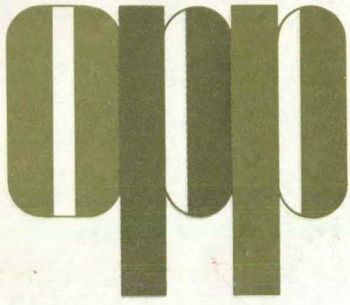


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OVERALL PROGRAM DESIGN
COMPREHENSIVE STATEWIDE PLANNING PROGRAM
STATE OF IOWA

Office for Planning and Programming
Room 10, State Capitol
Des Moines, Iowa 50319
515-281-5974



STATE OF IOWA

Office for Planning and Programming

STATE CAPITOL DES MOINES, IOWA 50319 TELEPHONE 515 281-5974

ROBERT D. RAY
Governor

LEROY H. PETERSEN
Director

May 1, 1970

TO THE READER:

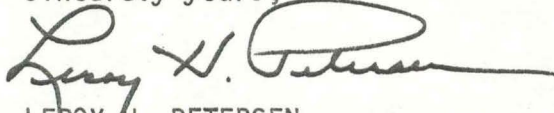
Your interest in reading this document is appreciated, and your comments are hereby solicited.

This "overall program design" is the first formal effort to project OPP work for five future years. As such, it requires careful use and discerning interpretation. You should regard this first effort as a preliminary and imprecise management tool; only with experience and your suggestions can we hope to develop a regularized, sophisticated mechanism for communicating and coordinating our future program with other agencies.

The design covers the "comprehensive statewide planning program," funded in part under Section 701 of the Housing Act of 1954, as amended. Performance of the proposed work is, of course, dependent upon approval of such funding by the U. S. Department of Housing and Urban Development. Other work of OPP will be included in future program designs.

Again, thank you for your interest, your time, and your thoughtful suggestions.

Sincerely yours,



LEROY H. PETERSEN

LHP:nh

TABLE OF CONTENTS

	<u>Page</u>
The Role of State Planning in Iowa	1
Summary Schedule and Fiscal Plan	2
Proposed Program Areas and Work Elements	
<u>100. Data Base and Information Systems</u>	
101. Statistical Coordination	
102. Census Tape Services	
103. Clearinghouse	
104. Economic Report & Statistical Abstract	
105. Demographic Projections	
106. Economic Projections	
107. Catalog of State Services	
108. Statewide Information Systems	
109. State Lands Inventory	
<u>200. Planning Systems</u>	
201. Planning Organization	
202. Planning Specifications	
203. Biennial Development Programming	
204. Review of Functional Plans	
205. Training for Planning	
206. Local Planning Systems	
<u>300. Framework Plans in Major Functional Areas</u>	
301. Education	
302. Housing Element	
302.1 Framework for Planning and Analysis	
302.2 Regulatory Policies	
302.3 Rehabilitation Programming	
302.4 Welfare Recipients	
302.5 Housing Industry Feasibility	
303. Model Cities Coordination	
304. Rural Community Development	
305. Agriculture	
306. Regionalization of State Development	
307. Natural Resources	
308. Utilities and Communications	
309. Juvenile and Youth Services	
310. State Fiscal Policy	
311. Economic Development	
<u>400. Support Functions</u>	
401. Program Design and Coordination	
402. Newsletter and Annual Report	
403. Issue Mapping	

THE ROLE OF STATE PLANNING IN IOWA

The Office for Planning and Programming has been established in the Governor's Office for one fundamental purpose -- to help Iowans rationally guide and improve the human and economic development of our State. Through sophisticated planning tools and techniques, which are now available to private business and public agencies, OPP pursues a mission of reducing the guesswork and uncertainty that go into policy-making and management.

The statewide comprehensive planning program performs four basic functions in helping OPP attain this mission. First, it assists OPP in providing a relevant, reliable, and realistic data base to decision-makers and planners. Second, the program allows OPP to improve the planning capabilities of state and local government, through development of planning systems and training. Third, OPP is able to undertake framework planning for major functional areas of government service and state development. Finally, the internal operations and external communications of OPP itself can be strengthened by the comprehensive planning program.

In accord with this functional delineation, the index numbering system of OPP work items has been changed, beginning with the 1970 Annual Work Program and Overall Program Design. Henceforth, OPP work items will be divided into four major series:

<u>Series</u>	<u>Function</u>
100	Data Base and Information Systems
200	Planning Systems
300	Framework Plans in Major Functional Areas
400	Support Functions

OVERALL PROGRAM DESIGN -- SUMMARY SCHEDULE

WORK ITEM	1970	1971	1972	1973	1974
<u>DATA BASE & INFORMATION SYSTEMS</u>					
101. Statistical Coordination			\$15,000		
102. Census Tape Services	\$24,000	\$24,000			
103. Clearinghouse	22,000	10,000	10,000	\$10,000	\$10,000
104. Economic Report & Statistical Abstract	10,000	10,000	10,000	10,000	10,000
105. Demographic Projections		10,000			
106. Economic Projections		20,000			
107. Catalog of State Services			10,000		
108. Statewide Information Systems					35,000
109. State Lands Inventory				23,000	
<u>PLANNING SYSTEMS</u>					
201. Planning Organization			30,000		15,000
202. Planning Specifications		30,000			15,000
203. Biennial Development Programming	10,000	25,000	10,000	25,000	10,000
204. Review of Functional Plans			20,000		20,000
205. Training for Planning	13,000	2,000	2,000	2,000	2,000
206. Local Planning Systems				50,000	10,000

(Continued)

OVERALL PROGRAM DESIGN -- SUMMARY SCHEDULE

WORK ITEM	1970	1971	1972	1973	1974
<u>FRAMEWORK PLANS IN MAJOR FUNCTIONAL AREAS</u>					
301. Education	\$58,950	\$38,000	\$15,000		
302. Housing Element					
302.1 Framework for Planning & Analysis	20,000				
302.2 Regulatory Policies		25,000			
302.3 Rehabilitation Programming			25,000		
302.4 Welfare Recipients				\$15,000	
302.5 Housing Industry Feasibility					\$25,000
303. Model Cities Coordination	15,000	15,000	15,000	15,000	
304. Rural Community Development	30,200	25,000			
305. Agriculture					40,000
306. Regionalization of State Development					23,000
307. Natural Resources			35,000		
308. Utilities and Communications				35,000	
309. Juvenile and Youth Services			28,000		
310. State Fiscal Policy				70,000	20,000
311. Economic Development					30,000
<u>SUPPORT FUNCTIONS</u>					
401. Program Design & Coordination	15,050	15,050	15,050	15,050	15,050
402. Newsletter and Annual Report	9,700	9,700	9,700	9,700	9,700
403. Issue Mapping			10,000		

Work Item 1011972State Statistical CoordinationObjective of the Work Item

Reliable and relevant data is an essential ingredient for development planning in virtually all agencies and levels of government. The work proposed under this item would develop mechanisms for coordinating the collection, dissemination, analysis, and use of planning statistics in Iowa, in order to promote greater efficiency and effectiveness in the planning based on such statistics. Governmental responsiveness to public needs is often severely constrained by the difficulty in finding data, by uncertainty as to the validity of data, by the irrelevance of many current data files, and by the lack of compatible bases for correlative analysis. Moreover, the cost of data collection and use is unnecessarily high because of inadequate cooperation and coordination among the various agencies and levels responsible.

Work to be Done

Statistical coordination procedures would be developed through review of major coordination efforts already underway at the federal level; through review and updating of the inventory of state agency data needs and files which was prepared under Work Item I.A.4; through review of state/local reporting inventory undertaken in Work Item II.E.1; through analysis of alternative roles and procedures for the Office for Planning and Programming, the State Comptroller, and other involved agencies and levels of government; and through development of methods and schedules for implementing the recommended roles and procedures.

Products of the Work

Two reports will be prepared under this Work Item. The first, for limited distribution among agencies primarily concerned, would document the reviews, analyses, and recommendations developed. The second would revise, in a computer-updateable format, the Catalog of Data Available in Iowa State Agencies, Preliminary Report, which was previously produced under Work Item I.A.4. The second report would receive wide distribution.

Relationship to Other Work Items

The work would build upon that undertaken in the various information system work items of the first three phases of the comprehensive planning program. It will be directly tied to work proposed in the first two years of the overall program design, namely items 102 (Census Service), 103 (Clearinghouse), 104 (Economic Report & Statistical Abstract), 105 (Demographic Projections), 106 (Economic Projections), and 202 (Planning Specifications).

Resources Required

Work would be accomplished entirely by staff resources, with emphasis on the use of planning interns in updating and extending the needed inventories.

Staff	\$14,000
Consultant	---
<u>Printing</u>	<u>1,000</u>
Estimated Cost - 1972	\$15,000

Work Item 1021970, 71Census Tapes ServicesObjectives of the Work

The objective of this work item is to establish a summary tape processing center in Iowa to facilitate the delivery of 1970 United States Census of housing and population data to public user agencies in the State of Iowa. It is expected that this center would provide a means of access to census data of greater detail provided by summary data processing tapes than that available in regular printed form.

A second objective of the work item is the establishment of training capability whereby user agencies would be able to obtain training in the most efficient and productive use of the data and the centers processing capability.

Work to be Done

Review the prospectus of census data available and determine the type and amount appropriate for use in Iowa.

Define and refine the objectives and requirements of a census data center for Iowa.

Establish the census data center for Iowa.

Provide a system of training in the efficient use of census data and the census data center in Iowa for the users of census data in Iowa.

Products of the Work

Expected products of this work item would include a brochure of services available to census data users through the Iowa census data

center, materials for use in training census data users, and a report documenting the actual services provided.

Relationship to Other Work

It is intended that this work item establish a data base of housing and population statistics for use in all other work items where such data is needed. A strong and obvious relationship exists between this work item and others listed in this program design: Economic Report and Statistical Abstract, State Statistical Coordination, Education, Housing Studies, Model Cities Coordination, Rural Community Services, Demographic Projections, Economic Projections, Data Catalog, Agriculture, Regionalization of State Services, Juvenile and Youth Services, and Economic Development Policy.

Resources Required

The work proposed under this item would be conducted under contract with the Institute for Urban and Regional Research at the University of Iowa. State planning staff will participate in establishing and periodically reviewing the Census Data Center. The following cost estimate would be budgeted for each of two years: \$24,000 in 1970 and another \$24,000 in 1971.

Staff	\$ 3,000
<u>Consultant</u>	<u>21,000</u>
Estimated Cost - 1970, 1971	\$24,000

Work Item 103

1970, 71, 72, 73, 74

Development of a State Clearinghouse for Planning and Related InformationObjective of the Work Item

The intergovernmental flow of complete, up-to-date information is basic to planning, programming and decision-making at all levels. If the state and its political subdivisions are to take effective action in problem areas such as housing, the underprivileged, minority groups, air and water pollution, land use, and law enforcement, the first step is to establish a relevant and reliable information base and exchange system. A state clearinghouse would help (1) define and develop data base standards, collection methods and exchange mechanisms for state and local planning; (2) clarify and publicize problems, planning methods, and program approaches; and (3) encourage a coordinated approach to planning.

The need for an intergovernmental clearinghouse, operated at the state level, receives ever-increasing recognition. The 63rd General Assembly has required, in Senate File 649 which established the Office for Planning and Programming, that OPP:

Section 3.7 Design, establish, and maintain a state resource center for compiling information, data, and other materials, which will be available at the request of the governor, the general assembly, state agencies, and local governments to aid in formulating, developing, adopting, and implementing plans and programs.

Section 3.9 Work to harmonize the planning activities of all state agencies.

Section 3.10 Consult with and advise state agencies concerning plans and programs filed with the federal government relative to any federal aid program.

Section 3.16 Provide assistance, as requested, to state agencies

and local governments in preparing applications for federal or private aid.

Section 3.17 Compile and maintain current information relating to the amount of federal and private aid being received and disbursed by state agencies and local governments; report annually to the governor and the general assembly on such receipts and disbursements during the preceding fiscal year, and on the adequacy of programs financed by federal and private aid in this state.

Section 3.18 Analyze the relations of federal and private aid programs with state and locally financed programs and make recommendations to state agencies, local governments, the governor, and the general assembly on means of avoiding duplication of activity and of increasing efficiency in programs financed by federal or private aid.

