board be abolished and that the Planning Department be made directly accountable to the Mayor. However, should Mr. Logue[1] finally accept the position of Development Coordinator, the Planning Department should come directly under his authority as a staff agency. As contemplated, all of the programs affecting the physical development of the city would be integrated by the office of the Development Coordinator.

2. The Urban Renewal Coordinating Committee should be restored as an advisory committee to Mr. Logue if he accepts the position as Coordinator. If he does not and the "job" remains unfilled, a Renewal Coordinating Committee responsible to the Mayor should be immediately created in order to facilitate the integration of development plans. This group has not in the past and should not in the future have any formal authority. The main objectives of this organization should be to provide a means for both the exchange of information and ideas between department directors,

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[1]While this thesis was being prepared, the Mayor of Boston was seeking to induce one Edward J. Logue of New Haven to become the Renewal or Development Coordinator for the City of Boston. As implied earlier he had not, up until this thesis was submitted, formally accepted this new position.

3. As described on page 87, there is a disturbing evidence of a lack of respect and understanding between the Planning Department and other city departments. This condition obviously weakens the value of the planning process and function in Boston. In essence, the Planning Department must encourage other departments to become conscious of planning techniques and principles. At the same time, members of the planning staff should lose their feeling of inherent superiority at least in relation to the staffs of other departments. Both of the above suggestions are necessary, if there is to be real rapport on the technical level. Several specific recommendations are in order:

   (a) Ideas pertaining to planning studies should be solicited and reviewed from other departments. In fact contact should be had with department directors and staffs during all phases of major planning projects. A coordinating committee of the type described above would be of great assistance in facilitating this process.

   (b) In order to take advantage of each department's expertise and increase their awareness of the planning process, planning studies should be circulated before completion for informal departmental review and possible suggestions.

(c) If feasible at the time when planning studies pertain to a particular aspect within another department's sphere of competence, members of the technical staff of the latter agency should be invited to participate in the project. This would reduce the distance which exists between the planning staff and the personnel of other departments.

(d) The effect of a monthly newsletter describing planning studies in progress would be beneficial in "educating" departments as to the planning function.

(e) Members of the technical staff[1] of the Boston Planning Department should lose their sanctimonious attitude pertaining to the work and personnel of other departments. It is proposed that during general staff meetings, the Directors of other departments be allowed a few minutes to introduce themselves and explain the work of their respective departments. Also the Planning Director must make an effort to increase the awareness and understanding of the staff pertaining to the work of other agencies and its relation to planning. Communication is a two-way process. Education should

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[1] The universities from which the planners are born should require course in the art of decision making (Political Science) and Public Administration.

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be a key to understanding and not a barrier to comprehension.

5. The internal structure of the Planning Department should be clarified, following suggestions made earlier so that understanding of both the planning process and function may be facilitated.
6. Both of the procedures relating to the capital improvement program and the review of referrals would be made much more effective in coordinating the plans of each department with the Planning Department, if the Mayor (present and future) urged, in stronger terms than past chief executives, that each department director cooperate. Also if development programs pertaining to government activities are to be effectively integrated with a city-wide plan, the mandatary referral power should be expanded to include not only the construction of capital improvements but the purchase of sale of land or improvements by each department.

Relations with the Public(s):

Direct communication with the many publics is essential during all stages of the planning process and phases of the planning function. Both political and market processes are often mute as to community goals, needs and desires. It is the task of the planner to make the inarticulate articulate, particularly with reference to the physical development of the city.

In essence, the community must be allowed to participate in the formation of goals and objectives which are later to be embodied in plans for the physical development of the city. Since individual reactions depend upon the phrasing of the question and the alternative presented, both public opinion polls and voting, while useful leave much to be desired.[1] Furthermore, it would be difficult to reflect through voting procedures or public opinion polls, the desired ordering of

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[1] Bowen (Harold Bowen, Toward Social Economy, (New York: Rinehart and Company, 1948), pp. 172-178) realizing that both the market and political processes must be "amended" in order to determine the proper output of social goods, theorizes that it may be possible to quantitatively measure social desires through an elaborately contrived voting procedure. He assumes that each individual would be able to express his preferences in dollar terms. (Calculations would be made by each voter relating to the amount of money that he would be willing to "give up" in order to have an additional quantity of a particular social utility--for example a classroom). Indifference curves then would be tabulated and a marginal rate of substitution for the community calculated.

In fairness to Bowen, he does imply some of the difficulties inherent within his scheme:

1. Equal intelligence of all the voters cannot be assumed
2. The community may not know all the costs of proposed projects
3. All the individuals may not be in an equal position to benefit from social goods (dependent on such factors as distribution of income, status, color)
4. Many individual needs and desires cannot be expressed in monetary terms.

Moreover, Bowen's proposal necessitates a vast amount of information and data being presented to the individuals. As implied above, not only is the necessary data lacking but the capacity of man, acting as an individual, to calculate a complex benefit-cost system producing social utilities is seriously doubted.

the desired goals and objectives (either cardinally or ordinally).[1]

Despite difficulties, successful procedures have been developed which enable the public to assist the planning staff in deriving community objectives. (see recommendations following the analysis.)

Analysis:

While the Planning Director has maintained a "complex network of horizontal relationships" with interested community groups and while during specific projects, such as zoning and renewal studies, an attempt has been made to develop contacts with both community groups and individual citizens, there is no existing formal channel of communication through which the public could receive the enlightened recommendations of the planner and in turn the planner could be "educated" as to the desires and needs of people.

The present Civic Progress Committee has within its ranks prominent "Bostonians," including representatives of labor, business and financial interests. However, neither this group

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[1] Processes must be created which can define adequately the social welfare (or welfares), allowing the citizen the final choice. In effect, planning is a rational process based upon a conception of the social welfare for allocating land uses. Alternative goals prepared by the planner should be ratified by and through the political process. Once again, if planning is to succeed, it must be located as close to the decision making process as possible. Since the Mayor, in Boston, has legally assumed the major responsibility for the formulation of policy, the planning department, as recommended earlier, should be directly responsible in fact to the chief executive.

nor its earlier prototype, during the Hynes' administration, the Committee of One Hundred has been effective in articulating community goals. Large, unwieldly and meeting infrequently, the Civic Progress Committee cannot offer the necessary channel to the community.

During specific renewal studies, the services of both the United Community Service and the various settlement houses within the city have been utilized in seeking out community and neighborhood feeling pertaining to proposed projects and in preparing the "proper climate" of opinion for future renewal programs. Neighborhood meetings have been held at which time members of the planning staff have participated. Although experience warrants a continuation of this experiment (see recommendation) in order to improve the rapport between the planner and the citizen, future sessions should be less formal and smaller in size.

Each division within the Planning Department has during the course of preparing projects made direct contact with both individuals and groups within the community. This relationship has been described, in the vernacular, as one of "give and take," with the staff members soliciting information and in turn explaining proposals, alternatives, and programs. Once again, however, there is no continuous, sustained channel of communication, presently in existence, between the Planning Department and the Community. As described above, whatever relationships that have existed, with the possible exception of existing contacts with the Civic Progress Committee, related to specific projects.

There is a definite need, which is presently not being met, to "educate" the general public as to the need for planning. If planning is to effectively guide the city's future development, it must obviously become politically feasible. Support for planning efforts should be generated within the community. In the long run, public support will only be sustained if the public understands what planning is and why it is essential. In other words, comprehension will facilitate acceptance. (for several suggestions relating to the role of the Planning Department in educating the community, see recommendations)

In conclusion, day to day contact with the various individuals seeking information directly from the Planning Department is one of the most important existing channels open to the community. It appears that the Administrative Division has been given the responsibility for meeting the needs of those persons soliciting information. In actual practice, the procedure is quite informal and quite confusing.[1] Each secretary has at times assumed the responsibility as have various individuals within each division. Procedures are definitely lacking which will insure a quick and intelligent response to requests for assistance from individual members of the public.

Recommendations:

The analysis above portrays a situation in which the Planning

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[1] Confusing both to the individuals who are seeking data, and oftentimes must wait patiently while some staff member is found able to assist them, and to staff members who are often interrupted in order to furnish information.

