

STATE OFFICE FOR
PLANNING AND PROGRAMMING



REPORT

 **Iowa**
a place to grow

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FROM THE DIRECTOR'S DESK . . .

Among the many duties assigned to the Office for Planning and Programming by the Legislature is the specific responsibility to: *Analyze the quality and quantity of services required for the orderly growth of the state, taking into consideration the relationship of activities, capabilities, and future plans of local governments, private enterprise, the state and federal government, and regional units established under any state or federal legislation, and make recommendations to the governor and the general assembly for the establishment and improvement of such services.*

Few services are more vital to the continued well-being of our citizens and the economic growth of our state than the provision of responsive transportation services. Analyzing the quality and quantity of transportation services required for the orderly growth of the state of Iowa has never been undertaken on a systemwide basis. During the last year OPP has made progress in this direction. This newsletter contains a brief report of our participation in the 1972 National Transportation Needs Study and our response to Governor Ray's request for analyzing the potential organizational structure and implementation of a State Department of Transportation.

Our study efforts required us to analyze and evaluate a vast amount of demand and service data. The importance of transportation was shown by reviewing statistics which indicated that Iowa citizens paid \$194 million (*Source: State Comptroller) in road use taxes annually during the 63rd biennium. This equals 26.9 percent of state tax dollars raised in that period and is surpassed only by the \$294.3 million of state taxes paid out for education which equalled 40.8 percent of state tax dollars raised during the same period. State appropriations for the Department of Social Services amounted to only \$85.1 million or 11.8 percent of total state revenues.

When our state and local government expenditures are combined and compared with adjacent states and with the United States, we find the following relationships:

**Percentages of State and Local Government
Expenditure by Type of Service

Type of Service	Iowa		Adjacent States		United States	
	1962	1968	1962	1968	1962	1968
Education	41	45	36	42	37	40
Highways	23	19	19	15	17	14
Public Welfare	8	7	10	9	9	10
All Other	<u>28</u>	<u>29</u>	<u>35</u>	<u>34</u>	<u>37</u>	<u>36</u>
Total	100	100	100	100	100	100

**Source: U.S. Bureau of the Census, Governmental Finances Series GF 1962, 1967, 1968

We noted that Iowans in 1970 received \$120 million of personal income from highway freight and warehouses; \$98 million from railroad transportation and \$22 million from other transportation services. Employment in transportation, communications, and public utilities total 51,000 persons in 1970 showing little change from 1969.

Iowa's transportation network includes 112,294.9 miles of highways; our extensive network of railroads ranks fourth nationally in miles of Class-1 track; and the state's airports rank thirteenth in the nation in number.

Probably none of us is able to fully comprehend the impact on our lives and our social and political institutions resulting from the nation's great commitment of resources to building our existing network of modal transportation facilities. This modal development is however no longer acceptable for the continued growth of our economy consistent with social and environmental responsibility. The requirement for transportation service must be considered in a framework which recognizes transportation services as an interdependent total system. This new requirement, which has stemmed from a number of high shock social, economic and technological advances, demands responsible forward-seeking planning.

After reviewing all existing statistics and supporting data, one arrives at the obvious conclusion that a need exists in our state for responsibility to analyze and interpret existing transportation services in relation to the total transportation needs of our citizens and isolate for us some priorities for public action. The Office for Planning and Programming has determined as part of its transportation program responsibility four such priorities for the months ahead: (1) Participate in the 1974 National Transportation Study as soon as funding is made available from the Secretary's office, (2) analyze all the possibilities for improving Iowa's grain distribution system, (3) give special attention to the urgent needs for rural public transportation service, and (4) to supply information and data to support the proposal for A State Department of Transportation.

Leroy H. Petersen, Director

TRANSPORTATION PLANNING IN OPP

The 1972 National Transportation Needs Study

The U.S. Department of Transportation, with the cooperation of state and local transportation agencies has been conducting a "first time" study of the Nation's overall transportation needs. Previous studies have not required the inputs of state, local and non-public transportation groups. The data assembled will serve as resource material to the Federal agency in preparation of future budget askings and to meet the requirement that the Department report to the Congress in 1972 on the needs.