Bureau of the Budget Circular No. A-95 sets regulations for inter-governmental clearinghouse functions as required under Section 204 of the Demonstration Cities & Metropolitan Development Act of 1966 & Title IV of the Intergovernmental Cooperation Act of 1968 which requests the State Clearinghouse's creation for reviewing and, where appropriate, to comment on (1) the extent to which the project is consistent with or contributes to State, regional, metropolitan or local comprehensive planning; (2) the extent the project contributes to the achievement objectives in these areas; and (3) in the case of a project for which assistance is being sought by a special purpose unit of government, whether the project is located within the jurisdiction of which the project is to be located has applied or plans to apply for assistance for the same or similar project, to enable the Federal (or State) agency to make the judgements required under Section 402 of the Intergovernmental Cooperation Act of 1968.

Major impetus for clearinghouses has also come from the OEO State/Federal Information Exchange System (SFIIXS), Title IX of the Demonstration Cities and Metropolitan Development Act of 1966 and Work Item II.C. "Design

and Testing of an Integrated Sub-State Financial Reporting System".

Indeed, the system defined in BOB Cir. No. A-95 and Senate File 649 should eliminate the danger that a number of separate intergovernmental clearinghouses might be established in an unsystematic and unrelated manner, centered in a variety of departments, agencies and universities. This program will provide a planning reporting and review system for the State which can be coordinated with concerned State agencies, regional planners, metropolitan planners and local governments in an orderly and comprehensive manner. A major planning study is needed to assure the development of such a state planning clearinghouse.

The purpose of this work item is to test the feasibility of developing a clearinghouse through which federal, state, and local governments may exchange ideas, concepts, needs, program activities, and other information critical to the effective conduct of planning and programming processes. The clearinghouse will be designed in such a manner that a common and uniform information flow will be established to decision-makers and managers in the planning process. The clearinghouse will also provide a center for storage, reproduction, and dissemination of all pertinent planning documents which may be of utility in furthering planning and programming activities at state and local levels.

Work to be Done

In meeting the objectives of this work item, major tasks will be divided into two principal functions: (1) the development of state-local information exchange procedures, and (2) the development of a state-local planning library.

In carrying out this work the following steps will be taken:

- A selective inventory will be carried out for purpose of identifying the informational requirements of local and regional agencies within the state. The requirements will include technical and statistical data; planning and related procedural information; legislative, administrative and other documents and guidelines; and such other information such as may not be readily accessible to local and regional agencies.
- Information gathered in the above inventory will be analyzed and evaluated. Where regional and local information requirements relate directly to the types and levels of information to be made available through statewide information system, necessary referrals will be effected. Information requirements which may effectively be provided by the clearinghouse function will be identified and categorized.
- Based on the above analysis, criteria will be established for the design and development of appropriate information exchange procedures.
- A second inventory will be carried out of information resources available to the state and appropriate for the inclusion in the clearinghouse and exchange function. This inventory would include analysis of the Federal Information System, the "Catalog of Federal Assistance Programs" prepared by the Office of Economic Opportunity, Title IX of the Demonstration Cities and Metropolitan Development Act of 1966, and the Clearinghouse for Technical and Scientific Information of the U. S. Government.
- Based on the above inventories and analyses, the feasibility of developing state-local information exchange procedures and a state-local planning library will be evaluated. This work will consist of the design of alternative procedures for the operation of the clearinghouse function. This will include development of channels through which local and regional governments may request information from the state and supply the state with pertinent planning information; methods for receiving, storing, duplicating and disseminating information and related documents from a central location within state government; and the design of procedures for transferring information to other state agencies and to regional and local units of government.

Product of the Work

The principal product of this work will be a manual describing the procedures developed for a state and local clearinghouse for planning and related information, including federal grant-in-aid information and reviews, within the Executive Branch of Iowa State Government. This manual will present in narrative form the types of information which would best be suited for storage, reproduction, and dissemination within the clearinghouse function; and will identify methods and procedures for the establishment and operation of the system. Within this context the three functions of the clearinghouse -- state-local exchange procedures, state-local library, and federal grant-in-aid information -- will be described in terms of utility, component elements, procedures for establishment, maintenance and operation, and other factors. Appropriate sections of the manual will be distributed as guidelines for state and local agencies.

Relationship to Other Work

This study necessarily relates to all areas of planning studies previously undertaken by the Office for Planning and Programming and other state and local agencies. Of primary importance from the system design standpoint, however, are all phases of work being carried out toward the design, development, and establishment of a statewide information system for the State of Iowa. The economic and demographic data generated in prior studies will provide a base for much clearinghouse data. The Substate Financial Reporting System, the Urban Policy Formulation Study, and the Biennial Development Planning Process will also be useful inputs to clearinghouse design.

Resources Required

The staff of the Office for Planning and Programming together with selected personnel of Iowa State University or the University of Iowa will carry out the major portions of this work. A university consultant experienced in clearinghouse and library procedures will be retained to provide technical assistance to the staff and to assist in determining the feasibility of the clearinghouse function. All staff and personnel will work with and under the direction of the Director of the Office for Planning and Programming.

Time, Cost, and Staffing (1970 Only)

<u>Activity</u>	<u>Estimated Man Months</u>	<u>Estimated Costs</u>	<u>Estimated Total Costs</u>
Inventory Information Requirements			
Staff	2.0	\$ 2,000	
Contractor	0.5	1,000	\$ 3,000
Analyze and Evaluate Information Requirements			
Staff	1.0	\$ 1,000	
Contractor	0.5	1,000	\$ 2,000
Establish Criteria for Information Exchange Procedures			
Staff	4.0	\$ 4,000	
Contractor	1.0	2,000	\$ 6,000
Inventory Information Resources			
Staff	2.0	\$ 2,000	
Contractor	0.5	1,000	\$ 3,000
Evaluate Feasibility of Developing an Information Exchange			
Staff	2.5	\$ 2,500	
Contractor	1.5	3,000	\$ 5,500
Develop Manual of Information Exchange Procedures			
Staff	2.0	\$ 2,000	\$ 2,000

Time, Cost, and Staffing -- Continued

<u>Activity</u>	<u>Estimated Man Months</u>	<u>Estimated Costs</u>	<u>Estimated Total Costs</u>
		TOTAL PERSONNEL	\$ 21,500
		Reproduction and Other Costs	<u>500</u>
		TOTAL COST	\$ 22,000

Estimated Costs (1971, 72, 73 and 74)Update, Revise, and Maintain
Planning Clearinghouse

Staff	\$ 9,800
Printing	<u>200</u>
TOTAL:	\$10,000

Work Item 1041970, 71, 72, 73, 74Economic Report to the Governor and Iowa Statistical AbstractObjective of the Work Item

Under work item I.B.8, the Office for Planning and Programming prepared a prototype economic report to the Governor and Iowa statistical abstract. The report was well-received, and the Iowa General Assembly subsequently asked, in the legislation which statutorily established the Office, that an economic report be submitted annually. The purpose of this work item is to update and revise the procedures, format, and content of the report on an annual basis.

As before, two distinct types of uses are anticipated. First, economic information should be presented for the use of top officials -- executive and legislative -- of Iowa state government and its principal subdivisions. Such information should be broad-based and far-reaching in character, focusing primarily on the causal effects of the overall economy and aimed at long-range decision-making. Secondly, information designed to serve short and intermediate range decision-making, provided to appropriate planning and development agencies and managerial personnel, should consist of detailed projections in such areas as population and demographic characteristics, social and cultural data, and state and regional economic growth.

Work to be Done

The annual revision of procedures, content, and format for the economic report and statistical abstract will be accomplished through the following steps:

- Evaluation of the adequacy of the previous prototype economic report and statistical abstract to determine which types of information should be retained, deleted, or added in future reports.
- Evaluation of the feasibility and costs of procedures recommended for the regular revision of the economic report, resulting in a recommended system for preparing supplements, revisions, and/or complete re-writings.
- Preparation of annual economic reports and statistical abstracts. Included in this work will be:

1. Economic Report

- a. An analysis of Iowa's economic progress over time, including a review of the causes and effects of major economic patterns.
- b. A review of the state's present economic situation.
- c. An interpretation of the state's major economic strengths and weaknesses.
- d. An evaluation of Iowa's economic potentials and a review of future courses of action to achieve a strong, but broadly-based economy.
- e. Particular attention to interrelationships with state budget decisions. Every two years, the report might include special analyses phased with the biennial budget decision-making process.

2. Statistical Abstract

- a. The determination of the types of data that should be compiled in terms of maximum impact on the decision-making process.
- b. The gathering and assembly of time-series statistical data in the appropriate subject areas.
- c. The presentation of this information in a manner which will assure the greatest immediate usefulness.

- d. The determination of the feasibility of assembling and displaying the statistical data series in a computer-updateable format, for ease of revision and reproduction.

Product of the Work

The product of this work will be an annually updated economic report and statistical abstract.

Relationship to Other Work Items

The work proposed under this item would build directly upon that already accomplished in work item I.B.8. It will be closely coordinated with work item 102 (Census Data Center), 105 (Demographic Projections), 106 (Economic Projections), 101 (Statistical Coordination), 108 (Planning Information Systems), 203 (Planning/Budgeting Systems), and III.D.2 and 311 (Formulation of an Economic Development Policy). The information contained in the report will provide guidance in almost all other work.

Resources Required

The work will be conducted under the guidance of the Director of the Office for Planning and Programming. The staff will be supplemented by consulting economists from the University of Iowa and Iowa State University.

Estimated Time, Cost, and Staffing (1970 Only)

<u>Activity</u>	<u>Estimated Man Months</u>	<u>Estimated Costs</u>	<u>Estimated Total Costs</u>
Evaluation of Prototype Economic Report & Statistical Abstract			
Staff	.5	\$ 500	
Consultant	.5	1,000	\$1,500
Refinement of updating system			
Staff	.5	500	
Consultant	1.0	2,000	2,500
Preparation of revised report			
Staff	.5	500	
Consultant	2.25	4,500	<u>5,000</u>
	TOTAL PERSONNEL		\$ 9,000
	<u>Printing & Distribution</u>		<u>1,000</u>
	Estimated Cost (1970)		\$10,000

Estimated Cost (Each Year: 1971, 72, 73, 74)

Staff	\$ 1,500
Consultant	7,500
<u>Printing</u>	<u>1,000</u>
Estimated Cost (1971, 72, 73, 74)	\$10,000

Work Item 105

Refinement and Extension of Demographic Projections

Objectives of the Work Item

Reliable population projections are a necessity to almost all state and local planning efforts. The objective of this work is to update and refine the projections prepared under Work Item I.B.1, based on data from the 1970 Census.

Work to be Done

The projection model developed under Work Item I.B.1 would be evaluated and revised in light of actual Census experience. Projections would be prepared for five-year intervals from 1975 until 2025 to at least the detail of county-wide totals. Age-sex cohort projections for each county and for each city over 10,000 population would be prepared on five year intervals from 1975 to at least 2000.

Products of the Work

A summary report would be prepared, and it would be supplemented by special projection reports design for particular categories of users. In addition, the projection model would be made available to public and private users for special computer runs when needed.

Relationship to Other Work

The work would build directly upon that done under I.B.1. In addition, the data would be made compatible with the economic projections proposed under Work Item 106. The Census Data Center established under Work Item 102 would provide basic inputs. Almost all other work will be dependent upon the population projections proposed in this item.

Resources Required

Staff of Iowa State University or the University of Iowa would perform this work under the contract supervision of the Director of the Office for Planning and Programming.

Staff	\$ 500
Consultant	9,000
<u>Printing</u>	<u>500</u>
Estimated Costs (1971)	\$10,000

1971

Work Item 106

Refinement and Extension of Economic Trend Projections

Objectives of the Work:

The objective of this work item is to update and refine current economic projections on the basis of 1970 census data and to test alternative data inputs in one functional economic region of the State.

Work to be Done:

Review and evaluate economic trend projection model prepared under work item I.B.2. Modify where necessary and prepare projections using the 1970 census data. Apply alternative variables to the model in a sample regional economic area (state planning region) to determine the most accurate projection model for Iowa.

Products of the Work:

The products of the work item will be a publication of economic projections for Iowa, a report of the model used, and a description of the results applying alternative variables to projections in a sample regional area.