Department's relations with the community are fragmented and underdeveloped. With these facts in mind, several recommendations are in order:

1. The present Planning Department is not equipped, nor should it be, to undertake massive community relations program. Earlier proposals strongly recommended that the Planning Board, as it is presently constituted, be abolished. Since the Mayor must be held accountable for his administration, final responsibility for an official community relations program should be centralized in his office. However, in the light of the above analysis, public relations expert versed in planning techniques should be assigned (organization plan two) specifically to the Planning Department. It would be his responsibility working in close coordination with the Technical Coordinator to develop a suitable and continuous community relations program. The results would naturally have to be constantly cleared with the Mayor's office.[1]
2. The present Mayor (and future Mayors) should establish a formal group composed of representatives of business, labor, and social welfare interest, in order to act

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[1] Other cities have increased the planning consciousness of the community by publishing special reports dealing with the need for planning. This practice should be utilized in Boston. Also, it is suggested that technical studies be given wider circulation. Two versions might be prepared: one a detailed summary directed at the technician; the other a simpler analysis highlighting major proposals with graphic illustrations for general public consumption.

as an advisory committee both to the Planning Department and the City Council. This committee would have no authority over the Planning Department, but would exist primarily for consultation purposes. Its membership should be broadly representative of the community. Working subcommittees should be created corresponding in function to proposed planning studies. In order to maintain the functional independence of this new Planning Board from the Planning Department and thereby guarantee a competent and unbiased examination of technical proposals, this advisory committee should be granted enough appropriations to engage a consultant or recruit a small staff.[1]

3. In essence, the city is composed of many geographical areas. Planning projects which relates to specific locales will be easier to implement if citizens within these areas feel that they have at least been consulted in the planning process. Efforts (with specific emphasis on renewal areas) should be made to develop defective report with individuals and groups in different neighborhoods. The Planning Department should continue to work closely with the United Com-

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[1] The only formal relationships between the Planning Department and the new Advisory Committee would be the requirement that official proposals of the Planning Department need be submitted to the Board before presentation to the Council.

munity Services and local settlement houses, in educating the citizens as to the objectives of renewal. Continuous encouragement should be given staff members to make presentations of completed studies before neighborhood groups.[1] It would also be wise, before definitive plans are formalized, to review with local citizens studies in progress.[2]

4. Both the formation of an advisory committee and the strengthening of ties with such groups as the United Community Services will, no doubt, provide superior channels of communication to the public than the ones that presently exist. Each division, however, should still maintain individual contact with local leaders and groups during specific projects. In order to facilitate this process, a constantly revised master list of community and neighborhood organizations should be kept by the technical services section of the administrative division.
5. Finally, day to day contact with the various individuals seeking information directly from the Planning

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[1] Allowing staff members to participate in this type of activity would assuredly increase general morale.

[2] Formation of neighborhood organizations interested in improving their neighborhood should be encouraged. Since neither the Planning Department nor the Mayor's office is equipped to expedite the creation of such groups, it is proposed that the city appropriate the necessary money to the United Community Services in order that this organization may "spark" the formation of local groups.

Department is probably one of the most important existing channels open to the community. The processes involved should not be treated carelessly. Simple requests for maps and reports can be handled adequately by one of the secretaries, but individuals seeking information pertaining to technical studies or any aspect of the general planning function should be put in direct communication with a competent planner. Therefore, it is recommended that one member of the Administrative Division be given direct responsibility for the tasks described immediately above.

CHAPTER SIX - Personnel and Organization - Problems of Morale

The firm of Adams, Howard, and Greeley in a report dated May 7, 1956 (not as yet made public) prepared for the City Planning Board stated, "the functional organization of the staff and the allocation of duties and lines of authority, is at the moment less significant than the problem of recruiting and holding enough professionals with an adequate range of training and experience."[1] While this statement was true in 1956, it would be somewhat misleading[2] if applied to the institutional environment in 1960, for although competent technical personnel may survive the vicissitudes of the present weak structure, the battle will take its toll in morale, in the holding capacity of the organization, and finally most assuredly in the product. To rephrase the above statement somewhat (with particular reference to Boston), the functional organization of the staff, the allocation of duties and lines of authority is interrelated with and equally as significant as the problem of recruiting and holding enough professionals.

In general, the professional staff is technically competent

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[1]Adams, Howard, and Greeley, Report on Staff Problems to the Boston City Planning Board (Cambridge: Adams, Howard, and Greeley, 1956), p.1. (Unpublished report)

[2]Several times during the course of the author's many interviews, the interviewees, while recognizing the difficulties pertaining to the present internal structure, maintained that the problems relating to personnel were of greater importance. Their arguments were often buttressed by reference to the Adams, Howard, and Greeley Report (1956). This attempt to segment the two problems was disturbing. It is the author's firm belief that, especially with reference to the present situation in Boston, both the deficiencies related to the structure and the problems associated with the employment of competent personnel are quite interrelated.

and highly educated. A count[1] portrays a total of forty-four degrees among thirty individuals, with fifteen graduate degrees[2] and twenty-nine undergraduate degrees. Problems related to personnel primarily pertain to morale. It is obvious to even the most casual observer that the spirit of the staff (including the non-professionals) is quite low. After interviewing all staff members, and analyzing the questionaires, it appears that there are several reasons for this fact, some of which have been described earlier.

External:

1. The political environment in Boston, according to most members of the technical staff precludes any sense of real achievement.
2. A Planning Board which does not comprehend even the most rudimentary aspects of planning.
3. Lack of a clearly defined structural relationship with other city departments which, in effect, prevents the effective implementation of plans relating to the physical development of Boston and also creates a disturbing "ivory tower" feeling on the part of staff members.

Internal:

1. No clear statement of goals or work program.

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[1] Refer to Table one in the Appendix.

[2] Community Planning is the only division without an MCP below the level of Chief. Intradivision integration of projects and interdivision coordination is impeded because of the lack of general planning expertise in this group.

2. Lack of leadership on all levels.
3. "Fuzziness" and extreme pliability in the internal organization.
4. Weakness of the intradepartmental communication network.
5. Low salaries increasing vertical mobility and migration. (High turnover -- low holding capacity)
6. A Civil Service which disregards recent advances in personnel management techniques.

External:

Recommendations were made earlier pertaining to relationships between the Planning Department, the Mayor, the Board and other departments. While the Boston political climate is not the best, it behooves the planner to understand the political processes involved in decision making. Comprehension of the complexities and the delays involved in the latter would serve to lessen the mythical distance between the politician and the planner. If planning is to be effective, it must first understand and then permeate the political process.

Internal:

(Goals - Program) In order for a sense of personal achievement, so necessary for good morale, to saturate the department, criteria judging individual and group performance must be created. The latter can only be based upon a consistent set of departmental goals and established programs necessary to achievement.

Once enumerated and defined, the ends of the organization

need reach every member. If the staff is to be motivated, the leadership must exemplify proper initiative. There is evidence[1] that, with few exceptions, supervisory personnel have neglected their responsibility to communicate effectively with lower grade personnel.[2] This communication[3] is necessary if individuals employed by the departments are to feel a sense of belonging, if they are to identify, in part, their own goal system with that of the organization. Finally, staff members must be made to feel that they are contributing to departmental decision making. In effect, it most certainly would be easier to justify a program to the staff, if after its original formulation by the Director and the Chief Planners, it was subjected to the staff for review. Knowledge and acceptance of the end system and program would assist in the creation of a self-imposed desire for coordination, thus negating the need for a constant application of formal authority.

(Structure) Together with the establishment of goals and programs, the internal structure of the Boston Planning Department must be formalized. While it is true that the department must be able to adapt to program changing and the quality and

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[1] The response to the questionnaire more than incurred this lack of leadership. Only the Comprehensive Planning Division seems to be functioning effectively.

[2] More than enough discretion has been granted, but upon analysis, it appears that leadership has been in general confined to petty details, rather than general direction at the outset, advice during a project, with joint review after completion of the latter.

[3] Indices for determination of proper leadership work: (1) Degree and type of direction; (2) degree of individual participation in division meetings; (3) presence of a division work schedule; (4) knowledge of how division projects fit into department programs.

quantity of personnel, there is no excuse for the present degree of fluctuation in structure and the functional allocation of responsibility. Both answers to the questionnaire and replies garnered during follow-up interviews suggest the general feeling of disorientation as to formal responsibility and functions, diminishing the sense of identity with the department. Very few staff members were accurately able to describe the organization chart or their own relation to it.

A well structured department, as related earlier, not only facilitates the achievement of the end of the planning function, but leads to a wider understanding and appreciation of both the process and function, thereby increasing the motivation of staff members.

> "Each member of the organization must have as good a comprehension as possible of the relationship of his particular function and responsibility in the organization to that ultimate purpose, if his work is to be done intelligently and effectively."[1]

(Communication): A viable communication network, formal and informal, is necessary if the flow of authority is not to be impeded. It is also vital if good morale is to prevade throughout the department. Earlier, recommendations were made to improve the formal transmission of authority, ideas and information. In addition, several suggestions will be enumerated below to improve the morale and motivation of the professional and non-professional (utilizing the communication network).

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[1] Gaus, John, The Frontiers of Public Administration (Chicago: University of Chicago Press, 1936), p.67.

The department has been remiss in developing the ability of those individuals presently employed. There are no formal methods for the continuous training and development of members of the staff. Since most of the technical staff are recent graduates of higher educational institutions, creative on the job training programs would serve to bridge the gap between the classroom and reality.

