

DEVELOPMENT OF A COMPREHENSIVE PLANNING PROCESS MODEL
FOR REJUVENATION OF THE C.B.D. IN SMALL URBAN PLACES IN KANSAS

by

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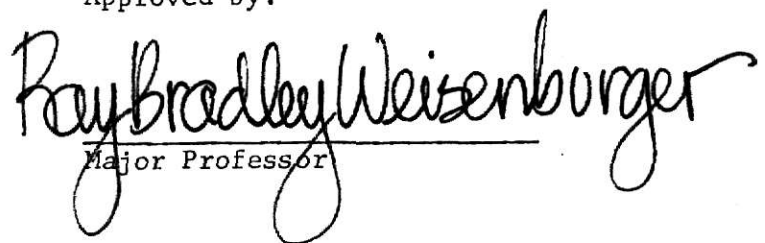
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Jiten Kumar Ray

CHAPTER I

PROBLEM STATEMENT

Nature of the Problem

The urban growth pattern has changed considerably in the United States during the last 50 years as have human needs and aspirations. Agglomeration of economies and industries, and the abundance of natural and human resources have reshaped man and human settlement patterns physically, socially, economically, politically and environmentally. The change in human settlements from small urban places to metropolitan complexes and the movement towards the formation of megalopolis is an unthinkable complexity in the human history. The author is not trying to solve the metropolitan problems but is concerned about another 'silent change'.

This silent problem is concerned with the decaying, deserted and dying small urban places and especially their central business districts (C.B.D.) in the mid-western plains of the U.S. - the American heartland. Few people know of this problem and fewer people and planning agencies care about it. America, at one time, meant the sum of small towns full of vitality, culture, growth and prosperity - an ideal to the rest of the world, but unfortunately these budding roses are fading. Very few urban places are still growing, the majority are decreasing in population and some have almost vanished from the face of the earth.

In table number 1, 'Selected Urban Places in Kansas', some statistical trends of urban places having a population of 5,000 to 10,000

(as per U.S. Bureau of Census, 1970) are shown. From 1960 to 1970 , 70% of these urban places decreased in population, 10% increased in population below the state rate of growth, and only 20% revealed a rate of population growth higher than the states'. In 1969, 70% of these urban places had a family median income below the family median income of Kansas. From 1950 to 1960, 50% of these urban places declined in population and 20% experienced a population decrease from 1940 to 1950.

These statistics portray a gloomy picture of the future for small urban places in Kansas. As the years pass from 1940 to 1970, the situation becomes worse. If any urban place is well balanced with its economy and job opportunities, there should be few reasons for people to desert the place. In many small urban places, the C.B.D. is the main center for economic activities and a place of employment opportunity. This is an indication that these places need planning help for rejuvenating their C.B.D. This planning, to be successfully balanced, must be comprehensive.

Before proceeding further, the term 'Urban Place' will be explained for better understanding of this research.

The concept of urban place and urban population, as used in this research has been defined in 1970 by the U.S. Bureau of Census. All of the urban places in Kansas have not been considered in this research. The characteristics of the urban places incorporated in the research are as follows:

Table 1

SELECTED URBAN PLACES IN KANSAS

(showing population and income)

	POPULATION IN 1970	% CHANGE 1960-1970	FAMILY MEDIAN INCOME IN 1969	POPULATION IN 1960	% CHANGE 1950-1960	FAMILY MEDIAN INCOME IN 1959	POPULATION IN 1950	% CHANGE 1940-1950	FAMILY MEDIAN INCOME IN 1949
STATE OF KANSAS.....		+3.1	\$8,693		+14.3	\$5,295		+5.8	\$2,377
ABILENE	6,661	-1.3	8,049	6,746	+16.8	5,011	5,775	+1.8	2,167
AUGUSTA	5,977	-7.1	9,138	6,434	+43.5	6,028	4,483	+17.3	3,230
CLAY CENTER	5,010	+7.6	7,289	4,613	+1.9	4,636	4,528	+0.2	2,069
CONCORDIA	7,131	+2.8	8,012	7,022	-2.1	4,589	7,175	+14.7	2,380
FORT SCOTT	8,967	-4.7	7,160	9,410	-9.0	3,947	10,335	-2.1	1,957
GOODLAND	5,458	+23.6	8,828	4,459	-4.9	5,303	4,690	+41.9	2,717
IOLA	6,514	-5.7	6,838	6,885	-2.9	4,482	7,094	-2.1	2,135
PRATT	6,799	-17.4	8,747	8,156	+8.4	5,534	7,523	+14.1	3,031
RUSSELL	5,911	-12.1	8,399	6,113	-5.7	5,637	6,483	+34.5	3,400
WELLINGTON	8,072	-8.4	8,272	8,809	+13.7	5,410	7,747	+6.9	2,966

NOTE: The underscored data indicate values lower than that of State's average.

The urban places will be situated within the political boundary of the state of Kansas and have a population of 5,000 to 10,000 in 1970 as per U.S. Bureau of Census, they are spatially located at a considerable distance from any urbanized area (SMSA) so that these urban places will not be 'bedroom' communities in socio-economic characteristics.

The Urban Place and the C.B.D.

The C.B.D. of small urban places started as a center of community activities. These centers served as an arena for various community activities where the people performed their trades and businesses gathered for cultural or entertainment activities, and performed most of the city politics and legal acts. The entire community traffic was focused at this area and most importantly, the people of the community were proud of this area because it expressed an image of their culture, prosperity and growth. This arena of diversified community action was the Central Business District (C.B.D.).

The C.B.D.'s were not always central in relation to the total spatial growth nor were they only the location of businesses. This is one reason many urban planners, like Victor Gruen, named this area as the heart of the city - signifying the importance of the C.B.D. in the total existence of the urban place.

For successful growth in any small urban place, the C.B.D. must function as a healthy heart. In any urban place, unless it is a 'bedroom community', the performance of the C.B.D. plays a vital role to

the employment market, the total population growth, the economic growth of the community and the overall community welfare. If the C.B.D. fails to supply the shopping and business needs of the community, people will have to leave the community for shopping and business needs thus resulting in an outflow of capital from the community. Once the pattern is established for people to go out of town for their shopping and business needs, it is extremely difficult to draw these people back to the community even if business owners redesign and redevelop the C.B.D. area.

The C.B.D. rejuvenation planning should start at the first indication that it is necessary to meet the present and future needs of the community. Otherwise, the deterioration of the C.B.D.'s function and environment will 'snowball' and in the course of time, the C.B.D. will be a dead space with some dilapidated buildings, and closed out shops and businesses. The community will lose its employment, population, and businesses. At this late hour, rejuvenation of the C.B.D. will be next to impossible by the community alone. The federal or state government may help finance the efforts to redevelop the C.B.D. area. But unless the rejuvenation planning is designed within a comprehensive framework there is little chance that any decaying C.B.D. will redevelop into a healthy heart for the city.

Society is dynamic - the urban growth pattern is always active to meet these urban needs in some way. The spatial location of shopping and business establishments may be shifted from the C.B.D. to meet societal choice and the market demand. It is difficult to move them back even if the newly decorated C.B.D. may be a well designed physical

environment but socially and economically unacceptable to the community. The expectations, style and fashion of the business shoppers and customers are always changing. If any shopping or business establishment builds a mall - where the new establishment will serve the changing demand of the community-there is almost no way for the C.B.D. to retain its dominance as a multiple activity center. Functionally and environmentally, it will start to deteriorate. The revitalization planning must start before it is too late and the only rational process to plan the revitalization project for the C.B.D. is to go through a comprehensive planning process to find an end product which is achievable through available means.

C.B.D. Rejuvenation and the Comprehensive Planning Process

Rejuvenation of any C.B.D. is a complex problem which involves the inputs from various disciplines. The rejuvenation involves physical change, social acceptance, economic feasibility, political decision making, changes in the existing environment and more importantly, it involves well thought out community action for a better future. The urban planning process to rejuvenate the C.B.D. must be comprehensive enough to take into account all of the variables responsible for the existence and growth of the C.B.D. Several small urban places in the United States have redeveloped their C.B.D. areas, but most of their efforts have been on an individual level. Their process followed is neither documented nor generalized enough to be followed by other communities as a model for planning. Some redevelopment planning process models are being developed for urban renewal departments, and some larger

metropolitan areas have developed planning process models for their C.B.D. redevelopment. There is no comprehensive planning process model for rejuvenation of the C.B.D. in small urban places in Kansas known to the author. Though this sounds unfortunate, planners have yet to develop the necessary instruments to perform successful planning at all levels of concern. The following might be reasons why no comprehensive planning process model for rejuvenation of the C.B.D. in small urban places in Kansas has been developed:

The first and most obvious reason is that no substantial research is being conducted in this area to formulate a model for the rejuvenation planning process. To formulate a planning process model one must

- i) analyze the problem,
- ii) identify the goals and objectives,
- iii) find a program of actions,
- iv) determine the effectiveness of the programs,
- v) evaluate all the conceivable alternatives of objectives and programs in terms of their effectiveness to combat the problem and finally,
- vi) have the tools for effective implementation of the plans and programs.

Although it may sound easy, the development of any planning process model for even a small urban place is a very complex action which needs extensive research, manpower and money. The researchers in the planning field have not put their time and effort in undertaking research in this specific area and hence there is no established model.

Secondly, the planners, the researchers, and the federal and state planning agencies have been busy solving metropolitan problems and have neglected the planning needs of small urban places. In the United States, planning is always emphasized on a local level, which obviously has its merits so far as meeting local problems and actual implementation is concerned. But this fragmentation of planning actions and the division of power and jurisdiction create other problems. The entire planning process is piece meal and not comprehensive in scale. The country must be viewed as a single unit and national planning should use the comprehensive planning process to identify the problems, schedule the priorities, adopt the national policy plan and coordinate the entire national need for planning. The community development planning and responsibility should be left to the individual localities. This national planning will ensure that individual community planning is not contradictory to other community plans and is in harmony with the national policy plan. This will ensure that every community, large or small, will receive its fair share of attention from the federal government to perform its community planning, which in turn will fulfill the national policy planning. So long as national planning is underscored and the community planning overemphasized, the continued outcome will be that the problems of the metropolitan areas will dominate the concern of the planners, the researchers, the federal and state planning agencies and the small urban places of Kansas will be disregarded.

The third reason is the alarm signals from the unplanned environments of metropolitan areas are so loud that the cries for help from

small urban places do not reach the federal and the state bureaucrats. The social upsurge, violence, and racial riots in the 50's and 60's in large metropolitan areas throughout the United States proved to be a strong reason for the United States Senate and Congress to believe that these areas were in need of immediate attention and help for planning and redevelopment. But the decay and obliteration of mid-western small urban places has happened in silence, so that their concerns pass unnoticed and unheard by the national power structure and by the planners in general.

Fourthly, planning is inseparable from politics especially in receiving financial aid, technical help, proper implementation assurance and establishing an organization to ensure continuous planning action. These small urban places are not equipped to solve their problems and the powerful politicians are unable to help these small urban places since they have already committed themselves to other areas for greater political benefits. These small urban places of Kansas have a less powerful lobby in Washington, D.C., to present their community problems. Because of the political wheelings and dealings at the federal level, the necessary help for planning activities in these small urban places, has been neglected.

The fifth reason why the model has not been established might be that planning involvement in these urban places did not appear to be economically beneficial. When someone tries to justify any action with a cost-benefit analysis, there is very little room to account for the potential social, psychological, aesthetic and sometimes environmental benefit that planning might provide. These can not be readily

transformed into quantifiable dollar value. The money involved to plan, design and implement a redevelopment project in Boston, Philadelphia or Chicago's C.B.D.'s, for example, can very easily be shown with some positive returns on the investment. But in small urban places, there is less chance for similar returns because of the less intense use of land and fewer economic activities. So we must also take into account the social, psychological and community pride benefits when evaluating the return on investment.

The sixth reason is that small urban places lack resources to mount their own authoritative studies on planning for the rejuvenation of their C.B.D.'s. Most of the urban places have no financial capability to support their own planning staff or to hire a consultant to undertake a valid comprehensive planning and to maintain an ongoing planning process. Even if C.B.D. merchants and business owners in small urban places can provide the funds necessary for a comprehensive planning study and for implementing the planned project, mentally they are not ready to spend money for they seriously doubt whether rejuvenating the C.B.D., or planning in general, can do, any good to restore their deteriorating environment, failing businesses and sinking economy.

Though most of the community feels that the C.B.D. area is a common place for all the people of the community and that there is an existing inherent pride for this area, where the planning and rejuvenation of the C.B.D. are concerned, at least to start, the citizens think that the C.B.D. is for the business people. Therefore they believe the business people and the property owners of this area should bear the responsibilities incurred in planning and rejuvenation. This psychological

feeling hinders these small communities from starting the planning and rejuvenation process, but once started, the project gains momentum as most of the people of the community show interest and extend the necessary help to make the project a success.

The seventh reason is that a typical rural American psychology prevails in most of the small urban places in Kansas; that is, a reluctance to accept any outside assistance perceived 'charity'. This stands against using any subsidized federal grant money for planning and programming of the community.

Finally, one interesting reason might be that there is no need for any comprehensive planning process for rejuvenation of the C.B.D. in small urban places in Kansas. It may be these urban places are too small to be involved in planning, they are too unimportant to plan, or it would be better for the nation if these small urban places died from lack of any planning action.

The author strongly believes that there is a valid role which these small urban places play, and their growth, planning and well being should be a concern for the national and local interests, especially the interest of the planning professionals. Whatever the correct reason might be, there is no existing comprehensive planning process model for rejuvenating the C.B.D. in small urban places in Kansas.

The Potential of a Comprehensive Planning Process Model

It is unfortunate that there is not enough planning research done to revitalize the C.B.D.'s of small urban places in Kansas. But if there were sufficient research being conducted and planning processes

being tested so as to identify a comprehensive planning process model for this area of planning, the benefits could outweigh the costs.

A model for rejuvenating the C.B.D's may induce desired orderly growth even in these small urban places. A small urban place may not have all the resources available to conduct extensive comprehensive planning on its own, but with the available planning model, the total planning complexity will be considerably reduced. The individual local information network can be plugged into the model and the rejuvenation planning process can be used for the community with minor necessary changes, if any. This comprehensive planning for rejuvenation of the C.B.D. can induce the growth of business and commercial activities, with the resulting effects of an increase in the economic standard of the citizens, a stabilization of migration patterns in the area and the potential for new community improvements. The citizens as a whole will realize the potential effects of planning and revitalization so the entire urban place will be planned eventually for its better future.