Relationship to Other Work:

Extensive use of the products of work items I.B.1, I.B.2, and 102 projections will become part of supporting data.

Resources Required:

This work will be conducted under the general supervision of the Director of the Office for Planning and Programming. Specific direction

1971

will be provided by the staff economist. Major consultant support will be necessary for the provision of assistance in the design of the project, conduct of the work and evaluation of results.

Staff	\$ 3,000
Consultant	16,000
<u>Printing</u>	<u>1,000</u>
ESTIMATED COST (1971)	\$20,000

1972Work Item 107Revision of Catalog of State Services to Local GovernmentsObjective of the Work Item

The Catalog of State Services, prepared under work items I.A.3 and III.D.1, is designed as a tool for more efficient local administration in Iowa, by providing the local official with an easy-to-use source of information on the financial, technical, and consultative services provided by the State. This work item would update and revise the Catalog in order to improve and continue this role.

Work to be Done

State and local officials and agencies would be surveyed to determine needed changes in format and content of the Catalog.

Product of the Work

The Catalog will be published and distributed to local subdivisions in Iowa and to the State officials and agencies responsible for providing services.

Relationship to Other Work Items

The Catalog builds upon work items I.A.3 and III.D.1.

Resources Required

Staff of the Office for Planning and Programming, particularly planning interns, would be responsible for the revisions.

Staff	\$ 8,500
Printing	1,500
<hr/>	
ESTIMATED COST (1972)	\$10,000

Work Item 1081974Detailed Systems Design of Statewide Information SystemObjective of the Work Item

A basic, "macro-design" for a statewide information system was prepared under Work Item I.A.4, to outline the comprehensive system needed in Iowa for the acquisition, storage, and retrieval of planning, programming, and management information. The objective of this work item is to refine and extend the statewide information system into the "micro-design" stage.

Work to be Done

Using present information system outputs as a foundation, the work to be accomplished under this item will include the development of detailed machine specifications and hardware and software requirements and distribution. The specific informational and manipulatory functions to be carried out in the central and sub-central information units will be determined. The informational requirements of state planning, programming, and management, identified under Work Item I.A.4, will be assigned to appropriate components within the system. Procedures for expanded informational controls will be articulated. Various cross-tabulation techniques will also be examined.

Product of the Work

The product of this Work Item will be an operational statewide information system. Periodic working papers, reporting in detail the various system components and configurations, will be prepared during the course of the work, and a final report will be prepared describing the overall system.

Relationship to Other Work Items

Successful implementation of the statewide information system will be heavily dependent on close coordination with the short- and long-range goals and underlying philosophy of the comprehensive state planning program. In addition, specific relationships will be maintained with all work done on Data Base and Information Systems ("100" series) and on Planning Systems ("200" series).

Resources-Required

A special system consultant will be retained to work with and under the supervision of the Director of the Office for Planning and Programming and with appropriate agency heads in the design and implementation of the statewide information system. It is anticipated that several agencies will have major resource inputs, in addition to the "core" work requirements which served as a basis for the following estimate.

Staff	\$ 9,000
Consultant	25,000
Printing & Computer	1,000
	<hr/>
Estimated Cost (1974)	\$ 35,000

Work Item 1091973State Lands InventoryObjective of the Work

At present, the State of Iowa has no comprehensive or up-to-date inventory of the real property under its ownership. This is true of the state government as a whole, of functional operations within the state government and of individual departments, boards and agencies. The problems stemming from this lack of complete information are apparent. The adequacy and appropriateness of real property holdings may not be fully examined with regard to present and future demands. This is true for purposes of quantity, quality and location. Further, transfers or trade-offs between state agencies and between the state and local agencies are difficult without full knowledge of public owned lands. It is, therefore, equally difficult to effectively benefit from improved, increased or more properly located land holdings on the part of these agencies and governmental units. It is the purpose of this work item to develop a comprehensive inventory of state owned real property which will significantly enhance state public policy-making with regard to land resources as well as improve operational decisions regarding state-owned real property.

Work to be Done

In carrying out the above work a preliminary inventory must be undertaken of all state departments, boards and commissions whose activities require the acquisition, improvement, maintenance and/or

disposition of real property. This inventory would result in the identification and classification of all state owned real property into such categories as recreation, open space, land reserves, wildlife and other preserves, conservation, right-of-way, research, education, cultural facilities, public buildings, etc. In addition to the identification of classification of each parcel, such other information as responsible state agency; acquisition date and price; current or anticipated use, location (by geographic coordinates); soil, drainage, bearing weight, and such other physical, geological, and other information as may be appropriate in describing the parcel; and other pertinent data would be obtained.

All information on state owned real property would then be tabulated and prepared in printed form. All information would be prepared and classified in a manner best suited for rapid retrieval (i.e. ownership, location, present use, etc.) commensurate with identified needs of the state planning program and the agencies involved.

Procedures would be developed for administering and updating the land inventory. Prime consideration in the development of updating procedures would focus on changes or modification in ownership, use, and other factors.

Product of the Work

The major product of this work will be a document identifying by owner, location, use, size, etc., all state-owned real property within Iowa. The purpose of this document will be to appraise state and local government and other agencies of Iowa's land holdings. The document could be used for purposes of functional and comprehensive planning at

state and local levels, for facilitating physical development plans by means of critical land transfers, and for other purposes. The real property land inventory document would be distributed to all appropriate agencies and units of government and in addition, a continuing system of state-owned lands inventories would be established. Methods and procedures for updating and maintaining current information within the inventory would be prescribed and carried out on regular and systematic basis.

Relationship to Other Work

The inventory resulting from this work would serve as an integral component in the planning and programming process within the State of Iowa. Information generated from the real property inventory would be of significant value in the planning and development of transportation facilities, recreation and conservation programs, educational facilities, development and extension of utilities, etc. The inventory would also become an integral part of the statewide information system.

Resources Required

This work would be carried out by staff of the Office for Planning and Programming in conjunction with personnel of the Iowa State University or of other institutional resources. Conducted under the guidance and direction of the Director of the Office for Planning and Programming, all work would be carried out within the framework of the state planning process utilizing staff of the Office to monitor the work at its progresses. Staff of the Office of the State Comptroller would also fully participate in the conduct of this work.

Staff	\$ 4,000
Consultant	17,750
<u>Printing</u>	<u>1,250</u>
Estimated Cost - 1973	\$23,000

Work Item 201

1972, 74

Organization and Coordination of Program PlanningObjective of the Work

In Work Item I.A.6 of the Comprehensive State Wide Planning Program, initial efforts were taken to readjust the organizational, communication, and decision-making structure of major state departments, boards and agencies so as to more efficiently and effectively carry out intra- and inter-departmental planning and programming activities. The efforts taken by the state consisted principally of the examination of major state agencies to determine:

- Internal planning and programming capabilities, current approach, organizational requirements and other factors.
- Communication and coordinative relationships between divisional and planning and programming units (i.e., Conservation Commission, Highway Commission, Board of Control, etc.) and between inter-departmental planning units.
- The relationship between the planning and programming activities of individual agencies and the state wide comprehensive planning program.

The result of the above effort was the preparation of a report identifying the findings of agency reviews and analysis. The report also recommended necessary structural, organizational, administrative, decision-making, and operational modifications necessary for the more efficient and effective conduct of planning and programming activities.

It is the purpose of this work item to expand upon and apply the recommendations presented in the earlier report. Principally, this work will consist of the implementation of specific recommendations to selected departments, boards, and commissions within the Iowa State Government.

Work to be Done

In carrying out this work, several departments, boards and commissions within the Iowa State Government will be selected for testing. The selection of these agencies will be based on the extent of planning and programming activities which are presently being carried out. Agencies which will be given high priority will be those whose planning and programming activities have the greatest effect on a particular functional program area or upon the state wide planning program as a whole. It is felt that in this way the most significant contribution to comprehensive state wide planning and programming within Iowa may be achieved.

In applying and testing a recommended organization for planning and programming, several instruments and tools developed in earlier phases of the state planning program will be utilized; among these will be included the Manual for State Planning and the training programs for planning and programming design.

The strategy to be employed in applying and testing recommended organization for planning and programming will be designed to encompass the entire planning and programming process. Where feasible, recommended adjustments or modifications in agency organization will be effected at the initiation of a particular planning activity; for example, the preparation of a "state" plan, initial participation in the preparation of a functional development plan, preparation or implementation of an individual program plan, etc. In each case, coupled with the organizational changes, will be the techniques and procedures developed in the manual for state planning, functional plan review and evaluation, prototype biennial development program activities and training programs for

planning and programming.

During the entire testing cycle all aspects of agency activities which relate to or are effected by planning and programming activities will be closely monitored. Among those factors to be given closest attention include:

- Understanding of basic planning and programming principles.
- Technical capabilities of planning and programming units within state agencies.
- Communication linkages.
- Reporting practices and procedures.
- Decision making and general administrative structure.
- Relationship to other functionally-related activities.
- Inputs to the state planning program and to the biennial programming process.

If deficiencies or necessary adjustments or modifications are identified during the monitoring process, appropriate steps will be taken to implement in-service recommendation.

A follow-up study will be made two years later to further improve the organization and coordination of agency planning and programming.

Product of the Work

The result of this work will be a report reviewing the methods employed in the monitoring process and summarizing the results of the overall efforts. The principal product of this work, however, will consist of a concrete effort toward organizing Iowa State departments and agencies for the more efficient and effective conduct of essential planning and programming activities. This work will, in effect, represent

the final testing of several work items in the statewide comprehensive planning and programming process. These will include: the Manual for State Planning; training programs for planning and programming design; and the basic understanding and initial operation of development planning and programming process -- the ultimate objective of the Comprehensive State Wide Program.

Relationship to Other Work Items

Because the major output of this work represents the combination of nearly six years of planning and programming activities on the part of the State of Iowa, it will necessarily be served by or will effect directly/indirectly the majority of the work items carried out in the Comprehensive State Wide Planning Program. Most directly this work will be served by the following work items:

- Planning Specifications
- Organization for Program Planning
- Manual for State Planning
- Training Programs for Planning and Programming
- Preparation of Prototype and Extensions of the Biennial Programming Process
- Review of Functional Plans

The work proposed under this item is scheduled for 1972 and 1974, for proper phasing of work loads with the Biennial Programming Process (203), Planning Specifications (202), Review of Functional Plans (204), and Local Planning Systems (206).

Resources Required

A special consultant experienced in planning, programming and other related areas will be retained to work with the Director and the staff of

the Office for Planning and Programming in undertaking this work. As special consultant, in conjunction with the staff, he will be responsible for the design and conduct of the monitoring system cited above. The special consultant will also be responsible for the preparation of the findings and recommendations of this work.

Estimated Cost (1972)

Staff	\$ 14,900
Consultant	15,000
<u>Printing, etc.</u>	<u>100</u>

Estimated Cost (1972) \$ 30,000

Estimated Cost (1974)

Staff	\$ 11,900
Consultant	3,000
<u>Printing, etc.</u>	<u>100</u>

Estimated Cost (1974) \$ 15,000

1971,74Work Item 202Development of Standard Agency Planning SpecificationsObjective of the Work Item

The Iowa General Assembly, in SF 649, charged the Office for Planning and Programming with the responsibility for prescribing "the establishment and implementation of standards for effective planning and programming." The objective of this work item is to develop planning specifications in accord with legislative desires, to the end of improving the general quality, responsiveness, reliability, and role of planning in Iowa state agencies and departments.

Work to be Done

A detailed work program will be prepared; the current capabilities and roles of agency planning will be reviewed (Work Items I.A.6 and 201); alternative methods of specifying and evaluating planning performance will be developed and subjected to limited testing; and a preliminary set of planning specifications issued. Phase II of the work, to be conducted in 1974, would review these specifications, develop mechanisms for requiring all major state agencies to follow the specifications, and define a variety of enforcement techniques.

Product of the Work

Each phase of the work will result in publication of a planning specifications manual, for use of the Office for Planning and Programming and designated state agencies.

1971, 74Relationship to Other Work

The work proposed under this item is an integral part of all planning systems studies ("200" series), building upon Work Items I.A.6 and 201 (Organization for Planning and Programming); II.A.9, III.C.1, and 203 (Biennial Development Programming); I.A.7 (Manual for Comprehensive Planning); and 205 (Training).

