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I am submitting herewith a thesis written by John Mayes entitled "Local Planning Agency Relationships with Councils of Governments and Development Districts: A General Investigation with a Specific Emphasis on Chattanooga, Tennessee." I recommend that it be accepted for nine quarter hours of credit in partial fulfillment of the requirements for the degree of Master of Science in Planning.

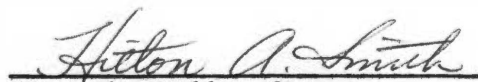

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LOCAL PLANNING AGENCY RELATIONSHIPS WITH COUNCILS OF GOVERNMENTS AND
DEVELOPMENT DISTRICTS: A GENERAL INVESTIGATION WITH A
SPECIFIC EMPHASIS ON CHATTANOOGA, TENNESSEE

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To Norma, Melissa, and Nanny

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ABSTRACT

The federal government, in an attempt to bring about metropolitan wide problem solving and to foster economic development on a regional scale, has encouraged the establishment of metropolitan councils of governments and economic development districts. These have been given a planning function, financially supported by the federal government. This thesis is a study of how these new planning agencies relate with other planning agencies in areas where their jurisdictions overlap.

This is done in a general investigation of how the Chattanooga Area Regional Council of Governments and the Southeast Tennessee Development District relate to the local planning agency (the Chattanooga-Hamilton County Regional Planning Commission) and other planning agencies in and around Chattanooga, Tennessee. The investigation is conducted in a case study approach by interviewing various agencies' personnel in an attempt to find out how each agency sees itself in relation to other agencies.

The main problem facing the planning agencies in the study area is that there is a lack of a clear definition of responsibility concerning each agency's functions. This is leading to duplication of efforts and in some cases actual conflict between agencies.

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CHAPTER I

INTRODUCTION

I. OVERVIEW OF THE PROBLEM

Background

In recent decades, the federal government has taken an increasingly active role in trying to solve the Nation's domestic problems at all levels of government. Vast programs have been designed to attack our economic, social, and physical problems. Congress has passed legislation granting the authority and providing funds to meet these problems through great executive departments and offices such as the Department of Housing and Urban Development, the Department of Health, Education, and Welfare, the Office of Economic Opportunity, the Departments of Agriculture, Commerce, Labor, and Transportation, and through various independent agencies such as the Tennessee Valley Authority, and the Appalachian Regional Commission. These agencies channel funds to regional, state, sub-regional, and local governments and organizations for both planning and program implementation. The funds are provided to give these jurisdictions the necessary capabilities needed to meet their problems.

However these funds do not come with "no strings attached." Various requirements are attached prerequisite to the provision of these funds to insure that legislative intents are met. Designated planning and operational structures and policies are often required in order for an area to be eligible for these funds. Many times the executive

departments and offices sponsor these structures and policies independently of one another. Melvin R. Levin makes this pertinent comment:

Planners have been seriously concerned over the tendency of federal agencies to pull in different directions in metropolitan areas. There is one agency for highways, another for mass transit; part of HUD is stimulating suburban scatteration, and another part attempts to generate a central city revival.¹

Many are concerned with the new types of planning organizations sponsored by the federal government and how these organizations fit with existing agencies and levels of governments. There is growing concern that these agencies lack a clear definition of responsibility and that they are replacing or duplicating existing planning functions.

This study concerns itself with how two recent planning organizational concepts, the councils of governments and development districts, fit with the older more established agencies such as the local planning agency and various state planning agencies.

Problems in Governmental Structure

Present governmental structure often fails to recognize that existing political boundaries may not represent actual physical, social, and economic boundaries. Society has outgrown its old jurisdictions, most of which were drawn in horse and buggy days. Cities have grown into metropolitan areas encompassing various municipalities, townships, independent school districts, and a variety of other special purpose

¹Melvin R. Levin, "Planners and Metropolitan Planning," Journal of the American Institute of Planners, Vol. 33, No. 1 (March, 1967), pp. 85-86.

districts.² These small jurisdictions are generally inadequate for the effective administration of areawide services or the handling of areawide problems.

Local governments are hard pressed to deal with problems that are generally considered to be local such as police and fire protection, streets, and schools. They can hardly be expected to effectively deal with multi-jurisdictional problems such as the following: (1) the provision of areawide sewage disposal and water supply systems, (2) the provision and location of transportation facilities including major thoroughfares, airports, and commuter transportation, and (3) various other problem areas that are beyond the scope of local governments.³

Even in view of their inability to meet problems independently of one another, local governments have proved generally incapable of cooperation. They show little ability to see problems on a metropolitan scale.

The problem is further complicated by the presence of overlapping jurisdictions. Differing types of special districts may occupy all or parts of many governmental jurisdictions. The situation is even further complicated in interstate metropolitan areas because

²Advisory Commission on Intergovernmental Relations, Governmental Structure, Organization, and Planning in Metropolitan Areas (Washington, D. C.: U. S. Government Printing Office, 1961), p. 13.

³John Fischer, "The Minnesota Experiment: How to Make a Big City Fit to Live In," Harper's Magazine, Vol. 238, No. 1427 (April, 1969), p. 15.

governmental units are organized and given functional authority under differing state constitutions.⁴

Serious fiscal problems also result due to governmental fragmentation and overlapping jurisdictions.

In the modern metropolitan community, a family may reside in one jurisdiction, earn its living in one or more others, send the children to school in another, and shop and seek recreation in still others. But to a considerable extent, the American financial system still reflects the presumption that these various activities are concentrated in on governmental jurisdiction.⁵

Service boundaries should be determined on the basis of population and certain physical factors but are more likely to be related to political boundaries and this makes little sense. It is increasingly difficult to relate taxes to benefits, and many inequities result. There are many examples of "spillovers" in the effects, costs, and benefits of various local programs. The term "spillover" refers to the effects of programs on persons outside of the jurisdiction sponsoring the programs.⁶ In many instances these spillovers can be highly inequitable. For example, many suburban dwellers daily enjoy the services provided by the central city, yet they do not adequately share the tax burden with the central city.

⁴Advisory Commission on Intergovernmental Relations, Governmental Structure, p. 14.

⁵Ibid., p. 15.

⁶George F. Break, Intergovernmental Fiscal Relations in the United States (Washington, D. C.: The Brookings Institution, 1967), p. 64.

The tax base of the central city is being eroded by the exodus, to the suburbs, of businesses and people of higher levels of income. The central city is being left with groups of low income people. This has led to the situation in which the most serious problems may exist in one jurisdiction and the resources to solve them exist in another.⁷

The consequences of fragmentation are best illustrated by problems in the provision of water and sewage facilities in metropolitan areas. In most cases core cities have centralized utility systems. The major problems of utility service lie with the suburbs. For instance, the Sacramento metropolitan area has a combination of 99 private and governmental water supply and distribution agencies that operate independently of one another. Most of these agencies are concentrated in the suburbs. The pattern for sewage disposal is similar.⁸

Such fragmentation generally leads to the development of inadequate water and sewage facilities by local jurisdictions that are unable or unwilling (or both) to make necessary expenditures. The result is ineffective and poorly distributed facilities that provide low quality service at high prices.⁹

⁷Advisory Commission on Intergovernmental Relations, Urban America and the Federal System (Washington, D. C.: U. S. Government Printing Office, 1969), p. 1.

⁸Advisory Commission on Intergovernmental Relations, Metropolitan America: Challenge to Federalism (Washington, D. C.: U. S. Government Printing Office, 1966), p. 38.

⁹Ibid., p. 41.

Many small jurisdictions treat wastes inadequately or not at all. A serious health problem results with many communities' sewage disposal systems damaging others' water supply systems.¹⁰

By failing to cooperate, individual jurisdictions also fail to take advantage of economies of scale. Through cooperation local jurisdictions could achieve higher quality utility services with overall lower costs.¹¹

The Federal System and Metropolitan Problems

Because of the inability of local governments to solve metropolitan problems, the federal and state governments have had to assume increasing responsibility in this area. The federal role has mainly taken the form of financial assistance for programs administered by state or local governments, or by multi-jurisdictional districts. These funds are usually accompanied by administrative and planning requirements to insure the most effective use of the funds.

State action ranges from financial aids to direct state operations of programs.¹² However, rural oriented state legislature have traditionally proved to be unsympathetic to urban problems.

As the road to the present urban hell was paved, many major sins of omission and commission can be ascribed to the States.

¹⁰Ibid., p. 36.

¹¹Advisory Commission on Intergovernmental Relations, Performance of Urban Functions: Local and Areawide (Washington, D. C.: U. S. Government Printing Office, 1963), provides a good discussion concerning the economies of scale and governmental services.

¹²Advisory Commission on Intergovernmental Relations, Metropolitan America, p. 8.

Cities and suburbs, counties, townships, and boroughs alike are, after all, legal creations of the State. The deadly combination of restricted annexation and unrestricted incorporation; the chaotic and uncontrolled mushrooming of special districts; the limitations upon municipal taxing and borrowing powers; the deliverance of the all important police powers of zoning, land use and building regulation into the hands of thousands of separate and competing local governments--these are but a few of the byproducts of decades of State government nonfeasance and malfeasance concerning urban affairs.¹³

State neglect concerning urban problems has caused cities to bypass the state and seek direct federal assistance. This has brought about a major problem concerning our federal system.

The federal system originally involved a division of powers between the national government and the states. The states in turn delegated certain powers to local governments. The states are in a strong structural position where they can play an important role in urban affairs. However, their refusal to act has brought about a redefinition of our federal system with federal-local activities increasing and the states' role becoming smaller and smaller.¹⁴

This new brand of federalism is helping metropolitan areas to meet critical problems, but it is also further complicating the already fragmented scene. Coordination of efforts at all levels of government is needed for effective action. Bypassing intermediate levels may only compound the problem of coordination.¹⁵

¹³Advisory Commission on Intergovernmental Relations, Urban America, p. 2.

¹⁴Advisory Commission on Intergovernmental Relations, Metropolitan America, p. 9.

¹⁵Ibid.

Although beset with many difficulties, this arrangement for attacking urban problems is meeting with measurable success. Our pragmatic nature will encourage cities to continue this pattern unless states become cognizant of their shortcomings in urban affairs. Federal, state, and local relationships in dealing with urban problems can be made more effective through greater state participation. However, until states begin to assume their proper role, other arrangements will continue to be made.

The Planning Dilemma

The planning function of government is becoming as fragmented as governmental structure itself. A variety of agencies, many that claim a planning function, have appeared on the metropolitan scene, with each administering its own programs. A central body in a position to coordinate, evaluate, and formulate programs is either absent or is being ignored. Agencies operating in the same metropolitan area lack communication and have no basis for providing overall direction.

There is a lack of a clear definition of responsibility among planning agencies in areas of overlapping jurisdiction. The result is the absence of coordination and cooperation, further resulting in the duplication of efforts and the accompanying inefficiency and waste. In many cases there is actual conflict among agencies.

There is a serious lack of direction relative to policy and goal formulation. In many instances this may lead to a situation where local communities are primarily oriented to "chasing after the federal

carrot" which may lead to the expenditure of funds for programs that have no relation to a true hierarchy of community priorities.¹⁶

II. PURPOSE AND SCOPE

The planning dilemma just discussed is the major problems that this writing is concerned with. In examining the problem, it is the purpose of this thesis to review the intended functions of selected planning agencies and to examine their actual functions and working relationships with other agencies. This is done in order to provide a basis for appraising their effect on the development of a region wide planning process. It is also intended that questions be raised relating to the effects of national policy on the development of regional planning, and in turn the effect of regional planning efforts upon other planning bodies.

In more specific terms, the following will be examined: (1) the national background relating to federal, regional, and urban planning coordination, (2) the rationale underlying the establishment of regional and local planning agencies, (3) the purpose, functions, and organization of these agencies and how they are intended to relate with other agencies, and (4) the differences between their intended purposes and their actual working relationship.

¹⁶Gordon L. Mellencamp, "The Structure of Planning--The Planner's Role in Urban Affairs" (paper presented at the meeting of the American Institute of Planners, Tennessee Chapter, Nashville, Tennessee, February 20, 1970), p. 18.

This study is intended to be a general investigation giving specific emphasis to one study area in order to better describe the problem. The findings should have application in many areas. The region centered by Chattanooga-Hamilton County, Tennessee, was chosen as the study area primarily because of the author's first hand knowledge of the problem existing there. The study area has a recently formed council of governments and an economic development district. The area also has a local planning agency as well as other types of planning agencies. HEW, OEO, and other executive agencies also have various agencies in the area. The agencies selected for study should be adequate to effectively represent the problem. The Chattanooga-Hamilton County Regional Planning Commission, Chattanooga Area Regional Council of Governments, and Southeast Tennessee Development District are given special emphasis. Other agencies considered are the Georgia-Tennessee Regional Health Commission, Tennessee State Planning Commission, Tennessee Valley Authority, Coosa Valley Area Planning and Development Commission, Cooperative Area Manpower Planning System, Technical Assistance Center, Sequatchie Valley Planning and Development Agency, and a proposed five county council of governments.

III. THE NATIONAL BACKGROUND RELATING TO FEDERAL, REGIONAL, STATE, AND URBAN PLANNING COORDINATION

A Historical Overview of Central Planning and Coordinating Efforts by the Federal Government

Prior to World War I, the federal government had no real central planning coordinating function associated with state and local governments.

In the 1920's, federal planning coordination came mostly in the form of advisory assistance to states and cities, such as model enabling legislation and reports giving assistance with zoning, subdivision regulations, building codes, regional planning, and the establishment of city planning commissions.

This period did not see the federal government directly entering working program relations with state and local governments. However, the assistance provided to the states and local governments did provide a sound legal basis for their zoning and planning activities.¹⁷

Federal courts were also beginning to recognize the need for stronger controls over urban conditions. The Twenties saw the courts beginning to uphold strong social controls such as zoning and public control of utilities.¹⁸

The Great Depression of the 1930's brought about positive federal action, especially in the area of housing. Many new agencies were established to directly stall home foreclosures, to encourage credit for home financing, and for the first time, to loan funds to local housing authorities to clear slums and to build low rent public housing. Here lay the groundwork for the creation of the Housing and Home Finance Agency that served as an umbrella to all housing legislation and was later to become the Department of Housing and Urban Development.

¹⁷Interdepartmental Planning Requirements Task Group, "A Unified Planning Requirements System" (Washington, D. C.: Department of Housing and Urban Development, 1969), p. iii. (Mimeographed.)

¹⁸Arthur B. Gallion and Simon Eisner, The Urban Pattern (2nd ed.; Princeton, New Jersey: D. Van Nostrand Company, Inc., 1963), p. 89.

This period is significant because the federal government recognized that if urban problems could not be solved by private interests, there should be public action sponsored at the federal level.¹⁹

The Roosevelt administration established the National Planning Board in 1933, later to become the National Resources Planning Board.²⁰ The Board was in part an attempt by the federal government to stimulate regional, state, and local planning and to coordinate federal planning activities. Its most important contribution in this area came in the encouragement of the establishment of state planning boards in order for states to qualify for federal funds. Local planning agencies were provided technical assistance, and much was done in the planning and programming of public works.

Due to the pressures of World War II, and the lack of congressional support, the NRPB was discontinued in 1943. Its functions were distributed throughout various other agencies.²¹

Since World War II, federal planning activities have been for the most part located within functional line departments. There has been no central office assigned with the function of government wide planning coordination. However, intergovernmental relations are becoming an executive function and has been assigned a permanent place in

¹⁹Ibid., p. 147.

²⁰The National Planning Board became the National Resources Board in 1934; the National Resources Committee in 1935, and the National Resources Planning Board in 1939.

²¹Interdepartmental Planning Requirements Task Group, op. cit., p. 114.

the Executive Office of the President. Presidents Eisenhower and Kennedy used special assistants in this role, and President Johnson put the function in the Office of Emergency Planning. President Nixon has since elevated it to a White House Office of Intergovernmental Relations.²²

The Bureau of the Budget (BOB) was organized into the Office of Management and Budget in 1970. It has for some time played a role in coordinating planning and programs of the various line agencies. It shows signs of strengthening this role and its establishment is a move in the direction of establishing a national level planning and coordinating agency.

Some Existing Federal Mechanisms Concerning Planning and Program Coordination

The Office of Management and Budget. This office, located within the Executive Office of the President, was initially organized as a cost-cutting device. Now it has a much broader role including advising executive agencies, improving administrative management and practices, and is now playing a major role in the coordination of federally sponsored programs. It has been the agency selected to administer the imperatives set down in Section 204 of the Demonstration Cities Act of 1966 and Title IV of the Intergovernmental Cooperation Act of 1968, the

²²Ibid., p. 115.

intent of which is the "coordination of federal development programs with State, regional, and local development planning" ²³

BOB Circular A-95 established a number of state, regional, and local clearinghouses that must be notified by any agency applying for federal assistance. Notification is accompanied by a detailed description of the program for which assistance is being sought. The clearinghouse in turn notifies agencies concerned with the program and serves as liason between the applicant agency and the concerned agencies. It is also the responsibility of the clearinghouses to evaluate the state, regional, or local significance of the project, and to make comments concerning the extent the project is consistent with or contributes to the comprehensive planning efforts and objectives of the areas concerned. ²⁴

Circular A-95 basically is an attempt to accomplish two goals. First it encourages regional planning on the basis of state established regions in order to "offset a growing tendency among Federal programs to promote the establishment of regional planning activities that were uncoordinated, geographically or functionally." ²⁵

Secondly it established a project notification and review system that "requires that applicants for Federal assistance to regional planning and development identify related planning and development activities

²³Bureau of the Budget, "Bureau of the Budget Circular No. A-95, What It Is--How It Works" (Washington, D.C.: Executive Office of the President, July 24, 1969), p. 1. (Mimeographed Letter.)

²⁴Ibid., Attachment A, p. 3.

²⁵Ibid., p. 5.

in the region and demonstrate how they will coordinate their own activities with them.²⁶

The following outlines the process of the clearinghouse ratification system.

- STEP 1. Potential applicant desiring Federal assistance makes inquiries of Federal agency.
- STEP 2. Federal agency informs applicant that, among other things, it must notify both State and regional (or metropolitan) clearinghouses about the project for which it intends to apply for assistance.
- STEP 3. Applicant notifies clearinghouses.
- STEP 4a. State clearinghouse notifies State agencies which might have programs affected by proposed project.
- b. Regional or metropolitan clearinghouse notifies local governments whose interest might be affected by the proposed project.
- STEP 5. State agencies or local governments inform clearinghouse of interest, if any.
- STEP 6. Clearinghouse arranges conference with applicant within 30 days of notification pursuant to its own or other State or local interest.
- STEP 7. Conferences are held to:
 - a. Explore project in greater detail.
 - b. Identify possible conflicts or mutuality of interest.
- STEP 8. If continuing interest, applicant and clearinghouses (with any State or local interest), cooperate in developing application to:
 - a. Resolve conflicts
 - b. Strengthen project
- STEP 9. If conflicts are not resolved, clearinghouse notifies applicant that it will have comments to accompany the application. (Note: Conflicts may arise as between clearinghouses or particular State agencies or local governments as to the merit of a project, so such comments may be variably supportive or critical.)
- STEP 10. Applicant submits application (or adequate project description) to clearinghouse(s) for comment, providing 30 days therefor.
- STEP 11. Clearinghouse(s) submits any formal comments of its own or of particular State agencies or local governments to applicant.

²⁶Ibid., p. 1.

STEP 12. Applicant submits application to Federal agency, including comments, if any; or, if none, a statement that requirement has been followed.

STEP 13. Federal agency considers application and comments and informs clearinghouses of action taken thereon.