In essence, the means are available to build into the communication network an ideal in-service training program. With this thought in mind, several suggestions are in order:

1. Orientation: At present, the newly arrived employee is not exposed to any significant and worthwhile orientation program. Each individual should spend his first six months rotating between the different divisions. This would serve to "brief" him both as to the existing planning function and the planning process. Supplementing this, the chiefs of each division should, without becoming supercilious, assign challenging tasks aimed at developing as quickly as possible the latent capabilities of new staff members.
2. Rotation: Once the orientation period is over, a programed schedule of rotation should be substituted for the existing "hit or miss" system. This would serve: (1) To give staff members a comprehensive view of the planning

process and function; (2) to develop latent capacity; (3) to bridge any gap which may exist between long and short range planning. As a guide, it is recommended that lower grade personnel be rotated every six months, with supervisory staff members revolving positions on at least a yearly basis. Also care should be taken in allocating functions so that staff members can benefit from the assignment of challenging, but not impossible, projects.

3. (Meetings): In general, the quality of staff meetings should be improved. The preparation of a careful agenda for all general and staff meetings would serve to expedite their execution. No doubt, these sessions, if properly planned, can be highly educational. As mentioned earlier, they will also serve to coordinate the programs of the department.

   (a) General Staff Meetings: These sessions, including all the department personnel, should be of the informative type. Presentation of detailed technical data should in general be avoided. These meetings should be utilized to highlight the general recommendations of completed programs. Movies and illustrated talks would help to improve the report between the staff and program leaders.

(b) Staff Meetings: Staff Meetings should be utilized for the detailed technical analysis of studies in progress. These sessions should be limited to professional staff members.

(c) Division Meetings: The content of these sessions should depend upon the desires of each division chief. However, in general, these meetings should be utilized to develop an in-group feeling of pride and achievement in the work being prepared. Much will depend upon the leadership offered by the Division Chiefs. Freedom of discussion should be encouraged during the sessions so that all "gripes" and dissatisfactions pertaining to the work which may be latent in the individual member would be drawn out. There is too much evidence that presently these meetings are treated too casually by the Chiefs and have become but amusing diversions for staff members.

4. Conferences between the Director and the Chiefs should be utilized, in part, to instill the principle of group leadership in the Chiefs. Again, as stated many times above, many of the Chief Planners, while technically competent, have avoided the responsibilities associated with administrative management and leader-

ship of personnel. The educational institutions, from whence they came, are partly at fault for negating their responsibility to impart the importance of a proper understanding of management techniques. It is up to the Director, relying upon his own knowledge and experience, to inculcate both the necessity for leadership within each division and knowledge of the processes associated with administrative management.

5. Courses in Outside Educational Institutions: Greater Boston is fortunate in having within its boundaries two of the foremost planning institutions. Supplementing them, there are several colleges and universities offering excellent studies in the social sciences, public administration, and economics. While obviously any large scale formal training-education program outside of the department is unlikely (and not realistic), certainly selective individuals could be given, on a rotating basis, one hour or two free time each week, if they desired to attend particular courses which the Director felt would benefit their development as planners. This approach, if carefully applied, would increase the morale of those participating in the program and therefore the long range goal of the Planning Department.
6. Misunderstanding of the political processes involved in decision making seriously weakens the communication between the planner and the politician. While formal

> communication exists only at the higher levels (between the Planning Department), the Mayor, the Council, and the other city departments), the effects of misunderstanding permeate the whole department, taking form in lower morale and despair. It would be wise if the Director or someone chosen by him during staff meetings devoted some time to explaining the political art of decision making. Complementing this proposal, the Directors of other departments should be invited to attend and participate in selected staff meetings.

The informal communication network has been neglected purposely to date. It is felt that: (1) if the organization's functions and responsibilities are clarified; (2) if consistent goals and programs are prepared; (3) if the formal communication network functions in the proposed manner, then the informal groupings[1] which presently exist within the Planning Department will not impede its effective operation.

Presently, the planners (those educated specifically in planning) because of a common educational background appear to have formed at least an informal amorphous social and working alliance, which has hindered their rapport with non-planners[2] on the staff. Within this broader group, those professionals,

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[1] Cohesive social or working groups based on friendship, personality, shared ends, similar education, which exists alongside the formal organization's structure.

[2] The personnel mentioned above may have a planning title but were not specifically educated in planning.

who have graduated from the Massachusetts Institute of Technology (approximately one-third of the technical staff) seem, at least in the eyes of non-Massachusetts Institute of Technology graduates, to have gravitated together to the exclusion of the rest. Naturally there are, of course, countless other subgroups permeating the department based on such factors as personality, friendships of wives, age of children, similarity of functional responsibilities and geographical location.

Informal groupings are quite natural and only disturbing if they impede the effective operation of the staff. As implied earlier, there is evidence that there is a chasm between the professional and non-professional, between the M.I.T. planner and the non-M.I.T. planner. Certainly, this distance must be bridged and the suggestions made immediately above and in the chapter on the communication network provide the bases for better intrastaff communication and understanding. An attempt, however, should also be made when selecting full-time personnel to draw upon the talent available from other planning universities besides the Massachusetts Institute of Technology. If this is accomplished, it would broaden both the educational and experience base presently existing within the Planning Department, while at the same time lessening the general image that the department is a finishing school for the afore-mentioned institution.

Finally, the relationships between the clerical and professional staff leave much to be desired. While Civil Service standards generally demand a lower degree of competence in

secretarial employees than private businesses, the secretaries at the Planning Department, if properly motivated, appear to be quite able to handle their general responsibilities. The present problems pertaining particularly to the low morale of the clerical staff relate primarily[1] to the lack of any real communication between the professional staff and the secretaries. Frequent delays encountered in meeting staff dead lines for typing and reproduction work are chiefly due to the lack of a preplanned work schedule. Intrusions caused by emergencies would be less obtrusive if major responsibilities of the clerical staff were based upon a schedule. Lack of proper supervision is obviously related to the above difficulties and suggestions were made in Chapter Three to improve the situation.

In conclusion, as stated above, the primary difficulty is the lack of communication. The staff, perhaps because of a superiority complex resulting from a collegiate background, casts frequent aversions on the ability of the secretaries. There seems to be no initiative emanating from the professional to breach the chasm that has developed. On the other hand, the members of the clerical staff have not exemplified either the proper motivation for the supplementary feeling of in-group

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[1] Salary levels for secretaries are comparable to those earned in private enterprise and therefore are not a contributing factor to low morale. It appears (information received from several employment agencies and private firms) that the salary range for secretaries-stenographers in the Boston area lies between sixty-five and ninety-five dollara a week. For a comparison of present salaries of those secretaries employed at the Boston Planning Department with previous years, see Appendix, Table Two.

pride, so necessary for the development of latent abilities[1] and the competent performance of assigned functions. In order to ameliorate many of the problems analyzed above, specific recommendations were made in Chapter Three. In substance, they are repeated below:

(1) Individual secretaries should be assigned on a rotating basis to each division.

(2) The structural location of the clerical staff should remain within the Administrative Division, responsible to the Administrative Coordinator.

(3) A practical work program should be developed by the Administrative Coordinator and the Chiefs in order to prevent either overloading or its opposite under utilization of the clerical staff.

(4) Secretaries should be required to attend general staff meetings.

Salary Schedule: - Turnover

The effect on morale of the present salary schedule is not easy to determine. It would be much to facile to attribute the present climate of opinion entirely to current payroll standards. Certainly, the other difficulties related to structure and communication system affect staff initiative. Since, however, professional planners are still a rare commodity and able to com-

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[1] Several complaints were aired as to the inability of secretaries to take shorthand and dictation. To the best of my knowledge, four out of the six secretaries can do the latter, but have either not been asked or overtly shown a desire to do so.

mand a seller's market, if Boston is to attract and hold qualified planners, compensation rates must equal or be above those offered elsewhere. (See Table Three in Appendix) That the budgetary appropriations for salaries are not realistic is connoted by the high rate of turnover[1] associated with the Planning Department.

February 1-of each year	1957	1958	1959	1960
Staff	19	23	31	32
Holdover (previous year)		9	14	23
Additional		14	17	9
Turnover		52%	39%	25%
Staff expansion		21%	34%	03%

No doubt the excessive amount of resignations and replacements have in the past been partially responsible for the constant rearrangements of structure, programs and personnel, making internal communication difficult.

While salary standards are difficult to derive, a comparative sample of fourteen[2] agencies prepared by the American Society of Planning Officials (1959), reporting seven positions

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[1] Again there are other reasons which were described earlier contributing to the turnover rate, but in the process of interviewing individuals who have accepted positions elsewhere, it appeared that a higher remuneration was the principal catalyst behind the decision to leave.