Resources Required

A special consultant, knowledgeable in state comprehensive planning and programming, will work with staff under the supervision of the Director of the Office for Planning and Programming.

Estimated Cost (1971)

Staff	\$10,000
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Consultant	19,500
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Printing, etc.	500
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Estimated Cost (1971)	\$30,000
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Estimated Cost (1974)

Staff	\$ 8,000
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Consultant	6,500
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Printing, etc.	500
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Estimated Cost (1974)	\$15,000
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Work Item 2031970, 71, 72, 73, 74Extension of Biennial Development Program ProcessObjective of the Work Item

In Work Item II.A.9 of the Comprehensive State Planning Program, the preliminary techniques of the biennial development programming process were initiated and applied in the newly established Department of Social Services. As a part of that work the programs of the department were aligned with established state goals and objectives; individual programs were designed and presented in terms of total costs, anticipated accomplishments and overall impact on the achievement of state goals and objectives; resource requirements were established and priorities and schedules were set for the conduct of each program; and means by which the performance of each program could be identified and monitored were established.

Work Item III.C.1 carried these efforts further, by setting forth a biennial development programming process for all of higher education in Iowa. The higher education work was devoted more to considerations of broad systems design than to the actual implementation which was emphasized in the social services work. Consequently, the higher education system goes considerably further to integrate planning and budgeting systems, particularly in the use of multi-year formats and the inclusion of all agencies and institutions of higher education, public and private. Full implementation will, of course, require a longer time frame than the prototype work in social services.

In order that the fullest potential of the development programming process may be achieved in Iowa State government, it is important that the

methods and procedures developed in these previous work items be evaluated and applied to other major departments and agencies in the State Government.

It is the purpose of this work item to extend the biennial development programming process to state departments, boards and commissions involved in major functional operating activities.

Work to be Done

In applying biennial development programming techniques to the major functional activities of the Iowa State Government, the following work will be carried out in major functional program areas, phased over a five-year period:

- A government-wide, functional classification system will be formulated within which all major programs and activities of the State Government will be categorized.
- Utilizing work performed in Phases I, II, and III of the Comprehensive State Planning Program, all major governmental programs will be inventoried and classified by function.
- The planning, programming and decision-making structure within which each program or group of programs is carried out will be reviewed and analyzed.
- All functionally-related programs, regardless of agency or origin, will be grouped and appropriate organizational and structural modifications will be recommended.
- Fiscal and manpower resources required for the performance of individual programs or program blocks within selected functional categories will be determined, and methods for establishing program priorities will be formulated.
- A system for monitoring the performance of programs with respect to the accomplishment of established goals and objectives will be designed, and a network for disseminating program and policy oriented information to program administrators and to the Governor's Office will be formulated.

In the performance of the above work, close working relationships will be maintained between the Office for Planning and Programming and the Office of the State Comptroller. Budgetary and other fiscal instruments critical to the initial and continuing operation of the biennial development programming process will be evaluated and recommendations will be formulated which will articulate steps necessary for the formulation and utilization of such instruments.

Product of the Work

The major product of this work will be a report describing and evaluating the results of the above work. Specifically, a report will articulate the functional program classification system; the structural requirements necessary for the conduct of biennial development programming activities within each major functional classification; administrative and decision-making structure within each classification; the general fiscal and manpower resources required for the operation of the biennial development programming process within each major functional classification; the recommended system for monitoring the performance of individual programs for the accomplishment of established goals and objectives; and the results of system testing within selected functional categories.

Relationship to Other Work

The work described above will build directly on Work Items II.A.9 and III.C.1. In addition, this work will be served directly by Phase II and Phase III work involving organization for program planning, evaluations of functional development plans and programs, and all elements of the statewide information system. Work conducted in Phase I of the planning

program with regard to state goals and objectives, and analyses of existing state programs will also serve as direct inputs to this work.

Resources Required

A special project consultant experienced in state planning and programming techniques will be retained to assist the staff of the Office for Planning and Programming in the conduct of this work. Personnel of the State Comptroller's Office and the involved departments of state government will also assist on a scheduled, defined basis. The Director of the Office for Planning and Programming will be primarily responsible for the completion of all aspects of this work item. The work is scheduled so that major efforts will take place during years which are not devoted to actual biennial budget preparation.

Estimated Costs (1970, 72, and 74)

Staff	\$ 9,900
Printing	100
Estimated Costs (1970, 72 and 74)	\$10,000

Estimated Costs (1971, 73)

Staff	\$12,000
Consultant	12,500
Printing, etc.	500
Estimated Costs (1971, 73)	\$25,000

Work Item 2041972, 74Continuing Review of Functional PlansObject of the Work

In the comprehensive state planning process, each of the planning and development activities of state departments and agencies fall within one or more broad functional categories. In some cases a single plan is developed which provides each participating agency with precise knowledge of its individual direction and whether or not its course of action is consistent with like functioned agencies and with the overall policy set forth for the development of the State. In other cases, several individual plans are prepared within a single functional area. These plans, sometimes referred to as "state plans" serve to identify courses of action within sub-functional groupings of activities. In both cases, however, these plans serve as direct inputs to the comprehensive state planning process and specifically, as inputs in the biennial development programming process.

In Phase II of the Comprehensive State Planning Program, work was undertaken which resulted in the review and evaluation of one functional and sub-functional plan that had been prepared by a state agency. Included in this work was the analysis of the activities, methods, and procedures used in the preparation of plans on both a departmental and interdepartmental basis. The analysis focused on the development of working relationships between program planning and functional planning activities and in the preparation of the prototype biennial development program.

A second objective of the Phase II activity was to review existing plans and plans that were in the process of preparation in order that improvements in the quality of individual plans could be effected and to provide procedural consistency among all program and functional plans.

It is the objective of this work item to further the efforts of Phase II by developing a continuing process through which functional and sub-functional plans and programs may be evaluated, coordinated and related to the overall efforts of the Comprehensive State Planning Program and the biennial development programming process.

Work to be Done

The work to be accomplished involves the continuing review and monitoring of the functional and state plan activities evaluated in Phase II planning activities; the review and evaluation of new or significantly modified functional and state plans; and the establishment of procedures of monitoring progress, insuring maximum coordination, and providing the timely updating of functional and state plan activities. The analysis to be undertaken in the first two steps of this work program will focus on the following:

- Compatibility of the goals, objectives, assumptions and general procedures of those agencies participating in the preparation and implementation of functional and state plans.
- The compatibility of intermediate and long range goals and objectives, approach, direction, resource requirements and allocation, etc., by and between functional and state plans.
- Priority-setting and scheduling of planned activities to facilitate and to encourage the achievement of targets established in the overall Comprehensive State Planning Program and in the biennial development programming process.

The last stage of work to be included in this work item will consist of the development of methods and procedures for the continued review, analysis, updating, coordination and monitoring of functional and state development plans and programs. This work will include the following:

- The establishment of regular and consistent recording practices with regard to existing, newly established or modified functional and programmed plans.
- The establishment of an administrative and decision-making structure for reviewing and analyzing functional and programming plans by a central unit within the Office for Planning and Programming.
- The establishment of techniques and procedures for the uniform preparation of functional and program plans to facilitate efficient review and analysis and to provide a format amenable to inclusion in the comprehensive state planning program and the biennial development process.

Product of the Work

The principal products of this work item will be a series of reports delineating the findings of functional and program plan analysis. These reports will identify the short comings or inconsistencies in the plans; will provide procedural recommendations to improve consistency and compatibility among functional and program plans; will prescribe, in general, the steps that must be taken in order to more fully coordinate intra-inter-functional plans and programs and will provide methods for integrating functional plan activities with the comprehensive state planning program and with the biennial development in process.

An additional report which will set forth the methods and procedures necessary for the regular or periodic review of functional plans and programs; for the structuring of functional and program plan format in order to provide uniformity for purposes of plan review and the integration of

plan components with the comprehensive state planning program and with the biennial development planning process; and such other steps as necessary to prepare, coordinate and implement functional and program plans.

Relationship to Other Work

This work item will require close coordination with several elements in the state planning program. Following are several subsequent work items which will serve as direct inputs to this work:

- State Goals, Problems and Opportunities (Work Item I.A.1)
- Analysis of Existing State Programs (Work Item I.A.2)
- Federal, State, Regional and Local Program Coordination (Work Item I.A.3)
- Organization for Program Planning (Work Items I.A.6 and 201)
- Preparation of a Manual for Comprehensive Planning and Programming (Work Item I.A.7)
- Departmental Training for Planning and Programming (Work Item 205)
- Preparation of a Prototype Biennial Development Program (Work Item II.E.9)
- Extensions of Biennial Development Programming Process (Work Items III.C.1 and 203)

Resources Required

Under the direction of the Director of the Office for Planning and Programming, a special consultant will be retained to review and evaluate existing, modified and/or new functional and major program plans. The special consultant will also participate in the preparation of procedures for the continuing review of functional program plans and for their integration within the state planning program and the biennial development program in process. The special consultant will work with the staff of the Office for Planning and Programming and with the appropriate department, board and commission heads and staff members in undertaking this work.

Estimated Costs (1972, 1974)

Staff	\$12,000
Consultant	7,500
<u>Printing</u>	<u>500</u>
Estimated Costs (1972, 1974)	\$20,000

Work Item 2051970-71-72-73-74Establishment of Training Programs for Planning and ProgrammingObjective of the Work Item

The State of Iowa, by initiating a planning and programming process, has joined a growing number of state governments and federal agencies in providing a comprehensive system for designing and controlling the major programs that affect overall growth and development. The process, which produces significant changes in the way decisions are made and the procedures employed in undertaking development programs, is the result of a growing awareness that properly oriented and effectively run planning and programming mechanisms play a key role in achieving development goals.

Initiating a planning and programming process, however, is not sufficient in itself to effectively maximize the utility of such a system. There is a particular need for an intensive, constantly up-dated educational program to insure that current and future innovations in planning, programming and decision-making are readily comprehended at all appropriate levels of government. Consistent with this need, it is the function of this work item to develop procedures for a continuing educational process to train department heads, program administrators, and other agency personnel in the methods and techniques necessary for effectuating development programming in the State of Iowa.

The procedures developed and tested under this work item would be employed in regular training programs in proposed annual extensions of the work, at a reduced resource requirement.

Work to be Done

The work to be accomplished in this work item will include development of procedural and substantive designs for two types of training programs. The first training program will be designed to serve:

- Members of the Governor's staff.
- Staff members of the Office for Planning and Programming.
- State Department, Board and Commission heads.
- Others directly involved in broad, functional area policy formulation and guidance.

The second training program will focus on:

- Program administrators.
- Upper level staff personnel.
- Others involved in the design, coordination or effectuation of specific programs or policies.

The curricula, schedules and necessary personnel for both training programs will be determined and the first round participants will be selected. Procedures for up-dating curricula, techniques and methods, to keep pace with progress in planning and programming will be articulated. Methods for including additional or modified subject matter within each training program will be delineated.

The training programs as delineated in this work item will be tested on a pilot basis for subsequent review and modification.

Product of the Work

The product of this work item will be a report delineating the necessary methods and procedures for a continuing training program in the planning and programming process. The report will include a training manual which will describe program formats, course outlines and timing, personnel requirements, and other factors. First round schedules for executive and administrative level programs will be articulated and procedures for modifying the scope and content of each program will be presented.

First round training programs on both levels will be undertaken as pilot studies to test the substantive and procedural components on the programs.

Relationship to Other Work Items

This work item will use as a direct input much of the work accomplished or anticipated in Phases I, II, and III of the planning program. Of particular substantive importance will be the following work items:

- State Goals, Problems and Opportunities (Work Item I.A.1).
- Analysis of Existing State Programs (Work Item I.A.2)
- Information Coordination of State, Federal, Regional and Local Programs (Work Item I.A.3).
- Information Storage, Retrieval and Display System Design (Work Item I.A.4).
- Organization for Program Planning (Work Item I.A.6).
- Preparation of a Manual for Comprehensive Planning and Programming (Work Item I.A.7).

- Review and Evaluate Functional Comprehensive Plans
(Work Item II.A.8).
- Preparation of a Prototype Biennial Development Program
(Work Items II.A.9 and III.C.1).