This model may save the small urban place C.B.D.'s from possible decay and death. The community could possibly have a stronger economic base and expand its trade market, or at least, expand its economic activities involved in the C.B.D. because of the increase in population, business and the family income. Because of the higher tax base and greater community income the urban place will be able to spend more on facilities like parks and recreation, day care centers, nursing homes for elderly, educational, health and safety facilities. Additionally, a comprehensive planning process model for rejuvenation of the C.B.D.

in small urban places in Kansas will not only solve the out-migration from a decaying community but might also ease the burden and complexity of overcrowded larger metropolitan areas by decreasing the influx of migrants from these small urban places.

A comprehensive planning model that encompasses physical, social, economic, political and environmental factors could induce efficient utilization of scarce natural and human resources.

Finally the people of the community will have the opportunity to live and work in a place which has always been an image of ideal urban environment to them. They will actively pursue the responsibility to upgrade and preserve their living environment and become involved in planning as an ongoing process. They will develop a sense of identity with their community and feel proud to be a member. The state and the nation will benefit from the development of such a community and the planners will feel the success of their newly emerging discipline.

CHAPTER II

RELATED RESEARCH ON COMPREHENSIVE PLANNING PROCESS

Definitions

Planning is an integral part of human life as it is an essential action for man's existence. The act of planning in any form or another, is as old as 'the rational animal' - man. Today, planning is not only a distinct and recognizable field of intellectual and professional concentration, but also is becoming important in the conduct of human affairs.

The words 'comprehensive', 'planning', and 'process' have their own identity and universal applicability. But here these words will be used by the author generally in the context of 'Urban Planning' specifically for 'Rejuvenation Planning' for central business districts. Webster's Third New International Dictionary offers the following definitions of these terms:

Comprehensive:

Covering a matter under consideration completely or nearly completely: or accounting for or comprehending all or virtually all pertinent considerations.¹

Planning:

The act or process of making or carrying out plans: specif: establishment of goals, policies, and procedures for a social or economic unit.²

¹Webster's Third New International Dictionary, rev. ed. 1961, S.V. "Comprehensive."

²Ibid., S.V. "Planning."

Process:

The action of passing through continuing development from a beginning to a contemplated end; or a particular method or system of doing something, producing something or accomplishing a specific result.³

The word 'planning' is a generic term refering to any activity which contributes to the establishment of goals and objectives for the future and their attainment over time. The concept of 'planning' must be wide enough to encompass the appropriate content and sequential order of the 'planning process', in so doing forming a satisfactory 'comprehensive planning process'. Four major schools of thoughts present their concepts of planning in four different ways.

The first school emphasizes planning as a decision concerning future action. Paul Davidoff and Thomas A. Reiner defined planning as:

.... a process for determining appropriate future action through a sequence of choices.⁴

William H. Newman gives the definition as:

Speaking generally, planning is deciding in advance what is to be done; that is, a plan is a projected course of action.⁵

The second school regards rationality and the utilization of knowledge as major factors of planning. Robert A. Dahl states:

³Ibid., S. V. "Process."

⁴PAUL DAVIDOFF and THOMAS A. REINER, "A Choice Theory of Planning," Journal of the American Institute of Planners, Vol. 28, No. 2, May 1962, p. 103.

⁵WILLIAM H. NEWMAN, Administrative Action, Pitman Publishing Corp., New York, 1958, p. 15.

Planning is more and more regarded as equivalent to rational social action, that is, as a social process for reaching a rational decision.⁶

The third school emphasizes optimization of human and natural resources. The Soviet economist Ch. Touretzki states:

By 'planning' we mean the fullest and the most rational utilization of all work and of all the material resources of the community, in the light of a scientific forecast of the trends of economic development and with strict observance of the laws of social development.⁷

The fourth school of thought emphasizes that planning should be directed at the overall 'social good'. The importance of this is recognized by all other schools of thought but for some planners the 'social good' should be the main characteristic in planning. Urban planning for the last fifteen years has been considered as planning for society. Intense research and intellectual debet is undergoing to develop planning through societal 'choice', 'value', and 'need'. John Friedmann emphasizes this concept by saying:

Planning is an activity by which man in society endeavours to gain mastery over himself and to shape his collective future by power of his reason. --- planning is nothing more than a certain manner of arriving at decisions and action. The intention of which is to promote the social good of a society undergoing rapid changes.⁸

⁶ ROBERT A. DAHL, "The Politics of Planning", International Social Science Journal, Vol. 11, No. 3, 1959, p. 340.

⁷ CH. TOURETZKI, "Regional Planning of the National Economy in the U.S.S.R. and Its Bearing on Regionalism", International Social Science Journal, Vol. 11, No. 3, p. 380.

⁸ JOHN FRIEDMANN, "Introduction", International Social Science Journal, Vol. 11, No. 3, 1959, pp. 327-329.

By combining all these characteristics Yehezkel Dror defines planning as follows:

Planning is the process of preparing a set of decisions for action in the future, directed at achieving goals by preferable means.⁹

In analyzing all these definitions of planning it seems that 'planning' and 'planning process' are highly correlated, but the process is not planning in its full sense. The planning process is action or execution oriented. Davidoff and Reiner define the planning process as the following:

Those elements which, in their interrelations, characterize the planning actjointly constitute the process of planning. They are: Value formulation, means identification, and effectuation. They are the necessary and sufficient steps constituting planning.¹⁰

In a sense planning is the philosophy of action oriented ideas and through the planning process the philosophy is put into action. I shall define the planning process is-- when the essential interrelated constituent elements of planning are framed into a sequential order, in a continuum of cognitive actions, incorporating time and rationality, the process becomes a planning process. The city is an extremely complex and dynamic organism and for planners, part of their task is directed at trying to identify the components which form this organism and the interactive linkage which exists among these components maintaining the society in a harmonious whole.

⁹YEHEZKEL DROR, "The Planning Process: A Facet Design", Ed. ANDREAS FALUDI, A Reader in Planning Theory, Pergamon Press, New York, 1973, p. 330.

¹⁰PAUL DAVIDOFF and THOMAS A. REINER, "A Choice Theory of Planning," Journal of the American Institute of Planners, Vol. 28, No. 2, May 1962, p. 106.

It is this organized approach of the specialist to find all the constituent elements of the organism and how they are interrelated so planning can be done meaningfully and effectively for man and the society for a better future. This is a movement toward a new concept, 'comprehensive planning'. The following articulations, though some of them are directed toward metropolitan and highway planning, shall provide some meaning and underlying concepts of 'comprehensive planning':

A metropolitan planning body with comprehensive planning responsibilities should review all proposals affecting the metropolitan area 'for content' and 'compatibility'.¹¹

An effective and comprehensive planning process in each metropolitan area (will embrace) all activities, both private and public, which shape the community. Such a process must be democratic--for only when the citizens of a community have participated in selecting the goals which will shape their environment can they be expected to support the actions necessary to accomplish these goals.¹²

The Federal Highway program, as amended in 1962, 'requires comprehensive transportation planning which must take into account studies of community value factors, development controls, financial resources, and projections of economic, land use, and population factors'.¹³

¹¹AMERICAN INSTITUTE of PLANNERS, "The Role of Metropolitan Planning", Metropolitan Planning Conference, Findings and Recommendations, Chicago, 1962, p. 5.

¹²PRESIDENT JOHN F. KENNEDY, 1961 Housing Message to Congress, as cited and adopted by the U.S. Advisory Commission on Intergovernmental Relations in its report, Impact of Federal Urban Development Programs on Local Government Organization and Planning, U.S. Govt. Printing Office, Washington, D.C., January 1964, p. 1.

¹³Ibid., p. 17.

Comprehensive has meant that the plan should encompass all the significant physical elements of the urban environment, that the plan should be related to regional development trends, and that the plan should recognize and take into account important social and economic factors.¹⁴

The words, comprehensive planning, symbolize in themselves the two basic characteristics of the process: (a) integration of parts, and (b) projection into the future. All planning involves multiple components and looking ahead. The term is employed here to emphasize conceptual inclusiveness, the integration of diverse parts, the more complex forms of analysis and projection, and higher organizational responsibility.¹⁵

Every entity subject to comprehensive planning - whether it is a city, nation, corporation, or military service - is composed of social, economic, and physical interrelationships.¹⁶

Comprehensiveness in city planning refers primarily to an awareness that the city is a system of interrelated social and economic variables extending over space. To uphold the principle of comprehensiveness, therefore, it is sufficient to say, first, that functional programs must be consonant with the citywide system of relationships; second, that the costs and benefits are of the broadest possible basis; and third, that all "relevant" variables must be considered in the design of individual programs. It follows that comprehensiveness is not a special feature of the planner's mind, a mind trained to a holistic view, but must be achieved by a process that will maximize the specialized contributions of technical experts to the solution of urban problems.¹⁷

¹⁴T. J. KENT, JR., The Urban General Plan, Chandler Publishing Company, San Francisco, 1964, p. 95.

¹⁵MELVILLE C. BRANCH, Planning: Aspects and Applications, John Wiley and Sons, Inc., New York, 1966, p. 298.

¹⁶Ibid., p. 300.

¹⁷JOHN FRIEDMANN, "A Response to Altshuler: Comprehensive Planning As a Process", Journal of the American Institute of Planners, Vol. 31, No. 3, August 1965, p. 196.

Framed in terms of a theory of process, planning can be clearly be applicable to the linear statement of goal-realization, but to be comprehensive it must be conceived as a self-regulating process of concept-action-modification-concept. It is in a measure a circular movement without beginning and without end, in which the process continuously redefines the nature and form of the product, and the product modifies the process.¹⁸

The term 'comprehensive planning' includes the following:

- (A) Preparation, as a guide for governmental policies and action, of general plans with respect to (i) the pattern and intensity of land use, (ii) the provision of public facilities (including transportation facilities) and other government services, and (iii) the effective development and utilization of human and natural resources;
- (B) Long-range physical and fiscal plans for such action;
- (C) Programming of capital improvements and major expenditures, based on a determination of relative urgency, together with definite financing plans for such expenditures in the earlier years of programs;
- (D) Coordination of all related plans and activities of State and Local governments and agencies concerned; and
- (E) preparation of regulatory and administrative measures in support of the foregoing.¹⁹

The comprehensive planning concept is universal in nature, so it can be applied to any type of planning such as urban, city, metropolitan, national, transportation, social, economic or military. Comprehensive planning usually includes many considerations ranging from broad attitudinal and social aspects to highly specific engineering requirements. It must also take into account the physical, social, psychological, economic, political and legal factors. During the last fifty

¹⁸JOHN DAKIN, "An Evaluation of the "Choice" Theory of Planning," Journal of the American Institute of Planners, Vol. 29, February 1963, pp. 26-27.

¹⁹U.S., DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, Housing and Urban Development Act 1968, Title VI, Section 601.

years, the planning has gradually formulated a coordinative concept of a knowledge bank from various disciplines including architecture, landscape architecture, engineering, law, political science, social science, economics, geography, mathematics, statistics, physics and various other fields. This coordinated concept of knowledge is more than the simple sum of its generic parts. Its major purpose is to understand man, his needs and the environment in which he lives and to plan for a better future with the resources available. It seems that the comprehensive planning process is the way to accomplish the task. At this point, it is necessary to study the existing knowledge of planning to find out how the concept of the comprehensive planning process has crystallized and what is currently being contributed to increase the scope of this process.

Research

It is the human conviction that planning can achieve something which non-planning cannot. It may be through instinct, natural human hope or social evolution that planning is regarded as an effective kind of behavior - a beneficial act for the better future.

CITY BEAUTIFUL MOVEMENT

Urban planning, as used in this thesis, started in the United States in late nineteenth century through 'City Beautiful Movement'. Daniel Hudson Burnham, an architect-planner, was the organizing genius behind this movement' in the late 1890's. The movement was designed, as the name indicates, to improve the aesthetics of the physical

environment of the city. A group of architects, landscape architects and sculptors devoted all their efforts to planning the cities for aesthetic control or beautification with parks, gardens, recreation areas, boulevards, fountains, monuments and sculptures. Although they were not concerned with actual social needs and economic benefits for these development projects, one positive result was achieved through this movement. Their efforts generated an universal interest and concern for planning social needs.

At the First National Conference on City Planning and the Problems of Congestions, held in Washington, D.C. on May 21 and 22, 1909, many public administrators, social leaders, interested citizens and professionals from various fields gathered to discuss what the United States should provide for its citizens - in housing, schools, parks, play-grounds, hospitals, transportation facilities, cultural institutions, industrial plants, stores, and offices, governmental services, and the physical environment of the towns and cities. In this conference the national purpose was defined as follows: to make economic power socially responsible, and to evolve political institutions capable of guaranteeing a larger measure of individual fulfillment. To support the comprehensiveness of the concern about the urban problems early in this century Melvin M. Webber wrote:

Dating from 1909, when the First National Conference on City Planning was called to consider the problems of population congestion, the city planning movement has been fueled by deep-rooted concerns from the conditions of urban life A sense of crisis and personal mission marked those early beginnings of the city planning, housing, social welfare, public health, and the related helping professions; but by now despite the persistence

of immigrant poverty and despair, these have been considerably calmed.²⁰

FREDERICK LAW OLMSTED

A definition of city planning, its scope and content, was first presented by Frederick Law Olmsted, Jr. in the Third National Conference on city planning in 1911. He said:

We must cultivate in our minds and in the minds of the people the conception of a city plan as a device or piece of machinery for preparing, and keeping constantly up-to-date, a unified forecast and definition of all the important changes, additions, and extensions of the physical equipment and arrangement of the city which a sound judgment holds likely to become desirable and practicable in course of time, so as to avoid so far as possible both ignorantly wasteful action and ignorantly wasteful inaction in the control of the city physical growth.²¹

Olmsted first pointed out that there should be intelligent control and guidance of the physical growth of the city embracing all physical problems like housing, transportation, avoid any physical congestion for health, happiness, aesthetics and economy. It must be a private as well as a public concern. He pointed out the importance of a city planning in the political realm in the following:

It is a means by which those who become at any time responsible for decisions affecting the city's plan may be prevented from acting in ignorance of what their predecessors

²⁰ MELVIN M. WEBBER, "Comprehensive Planning and Social Responsibility," Journal of the American Institute of Planners, Vol. 29, No. 4, November 1963, p. 232.

²¹ FREDERIC LAW OLMSTED, JR., "President's Address of Welcome," Proceedings of the Third National Conference on City Planning, Philadelphia, May 15 - 17, 1911, p. 12.

and their colleagues in other departments of city life have believed to be the reasonable contingencies.²²

The importance of Olmsted's concept cannot be over-emphasized and most of it is still valid today. His idea was a form of comprehensive planning which embraced the aspects of health, happiness, aesthetics, economy and politics, but relied heavily on physical planning. He realized that planning should be an ongoing process and must constantly be kept up to date to be valid and meaningful in a dynamic society.