It is possible for the process to come to a satisfactory conclusion at the completion of STEPS 5, 7, or 8 as well as, STEP 13. At either of the earlier STEPS, clearinghouses can inform applicant of general satisfaction with the project and that they will have no (or supportive) comment. In such case, the applicant completes the application and submits it to the Federal agency with a statement that the requirement has been followed (or with any supportive comments).²⁷

As can be seen, the role of the Bureau is far beyond just the formulation of a budget. In this agency may lay the foundation of a true national planning and coordination agency.

The Office of Intergovernmental Relations. This agency, created through Executive Order by President Nixon, has the responsibility for strengthening federal, state, and local relations. It is located within the Executive Office of the President and its Director reports to the Vice President. The Office is intended to serve as a clearinghouse for handling and solving problems brought to its attention by state or local officials.²⁸

The Council for Urban Affairs. The Council was also established through Executive Order by President Nixon. Its function is to formulate and implement a rational urban policy. The President is the chairman

²⁷Ibid., Exhibit 1, pp. 1-2.

²⁸Interdepartmental Planning Requirements Task Group, op. cit., p. 119.

of the Council, and its members include the Vice-President and selected Cabinet members. It is in effect a super-Cabinet level agency with a specific focus on urban problems.²⁹

The Advisory Commission of Intergovernmental Relations (ACIR).

ACIR was established by Congress to find ways of solving problems associated with intergovernmental relations. It is an independent commission with members drawn from both Houses of Congress, the Executive Branch, state legislatures, mayors, county officials, and private citizens. It concerns itself with most all aspects of intergovernmental relations and has published extensive reports dealing with federal, state, and local problems.³⁰

The Department of Housing and Urban Development (HUD). HUD is an executive line department created in 1965 to greater unify governmental attention to housing and urban problems. Its main responsibility is the financing and coordination of urban programs for physical development.

HUD's impact on planning has been strengthened through its administration of comprehensive planning grants authorized by Section 701 of the Housing and Development Act of 1965. Through this act, grants are provided for up to two-thirds (three-fourths when designated as Economic Development Districts or Local Development Agencies) of the cost

²⁹Ibid., p. 120.

³⁰Ibid.

of planning projects to "areas having common or related development problems." ³¹

Eligible activities include the preparation of development plans, policies, and strategies; implementation measures; and the coordination of related plans and activities being carried on by various levels of government. A broad range of subjects may be addressed in the course of the comprehensive planning process. They include land development patterns, physical facility needs, such as housing, transportation planning, recreation and community facilities, the development of human resources, and the development and protection of natural resources.

Applicants may be State agencies designated by the governor, metropolitan, non-metropolitan, and regional planning agencies, including Councils of Governments; counties; cities; local development districts; Indian tribal bodies; and interstate regional commissions. ³²

State, metropolitan, and regional planning agencies may apply directly to HUD for these funds. The other jurisdictions ~~have to apply~~ through the state. ³³

"A program of supplementary grants to encourage states and localities to cooperate in the development and implementation of effective areawide comprehensive planning and programming in multi-jurisdictional areas" are authorized through HUD under Title II of the Demonstration Cities and Metropolitan Act of 1966, as amended. ³⁴ This program provides supplementary grants designed to encourage areawide planning for federal grant programs in all multi-jurisdictional areas,

³¹ U. S. Department of Housing and Development, HUD Programs--Catalog (Washington, D. C.: U. S. Government Printing Office, June, 1969), p. 61.

³² Ibid.

³³ Ibid.

³⁴ Ibid., p. 62.

not just in metropolitan areas as previously provided for. This gives rural planning districts (including Economic Development Districts) as well as metropolitan planning bodies, bonus funds which would allow the federal government to contribute up to 80 percent of project costs. The projects include basic water and sewer facilities, libraries, hospitals and medical facilities, sewer treatment works, highways, airport development, urban mass transportation facilities and equipment, acquisition and development of lands and water for recreational purposes, and public works and facilities in redevelopment areas.³⁵ This means that bonus project funds are available in areas served by comprehensive planning bodies recognized by HUD.

Regional authorities. The federal government has long recognized that the existing governmental framework is inadequate for solving broadly based problems, such as problems found in large areas of economic depression. Although it has not perfected a definition of what a region is, the federal government has made attempts at solving large multi-jurisdictional problems, and these problems are certainly regional in their scope. The valley authority has been one approach, the Tennessee Valley Authority (TVA) being the primary example.

TVA was created in 1933, by legislation providing broad goals and giving administrative freedom. These broad goals and administrative freedom allows TVA to attack problems in a comprehensive fashion. Its

³⁵Ibid.

activities include the construction and operation of high dams that provide electricity, flood controls, improved navigation, and outdoor recreational facilities for the area. It has done much in fertilizer production, forestry, conservation, and the overall natural and economic development of the Tennessee Valley region.³⁶

Since the establishment of TVA, a number of other valley authority bills have been introduced into Congress. Although Congress recognizes the success of TVA, interest group pressure has prevented the adoption of more authorities of TVA's scope in other areas.³⁷

Regional Commissions. A more regional attempt by the federal government to meet large multi-jurisdictional problems can be seen in the establishment of several multi-state regions that are to operate between the federal and state levels of government. The Appalachian Regional Development Act of 1965 created the first of the multi-state regional commissions, the Appalachian Regional Commission (ARC). This Act served as the forerunner and model for the Public Works and Economic Development Act of 1965.³⁸ Under the Public Works Act five more regional

³⁶Office of the Federal Register, United States Government Organization Manual, 1968-69 (Washington, D. C.: U. S. Government Printing Office, 1968), p. 54.

³⁷W. Brooks Graves, American Intergovernmental Relations (New York: Charles Scribner's Sons, 1964), p. 619.

³⁸Melvin R. Levin, "The Big Regions," Journal of the American Institute of Planners, Vol. 34, No. 2 (March, 1968), p. 67.

commissions have been established. These are the Coastal Plains, Four Corners, New England, Ozarks, and Upper Great Lakes Regional Commissions.

These multi-state regional commissions may represent an attempt by the federal and state governments to establish a new layer of government over the existing layers. It is difficult to conceptualize the position of these commissions within the existing constitutional framework. Randy Hamilton refers to such commissions as a ". . . new form of federal state partnership which hangs in an unchartered, extra-constitutional limbo somewhere between the federal and state levels."³⁹

The basic criteria upon which such commissions are established is that the region must have a historical, economic, cultural, and geographical identity and that it lags behind the national economy in its economic growth.⁴⁰ Their functions are to determine the causes of economic distress and to formulate, coordinate, and implement programs to eliminate the causes.⁴¹

This type of regional commission is a federal-state arrangement composed of the governors of the states included in the region, and a Presidential appointee who is the federal co-chairman. The governors select a state co-chairman from among themselves.⁴²

³⁹ Randy Hamilton, "The Regional Commissions: A Restrained View," Public Administration Review, Vol. 28 (January-February, 1968), p. 19.

⁴⁰ Edward Hearle, "Regional Commissions: Approach to Economic Development," Public Administration Review, Vol. 28 (January-February, 1968), p. 15.

⁴¹ Interdepartmental Planning Requirements Task Group, op. cit., p. 121.

⁴² Hamilton, op. cit., p. 20.

The federal government is the most important partner in such a commission. The Secretary of Commerce retains the sole authority to designate an area as an economic development region. After this is done the states are "invited" to concur.⁴³ Also, the federal co-chairman is the most powerful member of such a commission.

The commissions cannot exist without a federal co-chairman and they cannot take any action or make any program policy, or project decision without his specific approval.

The state "partners" in Economic Development Commissions are subject to the animal farm theory of intergovernmental relations in which all are equal except the federal partner which is a little more equal than the states.⁴⁴

The federal role is further strengthened by the requirement that a commission's plans and proposals be submitted to the Secretary of Commerce for review. After his review, the plans and proposals are presented to the President who retains an ultimate veto power.⁴⁵

ARC does differ somewhat from the newer regions. The newer commissions are under the auspices of the Economic Development Administration (EDA) within the Department of Commerce. ARC is independent of EDA. Both ARC and EDA encourage and assist states in establishing state development districts. ARC funds what it terms "Local Development Districts" and EDA funds "Economic Development Districts." They may be one in the same. To date only ARC has been extensively funded.⁴⁶

⁴³Ibid.

⁴⁴Ibid.

⁴⁵Ibid., p. 21.

⁴⁶Interdepartmental Planning Requirements Task Group, loc. cit.

The Federal Advisory Council on Regional Economic Development has been established to coordinate the works of these commissions and to insure the maximum participation by federal agencies in their programs.⁴⁷

State Mechanisms for Planning Coordination

States are growing more aware of the need for planning and program coordination. A variety of state agencies are now required to develop master plans, ranging from health, education, and welfare to transportation and natural resources.⁴⁸ Many line departments have their own independent planning boards and coordination agencies. There is also an increasing tendency to place planning and program coordination in the hands of the governor.⁴⁹

Under the stimulus of federal funds, many states are not undertaking comprehensive planning efforts based on regional divisions. Much of the impetus for creating these regions is supplied by ARC and EDA planning and program grants. Many states are working very closely with these multi-state regional commissions in setting up sub-regions for participation in the larger region programs.

States are also increasing participation in the supervision of local planning activities.⁵⁰ For instance, Tennessee has a program of

⁴⁷Ibid., pp. 121-122.

⁴⁸Levin, "Planners and Metropolitan Planning," p. 83.

⁴⁹Interdepartmental Planning Requirements Task Group, op. cit., p. 123.

⁵⁰William I. Goodman and Eric C. Freund (eds.), Principles and Practice of Urban Planning (Washington, D. C.: International City Managers' Association, 1968), p. 37.

local planning assistance provided to communities and counties who do not have the benefits of their own planning staffs.

States also have banded together in interstate compacts in attacking multi-state water resources problems. Two examples are the Ohio River Sanitary Commission (ORSANCO) and the Interstate Commission on the Potomac River Basin (INCOPOT), both organized under the auspices of the Council of State Governments.⁵¹

Local Attempts at Planning Coordination

Local governments are meeting intergovernmental problems in a variety of ways. Some appear to be trying to meet such problems within their existing governmental framework. However, many are recognizing the need for other arrangements.

One such effort is the creation of a metropolitan federalism. The existing governmental structure is left in tact, and each jurisdiction handles problems of a more local nature. A metropolitan level of government is imposed over the existing structure to handle areawide problems such as water supply, sewage disposal, and commuter transportation problems.

This idea has been put into operation in a few metropolitan areas, but voter rejection of "big government" is preventing any rapid transition. The establishment of totally consolidated areawide governments with the abolishment of all individual jurisdictions is almost totally infeasible considering the political ramifications of such a proposal.⁵²

⁵¹ Graves, op. cit., p. 620.

⁵² Ibid., p. 635.

The voluntary councils of governments scheme is becoming very popular with local governments, especially in light of the federal financial support given to their activities. This idea consists of a voluntary organization, representative of the governments in an area, that meet together to approach problems on an areawide basis.

The existing governments are left intact, and the councils function primarily as forums for discussion, research, and recommendations. The individual governments retain their power to act independently of the decisions made by a council.⁵³

Annexation represents a more drastic step toward the solution of metropolitan intergovernmental problems. Although politically hard to do, it has been done and is frequently proposed.⁵⁴

Another technique allowed in many states is the use of extra-territorial planning and administrative controls. This allows cities to have some control over land use beyond their boundary lines. For example, cities may have the right to review proposed subdivision plans in adjacent areas. This helps bring about planned development in areas that may later require city services.⁵⁵

The use of intergovernmental agreements is a common way of meeting inter-local problems. Examples may be found in the sharing of

⁵³Bruce D. McDowell, "COG's Growing Rapidly in Number and Importance," American Institute of Planners Newsletter (March, 1967), p. 2.

⁵⁴Graves, op. cit., p. 648.

⁵⁵Goodman and Freund, op. cit., p. 33.

police forces and library services by two or more jurisdictions. However, such agreements are often make-shift and may provide little basis for long term planning.⁵⁶

Many metropolitan areas, recognizing the need for more comprehensive planning efforts, have established regional planning commissions. A great number have been brought about through the provision of federal funds for transportation planning. However, their efforts are largely hampered by their advisory nature. Regional planning efforts are not necessarily weak. In the Minneapolis-St. Paul metropolitan area, business and civic leaders mobilized in getting the state legislature to pass an act establishing the Twin Cities Metropolitan Council.⁵⁷

The Council has 14 members from population apportioned districts. They are appointed by the Governor. It has a staff of around 50 persons, including planners, sanitary engineers, and political scientists. The council considers only regional matters such as pollution, sewage, highways, and preservation of open space. The more local problems are left to the individual localities.⁵⁸

What is unusual about the Council is that it has the power to act as well as plan, and yet technically it is not a layer of government within our constitutional thinking because its membership is appointed,

⁵⁶Ibid.

⁵⁷"Minnesota Model," Time (September 19, 1969), p. 65.

⁵⁸Ibid.

not elected. The Council has some unusual powers for a planning body, including taxing powers, the authority to issue bonds, and the power to establish and operate subsidiaries to provide actual regional functions.⁵⁹ There is a current move to have the Council members brought closer to the people by having its members elected rather than appointed.

It is significant that this organization was actively supported by the people. The areawide problems especially in sewage disposal had reached a crisis level, which was the impetus for citizen action.⁶⁰ The Council is an exception, but may indicate what lengths people will go to in solving their problems, if they are forced to by crisis situations.

⁵⁹"Where Regional Planners Call the Shots," Business Week, No. 2112 (February 21, 1970), p. 73.

⁶⁰Ibid., p. 72.

CHAPTER II

THE FUNCTIONS AND ORGANIZATION OF LOCAL PLANNING AGENCIES, METROPOLITAN COUNCILS OF GOVERNMENT, AND ECONOMIC DEVELOPMENT DISTRICTS

I. THE LOCAL PLANNING AGENCY

Purpose

The purpose of organizing and carrying out planning activities within the framework of urban government is to enable the urban community to make intelligent and coherent decisions about its own physical social and economic evolution.¹

The position of planning as a government function is not new. What is new, relatively speaking, is its creation as a distinct process within the framework of government and it is being carried out by agencies equipped with specially trained staffs. The concept of planning has evolved through various stages of public and private responsibility including planning by contract, by civic improvement clubs, by independent planning commission, and finally by planning departments that have been integrated into government.²

The functions of the local planning agency are generally recognized as a blend between line and staff responsibilities. As a line

¹Henry Fagin, "Planning Organization and Activities Within the Framework of Urban Government," in Planning the Urban Community, ed. by Harvey S. Perloff (Pittsburgh: University of Pittsburgh Press, 1961), p. 105.

²Donald H. Webster, Urban Planning and Municipal Public Policy (New York: Harper and Row Publishers, Inc., 1958), p. 3.

agency, the planning body carries out operational responsibilities concerning such matters as zoning, subdivision regulation, public utilities, transportation, public buildings, recreational activities, and any action that concern the growth and development of the planning area.³

The local planning agency functions in a staff role when it acts as an advisory body to the executive (or to anyone seeking advice), and when it coordinates various plans and programs of other governmental or non-governmental bodies. Its staff nature also includes research, the making of a community plan, capital improvements programming and the evaluation of locations for proposed facilities such as buildings, highways, and any other facilities concerning the physical, economic, and social development of the community.

Functions

The functions of a planning agency may be generally placed into seven categories. Activities in one category may well fall into other categories. However these categories have been established as a general guide to the discussion.

Research and analysis of information. The local planning agency . . . should be known as the community's central intelligence headquarters on matters affecting community growth and development and should be a depository for and distributor of all relevant data and statistics needed to aid other city departments and private citizens in making informed development decisions.⁴

³Goodman and Freund, op. cit., p. 526.

⁴Ibid.

The local planning agency is the research and fact finding arm of local government. This does not mean that the agency has to originally research every aspect of the community. It gathers and uses other competent sources and researches what is left that is needed.⁵

In order for an agency to make sound plans, it has to have a solid foundation from which to start. Proper research allows the planning agency to effectively analyze the existing situation and to recognize the community's hierarchy of needs. Just as a supermarket must inventory itself to find its needs, a city must inventory its economic, social, and physical resources to find what its needs are. The body of knowledge provided by such research is needed to guide both public and private development activities.

Establishment of community goals and priorities. Probably the most misunderstood and least successful function of planning is the identification of community goals. It is well founded in planning education that it is the planner's role to identify community goals. Yet when it comes to the real world, it seems that planners can do little more than formulate highly abstract goals that have no real practical influence on structuring development. The planner places such words at the beginning of a plan in order to satisfy the requirement that goals be presented. He then sighs a breath of relief now that the preliminaries are out of the way and he now can get down to "planning."

⁵Webster, op. cit., p. 125.

Persons receiving the plan accept these goals as being the necessary formal paraphernalia that must precede such documents. The reason is that they, as well as the planner, do not know an effective way of identifying community goals. Furthermore, almost no one reasonably expects anyone to be able to determine goals from such a diverse public. Problems arise concerning questions such as, is there such a thing as community goals? Can one expect a collective opinion from so many people of varied backgrounds, interests, and intellects? How can one determine community goals when people change their opinions so quickly? Is the public technically competent to know what programs are best for them? Many such taxing questions face the planner, and since practically no one really expects him to be able to identify community goals, it is easy for him to postpone the issue and to dig his teeth into the more "meaty" issues.

However, the problem does not disappear so easily. If planning is to be successful, and to be successful it has to meet community wants and needs, it must be able to identify these wants and needs. The question of goal identification is becoming more crucial than ever, especially in a time that the Nation's citizens are exposing the government's inability to identify with its people.

It is not enough to just identify community goals. Priorities must be established to insure that the most critical problems are met first. When a man is bleeding to death, one does not worry about whether his shoes are polished or not. It seems that government has been slow to recognize this principle and at times spends money on highly postponable

items at the same time many of its citizens are dying due to intolerable living conditions. It is the role of the planner to aid in the establishment of community priorities.

In establishing its goals and priorities, a community should have in mind the goals and priorities of surrounding communities. This will allow them to work together in meeting common problems and to make necessary adjustments when goals are conflicting. If planning can spur areawide goal formulation, unnecessary conflicts and duplication of efforts can be avoided.

Development of plans and programs. Once goals have been identified, there has to be means chosen by which to achieve these goals. It is the role of the planning agency to lead in the selection of these means. This calls for the formulation of a community plan and the evaluation of programs consistent with plan policies.

These (Plans and policies) . . . should be based on careful study and analysis geared to city development objectives, and they should provide a clear guide for governmental decisions in the construction of public facilities and in the regulation and character of private development through land use controls.⁶

The community plan is an official document used as a guide to community development. It is taught in planning education that a plan should have the following characteristics:

1. The plan should be comprehensive.
2. The plan should be long range.
3. The plan should be general.

⁶Goodman and Freund, loc. cit.

4. The plan should focus on physical development.
5. The plan should relate physical design proposals to community goals and social and economic policies.
6. The plan should be first a policy instrument and only second a technical instrument.⁷

However, the main requirement of a plan is that it be effective. Many planning documents are ineffective for various reasons. Many are just plainly incompetent and do great damage in breaking down community decision makers' respect for planning. Another major weakness of plans is that they often pay little attention to implementation strategies. A plan may be little more than a utopian dream unless it provides measures for carrying out plan policies.

Just as a craftsman has little patience with a tool that is dull or poorly suited for the job at hand, so a developer or a citizen can have little respect for a plan characterized in the following ways:

1. Unavailable
2. Pedestrian
3. Out-of-date
4. Incomprehensible
5. Unreal
6. Neglected ⁸

In choosing community programs that are consistent with the plan, many alternatives may appear. It is also the function of the planning agency to help choose the best alternative; i.e., the one that most suitably meets community needs.