Resources Required

A special consultant will be retained to work with the Director of the Office for Planning and Programming in designing the executive and administrative training programs. The special consultant will also advise and assist the Director in undertaking the first round training programs.

Federal and State officials and university personnel experienced in the planning and programming process will participate in carrying out the training programs. Special efforts will be made to develop "in-house" training capabilities in the Office for Planning and Programming and major state agencies.

Estimated Time and Costs

	<u>Estimated Man Months</u>	<u>Estimated Costs</u>	<u>Estimated Total Costs</u>
<u>Work Item 205 (1970 Only)</u>			
Establishment of Training Programs for Planning and Programming			
Review and Analysis of System In-puts			
Staff	.5	\$ 500	
Special Consultant	.5	\$1,000	\$1,500
Design of Executive Training Program			
Staff	2.0	2,000	
Special Consultant	.5	1,000	3,000
Design of Administrative Training Program			
Staff	2.0	2,000	
Special Consultant	.5	1,000	3,000
Program Testing			
Staff	3.0	3,000	
Special Consultant	.5	1,000	4,000
Preparation of Final Report			
Staff	.5	500	
Special Consultant & Printing	.5	1,000	1,500
TOTAL			\$13,000

Work Item 205 (Each remaining year: 71,72,73,74)

Review, update, and implement training program

Staff		\$2,000	
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Work Item 206Comprehensive Review and Development of Local Government Planning SystemsObjective of the Work Item

Local government planning has developed fairly rapidly during the past decade, in part because local officials have recognized a need for more planning and in part because a variety of federal agencies have required planning as a precondition for grants. The growth of local planning itself, however, has been relatively unplanned, resulting in highly fragmented local planning systems and an inefficient allocation of planning resources. The objective of this work item is to comprehensively evaluate local planning needs and current programs, and to design a total planning system which will maximize the effectiveness of available funding and manpower.

As federal grant-in-aid and planning programs are increasingly channelled through state agencies, it becomes particularly incumbent upon the State to take steps for integrating local planning programs into a coherent, effective system. The State of Iowa proposes to take these steps and to seek the cooperation of federal and local agencies in designing and implementing improved planning systems.

Work to be Done

A detailed work program will be prepared in consultation with federal, state, local, and university planning staffs. The objectives of local planning will be defined; planning programs will be inventoried; methods of program integration will be explored; program gaps will be identified; coordination devices will be developed; and reporting systems

will be established. All functional areas of local government concern will be considered, including all local jurisdictions. Particular emphasis will be placed upon multi-jurisdictional approaches.

Product of the Work

A report will be prepared detailing recommended local planning programs and systems of reporting. Legislation will be drafted as appropriate.

Relationship to Other Work

Almost all other work under the comprehensive statewide planning program will be applicable. Of particular interest are the efforts of Work Items I.B.6 (Local Government Organization); I.B.3, I.B.4, and 306 (Regionalization); II.C.1 (State Organization for Program Planning); III.D.1 (Statewide Urban Area Policy); III.D.6 and 303 (Model Cities Participation); 304 (Rural Community Development); 202 (State Planning Specifications); and II.E.1 (Substate Financial Reporting System).

Resources Required

The work proposed under this item would be supervised by the Director of the Office for Planning and Programming. Staff of the state universities and/or a private planning consultant would undertake the basic work, with the staff and planning interns of the Office for Planning and Programming assisting as needed.

<u>Estimated Costs (1973)</u>		<u>Estimated Costs (1974)</u>	
Staff	\$ 8,500	Staff	\$ 9,500
Consultants	40,000	Printing, etc.	500
Printing, etc.	1,500		
<hr/>		<hr/>	
Estimated Costs (1973)	\$ 50,000	Estimated Costs (1974)	\$ 10,000

1970, 71, 72

Work Item 301Formulation of a Comprehensive Educational Policy - ContinuedBackground

This work item is a continuation of the activity carried out in FY 70 under urban planning project Iowa P-154, work item III.D.5. The Governor's Educational Advisory Committee, composed entirely of laymen interested in education, has spent considerable time and effort becoming informed on the complex issues in Iowa education.

A Governor's Conference on Education was held to provide the committee and more than 500 other persons with insight to the many points of view on education topics. The proceedings of this conference were published and the publication is one product of the work item.

The advisory committee has subdivided into subcommittees for the purpose of identifying and studying particular issues in greater depth with the goal of producing recommendations for state policy concerning these issues. Issues have been identified, strategies of study have been developed, work has begun. The task is great - greater than anticipated.

Objective of the Work Item:

The work item will assist in the development of data, both compilation of that existing and the generation of pertinent new information, upon which to base recommendations.

With the sound information as support, policy recommendations will be developed which reflect the lay-citizen's viewpoint after careful consideration of professional opinion which will allow Iowa to plan rational and effective programs to meet the needs in education that have been identified.

A further objective is the development of a system whereby the data compiled for this work item will continue to be gathered so that future and continued evaluation and review of educational policy may be possible.

Work Description:

1. Continue and extend the review of applicable technical studies by staff and consultants.
2. Continue and initiate further detailed research work.
3. It is proposed that work outputs will cover the following topics:
 - a. Historical, current, and projected descriptions of enrollment, costs, staff and facilities needs, and similar data series.
 - b. The policy of the state concerning early childhood education and day care.
 - c. The policy of the state concerning the organization of school districts and its impact on community life and facility usage. Specific attention will be given to the community school concept and linkages to HUD's "Neighborhood Facilities" program.
 - d. The policy of the state concerning the coordinated development of post high school education in Iowa in terms of community impact, educational opportunity, manpower needs, and similar considerations.
 - e. The policy of the state concerning the financial support of education.
 - f. The role of the state in the future of non-public education.
 - g. The policy of the state in the development and adoption of innovative techniques in staffing and delivering education, with greater accountability to the public.

Products of the Work

Interim and final reports embodying the policy recommendations. An initial set of data suitable for serializing to serve the purposes of contin-

ued policy evaluation.

Relationship to Other Work Items

The work proposed under this item will build directly upon the current efforts of Work Item III.D.5. In addition, direct relationships have been scheduled with Items 304 (Rural Community Services), 102 (Census Data Services), 103 (Clearinghouse), 203 (Budget Systems), and 303 (Model Cities Coordination).

Resources Required

The equivalent of two full-time staff members will be assigned along with a portion of the time of the director of the office serving as chairman of the advisory committee and as liaison between the committee and the legislature, institutional presidents, governing boards, teacher associations and other educational policy groups.

The office will retain a consultant qualified in the design and management of statewide educational studies to insure effective use of data and accurate analysis, and further consultant services will be retained on specific research needs.

Time, Cost, Staffing (1970 Only)

<u>Item of Work</u>	<u>Estimated Man Months</u>	<u>Estimated Costs</u>	<u>Estimated Total Costs</u>
1. Continued review of literature			
Staff	1.0	\$ 1,000	
Contractor	.5	1,200	\$ 2,200
2. Historical, Current, Pro- jected description			
Staff	5.0	\$ 5,000	
Contractor	1.0	2,400	\$ 7,400
3. Early Childhood policy			
Staff	3.0	\$ 3,000	
Contractor	1.0	2,400	\$ 5,400

Time, Cost Staffing (continued)

<u>Item of Work</u>	<u>Estimated Man Months</u>	<u>Estimated Costs</u>	<u>Estimated Total Costs</u>
4. School district organization and Community Life			
Staff	4.0	\$ 4,000	
Contractor	4.0	9,100	\$ 13,100
5. Coordinated Post High Edu- cational Development			
Staff	2.0	\$ 2,000	
Contractor	4.0	8,600	\$ 10,600
6. Financial support policy			
Staff	1.0	\$ 1,000	
Contractor	1.0	2,400	\$ 3,400
7. State policy on Non-Public School Support			
Staff	2.0	\$ 2,000	
Contractor	1.0	2,400	\$ 4,400
8. Innovation in Educational staffing and delivery			
Staff	2.0	\$ 2,000	
Contractor	1.0	2,400	\$ 4,400
9. Advisory Committee Reviews and hearings			
Staff	2.0	\$ 2,000	
Contractor	.25	600	\$ 2,600
10. Report preparation and print- ing and distribution			
Staff	2.0	\$ 2,000	
Contractor	1.0	2,400	\$ 4,400

TOTAL PERSONNEL \$ 57,900

Printing \$ 1,050

TOTAL (1970) \$ 58,950

Estimated Costs (1971)

Staff	\$ 20,000
Contractor	17,500
Printing	500
<u>Total (1971)</u>	<u>\$ 38,000</u>

Estimated Costs (1972)

Staff	\$ 13,500
Contractor	1,000
Printing	500
<u>Total (1972)</u>	<u>\$ 15,000</u>

IOWA'S HOUSING PROBLEMS

Iowa is not yet faced with a crisis in housing. For the most part, the existing systems of construction, marketing and regulation have performed adequately in meeting the housing needs of Iowans. Crisis has been avoided, in part, by the steady, controlled growth of the State's economy and population, without the rapid dislocations and uncontrollable sprawl suffered by many urban areas of the country. In part, Iowa's low unemployment rate (averaging under 3%), high median educational attainment and literacy rates (11.3 years and 99.3%, respectively), and rapidly rising per capita income (66.3% increase from 1957 to 1967) have combined to prevent the build-up of an insurmountable need for low-income housing. And crisis has been partly prevented by the existing federal, state, local, and private efforts to improve the housing of particular groups.

It is nevertheless clear that the Iowa housing market contains some serious inequities and inefficiencies and that the lack of a current crisis should not obscure the needs of the future. This report outlines some of the State's problems and needs and proposes a five-year program of planning studies that would enable Iowa to cope with these emerging problems and needs. The report stresses the importance of improving our existing market mechanisms rather than introducing complex and expensive

new programs. The report therefore deals primarily with state government actions, for no other level of government has so much potential power of regulation and taxation over private property, financial institutions, and real estate market operation. State government exercises substantial control over local jurisdictions. And the state can play a vital role in bringing together the capabilities of all levels of our federal system, in a concerted attack on housing problems.

BENCHMARKS

A detailed survey of Iowa housing conditions has been completed and its results are on file with the Office for Planning and Programming.* For the purpose of this program design, only a few key indices of housing conditions need be given.

Demographic Trends

Iowa population changes are not a significant source of housing problems. 1960-80 net population growth is projected between 2% and 14% for the twenty-year span, much slower than the projected gross natural increase of 24%. Internally, rural-urban migration is stabilizing as the rate of farm consolidation slows. Furthermore, the household formation rate, which has increased as family size has decreased, should stabilize on the

*Harold F. Wise & Associates, An Analysis of Housing Problems in the State of Iowa, September 1968. This report has not been published for general distribution.

whole, although further increases are expected in the low-income household formation rate with corresponding decreases in family size. The total impact of these population trends is a moderate emphasis on urban, low-income housing, but the shifts are so gradual that State action may not be needed to meet housing problems caused by population increases or shifts.

General Housing Conditions

The 1960 Census pointed out some problem conditions, but no crisis, in Iowa's housing stock. Since that time, economic expansion and public programs have generally improved these conditions to such an extent that no reliable use may be made of extrapolations from 1950 and 1960 Census data. For example, a major problem area in 1960 was the lack of basic plumbing facilities, the key indicator of sub-standard housing. The rapid development of rural water systems during the 'sixties (and still underway) has substantially reduced this problem. Moreover, unheralded growth in personal income and employment has negated Census correlations of income and housing conditions. Until the 1970 Census data becomes available, therefore, it is difficult to project generalized housing conditions and needs.

One general measure is currently available to serve as a warning light: Iowa has rather low vacancy rates of 2% in rental units and 1% in owner-occupied units. While the State's low rate of population growth moderates such tightness in the housing

market, these vacancy rate levels indicate special problems for low-income and minority groups; housing availability for these groups is usually very limited when vacancy rates reach the Iowa levels. Low vacancy rates are also constraints on economic development, particularly in non-metropolitan areas. The Iowa Development Commission lists the low availability of housing as a major deterrent to industrial location in Iowa.

Low-Income Housing

The 1960 Census showed approximately 70,000 Iowa households with incomes below \$3,000 to be living in unsound housing. As indicated previously, adequate data is not now available for a more recent or accurate estimate. It should be noted that of those households with incomes under \$3,000, almost 60% lived in rural areas. Housing programs for these households require different approaches than for their urban counterparts.