[2] The fourteen cities and counties used in the ASPO report were: Alleghany County, Pennsylvania, Baltimore County, Maryland, Boston, Massachusetts, Cincinnati, Ohio, Detroit, Michigan, Detroit Metropolitan Area, Regional Planning Commission, Michigan, Kansas City, Missouri, Los Angeles, California, Los Angeles County, Louisville-Jefferson County, Kentucky, Milwaukee, Wisconsin, Philadelphia, Pennsylvania, Washington, D.C. and Wichita-Sedgwick, Kansas.

similar to Boston show that pay rates at the Planning Department are scaled near the bottom of the list for each position (see Appendix, Table Three).[1] A general comparison is portrayed below:

Comparative Position of Boston Pay Scales in relation to other departments in the ASPO study[2]

Level[3]	Mean	Boston[4]	Median
1	$13,933	$13,035	$14,229
2	11,238	9,937	10,470
3	10,051	8,815	10,240
4	9,622	7,575	10,290
5	8,135	6,530	7,692
6	6,747	5,655	6,900
7	5,668	4,830	5,481

Another obvious problem related to salaries is the lack

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[1] In arriving at the list shown in the Appendix, Table Three, Boston was given the benefit of comparing their 1960 figures (which include a pay raise) vis a vis the 1959 pay schedule for the other fourteen agencies. Even so, the Boston agency still appears no higher than ninth out of possible fourteen agencies (for any position).

[2] American Society of Planning Officials, Planning Advisory Service, information report number 121 (Chicago: American Society of Planning Officials, April 1959), p.14.

[3] The fourteen agencies are the same fourteen which are enumerated in footnote two on page 114.

[4] Boston figures were arrived at in the following manner: The difference between the highest and lowest figures found in the salary schedule (1959) was divided by two with the result added to the lowest figure.

of personnel specifically educated in planning. While the exact ratio of individuals with a planning degree as opposed to those without one is quite flexible, surely more than the present thirty-six percent of all staff members (eleven out of thirty exclusive of secretaries) should have completed a graduate planning program.

Although a detailed study of personnel needs was not made during the course of this study, it appears obvious, considering the functions assigned to the department, that the present staff is definitely undermanned. In a recent analysis prepared by the Research and Comprehensive Planning Division (see Table Four in Appendix), a figure of one hundred and forty-six needed positions was derived. This is, in the light of present and forseeable circumstances, rather outside the realm of possibility. However, an eventual increase to at least fifty individuals (including secretaries) should be sought.[1]

In conclusion, it seems apparent that if qualified individuals are to be attracted to Boston and remain with the department, not only do improvements have to be made in the internal structure and its components, but a substantial raise in salary levels is warranted. (The present salary scale is shown in the Appendix, Table Five,together with the rates for 1952 and 1958.)

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[1] Of the added personnel, two chief planners are definitely needed as is a technical coordinator. There also appears to be a need for junior grade professionally educated planners. No detailed recommendations are being made, however, since it was not possible within the defined scope of this thesis to complete an intensive analysis of personnel needs.

Civil Service: - General Observations on Position Classification and Compensation Plan

Civil Service classifications are correct in distinguishing city planning positions from other technical professions. Strict application, however, of many of the general regulations, conceived in the embryonic stages of the Civil Service and therefore quite protective in nature, have impeded and will continue to impede the recruitment and selection of qualified personnel. In general, Civil Service rules "rob" the Director of much needed administrative discretion, particularly pertaining to personnel.

General Description, Civil Service:

The Civil Service Director has the responsibility for the preparation of eligibility lists based upon either qualifying or competitive examinations. He also has the responsibility for determining final specifications and qualifications for any office or position submitted for classification. "Examinations shall be conducted under the direction of the director, who shall determine the form, method, and subject matter thereof; provided, that they shall relate to matters which will fairly test the fitness of the applicant actually to perform the duties of the positions for which they apply."[1] Oral interviews are to be given no formal weight in the selection of individuals. Provisional appointments are allowed, if no lists

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[1] Division of Civil Service, Civil Service Laws and Rules (Boston: Commonwealth of Massachusetts, 1958), p.11.

are available, but must be terminated after the establishment of such a list and in no case can they be made for longer than six months.

The Director is given discretion to waive competitive promotional examinations for an employee provided that he has spent "three years in a lower grade; is the oldest employee, the second oldest employee, or the third oldest employee in the length of service, and that such employee passes a qualifying examination prescribed by the Director."[1] However, the latter regulations, giving weight to seniority are not mandatary. Competitive promotional examinations may also be given within the department. If an eligibility list is not established, the test is then opened to individuals from other departments.[2]

Veterans are given special preference, in that once passing the prescribed examination, they are entitled to be placed at top of the list (with disabled veterans getting first preference). Also "whenever, a provisional appointment is authorized by the director... no person other than a veteran shall be appointed unless the appointing officer cannot find a veteran qualified for the position who will accept and so certifies to the director."[3]

Appointment or promotion of an individual whose name is not highest on the list requires a written statement which must be

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[1] Ibid., p.14.

[2] Only if no lists are established may appointments be made within the department without the need of an examination.

[3] Ibid., p.23.

filed with the Director of Civil Service. Finally, dismissals or demotions in rank require a statement in writing from the appointing authority plus a hearing, if requested by said employee, before a member of the Civil Service Commission or a disinterested person designated by the Chairman of said Commission.

Comments: Civil Service

A centralized Civil Service Commission should be confined to the preparation of general rules for the management of personnel and the administration of said rules. It should, in general, be a facilitative body, assisting in the development of an adequate program for personnel rather than a protective organization cast in the role of a policeman.

With the above in mind,suggestions for improvements in the present system are in order:

1. In order that the Planning Department may recruit qualified personnel based on its needs, the Planning Director should have more responsibility than is presently allowed in determining the content, scope and weight, of competitive examinations.[1]
2. Oral interviews should not be discounted in the selection of personnel. While the examination results together with the quality and quantity of experience should take precedence,a well prepared

[1]Out of a total of five points, experience counts for two and the exam, three, when the applicant is being graded. This weighting is consistently applied to all positions. Experience is less important in lower grade positions than it is with supervisory grades. It is suggested that the weighting system be applied in a differential fashion with experience becoming more important in the higher positions than the examination.

interview is a useful administrative device in "sizing" up a candidate's ability, especially if the individual in question is applying for a position which requires a great degree of personal contact with outsiders.

3. At present, it appears that all of the tests, competitive or qualifying, attempt to measure achievement rather than capacity for growth. For lower grade[1] positions, however, it seems obvious that tests should try to measure aptitude rather than the present level of achievement. These positions are growth positions and should be treated as such.
4. No constant passing mark should be set for all competitive examinations. Each scheduled test should be treated differently, with the number of positions open determining successful applicants. From the lists prepared, the Director should have a free choice with no requirement to submit a written statement, if he should select an individual who is not at the top of the list. Thus the stigma and the demoralizing effect of failing an examination would be avoided.
5. If an individual selected on a provisional basis has completed a successful probationary period, there is

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[1] As one proceeds up the position hierarchy, the tests should become equal in emphasis and measure both aptitude and achievement.

no need to subject him to an open competitive examination. Personnel selected on a provisional basis[1] should after serving six months of satisfactory service be allowed to take a qualifying examination, which if passed, would allow them to become permanent employees.

6. Seniority and quality do not necessarily go hand in hand. While maintenance of morale requires some recognition of the years of service of those staff members already employed, the planning process and function necessitates the constant application of the minds of superior individuals. Promotional opportunities should first be offered within the department. A base period should be derived, perhaps a year, below which no individual would be entitled to take the examination. Above the base period, the requirements for each position should govern. Instead of competitive examinations, all intradepartmental tests should be of the qualifying type, with the Director making the final determination as to the promotion of personnel. If in the above process, employees having seniority are by-passed, the Director should make every effort to explain his reasons for doing so to those individuals in question. Should no eligible list within the department be established,

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[1] These individuals would be selected because no eligibility lists are available.

competitive examinations, open to all, would be held. Implementation of the above suggestions would allow the Director more flexibility in the placement of personnel and it would also substitute competition within an individual for rivalry among staff members.

7. The scarcity of competent planners does not permit such "buy American" regulations as the provision within the Civil Service rules preventing the permanent employment of qualified foreigners.(If an individual from the states becomes eligible through the process of passing a competitive examination, any employee from a foreign land must be dismissed.)
8. No one[1] will deny that veterans should be accorded some special privileges. The provisions, however, as they presently read, are too discriminatory and could impede the selection of qualified planners. It is recommended that veterans be given a number of points which will be applied to their examination mark at the outset. If with these extra points they are able to qualify for appointment then the Director of Civil Service should so certify them. However,

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[1]Since all young men, except disqualified by infirmities, are presently required to serve their country in some manner, veterans' preference may eventually become superfluous. However, while inequalities in length of service still exist because of recent wars, and while there are veterans disabled as a result of their stay in the service, some distinction is necessary.

no veteran should ever automatically proceed to the top of the eligibility list.