In the mid-twenties, there were twenty-three consulting firms involved in city planning for public or private projects. These consultants all offered what they believed was a comprehensive plan although the comprehensiveness varied widely. The typical plan consisted only of six elements: land use plan (zoning plan), streets, transits, rail and water transportation, public recreation, and civic art or civic appearance. Usually housing was not included in the plan.

ALFRED BETTMAN

In 1928 Alfred Bettman while discussing the scope, content, and use of a city plan in the Twentieth National Conference on City Planning suggested a more specific picture of a comprehensive plan than the one defined by Olmsted in 1911. Bettman emphasized physical planning but suggested that the planning should be based on a comprehensive survey of present and future needs (25 to 50 years) in population, business and industry, and on the needs of the society, both private and public. His idea of a long-range (25 to 50 years), detailed

²²Ibid., p. 13.

physical plan is not only doubtful in validity but also seems to produce erroneous results. In his concept of planning he relied heavily on the idea of zoning. This may be because he was a proponent of zoning or because the U.S. Supreme Court supported zoning as a valid legal tool to implement planning restrictions in *Ambler Realty Co. v. Village of Euclid* in 1926.

The decision of this famous case prompted hundreds of communities across the country to prepare zoning ordinances and the comprehensive plan development became secondary, if not all but forgotten.

A STANDARD CITY PLANNING ENABLING ACT OF 1928

U.S. Department of Commerce under Secretary Herbert Hoover published 'A Standard City Planning Enabling Act' in 1928. The act did not specify anywhere in the text what comprehensive plan was or what it would encompass, but emphasized its importance. The content of the act was not dramatically new and it incorporated what Olmsted, Bettman, and Bassett had already suggested individually the most important concept added to city planning because of this act was the acceptance of the importance of comprehensive planning by the national legal and political systems. Although this act was supported by state legislation, cities were delegated the legislative powers necessary for effective planning and implementation. The act was very effective in creating planning incentives among most of the states and big cities in U.S. during 1930's and 1940's. However, several weaknesses and ambiguities inherent in the act caused confusion and misunderstanding in the development of comprehensive plan, its use, and the authority

and duty necessary to develop and implement the plan for the elected city officials and the planning office. The problems in the application of the Standard Planning Enabling Act have been well documented by T. J. Kent, Jr. who notes that planning directors and consultant faced the problems caused by:

- 1) Confusion Between the Zoning Plan and the Working-and-Living Areas Section of the General Plan
- 2) Piecemeal Adoption of the General Plan
- 3) Lack of a Specific Definition of the Essential Physical Elements to Be Dealt with in the General Plan
- 4) Basic Questions as to the Scope of the General Plan
- 5) Distrust of the Municipal Legislative Body.²³

CITY OF CINCINNATI PLAN 1925

Cincinnati was the first city to establish a city planning commission and developed a city plan which was adopted by the commission in 1925, several years before the enactment of the 1928 Standard City Planning Enabling Act. George B. Ford and Ernest P. Goodrich prepared a truly comprehensive plan for Cincinnati. The well thought out plan became a landmark in the twenties not only because it covered a much broader scope not found in the typical plans of that period, but also because of the authoritative status conferred on it when the Cincinnati City Planning Commission officially endorsed it under the city charter of 1918 and the state law of 1923. Both the charter and the state law provided that once a plan was approved by the city planning commission, any proposed departure from the plan would first be submitted to the

²³T.J. KENT, JR., The Urban General Plan, Chandler Publishing Company, San Francisco, 1964, p. 33.

commission and if they disapproved, then the proposed change would have to be passed by a two-thirds vote of the city council.

The Cincinnati Plan included all the typical elements usually expected in a city plan of that decade, but in addition, it contained sections on historical growth of the city and probable trends of future development, downtown traffic problems, subdivisions and housing, school and playgrounds, garbage and refuse disposal, means of financing improvements and a program for citizen involvement in city planning through an organized committee. This fully comprehensive city plan was an intricate web of all the technical, social, political and legal factors needed to guide future city growth and these innovations were used to maintain the high aesthetic quality of the city's appearance. The zoning map was compared at every stage with the other features of the city plan to achieve a compatibility between the zoning and the master plan. They not only explained the zoning ordinance, but also included the procedures for the zoning board of appeals. Also included in the plan were subdivision regulations, to be adopted by the city planning commission which required developers, at their own expense, to plant trees and install streets and utilities under the direct supervision of a city inspector and in accordance with specifications approved by the city engineer. With the same innovative idea, alleys in the residential areas were eliminated, narrower local streets were encouraged and longer blocks were established with minimum lot widths of fifty feet for optimal economic land use. Cincinnati was the first large city to develop a long-range civic improvement and capital programming procedure

definitely related to the comprehensive city plan. The city was famous for orderly programming of public works and the National Resource Planning Board selected Cincinnati as the test city for programmed municipal public works developed by the National Resource Planning Board.

Extensive power was enjoyed by the Cincinnati planning commission in 1925 while they developed the comprehensive plan for the city. However, Harland Bartholomew, a prominent city planner, opposed this idea saying: I fear that there may arise in Cincinnati an official resentment against the plan and the planning commission which may seriously affect its success.²⁴ Nevertheless, the Enabling Act of 1928 gave the planning commission high power and put them as the fourth front in the government structure. Bartholomew pointed out in St. Louis Guide Plan that if metropolitan plans are to be carried out successfully, certain administrative authority must be established at the metropolitan level.

During the decade following World War II the first major opportunity for the widespread practice of city planning throughout the United States materialized and inaugurated a new era in the development of the comprehensive planning concept.

METRO-CITY CINCINNATI PLAN 1947

During the 1940s, the Cincinnati citizen's planning committee and the city planning commission realized a much broader geographic area than within the city boundaries must be concerned to produce an effective city plan. The importance of regional growth and its impact the city

²⁴HARLAND BARTHOLOMEW. "Public Support and Understanding," City Planning, No. 11, April 1926, p. 124.

development was highly valued and a bistate Metropolitan Planning Commission was founded including parts of three counties in two states, 53 cities and villages, 12 townships and 39 school districts. The state law and the city charter gave the commission the right to plan with respect to any land outside the city which, in the opinion of the commission, bears a relation to the planning of the city.

In 1947, Cincinnati published a city plan which was truly comprehensive on the metropolitan scale. Landislas Segoe, the planning consultant for the Cincinnati City - Metropolitan Master Plan development, expressed his view at the Annual Meeting of the American Society of Planning Officials in Cincinnati in 1947 that:

Designating the whole of the metropolitan area as the unit for planning purposes represents a forward step long advocated in community planning. It is a notable feature in Cincinnati plan. A higher degree of coordination, the very essence of community planning and sounder plans may be expected in this way than by planning independently for each part of the area.²⁵

In his idea the plan was based on:

A complete diagnosis of existing conditions, needs and future requirements of the whole area and of each part, and the location of necessary facilities - for housing, shopping, industry, motorways, schools, recreation areas, etc. - where these were found to be most appropriate, regardless of municipal boundaries and in some instances even state boundaries.²⁶

HARLAND BARTHOLOMEW

Harland Bartholomew was highly concerned with the housing problem of the city. After the 1928 economic depression the cities in the

²⁵ LANDISLAS SEGOE, "Planning Metropolitan Cincinnati, III - Basic Policies," Planning, 1947, p. 57.

²⁶ Ibid.

1930s were faced with an acute shortage of housing. Colonel Horatio B. Hackett, Director of Housing said:

Our cities wanted housing and did not know what to do about it. Consequently, most of them did little or nothing, but they still wanted their housing.²⁷

In 1938, Bartholomew drafted a neighborhood improvement act for National Association which required the planning commission to divide all or part of the city into neighborhood areas in conformity with the official city plan. The urban sprawl destroying the country side wasting the land, energy and money. Bartholomew initiated the idea that we must preserve the quality of the environment of the inner-city otherwise we will be wasteful and the city will go for an economic collapse. He proposed as early in 1938 the Neighborhood rehabilitation with the citizens involvement and to preserve the environment, the economy and to lower the tax base for the inner city.

NATIONAL RESOURCES PLANNING BOARD (1933-1943)

The great depression of 1928 paralyzed the entire United States. The national economy was weakened as industries, businesses and trades were shutting down. A high percentage of the labor force was out of work and many people could not live in their homes as they defaulted on their mortgage payments. Food was scarce. Because few development projects from the private or public sector were implemented, little planning was developed, and the physio-socio-economic condition of the cities deteriorated.

²⁷HARATIO B. HACKETT, "Problems and Policies of the Housing Division of PWA," Housing official's Yearbook, 1935, p. 3.

The urban environments were intolerable to live in. People started moving to rural areas for the sake of physical existence. The President and the Congress took the untiring efforts to shift the direction of a failing national economy to re-establish a working order in the urban life of America. During this time the most important event in the history of American planning took place. The National Planning Board of the Public Works Administration was established on July 20, 1933, under the authority of Title III of the National Industrial Recovery Act.

In the study of planning in the U.S., the chapter of the National Resources Planning Board is particularly significant, for it was the only permanent agency charged with national planning without substantive program limitations. For ten years (1933-1943), the National Resource Planning Board operated under the broadest kind of planning mandate. Commanding the talents of outstanding persons from within and outside the government, it ventured into theretofore unexplored areas of national interest.

In 1933 the need for planned public works and for stimulation of spending was evident. The Board was established to consider long-range public works planning. Its functions were:

- 1) Planning and programming of public works.
- 2) A research program for development of the social and economic aspects of public policy.
- 3) Coordination of federal planning activities.
- 4) Stimulation of regional, state, and local planning.

The President looked upon the Board as an 'intellectual spear-head' which contributed to the development of public policy and to the coordination of federal agency activities, mainly in long-range planning.

President Franklin D. Roosevelt's 'New Deal' started working. The Board's efforts, based on scientific surveys and analyses initiated a long-range comprehensive study of social needs, social capacity and social movement, and also embraced housing and planning proposals. They emphasized the need for an intelligent nationwide planning through the study of land resources, topography, soil conditions and incorporated trends in industry and population. They found that the material aspects of American culture had developed at a faster rate than social adjustments. They agreed that as the fund of knowledge increases, arbitrary choices are less likely, and the range of choice is narrowed. Social planners found that the American public has not often tolerated arrogance among scientific planners - no matter how sound their ideas.

After recovering from the depression, America's material plenty urgently needed long-range planning for efficient use of its resources. The Board emphasized the practical value of well prepared comprehensive plans to determine the interrelationship of physical, administrative and economic planning with social trend and capacity. It is extremely important to realize this balance among the factors of change. During a short life of ten years, the Board successfully achieved the following list of accomplishments:

1. Development of many research publications and policy recommendations.
2. Extensive data collection, analysis, and study of many difficult national problems.
3. Statistical and analytical studies on such vital but neglected subjects as:
 - i) River basin development
 - ii) City governments and city planning
 - iii) Urban and rural land policies
 - iv) Technology and research
 - v) Energy resources
 - vi) Trends in population
 - vii) Income and spending habits of consumers
 - viii) Housing and transportation.
4. Stimulated public discussion and raised the level of understanding on many current social problems.
5. The reports had a definite impact in such national programs as:
 - i) Water resources development
 - ii) Economic stabilization
 - iii) Social security programs or old-age and unemployment insurance
6. Provide impetus for state planning,
7. Stimulated recognition of the importance of planning at the federal level which reached full power only after the Board's demise.

All the agencies developed with federal labels for scientific, economic, industrial, social, and urban problem solving are the result of the Board's activities and proposals.

The National Resources Planning Board served in an advisory rather than a control capacity, but it felt that to achieve the national goal, planning is as important as implementation. Many congressmen saw the Board's work as enhancing the power and the prestige of the President as the director of the U.S. government. It made the chief Executive more effective and appeared to upset the delicate balance of power between the government branches. The Board was abolished by the action of Congress in the Independent Office Appropriation Act of 1944, effective August 31, 1943.

FEDERAL HOUSING PROGRAM: HOUSING ACT 1954-1961

During the latter part of 1940's the cities of this nation faced a chaos - a post world war effect. Problem such as excessive population growth, congestion on streets, urban sprawl and dilapidated inner cities proved that the cities needed federal help for city planning and implementation. The federal government enacted the Housing Act of 1954, with a '701 program,' and a 'workable program'. The 'workable program' strengthened the idea that each community must develop comprehensive planning for public works, thoroughfares, land use and zoning in order to qualify for renewal and special housing assistance. Section 701 of the 1954 Housing Act provided a financial grant (a matching grant with 50 percent federal, 25 percent state and 25 percent local) for communities of less than 25,000 population.

Through the 1954 Act, the availability of federal funds for a slum clearance and urban renewal programs in a city was made dependent upon a finding that its redevelopment plan conformed to a general plan for the development of the locality as a whole. Section 701 of the 1954 Act specified that planning assistance grants would be provided for the communities including surveys, land use studies, urban renewal plans, technical services and other planning works, but excluding plans for specific public works. The Department of Housing and Urban Development indicated that the basic purposes of this program can be achieved by:

- 1) Increasing public awareness of the comprehensive planning process and demonstrating economic and social values to be gained by incorporating this process in the development of an urban area.
- 2) Encouraging appropriate legislative bodies to participate in the planning process and to give official recognition to the policies and goals embodied in the Comprehensive Development Plan.
- 3) Developing the administrative, financial and organizational measures necessary to implement the Comprehensive Development Plan, through both public policies and programs and the developmental activities of private individuals and agencies.
- 4) Planning, to the maximum extent feasible, for entire urban areas having common or related urban development problems. The term 'entire urban area' refers to a whole urban and urbanizing area regardless of jurisdictional boundaries.
- 5) Increasing the cooperation between State and Local governments and among neighboring local governments in their comprehensive planning.
- 6) Increasing the use of professional staff services, on a continuing basis, in the conduct of comprehensive planning activities.²⁸

²⁸ U.S., DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, Urban Planning Program Guide, U.S. Government Printing Office, 1954 Washington, D.C., p. 2.

Although the 1954 Urban Planning Program Guide suggested planning on a continuing basis the Act did not specify anywhere the need for going action. The Housing Act of 1954 was revised to raise the population limit of community from 25,000 to 50,000 and included the wording to facilitate comprehensive planning on a continuing basis in the Housing Act of 1959. The Housing Act of 1961 authorized an increase in Federal grants from one-half to two-thirds of the total cost of the approved program. Until 1968, there were no substantial changes in the Housing Act in the United States.