Problems of the Aging

Iowa is second only to Florida, a retirement state, in the proportion of its population, age 65 and over. Moreover, the 12.6% elderly proportion make up 22% of the total number of households in the state. The special housing needs of the elderly thus constitute a large segment of Iowa's total housing needs. Of those households with annual incomes under \$3,000, 44% were headed by persons 65 or older. Almost two-thirds of the elderly households subsisted in 1960 on less than \$3,000 per year.

Although such income constraints are partially mitigated by a home ownership rate of 80% among elderly households, ownership brings maintenance chores and expenses which the elderly often cannot sustain. At the same time, the elderly occupy the same amount of space, measured in the number of rooms per dwelling, as do other, larger households in the population, indicating a lack of smaller or more flexible facilities to accommodate the elderly. Unmet housing needs of the aging are particularly evident in the towns and smaller cities.

Negro Households

Iowa has a rather small non-white population, estimated at 36,000 persons or just under 10,000 households. This population, which is 90% Negro, has rather severe housing problems. Half the Negro population lives in unsound housing, compared to less than one-fifth of white households. The Negro population lives in more crowded conditions, with 21% of the dwellings containing more than one person per room, compared to 8% for the population as a whole. Negro household income is generally lower than white household income. The extent of housing discrimination is indicated by census tract concentration figures for 1966 special censuses in Des Moines and Waterloo. Des Moines, which is 5.3% Negro, has one census tract which is 73.8% Negro; 90.5% of Des Moines' Negro live in tracts containing only 13.0% of Des Moines' white population.

Waterloo, which is 7.9% Negro, has one tract 83.8% Negro, and 96.5% of the Negroes live in tracts containing only 19.8% of the white population.

OBSTACLES TO SOLUTIONS

State government is in a position to resolve much of the problem identified above, through removal of a number of obstacles which now hinder public and private efforts. These obstacles include:

- Lack of sufficient information about problems, programs, alternatives, and market opportunities.
- Lack of uniform, modern regulatory systems to encourage quality, low-cost housing.
- Lack of an effective plan for stimulating realty and financial markets to meet housing needs.
- Lack of a plan for meeting housing needs in conjunction with other needs of low-income families, particularly welfare recipients.
- Lack of tax incentives for home improvement; indeed, Iowa's tax structure discourages good housing.
- Lack of low-cost programs for rehabilitating single-family, detached, frame-type dwellings.

The planning activities described on the following pages are designed to overcome these obstacles.

PLANNING ACTIVITIES IN HOUSING

The Office for Planning and Programming proposes to continue its carefully phased program of housing studies over the next five years. The initial "Statewide Housing Study", Work Item II.B.3, provided only a starting point -- a perspective on problems and planning approaches. The current "Urban Policy Study", Work Item III.D.1, will provide a framework in which the priorities of alternative state/urban programs -- such as housing -- can be analyzed. The next immediate studies are aimed at overcoming the information gap, while setting up BREAKTHROUGH systems and making recommendations for state stimulus of private and public action. The remaining work projected at this time will approach more specific problem areas, such as regulatory systems, housing needs of welfare recipients, and low-cost construction and rehabilitation techniques. Future housing work-items are proposed on the following pages, all under work item index number 302.

Title IX Manuals

A project currently funded and being prepared under Title IX will produce two manuals for the use of local governments. The first will provide a checkpoint procedure for housing needs inventories. The second will be a guide for conducting a local housing program. These guides are an important resource in Iowa's total housing program, and are being developed as an integral part of that program. They will be looseleaf, to permit changes as the state and federal governments make progress in housing.

Work Item 302.11970Housing: Development of a Framework for Statewide Policy Formulation Market Analysis, and Aggregation SystemsObjective of the Work Item

It is the function of this work to develop a framework and design a data base for policy analysis and planning of housing programs in the State of Iowa, including initial analysis of housing program needs, establishment of compatible housing market data bases for local and State analysis, and structuring of State roles in housing market aggregation and improvements.

In the course of this work, specific attention will be placed on methods whereby the State may encourage more effective participation of both the private sector and of local governments in the attainment of an improved housing supply, with particular emphasis on coordination among State, metropolitan, regional, and local planning programs.

As such, it is the further objective of this work item to provide a more comprehensive and updated determination of state housing needs and programs than was possible under Work Item II.B.3, "Statewide Housing Needs Study", which was a part of Iowa Planning Project P-58.

Work to be Done

The work to be accomplished in the conduct of this study will include the analysis of present and projected housing needs in the state of Iowa and the design of such programs as necessary to be sponsored by the State for the meeting of these needs.

Evaluation of present and projected housing needs will be made on both a qualitative and quantitative basis. Major emphasis will be devoted to problems of housing encountered by lower-income and middle-income persons

within the state.

The work will examine the shelter needs of Iowans and the ability of the present and projected housing stock to satisfy these needs. Current and anticipated gaps in the housing stock will be identified on the basis of availability, condition, price, and other appropriate factors.

The study will further identify present housing policies and programs of the various agencies of government operative within the state and the effect of these policies and programs upon the ability of the private sector to supply lower-income and middle-income housing. In addition, this work will include an analysis of state programs which are not directly related to housing but which affect the course and quality of residential development and redevelopment, and identification and examination of such laws of the State of Iowa as are related to low- and middle-income housing.

Also undertaken will be an analysis of the long term capital investment costs necessary for the satisfaction of Iowa's housing needs and the identification of major sources of funds and financing and the relationship of tax policies, governmental assistance programs and other financial aids to the degree to which private investment is being channeled into low- and middle-income residential construction and upkeep.

Because housing markets operate primarily on metropolitan or regional levels, a statewide market analysis will be undertaken as a composite of regional market studies. The uniform state planning districts delineated by Iowa correspond, insofar as possible, to sixteen "functional economic areas"; the regional market studies can therefore be meaningfully based on the planning districts, with a resultant great utility for analysis and

correlation with economic, demographic, and programmatic trends. In addition, the state study will be fully coordinated---and, where possible, combined---with local housing market analyses being undertaken by planning agencies in metropolitan areas, non-metropolitan districts, counties and cities.

The study will draw upon the 1970 census materials, local surveys, industry data, and economic base studies to derive basic, statewide projections of housing supply, demand, gaps, and needs for the next ten years, by various price and rent ranges. Regional projections will be developed on at least a five-year basis. Special five-year projections will also be made for several sub-markets, including low-income households, minorities, and the elderly. Evaluation will be made of Iowa's production capacity and the market factors which constrain full-capacity operation. Such segments of market operations as finance, industrial structure, input costs, and realtor practices will receive particular attention.

Relationships will be defined of state policies and potential programs to the stimulation of activities by the private sector, local units of government, and non-profit agencies.

Methods of coordination will be developed on a statewide and regional basis, of state, federal and local programs for the improvement of low- and middle-income housing.

Estimated costs of the housing program to the state government will be prepared, with recommended sources of funding.

Organizational alternatives of the proposed action program will be analyzed, including staffing and locational requirements.

Product of the Work

The product of this work will be a report identifying major problems faced by Iowa's citizens in obtaining adequate shelter and setting forth a recommended program of action for the resolution of these problems.

Development of alternative means for resolving Iowa's most critical housing needs and the testing and evaluation of these methods on the basis of general feasibility, prior experience of local agencies and of housing programs of other states, estimated costs, and ability of the private sector to participate.

Selection of an optimal approach, based on the above evaluation, and design of a recommended action program for the State of Iowa, including specification of the following components:

- Program substance, including both the direct and indirect functions to be performed by agencies of the state government.
- Preparation of draft legislation necessary to set forth the policies of the State of Iowa regarding the ensurance of adequate housing for all its citizens and authorizing necessary instruments for carrying out an action program to achieve these policies.

Relationship to Other Work Items

The work proposed under this item will build directly upon the previous "Statewide Housing Needs Study", Work Item II.B.3. In addition, strong relationships exist with Items 102 (Census Data Services), 103 (Clearinghouse), 303 (Model Cities Coordination) and 304 (Rural Communities Policy).

Resources Required

The staff of the Office for Planning and Programming Division of Municipal Affairs will be primarily responsible for work on this item, with input from other divisions and agencies as needed through a task force approach. A special consultant, knowledgeable in housing market structure, will be retained to assist the staff in developing a framework for market analysis; it is anticipated that the consultant would be a faculty member of either the University of Iowa or Iowa State University.

Staff	\$ 10,000
Consultant	9,500
Printing	500
	<hr/>
Estimated Cost (1970)	\$ 20,000

1971Work Item 302.2Formulation of a Statewide Housing Regulation PolicyObjective of Work Item

This work item will attempt to systematize housing regulation in Iowa on a comprehensive basis, in order to insure a higher quality housing stock without artificially boosting prices through non-uniform, poorly administered regulatory efforts.

Work to be Done

This study would conduct a systemic analysis of all housing regulation in Iowa, including housing, building, electrical, plumbing, and zoning codes. It would delineate alternative state, local and private roles in the adoption and enforcement of regulatory measures. The study will consider mechanisms for encouraging experimental efforts in construction techniques.

Product of the Work

Products expected from the study will be an overall report describing Iowa's regulatory system, recommendations to legislative and rule-making bodies, and a guide for local government action.

Estimated Resources Required:

Staff	\$16,000
Consultant	\$ 8,000
Printing, Etc.	\$ 1,000
<u>TOTAL COST, 1971</u>	<u>\$25,000</u>

1972Work Item 302.3Development of a Statewide Program for Housing RehabilitationObjective of Work Item

This work item will study the feasibility of a large number of alternative programs for rehabilitation of Iowa's housing stock, with the objective of implementing a package of programs that would substantially lower the cost of rehabilitation and provide incentives for owner improvement of property.

Work to be Done

Included for consideration would be vocational training programs to develop a labor supply skilled in rehabilitation, tax incentives, stimulation of financial institutions, development of experimental construction programs, regulatory changes, and neighborhood aggregation schemes.

Product of the Work

The product of this program would be a report describing a systematic approach to rehabilitate existing housing and provide an early and more moderately priced housing for the citizens of the State.

Estimated Resources Required:

Staff	\$12,000
Consultant	\$12,000
Printing, etc.	\$ 1,000
<hr/>	
TOTAL COST, 1972	\$25,000

1973Work Item 302.4Grant Year 1974: Preparation of a Statewide Plan for the Housing of
Welfare RecipientsObjective of Work Item

This work item will analyze the particular housing needs of welfare recipients in Iowa, the impact of current programs and restrictions, and the feasibility of alternative solutions.

Work to be Done

Consideration will be given to the use of property liens, the level of allowances for repairs and upkeep, provisions for encouraging home-ownership, legal aid, and a housing counseling service, in addition to special evaluation of low-income housing programs for their impact on welfare recipients. The January 1969 DHEW report to Congress will provide the starting point.

Product of the Work

The product of this work item will be a report providing a plan whereby the welfare recipients of Iowa will be assured adequate housing.

Estimated Resources Required:

Staff	\$ 8,000
Consultant	\$ 6,500
Printing, etc.	\$ 500
<u>TOTAL COST, 1973</u>	<u>\$15,000</u>

1974Work Item 302.5Grant Year 1974: Conduct of an Economic Feasibility Study for a
Mass-Production Housing Industry in IowaObjective of the Work Item

This work item would examine the feasibility and steps necessary to establish a mass-production, factory-based housing industry in Iowa.

Work to be Done

In addition to updating and expanding the 1970 market analysis undertaken through Item 302.1, this study would examine the resource and production capabilities of existing Iowa producers of sand and gravel, gypsum, pre-fabricated housing, and mobile homes. The analysis will be placed within the framework of Iowa's developing transportation, marketing, finance, and regulatory systems.

Product of the Work

The product of this work item will be a report providing the necessary data to clarify the economic conditions necessary for factory-built housing industry to be located in this State.