⁷Ibid., p. 371. The reader should note that some plans, notably the New York Plan, are focusing more on social and economic development, and less on physical development.

⁸Ibid., p. 380.

Drafting of land use controls. The adoption of a community plan calls for the use of various types of land use controls in carrying out its objectives. Among those are zoning regulations and subdivision regulations. It is the function of the planning agency to draft these controls based on the plan and a sense of responsibility for the overall general welfare.⁹

Advice and assistance. The planning agency is not endowed with the political powers of decision making. To be effective it has to influence the decision makers. A planning agency must continuously communicate with decision makers advising them on how decisions will effect the community and "helping . . . (to) . . . pinpoint and choose among alternative goals for the community, recommending one course of action against another."¹⁰

The planning agency's function of advice and assistance extends beyond just aid to executive and legislative bodies. The planning agency is in a position to also aid other levels of government, other agencies and line departments, non-governmental enterprise, and private citizens.¹¹

The planning agency can ill afford to take an "I told you so" attitude after the adoption of certain courses of action by decision makers. If planning is to have an influence on public action, it must have an influence on those empowered to take public action. It is

⁹Ibid., p. 527.

¹⁰Ibid., p. 526.

¹¹Fagin, op. cit., p. 111.

also unrealistic to think that in all cases the decision maker will come to the planner for advice. To be effective, often the planners will have to take his advice to the decision makers. Admittedly, this is a highly active role, but if the planning agency is going to influence public policy it will have to take such a role. Planning needs to be leading government, not following it.

Coordination. The planning agency's role in coordination of plans and programs is becoming more important, especially with the appearance of various federal and state agencies on the metropolitan scene. The local planning agency may be designated as a clearinghouse by the state for coordinating development programs. It may also play an important role in preparing a capital improvements program concerning public improvements to be built in the next few years. This is a strong implement of local development coordination. Informal means of coordination are thus including persuasion and advice to decision makers. However, the present lack of coordination in many areas is evidence that either the agency is neglecting this role or public officials are neglecting to use the agency (or both).

Education. Relatively few people, educated or otherwise, have any knowledge of what public planning is or what the local planning agency does. One of the functions of the planning agency is to inform the public not only of what it does, but what it can do.

Again much lip service is given to the need to educate the public about planning and its role in government, but the magnitude of the

problem leads to only half hearted action. The public is customarily apathetic concerning governmental functions. This is probably due primarily to a lack of understanding. This void can be filled somewhat through proper communications and increased efforts in areas of public relations.¹²

Organization

The book Principles and Practice of Urban Planning provides a good discussion of planning agency organization. It identifies four major types of planning agencies. These are: (1) the independent planning commission, with or without a staff, (2) the planning department, (3) the community development department, and (4) the administrative planning agency.¹³

The independent planning commission is generally made up of appointed lay citizens that serve in an advisory capacity to elected officials. Besides their advisor role, they concern themselves mostly with the administration and review of zoning and subdivision matters.

Smaller communities with a planning commission usually do not have a technical planning staff and must rely on consultants to prepare plans and land use controls. Large cities generally will have their own full time staff. The staff is usually responsible to the commission. Lines of communication are drawn from the staff to the commission

¹²Mellencamp, "The Structure of Planning," p. 18.

¹³Goodman and Freund, op. cit., p. 534.

and from the commission to the executive. No formal lines are drawn from the staff directly to the executive. See Figure 1.

The planning department differs from the planning commission organization in that the planning staff is administratively located within a department and is directly responsible to the local chief executive, not the planning commission. The staff is neither appointed by nor is responsible to the planning commission. Here the commission serves in its advisory capacity and reviews and comments upon staff programs and proposals. See Figure 2.

A community development department combines departments which are responsible for community development into a single development department. For example, a community development department might consist of four separate agencies for planning, urban renewal, public housing, and building code enforcement. The commission may or may not be present in this form of organization. See Figure 3.

The administrative planning agency elevates planning to a fourth branch of government along with the executive, legislative, and judicial branches. It may also be an independent regulatory agency which adopts and enforces its own plans and ordinances. The chairman of the agency may be the staff head as well as head of the policy making commission. This arrangement is most nearly represented by the Puerto Rico Planning

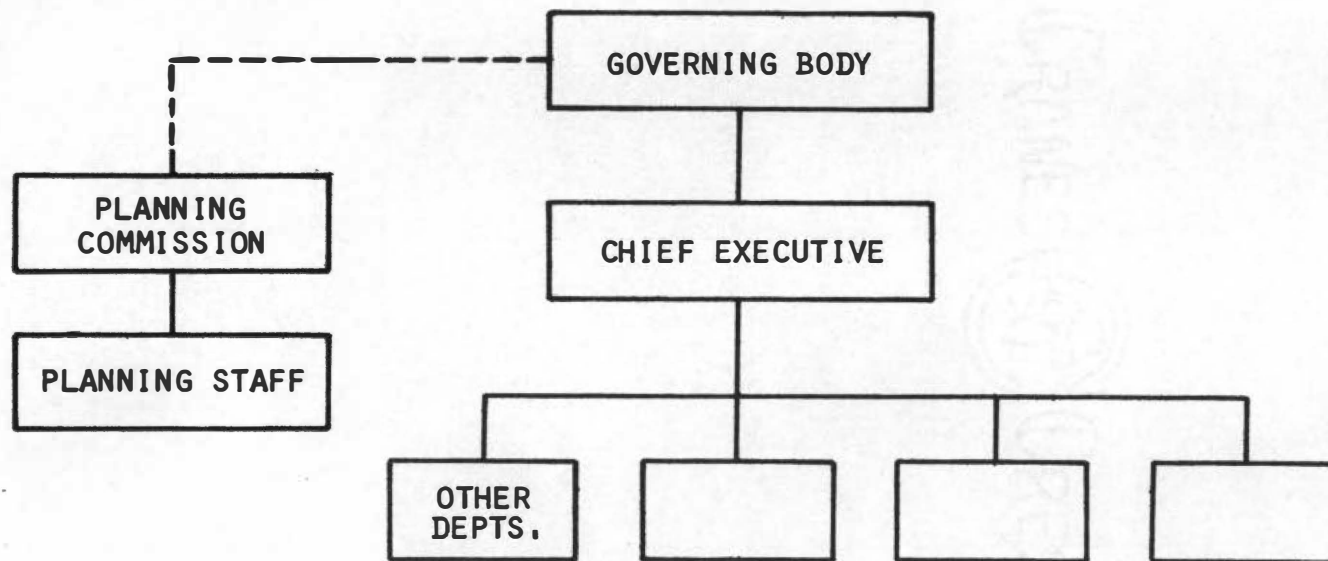


Figure 1. Organization chart, independent planning commission.

Source: William I. Goodman and Eric C. Freund (eds.), Principles and Practice of Urban Planning (Washington, D. C.: International City Managers' Association, 1968), p. 528.

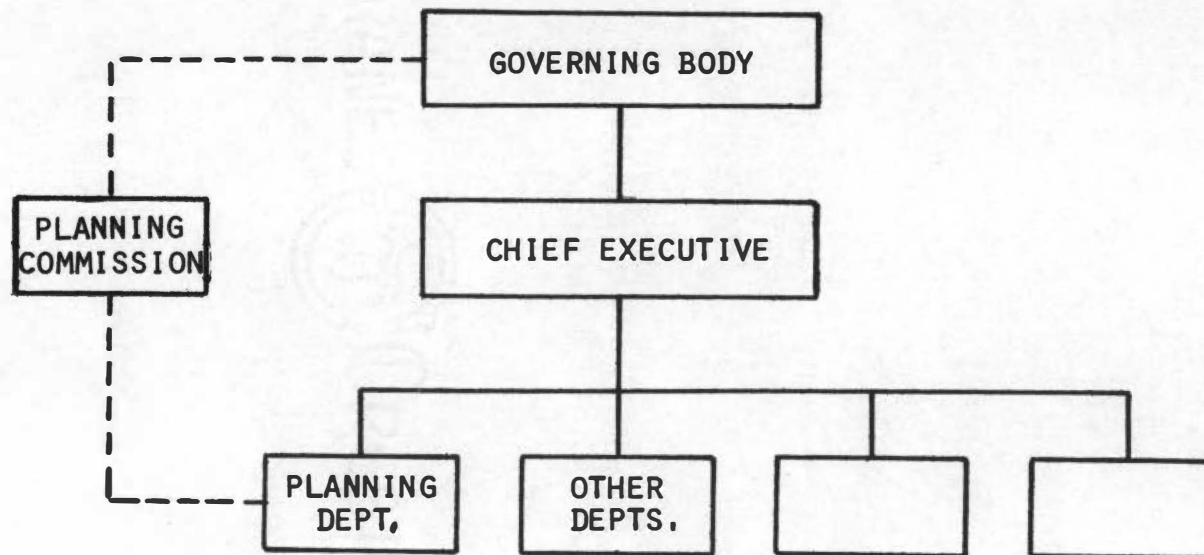


Figure 2. Organization chart, planning department.

Source: William I. Goodman and Eric C. Freund (eds.), Principles and Practice of Urban Planning (Washington, D. C.: International City Managers' Association, 1968), p. 529.

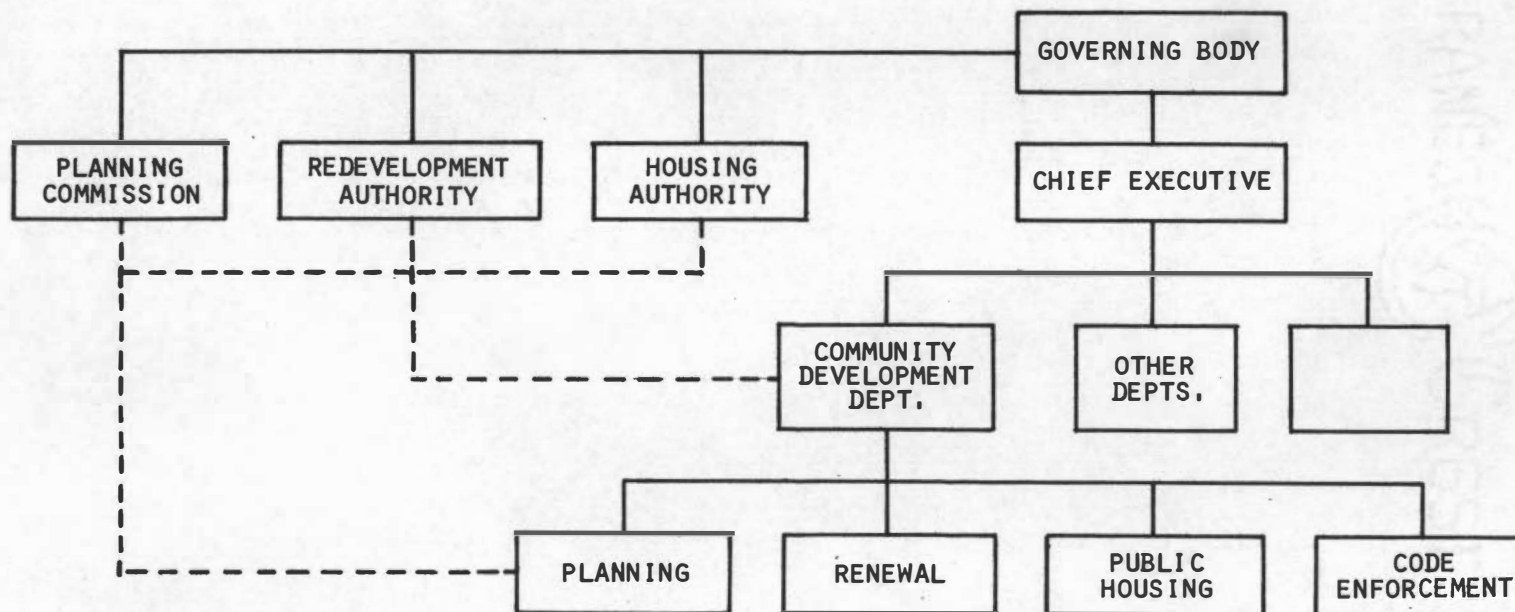


Figure 3. Organization chart, community development department.

Source: William I. Goodman and Eric C. Freund (eds.), Principles and Practice of Urban Planning (Washington, D. C.: International City Managers' Association, 1968), p. 530.

Board and is not represented elsewhere within the United States and its territories.¹⁴

Staff workloads are allocated within an agency by various styles of structural divisions. Division depends greatly on the size of an agency. Large planning staffs are generally broken down into major areas of responsibility such as advance planning, current planning, land use controls, and administration. Smaller staffs of less than four or five members may have no formal divisions of responsibility.¹⁵

II. COUNCILS OF GOVERNMENT (COG'S)

Purpose

A COG is a voluntary association of governments leaving local governmental structure intact by providing a body of representatives from the local governments to meet in a forum for discussion, research, and recommendations, with each government retaining its power to act independently of the decisions of the council.

The purpose of a COG is to provide a framework by which local governmental units may meet together in approaching problems on an areawide basis. More specifically the purposes of COG's are as follows:

1. to provide a forum for discussion of issues and challenges commonly shared by the member governments;

¹⁴Ibid., pp. 527-537. The New York City Planning Commission and the Twin Cities Metropolitan Council do have some characteristics of an administrative planning board, but not enough so as to be classified as such.

¹⁵Ibid., pp. 534-535.

2. to determine policy and priorities on these issues;
3. to implement decisions through the member governments;
and
4. to coordinate federal, state, and local programs with
[metropolitan] impact.¹⁶

Local governments have long proposed various schemes for uniting to meet metropolitan-wide problems. Attempts at adopting metropolitan-wide governments have generally failed and local governments have been forced to cooperate through various methods such as joint service contracts, special districts, shared facilities and informal agreements.¹⁷

The idea of cooperation through regional councils has developed slowly beginning in the mid-1950's. The first such council was established in the Detroit area in 1934. By mid-1965 there were 12 such councils. Two years later the number had exploded to approximately 60.¹⁸

The main reason for their rapid spread has been the provision of federal funds through Section 701 of the Housing and Development Act of 1965 which pays up to two-thirds of the cost for a wide variety of activities that can be performed by COG's. Eligible activities cover studies of legal, governmental, and administrative problems concerning intergovernmental cooperation. This includes the collection

¹⁶ Ben A. Cook, "The Metropolitan Council of Governments as a Means for Metropolitan Planning" (unpublished Master's thesis, The University of Tennessee, 1969), p. 6.

¹⁷ Advisory Commission on Intergovernmental Relations, Metropolitan Councils of Government (Washington, D. C.: U. S. Government Printing Office, 1966), p. 1.

¹⁸ McDowell, op. cit., p. 2.

of data and preparation of plans and programs for land use, transportation, housing, economic development, natural resources development, and community facilities.¹⁹

Functions

COG's have not developed to the point where set activities and functions have been "assigned" to them. Generally COG's can attempt to do about anything its members want them to do (within legal restraints).

Royce Hanson's ACIR report Metropolitan Councils of Governments lists five areas of COG activities. These are: (1) metropolitan communication, (2) legislative activities, (3) physical development issues, (4) cooperative services, and (5) the coordination of programs.²⁰ The federal government has added one more activity. This activity is comprehensive planning.

Metropolitan communication. Communication among governments, provided by COG's, is significant and provides a basis for further cooperation. Such communications help eliminate old barriers of distrust and intergovernmental rivalry.²¹ A COG, at the minimum provides a United Nations type of structure where the member governments at least have an

¹⁹Housing and Home Finance Agency, "Planning Agency Letter No. 50, Urban Planning Assistance Program," in Metropolitan Councils of Governments, ed. by Advisory Commission on Intergovernmental Relations (Washington, D. C.: U. S. Government Printing Office, 1966), p. 62.

²⁰Advisory Commission on Intergovernmental Relations, Metropolitan Councils, pp. 5-7.

²¹Ibid., p. 6.

established forum for approaching common problems, whether they choose to use it or not.

Legislative activities. Legislative activities have been generally restricted to meeting organizational and legal problems of the COG's themselves. The trend to require unanimity before a COG will take a position limits any real attempts at legislation concerning controversial proposals.²² Legislation implementing various programs are left up to the individual governments.

Physical development issues. COG's are in a good position to provide a common basis for action concerning areawide physical development problems. Among the most important physical development problems are commuter transportation and sewage and water supply systems. Where state enabling legislation allows, member governments can contract with COG's to provide services.

Cooperative services. COG's also provide a basis for the provision of cooperative services, such as common data collection and storage, joint studies, and joint purchasing.²³ Such cooperation provides a broader economic and physical base for handling problems on a common basis, rather than having each local government attempt its own piecemeal solutions.

²²Ibid., p. 7.

²³Ibid., p. 8.

The coordination of programs. COG's are in a position where they can go far in providing a basis for coordination of programs being carried out in its constituencies. This position is strengthened when they are selected as an A-95 review agency. Their coordination function allows COG's to help "save scarce local funds by avoiding conflicting and duplicating projects and programs of metropolitan significance."²⁴

Comprehensive planning. HUD has been influential in establishing COG's by providing them funds as metropolitan planning agencies.

The Housing and Metropolitan Development Act of 1965 includes an amendment to the Housing Act of 1954, section 701 (g) which "provides for the organization of public officials in metropolitan areas, making them eligible to receive federal grants for the preparation of metropolitan plans."²⁵

To the maximum extent feasible, all grants under this subsection shall be for activities relating to all the developmental aspects of the total metropolitan area or urban region, including, but not limited to, land use, transportation, economic development, housing, natural resources development, community facilities, and the general improvement of living environments.²⁶

²⁴Cook, op. cit., p. 22.

²⁵Keith Ward, "The Expansion of Federalism in the Metropolitan Region Councils of Governments" (Doctoral dissertation in draft form, The University of Tennessee, n. d.), n. p.

²⁶Ibid.

As a metropolitan comprehensive planning agency, a COG would have the basic function of the local planning agency as previously described. Of course, it would have some variations. For example, a COG would probably not be expected to administer local land use controls. However, it would have metropolitan responsibility in researching and analyzing information, establishing metropolitan goals and priorities; developing plans consistent with these goals and priorities; providing advice and assistance to the local units of government and interested private parties; coordinating planning and program activities within the metropolitan area, and educating public officials and private citizens and groups in the planning process. The reader should note at this point that the federal government has placed this comprehensive planning function in the hands of an agency that as a general rule does not have a strong planning staff. To meet its planning responsibilities, COG's may contract their planning functions to other planning bodies. The consequences of this situation will be examined in the following chapters.

Organization

COG's organize under a number of differing legal bases, among them being the following: specific enabling legislation, general joint exercise of power statutes, intergovernmental agreements, corporate charters, voluntary extra legal agreements, and by interstate compact when multi-state metropolitan areas exist.²⁷

²⁷ Advisory Commission on Intergovernmental Relations, Metro-politan Councils, pp. 1; 11.

In small metropolitan areas it is feasible to have each city and county represented individually on the Council. However, in a metropolitan area such as the Philadelphia area that has 10 counties and 308 units of local government other arrangements are necessary. In many instances COG organization includes a general assembly and an executive committee. The general assembly is the full governing body made up of representatives from each unit of government. It meets infrequently--perhaps two times a year. Most of the affairs of a COG are conducted by the executive committee, subject to the review of the assembly. It meets more frequently, generally not less than six times a year.²⁸

The construction of an executive committee presents various problems. Each county and the major central city within the area are normally represented. A problem arises when cities within a county compete to put one of their own officials on the executive committee. Another problem arises in trying to equitably balance the strengths of city and county representation.²⁹

Several standing and ad hoc committees are formed from the general assembly to meet specific and special types of problems. These provide a mechanism for meeting such problems on a metropolitan wide scale and also involve many local officials in the operations of a COG. This serves two purposes, one being the strengthening of approaches to areawide problems, and the other being the strengthening of the COG itself.³⁰

²⁸ Ibid., p. 18.