HOUSING ACT OF 1968

The Housing and Urban Development Act of 1968 further broadened the program through a series of amendments to Section 701 of the Act. The following are the most important of these changes:

1. Authorizes the Secretary of HUD, in consultation with the Secretary of Agriculture, to make planning grants to state planning agencies for assistance to 'district' planning agencies for rural and other nonmetropolitan areas.
2. Authorizes the making of planning grants directly to
 - i) Indian tribal planning councils or other bodies designated by the Secretary of the Interior for planning on Indian reservations (previously authorized only if no superior governmental agency was empowered to plan for such areas);
 - ii) regional and district councils of government as well as those organized on a metropolitan basis;
 - iii) various regional commissions established under the Public Works and Economic Development Act of 1965 (in addition to the Appalachian Regional Commission);
 - iv) economic development districts designated under the same Act;
 - v) cities within metropolitan areas (without regard to the population limits which otherwise apply under section 701) for planning which is part of metropolitan planning.
- 3) Broadens the definition of comprehensive planning to include planning for the provision of governmental services (as well as for public facilities) and for the development and utilization of human and natural resources.

4. Requires the inclusion of "a housing element as part of the preparation of comprehensive land use plans."
5. Adds to the stated purposes of Section 701 the use of 'private consultants where their professional services' are deemed appropriate by the assisted governments.²⁹

MODEL CITY PROGRAM

By the mid 1960s, problems of poverty and race in the nation's cities had reached crisis proportions. More than hundred new programs adopted by Congress were aimed at solving these problems, but despite impressive achievements of the programs, problems were multiplying in intensity. Congress passed legislation in November, 1966 launching a new approach known as the Model Cities Program. Innovative in thrust, and comprehensive in scope, the Model Cities Program was designed to encourage participating cities to develop a concerted attack on social and economic problems as well as physical decay. It also emphasized the need for meaningful (mostly undefined) citizen participation. Through this, eligible cities received one-year planning grants for comprehensive plan development to improve the quality of life in project areas and over a five-year period the Model Cities grants were to be used for new innovative activities, the redirection of existing resources to better use, and the mobilization of additional resources.

The planning process involved three major, sequential stages:

²⁹ HOUSE BANKING and CURRENCY COMMITTEE, Compilation of the Housing and Urban Development Act of 1968, Summary, U.S. Printing Press, Washington, D.C., August 1968, pp 184- 185.

Part I: A careful analysis of the model neighborhoods' major problems, their causes and the interrelationship of the causes which will lead to the definition of major long-range goals, the determination of program approaches to achieve these goals. The determination of relative priorities, to be expressed in a statement of strategy.

Parts II and III: During these stages involve the cities to quantify five-year objectives and cost out their action plans and programs to translate the objectives to reach the goals. These proposals were to be related to all available federal, state and local resources. Part II is to develop precise first year action plans and programs with cost analysis.

Although the intention of the program was impressive and great but in result did not prove fruitful. Citizens' participation was almost non-existent. Because of the long-waiting between the initial enthusiastic submission and the announcement of HUD's acceptance, people forgot about the Model City Program. There was substantial cooperation between the public and the private authorities to develop city plans and proposals but the pressure of deadlines were so great that it could not produce any rational planning. Also, the residents' needs were so great and problems so large that priority determination was more an art than a science.

CHARLES M. HAAR

Charles M. Haar, professor of law at Harvard University reacted to Housing Act 1954 as he felt that the land planning process has been highlighted again by the provisions of this Act. The Standard City Planning Enabling Act 1928 dealt the land planning only through public land and public activities affecting the land use, which is extremely narrow view for city planning. In his opinion everything affecting the land use - private and public should not be included in the general plan as in so doing the plan may be diffuse, ambiguous, and meaningless as a base for action when land development and redevelopment actually occur. He said:

The 'big picture' may be blurred by the instance on handling all factors. ... It is the clarification of land use goals of a generalized nature which, when adopted by the legislature, will become the broad frame work for further implementation. This seems to be the trend of some of the recent enabling acts: 'The master plan' evolving into a series of statements - planning precepts, if you will - encompassing the greater portions of the major land functionings of the community and their critical interrelationships.³⁰

During the decade of the fifties, federal, state and local governments tried to plan for society, but made no substantial progress. Some planners started to think that there might be something wrong with the long-range planning process which was extensively used in all kinds of planning. More specifically, local government officials and administrators did not feel comfortable with the long-range planning process.

³⁰ CHARLES M. HAAR, "The Content of the General Plan, A Glance at History," Journal of the American Institute of Planners, Vol. 21, No. 2, 1955, p. 70.

MARTIN MEYERSON

Martin Mayerson introduced the idea that a middle-range plan of five to six years on a comprehensive scale should be developed to provide a working order for decision making - for planners, citizens, politicians, and other interest groups. This would be a project planning scale similar to the capital budget and program used in current city planning. The city master plan is too general and too long-range which creates problems and does not help in decision making. This middle-ground community planning considered these functions:

- 1) A Central Intelligence Function to facilitate market operations for housing, commerce, industry and other community activities through the regular issuance of market analysis.
- 2) A Pulse-taking Function to alert the community through quarterly or other periodic reports to danger signs in blight formation, in economic changes, population movements and other shifts.
- 3) A Policy Clarification Function to help frame and regularly revise development objectives of local government.
- 4) A Detailed Development Plan Function to phase specific private and public programs as part of a comprehensive course of action covering not more than ten years.
- 5) A Feed-back Review Function to analyze through careful research the consequences of program and project activities as a guide to future action.³¹

These five functions were all interrelated and Meyerson hoped that they would bring planning and policy closer together.

ROBERT C. HOOVER

In 1960, Robert C. Hoover questioned whether metropolitan planning

³¹MARTIN MEYERSON, "Building the Middle-Range Bridge for Comprehensive Planning," Journal of the American Institute of Planners, Vol. 22, No. 2, Spring 1956, p. 60.

should be purpose oriented or should it emphasize function. He said:

"Socio-physical growth must be planned comprehensively to effectuate democratically formulated end-directions. End-directions must be plural, and finalized goals avoided."³²

Every citizen should be included in the planning process. The major problem of planning and administration is to bring heterogeneity in a homogeneity. This was the same idea as suggested by Ladislav Segde that designated the whole of the metropolitan area as a unit for planning purposes which represented a forward step encompassing a higher degree of coordination. The value judgement is the key to planning. In physical planning value judgement is difficult but possible. Social planning not yet equipped for accounting the social value other than citizens' choice through consensus. If planning is public policy in democracy the value formulation and accounting should be done through public consensus for legitimacy. He suggested that for planning to be effective the following should be included:

A nonpowered, elected Metropolitan Direction-Finding Commission to prepare a twenty-five year body of socio-physical end-directions, an executive - prepared ten-year plan for services and physical development, a legislative prepared five-year growth policy and five-year socio-physical development plan, the latter to be re-enacted annually.³³

CHARLES LINDBLOM

Charles Lindblom denied the validity of rational comprehensive planning even as an ideal. He repeatedly presented human capacities

³² ROBERT C. HOOVER, "On Master Plans and Constitutions," Journal of the American Institute of Planners, Vol. 26, No. 1, No. 1, February 1960, p. 5.

³³ Ibid.

for problem solving as absolute barriers of rational choice. He thought that in an ideal case of rational-comprehensive analysis, all the possible considerations must be included and man's intellectual capacity and available information will not allow it to be truly comprehensive. He suggested that instead of using rational-comprehensive method for decision making, the most practical idea would be to use 'successive limited comparisons'. This method is named 'Disjointed Incrementalism'. Disjointed incrementalism seeks to adopt decision-making strategies to the limited cognitive capacity of decision-makers and to reduce the scope and cost of information collection and computation. Lindblom summarized the six primary requirements of the model in this way:

1. Rather than attempting a comprehensive survey and evaluation of all alternatives, the decision-maker focuses on those policies which differ incrementally from existing policies.
2. Only a relatively small number of policy alternatives are considered.
3. For each policy alternative, only a restrictive number of 'important' consequences are evaluated.
4. The problem confronting the decision-maker is continually redefined: Incrementalism allows for countless end-means and means-end adjustments which, in effect, make the problem more manageable.
5. Thus, there is no decision or 'right' solution but a 'never ending series of attacks' on the issues at hand through serial analyses and evaluation.
6. As such, incremental decision-making is described as remedial geared more to the alleviation of present, concrete social imperfections than to the promotion of future social goals.³⁴

³⁴ CHARLES E. LINDBLOM, The Intelligence of Democracy, Free Press, New York, 1965, pp. 144-148.

Lindblom argued that our system often can assure a more comprehensive regard for values of the whole society than any attempt at intellectual comprehensiveness. His main reason to deviate from the rational-comprehensive system is that in the ideal form it is not humanly possible and if we go for any lesser degree of comprehensiveness in theory then we can generalize the decision making process to be compatible with the political and social system. In doing so we are losing some accuracy or refined quality of the tool, but it is universally used at present with proven results.

PAUL DAVIDOFF AND THOMAS A. REINER

Paul Davidoff and Thomas A. Reiner documented their ideas that the choices constitute planning. They suggested:

Planning is a process for determining appropriate future action through sequence of choice....
The choices which constitute the planning process are made at three levels: first, the selection of ends and criteria; second, the identification of a set of alternatives consistent with these general prescriptives, and the selection of a desired alternatives; and third, guidance of action towards determined ends. Each of these choices required the exercise of judgement; judgement permeates planning.³⁵

The first set refers to the environment in which planning takes place. In the process of planning -

- 1) The individuals have preferences and behave in accordance with them which is an indication of individual choice in their surroundings.

³⁵ PAUL DAVIDOFF and THOMAS A. REINER, "A Choice Theory of Planning," Journal of the American Institute of Planners, Vol. 28, No. 2, May 1962, p. 103.

- 2) Individuals vary with their choices and societal interest is nothing but the sum of comparable choices of the majority of individuals in society.
- 3) Individual choice varies with time and in a similar method as the law of diminishing return.
- 4) To set the priorities when resources are scarce, choice is applied.
- 5) When planning is undertaken in an existing system consisting of interrelated parts, any action through planning will show consequences to the system, so the type of planning to undertake depends upon the consequences the society will accept.
- 6) Man operates with imperfect knowledge so rationality must be in the process of planning rather than a fully perfect scientific quantifiable reasoning. We desire perfection through full knowledge, but if not achievable at that point in time, the identification of all the possible alternatives (realistic or unrealistic) must be considered through rational judgement. The planning process should have the quality of rational decision making. The chooser must be informed of the range of choices and implications of each choice. They said:

Planning serves to relate the components of a system. In order to allow decision makers to choose rationally among alternative programs, the planner must detail fully the ramifications of proposals. In a world of imperfect knowledge this requirement must be balanced with that of action.³⁶

Planning which identifies appropriate courses of action involves the planning process in three levels:

³⁶Ibid., p. 106.

1) Value formulation - to be effective planning should be based on social choice. It is extremely difficult to put a value hierarchy through a social choice in a pluralistic society to attain a goal and a set of criteria. They suggested that planners should try three processes to resolve value conflict and efficiently attain plural goals. They wrote:

First, assigning exchange prices to several goals permits their joint pursuit. Second, posing alternatives, analyzing ramifications, and disseminating information contributes to effective bargaining between contending values; third, rendering value meanings explicitly provides common grounds for appraisal.³⁷

2) Means identification - the second major step in the planning process is to convert ends into means and to identify the means. Planners can use optimization studies or comparative impact analysis.

3) Effectuation - In this final stage planners should guide already indentified means toward attainment of formulated goals in the first stage. Most effectuation of planning is considered as the administrator's function but consciously or unconsciously administrator re-directs programs. Every consequence in planning action can not be predicted, so planners should be involved in this stage of the planning process.

JOHN DAKIN

John Dakin while evaluating Davidoff and Reiner's 'A Choice Theory of Planning', gave the definition of planning as:

³⁷Ibid., p. 110.

Planning is a basic identifiable sequence of operations-with both mental and physical manifestations - of the same kind, whatever may be planned.³⁸

Dakin sketched a general planning process:

- 1) The first emergence of the idea that to plan would be worthwhile.
- 2) Collection and systematization of evidence to show that planning would or would not be worthwhile.
- 3) Decision to plan.
- 4) Data collection for goals or objectives.
- 5) Choice of goals.
- 6) Data collection for means.
- 7) Process of relating goals and means.
- 8) Final determination of goals and means.
- 9) Establishment of priorities.
- 10) Data collection for effectuation.
- 11) Effectuation decisions.
- 12) Post-operation data collection and analysis.³⁹

Dakin believes that planners are a decision-aiding group and not the decision makers in the planning process. The planner collects the data and analyzes the evidence that planning will be worthwhile, but the decision to plan rests with the elected city officials or the citizens at large. In the same way, the planner formulate all the possible alternatives of goals and objectives and their implications and interrelationships, but the choice of goals or means depends on the decision maker. In effectuation procedures the planner also establishes possible alternatives, examines the variables, evaluates the variables, considers effectuation in the light of the determined goals, and selects the appropriate effectuation procedures.

³⁸JOHN DAKIN, "An Evaluation of the "Choice" Theory of Planning," Journal of the American Institute of Planners, Vol. 29, No. 1, February 1963, pp. 26-27.

³⁹Ibid., p. 21.

Most of the planners including Davidoff and Reiner have the ideology that planners should not dictate values to the immediate or ultimate clients, clients being the public at large. He does not find any logic for dragging in this assumption. Dakin's realization is that planning is not dependent, even in this society, on the will of the public. Many types of successful planning operations like industrial, business, trade, etc. are carried out without public reference. They said:

It is naive to think that planning treated as theory is in same way superior if it is democratic, and inferior if it is something else.⁴⁰

It depends on the political structure and the social framework within which planning is being performed. Planning must be regarded as a part of social process. Planning must comply with the physical bases of life. It should put a balance between the resources in nature and the consumption by Man. They wrote:

Planning can clearly be applicable to the linear statement of goal realization, but to be comprehensive it must be conceived as a self-regulating process of concept - action - modification - concept. It is in a measure a circular movement without beginning and without end, in which the process continuously redefines the nature and form of the product, and the product modifies the process.⁴¹

MELVIN M. WEBBER

Local government build costly public works which reshape the environment and influence the social, economic, psychic-political environments. Decisions for these expenditures need improved rationality

⁴⁰Ibid., p. 22.