Estimated Resources Required:

Staff	\$ 4,000
Consultant	\$20,500
Printing, etc.	\$ 500
TOTAL COST, 1974	\$25,000

Work Item 303

1970, 71, 72, 73,

Coordination of State Participation in the Model Cities ProgramObjective of the Work Item

The basic objective of this work item is to plan for the effective participation of the State of Iowa in the Model Cities Program. Thus far, major attention has focused on problems relating to delays in funding the first year action program of the CDA, but attention is now being given more fully to formal planning of state agency involvement, including inventories, reporting and evaluating systems, and state plan reviews -- all indispensable facets in the coordination of state involvement. For example, the Office for Planning and Programming and state operating agencies are now exploring the feasibility of new Model Neighborhood Facilities for innovative programs in pre-school education, and day care, health clinic services, and post-high school and adult education. Each of these would involve state planning, funding, and regulation.

During the proposed second year of coordination, state involvement will be greatest in specific project planning efforts and in increased evaluation of demonstration programs. A system will be designed for measuring state participation in terms of funding, workload estimates, and program accomplishments. Regular progress reports will be distributed to all state agencies.

The Office for Planning and Programming has placed its coordinative function within its new Division of Municipal Affairs.

Work to be Done

In developing a plan for effective, continuing, State participation

in the Model Cities program, the following work is to be done:

- (1) The development of a revised and updated study design report, delineating objectives, methodology, and scheduling necessary to a creative state role in the program.
- (2) Continuing progress reports on the status of the Model Cities program in general, the Des Moines City Demonstration Agency in particular, and past and present State participation.
- (3) Revision and assessment of the merits of alternative formal reporting systems cited in the original work.
- (4) Examination of completed inventories and conduct of needed additional inventories relative to (a) the impact of current State program upon State involvement in the Model Cities program and the Des Moines CDA; (b) the effectiveness of the various State agencies in attaining their specified objectives within the coordinative effort; and (c) suggestions for new State activities.
- (5) Continuing evaluation of the applicability of the Des Moines CDA experience in programs and approaches to other cities and regions of the state.
- (6) Continuing operation and appraisal of the system, formulated in the previous phase of the work, designed to provide regularized monitoring, reviewing, and evaluating of this planning and programming activities of the Model Cities program.
- (7) Revision where necessary of the State Model Cities Plan, with particular emphasis on the time table for implementation.

Product of the Work

The chief product of this work will be a revision of the previously prepared report identifying and articulating the plan of the State of Iowa with regard to its participation in the Model Cities effort. In addition, special reports will be prepared and disseminated as needed to reinforce informational needs of state agencies, the state legislature, or local governments.

Relationship to Other Work

This work necessarily relates strongly to many of the tasks being

undertaken as part of the statewide comprehensive planning program, and to other activities of the Office for Planning and Programming. Of particular relevance are work items I.A.1 and I.A.2 (Policy and Program Inventory); I.A.3 and I.A.4 (Intergovernmental Program Coordination and Information Exchange); I.B.6 (Local Government Services and Organization); Work item II.A.2 (Governmental Manpower); III.D.1 (Urban Area Policy); III.D.2 and 311 (Economic Development Policy); III.D.5 and 301 (Education Policy); and 107 (State Services Catalog), 201 (Planning Organization and Coordination), 206 (Local Government Planning Systems), 301 (Education), 302 (Housing Studies), and 300 (Juvenile and Youth Services).

In addition, the work will be closely coupled to the Cooperative Area Manpower Planning System (CAMPS) and the Governor's Summer Youth Employment Programs, both of which are responsibilities of the Office for Planning and Programming.

Resources Required

The work proposed under this item would be undertaken by staff of the Division of Municipal Affairs, Office for Planning and Programming under supervision of the Director of Municipal Affairs. Planning interns will supplement the work of the staff person assigned.

Estimated Costs (1970, 71, 72, 73)*

Staff	\$ 14,000
Printing	100
General Office Expense	400
Travel	500

Estimated Costs (1970,71,72,73)\$15,000

*Note: Funding of this work is dependent upon HUD approval of applications for special projects funding.

Work Item 304

1970, 71

Framework Plan for Rural Community DevelopmentObjective of the Work Item

Iowa is a state of small towns, located primarily in rural areas. In terms of both population and number of jurisdictions, the small, rural communities play a major role in state development.

<u>Size Range of Municipality</u>	<u>Number of Municipalities</u>	<u>1000^s of Residents</u>
200,000 to 299,999	1	209.1
100,000 to 199,999	0	0
50,000 to 99,999	6	454.2
25,000 to 49,999	7	219.4
10,000 to 24,999	11	169.5
5,000 to 9,999	32	221.2
2,500 to 4,999	47	166.3
1,000 to 2,499	133	200.4
Under 1,000	708	268.1
Total, Incorporated Areas	945	1,908.1
Total, Unincorporated Areas	---	849.4
Total, State of Iowa	945	2,757.5

For a variety of reasons, however, the rural communities of Iowa are generally declining in population, in services available, and in their contribution to the quality of Iowa life. This general decline is occurring at the very time when HUD and other federal agencies are hoping to stem migration into the large urban centers, and it is occurring despite the substantial number of public and private agencies now working toward community development in the rural areas. The basic objective of this work item is to explore the causes of rural community decline and to chart a more effective course for the public and private efforts now engaged or which might become engaged in community development activities. The framework plan proposed herein would summarize present knowledge, set priorities for further research, comprehensively relate the various elements

of community development, and recommend alternative policies and programs for public and private agencies at all levels of government.

Work to be Done

The work proposed under this item would be conducted in two phases. Phase I (1970-71) would consist of the preparation of a series of papers in the major sectors of community life, outlining current knowledge about needs and effective programs and making recommendations on alternative courses of action. Phase II (1971-72) would consist of a review and synthesis of the various papers, together with conferences and public hearings, in order to prepare the framework plan.

The initial effort in each phase will be to design a detailed work program, which will include scheduling, regular progress reporting, and provisions for implementation efforts. The detailed work program will specify the major functional areas to be treated in depth. The following areas in particular might be examined: Education, including community-school concepts; transportation, both freight and passenger; government structure and organization; social welfare and income maintenance; law enforcement, courts, and corrections; mental health and retardation services; health services; housing; services to the aging; economic development; and private community institutions such as churches and clubs.

Product of the Work

The product of phase I will be a compilation of papers on various topics of rural community development. Phase II will result in a published framework plan for improving rural community services. Individual papers and chapters may receive special publication to meet particular decision-

making needs.

Relationship to Other Work

The comprehensive span of this work necessarily relates ~~it~~ to almost all other work performed under the statewide planning program. Of particular importance will be the previous studies of local government organization, regional development opportunities, and basic socio-economic data. Within particular functional areas, the framework planning already accomplished and/or in progress in transportation, education, and housing will be relevant. The community school concepts, in particular, will be explored jointly with the work proposed under Work Item 301. The regional transportation franchises suggested in Work Item I.B.7, as another example, might be subjected to further analysis.

Resources Required

The work proposed under this item would be supervised by the Director of the Office for Planning and Programming. Staff of the Office would be responsible for detailed program design, after consultation with community development specialists from the state universities. Phase I papers would be prepared by staff of the universities, coordinated by staff of the Planning Office. Preparation of the Phase II plans would be undertaken primarily by staff, with the advice of a community development specialist from one of the universities.

<u>Estimated Costs (1970)</u>		<u>Estimated Costs (1971)</u>	
Staff	\$ 6,000	Staff	\$ 16,000
Consultants	24,000	Consultants	8,000
Printing	200	Printing, etc.	1,000
<u>Estimated Costs</u>	<u>\$ 30,200</u>	<u>Estimated Costs</u>	<u>\$ 25,000</u>
(1970)		(1971)	

1974Work Item 305Statewide Framework Plan for Development of Agricultural ResourcesObjective of the Work Item

Agriculture - - and agriculturally- related enterprises - - is the primary element in Iowa's economy. A large number of public and private agencies have, over the years, developed a wide variety of programs to aid the agricultural sector. The objective of this work item is to review these programs in light of the changing technology and levels of production demanded from modern agriculture, and to prepare a framework policy and plan for bringing greater effectiveness and efficiency into these programs.

Work to be Done

A series of inventories would be taken of the programs, resources, and needs. Evaluations of effectiveness of alternative programs would be made. Recommendations would be directed toward major areas of program improvement.

Product of the Work

A report would be prepared and distributed to all involved agencies, constituting a state comprehensive development plan for the agricultural sector.

Relationship to Other Work Items

The work will build directly upon the findings of work items 304 (Rural Community Services), III.D.2 and 3B1 (Economic Development Policy), and the various data-base development projects.

Resources Required

The work would be conducted under the guidance of the Director of the Office for Planning and Programming, by staff members with consulting assistance drawn from Iowa State University.

Staff	\$11,000
Consultant	28,000
Printing	<u>1,000</u>
ESTIMATED COST (1974)	\$40,000

1974Work Item 306Expansion of Regional Analysis ActivitiesObjective of the Work Item

During Phases I and II of the Comprehensive State Planning Program, much has been accomplished toward regionalization within the State of Iowa. Work Item I.B.3 resulted in the delineation of sixteen (16) planning and development regions within the State. Work Item I.B.6 provided the basis for determining government services and local government organization at the regional level. Work Item I.B.4, a regional reconnaissance of the State, provided the State's decision-makers with a better understanding of the implications of implementing Executive Order Number Eleven which established a regional configuration for the State and provided a clearer understanding of the relationship between local efforts and state administered services.

This work item is designed to build directly on the accomplishments of these efforts. By expanding the work performed in the region centered around Cedar Rapids to a statewide approach, the Office for Planning and Programming will be provided with a basic input for furthering state planning at the regional level.

Work to be Done

This work will involve a thorough and definitive in-the-field analysis of those regions. An identification ~~will be made of the major problems and opportunities~~ facing Iowa's regions through an inventory and analysis of those regions. An identification and analysis will be conducted of current patterns of state activities now carried out in the

1974

regions and their impact on current and potential problems and opportunities. Specifically, the work will include the following tasks:

- The development of a definitive work program for each step of the regional analysis, including the preparation of a study design report, setting forth the precise objectives to be accomplished, the detailed methods to be employed, a scheduling of the field and office analytical research required and other related factors necessary to the conduct of the regional analysis.
- An inventory of the characteristics i.e. population, economic trends, urbanization, industrial development, transportation, education and social resources of Iowa's 15 additional regions. This work will be accomplished through office analysis supported by field reconnaissance as appropriate.
- An examination and analysis of federal, state and local activities within Iowa's regions in terms of scope and breadth of operations and of inter-jurisdictional relationships.
- An identification of areas where improved planning and program coordination may be achieved.

Product of the Work

The product of this study will be a report outlining the findings, conclusions and recommendations of the analysis of Iowa's 15 additional regions. It would identify the service delivery gaps in each region which require improved planning and program coordination.

Relationship to Other Work

The work envisioned in this work item will be served directly by Phase I and Phase II activities. In addition to the direct relationships which will exist with Work Items I.B.3, I.B.4 and I.B.6, economic and population trend projections (Work Items I.B.1, and I.B.2, 105, and 106), carried out in earlier phases of the planning program, will be utilized to the fullest extent. Further, implementation of the recommendations of this work will result in further institutionalization of regions within the state. This

1974

Process will serve immediately to complement both state and local planning, programming, and development activities.

Resources Required

This work will be carried out by staff of the Office for Planning and Programming, with the assistance of staff from the state universities. Particular emphasis will be placed on the use of planning interns and graduate students in the inventory phases of the work. State government agencies, local units of government, and other appropriate sources would provide necessary informational inputs as required in the conduct of each task.

Estimated Costs (1974)

Staff	\$15,000
Consultants	7,500
<u>Printing, etc.</u>	<u>500</u>
Estimated Costs (1974)	\$23,000

Work Item 3071973Framework Policies & Organization for Natural ResourcesObjective of the Work Item

Policy-making and program management for development of Iowa's natural resources is highly fragmented among a number of boards, commissions, and agencies. The proposed work under this item would provide the basis for the systemic, planned development of natural resources, through analysis of significant inter-agency policy issues and organizational alternatives.

Work to be Done

The work will be approached through a series of inventories of programs, policies, issues, plans, and the literature of comprehensive natural resources planning. Four to eight key issues will be identified for further analysis. Particular emphasis will be given to an evaluation of alternative organizational schemes.

Product of the Work

A report will be prepared containing the analysis and recommendations of the work. Special analyses may be issued separately, and legislation may also be drafted to implement the recommendations.

Relationship to Other Work Items

The work will build upon the studies previously undertaken in agency planning systems and review of functional plans, as well as the data and program inventories developed in other work items.