The study provides Iowa an impetus for consideration of the state's transportation system as a whole rather than as disjointed modal concerns.

Summary of Study Scope

The first task was the estimation of transportation needs in highways, urban transportation TOPICS (Traffic Operations Programs to Increase Capacity and Safety), parking, and mass transit, airports, and other intercity terminals for 1970 through 1990. These needs are reported individually for each of the 10 metropolitan areas with a 1990 50,000 plus population projection, for the remaining smaller urban areas, and the remainder of the state.

The second task was the estimation of the level of expenditure required to meet the needs under three hypothetical conditions for Federal funding. The capital improvement programs under the three funding alternatives does not commit state, local, or Federal governments in anyway. They are estimates of estimated cost if certain levels of programs were to be adopted.

A narrative report documents the procedures used in the Iowa portion of the study and provides comment on the data submitted. The narrative is not intended to serve as a document of presentation and interpretation of Iowa's transportation needs.

Study Participants

OPP has served as the Governor's designate and study coordinator in Iowa.

The Iowa Highway Commission completed all highway related parts with the exception of the CIP (Capital Improvement Program) for the metro areas. The airport portions were conducted by the Engineering Research Institute of Iowa State University. Urban transportation portions were handled by relevant metro area planning agencies. OPP completed work not assigned elsewhere.

General Observations and Conclusions

Excellent cooperative participation by all involved allowed Iowa to be the first state to complete the effort as well as recognition of the Iowa product by the Department as one of the finer quality studies in the Nation.

The most outstanding conclusion of the work is the repeated indication that Iowa needs a distinct state agency to be responsible for a wide range of statewide transportation system matters rather than the current apparatus of mode oriented agencies.

The Iowa Department of Transportation Report

In conjunction with the work on the 1972 National Transportation Needs Study, at the request of Governor Robert D. Ray, the Office for Planning and Programming developed a set of recommendations for a State DOT and its implementation.

The Cornerstone of a DOT

The fundamental aspect of a State DOT is the provision for multi-modal transportation planning. The National Transportation Needs Study, as well as other studies, have pointed out the current disjointed character of transportation planning. Highways and airport planning are State functions. Local levels handled urban transportation planning. Harbor and waterway planning goes relatively unattended. Except for regulation, truck and rail planning is done at the industry level. The impact of transportation system development on the economic and social development of the State calls for a revamping of the entire State transportation planning system.

The Recommended Structure of the DOT

The report recommends a single transportation commission to replace the existing Highway and Aeronautics Commissions. It recommends a Secretary of Transportation appointed by the Governor. Five divisions are recommended for the first Iowa DOT. They are: administration, planning, highways, aviation, and inter/intra regional transportation development.

The administration division would handle all support services for the Department, such as payroll, supplies, hiring, and so on. This division would be staffed from existing agency personnel.

The planning division would undertake the long term planning responsibilities for the

DIVISION OF MUNICIPAL AFFAIRS

The Des Moines Community Development Program, which includes the original Model Cities project and five additional Planned Variations target areas is expected to attract statewide attention because it is a demonstration of how President Nixon's Federal-Local Revenue Sharing Plan would work.

Des Moines was awarded a Model Cities Planning Grant under the Demonstration Cities Act of 1966. It began an eighteen-month planning period in 1968 and was awarded its first grant for implementation in February of 1970. A second grant for an equal amount was awarded the city on February 4, 1971.

The Model Cities Program was a departure from traditional federal procedures because it provided a direct grant to cities and permitted them to use Model Cities funds as local "matching" funds to obtain federal categorical grants. On July 29, 1971, the President of the United States announced the launching of "Planned Variations", an intergovernmental effort within the existing Model Cities Program, designed to help develop and define a more relevant role for state and local governments in planning future urban strategies and to improve collaborative planning and action among governmental entities and agencies. Planned Variations is designed to expand selected Model Cities Programs on a city-wide basis, add additional federal resources, reorganize the existing city governmental structure, and create employment slots through federal programs: Job development (DOL); Pilot Cities (LEAA); and Integrated Services (HEW).