In conclusion, the goal of the many proposals in the above paragraphs (pertaining to the Civil Service) is to improve the quality of the personnel employed by the department. To do this, the Planning Director, who has final responsibility for the policy and programs of the departments, should be given wider amount of latitude in the selection, development and demotion of individual staff members. Finally, no programs relating to personnel will succeed without viable recruitment policy. There is evidence that the Planning Department has not actively sought qualified applicants for vacant positions. More proselytizing is essential if Boston is to attract competent planners. The first step in developing a suitable recruitment program would be to establish a closer liaison among all of the institutions of higher learning granting planning degrees. Once salaries are adjusted, and the functions and structure of the organization are clarified, Boston should be able to compete with most other planning departments for personnel.

Observations as to the Position Classification and Compensation Plan:

In essence, personnel and compensation plans are integrated phases of the management process and should be treated as such. After a careful and intensive analysis of both the classification and compensation plan presently in effect, the following brief observations are in order:[1]

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[1] In the Appendix, two classification plans are presented. Both are thought to be free of the inconsistencies and weaknesses described above. They should be studied not as a definitive program, but only as a suggestion of possible revisions in the present plan.

Compensation Plan: - (Recommendations have already made to increase the general level of salaries.)

1. In the past, wage increases have been uniform for all positions. Similar dollar increases for all positions tend to becloud differences in responsibilities and grades. Once proper distances are decided upon distinguishing different positions according to the level of authority and responsibility, it would be more meaningful if salary increases bear some relation to base pay and the scalar hierarchy.
2. The present span of years between the entering salary and the highest achievable compensation within the same grade is much too long (a period of eleven years) with rather insignificant increments. No latitude is given the Director to develop incentive through changes in the remuneration for each position. In general, length of service, rather than achievement, determines compensation within each grade. Perhaps, it might be wise to experiment with achievement increments. Seniority based raises should be related to a span of six years rather than eleven, with an increase due after three years.[1] Incentive increases in salary could then be offered between the first and third years, and between the third and sixth years.

[1] No doubt, in order to be made meaningful, step rate increases should be larger, corresponding to general salary increases.

3. In order that salary levels parallel experience and educational requirements, the compensation plan should be revised so that renumerations at every step in grades with more allocated responsibilities and authority are higher than in lower grades.

Position Classification Plan:

1. Confusion exists as to the present value of a professional planning education for different positions. For instance, a Master's Degree in City Planning is equated with four years of experience of a Junior Planner and six years for a Senior Planner. On the other hand, a Bachelor of Arts Degree in City Planning is valued at five years' experience for a Senior Planner. A classification plan should be so created which gives due recognition to the importance of graduate education in planning.[1] The latter should be distinguished at all levels from undergraduate training in City Planning and graduate or undergraduate programs in related fields. Moreover, the quality and quantity of both education and experience should be related, at all levels, to the type of responsibilities and functions assigned to each position.

[1] Planning is a profession and, like most other professions, should require a high level of competence. While professional planning education is not a complete necessity, its value should be recognized and due credit given to those who possess it. If experience is to be substituted for education in order to qualify for any position, the quantity and quality of such experience should be such as to impart a knowledge commensurate with that gained through education.

Finally, as the responsibilities allocated to such position grow in complexity, more weight should be given the quality of experience than the quantity.

2. It should be recognized that in most cases all experience below the level of Junior Planner is sub-professional. Therefore, the experience requirements for Planning Assistant should not, as they now do, suggest the need for professional planning experience. In effect, the Junior Planner's position should be firmly established as the entering position for graduate city planners. In the classification proposals (see Appendix), it is suggested that the Master's Degree in City Planning equal six years of planning experience below the level of Junior Planner.
3. There are presently nine classified positions with seven different levels in the hierarchy. It is suggested that the position of Junior Planner Analyst could be easily combined with that of the Junior Planner and that the position of principal planner could be abolished. The above proposals are made principally in order to simplify the present scheme and allow qualitative distinctions as to the responsibilities assigned and compensation allocated to different positions.
4. Substitution of professional experience in related fields for planning experience is clearly warranted. However, the degree of substitution permitted and

the quality of experience necessary should be clearly defined. In many cases, particularly with reference to positions in lower grades, professional experience in related areas surpasses in value subprofessional experience in planning.

SUMMARY OF MAJOR RECOMMENDATIONS: - for elaboration, see related section in thesis

1. Planning Process and Function:
   (a) The planning process, consisting of five interrelated processes: (1) research; (2) goal formulation; (3) programing; (4) implementation; (5) feedback, must permeate the defined planning functions.
2. Boston Planning Board:
   (a) It was recommended that the Boston Planning Board be abolished and in its place the Mayor should appoint an advisory group to both the Council and the Planning Department. This reconstituted board would have no formal authority over the department.
3. Coordination through Structure: - (Internal)
   (a) Organization plan - 1 Immediate Implementation
      1. At the apex of the Planning Department should be placed a Planning Director responsible for overall policy development, general staff coordination, liaison with the Mayor, departments and the public.
      2. The present position of Planning Director should evolve into that of an administrative coordinator. The latter individual would be responsible for the development of administrative policy and the coordination of the administrative division.
      3. The library should be made the responsibility of the Administrative Division.
      4. The two remaining Chief Planners should immediately assume the positions of technical coordinators, each

responsible for two divisions. Personnel assigned to the graphics section presently located in Regional Division should be made directly responsible to the Chief Planners.

5. There shall be five divisions organized by purpose with major differentiation being that of time (long range planning, intermediate and current planning). These divisions should be called: (1) research; (2) comprehensive planning; (3) development planning ; (4) project implementation; (5) administrative. The Administrative Division should be the locus of two sections, one technical services and the other general housekeeping. Individual secretaries are to be assigned to each division.

(b) Organization plan - 2 - Ultimate (Recommendations 1, 2, 3 and 5 above would remain the same.)

1. A Technical Coordinator would substitute for the two Chief Planners. His principal responsibility should be to coordinate technical studies. The two Chief Planners would each direct one of the five divisions, along with three other individuals of the same rank and qualifications.
2. The Technical Services section of the Administrative Division would be responsible to the technical coordinator as would the personnel assigned to the graphics section.

4. Coordination through Process:

(a) Policy, Program, Leadership

1. The Planning Director should assume responsibility for the immediate preparation of a department policy and

program (see Table Six for proposed functional allocation of responsibilities for each division). A firmer administrative grasp is needed on present department affairs.

2. An effort by the Planning Director should be made to impart the importance of coordination and the principles of democratic leadership to all senior personnel.
3. The Director should take a more personal interest in individual staff members.

(b) Communication Network:

1. Continuation of Monday morning meetings between the Chief Planners and the Director. After appointment of a Technical Coordinator, these Monday morning sessions would include the Technical and Administrative Coordinators plus the Planning Director.
2. The Director should meet with one division approximately every week for informal review purposes.
3. General staff meetings for all the personnel within the department should be held at least once a month.
4. Staff sessions, at which only members of the Professional staff are present, should be held periodically. (at least when specific projects are completed).
5. An informal meeting of Division Chiefs should be scheduled every Friday in order to coordinate division programs.
6. Informal bimonthly meetings primarily for review purposes should be encouraged between staff personnel of different divisions.

7. Formal or informal intradivision meetings should be programed at least twice a week.
8. Staff members should be rotated on a free plan basis, with higher level positions revolving less frequently than lower grades.
9. An Administrative Manual should be prepared for staff distribution containing a statement of administrative policy.
10. A daily check of material in circulation should be made by the housekeeping section of the Administrative Division so as to facilitate its availability to staff members.
11. Delivery of all mail should be the responsibility of the housekeeping section of the Administrative Division.
12. Responsibility for the filing system should also be centralized in the housekeeping section of the Administrative Division.

(c) Administrative Controls:

1. The Planning Department should be permitted to develop a performance budget.
2. Both general department work program and specific division project schedules should be developed.
3. Division and individual standards of performance should be developed.
4. Responsibility for the procurement of all supplies should be centralized in the housekeeping section of the Administrative Division. Division Chiefs should be required to submit a simple form to the housekeeping unit listing

needed materials.

5. Reproduction: Responsibility for ordering work to be completed by outside firms should also reside in the housekeeping section of the Administrative Division.

5. Relations with other departments:

(a) Upon the demise of the Planning Board, the Director shall be directly responsible to the Mayor.

(b) The Urban Renewal Coordinating Committee should be restored. Its functions should be expanded so as to permit informal consultation on all matters relating to the physical development of the city.

(c) The ideas of other departments pertaining to planning studies should be solicited and reviewed carefully. Planning studies should be circulated before completion for an informal departmental review.

(d) When planning studies relate to a particular aspect within another department's sphere of competence, members of the technical staff of the latter agency should be invited to participate in the project.