⁴¹Ibid.

to make sure:

One, that the distribution of the benefits and the costs among the public is consciously intended and democratically warranted, two, that levels and priorities of investments are so staged as to induce the desired repercussions in the private markets, and three, that public resources are used for those projects and programs promising the highest social payoff.⁴²

It is true that physical planning shape the social behavior and the beautiful city is a goal we have yet to achieve. Land use planning must open up the avenues to the diverse opportunities for productive social intercourse that are latent in an advanced civilization. The physical planner does indeed have a significant role to play in pursuing the larger social purposes, but his contribution will be great if he can effectively evaluate the impact of development projects and service facility programs on the society. The city and the society are part of a highly complex web that is woven by the intricate and subtle relations that mark physical, social, psychic, economic and political systems. Now, for the first time in a democratic society, we are acquiring the conceptual and technical competence to undertake comprehensive planning policies. A more integrated approach is necessary through comprehensive planning. He said:

As one of its paramount functions, then planning in a democratic society is being seen as a process by which the community seeks to increase the individual's opportunities to choose for himself - including freedom to consume the society's produce and the freedom to choose to be different. Expanding freedom requires deliberate government actions, designed both to extend and to restrict individuals' liberties.⁴³

⁴²MELVIN M. WEBBER, "Comprehensive Planning and Social Responsibility," Journal of the American Institute of Planners, Vol. 29, No. 4, November 1963, p. 233.

⁴³Ibid., p. 239.

Webber suggested the following guiding principles to accomplish this goal:

- 1) Some regulatory measures to safeguard any social costs.
- 2) Some justifiable programs to redistribute income among the population.
- 3) Under special circumstances all individuals would profit by yielding certain rights to a central authority, because the total returns to the community thereby increase and each person's share can be greater.
- 4) Information service guiding to increase opportunity thereby increasing productivity to foster more rational private decisions.

YEHEZKEL DROR

Yehezkel Dror suggested that the success of planning is associated with the effectiveness of the planning process it follows. The development of a rational comprehensive planning process will be a step forward to advancement in planning. He sketched the concept of a facet design of the planning process. The facet design or a preliminary concept analysis will try to identify the main factors and variables composing and shaping the planning process. The study of the planning process is not easy because of the complexity of the planning process which results in a complex and multifaceted set, in which each facet in turn is the product of a large number of secondary facets, which in turn are the product of various tertiary facets which can be analyzed in terms of different subsets and so on. Dror stated:

Nevertheless, if the study of planning is to progress beyond impressionistic images or generalizations based on limited experience, it is essential that an effort be made to identify the main elements of planning, that is, that a preliminary facet design of planning should be constructed.⁴⁴

The facet design would be dealing with the environment and the structure within which the planning process takes place. The concept of facet as developed by Louis Guttman can be used in planning to develop four primary facets of planning which in turn will have several secondary facets as following:

Primary facet A: The general environment of the planning process.

Secondary facet A₁: the Basic environmental factors on which the planning process takes place.

A₂: The resource available for planning process and execution.

A₃: Various values which will guide the rational in the planning process.

A₄: The end state identification or goal formulation in reference to which the planning process will take place.

Primary Facet B: The subject matter of the planning process.

The subject matter of the planning process is the product of several secondary facets, at least nine facets.

Primary facet C: The planning unit.

The characteristics of the planning unit are the product of several secondary facets, at least seven facets.

Primary facet D: The form of the plan.

⁴⁴YEHEZKEL DROR, "The Planning Process: A Facet Design," Ed. Andreas Faludi, A reader in Planning Theory, Pergamon Press, New York, 1973, pp. 325.

The form of the plan is a product of any three secondary facets. Planning now can be regarded as the product of 4 primary facets; each primary facet in turn is the product of the secondary facets and if the process is being continued each secondary facet will be the product of tertiary facets and so on. Putting the model in an equation form, planning would be described as:

$$P = A \times B \times C \times D$$

$$= \left(\sum_{m=1}^{m=4} A_m \right) \times \left(\sum_{n=1}^{n=9} B_n \right) \times \left(\sum_{p=1}^{p=7} C_p \right) \times \left(\sum_{q=1}^{q=c} D_q \right).$$

This model for the planning process can be used to improve the quality of the policy decision. The planner can use the model as a whole, or in part or it can be revised within the structure depending on the availability of information and end direction for the specific case of planning under consideration.

T. J. KENT

T. J. Kent defined the general plan:

The general plan is the official statement of a municipal legislative body which sets forth its major policies concerning desirable future physical development; the published general - plan document must include a single, unified general physical design for the community, and it must attempt to clarify the relationships between physical development policies and social and economic goals.⁴⁵

Kent's concept of planning has a physical planning bias; social and economic need in comprehensive planning process are deficient in his model.

45

T. J. KENT, Jr., The Urban General Plan, Chandler Publishing Company, San Francisco, 1964, p. 18.

He made it obvious when he suggested that the interrelationship between socio-economic factors and the physical environment is largely intuitive and speculative. The primary client of the general plan as Kent suggested is the city planning commission and society is the secondary client. He specified six purposes of the general plan:

- 1) To improve the physical environment of the community;
- 2) To promote the public interest - the interest of the community at large, rather than the interests of the individuals;
- 3) To facilitate the democratic determination and implementation of community policies on physical development;
- 4) To effect political and technical coordination in community development;
- 5) To inject long-range considerations into the determination of short-range actions;
- 6) To bring professional and technical knowledge to bear on making of political decisions concerning the physical development of the community.⁴⁶

In his idea, the city council would be responsible for policy planning, the city planner would be responsible for technical and professional support and the city administrator would be responsible for effectuation in the city planning process. He identified ten characteristics which can be applied to both the general-plan process and the official plan document:

Subject-Matter characteristics:

- 1) Should focus on physical development.
 - 2) Should be long-range.
 - 3) Should be comprehensive.
 - 4) Should be general, and remain general.
 - 5) Should clearly relate the major physical-design proposals to the basic policies of the plan.
- Characteristics Relating to Governmental Procedures.
- 6) Should be in a form suitable for public debate.
 - 7) Should be identified as the city council's plan.
 - 8) Should be available and understandable to the public.

⁴⁶Ibid., pp. 25-26.

- 9) Should be designed to capitalize on its educational potential.
- 10) Should be amendable.⁴⁷

ALAN ALTSHULER

The job of the city planner is to propose courses of action, not to execute them. Alan Altshuler said that city planning is one of the extreme examples of administrative discretion to be found in American government. The city planner's objective is always to improve the total quality of urban living, to determine the overall framework in which urban physical development takes place. Altshuler wrote that

Democratic planning of a highly general nature is virtually impossible.⁴⁸

Significant planning problems are never simply technical; they always involve the determination of priorities among values. The comprehensive planner must assume that his community's various collective goals can somehow be measured, at least roughly, as to their importance, and welded into a single hierarchy of community objectives. Truly comprehensive goals tend not to provide any basis for evaluating concrete alternatives. But to perform ideally, a comprehensive planner must understand the overall public interest and he should possess causal knowledge which enables him to evaluate approximate net effects of proposed actions on the public interest.

PAUL DAVIDOFF

Paul Davidoff defined planning as a policy determination process.

⁴⁷ Ibid., p. 91.

⁴⁸ ALAN ALTSHULER, "The Goals of Comprehensive Planning", Journal of the American Institute of Planners, Vol. 31, No. 3, August 1965, p. 190.

The more effectively the policies for future courses of action can be determined, the better the planning will be. In a democratic society the policies should be determined by the citizens, or through a delegated group. Planning will more likely be the societal choice if the choice of the policies and future courses of action are aided by different political, social, and economic interest groups in the city. To follow this type of planning process Davidoff suggested there should be more than one planning group responsible for developing the city plan. To broaden the scope and choice in planning, all the interest groups should produce their own plans so that the comprehensiveness of planning will be wider and deeper, and lead to more rational action. He borrowed the idea of advocacy from the present practice in law. The advocate planner, private or public employee, will represent an individual, group, or organization. He affirms the client's position in language understandable to his client and to the decision makers he seeks to convince. He suggested several ways advocacy in planning can be introduced to improve the level of rationality in the process of preparing the public plan in a pluralistic society. If pluralism in planning through advocacy can prove that it produces a better plan then in order to improve the planning process the government should now be responsible for planning action and provide the necessary funds for this practice.

JOHN FRIEDMANN

John Friedmann stated:

Comprehensiveness in city planning refers primarily to an awareness that the city is a system of interrelated

social and economic variables extending over space.⁴⁹

To be truly comprehensive in planning, the city planners must extend their consideration to include all factors relating the system. John Friedmann gave a list of nine functions concerning the city to be incorporated in the city planning system:

- 1) Economic expansion, full employment, efficiency of governmental operations.
- 2) Social welfare, crime, juvenile delinquency, racial integration.
- 3) Education; programs and facilities.
- 4) Housing construction, redevelopment, neighborhood conservation.
- 5) Public transportation.
- 6) Sanitation and public health.
- 7) Cultural and recreational programs and facilities.
- 8) Control over land uses.
- 9) Urban design values.⁵⁰

To accomplish these above mentioned city planning functions, the city planning process must be redesigned. We can restructure the existing city planning process to produce the results of a comprehensive planning process by:

- 1) Enlarging the scope of what is normally considered city planning to include all matters of interest and concern to the city.
- 2) Establishing a process of consultation and coordination that would be built directly into the decision-making structure of the city.
- 3) Separating within this process distinct policy and program planning functions operating on different time scales.
- 4) Orienting planning functions to development tasks and partial equilibrium solutions rather than the formulation of a general equilibrium model in the form of a long-range master plan.

⁴⁹ JOHN FRIEDMANN, "A Response to Altshuler: Comprehensive Planning as a Process," Journal of the American Institute of Planners, Vol. 31, No. 3, August, 1965, p. 195.

⁵⁰ Ibid.

5) Maximizing the potential contributions of technical experts in a variety of subject fields, relying on a process of continuing, structured relationships among them to achieve the comprehensiveness which would continue to be one of the major aims of planning.⁵¹

MELVILLE C. BRANCH

Melville C. Branch viewed comprehensive planning as a process directing actions to maximize the attainment of the community goals. He felt that no educational program exists at the present time emphasizing this type of comprehensive planning as a field of study. There is real and significant resistance to planning in this country which is one major reason planning involves present sacrifice for future gain.

The process of comprehensive planning involves conceptualizing a city from a broad to a particular. This core concept is tied with physical out lines of elements and as much economic, social, political, quantitative and abstract information as the mind can handle. The form and the language must be comprehensive to the decision makers. Although our knowledge of comprehensive planning is very limited and rudimentary, for success in the future we must appropriately and reliably reflect on the nature of the urban organism it represents.

Branch suggested three phases of comprehensive planning for coordination, projection, flexibility and objectives to be combined into a system. The current phase will deal with middle-range planning as suggested by Martin Meyerson. The final phase is the long-range planning action on long-range goals and objectives as is the present practice in comprehensive planning.

⁵¹Ibid., p. 197.

AMITAI ETZIONI

Societal decision-making requires two sets of mechanisms:

(1) high order, fundamental policy-making processes which set basic directions; (2) incremental processes which prepare for fundamental decisions and action after they have been reached. Amitai Etzioni suggested 'the mixed-scanning' approach which will provide for both. A mixed-scanning strategy, as the name implies, is a mixture of rational and incremental decision making approaches. It is not as rational as totalitarian societies ask for and not as incremental as democratic societies advocate. Mixed-scanning provides both realistic description of the strategy used by actors in a large variety of fields and the strategy for effective actors to follow. As Etzioni explains:

A mixed-scanning strategy would include elements of both approaches by employing two cameras: a broad-angle camera that would cover all parts of the sky but not in great detail, and a second one which would zero in on those areas revealed by the first camera to require a more indepth examination.⁵²

RICHARD S. BOLAN

In 1967, Richard S. Bolan identified an optimum planning system which can be framed into a sophisticated planning process. He accounted for the variables in the process and grouped them into three major elements. All component variables under each element were compartmentalized according to their character.

1. Character of the public agenda.
 - A) Character of generating forces
 - B) Character of decisions to be made

⁵² AMITAI ETZIONI, "Mixed- Scanning: A 'Third' Approach to Making," Ed. Andreas Faludi, A Reader In Planning Theory, Pergamon Press, New York, 1973, p. 224.

2. General decision system
 - A) Historical-social
 - B) Decision making environment
 - C) Dynamics of decision making
3. Planning system components
 - A) Planning strategy
 - B) Planning method
 - C) Planning program-content
 - D) Position of planning.⁵³

Any public issue would be within the interaction of these three elements. The details would be worked out with the component elements as necessary for the case in hand. While society is dynamic and values are ever changing he suggested time as the final variable to be applied everywhere in all types of planning and decision making. In 1969, Bolan refined his analytical system and put in a flow diagram for system analysis of the rational decision-making in planning. He identified five basic variables:

- (1) PROCESS STEPS (Initial Premises) - it will be the initializing variable which will then flow into the other four independent variables set influencing character and quality of decision outcomes.
- (2) PROCESS ROLES
- (3) A DECISION FIELD CHARACTERISTICS.
- (4) PLANNING AND ACTION STRATEGIES.
- (5) ISSUE ATTRIBUTES.⁵⁴

Interaction of these independent variables will flow into dependent variables which will produce the decision.

Summary

These homomorphic planning processes can be separately identified if screened through their dominant characteristics. This will give more insight into the concept-developer's intention and the philosophy of

⁵³ RICHARD S. BOLAN, "Emerging Views of Planning," Journal of the American Institute of Planners, Vol. 33, No. 4, July 1967, p. 243.

⁵⁴ RICHARD S. BOLAN, "Community Decision Behavior: The Culture of Planning," Journal of the American Institute of Planners, Vol. 35, No. 5, September 1969, pp. 302-303.

planning. Means-orientation and end-orientation must simultaneously be present in comprehensive planning process to adequately meet the requirements of theories of planning. The most dominant actors or actions in the planning process in developing the final product, the plan, can be identified through means-orientation analysis. The most dominant expected characteristic of the end-product of comprehensive planning process can be found out through end-orientation identification.

In theories of planning different means - orientation and end-orientation are visualized. So it is necessary to analyze each theory of planning in two different ways:

- i) means-orientation identification
- ii) end-orientation identification

The dominant characteristics in means-and end-orientation of planning theories are strictly the researcher's own observation and may not be satisfactory to all individuals. Orientation analysis of the processes is done from the theories documented previously. The outcome is shown in table 2 and 3 for ease in understanding.

Table 2

ANALYSIS OF PROCESSES BY MEANS-ORIENTATION

CATEGORY	POSITION SUMMARY	MAJOR ADVOCATES*
I. CITIZENS	Citizens influence the outcome due to the built-in characteristics of the planning process	6,7,14,15,16,20,26
II. POLITICIANS	Politicians are able to influence the outcome due to the assumptions in the planning process	9,11,18,25
III. PLANNERS	Planners influence the outcome due to the characteristics of the planning process	1,2,3,4,5,8,10
IV. OPTIMALITY (RATIONALITY)	Outcomes are influenced due to the rational pursuit of the optimal conditions by any actor in the planning process	12,13,17,19 21,22,23,24

*The numbers indicated here refer to the numbers in "Schedule of Process Inputs," as shown in table 4.