²⁹ Ibid.

³⁰ Ibid., p. 16.

A COG's membership is kept close to the people by restricting its membership to only elected officials of the represented governments. The general assembly usually will consist of the chief executive from each member body. The executive committee as provided for in San Francisco's Association of Bay Area Governments (ABAG) is represented in this way. Cities within the COG's jurisdiction are represented by the appointment of one representative from each county by the cities within the county. The chief executive of the county represents the county.³¹

The COG staff director must be an able and skilled administrator who can effectively work with a myriad of governments and governmental officials. His responsibilities and authority should correspond to that of a city manager, rather than just a council clerk.³² It is with him that the full responsibilities for administration of the COG's affairs should be located. With him lies the responsibility for the COG's programs of physical planning, intergovernmental cooperation, and administrative planning.

III. DEVELOPMENT DISTRICTS (DD'S)

Purpose

As was with the COG's, there is no set definition of what a DD is. This section will provide only a brief overview of the nature

³¹Association of Bay Area Governments, "By-Laws," in Metropolitan Councils of Government, ed. by Advisory Commission on Intergovernmental Relations (Washington, D. C.: U. S. Government Printing Office, 1966), p. 45.

³²Advisory Commission on Intergovernmental Relations, Metro-politan Councils, p. 32.

of DD's. Since no two are alike, the Development District in the study area will suffice for describing them in more detail. As pointed out earlier, EDA and ARC define DD's somewhat differently. However, as most states are establishing DD's within ARC and EDA guidelines, a general definition can be recognized. Generally speaking a DD is "a group of counties having common geographic, social, and economic ties and facing interrelated development problems."³³

Their purposes are generally to:

[(1)] develop areawide plans and to seek out programs that serve to increase the rate of economic growth in the area, thereby reducing overall unemployment levels; . . . [(2) to] . . . encourage mutual cooperation among member governments leading to coordinated development programs across political boundaries; . . . [and (3) to] . . . develop and support common interests of the area in relationships with State and Federal governments.³⁴

EDA provides grants and loans to development districts that they designate as "Economic Development Districts (EDD's)." EDA defines an EDD as a group of adjacent counties or areas which: (1) is the proper size to permit economic planning and development, (2) contains at least two redevelopment areas,³⁵ (3) includes an economic development center,³⁶ and (4) has been officially designated by the EDA as a

³³Nick Beehan, Jr., "Introduction," The Tennessee Planner, Vol. 29, No. 3 (Spring, 1970), p. 66.

³⁴Ibid.

³⁵A redevelopment area, as designated under the Public Works and Development Act of 1965, is based on percent unemployment, median family income, and losses of major sources of employment.

³⁶An economic development center as defined by EDA must have sufficient population, resources, public facilities, and commercial

development district on the recommendation of the state or states in which it is located.³⁷

ARC provides funds and loans to development districts designated as "Local Development Districts (LDD's)." Their designation criteria is similar to EDA's criteria. A basic difference is that LDD's may be found only in Appalachia and EDD's can be anywhere in the United States, including Appalachia.

Functions

Economic development planning centers around uplifting an areas' human and economic resources. Basically, it is the function of a district staff to formulate district goals based upon an analysis of the district's economy and then to select and evaluate individual projects in terms of how to meet these goals.³⁸ Certainly one of the primary staff functions is to assist local governments in finding sources of funds necessary to carry out needed programs.

Development Districts are project oriented. Their planning function is geared toward seeking out development programs sponsored by any organization, public or private.

services, that gives it the potential to stimulate the economic growth of an area as a whole. A center should be able to spur development in redevelopment areas or at least provide jobs for the unemployed.

³⁷U. S. Department of Commerce, Economic Development Administration, "Summary of Purposes and Procedures of the Economic Development District Program" (Washington, D. C.: U. S. Department of Commerce, July, 1966), pp. 4-5. (Mimeographed.)

³⁸Ibid., p. 13.

EDA lists seven major steps in an EDD's planning process. These are:

1. Analyzing the districts economy
2. Establishing development goals
3. Relating district goals to state and regional programs
4. Discovering development opportunities (in the form of projects)
5. Formulating an Overall Economic Development Program (OEDP)
6. Initiating and following up action.³⁹
7. Evaluating development activities.

Again, there is no set list of activities. However, if one keeps in mind that a Development District is project oriented, he will have the key to understanding what a district is all about. A Development District provides a mechanism through which an area is eligible for EDA and ARC planning and project funds. Non-metropolitan districts are eligible for HUD 701 regional planning grants and districts containing large cities (Standard Metropolitan Statistical Areas as defined by BOB) are available for HUD metropolitan planning grants.⁴⁰

States also provide funds for districts, such as state matching monies, and law enforcement planning grants.⁴¹

Counties desiring to form an EDA Economic Development District must submit a request to the governor of the state involved. The state agrees on the boundary on approval of the EDA. At that time the district may apply for federal funds. However, before it can receive funds it must first be designated a district by the EDA, and to be designated it has to prepare an Overall Economic Development Program (OEDP) which

³⁹Ibid., pp. 14-16.

⁴⁰Beehan, op. cit., p. 67.

⁴¹Ibid.

has to be approved by EDA and the state involved. After approval the district is formally designated and may now receive federal funds that it had previously applied for.⁴²

Organization

EDA normally requires that districts incorporate as non-profit organizations. The governing body of each district (the board) consists of an elected official from each county and municipality within the district appointed by their respective governing bodies. EDA also considers it desirable to include the chairmen of the redevelopment areas in each district. Other various interests may be directly represented, such as the unemployed and those living in underdeveloped areas. If not represented on the board, they then must be formed into an advisory body.⁴³

As with COG general assemblies, Development District boards are too large to carry on district activities. Using Tennessee as an example, its model Development District by-laws suggest the appointment of an executive committee to carry on the activities of the board, the executive committee meeting much more regularly than the board.⁴⁴

A Development District may also employ a full time planning staff to carry out the details of development planning. Federal financial

⁴²U. S. Department of Commerce, op. cit., p. 6.

⁴³Ibid., p. 10.

⁴⁴State Planning Office, Guide for Organizing Economic Development Districts Under Tennessee Enabling Legislation (Nashville: State Planning Office, December, 1965), p. 9.

assistance is available to assist in the hiring of a full time staff. The function of the staff is to assist the district directors in implementing the OEDP, including the identification of district goals, the formulation and evaluation of projects by which to meet these goals, and project implementation.⁴⁵ Projects concern many areas of development including public works, educational programs, economic studies, private business ventures, and the encouragement of new private organizations like minority groups and industrial development corporation.⁴⁶

Although Development Districts have a strong economic orientation, they are more and more attempting comprehensive planning, taking into consideration social, physical, and other non-economic factors of development.⁴⁷

⁴⁵U. S. Department of Commerce, op. cit., p. 12.

⁴⁶Ibid., p. 24.

⁴⁷Levin, "The Big Regions," p. 66.

CHAPTER III

THE STUDY AREA

I. INTRODUCTION

Up to this point the discussion has identified (1) general problems surrounding governmental fragmentation, (2) the national background relating to federal, regional, state, and urban planning coordination, and (3) the purpose, functions, and organization of three types of planning agencies--the local planning agency, councils of governments, and development districts. This chapter examines three such agencies within the selected study area centered by Chattanooga, Tennessee. It is the purpose of this chapter to examine the nature of these and other selected agencies, within the study area. The following chapter will then examine how they do and do not relate.

II. DELINEATION OF THE STUDY AREA

Figure 4 depicts the study area in relation to the United States, Tennessee, and Georgia.

The study area boundary was selected strictly on the basis of planning agency boundaries within the area. There has been no attempt to identify a regional boundary.

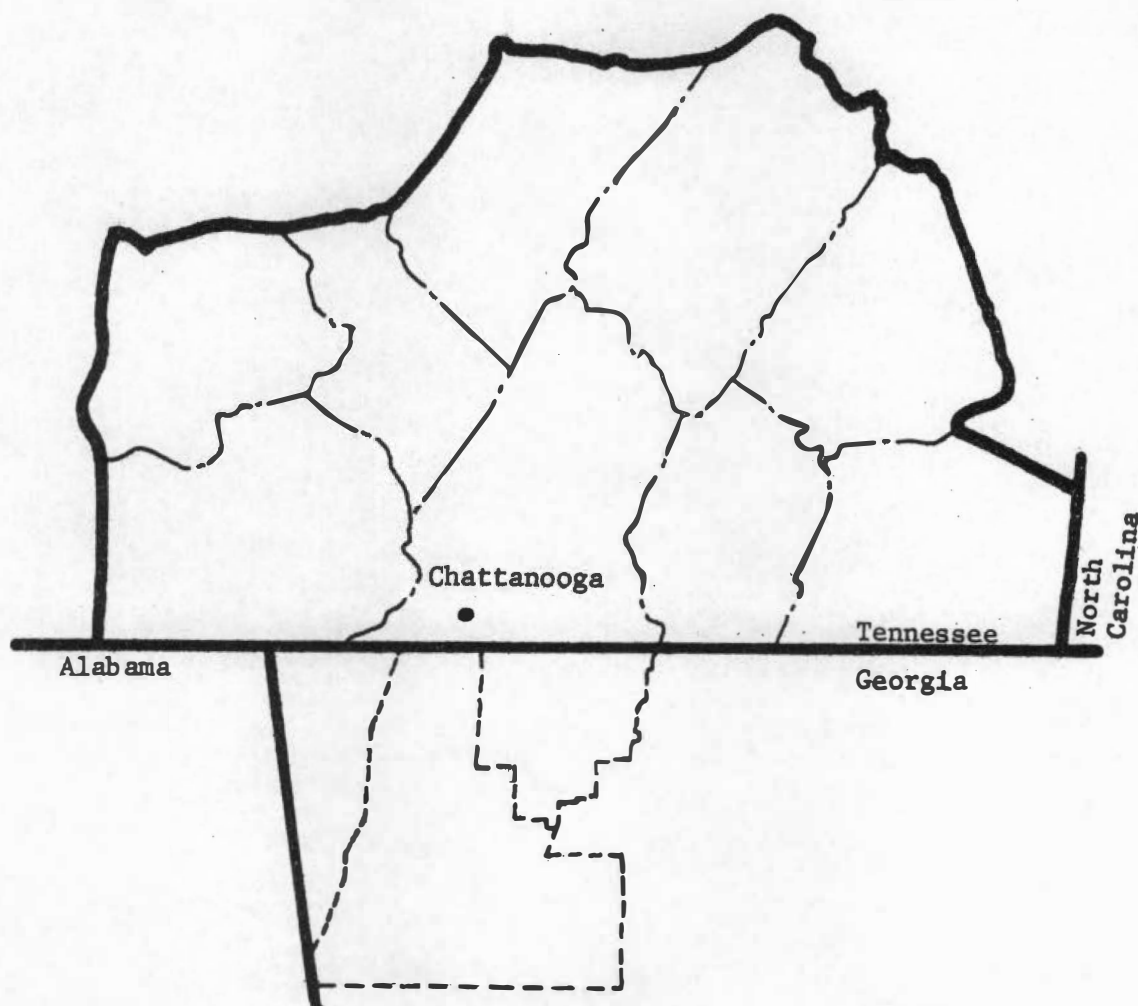


Figure 4. The study area.

Source: Southeast Tennessee Development District, Overall Economic Development Program (Chattanooga: Southeast Tennessee Development District, April 15, 1970), p. 3.

III. THE CHATTANOOGA-HAMILTON COUNTY REGIONAL PLANNING COMMISSION (CHCRPC)

Organization

The principal local planning agency in the study area is CHCRPC. It was organized under Tennessee enabling legislation for the establishment of municipal planning commissions.¹ Through cooperative agreement it was established to act as a regional planning commission throughout the county as provided for in Section 13-202 of the Tennessee Code Annotated. CHCRPC serves the City of Chattanooga, Hamilton County, and the remaining towns and municipalities within the county.

The Planning Commission consists of 15 members. The number of representatives from each member government is listed as follows: five from the City of Chattanooga, four from Hamilton County, two from Lookout Mountain, and one each from East Ridge, Red Bank-White Oak, Signal Mountain, and Ridgeside. The county is represented by the County Judge, the County Manager, and two appointed members from the county outside of any municipality. Chattanooga is represented by the County Judge, the County Manager, and two appointed members from the county outside of any municipality. Chattanooga is represented by the Mayor, the Commissioner of Public Works, Streets, and Airports, and by three appointed members from within the city. The remaining towns and

¹Tennessee Code Annotated (Nashville: State of Tennessee, 1970), Section 12-101.

municipalities have one member each who is appointed by the mayor and who may be either an official or private citizen.²

The Executive Committee of the CHCRPC is made up of the County Judge, the Mayor of Chattanooga, and the Chairman of the Planning Commission. The use of powerful decision makers on the Executive Committee gives the Planning Commission a stronger position than a planning commission would have if none of its members were local officials. In the case of the CHCRPC, its Executive Director is directly responsible to at least two of the most powerful decision makers in the area.³ Consequently the planning staff is in a good position to directly influence decision-making.

The planning staff is organized in a normal fashion as discussed in Chapter II. Figure 5 depicts the organization of the CHCRPC and its staff. Figure 6 shows its planning area and the governmental jurisdictions it serves.

Financing

The budget for CHCRPC is provided for completely by the county and Chattanooga on a 50 percent matching basis. The other jurisdictions

²Chattanooga-Hamilton County Regional Planning Commission, By-Laws (Chattanooga: Chattanooga-Hamilton County Regional Planning Commission, 1970).

³The City of Chattanooga has a commission form of government which provides for a plural executive. The Mayor has no more decision making powers than any of the other commission members. His powers above that of the commission members may be drawn from the prestige of the mayor's office or from his own personal political abilities. Thus in some instances the mayor's office may be a very powerful office and in other instances it may be very weak.

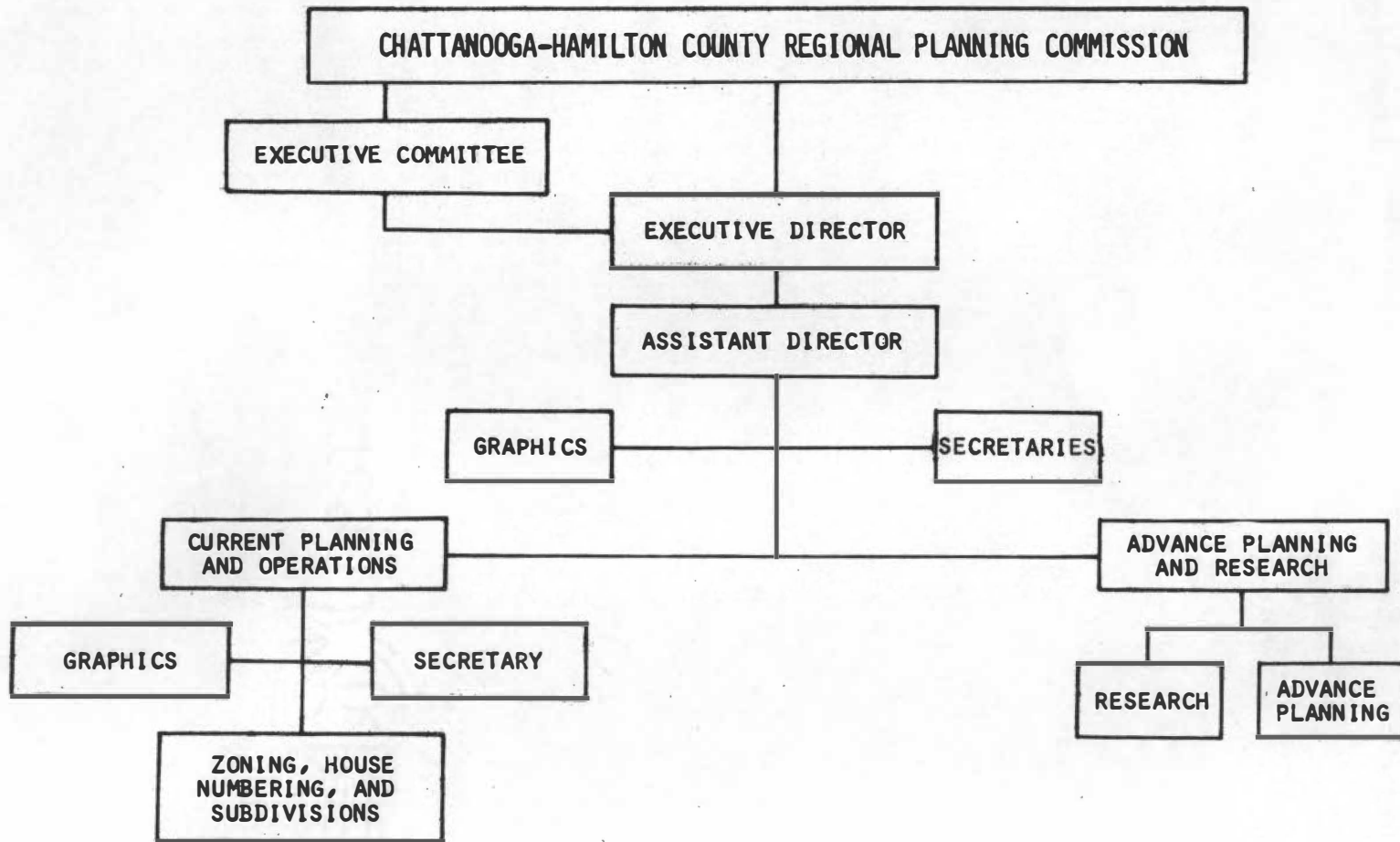


Figure 5. Organization chart, Chattanooga-Hamilton County Regional Planning Commission.

Source: Chattanooga-Hamilton County Regional Planning Commission office, Chattanooga.