(e) The mandatary referral power should be expanded to include not only the construction of capital improvements but also the purchase or sale of land or improvements by each department.

(f) Directors of other departments should be allowed time to describe the work of their department before general staff meetings.

6. Relations with the public:

(a) Responsibilities for public relations should be centralized in the office of the Mayor. Eventually a public relations expert versed in planning should be recruited by the Planning Department to work in coordination with the Mayor's office in the development of a suitable community relations program.

(b) An advisory group to the Planning Department and City Council should be established which is broadly representative of community interests.

(c) Contacts should be strengthened among the Planning Department and various social organizations such as United Community Services.

(d) Members of the staff should be encouraged to make formal presentations of completed studies before neighborhood associations and community groups.

(e) Procedures for meeting direct demands for information and data from individuals journeying to the Planning Department should be formalized. Simple requests for maps and reports can be handled adequately by one of the secretaries, but an individual seeking information pertaining to technical studies should be put in direct communication with a competent planner. The responsibility for servicing directly the public's needs for specific technical information should rest with the technical services section of the Administrative Division.

7. Personnel and Organization:

(a) General improvement of leadership, at all levels, is needed.

(b) The improvement of the present structure and the establish-

ment of department goals and programs is an important aspect of any plan to improve morale.

(c) Programs to develop the ability of staff members should be devised.

1. The first six months of employment should be devoted to a preplanned orientation period. Frequent rotations among individuals in different divisions and the assignment of challenging responsibilities would facilitate the development of latent ability.
2. Staff rotations should be programed. As a guide, it is recommended that lower grade personnel be rotated every six months, with supervisory personnel rotated at least yearly.
3. Staff meetings should be utilized for educationsl purposes. General improvement of the quality of staff meetings is required.
4. Conferences between the Director and the Chief Planners should be utilized, in part, to instill the principles of group leadership in the latter individuals.
5. Selected individuals should be given "time off" each week to attend courses in outside educational institutions.
6. The Director or someone else selected by him, should explain the political art of decision making to members of the staff seeking thereby to increase their

understanding of this process.

(d) An attempt should be made to recruit individuals from a wider range of planning institutions than at present.

(e) Secretaries should be assigned on a rotating basis to each division.

(f) If qualified individuals are to be attracted to Boston and remain with the department, a substantial raise in salaries is necessary.

(g) Civil Service:

1. The Planning Director should be given more responsibility than presently allocated in determining the content, scope, and weight of competitive examination.
2. Oral interviews should not be discounted in the selection of personnel.
3. For lower grade positions, tests should try to measure aptitude rather than achievements.
4. No constant passing mark should be set for all examinations. Each test should be treated differently with the number of positions open determining successful applications.
5. Competitive examinations should not be required of employees selected on a provisional basis after they have served a successful probationary period.
6. Promotional opportunities should be offered first within the department. A base period, perhaps a year, then could be created, below which no individual would be allowed to take the examination. Above this

base period, the regulations for each position should govern.

7. Competent planners, who are not American citizens, could not be prevented from achieving permanent status.
8. No veteran should automatically proceed to the top of the eligibility list after passing an exam. It is recommended that veterans be given a number of points which will be applied to examination marks. If with these extra points, veterans are able to qualify for appointment, then the Director of Civil Service should so certify them along with the other successful applicants.

(h) Compensation Plan:

1. Salary increases should bear some relationship to base pay and the scalar hierarchy.
2. It is recommended that the span of years between the entering and the highest achievable salary be reduced. Achievement increments should also be experimented with.
3. Renumerations at every step in each grade with more responsibility and authority should be higher than in lower grades.

(i) Position Classification Plan:

1. Emphasis should be given to the importance of planning education. The quality and quantity of education and experience required should be related to the type of responsibility and functions required, for each position.

2. Junior Planner positions should be firmly established as the entering position for graduate city planners.
3. There are presently nine classified positions with seven different scalar levels. Suggestions were made for simplifying the classification plan. It was proposed that the position of Junior Planner be combined with that of the Junior Planner Analyst and that the position of Principal Planner be abolished.

Conclusion:

"There are at present two broad approaches to administrative problems: one is to improve organization structure, procedures, and systems; the other is to be develop human relationships that will automatically make people want to work, even if it is necessary to surmount obstacles flowing from poor formal organization."[1] In essence, in analyzing the Boston Planning Agency both "approaches" were utilized. Early in the course of this study, deficiencies in structure became readily apparent, as did weaknesses in the pattern of human relations. In substance, repeating what was stated earlier, the difficulties related to the functional organization of the staff, the allocation of duties and lines of authority were interrelated with, and equally as significant as, the problems pertaining to personnel morale.

As the reader no doubt has observed, numerous recommendations were made which will affect both the present structure and administrative processes. This study was a critical analysis, but hopefully one leading to positive results. Proposals were made which, if implemented, would facilitate the development and coordination of future planning programs; improve staff morale; and enable the Planning Department to compete with other planning agencies for competent personnel.

Finally, in conclusion, during the months preceding the completion of this thesis, several score interviews were held

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[1] Pfiffner, John M., and R. Vance Presthus, Public Administration, Third ed. (New York: Ronald Press, 1953), p.149.

with different members of the Planning Department, at all levels of the hierarchy. The author was also permitted to distribute a questionnaire to each individual on the staff. Full cooperation and encouragement were given by both the present Administrator and Director and for this, the author is deeply grateful. It is sincerely hoped that as a result of this analysis, both the Planning Process and Function in Boston will be strengthened.

APPENDIX

TABLE ONE

EDUCATIONAL BACKGROUND OF STAFF MEMBERS

STAFF - 30 Representing 44 Different Degrees

GRADUATE DEGREES:

Masters of City Planning	11
Liberal Arts	1
Architecture	2
Geography	1

UNDERGRADUATE DEGREES:

Liberal Arts	12
Architecture	5
Landscape Architecture	3
Engineering	4
Geography	2
Fine Arts	2
Business	1
	44

TOTAL DEGREE BREAKDOWN:

Masters of City Planning	11
Masters of Architecture	2
Masters of Economics	1
Masters of Geography	1
B.A. in Political Science	5
B.A. in Economics	2
B.A. in History	2
B.A. in Philosophy	1
B.A. in Sociology	1
B.S. in Business	1
B.S. in Land Economics	1
B.A. in Geography	2
B.A. in Architecture	5
Engineering	4
Landscape Architecture	3
Fine Arts	2
	44

APPENDIX

TABLE 1-A

POSITION AND EDUCATION ANALYSIS

Administration		Research		Comp. Pl.		Reg. Pl.		Commun. Pl.	
Position	Education	Position	Education	Position	Education	Position	Education	Position	Education
J.P.	A.B.Phil. 1 yr.Theol. 1 yr.Law	C.P.A.	B.E.C.E. M.C.P.			C.P.	B.S.M.E. 1 yr.P.A. M.C.P.	C.P.	M.R.P. B.A.Gov't
		P.P.	M.Arch. B.Arch. M.C.P.	P.P.	B.A.Hist. M.C.P.			P.P.	M.C.P.
		S.P.	A.B.Gov. 1 yr.C.P. 1 yr.P.A.	S.P.	B.A.Arch. M.C.P.	S.P.	B.A.Arch. M.C.P.	S.P.	B.S.Land.A
				S.P.	B.S.LandEC 1 yr. T.Pl. M.C.P.	S.P.	B.A.Arch. B.S.Eng. M.C.P.	S.P.	B.S.Land.A
		J.P.A.	B.S.Bus. M.A.Econ.	J.P.	B.A.Geo. M.A.Geo.	P.D.	M.Arch. B.Arch.	J.P.	Survey Drafting
		J.P.	B.S.Econ.	J.P.	B.A.Econ.	J.P.	B.S.Geo.		
				J.P.	B.A.Pol. M.C.P.	J.P.	B.S.C.E.		
P.A.	B.A.Pol.			P.A.	B.A.Hist. 1 yr.Arch.	P.I.	B.A.F.A.	P.A.	B.S. LandA
				P.A.	B.A.Soc.	P.A.	B.F.A.		
						P.A.	B.A.Pol.		
M.C.P.-0		M.C.P,2		M.C.P,5		M.C.P,3		M.C.P,2	

APPENDIX

TABLE TWO

SALARY RATES FOR THE SECRETARIES (Weekly)

	Entering Salary				After Eleven Years		
Title	1952	1958	1959	% Inc.	1952	1958	1959
Head Clerk	$68.00	$75.25	$81.25	19.5%	83.50[1]	91.75	97.75
Principal Clerk Stenographer	65.50	70.25	76.25	16.4	80.00	84.75	90.75
Principal Clerk Typist	65.50	70.25	76.25	16.4	80.00	84.75	90.75
Senior Clerk Typist	55.50	60.25	66.25	19.4	68.00	72.75	78.75

[1] The grade number assigned to the Head Clerk in 1952 does not parallel the one assigned in 1959. Therefore, the salary figure for 1952 was achieved through correlating the responsibilities pertaining to the 1959 grade with similar grades in 1952.