Resources Required

A special project consultant experienced in natural resources comprehensive planning and programming and in ecological concepts will be retained to assist the staff of the Office for Planning and Programming in conduct of this work.

Staff	\$15,000
Consultant	19,000
<u>Printing</u>	<u>1,000</u>
Estimated Cost (1973)	\$35,000

Work Item 3081973State Plan for Development of Utilities and Communication SystemsObjective of the Work:

The Iowa Commerce Commission has the responsibility of regulating and setting rates for energy and communications utilities. This function has a strong bearing on the development of the State as it establishes patterns and volume of services available in various areas of the State. The Commission's activities in the area of consolidations and mergers are vital in meeting the needs of the people and industry and cannot be carried out effectively without a framework of anticipated developmental requirements.

It will be the function of this work item to develop the basis of a framework for guiding the activities of the Commerce Commission and the State government as a whole in better serving the public interest. This will be accomplished by an examination of the patterns of utility service in the various regions of the State, the coordination of planning effort among the private utilities and with public agencies, and the preparation of a draft policy plan to be used in identifying the public interest of the State in all utility matters.

Work to be Done

This work item will be a study of the resources available to the Commerce Commission for planning purposes, the use of such resources in the overall State planning effort, an examination of the planning efforts of private utilities within the State and how they relate to public planning efforts, and the preparation of a generalized policy plan for utility matters.

This work will draw heavily on work accomplished in defining the regions of the State, and the work carried out in each of the regional pilot projects. Analysis will be made of the records maintained by the Commerce Commission of existing facilities and of their use. Also to be probed will be the planning efforts of the private utility organizations such as the Iowa Power Pool and the Mid-West Area Power Planning Group which is headquartered in Minneapolis.

The efforts of this work will be drawn together into recommendations for coordinated utility planning and a draft policy plan setting forth generalized guidelines for meeting State public policy.

Product of the Work

The result of this work item will be a report covering the relationship between utility regulation and development of various areas of the State, trends in regulatory activity, coordination of utility planning with regulatory activity, and a draft policy plan for maximizing the State's interest in utility development through the use of regulatory powers. A description of the methodology used will also be contained in the report.

Relation to Other Work Items

- Directly related to and to derive inputs from the study on transportation posture and policy (Work Item 1 B 7).
- Study of State goals (Work Item 1 A 2). Serves as a direct input to this work item.
- Directly related to Phase III design studies (Work Item 1 A 5) as input for future programming work.
- To be coordinated with design of information system (Work Item 1 A 4).
- To be coordinated with and to serve as input to regional pilot studies (Work Item 1 B 5 and 1 B 6).
- Directly related to short term population and economic projections (Work Items 1 B 1 and 1 B 2).

Resources Required

A planning consultant skilled in utility service planning, assisted by rate experts and such other professionals as required, will be retained to work with and under the direction of the Director of Planning and Programming. The Project Planning Consultant will be retained to advise the staff in the conduct of the study. Personnel of the Commerce Commission and other interested agencies will participate in this work item as required.

Staff	\$ 9,000
Consultant	25,000
Printing	<u>1,000</u>
Estimated Costs	\$35,000
(1973)	

1972

Work Item 309Juvenile and Youth ServicesObjectives of the Work Item:

Many state agencies support and operate different programs designed to meet various needs of juveniles and youth. The objective of this work item is to review and evaluate these programs and to develop framework policies, coordination systems, and proposals for program changes.

Work to be Done:

The first item of work will involve review and evaluation of existing state services and needs. This is to be followed by the development of a framework plan which will improve the efficiency and effectiveness of services.

Products of the Work:

The product of this work item will be a report describing a coordinated policy plan for juvenile and youth services and suggestions for implementation.

Relationship to Other Work:

Much of the basic data for this work item will be derived from data base studies done or in progress. Needs studies by other state agencies serving juveniles and youth will necessarily be involved in this work item. The work of the Governor's Committee on Children and Youth will be a major input to this work item.

Resources Required:

Staff, working with a special consultant, will be necessary to complete the work item.

Staff	\$12,500
Consultant	15,000
Printing	<u>500</u>
ESTIMATED COST (1972)	\$28,000

Work Item 310

1973, 1974

Comprehensive Statewide Fiscal Resource Policy

Objective of the Work

The objective of this two-year work item is to examine the total public fiscal resources available within the state and also to examine fiscal policy at all levels of government in the state for the purpose of revising the current tax structure. The first year would consist of surveys, analyses and recommendations, and the second year would be devoted to implementation studies.

Work to be Done

The study would necessitate examination in several fiscal areas such as:

- (1) the various types of revenue sources such as property tax, income tax, sales tax, corporation tax, liquor and tobacco taxes, other taxes and school and tuition revenues.
- (2) Financing patterns and analysis of distributions of sources of revenue and objects of expenditures at all levels of government in Iowa.
- (3) Socio-economic impact of various tax systems, current and projected.

Product of the Work

The result of this work would be an analysis of patterns of public finances in Iowa, with recommendations for methods to maintain balance on a continuing basis, as well as recommendations for the development of resources to meet future requirements as they emerge.

Relationship to Other Work Items

The work would draw upon all the data-base ("100" series) work previously undertaken, and would further relate to the long-range fiscal needs projected in the various framework plans developed for major functional areas ("300" series).

Resources Required

The work would be directed by the Director of the Office for Planning and Programming, with heavy staff participation and use of planning interns for surveys. Special tax policy consultants would be retained to assist in the work.

Estimated Costs, 1973

Staff	\$ 25,000
Consultant	44,000
Printing	1,000
Estimated Costs (1973)	\$ 70,000

Estimated Costs, 1974

Staff	\$ 14,500
Consultant	5,000
Printing	500
Estimated Costs (1974)	\$ 20,000

Work Item 3111974Formulation of an Economic Development Policy (Revision)Objective of the Work Item

Work Item III.D.2, now in progress, is formulating a comprehensive, statewide economic development policy plan, to serve as a base for the future and development of the State. The importance of this work recently led the Governor's Economy Committee to recommend that the Office for Planning and Programming should expand its efforts in this field. The work proposed under this item would update and revise the current policy plan after five years of experience.

Work to be Done

The framework policy plan developed under Work Item III.D.2 would be critically reviewed in light of experience, revised in keeping with changed conditions, and expanded in breadth of coverage, particularly in its consideration of implementation actions.

Product of the Work

The revised economic development policy plan would be widely distributed in one or more reports, as judged best for implementation purposes.

Resources Required

Under the supervision of the Director of the Office for Planning and Programming, staff economists and university personnel would be responsible for conduct of the work.

Resources Required (continued)

Staff	\$ 8,000
Consultant	21,000
<u>Printing & Distribution</u>	<u>1,000</u>
Estimated Cost (1974)	\$ 30,000

Work Item 401

1970, 71, 72, 73, 74

Program Design, Coordination, and Evaluation

Objective of the Work Item

The function of this Work Item is threefold: (1) to provide expert professional guidance to the staff of the Office for Planning and Programming in the conduct of the overall work program, (2) to provide for overall management and administration of programming activities, and (3) to provide for thorough staff preparation and review of the overall program design and annual work program.

Work to be Done

Work to be undertaken by the Principal Project Consultant will include the following:

- Act as a policy consultant to the staff with respect to all aspects of the State Development Plan as they relate to:
 - (a) Methodology and content
 - (b) State and federal government structure, organization and practice
 - (c) Research and plan implementation
- Meet with the staff and other consultants to discuss the above matters.
- Review work as it progresses and advise the Director of the Office for Planning and Programming with respect to work done by staff and consultants and on modification of work content, scheduling, and related projects.
- Provide advice and assistance to the Director in the following areas:

- (a) In programming the work--distinguishing between those elements to be undertaken by the staff, those to be undertaken by staff of other public agencies; and those to be undertaken by consultants.
- (b) In the design and execution of specific portions of the work program, including selection of appropriate data, contract negotiation and administration.
- (c) In coordinating work performed under contract by participating contractors, either public agency personnel or consultants.
- (d) In preparing appropriate status reports on the progress of the Comprehensive State Planning Program.
- (e) In deliberating major policy questions effecting future planning efforts, working with all appropriate private and public interests.
- (f) In developing plan implementation measures and future program recommendations.
- (g) In providing professional advice and assistance in the overall administration of the planning and programming process.
- (h) Study facilities, equipment and work habits of the Office for Planning and Programming staff and make recommendations on improvements in each category.

Work to be undertaken by staff of the Office for Planning and Programming will include conferring with and assisting the Principal Project Consultant in performance of the above tasks; staff will also specifically allocate time to the thorough preparation and review of the overall program design and annual work program.

Product of the Work

The reports and products accomplished in the several work items of the State Planning and Programming Process will be subject to in-progress

supervision, review and evaluation by the Principal Project Consultant and staff provided for herein. In addition, advice, guidance and assistance will be provided to the Director of the Office for Planning and Programming, and all other appropriate personnel in the Governor's Office. Status reports, as appropriate, will also be prepared by the Principal Project Consultant, describing progress of the overall development program.

The Principal Project Consultant will also provide professional advice and assistance in the overall administration and coordination of the planning and programming process.

Relationship to Other Work Items

The Principal Project Consultant and staff provided for herein will be direct participants in many work items in order to provide the guidance and coordination required.

Resources Required

A Principal Project Planning Consultant will be retained to work with the Director of the Office for Planning and Programming and designated staff members in the performance of this work to assure continuous program coordination and to provide professional advice, guidance and assistance to appropriate staff members and participating special consultants.

Time, Cost, and Staffing

The work to be performed will be carried out over the full period of operations, for each of the years of this overall program design (1970, 71, 72, 73, and 74).

Staff	\$10,000
Consultant	5,000
<u>Printing</u>	<u>50</u>
Estimated Cost (1970, 71, 72, 73, 74)	\$15,050

Work Item 402

1970, 71, 72, 73, 74

State Planning Newsletter, Annual Report and Special ReportsObjective of the Work Item

The role, clarity of purpose, and coordination of planning depend heavily on adequate communications with affected policy-makers and other planning agencies. The work under this proposed item would permit the Office for Planning and Programming to expand its means of communication into several news media, for the Governor, General Assembly, local governments, metropolitan and regional planning agencies, and appropriate federal agencies.

Work to be Done

The following communications devices would be developed and maintained under this work item:

1. A state planning newsletter would be prepared and distributed four to six times a year, reporting on significant planning work being performed in the Office for Planning and Programming and in various other federal, state, and local agencies.
2. An annual report would be prepared and distributed, to include a summation of the major planning activities of the Office for Planning and Programming, other state agencies, and local and federal governments. The annual reports required by law (SF 649) would be included. A directory of planning agencies and officials would be maintained in the annual report, for use by appropriate agencies and officials.
3. Special reports which advance the purposes of statewide comprehensive planning will be prepared and distributed as the need is determined by the Director of the Office for Planning and Programming. Such reports are not of sufficient size to justify setting them out as a separate work item, and they are included here to also allow some flexibility to meet special requests of the Governor, General Assembly, or other officials and agencies of

state or local government. Up to four reports are anticipated, on such topics as "Using Planning Consultants".

Product of the Work

The products of this work item will be four to six newsletters, an annual report on planning in Iowa, and up to four special reports.

Relationship to Other Work

The work will build directly upon the efforts undertaken in work item I.A.8, "Communications Design". The improved communications which should result from this work item will directly benefit all other work.

Resources Required

The newsletter, annual report, and special reports will be prepared primarily by staff of the Office for Planning and Programming under guidance of the Director. Most of the writing and expediting of this work will be the responsibility of planning interns. All printing will be handled in accord with State Printing Board procedures.

Time, Cost, and Staffing (Each Year)

<u>Activity</u>	<u>Estimated Man Months</u>	<u>Estimated Costs</u>	<u>Estimated Total Costs</u>
Publication of Newsletters			
Staff	4.25	\$ 3,500	
Printing & Distribution		2,600	\$ 6,100
Publication of Annual Report			
Staff	2.0	\$ 1,500	
Printing		400	\$ 1,900
Publication of Special Reports			
Staff	1.5	\$ 1,500	
Printing		200	\$ 1,700
	TOTAL		\$ 9,700
	Each Year (1970, 71, 72, 73, 74)		