Table 3

ANALYSIS OF PROCESSES BY END-ORIENTATION

CATEGORY	POSITION SUMMARY	MAJOR ADVOCATES*
I. PHYSICAL CITY	Expected outcome will emphasize the physical city rather than people due to the character of the planning process	1,2,4,5,9,18
II. PEOPLE AND THEIR CONCERN	The expected result will emphasize people and their concerns due to the assumptions in the planning process	3,7,8,14,16,20,25,26
III. TECHNICAL EFFICIENCY	The expected result will reflect the technical efficiency in planning due to characteristics of the planning process	6,10,11,23
IV. RATIONALITY AND PUBLIC INTEREST	The expected result will emphasize the rationality and public interest due to built in assumptions in the planning process	12,13,15,17,19,21,22,24

*The numbers indicated here refer to the numbers in "Schedule of Process Inputs," as shown in table 4.

Table 4

SCHEDULE OF PROCESS INPUTS

1. City Beautiful Movement
2. Frederick Law Olmsted
3. City of Cincinnati Plan 1925
4. Alfred Bettman
5. A Standard City Planning Enabling Act of 1928
6. National Resources Planning Board (1933-1943)
7. Harland Bartholomew
8. Metro-City Cincinnati Plan 1947
9. Federal Housing Program: Housing Act 1954 - 1961
10. Charles M. Haar
11. Martin Meyerson
12. Robert C. Hoover
13. Charles E. Lindblom
14. Paul Davidoff and Thomas A. Reiner
15. John Dakin
16. Melvin M. Webber
17. Yehezkel Dror
18. T.J. Kent
19. Alan Altshuler
20. Paul Davidoff
21. John Friedmann
22. Melville C. Branch
23. Amitai Etzioni
24. Richard S. Bolan
25. Housing Act of 1968
26. Model City Program

CHAPTER III

STUDY OBJECTIVES

Much of the research in planning theory asserts that means-orientation and end-orientation should simultaneously be present in any comprehensive planning process model, though the dominant characteristics of these orientations may vary. To be theoretically satisfactory, the following four characteristics of means-orientation and four characteristics of end-orientation must be present in any comprehensive planning process model.

Any one or more of these characteristics of means-orientation should dominate due to the built-in conditions in the planning process:

- 1) Citizens: citizens influence the outcome because of built-in participation characteristics of the planning process.
- 2) Politicians (representing citizens): politicians influence the results due to the assumptions inherent in the planning process.
- 3) Planners: planners influence the outcome due to the characteristics of the planning process.
- 4) Optimality (rational): the planning outcome is influenced due to the rational pursuit of the optimal conditions by any actor in the planning process.

Also any one or more of these following characteristics of end-orientation should dominate due to the built-in assumptions in the planning process:

- 1) Physical City: the expected end-product will emphasize the physical city rather than the people due to the character of the planning process.
- 2) People: the expected outcome will emphasize people and their concerns due to the assumptions in the planning process.
- 3) Technical Efficiency: the expected end-product will reflect the technical efficiency of planning due to characteristics of the planning process.
- 4) Rationality: the anticipated outcome will emphasize the rationality and public interest due to built-in assumptions in the planning process.

The developed comprehensive planning process must be related to C.B.D. rejuvenation planning. The C.B.D. can be represented as a system and the system should be analyzed to identify the factors which collectively represent the C.B.D. These factors then should be incorporated in the comprehensive planning process. The actions necessary for rejuvenation planning shall have to be researched and the developed model must encompass these activities. The developed comprehensive planning process model will then satisfy the requirements of contemporary planning theory and will be applicable to C.B.D. rejuvenation planning.

Research Objective

From the above discussion it follows that the intent of this research is to develop a comprehensive planning process model which -

- i) will be satisfactory to the necessary requirements of the planning theory;

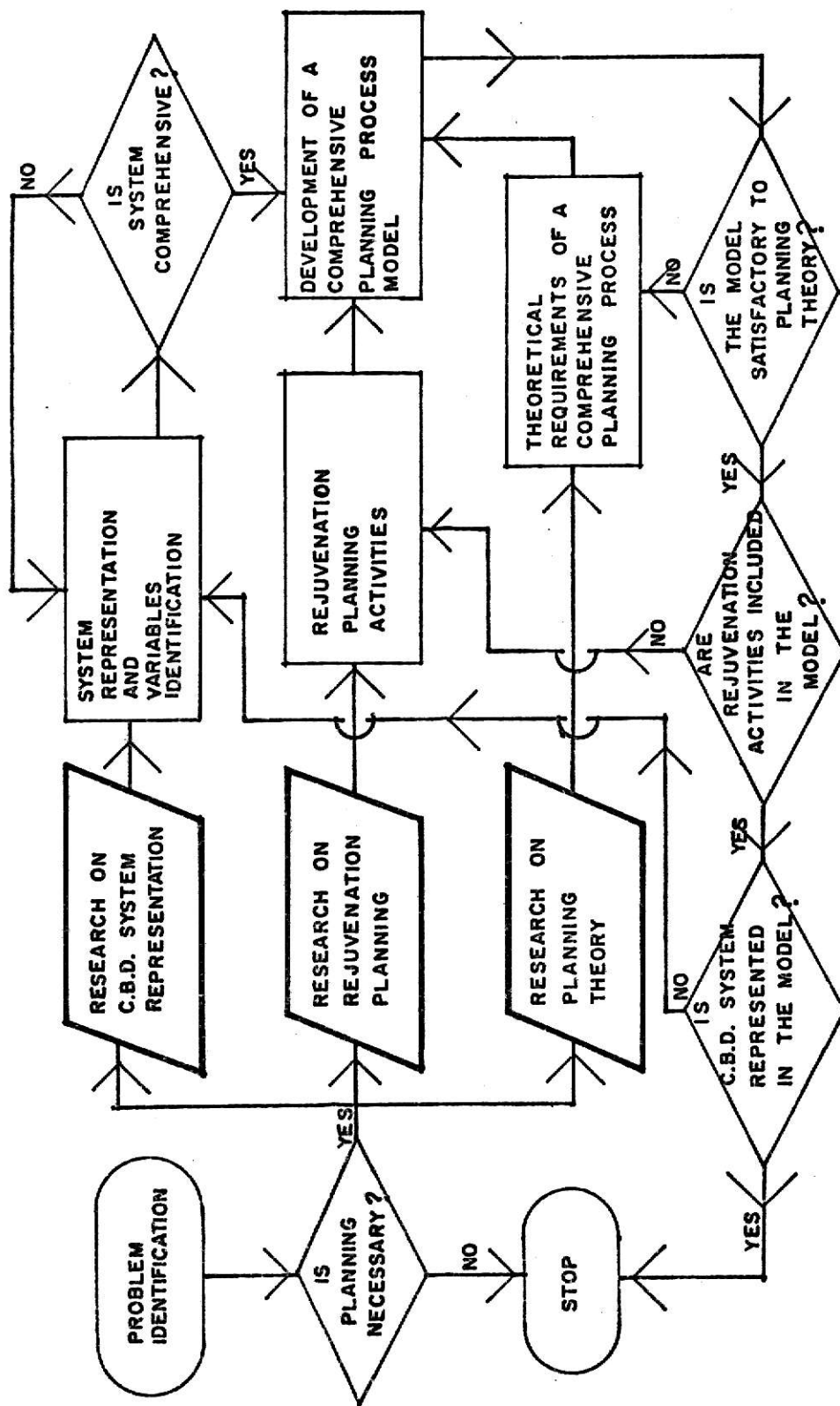
- ii) will incorporate the C.B.D. as a represented system and relate all the variables in the system; and
- iii) will sequentially include all the actions necessary for the C.B.D. rejuvenation planning.

The relationships of these research objectives are sketched in the flow diagram in figure 1 on page 66.

**THIS BOOK
CONTAINS
NUMEROUS PAGES
WITH DIAGRAMS
THAT ARE CROOKED
COMPARED TO THE
REST OF THE
INFORMATION ON
THE PAGE.**

**THIS IS AS
RECEIVED FROM
CUSTOMER.**

FIGURE 1



FLOW DIAGRAM OF ACTIVITIES IN THIS RESEARCH

CHAPTER IV

THE C.B.D. SYSTEM AND REJUVENATION PLANNING

Research Activities

The intent of this research is to develop a comprehensive planning process model for the rejuvenation of the C.B.D. in small communities. The procedure followed for this development research has been diagrammed very briefly in figure 1, on page 66.

First, the researcher shall attempt to define comprehensive planning and what sequential action program is involved in any comprehensive planning process.

Second, he should try to visualize the C.B.D. not as an urban component but as a system. The advantage of a workable system representation is undoubtedly multifold. If the interrelated system variables can be inventoried, analyzed, and projected for planning and decision making purposes, then it can be arranged, rearranged and tested. Thus, by altering the conditions and cohesive linkages among variables within the system, it may achieve a full or partial equilibrium condition. As a result, planning can become more effective, less time consuming and more rational.

Third, the researcher shall attempt to discover the actions necessary to rejuvenate the represented system or the C.B.D.

The end-product can then be obtained automatically as a derivative action of all the interrelated variables by processing them through a rejuvenation orientation and formulating them into a rational decision

making a sequential action program. However, one reservation must be kept in mind with regard to the above mentioned procedure: the system must be as true a representation of the C.B.D. as possible, coordinating comprehensively all the variables representing relevant functions of the C.B.D. Hence, the system followed and the actions recommended must be on a broad base or in a generalized structure so it can be applicable to almost any urban place.

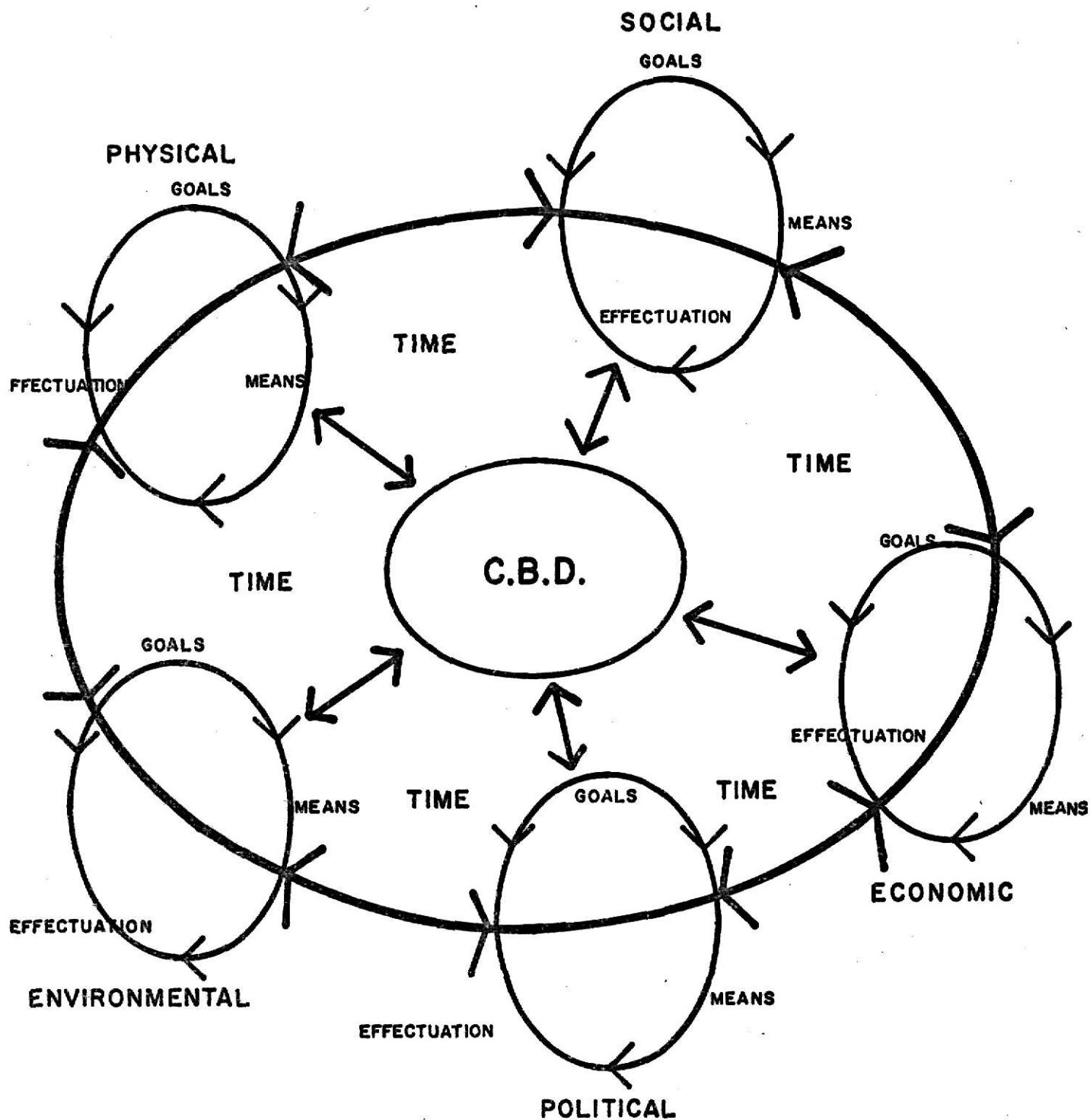
In the previous chapter, an extensive study was undertaken to identify the concepts of comprehensive planning and the essential ingredients pertinent to form a comprehensive planning process. The author now will attempt to establish a system with all the inter-related variables to represent the C.B.D. as closely as possible.

C.B.D. System Representation

An urban place is, in reality, an agglomeration of people having reached a certain population threshold, with a minimum of land use intensity and development, living a social life supported by an economic framework organized through a political system. The C.B.D., or the heart of the urban place, while a part of an urban area is its own entity. Any C.B.D. can be visualized as a system of interrelated social, economic, political and environmental variables extending over space and time. Thus any C.B.D. can be represented as a system of coherently related factors:

- i) Physical;
- ii) Social;
- iii) Economic;

FIGURE 2



THE C.B.D. AS A CONCEPTUAL SYSTEM

- iv) Political;
- v) Environmental; and
- vi) Time.

All of these factors behave as sub-systems within a system (see figure 2, page 69). With further scanning, the variables involved in each sub-system can be identified. Each of the following variables plays a significant role in the existence and growth of a C.B.D. and should be considered as input variables in the C.B.D. rejuvenation planning process (see figure 3, page 92).

PHYSICAL SUB-SYSTEM

1) Natural Features:

This includes physiography, soil conditions, topography, waterbodies and hills in or near the C.B.D. area. For a balanced ecological system, natural features must be considered for preservation, utilization and coordination in planning to avoid any adverse effect.