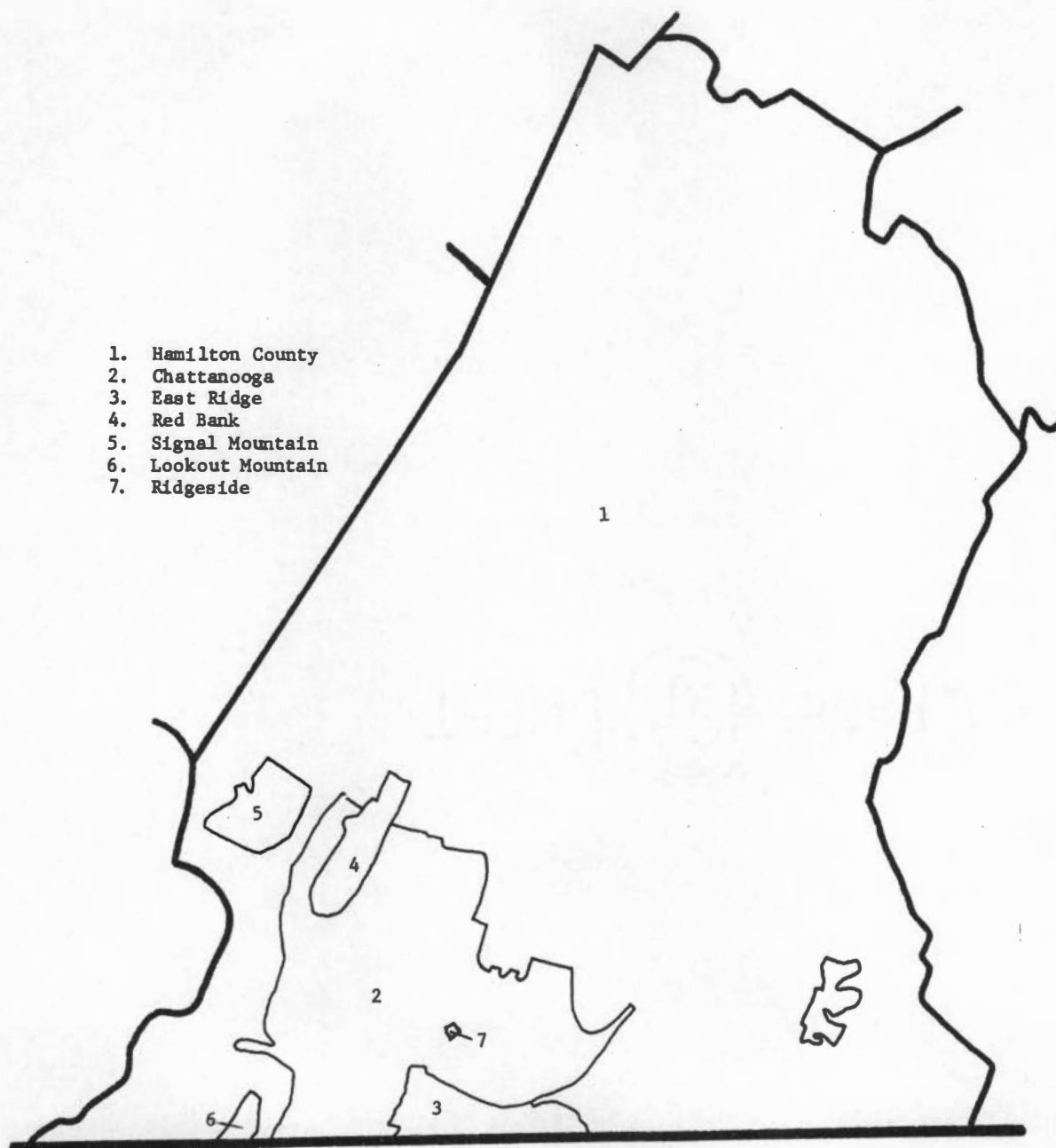


Figure 6. Chattanooga-Hamilton County Regional Planning Commission, planning area.

Source: Chattanooga-Hamilton County Regional Planning Commission, General Plan, 1985 (Chattanooga: Chattanooga-Hamilton County Regional Planning Commission, January, 1969), p. 13.

pay their part by allowing a portion of their share of a one cent sales tax to go to the county and Chattanooga. CHCRPC receives no direct federal funding at all.⁴ It did receive federal funds prior to the appearance of CARCOG. These funds now go to CARCOG.

Activities

The CHCRPC also has the normal planning functions of a planning agency as discussed in Chapter II. However its position as a county wide planning commission serving several governmental jurisdictions makes carrying out its planning functions very difficult. It must be remembered that a planning agency is an advisory body and does not have decision making powers. It is up to each individual jurisdiction's ruling body to decide whether to abide by the Commission's plans, advice, and recommendations. CHCRPC does have a general plan which is designed to serve as a policy statement for the county and its cities' future development. However, it is each individual city's prerogative to act independently of the plan and its recommendations.

CHCRPC advises the local communities in the administration of their zoning ordinances, except for Signal Mountain which has its own planning commission. However, there is no comprehensive zoning ordinance, and there is very little coordination among the ordinances.⁵ The local governments also have the power to overrule Planning Commission

⁴Statement by Robert P. Shepard, Senior Planner, Chattanooga-Hamilton County Regional Planning Commission, personal interview, October 1, 1970.

⁵Ibid.

recommendations. Applications for zoning changes are reviewed by the staff and are presented to monthly Planning Commission hearings. The hearings are for cases throughout the county and its municipalities. The Planning Commission gives its recommendations to the appropriate legislative body, on which the final decision rests. The local governments have the power to ignore the Planning Commission's recommendations which is quite often the case.⁶

The staff also administers subdivision regulations for the entire county. This is accomplished through plat (map) approval procedures. A developer has to submit a plat of the proposed design of his subdivision to the planning staff for approval. Before approval, the plat has to indicate that the proposal meets the required standards as set forth in the subdivision regulations. Most subdivisions are being located within the county outside of any municipalities, and their regulation is important for providing high standards of development.⁷

The Tennessee Code annotated requires that plans for each city's new streets, parks, and public buildings, and the like must be reviewed and approved by the local planning agency. However, again each legislative body has the power to overrule the Planning Commission's disapproval.⁸

What appears to have happened in Hamilton County, is that in truth CHCRPC serves mainly the City of Chattanooga and the county

⁶Ibid.

⁷Ibid.

⁸Chattanooga-Hamilton County Regional Planning Commission, General Plan 1985 (Chattanooga: Chattanooga-Hamilton County Regional Planning Commission, January, 1969), p. 59.

exclusive of the remaining municipalities. These municipalities rarely call on the Planning Commission for any matter other than zoning.⁹

This situation is reflected in the make-up of the Executive Committee of the Planning Commission, which consists of the County Judge, the mayor of Chattanooga, and the chairman of the Commission who may also be from the city of Chattanooga or the unincorporated part of the county. The planning staff is now in charge of preparing Chattanooga's capital improvements program (an important planning tool), but does this for no other jurisdiction.¹⁰ Very little advice is sought by the various jurisdictions. The planning staff does provide a body of knowledge and the findings of research, but it is rarely used by the smaller municipalities. As Mr. Bob Shepard put it, "the Chattanooga-Hamilton County Regional Planning Commission does things mostly on request, and the city and county make more requests."¹¹

THE CHCRPC's planning dilemma is further complicated by the presence of a variety of single and multi-purpose agencies within its planning jurisdiction. Some are federal-city financed, some federal-city-county financed, and ~~others~~ individually financed by either the city or county.

There are numerous examples of how these agencies fail to coordinate, thus causing duplication of efforts and wasted time, energy,

⁹ Shepard, interview, October 1, 1970.

¹⁰ Statement by Gordon L. Mellencamp, Federal Program Coordinator for the City of Chattanooga, personal interview, October 6, 1970.

¹¹ Shepard, interview, October 1, 1970.

and money. For example the Chattanooga Housing Authority and the Community Action Agency both operate in areas overlapping with the Model Cities Program. All three have to have some sort of citizen group participation, and each has its own separate citizen group. No attempt has been made to combine the citizen groups.¹²

Another example can be found in the fact that three agencies, the Model Cities Agency, Community Action Agency, and the Concentrated Employment Program are all planning day care centers for the city with little or no effort to coordinate their plans.¹³

The summer of 1970 saw the Chattanooga Housing Authority, Model Cities Administration, and the CHCRPC doing a land use study of the same area. The exact emphasis on the information needed varied somewhat, but it does appear that adjustments could have been made so that one agency could have done the study for all three.¹⁴

Many such examples exist in any area that has two or more agencies working in the same jurisdiction. In Chattanooga, the major part of coordination is done in communications between agency heads.¹⁵ However, as the examples may indicate, this is not strong enough to effectively establish detailed and long range coordination. As one interviewee

¹²Mellencamp, interview, October 6, 1970.

¹³Ibid.

¹⁴Statement by Eugene F. Kelley, Associate Planner, Chattanooga-Hamilton County Regional Planning Commission, personal interview, October 1, 1970.

¹⁵Shepard, interview, October 1, 1970.

put it, "sometimes its easier to go out and do it on our own, rather than to go through the motions of coordination."

The CHCRPC's coordinating function with other agencies goes through its Executive Director dealing directly with agency heads. Admittedly, the CHCRPC often finds out what other agencies are doing when they read about it in the newspaper.¹⁶ The nature of the lack of coordination may explain why the CHCRPC has not taken a stronger position in trying to coordinate these agencies. Generally the concerned agencies' physical plans fall within the guidelines established by the general plan. Many programs call for only small changes in land use. Agencies whose activities may involve changes in land use, such as the Chattanooga Housing Authority and the Model Cities Administration, do not conflict directly. That is, they do not plan different facilities for the same parcel.¹⁷ In this way they work together fairly well. However, just because their plans for land use do not conflict does not mean there is no duplications of efforts, and wasted time and money.

It is characteristic of individual agencies to jealously guard their autonomy. Attempts by a third party, such as CHCRPC, to coordinate their functions may only antagonize these agencies. The only tools that a local planning agency has to influence coordination are strictly advisory. It may provide a forum at which agency heads may gather to discuss coordination, or it may make plans for organizing a structure under which government can reorganize to provide needed coordination.

¹⁶ Ibid.

¹⁷ Ibid.

However, the local planning agency itself does not have the "teeth" by which it can insure coordination. Again, the "teeth" lie with elected officials, and it should be the role of the CHCRPC to influence these officials, either directly or through the public, to create some sound mechanism for coordinating these agencies.

IV. THE CHATTANOOGA AREA REGIONAL COUNCIL OF GOVERNMENTS (CARCOG)

Organization

At the invitation of the Mayor of Chattanooga, a group of representatives from local governments in Hamilton County (Tennessee) and Walker County (Georgia) met in August, 1966. Earlier federal legislation had made funds available for local economic development. Such funds could be obtained for the Chattanooga Standard Metropolitan Statistical Area (Hamilton and Walker Counties) by the formation of a council of governments and the commencement of area planning.¹⁸

CARCOG (Chattanooga Area Regional Council of Governments) was established in the Chattanooga metropolitan area as a public corporation in 1967.¹⁹ The main impetus behind its establishment was the provision of federal funds subsidizing a number of its functions. Its planning area and member governments are shown in Figure 7.

CARCOG's membership consists of the county governments of Hamilton County, Tennessee, and Dade, Walker, and Catosa Counties in Georgia,

¹⁸Donald L. Losman, and Jule S. Northrup, "Southeast Tennessee District," The Tennessee Planner, Vol. 29, No. 3 (Spring, 1970), p. 85.

¹⁹Chattanooga Area Regional Council of Governments, A Work Program for the Chattanooga Area Regional Council of Governments (Chattanooga: Chattanooga Area Regional Council of Governments, May, 1969), p. 1.

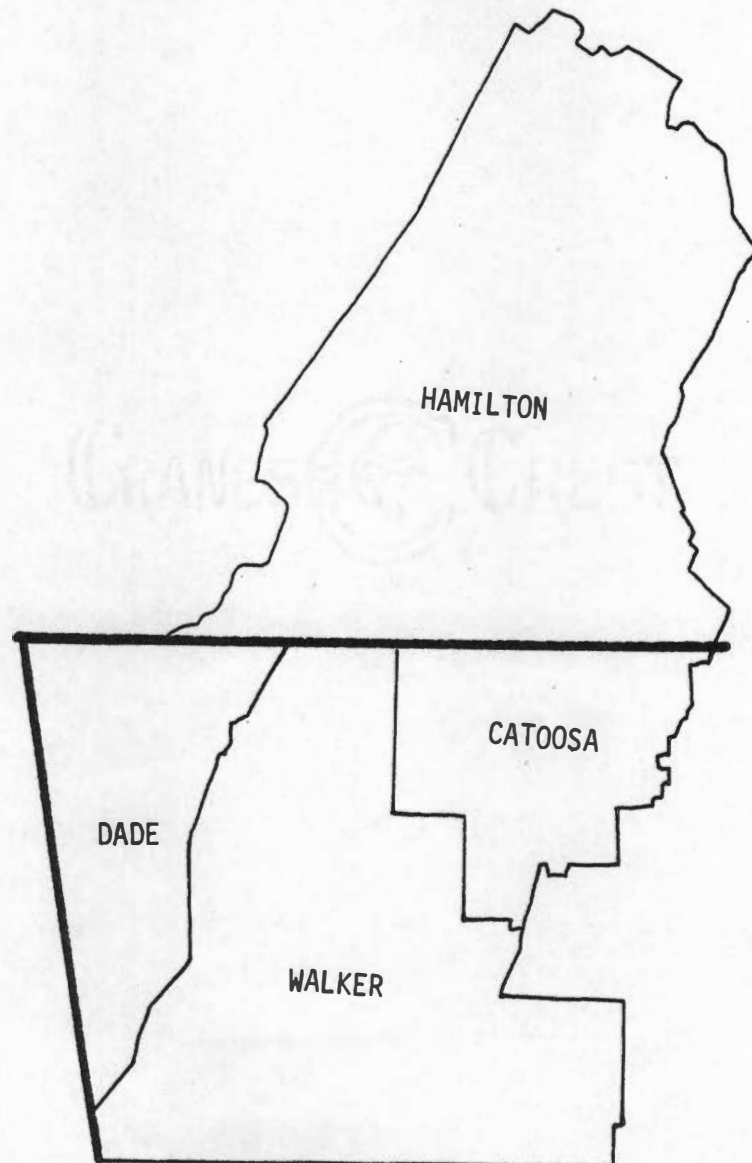


Figure 7. Chattanooga Area Regional Council of Governments, planning area.

and the incorporated municipalities within these counties.²⁰ At the present time, CARCOG serves 20 governmental units. Its membership consists of 96 local public officials, including the chief elective official and up to five legislative officials from each unit.

A 96 member body is too large to manage the day to day affairs of the Council, so a smaller body in the form of a Board of Directors has been established to manage the Council's affairs. The Board consists of 19 members, who are the chief executives of the active member governments. Below the Board of Directors is an Executive Committee that is empowered to conduct the business of the Board. This Committee meets in the interim between monthly Board meetings and has the power to execute contracts subject to the approval and ratification of the Board.²¹ The Executive Committee consists of the chief elective official from each of the member counties and the President of the Council. If the person elected as President happens to already be a county chief executive, then his position is filled by the first Vice President so that there are always five members on the executive committee.²²

CARCOG has an Executive Director who serves as its administrative manager (consistent with the duties of COG Executive Directors as described in Chapter II). The staff organization of CARCOG cannot be

²⁰ Chattanooga Area Regional Council of Governments, Regional Plan 1990 (Chattanooga: Chattanooga Area Regional Council of Governments, June, 1970), p. 1.

²¹ Chattanooga Area Regional Council of Governments, By-Laws (Chattanooga: Chattanooga Area Regional Council of Governments, 1970).

²² Ibid.

understood independently of the staff serving the Southeast Tennessee Development District or the Georgia-Tennessee Regional Health Commission. The Executive Director of CARCOG also serves as Executive Director for the Development District and both are administratively organized as one staff. The Health Commission has its own Executive Director but it formally and informally shares staffing, equipment, and facilities with CARCOG and the Development District. A careful examination of Figure 8 will help explain this relationship. The CARCOG-SETDD administrative staff is small and to date has just one professional planner, whose function it is to insure that their plans are regionally oriented, not just local. The actual planning studies are done through contracts with various consultants, private and governmental.

The use of local chief executives on the Board and Executive Committee gives CARCOG a particularly strong foundation on which to effectuate metropolitan wide planning. The Board identifies areawide problems that it is seeking solutions for, and looks to the CARCOG staff for a solution.²³

Financing

To date CARCOG has been funded through three sources--two federal and one local. HUD provides matching funds (two-thirds federal; one-third local) for their administrative and planning activities. HEW is currently providing matching funds (50 percent) for a three county solid waste disposal study. The third source of funds comes from the local

²³Statement by Charles Mann, Economist and Director of Research for Chattanooga Area Regional Council of Governments-Southeast Tennessee Development District, personal interview, October 8, 1970.

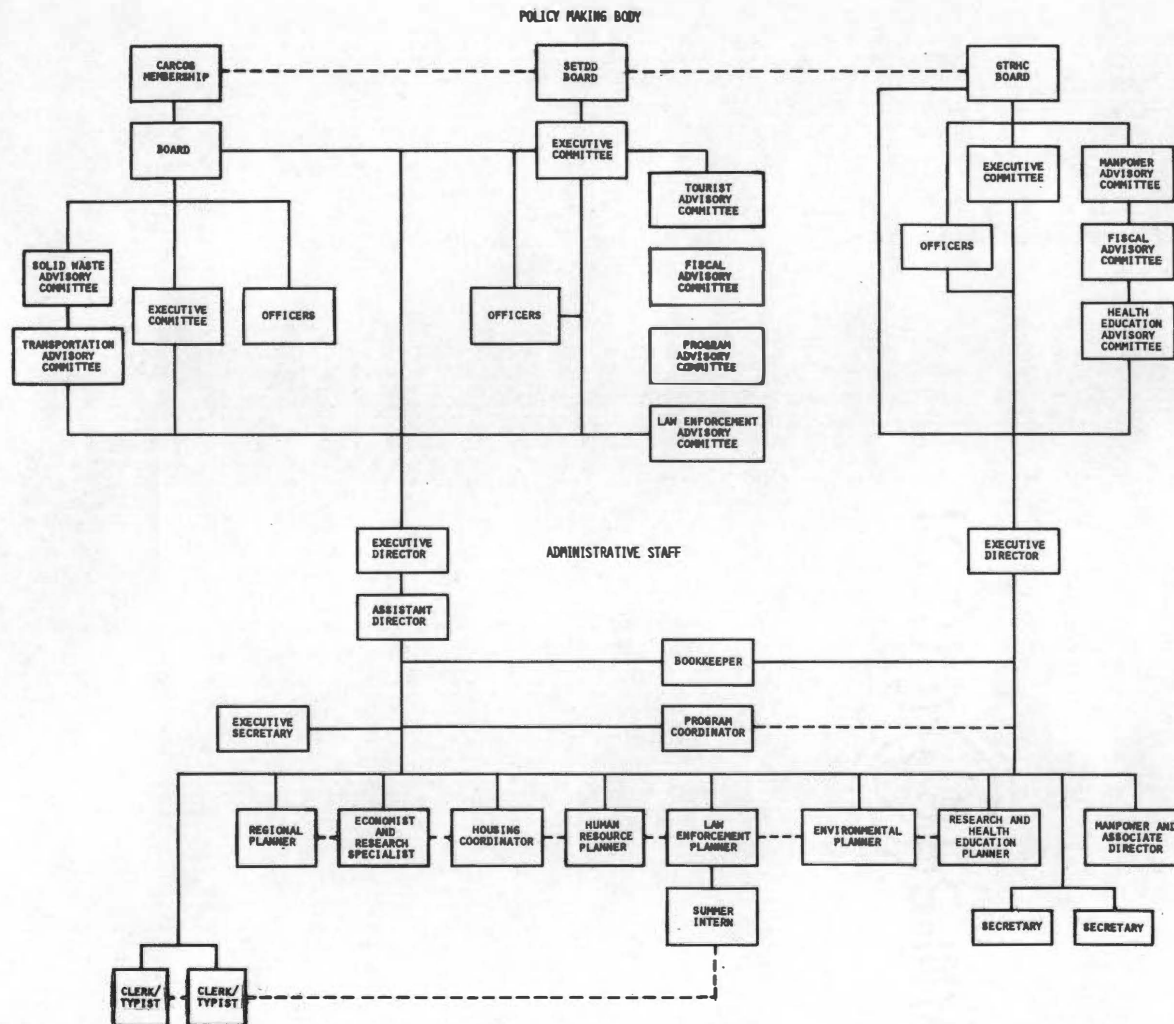


Figure 8. Organization chart, Chattanooga Area Regional Council of Governments, Southeast Tennessee Development District, and Georgia-Tennessee Regional Health Commission.