APPENDIX

TABLE THREE

SALARY COMPARISON BY POSITION LEVEL[1]

Agencies	Level 1	Rank	1960 Av. Boston Salary	Level 2	Rank	1960 Av. Boston Salary
Alleghany Co., Pa.	$11,000	13		$ 9,240	12	
Baltimore Co., Md.	12,000	11		8,840	13	
Boston, Mass.	11,940	12	$13,035(10)	10,375	9	$9,937[2]
Cincinnati, Ohio	14,335	5		10,440	8	
Detroit, Michigan	15,997	3		13,107	2	
Detroit Met. Area	13,500	8		10,500	7	
Kansas City, Mo.	13,260	9		9,360	11	
Los Angeles, Calif.	19,500	2		14,573	1	
Los Angeles Co.	20,628	1		11,916	5	
Louisville Jefferson Co., Ky.	7,200	14		6,600	14	
Milwaukee, Wisconsin	14,041	7		13,026	3	
Philadelphia, Pa.	15,000	4		11,773	6	
Washington, D.C.	14,190	6		12,770	4	
Wichita-Sedgwick, Met. Area, Kansas	12,840	10		10,140	10	
	Level 3			**Level 4**		
Alleghany Co., Pa.	$ 7,800	13		$ 7,260	12	
Baltimore Co., Md.	8,141	11		6,218	14	
Boston, Mass.	7,882	12	$ 8,815(11)	7,100	13	$7,575(11)
Cincinnati, Ohio	10,179	6		8,297	8	
Detroit, Michigan	11,354	4		9,942	4	
Detroit Met. Area	9,300	9		9,400	5	
Kansas City, Mo.	7,740	14		7,380	11	
Los Angeles, Calif.	13,473	1		11,904	1	
Los Angeles Co.	11,904	2		10,668	2	
Louisville, Jefferson Co., Ky.	10,000	7		9,000	7	
Milwaukee, Wisconsin	10,300	5		9,257	6	
Philadelphia, Pa.	9,982	8		7,632	10	
Washington, D.C.	11,595	3		10,290	3	
Wichita-Sedgwick, Met.Area, Kansas	9,000	10		7,980	9	

APPENDIX (Continued from preceding page)

Agencies	Level 5	Rank	1960 Av. Boston Salary	Level 6	Rank	1960 Av. Boston Salary
Alleghany Co., Pa.	$ 6,150	12		$ 5,280	11	
Baltimore Co., Md.	5,800	14		5,125	12	
Boston, Mass.	5,900	13	$ 6,530(11)	5,000	13	$ 5,655(10)
Cincinnati, Ohio	7,499	7		6,700	5	
Detroit, Michigan	8,497	3		6,186	8	
Detroit Met. Area	7,650	6		6,550	6	
Kansas City, Mo.	7,020	9		5,760	9	
Los Angeles, Calif.	10,540	1		8,439	1	
Los Angeles Co.	7,692	5		6,900	3	
Louisville, Jefferson Co., Ky.	6,300	11		6,300	7	
Milwaukee, Wisconsin	7,805	4		6,760	4	
Philadelphia, Pa.	6,667	10		5,337	10	
Washington, D.C.	8,930	2		7,750	2	
Wichita-Sedgwick, Met. Area, Kansas	7,080	8		6,300	7	
	Level 7					
Alleghany Co., Pa.	$ 4,800	10				
Baltimore Co., Md.	4,631	11				
Boston, Mass.	4,058	14	$ 4,830(10)			
Cincinnati, Ohio	5,481	5				
Detroit, Michigan	5,303	7				
Detroit Met. Area	5,050	8				
Kansas City, Mo.	4,980	9				
Los Angeles, Calif.	7,223	1				
Los Angeles Co.	5,868	4				
Louisville, Jefferson Co., Ky.	4,260	13				
Milwaukee, Wisconsin	6,150	2				
Philadelphia, Pa.	4,450	12				
Washington, D.C.	5,985	3				
Wichita-Sedgwick, Met. Area, Kansas	5,400	6				

[1] The figures for the 14 Agencies were taken from Table B-7 of the Information Report, No.121 by the American Society of Planning Officials published in April of 1959.

[2] This figure is lower than the ASPO figure because of the length of time served by the employee in question.

APPENDIX

TABLE FOUR

BOSTON CITY PLANNING DEPARTMENT
1960 WORK PROGRAM AND BUDGET

STAFFING ALLOCATIONS BY DIVISION (January 1960)

OPTIMUM BUDGET

POSITION	ADMIN.	RES'RCH	GEN'L PLAN	DEV. PROG.	REG. CENTER	COMM. PLNNG	TOTAL
Planning Admin.	1	-	-	-	-	-	1
Director of Plnng.	1	-	-	-	-	-	1
Assistant Director	2	-	-	-	-	-	2
Chief Planner	-	1	1	1	1	1	5
Principal Planner	-	5	6	4	4	3	22
Senior Planner	-	3	8	8	7	2	28
Planning Designer	-	-	-	-	1	-	1
Planning Illustrator	2	-	-	-	-	-	2
Junior Planner	2	9	10	15	6	4	46
Planning Assistant	8	1	4	6	2	1	16
Head Clark	1	-	-	-	-	-	1
Principal Clerk	6	-	-	-	-	-	6
Senior Clerk	5	2	-	-	-	-	7
Librarian	-	1	-	-	-	-	1
Clerk	1	-	-	-	-	-	1
	29	22	29	34	21	11	146

PROPOSED BUDGET 1960: STAFFING ALLOCATIONS

Planning Administrator	1	-	-	-	-	-	1
Director of Planning	1	-	-	-	-	-	1
Assistant Director	-	-	-	-	-	-	0
Chief Planner	-	1	-	-	1	1	3
Principal Planner	-	1	2	1	1	1	6
Senior Planner	-	1	1	0	3	1	6
Planning Designer	-	-	-	-	1	-	1
Planning Illustrator	1	-	-	-	-	-	1
Junior Planner	1	1	3	-	2	2	9
Planning Assistant	2	-	1	-	2	-	5
Head Clerk	1	-	-	-	-	-	1
Principal Clerk	3	-	-	-	-	-	3
Senior Clerk	2	-	-	-	-	-	2
Librarian	-	-	-	-	-	-	0
Clerk	-	-	-	-	-	-	0
TOTALS	12	4	7	1	10	5	39

APPENDIX

TABlE FIVE

SALARY RATES FOR THE STAFF (Weekly)

	Entering Salary				After Eleven Years			
Title	1952	1958	1959	% Inc.	1952	1958	1959	% Inc.
Planning Assistant	$65.50	$77.75	$83.75	27.8	$80.00	$95.25	$101.25	26.4
Junior Planner	76.50	91.75	97.75	27.8	94.00	113.00	119.00	26.6
Senior Planner	90.50	108.25	114.25	26.2	113.00	132.00	138.00	25.0
Principal Planner	108.25	127.25	133.25	23.0	132.00	151.00	157.00	19.0
Chief Planner			157.00				180.75	
Director	127.25	170.00	176.00	38.2	151.00	198.75	204.75	35.6
Planning Administrator		228.75	234.75			258.75	264.75	

APPENDIX

TABLE SIX

FUNCTIONAL ALLOCATION - PROPOSED ORGANIZATION - TWO

DIRECTOR

Final responsibility
policy and program
Liaison with the public
Liaison with the Mayor and departments

Technical Coordinator				Administrative Coordinator		
Coordination of Technical Staff Development of program and policy				Coordination of Administrative Staff Development of Administrative policy		
Research	Comp. Pl.	Dev.Pl.	Proj.-Imp.	Clerical	Tech. Services	Housekeeping
Gen'l Studies	Goal Formu.	Program-ing	Renewal	Sec. Services	Processing Referrals	Supplies
Special Studies	Design Plan	C.I.P.	Zoning Petitions		Routing of Tech. data	Files
		Zoning	Public Relations[1]	Tech.Services	Orders and Memos	Library
			Proj.Pl.	Forms	Processing of Zoning Petit.	Budget
			Current Pl.	Payroll	Editing of Reports	Personnel Records
			Official Map	Requis. of supp. Invoices		Information

- -
Mandatary Referrals
- -

— —— Advisory, to be coordinated by the Technical Services of the Administrative Division.

[1] To be coordinated by a public relations expert responsible to the Technical Coordinator.