2) Historical Features:

Present day society is built through history, and a knowledge of history is important for directing the future. Historical information includes any building, church, tower, any street or avenue or any piece of art (such as a statue, fountain etc.) which stands as a historical replica. It should be preserved not only because of its historical importance or beauty but also as a representation of culture, tradition and heritage. Historical features can include physical features, social characteristics,

economic factors, and the political structures. Values inherent in the historical features can help analyze the casual relationship of growth and existence of the C.B.D. and the knowledge of history is a prime factor consideration in rejuvenation planning.

3) Micro-Climate:

This includes the weather and atmospheric conditions with daily and seasonal variations. Micro-climate plays a dominant role in urban design. Physical designs, comfort conditions, and human needs vary with climatic variation. Functional variation is also linked with climatic conditions. Climate has an impact on the materials and types of construction, the desired comfort condition, and styles of buildings as well as the surrounding environment with plants, shrubs, and greenery. Micro-climate is an important variable to be included in the C.B.D. rejuvenation planning process.

4) Visual Image:

Human psychology strives for beauty and enjoys it. Visual image implies the aesthetic quality associated with the physical and natural environment of the C.B.D. as visualized individually or collectively. Aesthetics play a significant role in the C.B.D.'s function. The aesthetic quality of any space or structure is partially responsible for its acceptance or rejection. Building facades design, and business and store floor planning are important considerations for urban design of the C.B.D.

Though aesthetic quality is a highly individual judgement, and there is no unique generalized formula for universally acceptable beauty, it can be analyzed and improved through:

- i) unity, variety and harmony;
- ii) scale, a) human scale, and b) activity scale;
- iii) proportion, composition, and balance;
- iv) expression of the environment -
 - a) through function, and b) through psychological impact;
- v) perception of the environment in awareness of design through - a) form, b) space, c) color, d) texture, e) material, and f) light.

To be easily acceptable the visual image or the aesthetic considerations of the C.B.D. must be incorporated as an important variable in the C.B.D. rejuvenation planning process.

5) Land Use:

Land and its usage for human functions is an eternal activity. Land use and land development involve physical, economic, social, political and environmental considerations. Land can be described in three ways:

- i) in a natural condition;
- ii) in a semi-natural condition - like open space, parks, and recreation areas etc.;
- iii) in a developed condition - man altering the natural face of the landscape and making it suitable for society's function.

Social choice will dictate the land use standard and land development criteria. Economics plays a dominant role in land use determination and in proper land allocation. An ecological balance is necessary for environmental quality preservation which is only possible through a compromised coordination between natural systems and man-made systems.

Land development depends on various factors such as:

- i) land capability,
- ii) land availability, and
- iii) criteria and standards of development acceptable to the society, implementable through known technology.

In order for planning to produce optimal land use and allocation, the following factors should be considered:

- i) existing land use plan;
- ii) projected land use demand;
- iii) land capability;
- iv) land availability data;
- v) land economics;
- vi) land development impact analysis; and
- vii) criteria and standards for future land uses.

Land is the second most important variable in human society and land use must be considered as a vital variable in the C.B.D. rejuvenation planning process.

6) Transportation:

This comprises all modes of transportation available for easy and efficient movement of people, goods and services linking the C.B.D. to the rest of the world. Mobility is vital for it brings economic betterment, social integrity and acceptance as well as physical growth. Transportation problems in the C.B.D. are a national problem, crippling the growth and existence of the C.B.D. Though over-crowding, shortages of space for efficient movement and environmental pollution in the small urban place is less acute than in larger urbanized areas, transportation problems -- such as mobility for children, the elderly, the handicapped and the poor -- are more predominant.

The C.B.D. is for the community in general. Planning must not be skewed to help only the people who can afford automobiles. Even if the automobile is viewed as a major mode of transportation, it must be planned as an easy, efficient, and safe means to meet the needs of the society and the C.B.D. The following activities should be undertaken to help comprehensive planning:

- i) Consider all travel needs (from land use or other information), including goods and services.
- ii) Identify the notable traffic problems.
- iii) Consider all possible modes of transportation.
- iv) Make an origin- destination survey for the C.B.D.
- v) Develop a traffic safety study.

Transportation affects all other elements of the urban system. It affects population, land use, trades, businesses, industries, parks recreation facilities, open space, utility, community facilities, economy, the aesthetic quality, the C.B.D. form, and the environment.

Land use and transportation are often called the two most important physical variables of the C.B.D. system.

7) Parking and Loading:

This activity involves the space necessary to accomodate vehicles which come to the C.B.D. for any reason, including the loading and unloading space needed for the goods and services to and from the C.B.D.

Parking and loading are highly significant factors for the efficient functioning of the C.B.D. People may refuse to come to the C.B.D. only because of parking problems. Without proper planning these can deface the C.B.D.'s beauty, hamper economic growth, result in fatal accidents, and produce a blighting effect on the environment. While planning for parking and loading in the C.B.D. the following considerations must be made:

- i) Survey and projection of parking demand - where, when and how many parking spaces are necessary.
- ii) Provide ample parking supply where and when people want to park.
- iii) Provide sufficient and safe loading and unloading spaces for goods and services in the C.B.D.

iv) Supply of parking, loading and unloading spaces must be efficient to meet the demand, but also must be safe as well as aesthetically controlled.

If these factors are not taken into account, people will go to fringe area businesses and shopping malls where parking is free and plentiful.

8) Utility System:

This comprises the supply of water, electricity, gas, telephone, provision of street cleaning and snow removal services and storm drainage. An ample and efficient utility system increases the desirability for businesses, shops, trades and industries to locate in the C.B.D.

9) Housing:

This includes residential units in the C.B.D. Most of the time trades, businesses, and other commercial activities are most predominant in the C.B.D., but housing can play a significant role in the C.B.D.'s land use. Housing is a basic social need.

The housing needs of the senior citizens who cannot walk or drive very far require that they are close to a multi-activity center to satisfy their physical, social and economic needs. The housing supply for the poor in the United States is mainly provided through a 'filtering down' process. Vacant and dilapidated low rent housing units in the C.B.D. are most affordable to the poor and the minority groups because of their economic and social restraints, thus forcing them into C.B.D. housing units as the only choice.

In recent years, the trend has been to comprehensively plan C.B.D. land use to include housing. This is still the trend in larger urbanized areas. To save the further deterioration of existing housing units and to prevent the spread of this sickness to rest of the C.B.D., planning must include housing as a variable in the C.B.D. rejuvenation planning process. The following activities should be involved for housing:

- i) Determination of the housing sub-market in the C.B.D.
- ii) Inventory and condition study of the existing housing units in the C.B.D.
- iii) Plan for the betterment of existing housing units and for the supply of new housing units to meet demand in general and in the C.B.D.

For C.B.D. planning to be comprehensive, it must include housing as an important variable.

10) Building Conditions:

This gives qualitative and quantitative information on the physical condition of the buildings and the structures. Building condition studies serve as an indicator of the quality of the physical, social and economic environment of the C.B.D. It can indicate the safety, useability, social and economic value, and above all, rejuvenation needs. Building condition studies and maps will identify each building by certain pre-defined qualitative terms such as:

- i) excellent,
- ii) good,
- iii) fair,
- iv) poor and
- v) dilapidated.

A building condition study is a necessary variable in the C.B.D. rejuvenation planning.

11) Open Space, Parks and Recreation Facilities:

Open space in the C.B.D. is defined as the space which is not developed with buildings or structures. Parks and recreation areas are man-made or natural facilities that satisfy active or passive recreational needs. The primary concerns of open space are:

- i) Satisfaction of physical and psychological human needs;
- ii) Preservation of environmental quality and resources for human health and ecology; and
- iii) Economic enhancement through the existence of open space and a healthy environment.

Parks can serve other functions such as social gatherings, political meetings, etc..

There will be greater acceptance of the C.B.D. if parks and recreation facilities are incorporated in the C.B.D. planning. If a C.B.D. can attract more people, the economy will improve. Open space, parks and recreational facilities are important variables in the C.B.D. rejuvenation planning process.

12) Street Furniture, Signs and Greenery:

Street furniture, street graphics or signs, and greenery are parts of urban life which help form the cityscape of the C.B.D. as an expression of urbanity. The streets are the linkages for the C.B.D.'s function and are arenas of activities themselves.

In the C.B.D. planning, pedestrian needs are an important concern. This should include - walkways, rest shelters and benches, separation from high speed traffic, safety from crime and other dangers, and accomodating the special needs of people.

Street furniture is necessary for the efficient and safe functioning of the C.B.D. as well as providing a beautiful and pleasing environment. Street furniture consists of:

- i) street lighting and its accessories,
- ii) road signs and their accessories,
- iii) traffic signals,
- iv) parking meters,
- v) litter bins,
- vi) shelters,
- vii) public and emergency telephones, fire alarms,
- viii) mail boxes, fire hydrants,
- ix) sculptures, fountains, and
- x) flower boxes, ground cover beds etc.

The sign system is very important for the C.B.D.'s businesses and trades for it serves as a communication media. The sign system must be planned for its position, information or writing, color, size and lighting.

The greenery of the C.B.D. includes all plant life natural or transplanted. Greenery not only adds beauty, but is necessary for human body and mind.

Hence street furniture, signs, and greenery are important for the C.B.D. rejuvenation planning.

SOCIAL SUB-SYSTEM

1) Population:

This is composed of the quantitative and qualitative information on people. How many people are served by the C.B.D. and how efficiently they are served are important factors for the C.B.D. planning. People's usage, acceptance and patronage guide the growth and existence of the C.B.D. On the other hand, the C.B.D. can initiate population growth or decline in the community. Human needs vary with age, sex, income, ethnic background, education and cultural heritage. The socio-economic characteristics of the population are good indicators to predict the community's needs - in general and in particular.

The following information on population is helpful for C.B.D. planning:

- i) the number of people served or expected to be served by the C.B.D. for the past (30 years), present, and future (30 years);
- ii) the age and sex composition;
- iii) the family or the individual income;
- iv) the ethnic background;

- v) the educational level; and
- vi) the cultural heritage.

Nothing is more important than people in the C.B.D. rejuvenation planning process.

2) Citizens' Attitude towards the C.B.D.:

People's psychological attitudes towards the C.B.D., its acceptance or refusal, dominantly affect the C.B.D.'s existence and growth. Society's feelings about the C.B.D.'s functions and facilities should be incorporated in the C.B.D. rejuvenation planning. The planning is expected to be more fruitful if the society is involved in the formulation of goals and objectives and in the implementation decision-making. When the citizens feel that the C.B.D.'s functions and facilities are oriented towards their needs and they are proud of the C.B.D., then the community would support the C.B.D.'s rejuvenation planning.

In most of the small urban places, people think the C.B.D. is their place for satisfying their multi-functional activities. But when redeveloping efforts and implementing capital expenditures, the attitude changes. People think the burden of redeveloping the C.B.D. should be carried out by the trade and business owners and the property owners of the area, for it appears that they will benefit from the rejuvenation action.

Citizens' attitude towards the C.B.D. is a function of:

- i) Historical trends bonding the citizens and the C.B.D.
- ii) Available physical facilities that properly serve the needs in general or of the individual of the community.

- iii) Quality of merchandise and prices that are competitive enough for them to shop in the C.B.D.
- iv) Shopping and business hours that are in conformity with popular demand.
- v) The merchants' and businessmen's behavior and relationship with the users.
- vi) Citizens' acceptance of the political structure governing the C.B.D. and its policies.

To be successful, society's attitudes must be considered as a prime variable in the C.B.D. rejuvenation planning process.

3) The C.B.D. for Special Groups:

It is very easy to say that the C.B.D. is for all citizens. But for this to be true, the C.B.D. must account for the needs of special groups such as senior citizens, the handicapped, the poor, children, and minorities. This is not an easy task to undertake, because it will face some stormy opposition from the existing political structure and also from other interest groups. But planning, to be comprehensive and truthful to the society, must incorporate this variable.

4) Arena for Social Activities:

The C.B.D. can also encompass social activities, which include philanthropic institutions, religious institutions, educational institutions, drug control and anti-drug education centers, recreational facilities and health care facilities, for people who do not have the means to acquire these services elsewhere.

This also would include townfairs, different cultural discussions and functions, and seasonal gatherings for society. All these can produce a cohesive social bond and increase the community pride in its C.B.D.

5) Crime in the C.B.D.:

For a place to be socially acceptable, it should have low crime potential. Planning can help fight the very cause of crime as well as designing areas to discourage it. Crime detracts from a C.B.D. and planning can help to produce a safer and more socially invitable environment.

ECONOMIC SUB-SYSTEM .

1) The C.B.D.'s Resources:

A resource analysis is a vital input for planning. A comprehensive analysis of the following resources should indicate the actual range of opportunities and handicaps for a C.B.D.'s economic development:

i) Physical - This should include available natural physiographic resources such as water, clean air, good soil, vegetation, etc. This should also include an inventory of real estate and business ownerships in the C.B.D., a comparative analysis of values and rents of the C.B.D. with other areas in the urban place as well as studies of housing and building conditions, existing land uses and transportation facilities. These will help identify the future growth potential of the C.B.D.'s economy.

ii) Economic: This will supply the inventory of existing businesses, trades, and industries; existing sales and market; the C.B.D.'s financial and lending institutions and their attitude and support for the C.B.D.'s economic growth; economic incentive policies; and tax structure and tax incentives.

iii) Social: This should include police and fire protection, health services, nondiscriminatory policies; social programs such as the PRIDE program, etc.; safety programs, etc.

iv) Human: This will supply the characteristics of the employers and employees in the C.B.D. It also will include employed and unemployed in the labor market, the age and sex of the labor market, the availability of skilled and unskilled job and laborers and the education character of the labor market.

2) The C.B.D.'s Economic Structure:

An analysis of the C.B.D.'s economic structure is essential as a basis for the rejuvenation planning. The analysis should identify:

- i) the level and characteristics of the C.B.D.'s economic establishments according to basic and non-basic activities; and
- ii) quantify the available employments and their characteristics.

Thus the economic structure analysis with its supply of valuable information will be an important variable for the C.B.D. rejuvenation planning process.

3) The C.B.D.'s Market:

The economic market analysis and projection is another basic activity necessary for the C.B.D. rejuvenation planning. The market determination and projection can be achieved through different standard planning procedures. This should:

- i) identify the geographic coverage served by the C.B.D. with trade, business and other economic functions; and
- ii) quantify the total population being served within this area.

The knowledge of geographic coverage will help plan for the necessary transportation, and land use and will provide other needed facilities. The number and socio-economic characteristics of the population will aid the planning and designing of the C.B.D. in meeting the anticipated needs. The C.B.D. of urban places of 5,000 to 10,000 population qualify at the lowest level of Central Place Theory, which suggests the expected trades and businesses to be developed.