Source: Georgia-Tennessee Regional Health Commission office, Chattanooga.

governments who have to "put up" their share to match the federal funds.²⁴
 The local share is based on each member governments percentage of the total population.²⁵

Activities

CARCOG's stated functions are: "(1) to foster cooperation and coordination among member governments and the council, and (2) to seek ways to aid the local governments in the solution of their regionwide problems."²⁶ CARCOG will not plan for projects that are not regional in nature. For instance, it will not plan solid waste disposal system for one community. However, it will and is not in the process of planning a solid waste disposal system for the region.²⁷ In this sense, CARCOG acts much like a metropolitan federalism in which a layer of government approaches regional problems and the remaining levels approach their own individual problems. This similarity is strengthened when one takes into consideration that broad enabling legislation concerning intergovernmental cooperation allows individual governments to contract with CARCOG to provide governmental services.²⁸

²⁴ Chattanooga Area Regional Council of Governments, Draft, Regional Coordination Discussion and Revised Work Program for the Chattanooga Area Regional Council of Governments (Chattanooga: Chattanooga Area Regional Council of Governments, June, 1970), p. 8.

²⁵ Statement by Charles Mann, telephone interview, November 13, 1970.

²⁶ Chattanooga Area Regional Council of Governments, Regional Plan 1990, p. ix.

²⁷ Mann, interview, October 8, 1970.

²⁸ Tennessee Code Annotated, Section 12-808.

CARCOG divides its activities into three main categories. They are: (1) physical planning, (2) intergovernmental coordination, and (3) administrative planning.²⁹

As a planning agency, CARCOG does have a regional plan for its four county area. Its physical planning activities also consists of a number of studies which examines a problem area, identifies the problem, and offers solutions. For instance, CARCOG has recently completed a solid waste disposal study. It is now in the review stage where the Board is evaluating the study and its alternative solutions. From this study a comprehensive solid waste disposal plan can be developed for the entire region.³⁰

What gives CARCOG a strong planning position is that its member governments can contract with CARCOG to implement programs, like the solid waste disposal plan. This is CARCOG's general approach to planning--to plan for the region and then to organize a series of single purpose agencies under the CARCOG Executive Director. Under this type of arrangement, CARCOG could establish any number of region wide agencies dealing with such problems as solid waste disposal, water and sewer systems, transportation, or any problem that the member governments would care to unite in solving.

²⁹Chattanooga Area Regional Council of Governments, A Work Program, p. 6.

³⁰Mann, interview, October 8, 1970.

This authority comes from the Tennessee's Interlocal Cooperation Act that provides that public agencies may contract with other public agencies to perform

. . . any governmental service, activity, or undertaking that each public agency entering into the contract is authorized to perform, provided that such contract shall be authorized by the governing body of each party to the contract.³¹

It appears to be clear that the law provides authority for cooperating units of government to enter into contracts for the provision of urban services such as police, fire, sewer, and health, all of which could be provided by contract with the COG and operated on a regional basis.³²

Georgia has similar enabling legislation which eases any legal problem of interstate intergovernmental agreements. So far, there has been no legal problem surrounding the bi-state nature of CARCOG.³³

CARCOG's activities in intergovernmental coordination has been recently formalized, as it has been selected as the metropolitan clearinghouse agency for coordinating various federal programs in the metropolitan area (as discussed in Chapter II). CARCOG does not see itself as a stern taskmaster agency standing over agencies such as Model Cities and the Chattanooga Housing Authority, closely supervising their activities and threatening to have their programs cancelled if they do

³¹Tennessee Code Annotated, Section 12-808.

³²Ward, loc. cit.

³³Statement by Ronald P. Saylor, Associate Director of Chattanooga Area Regional Council of Governments and Southeast Tennessee Development District, personal interview, March 26, 1970.

not coordinate. Rather it sees its role as trying to influence their plans with input on a staff to staff basis, much as the previously described role of the CHCRPC.³⁴ CARCOG realizes that its role as a clearinghouse has not matured as of yet, mainly because of its small staff and its major emphasis on solving region wide physical development problems.³⁵

CARCOG's major strength as a clearinghouse agency comes when a specialized agency such as the Health Commission can serve as its review arm. For instance, the Health Commission has the manpower, expertise, and interest to review any program concerning public health in the region. It conducts this review thus giving CARCOG a strong system of review in the area of public health.³⁶

OEO provides a staff member (pays his salary) for CARCOG whose function is to coordinate all OEO programs in the area. He helps assure that OEO programs have planning input from CARCOG.³⁷

CARCOG's intergovernmental cooperation function also consists of providing ways in which local governments may cooperate in providing services. For instance CARCOG might recommend that the local governments

³⁴Statement by Charles C. Thrailkill, Executive Director of Chattanooga Area Regional Council of Governments and Southeast Tennessee Development District, personal interview, October 30, 1970.

³⁵Statement by Charles Mann, personal interview, October 30, 1970.

³⁶Statement by Bill Meadows, Associate Director of the Georgia-Tennessee Regional Health Commission, Chattanooga, Tennessee, personal interview, October 20, 1970.

³⁷Mann, interview, October 30, 1970.

formulate mutual fire protection agreements acceptable to the Southeastern Fire Underwriters Association. Such an agreement could improve fire protection in the area and reduce fire insurance rates at the same time.³⁸

Other means of intergovernmental cooperation are being considered by CARCOG including (1) the provision of an intergovernmental purchasing program, (2) the establishment of a Capital Improvements Advisory Service for the local governments, (3) public administration training programs, and (4) the establishment of a regional information center.³⁹

The administrative planning activities of CARCOG pertain mostly to its internal affairs, such as management policies, staffing, budgeting, and membership expansion. This activity also includes identifying how CARCOG is to relate with other planning agencies in the area.⁴⁰

V. THE SOUTHEAST TENNESSEE DEVELOPMENT DISTRICT (SETDD)

Organization

SETDD was established in April, 1969, to serve an area contiguous with the boundaries recommended by the Tennessee State Planning

³⁸Chattanooga Area Regional Council of Governments, A Work Program, p. 30.

³⁹Chattanooga Area Regional Council of Governments, Regional Plan 1990, pp. 85-87.

⁴⁰Chattanooga Area Regional Council of Governments, A Work Program, pp. 34-41.

Commission.⁴¹ SETDD is one of eight proposed planning regions delineated by TSPC.

Tennessee development districts are initially organized in the following way: TSPC polls all county judges and mayors in the proposed development district. If three-fourths of the county judges and three-fourths of the mayors vote for its organization, it is then officially designated as a development district. Organizational meetings are held to approve district by-laws and to elect district officials.⁴²

As of now, SETDD formally serves 10 counties and their municipalities. See Figure 9 for an illustration of the SETDD planning area. SETDD actually plans for the three Georgia counties in CARCOG by informal agreement.⁴³ CARCOG and SETDD are now in the process of formalizing the Georgia Counties' membership in SETDD.⁴⁴

SETDD's governing body (the Board) consists of one representative from each county appointed by the county chief executive; one

⁴¹Losman and Northrup, op. cit., p. 85.

⁴²In 1967, Governor Ellington created the Office of Urban and Federal Affairs which is located in the Governor's Executive Office. This Office assists in development district organizational meetings. Among the personnel in this office are: The Appalachian Development Staff (ARC oriented), the Economic Development staff (EDA oriented), the state office of Economic Opportunity, the Highway Safety staff, and the Model Cities and Urban Affairs Coordinator. OUFA has two major responsibilities: (1) to maintain liason between federal grant-in-aid programs and the state, and (2) to provide technical assistance and guidance to local governments that are seeking to participate in federal and state grant programs. Lowell D. Richards, A Guide for Organizing Development Districts Under Tennessee Enabling Legislation (2nd ed.; Nashville: Office of Urban and Federal Affairs, July, 1970), p. 72.

⁴³Southeast Tennessee Development District, Overall Economic Development Program (Chattanooga: Southeast Tennessee Development District, April 15, 1970), p. 3.

⁴⁴Mann, interview, October 30, 1970.

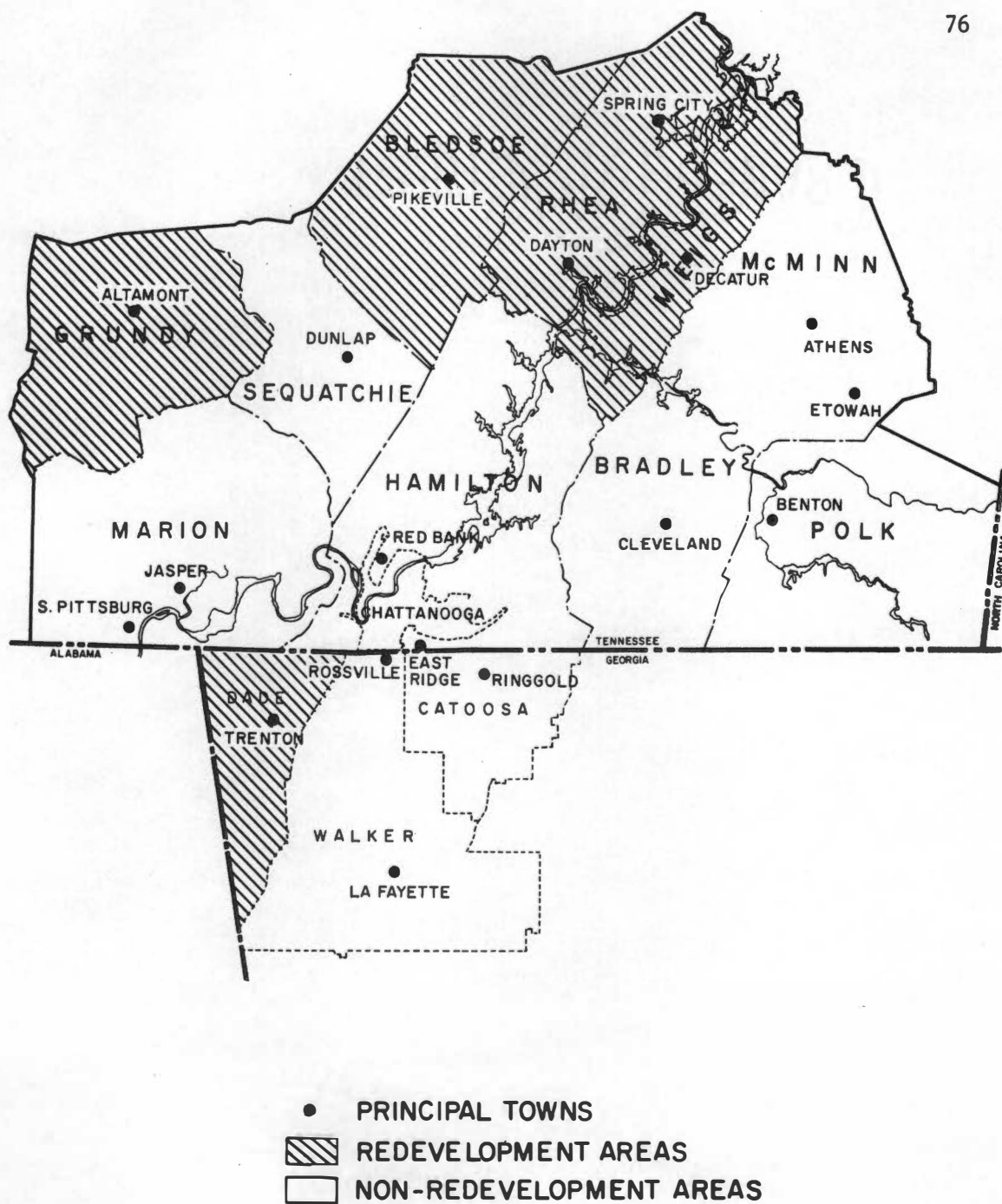


Figure 9. Southeast Tennessee Development District, planning area.

Source: Southeast Tennessee Development District, Overall Economic Development Program (Chattanooga: Southeast Tennessee Development District, April 15, 1970), p. 13.

representative from a local agency in each county that deals with industrial development or promotion, also appointed by the county chief executive; and one member from each municipality within the district, appointed by the mayor.⁴⁵ In most every case, the county chief executives and city mayors themselves serve on the Board.

The activities of the Board are carried on by its Executive Committee. The Executive Committee consists of the three Board officers--one member from each county; and two members at large who represent low income and minority groups.⁴⁶

As indicated earlier, SETDD and CARCOG share the same staff. Refer to Figure 8, page 69, for the staff organization.

Financing

As an EDA designated Economic Development District, SETDD and its constituent local governments are eligible for various types of funds. Growth centers in SETDD (there are four) are eligible for 50 percent public work grants and EDA business loans. EDA designated depressed counties are eligible for a 10 percent bonus in public work grants. SETDD is also eligible for three-fourths federal, one-fourth local, planning and administration grants from EDA.⁴⁷ To date SETDD has not

⁴⁵ Southeast Tennessee Development District, By-Laws (Chattanooga: Southeast Tennessee Development District, 1970).

⁴⁶ Southeast Tennessee Development District, Overall Economic Development Program, p. 4.

⁴⁷ Beehan, op. cit., p. 66.

been funded by EDA. However, SETDD is expecting funds from EDA in the very near future.⁴⁸

As an ARC Local Development District, SETDD is eligible for three-fourths federal and one-fourth local planning administration grants.⁴⁹

HUD makes Development Districts that contain large cities (SMSA--50,000 or more) eligible for two-thirds federal, one-third local, metropolitan planning grants. However, as an EDA Economic Development District or ARC Local Development District, SETDD becomes eligible for a grant ratio of three-fourths, one-fourth.⁵⁰

SETDD is also receiving law enforcement planning grants which have a grant ratio of 90 percent federal and 10 percent local.⁵¹

Tennessee, through the Office of Urban and Federal Affairs, provides SETDD and the other state delineated development districts with up to \$25,000 in state matching funds on a one to one basis. In other words, the state pays half of the local share of federal grants-in-aid.⁵²

Example:

\$10,000 = raised by local governments
10,000 = matched by the State of Tennessee
20,000 = Local matching money (one-fourth)

⁴⁸Mann, interview October 30, 1970.

⁴⁹Beehan, op. cit., p. 67.

⁵⁰Ibid.

⁵¹Ibid.

⁵²Ibid., p. 66.

60,000 = Federal planning money (three-fourths)

80,000 = Total staff budget.⁵³

The local share is provided by finding out what matching funds are needed and then dividing it up on a per capita basis. An assessment of three cents per capita was adopted for funding the local share of the budget.⁵⁴

Each county in the District may be assessed annual dues up to 10 cents per capita, "One half may be contributed by the incorporated cities or other private or public bodies"⁵⁵

Activities

Basically the planning process espoused by SETDD consists of (1) the assessment of the needs and resources of the area, (2) the formulation of objectives and policies for long range development, and (3) the preparation of plans and programs by which to accomplish its objectives.⁵⁶ To date, the young SETDD is in the initial stage of this planning process, having just completed its OEDP's first stage which is an examination of the socio-economic characteristics of the region. The second stage will get more into goal formulation and the preparation of plans and programs.⁵⁷

⁵³Ibid.

⁵⁴Southeast Tennessee Development District, Overall Economic Development Program, p. 5.

⁵⁵Ibid.

⁵⁶Ibid., p. xi.

⁵⁷Ibid.

The first stage of the OEDP (Overall Economic Development Program) does identify certain problem areas in which it has enumerated certain goals. The first problem area centers around employment expansion. The OEDP mentions such goals as the promotion of new and diversified industries, the support of job training programs within industry, and the promotion of new tourist industries.⁵⁸

The second problem area concerns human resources development. These goals center around improving human "raw material" in terms of health, education, and motivation, by improving educational and medical facilities.⁵⁹

The third problem area concerns environmental improvement. These goals center around natural resource improvement, the development of adequate sewer, water, and solid waste disposal systems, improving fire and police protection, improving transportation facilities, and securing adequate housing for all.⁶⁰

SETDD's present development strategy includes various aspects, most of which are project oriented. Numerous projects concerning water, sewage and waste disposal, health, education, law enforcement, housing, recreation, and the like are currently underway in the District.⁶¹ It is the aim of SETDD to bring these projects under one planning "umbrella" and to fill the void where these projects fail to meet a need by proposing new projects.⁶²

⁵⁸Ibid., p. 242.

⁵⁹Ibid.

⁶⁰Ibid., p. 243.

⁶¹Ibid., pp. A37-A42.

⁶²Mann, interview, October 20, 1970.

Bringing these projects under one planning "umbrella" includes:

- (1) the encouragement of intergovernmental and interagency cooperation,
- (2) the provision of technical and other needed assistance to local groups and agencies concerned with projects consistent with District goals,
- (3) supplying information to the District concerning the availability and how to apply for loans and grants, and (4) the review of all District applications for federal loans and grants.⁶³ (SETDD is the regional clearinghouse under BOB Circular A95).

SETDD does not have the power to implement programs as does CARCOG. It cannot establish single purpose agencies as described in the CARCOG portion of this chapter. "The Development District Act of 1965, Chapter 14, Section 13-1407, paragraph (f), specifically prohibits the SETDD from engaging in construction projects."⁶⁴

To get around this roadblock, SETDD can recommend the establishment of a separate public corporation. The local governments could contract with this body to carry out programs, instead of SETDD. Such an agency would be completely autonomous.⁶⁵

VI. OTHER AGENCIES

The case study situation would not be complete without the addition of other important agencies operating within the study area. The

⁶³ Southeast Tennessee Development District, Overall Economic Development District, p. 244.

⁶⁴ Chattanooga Area Regional Council of Governments, Draft, Regional Coordination Discussion, p. 21.

⁶⁵ Mann, interview, October 20, 1970.

time factor limits a detailed discussion to only the three previously discussed agencies. However, to get a true picture of the planning situation within the study area, these other agencies need to be mentioned.

Georgia-Tennessee Regional Health Commission

ARC has designated the Health Commission as the comprehensive health planning agency for six counties, Hamilton, Marion, and Sequatchie Counties in Tennessee and Walker, Catoosa, and Dade Counties in Georgia. Its planning area includes all of CARCOG and two of the SETDD counties. It is now in the process of having its planning area expanded to include all of the SETDD counties.⁶⁶

The Health Commission is an incorporated entity of its own and has its own staff. It functions as a SETDD Committee and serves as the health planning agency for CARCOG and SETDD, and serves as the A95 Clearinghouse for any program that concerns any health matter.⁶⁷ The Health Commission is federally funded through the state from ARC and HEW. These funds can be channeled through SETDD.⁶⁸ Its administrative costs are funded by ARC on a three-fourths federal, one-fourth local, matching grant basis.

An interesting point to be made concerning the Health Commission is that it has the power to plan and operate health facilities in the

⁶⁶Meadows, interview, October 20, 1970.

⁶⁷Ibid.

⁶⁸Losman and Northrup, op. cit., p. 88.

area independently of CARCOG and SETDD. This situation could arise: CARCOG-SETDD has just recently completed a solid waste disposal study. The Health Commission is not obligated to accept the recommendation of CARCOG-SETDD concerning the establishment of a region wide solid waste disposal system. With its power to plan and operate health facilities in the area, the Health Commission can plan and establish a system independently of the plans of CARCOG-SETDD.⁶⁹

The Health Commission, as of yet, has not begun any direct operations, but the power to do so is still there. To date CARCOG, SETDD, and the Health Commission work very closely together, and, as mentioned, the Health Commission serves as the SETDD-CARCOG health planner.⁷⁰ However, the political tools are present to cause real conflict in the future.

Tennessee State Planning Commission (TSPC)

TSPC has a Local Planning Division which is made up of eight offices. The Southeast Tennessee Office consists of 15 counties in which the 10 SETDD counties are located. The function of each office is to provide planning assistance and advice for local communities who do not have their own planning staffs.⁷¹

⁶⁹Bill Meadows, interview, October 20, 1970.