OUTLINE ONE--SUGGESTIONS FOR REVISIONS IN THE PRESENT POSITION CLASSIFICATION PLAN

1. Major Points:
   (a) Two year experience differential between each position.
   (b) M.C.P. equal six years of experience for each position.
   (c) Difference experience levels required for each position.
   (d) Due recognition is given the value of professional experience gained in other fields related to planning.
   (e) Necessary six months probationary period before appointments are made permanent.
2. Summary of Major Proposals to be used as a guide in revising present plan.
   (a) Planning Assistance:
      1. Experience: Applicants must have at least four years of full time subprofessional experience in city or regional planning, civil engineering, architecture, landscape architecture or other related fields.
      2. Substitutions: Successfully completed full time training in areas related to city planning in recognized degree granting schools may be substituted year for year (one year of school equals one year of experience. Value attached to educational training in other programs should be decided by the Planning Director, but total can only

be equal to, or less than, enumerated above. Professional training in fields related to planning (engineering, architecture, etc.) may be substituted in the following manner: One year of professional experience equals one and one-half years towards position experience requirements---maximum of three years.

(b) Planning Illustrator:

1. Experience: Applicants must have at least four years full time work in city planning, graphics, or graphic arts.
2. Substitution: Successfully completed full time graduate training in city regional planning, architecture, fine or graphic arts on the basis of one year of such training for two years of required experience. Undergraduate training in art, architecture, fine arts, graphic arts on the basis of one year for one year of required experience. Professional training in related fields may be substituted year for year with maximum of three years.

(c) Combined Junior Planner Analyst and Junion Planner-Junior Planner (entering grade for graduate planner).

1. Experience: Applicants must have at least six years of full time subprofes-

sional experience with the level of responsibility no lower[1] than Planning Assistant.

2. Substitution: Successfully completed graduate training in city planning equal to six years of experience. Graduate training in related subjects: one year of education equals two and one-half years of training (maximum five years). B.A. in planning or related fields--one year of education for one year of training (maximum of four years). Full time professional experience in civil engineering, architecture, landscape architecture may be substituted for required experience with two years of the former equal to one year of the latter (maximum four years).

(d) Senior Planner:

1. Experience: Applicants must have at least eight years of full time planning experience with six years no lower in general responsibilities than Planning Assistant and two years, no lower in level of responsibilities than Junior Planner.

2. Substitution: Successfully completed graduate training in city planning equals six years of

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[1] The distinction between subprofessional and professional becomes, at times, very tenuous. The Planning Director should be permitted enough discretion to substitute professional expertise (particularly if an applicant has worked on another staff with different requirements than Boston) for subprofessional planning experience, giving the latter less weight. Quality of experience is more important than mere quantity for most positions.

experience. (The remaining two years must consist of experience in a position no lower in level of responsibilities than Junior Planner. Graduate degrees in related fields: one year of education for two and one-half years of training (maximum five years with the remaining three years of experience at a position no lower in level of responsibilities than Junior Planner. B.A. in related fields: year for year (maximum four years, with remaining four years in position no lower in level of responsibilities than Junior Planner). Professional experience substitutions same as above.

(e) Planning Designer:

1. Experience: Applicant must have at least eight years of full time planning experience with six years, no lower in general level of responsibilities than Planning Assistant and two years no lower in level of responsibilities than Junior Planner.
2. Substitution: Successfully completed graduate training in city planning equals six years of required training. Graduate degrees in related fields: one year of education for two and one-half years of training (maximum five years with remaining three years of experience at a position no lower in level of responsibilities than Junior Planner. B.A. degree in planning, architecture,

landscape architecture or related fields equals four years of experience. Full time professional experience in Civil Engineering, Architecture and related areas may be substituted for a maximum of four years experience, with two years of the former equal to one of the latter.

(f) Principal Planner's Position Abolished.

(g) Chief Planner:

1. Experience: Applicants must have at least ten years of full time planning experience, six years no lower in general responsibilities than Planning Assistant, two years no lower than Junior Planner, and two years no lower than Senior Planner.

2. Substitution: M.C.P. equals six years of required experience: of the remaining four years, two years no lower in level of responsibilities than Junior Planner, two years no lower in level of responsibilities than Senior Planner. Graduate degree in related fields: one year of education for two and one-half years of training (maximum five years with four years of the remaining five years at comparable experience levels enumerated in paragraph above. B.A. equals one year of required experience (maximum four). Full time professional experience substituted as enumerated for Senior Planner.

Positions above the level of Chief Planner should utilize the requirements of the latter as a base. The Director, however, must have a degree of discretion in determining any further necessary amounts or quality of either education or experience (for example: technical coordinator, administrative coordinator). The Mayor in choosing a Director should also rely upon the standards set for the position of Chief Planner as a minimum. Beyond the latter, the determining factor should be the quality and breadth of past responsibilities, not the specific length of time involved in planning.

OUTLINE TWO--SUGGESTIONS FOR REVISION IN THE PRESENT POSITION CLASSIFICATION PLAN

1. Major Points:
   (a) Major requirements based upon educational qualifications.
   (b) M.C.P. equals six years of experience for each position.
   (c) Different experience levels required for each position.
   (d) Due recognition is given the value of professional experience gained in other fields related to planning.
   (e) Six months probationary period before appointments become permanent.
   (f) Two year experience differentials for each position.
2. Summary: Major Proposals.
   (a) Planning Assistant - Same as in outline one.
   (b) Planning Illustrator - Same as in outline one.
   (c) Combined Junior Planner Analyst and Junior Planner - Junior Planner (entering grade for graduate planner)
      1. Education: Successfully completed graduate training in city planning or a graduate degree in related subjects plus one year of subprofessional or professional experience (weighting to be decided by the Planning Director). B.A. in planning or related subjects plus two years of subprofessional or professional experience.
      2. Substitution: Six full years of full time subprofessional or professional experience with

level of responsibilities no lower than Planning Assistant. Full time professional experience in civil engineering, architecture, landscape architecture may be substituted for required education with two years of the former equal to a half a year of the latter.

SUMMARY

Education	Experience
1 year of graduate planning education	3 years of planning experience
1 year of graduate education	2½ years of planning experience
1 year of B.A. education	1 year of planning experience.

(d) Senior Planner:

1. Education: Successfully completed graduate training in city planning plus two years of planning experience in a position no lower in level of responsibilities than Junior Planner. Graduate degree in related fields plus three years of experience in a position no lower in level of responsibilities than Junior Planner. B.A. in planning or related fields plus four years of experience in a position no lower in level of responsibilities than Junior Planner.
2. Substitution: Eight years of full time planning experience with six years in a position no lower in general level of responsibilities than Planning Assistant plus two years no lower in general level

of responsibilities than Junior Planner. Professional experience same as above.

(e) Principal Planner: Position abolished---Since, according to Civil Service descriptions (confirmed during the course of many interviews), the positions of Principal Planner and Senior Planner are similar in the general allocation of defined responsibilities, it is recommended that the position of Principal Planner be abolished. This act would simplify the present position structure, while permitting real qualitative distinctions to be drawn among different positions (responsibilities and compensation).

(f) Chief Planner:

1. Education: Successfully completed graduate training in city planning plus four years of full time planning experience, two years no lower in level of responsibilities than Junior Planner, two years no lower in level of responsibilities than Senior Planner. Graduate degrees in related fields plus five years of planning experience, with four years of the five at experience levels comparable to what was described in the sentence above. B.A. plus six years of planning experience, four years no lower in level of responsibilities than also enumerated immediately above.

2. Substitution: Full time professional experience may be substituted in the same manner as allowed for both Junior Planner and Senior Planner.

Applicants must have at least ten years of full time planning experience, six years no lower in level of general responsibilities than Planning Assistant, two years no lower in level of responsibilities than Junior Planner and two years no lower in general responsibilities than Senior Planner.

(g) Positions above the level of Chief Planner--- same requirements as described in outline one, last paragraph.

During the course of this study, it became apparent that the planning process in Boston is impeded considerably by either the absence of certain statutory means to effectuate planning proposals or by the limitations imposed on available methods by which the coordination of physical developments could be achieved.

1. The Boston Planning Department should be given legal authority to prepare an Official Map. In effect, the latter would become one of the principal means to integrate private and public developments.
2. Zoning: In essence, the Planning Department has no legal authority to propose Zoning Amendments or Revisions. "The staff of the Planning Board..., serves the Board of Zoning Adjustment... This arrangement is not provided by law, but is on a voluntary and cooperative basis. If it is so desired, the Board of Zoning Adjustment could employ a separate staff and its operation would be entirely independent of the City Planning Board."[1] Preparation of Zoning Regulations (revisions and amendments) is a necessary and proper planning responsibility and should be incorporated as a departmental function.
3. Referral: As described within the context of this thesis, the mandatary referral power extends only to the construction of Capital Improvements. It should be extended to cover the purchase or sale of land and improvements by all City Departments.

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[1] Griffenhagen and Associates, Report No. 23, the City Planning Board; the Board of Zoning Adjustment, and the Real Estate Commission (Boston: Boston Finance Commission, July 1949) p.49.

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