Planned Variations provides four major changes that could have substantial impact on future state-local relations: 1. Provides funds to permit large urban areas to develop techniques for eliminating overlapping jurisdictions and duplication of effort and to provide maximum utilization of resources in such areas as the criminal justice system, social welfare programs, and physical improvement projects. 2. Provide the city with an opportunity to review and submit comments to the state and federal government on HUD projects in their community. The goal is improved comprehensive planning and more effective coordination of effort. 3. Reduction in the number of reviews by federal and state departments and reduction in the number of regulations applied to Planned Variations projects to demonstrate that city governments are capable of using funds wisely. 4. The establishment of state-local task force to develop new strategies for maximum utilization of state and federal dollars.

In order to carry out the Planned Variations-

Integrated Services effort, there was a need on all levels of government to formalize the commitment to purpose, increase management accountability and lend strong political support with recognition and input from the consumer and provider of services.

The mechanisms to achieve effective state-local coordination in the Planned Variations are the State Department Task Force and the State-Local Task Force. The function of the State Department Task Force is to facilitate a free-wheeling of ideas between the state agencies and to solve the critical problems facing the State of Iowa in its dealings with the Des Moines demonstration. All state departments with direct or indirect bearing on the Model Cities projects are members of that task force. The purpose is three-fold: 1. To facilitate a constant sounding board on the state level for the City of Des Moines. 2. To provide an ongoing mechanism for dissemination of information. 3. To provide for technical assistance and resources allocation to the local Community Development Program to indicate comprehensive interests by the State of Iowa responding to local needs.

The State of Iowa, the City of Des Moines, Polk County, and the Independent School Board will make up the State-Local Task Force. This governmental entity will have responsibility for 1. Developing initial strategies for such concerns as Central Executive Review and comment, administrative waivers, increased utilization of state administered formula grants, etc. 2. To provide technical assistance in grantsmanship, identification of available resources, etc. 3. To keep abreast of federal and state legislative input with direct impact on the Community Development Program. 4. To coordinate activities of the Community Development Program on all governmental levels to insure that duplication of services does not exist.

With effective utilization of the aforementioned tools, the state should increase its responsiveness to local governments all over Iowa.

J. Michael Casey, who had been budget and research officer for the City of Des Moines for 4½ years, was selected to head the City's Community Development Department. His new title is "Assistant to the City Manager for Community Development". He holds a bachelor's degree from Coe College at Cedar Rapids and a master's degree in Public Administration from Penn State University.

Casey said he feels, "The Federal Government has given Des Moines a fine opportunity to test the theory that local governments can, in fact, be responsive to the needs of the community and

can develop and manage programs as effectively, or more effectively, than can other levels of government."

"They have also given us the opportunity to prove that planning, when done properly, should be a coordinated approach to solving the total needs of the community and therefore should include those institutions both in the immediate area and at the state and Federal level which have specific program responsibilities."

"We in Des Moines are tremendously encouraged by the initiative taken by the Governor's Office for Planning and Programming in assisting us in the Planned Variations/Community Development effort and hope that the kinds of lessons we learn in Des Moines will be applied to other urban areas of the state. We want to share what we learn in this program with the other urban areas in the State," Casey said.

At any time you would like some information on what is being accomplished in the Des Moines Demonstration, feel free to contact the Office for Planning and Programming, Division of Municipal Affairs, (515) 281-3584.

Governor Ray Presided Over Awards Banquet at First Community Betterment Banquet on December 14

Governor Robert D. Ray presided over the evening session of the Community Betterment Awards Banquet at the Iowa State University Memorial Union and announced and congratulated the winners of the first year's contest. The banquet, which concluded nine months of competition between thirty communities in five population categories, hosted over two hundred and fifty enthusiastic participants.

The Seminar and Awards Banquet, which took place from 1:00 p.m. to 9:00 p.m., gave participants an opportunity to exchange ideas with other communities within their population range. During the afternoon session guest speakers conducted workshops on various community development subjects. Governor Ray then handed out the awards during the evening ceremony.