⁷⁰Ibid.

⁷¹Statement by George Siler, Principal Planner with Tennessee State Planning Commission's Southeast Office, Chattanooga, Tennessee, personal interview, October 1, 1970.

The planning activities of the Southeast office fall within five general categories:

- (1) Comprehensive planning, such as land use and transportation plans;
- (2) Regulations, such as zoning ordinances and subdivision provisions;
- (3) Special studies, such as industrial site surveys, central business district studies, and sewer and water studies;
- (4) Assistance to local groups and individuals in filing applications for financial aid; and
- (5) Coordination with other regional planning programs.⁷²

Tennessee Valley Authority (TVA)

Most of TVA's planning activities in the study area are with its "Townlift" program. This program consists of intermediate range planning for restoring city downtown areas. TVA personnel operate within the existing governmental and planning framework and work very closely with the TSPC local planning assistance program, and with private groups and individuals.⁷³

Coosa Valley Area Planning and Development Commission (CVAPDC)

CVAPDC is one of 16 such planning regions established by the state of Georgia. Three of its northernmost counties, Walker, Catoosa, and Dade are in CARCOG.

Its objectives are much akin to those of SETDD. However, Georgia provides a program of local planning assistance through CVAPDC and the

⁷² Losman and Northrup, op. cit., p. 93.

⁷³ Statement by A. J. Gray, Chief of Regional Studies, Tennessee Valley Authority, Knoxville, Tennessee, personal interview, October 29, 1970.

other Georgia planning regions. Its objectives center around the total development of economic, human, and natural resources in the area.⁷⁴

Membership is voluntary and consists of the counties and municipalities in the area.⁷⁵ It does not alter the local governmental structure and has a strictly advisory capacity.

Financing is from federal, state, and local sources. It qualifies for HUD, ARC, and EDA planning funds just as SETDD does.⁷⁶

Cooperative Area Manpower Planning System (CAMPS)

The federal government is well aware of the lack of interagency cooperation at all levels of government. CAMPS is an attempt to provide coordinating committees, operating at all levels of government to provide continuous liason among various federally assisted agencies.⁷⁷

CAMPS has conceived to bring about the coordination of manpower and related programs sponsored by the Departments of Labor, Commerce, Agriculture, Interior, HEW, HUD, and OEO.⁷⁸

⁷⁴ Georgia Department of Industry and Trade, Area Planning and Development in Georgia, Progress Report (Atlanta: Georgia Department of Industry and Trade, January 1, 1965), p. 3.

⁷⁵ Ibid., p. 6.

⁷⁶ Ibid.

⁷⁷ Statement by Denny Brown, Coordinator with the Southeast (Chattanooga) Cooperative Area Manpower Planning System, personal interview, October 2, 1970.

⁷⁸ Department of Health, Education, and Welfare, Department of Commerce, Department of Housing and Urban Development, Department of Labor, Office of Economic Opportunity, "Interagency Cooperative Issuance Number 1" (Washington, D. C.: U. S. Government Printing Office, March 3, 1967), n. p. (Mimeographed Letter.) Manpower programs refer to the general area of helping, training, and hiring the disadvantaged. However, CAMPS membership is not strictly limited

There are coordinating committees at all levels of government including national, regional, state, area, and local coordinating committees. See Figure 10 for Tennessee's CAMPS organizational chart.

The Southeast (Chattanooga) Area Manpower Coordinating Committee serves the same area as SETDD. The current chairman of the Southeast Committee is also the CARCOG-SETDD Executive Director. The Chattanooga sub-committee is actually a full committee that serves the City of Chattanooga.⁷⁹

The Committees schedule meetings at least once a month. Basically a committee provides a forum for which agencies can come together in an attempt to coordinate their activities, the purpose being to eliminate "duplication and gaps in the totality of services offered."⁸⁰

Technical Assistance Center (TAC)

TAC is administratively located within The University of Tennessee and is part of a technical assistance program sponsored by EDA. Its responsibility is to provide needed technical studies and advice, relating to economic development, and can respond to requests from governments, private organizations, and the individual entrepreneur.⁸¹

to manpower types of agencies. CAMPS makes it a point to include any agency that has significant impact on manpower programs, thus explaining membership of agencies sponsored by HUD and EDA. Its membership qualifications are so broad that almost any federally sponsored agency may belong.

⁷⁹Brown, interview, October 2, 1970.

⁸⁰Department of Health, Education, and Welfare, et al., op. cit., p. 2.

⁸¹Statement by Walter Lambert, Director of the Technical Assistance Center, Knoxville, Tennessee, personal interview, November 13, 1970.

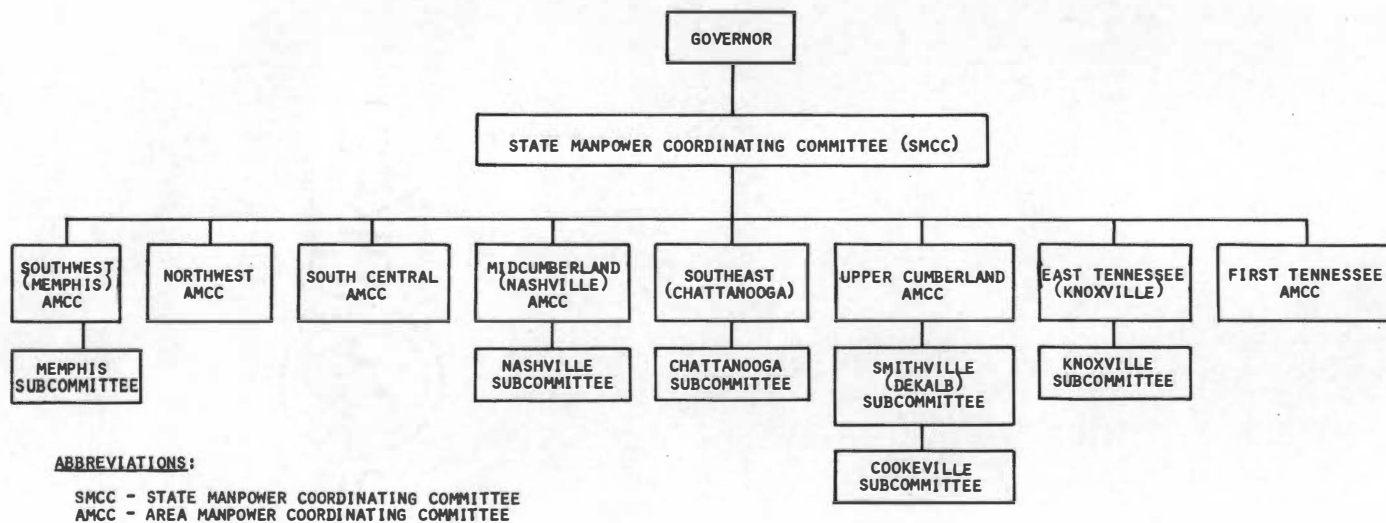


Figure 10. Organization chart, Tennessee Cooperative Area Manpower Planning System (CAMPS).

Source: Chattanooga Area Manpower Planning System Committee office, Chattanooga.

TAC has a small staff (three members) whose duties are to identify and define problems. They then go to departments within The University of Tennessee and draw upon their expertise. TAC will conduct any study relating to economic development. CARCOG-SETDD does intend to use the services of TAC.⁸²

The TAC Director, Mr. Walter Lambert, feels that TAC is designed to compliment other planning agency functions rather than to compete. He feels that TAC can provide a valuable layer of expertise that these agencies can draw upon, and he states that his agency is going to fit very well with the existing agencies.⁸³

Municipal Technical Advisory Service (MTAS)

MTAS was established in 1949 as a unit of The University of Tennessee's Division of University Extension.⁸⁴ It is tied closely to the Tennessee Municipal League which was influential in getting it established by the state. By law it serves only city governments, not counties.⁸⁵

MTAS serves cities on request, and provides cities with staff assistance in their local problem solving efforts. Its staff includes members qualified in backgrounds such as accounting, finance, law, engineering, and government.

⁸²Ibid.

⁸³Ibid.

⁸⁴Municipal Technical Advisory Service, Technical Assistance for Tennessee Cities (Knoxville: Municipal Technical Advisory Service, March, 1970), n. p.

⁸⁵Statement by Victor Hobday, Executive Director of Municipal Technical Advisory Service, Knoxville, Tennessee, personal interview, November 18, 1970.

MTAS does not have a planning function as such. However, some of its requests for assistance do fall within planning areas of responsibility; i.e., MTAS might be called on to provide assistance with a city's annexation study. Its Executive Director, Mr. Victor Hobday, sees the MTAS relationship with planning in this way: "MTAS is concerned with solving immediate problems, and planners are more concerned with eliminating future problems."⁸⁶ Basically, he feels that MTAS is shorter ranged and more technical than is planning.

Sequatchie Valley Planning and Development Agency

This agency was originally a TVA Tributary organization until 1968 when it was established as a planning and development agency through a private act of the Tennessee legislature.⁸⁷ It consists of Sequatchie, Marion, and Bledsoe Counties and the municipalities within the counties.

The agency has limited financial sources (primarily local) at the present time. However, its Executive Director expressed hopes of being funded in much the same way SETDD is. He expressed hopes of receiving ARC planning administration funds and matching funds from the state.⁸⁸

⁸⁶Ibid.

⁸⁷Statement by James Meadows, Industrial Director. Sequatchie Valley Planning and Development Agency, Dunlap, Tennessee, personal interview, December 9, 1970.

⁸⁸Ibid.

Although this agency has a very small staff, it hopes to increase its size as more funds become available. Its function is centered around locating industry in the three counties, however, its Executive Director does have visions of the agency becoming a "mini-district" with all the functions of the large state Development Districts.⁸⁹

A Proposed Five County Council of Governments

The Cleveland Associated Industries, an association of manufacturers in Cleveland, Tennessee, is currently involved in trying to establish a Council of Governments for Bradley, Cleveland, Meigs, McMinn, and Polk Counties. Mr. Carl Dalton, Managing Director of Cleveland Associated Industries, does not see this proposed agency as being a council of governments in the sense described earlier. He sees it as being more of an "Alliance for Progress"--a communication device that can supply needed technical information to local officials in aiding them to make proper decisions concerning development matters.⁹⁰ It would also serve as a way for local governments to come together in a forum to discuss common problems. Mr. Dalton stated that this agency would be highly informal and would not try to replace or duplicate SETDD's functions. He feels this informal council would work closely

⁸⁹Ibid. How much this agency will be funded will depend greatly on the Office of Urban and Federal Affairs. This office may not have visions of the Sequatchie Valley Planning and Development Agency becoming a "mini-district."

⁹⁰Statement made by Carl Dalton, Managing Director, Cleveland Associated Industries, telephone interview, December 9, 1970.

with SETDD and TSPC's local planning office (SETO). He does not propose to have a planning staff for the council.⁹¹

⁹¹Ibid.

CHAPTER IV

HOW THE AGENCIES RELATE

I. INTRODUCTION

In summarizing the planning environment in the study area, we find that there are several large scale governmental planning agencies in the area, each "doing its own thing." The CHCRPC serves the traditional local planning agency role for Chattanooga and Hamilton County. Imposed over this planning structure is CARCOG, a four county council of Governments which has, through federal initiative, taken on the role of a metropolitan area comprehensive planning agency. Over this a larger planning structure, SETDD, is placed, a federal, state, and local sponsored planning agency which also has a comprehensive planning function. Intermingled with these are various other planning structures, including TVA, CVAPDC, GTRHC, and TAC. The purpose of this chapter is to see how these agencies do or do not relate.

II. HOW THEY ARE DESIGNED TO RELATE

In theory these agencies go to great lengths to prevent their activities from duplicating. For example, in the State of Tennessee's suggested By-Laws for development districts, one of the development district objectives is "to aid in the planning and implementation of a comprehensive program of development for the District which supplements

and coordinates, but does not duplicate, the programs of member units"¹
(underlining supplied).

The SETDD By-Laws also states that one of its Executive Committee powers is "To cooperate and coordinate its activities with local and state planning agencies and with Federal agencies responsible for planning in developing and implementing plans for development."²

SETDD's By-Laws also state that "The Board is to have no authority that would supplant or in any way interfere with or supercede the planning and development authority granted cities and counties under other applicable state statutes"³ (underlining supplied).

The Executive Director of SETDD, in its By-Laws, is specifically charged with the responsibility of "developing methods and procedures for accomplishing these and the other purposes, powers, and limitations."⁴

Both CARCOG and SETDD serve as BOB A-95 review agencies whose responsibility it is to review federal-grant-in-aid applications to insure program coordination with state, regional, and local planning efforts.

¹Richards, op. cit., p. 23. It happens that SETDD By-Laws almost word for word match the suggested by-laws except for leaving out the words "which supplements and coordinates, but does not duplicate" One may wonder whether this omission was intended or not.

²Southeast Tennessee Development District, By-Laws, n. p.

³Ibid.

⁴Ibid.

CARCOG's and SETDD's applications for 701 grants must have a description of coordination arrangements with planning studies and activities carried on by other organizations.

In all cases, coordination shall consist of

1. Compatible data and information systems.
2. Procedures for referral and review of plans and reports.
3. Common policies and objectives for metropolitan development.

In addition, other adequate coordination arrangements appropriate to the work programs shall be made.⁵

CHCRPC has a responsibility to "cooperate with the planning, legislative or executive authorities of neighboring states, regions, counties or municipalities for the purpose of promoting coordination between the development of the region and adjoining or neighboring territory."⁶

There are two CAMPS Committees in the area whose sole purpose it is to provide a framework for coordination among agencies operating in the area. Many of the Committee members serve on both Committees.

As one can see, theoretically these agencies are designed to work together, never duplicating or replacing each others' functions. The remaining portion of this chapter will look beyond this facade of words and try to see how these agencies really relate.

⁵Housing and Home Finance Agency, op. cit., pp. 62-63.

⁶Tennessee Code Annotated, Section 13-203.

This was done in a case study type of approach by interviewing various agencies' personnel in an attempt to see how each agency sees itself in relation to other agencies.

CARCOG and SETDD Unite

An interesting development in Tennessee's regional districting program "has been the merger of Local Development Districts (ARC), Economic Development Districts (EDA), Metropolitan Councils of Government (HUD), and non-Metropolitan Planning Districts (HUD) with uniform boundaries."⁷ In the study area CARCOG and SETDD share the same staff. They are now in the process of giving the CARCOG and SETDD a uniform 13 county boundary. Even though their boundaries are the same, they will continue to retain their individual corporate designations in order to retain their multiple funding status.

Actually it is unrealistic to consider CARCOG and SETDD independently of one another. They currently share the same functions for different planning areas. When they merge they will have the same functions for the same area under one staff. The reasons for keeping their separate legal identities are (1) to keep their multiple-funded status, (2) to give the planning staff one planning area instead of two, and (3) certain limitations of SETDD's powers can be offset by CARCOG's powers.

⁷Lowell D. Richards, "Substrate Districting Regional Corporation and Planning," The Tennessee Planner, Vol. 29, No. 3 (Spring, 1970), p. 69.

One objection to uniting the CARCOG-SETDD boundaries is that the local governments will be funding two comprehensive planning agencies even though their actual operations are under one staff. Many county and city chief executives may feel that the extra planning funds are not worth paying extra for.⁸

Area Agencies Look at CARCOG-SETDD

CHCRPC was one of the original supporters of a metropolitan council of governments. It was seen as a possible alternative to metropolitan government which CHCRPC felt was not likely to come to the area.⁹

Early negotiations were held with CARCOG, CVAPDC, CHCRPC, and the Mayor of Chattanooga concerning how to establish CARCOG's planning staff. One possibility would have been that the CHCRPC staff would become the CARCOG staff. This would have meant that the CHCRPC Executive Director would be under the CARCOG Executive Director, a situation that was never seriously considered.¹⁰

What was seriously considered was that there would be a memorandum of understanding between CHCRPC and CARCOG that would have CHCRPC

⁸Bill Meadows, interview, October 20, 1970.

⁹Statement by T. D. Hardin, Executive Director of the Chattanooga-Hamilton County Regional Planning Commission, personal interview, October 30, 1970.

¹⁰Statement by Gordon L. Mellencamp, personal interview, October 30, 1970.

doing CARCOG studies without the necessity of having to contract individually for each study. However, this arrangement proved unsatisfactory to the Regional HUD Office in Atlanta on the grounds that CHCRPC would not be responsible to CARCOG. HUD felt that it would be too easy for CHCRPC to postpone doing needed studies, where if the studies were officially contracted for, there would have to be "results."¹¹

This is the way the situation exists today; CARCOG's studies are done through contracts with private consultant firms and the governmental planning agencies operating in the area. CARCOG has only one professional planner on its staff, whose purpose is to insure the regional quality of the plans--another federal requirement.¹²

CHCRPC has serious differences of opinion with the CARCOG-SETDD approach to planning. As explained by Mr. T. D. Hardin, Executive Director of CHCRPC, the main difference is philosophically based. Mr. Hardin explains that his agency's approach to the planning process is based on (1) an inventory of the planning area needs, (2) proposing programs by which to meet these needs, and (3) seeking the funds by which to finance these programs. Mr. Hardin feels that this is not the CARCOG-SETDD approach. He feels its approach begins with identifying what funds are available from the federal government and then arranging to qualify for these funds. In this case, the area's priorities are dictated by what federal funds are available, and may show no relationship

¹¹Ibid.

¹²Saylor, interview, March 26, 1970.

to what the areas needs really are. In effect, Mr. Hardin sees CARCOG as a "super-federal-funds-getter," and little more.¹³

Mr. Hardin and Mr. Gordon Mellencamp (until recently the Associate Director of CHCRPC and now the Federal Programs Coordinator in the Executive Office of the Mayor of Chattanooga) both feel that certain studies accepted by CARCOG-SETDD from private consultants have been "poor and unprofessional work." Mr. Mellencamp feels that this is basically because these studies have been prerequisites to receiving federal funds and that approval is given with a minimum of screening in order to receive these funds.¹⁴

Mr. Mellencamp also noted that often private consulting firms are given contracts to do studies when large and competent government planning agencies in the area are available. He cites three disadvantages to this situation. These are: (1) the local planning agencies are more familiar with the planning area, (2) they have a large and competent staff with which to conduct "good" studies, and (3) they must remain in the area and "face up" to the consequences of any "poor" work, while consultant firms are not so held.¹⁵

A footnote in Mr. Craig Covey's thesis, "The 701 Program--An Historical Review of the Washington Scene from 1954 to 1969," identifies this fault. It comes from an unpublished interagency report prepared for HUD by Warren T. Zitzmann.

¹³Hardin, interview, October 30, 1970.

¹⁴Mellencamp, interview, October 30, 1970.

¹⁵Ibid.

Mr. Zitzmann states that HUD "has been lenient in setting standards of quality and content of planning programs, choosing to permit the applicant to set his own standards, some of which have been low." He goes on to say that this fault "may, in the long run, be more beneficial than detrimental. A dogmatic setting of standards from the Federal level, in a new program, in a still evolving field of activity could have been deadening. At the expense of tolerating mediocrity in planning practice we have permitted state and metropolitan planning agencies and their consultants to develop their own concepts of planning practice so that now they are in a position to speak from the strength of experience"¹⁶

This point of view feels that as the 701 program develops, the federal, state, and local levels can work out better "practices and procedures for comprehensive planning."¹⁷

The appearance of CARCOG on the scene has extensively changed the role of CHCRPC. CARCOG now receives the HUD 701 funds that once CHCRPC was eligible for. Mr. Hardin does not see this as a point of conflict for he says he does not want federal funds. He feels they are accompanied with too much "red tape." However, one cannot help but suspect that there is at least some resentment toward CARCOG for making these planning funds unavailable directly to CHCRPC.

¹⁶Craig G. Covey, "The 701 Program--An Historical Review of the Washington Scene from 1954 to 1969" (unpublished Master's thesis, The University of Tennessee, Knoxville, 1969), p. 154.

¹⁷Ibid.

CHCRPC is no longer the metropolitan area's comprehensive planner. Through cooperative agreements, CHCRPC and CVAPDC had formerly planned for the Chattanooga SMSA. Mr. Hardin feels that CARCOG has an ability to "get along" with CVAPDC and that the once good planning relations with CVAPDC have been destroyed for CARCOG.¹⁸

Mr. Hardin sees the CHCRPC as being in no position to do long range planning. He is now in a position where he must now work within the framework of the CARCOG-SETDD regional plan. This in itself is not an intolerable situation, but Mr. Hardin is skeptical about the quality of the plans produced for CARCOG-SETDD. He feels that at the present time his role is turning more to capital budgeting, land use administration, and plan implementation.¹⁹

CHCRPC and CVAPDC served as the CARCOG consultant agencies in producing the CARCOG four county Regional Plan. This was a natural selection because the two agencies were already doing such a plan. However, the 13 county CARCOG-SETDD plan is not being done by either agency. When and if CARCOG and SETDD do merge boundaries, this 13 county plan will theoretically serve as the policy guide, with CHCRPC doing its local planning within the framework of this plan.

HUD has designated CARCOG as the comprehensive planning agency for the three northernmost Georgia counties within the CVAPDC planning area. HUD is looking at these counties' suburban position in the

¹⁸Hardin, interview, October 30, 1970.

¹⁹Ibid.

Chattanooga metropolitan area, not as Georgia hinterland counties. HUD requires that before the area is eligible for federal planning and grant funds, it must be in CARCOG.²⁰ This in effect takes a major source of planning funds away from CVAPDC and gives it to CARCOG.

One point of view has it that CVAPDC is unhappy with losing planning funds for the three counties--that this takes away from its planning program which it feels is important in its regional planning concept. This argument goes on to say that no matter who plans for the Georgia counties, it is the state of Georgia who must pay for such things as roads, schools, health, and other programs, not CARCOG. Therefore, agencies within the state should have the planning responsibility for these three counties.²¹

It is uncertain how the CARCOG-SETDD activities will effect TSPC's program of local planning assistance and TVA's "Townlift" activities. Their relationship in the Chattanooga areas seems to be very compatible. SETDD has just recently contracted with TSPC to do its regional parks and recreation plan.²² CARCOG-SETDD could even possibly contract with TSPC to do the entire regional comprehensive plan. The relationship seems to be reasonably compatible in the study area at the present time.

²⁰Thraillkill, interview, October 30, 1970.

²¹Statement by Doug Hudson, Executive Director, Coosa Valley Area Planning and Development Commission, Rome, Georgia, telephone interview, November 16, 1970.

²²Thraillkill, interview, October 30, 1970.

However the situation might be very different when a Development District has a large planning staff with the capacity to do its own plans. Here there would be "seeds" for conflict. Ideally the TSPC local planning function could work within the framework of the Development District plans, However in the real world the ideal situation does not always work. There is much room for duplication of effort and conflict because there is no definition of responsibility between the agencies, saying what agency will do what. For instance, a Development District may well find itself doing a single county plan, a function associated with TSPC. The two may work out some informal agreement as to who should do what, but the opportunity for conflict is noticeably present.

A good working relationship between TSPC and CARCOG-SETDD is an important one. However, what will the situation be if the CARCOG boundary is expanded to include the SETDD counties. To date the counties have depended on TSPC to qualify for HUD 701 funds. If CARCOG is expanded, the local communities can rely on CARCOG to qualify for 701 funds instead of TSPC.²³ This would almost certainly cause serious conflicts between TSPC's Local Planning Division and CARCOG-SETDD.

CARCOG-SETDD Look at the Other Planning Agencies

Mr. Charles Thraikill, the CARCOG-SETDD Executive Director, readily discusses the fact that CARCOG is the strongest planning body in the area and that expanding its boundaries to include SETDD will

²³Ibid.

give SETDD this strength (the ability to receive more federal funds and the ability to implement programs). He feels that the local agencies' conflict with CARCOG-SETDD springs from the narrow perspective they have concerning the regional planning process. Mr. Trailkill stated that he too would be concerned if he were "in their shoes" and a new agency of such power came to the area. He sees CARCOG-SETDD as the comprehensive planning agency in the area with the others serving "local" functions designed to fall into CARCOG-SETDD's broader perspectives. He does not blame these agencies for being concerned with this new agency. However, he feels that they are not looking at the broad picture; i.e., these agencies are looking at CARCOG-SETDD from the standpoint of how it will effect their roles, not as to how it will at last provide a framework on which true regional planning can be based.²⁴

Mr. Charles Mann, Economist for CARCOG-SETDD, answers the charge that federal monies actually dictate community priorities in this way: He does agree that to some extent this is true. However he feels that the federal monies are helping to fulfill real community needs. True, there is no system of community priorities, but there is no sense in refusing federal monies for a program that is needed just because it may not rank as the most needed program. The area's needs are being met, maybe not in a hierarchy of importance, but they are being met. Refusing funds would just mean that certain needed programs are not being funded.²⁵

²⁴ Ibid.

²⁵ Mann, interview, October 30, 1970.

Mr. Mann went on to say that in truth community priorities are being met because the CARCOG-SETDD Boards, consisting of local officials, are bringing problems to CARCOG-SETDD that are critically important. Before the organization of CARCOG-SETDD the officials were unable to come together within this framework. They now are able to solve these important problems through CARCOG-SETDD, and they are important problems.²⁶

Skeptics of this notion argue that the local officials also know what federal funds are available from the federal government, and that these officials use CARCOG-SETDD as the vehicle for getting these funds.²⁷ Again, the funds that are available determine what programs are selected and this is no true system of priorities.

In answer to statements that CARCOG replaced CVAPDC's planning function for the three Georgia counties, Mr. Thrailkill answered that CVAPDC was glad to get rid of this planning responsibility because these counties were on the periphery of its planning region and they were unable to effectively plan for the counties. Mr. Trailkill also indicated that the county governments were anxious to enter CARCOG-SETDD because they are unhappy with the level of service provided by CVAPDC. He challenges the argument that Georgia has to pay for programs planned in Tennessee, with the idea that the programs are mostly paid

²⁶ Ibid.

²⁷ Mellencamp, interview, October 30, 1970.

for by federal monies and that the counties needed CARCOG to be eligible for the federal monies.²⁸

Besides, Mr. Thrailkill says he does not want to eliminate CVAPDC from the area; he wants it to carry out the local planning assistance function for these three counties, while CARCOG-SETDD handles region wide problems.

Basically, he feels that local planning assistance consists of the mechanical tasks of helping communities to fill out application requests for grants-in-aid, and aiding with local land use controls.

Summary of the Area's Planning Environment

As can be seen, the "book" definition of how the existing planning agencies are supposed to relate may have little relation to reality. If CARCOG and SETDD do combine their planning territory, there will exist a mechanism by which a truly new layer of government may exist. It would be a 13 county regional government that could provide a local and regional planning function and would be empowered with the authority to carry out its programs. Given the amount of staffing required, this agency could replace all other planning functions in its region. This would be a rather strong role for an agency whose by-laws indicate it is to neither duplicate or replace other agencies' functions.

Its two claims to power are based on (1) enabling legislation that will allow member governments to contract with it to provide any

²⁸Thrailkill, interview, October 30, 1970.

services that they themselves could provide, and (2) their position as being truly "super-federal-funds-getter," as well as a "state-funds-getter."

CARCOG-SETDD, at the present time, is not interested in completely removing the other agencies because it feels that these agencies may serve local functions that are not regional in scope.²⁹ However, no one has identified what functions are local and what are regional. The CARCOG-SETDD staff lists these program areas that it should consider: recreation, education, transportation, law enforcement, fire protection, land use, health, solid waste disposal, air pollution, water and sewer, economic aid industrial development, tourism, intergovernmental cooperation, employment and human resources, agricultural management, public libraries, housing, and other appropriate areas of interest.³⁰ This is a rather comprehensive list of activities, and many "local" activities may well fall into one of these categories. The definition of a local problem could possibly be "any problem that CARCOG-SETDD does not care to deal with at the present time."

Other agencies in the area, including CHCRPC, TSPC, TVA, CVAPDC are unsure of how CARCOG-SETDD will eventually affect their roles. There is no lack of words saying how these agencies should relate. What is lacking is a true definition of how they will relate.

²⁹ Ibid.

³⁰ Chattanooga Area Regional Council of Governments, A Work Program.

It seems that the federal intent is to have successive layers of government, each planning in the framework of a larger region. This hierarchy goes something like this:

Federal Government

Multi-State Regions

Sub-State Regions

Metropolitan Regions

Local Governments.³¹

This in itself is not "bad." The intent is justifiable because the federal government is supplying the mechanism and monies by which local governments can meet many of their pressing problems.

However, as with any bureaucracy, there are many failures and drawbacks when it comes to administration. The first problem, just identified, is the need to realistically define the roles of agencies working in overlapping jurisdictions.

One of the most serious problems facing CARCOG-SETDD is its lack of a planning process. It seems to be willing to let the federal "carrot" lead it into carrying out programs that the federal government identifies as being important, not the people of the region. The process that does exist begins with the federal government providing funds for programs it feels are necessary. The local governments find out what funds are available and have CARCOG-SETDD to insure that they qualify for these funds. A true planning process would allow an area to identify its

³¹The sub-state and metropolitan regions may go across state boundaries in areas like Chattanooga where a large city is on a state boundary.

problems and then seek funds by which to establish programs designed to solve these problems.

It is true that CARCOG-SETDD is providing the means by which its planning area is becoming more able to meet its problems. And it is true that the federal government is providing funds for programs that are desperately needed by the area. It is difficult to argue with success. However, it must be remembered that the local taxpayers are also helping to share the financial burden with the federal government. They may soon become disenchanted with the way their tax monies are being spent. For instance, the most crucial problem in an area may be in education. At the same time the federal government may be offering open space grants. Is it fair to spend money needed for education on an open-space project?

It should be recognized at this point that CARCOG-SETDD is not the only planning agency in the area that is guilty of not identifying true priorities. This is a particularly "weak spot" in the plans of most planning agencies throughout the United States. Those that point this weakness out in CARCOG-SETDD should be sure that the same weakness does not exist within their own agencies.

Another problem may be seen concerning the expansion of CARCOG beyond the metropolitan area. The regional concept of COG envisioned it as serving the metropolitan region. To expand the boundaries beyond the metropolitan region would mean the addition of hinterland governments who may not be so interested in metropolitan area problems. For instance the governments in Hamilton, Catoosa, Dade, and Walker counties

may have a great interest in providing the metropolitan area with a bus system. The outlying counties may not share such an interest. Their outlying membership on the Board might well prove to be a barrier to cooperation between the four metropolitan counties.

Mr. Thraillkill emphatically states that the entire 13 county area is a metropolitan region. This author's familiarity to the area leads him to believe that this is not the case. However, it is not the purpose of this writing to debate this subject. Mr. Keith Ward, Senior Research Associate in the Bureau of Public Administration at The University of Tennessee, is currently writing a doctoral dissertation that may challenge Mr. Thraillkill's concept of a metropolitan region.

There is also a danger of administrative problems in the future. The CARCOG-SETDD single-purpose agency approach to implementing region wide programs could possibly become administratively unmanageable. This is especially true if various autonomous agencies were to be established in the region. These have a tendency to become politically unresponsive.

CHAPTER V

RECOMMENDATIONS AND CONCLUSION

I. RECOMMENDATIONS

As with any organization, CARCOG-SETDD has its good points and bad points. Overall, in this author's opinion, its good points have the potential to outweigh its bad points. The main point in its favor, and this is very important, is that it creates a structure through which the local governments can come together to solve areawide problems. This is the foundation on which the area can solve its problems-- a foundation which not long ago did not exist. This chapter briefly identifies the previously discussed major problems facing CARCOG-SETDD and makes comments on how they might be solved. These problems are:

1. The lack of a true definition of the role of SETDD-CARCOG in relation to other planning agencies (failure to define roles).
2. The tendency to follow the federal carrot, thus failing to establish a true system of priorities (lack of a system of priorities).
3. The expansion of CARCOG beyond the true metropolitan area.
4. The possibility of administrative difficulties.

The Failure to Define Roles

Mr. Walter Lambert, until recently the Director of the Office of Urban and Federal Affairs, explained the undefined role of Tennessee's Development Districts in this way: Each Development District serves an area that is politically unique, and they need to establish their

interrelationships themselves rather than try to adjust to dogmatic standards that might not suit their unique situations. He feels that the new District's need to informally establish themselves in their first few years, and that as they mature, they can formalize their relationships based on past relationships.¹

The CARCOG-SETDD definition of its place among the other agencies looms as a most important factor concerning whether there can be a viable planning effort in the area. The fact that CARCOG-SETDD has not taken on a large planning staff is important. This has allowed CARCOG-SETDD to depend on the other agencies in the area. CARCOG-SETDD has actively sought the participation of CHCRPC, CVAPDC, TSPC, and TAC in its planning efforts. If it had taken on a large planning staff, conflicts with these agencies would have most likely flared very quickly.

Such conflict is apparent in the Knoxville, Tennessee, area where the East Tennessee Development District (ETDD) has a large planning staff. There has been considerable misunderstanding as to how ETDD relates to other planning agencies in the area. There is growing concern that ETDD's planning activities are duplicating and/or are supplanting other agencies' functions in the area. In light of this situation, it appears that CARCOG-SETDD's lack of a planning staff could serve to its advantage.

It is the author's opinion that the new state Development Districts, including SETDD, should be administratively located within the Tennessee State Planning Commission.

¹Lambert, interview, November 13, 1970.

It seems only natural that TSPC should have these new regions in its office--after all they are state planning regions. This would provide a strong basis for planning coordination. TSPC could define the role of the District and could insure that the state's local planning assistance program complimented this role. This would help eliminate the mystery surrounding the role of the Development Districts.

CARCOG-SETDD's poor relationship with CVAPDC is one of the most crucial problems facing CARCOG-SETDD at the present time. The situation may reach a critical point in the near future with a showdown between CARCOG-SETDD and CVAPDC concerning a regional housing authority--both agencies are considering the establishment of regional housing authorities which would overlap in Walker, Catoosa, and Dade Counties, Georgia.

The situation may well best be solved at the local level. The author hesitates to condone the existence of two agencies in the same area that have similar functions. However, to remove the area's planning responsibility from CARCOG would seriously damage the metropolitan character of CARCOG. Metropolitan growth has no respect for state boundaries, and if CARCOG is to remain as the metropolitan area's comprehensive planning agency, it needs to have the planning responsibility for the Georgia counties in the metropolitan area.

On the other hand, eliminating CVAPDC's planning responsibility for the area could bring about serious political complications with the state of Georgia. The Georgia state government might well "frown" upon CARCOG's intervention into Georgia counties, especially upon the protest of CVAPDC.

The point to be made is that there needs to be serious negotiations between the two agencies concerning a definition of their roles. If this is not done a needless power struggle will most likely ensue and the area's planning program would certainly suffer.

The Lack of a System of Priorities

No change in structure can bring about a system of priorities. The only answer to this problem is for planning agencies to quit paying "lip-service" to a planning process and to actively seek a system of identifying community priorities.

The basic problem here is that the federal government is running the show. Since the localities would be hard pressed to fund their planning and program activities without the federal government, the solution may have to come through the federal government.²

The federal government should allow the local governments to identify their true needs, and should provide funds on that basis. As it is now, the federal government is identifying priorities on a national scale, which may or may not fit the local situation.

The Expansion of CARCOG Beyond the True Metropolitan Area

This question may be a moot point if in fact the true metropolitan area is 13 counties; but if it is not, the expansion to 13

²One solution is to revise the tax system within the United States in order to broaden the local tax base. As it is now, the nation's most rapidly increasing needs are at the local level, and the most rapidly increasing sources of income are at the federal level. Allowing more tax dollars to remain at the local level would lessen local

counties would mean that the metropolitan area would be represented (in the minority) on a political body that may not truly recognize metropolitan needs.

CARCOG serves a metropolitan constituency and SETDD serves a more non-metropolitan constituency. To bring non-metropolitan members into CARCOG could very well bring a rural bias to CARCOG. This could render CARCOG completely ineffective as a metropolitan council of governments.

Also, by not expanding CARCOG, the non-CARCOG counties that are in SETDD will not have to fund CARCOG. If these counties do fund both agencies, they will be funding two separate legal entities that are in effect one agency--or paying twice for one agency.

The Possibility of Administrative Difficulties

It is not the purpose of this writing to recommend an administrative organization by which CARCOG-SETDD can organize its single purpose agencies. The author merely wishes to point out that care should be taken in their organization to insure political responsiveness of these agencies.

II. CONCLUSION AND COMMENT

CARCOG-SETDD is in a position where it can better serve the community as a political body rather than as a planning body. It would be

governments' dependence on the federal government and would allow the local governments to establish their own system of priorities and to allocate their expenditures on the basis of these priorities.

a mistake for its staff to become planning oriented. The area has enough planning bodies; what it needs is a viable regional political organization. CARCOG-SETDD has evolved into a position where it can serve in this capacity. There is delicate balance in the area--let CARCOG-SETDD claim a planning function and let the existing bodies plan for it; for if CARCOG-SETDD were to try and alter its present role, the balance might become upset and CARCOG-SETDD could tumble into the typical quagmire of planning agency versus planning agency.

To maintain a proper balance of the planning agencies, CARCOG-SETDD is going to have to rely on area planning bodies very heavily. By working together, these agencies can establish a mutual trust--a trust that can lead to cooperation in trying to solve problems. If such a trust is not established then contention will exist and the areas planning program will suffer. CHCRPC, CVAPDC, and TSPC's South-east office have enough staff by which the longer range planning can be based. TVA, MTAS and TAC have the expertise by which to carry out short range planning and to conduct very technical studies. Also by using these agencies there would be little need to use consultants for planning purposes. The government agencies available are generally considered to be competent. By using the available agencies the question of the quality of planning documents in the area should disappear.

This chapter has been an effort to identify a realistic solution to the problem of the lack of planning coordination. Often papers of this type recommend broad and sweeping organizational changes; changes that are unlikely to come about unless the federal government changes

its fragmented approach. If the federal government does change its approach it will be a brand new show. The preceding recommendations are an attempt to work within the existing federal framework.

The federal government is not unaware of the lack of coordination among its federally sponsored agencies and programs and it is making strides in remedying the situation. BOB Circular A95 is a prime example of the federal governments effort to eliminate duplication in governmental functions. The Interagency Task Force on Planning Requirements, which emphasizes strengthening intergovernmental coordination and policy planning, is another example.

This is a time of innovation in the area of intergovernmental relations. The nation is certainly experiencing the building of a "creative federalism." Such innovation could not be expected to come about without many and various types of problems. This thesis is not an attempt to identify all problems surrounding this new brand of federalism. Rather it is an attempt to show the reader how this new federalism can affect one function of government--planning. The conclusions drawn from the study area may or may not have broad application. However, the main hope of the author is that this thesis provides a meaningful look into some of the difficulties surrounding an area that is currently faced by many of the problems of "creative federalism."

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