The Community Betterment Program is an action program operating on the local level, with local leadership and involvement by all members of the community. It is coordinated by the Office for Planning and Programming's Division of Municipal Affairs and sponsored by Iowa business and industry. Prize money for this year's program was donated by private utilities which operate within the state. First place winners received a prize of \$500.00 with second and third place receiving \$300 and \$200 respectively. Prize

money was awarded with the stipulation that it be used by the community for betterment purposes. Cities in the largest population category received plaques in lieu of prize money. The top finishers in each category were as follows:

<u>under 500</u>	<u>500-1,500</u>
1. Grafton	1. Seymour
2. Kellerton	2. Buffalo Center
3. Lytton	3. Humeston
<u>1,500-5,000</u>	<u>5,000-10,000</u>
1. Eldora	1. Shenandoah
2. LaPorte City	2. Red Oak
	3. Independence
<u>Over 25,000</u>	
1. Sioux City	
2. Iowa City	

Individual leadership awards were also given to the person in each community who was most active in carrying out the betterment program to its successful completion.

The program is designed to provide incentive to Iowa communities for improving their quality of life through active citizen participation. Such improvement may be in the areas of beautification, public works, planning, tourism, industry, education, cultural activities, or a multitude of other civic improvement projects. Projects may be completed within the contest year or they may be ongoing in nature. The participating communities are required to draw up a community betterment council and define what projects they wish to undertake during the betterment year. Their accomplishments must be documented by news clippings and photographs.

In October every community was required to submit a record of their projects to the Division of Municipal Affairs in the form of a scrapbook. A team of out-of-state judges, all of whom were experienced in the area of community development, reviewed the scrapbooks and picked three finalists from each population category. The finalists were then paid an "on site visit" by several judges in early November, and the first, second, and third place winners were selected.

Participants during the first year were as follows: Under 500 -- Bentonsport, Grafton, Hancock, Kellerton, Lytton, and New Virginia; 500-1,500 -- Buffalo Center, Fontanelle, Humeston, North Liberty, and Seymour; 1,500-5,500 -- Albia, Eldora, Fayette, Hampton, Hull, Lake Mills, LaPorte City, Milford, Sac City, and Sumner; 5,000-10,000 -- Denison, Grinnell, Independence, Red Oak, and Shenandoah; over 25,000 -- Burlington, Council Bluffs, Iowa City, and Sioux City.

state. It would have the key task of planning a multi-modal transportation system. It would be staffed by portions of the existing planning personnel of the Highway and Aeronautics Commissions with the addition of personnel having expertise in areas not now considered at the state level, such as mass transit and harbors.

The divisions of highways and aviation would carry out the functions of the existing agencies to the degree they are not modified by the two previous divisions. They would be staffed by existing personnel. The inter/intra regional transportation development division would bring to the state level consideration of mass transit and harbor development.

The report recommends that several other transportation functions be added after the DOT has been operative for a time.

Implementation of the DOT

The report strongly recommends a one year pre-operational period in which the first Secretary will be appointed and he, along with the existing department heads will work out the many details involved in transferring the functions of the several independent agencies to the Department of Transportation. During this pre-operational period matters of staffing, budget, and departmental procedures will be worked out. The description of the DOT given earlier would not go into effect until the completion of the pre-operational preparation period.

The State Airport Systems Plan

Through the cooperation of OPP and the Iowa Aeronautics Commission, an airport system

planning grant has been secured from the Federal Aviation Administration. The federal grant of \$84,349 is matched by \$42,175 from the Aeronautics Commission. The development of the plan has been contracted to the Engineering Research Institute at Iowa State University.

The project was begun July, 1971, and will be completed in October, 1972. The plan developed will satisfy an FAA requirement and be of substantial importance in the future development of airports in Iowa.

The study involves a large number of inventories of existing conditions, forecasts of many types of aviation demands, evaluation of development potential of given airports in terms of physical location, economics, and environment, and financing ability.

Copies of Report

A limited supply of the DOT report, *Iowa Department of Transportation*, is available upon written request to the Office for Planning and Programming, State Capitol, Room 10, Des Moines, Iowa 50319.

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