Market analysis will also help formulating the C.B.D.'s growth prospect. The following information, which is available from the market analysis, also is very helpful in the C.B.D.'s planning:

- i) Trends in existing trades, businesses, and industries;
- ii) Competitive position in the region, in the county or in the urban place; and
- iii) Competition among trades, businesses and industries within the C.B.D.

4) The C.B.D.'s Sales:

A sales study can supply information on the sales of trades, businesses, industries, and services. This serves as an excellent indicator for judging the growth or decline of the C.B.D.'s economy. A sales study must consider:

- i) all wholesale and retail trades,
- ii) all businesses,
- iii) all industries,
- iv) all services, and
- v) all other economic activities in the C.B.D.

The data should cover the past ten years to establish a valid trend and indicate any special good or bad effects for Kansas' crops during the year.

Since there is an inflationary trend in the national economy, the study must refer the dollar value to fixed year 1960. All other year's sales data must be calculated according to dollar values in 1960 for a true, comparative picture. Without fixing the dollar value, the sales data can be adjusted with a proper inflation factor for each year.

5) Capital Improvement Program:

It is a plan for capital expenditures to meet the capital needs arising from the improvement work program, for four to six years, set according to priorities and financial sources. Not a single community in the world has the money or resources to do every thing that it would like to do. A capital improvement program is

a powerful planning tool to distribute and invest project resources according to the need for improvement. Through the capital improvement program, the C.B.D. planning and implementation becomes more rational and easier. The capital improvement program is a plan in itself and serves as a very important tool in the comprehensive planning process.

POLITICAL SUB-SYSTEM

1) Politics of the C.B.D.:

This will identify the process in which rules or policies of city and the C.B.D. are made and changed. Culture plays a significant role in politics. American culture follows the democratic process but local politics may vary, although following the democratic outline. Democracy in theory states that every individual should decide his or her own future, but in reality, it is the elected officials, along with powerful interest groups, who are the decision-makers.

The less powerful, the poor and the minorities, usually accept the decisions imposed upon them. In the small Kansas urban places, everyone knows the other individuals in the community, and this personal contact and knowledge creates a softer environment for politics. The policies may be for incremental or revolutionary change, but the process through which they are formulated is important for its implementation and expected result. Politics play an important variable in C.B.D. planning process.

2) Government:

This will identify the legal power structure which finalizes the implementation of policies. Planning without implementation is fruitless. Whoever holds the power and how it is used are important determinants of what is accomplished.

If the C.B.D. rejuvenation planning is undertaken by the city, or if the rejuvenation involves any federal or state assistance, then the city commission and the planning commission finally will be responsible for the implementation action. If any private organization undertakes the rejuvenation planning, it will not be responsible to the community for the planning actions.

Kansas State Statute specifies the types of city government which are legal in Kansas. The government is democratically elected by all the voters but once elected only some officials will finalize the policies and their implementation actions. For the most part, elected officials try to work for the betterment of the community, but diversity in society and pressures from special interest groups make it difficult.

To be successful, planning must recognize the environment within which the effectuation or implementation is made. Planning helps the decision makers to make judicious decisions from the available alternatives. And by the same token, a knowledge of government is a very important variable in the planning process.

3) Special Interest Groups:

This will identify the special interest groups and their policies. In the C.B.D., special interest groups mostly are:

- i) Business owners,
- ii) Industrialists,
- iii) Merchants, and
- iv) Real-estate owners.

Their interests are identified and communicated to the elected city officials through the Chamber of Commerce, Downtown Merchants' Association, etc. In reality, special interest group's wants and policies play an important role in the planning process, including the implementation of the end-product and therefore, should be considered as an important variable in the rejuvenation planning process.

4) Regulatory Instruments:

This is comprised of all the regulatory tools which can be used to help planning the C.B.D.'s growth, such as zoning and sub-division regulations, building codes, etc. Regulatory instruments are essential for a successful planning process and should be innovative as well as action oriented.

5) Intergovernmental Coordination:

Any local government involved in C.B.D. rejuvenation planning may not be resourceful enough to pursue planning and implementation by itself. Cooperation and coordination with federal and state governments help local governments to acquire many resources. Good inter-governmental coordination is necessary since a local government's actions are directed by federal and state regulations. Inter-governmental coordination is an important variable for a C.B.D. planning process.

ENVIRONMENTAL SUB-SYSTEM

The environmental sub-system can be viewed in two ways:

The first is the generalized view where environment is associated with all other sub-systems such as physical, social, economic, and political environments. Harmonious coordination of all the relevant variables of each sub-system will produce a satisfactory environment, and a rational combination of all of these sub-systems, as already identified, will create the urban environment.

The second view, formed by ecologists and the federal government through the Environmental Protection Agency, tries to identify the ecological system components and the impact of man-made society. The most important variables are:

- i) air and water quality,
- ii) vegetation and wildlife, and
- iii) society's impact on nature.

The first view of the environment in the C.B.D. planning is very important. The second view is not quite as critical for rejuvenation of the C.B.D. in small urban places in Kansas, mostly because of the geographic locations, climatic conditions and the intensity of developments.

The C.B.D. already exists as a high intensity development. The rejuvenation planning should be oriented to minimize any existing or anticipated adverse impact on the environment. The air and water quality control, a balance between the natural system and the man-made developments, should be achieved through an environmental impact study.

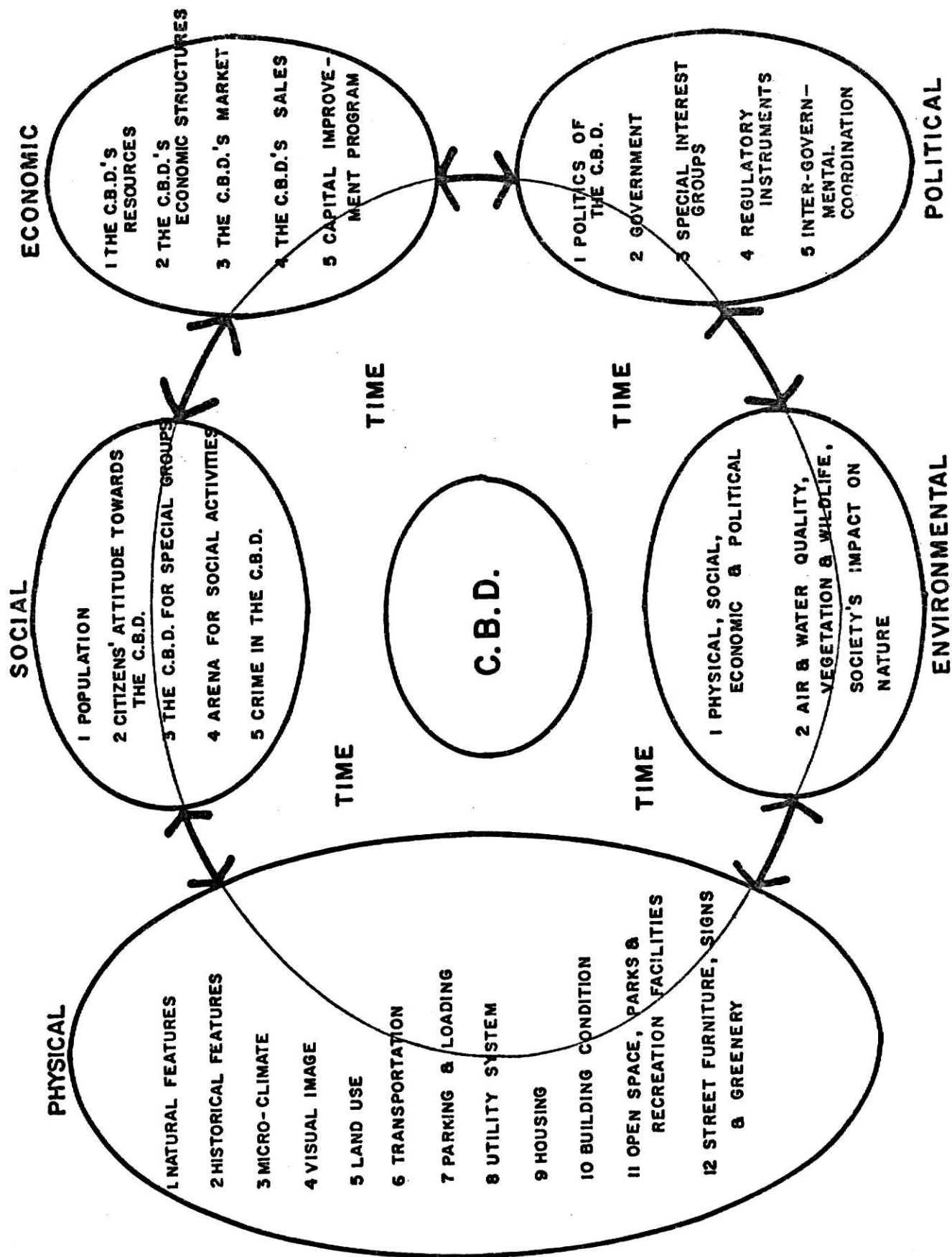
Because environment in theory makes up an important sub-system in the C.B.D., planning it should be identified but may not be an important factor in the case of small urban places in Kansas.

TIME SUB-SYSTEM

The urban system is dynamic and so is the C.B.D. Time plays one of the most vital roles in the planning process. The C.B.D.'s function and all of the system variables change with time. Only because time is a factor of change does a C.B.D. age and need rejuvenation. In course of time, the form, function and composition of an urban place changes and induces change on the C.B.D. Physical variables change with time, as does social psychology, social composition and needs and the economic sub-system. The environmental perceptions, standards, and needs change with time. Time must be recognized as an important dimension in any planning process.

The planning always looks at the future. In 1975 the planners are planning for the year 2000. The planners must have strong perceptive and analytical tools to accurately predict the changes in physical, social, economic, political, and environmental sub-systems for a projected time of 25 years. With these tools, the planners will be able to anticipate their society's needs in the future. Though planning is a continuous process, evaluation and readjustment of the planning product and the planning process are necessary through time. Planning without accounting for the effects of time is simply not possible.

FIGURE 3



THE C.B.D. AS A REPRESENTED SYSTEM

Rejuvenation Planning Activities Identification

For the planning purpose the C.B.D. can be visualized as a system with all the inter-related variables as identified. Now the author shall discover how this system can be used for rejuvenation planning.

For any rejuvenation planning process the following activities are necessary:

- i) Inventory of the existing system status. The inventory will be useful to establish the base on which the planning will start as well as to analyze and project all the variables.
- ii) Formulation of goals and objectives. The goals and objectives for rejuvenation planning will give the end-orientation i.e., establish the desired end toward which planning efforts will have to be directed.
- iii) Analysis and projections of each system variable. This will give the inter-relationship and characteristics of each variable for the planning year.
- iv) Development of the alternatives. The system has to be internally oriented, arranging and rearranging the system variables with the available knowledge from inventory, analysis and projections, so that the system can achieve the established goal. This means to identify all of the alternate plans by which to achieve the goals within the available means.
- v) Development of an effectuation program. The system has to be oriented for implementation of the end-product and a program has to be developed for the effectuation of the final plan.

A change of any variable will produce a ripple effect throughout the entire system and the planning will guide to stabilize the system.

For example: A community sets its goal to improve industry in the C.B.D. The objectives are:

- i) industry will be located in the C.B.D.;
- ii) industry will be agri-based, a food products industry; and
- iii) industry will be oriented towards basic industry to bring outside capital into the community.

The planning should start with an inventory of the existing system status, goals and objectives. The industry will need: i) physical, ii) social, iii) economic and iv) political resources. Planning can show the avenues for getting these resources. To provide these resources, analyses and projections of all the variables will be necessary.

The industrial site locations (with possible alternates) must be identified when analyzing the existing inventory of the physical subsystem. The identified sites would then be analyzed for social, economic, physical and environmental impacts. The planning process organizes the active participation of all of the variables to meet the demand for building the industry and the internal orientation in the system. If the industry is built it will produce an external impact on the system. Planning can anticipate the external impact and restructure the system with necessary changes to meet the impact. New industry will tend to increase population as the demand for labor increases, and income will be higher. The population increase will need more housing units, which will require more home-building labor and materials, household goods and services, and capital assistance.

More schools, churches, recreation facilities, fire and police protection, water and other utility services will be necessary. The increase of population and family income will tend to increase the trade, transportation, and so on. To build the industry to meet the community's goal, a dampening effect will be produced on the system before, during and after the building of the industry. The comprehensive planning process can help coordinate changes of variables within the system.

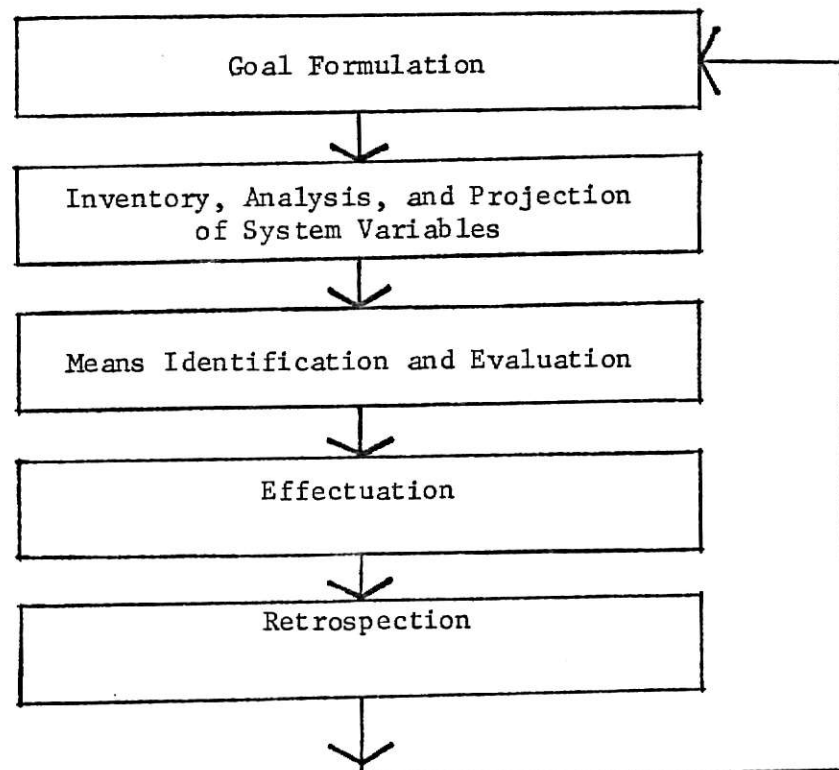
In the following chapter, the author will attempt to develop a model of a comprehensive planning process along these lines aimed at the C.B.D. rejuvenation planning process.

CHAPTER V

THE C.B.D. REJUVENATION MODEL

Planning Process Model

In theory of planning, it is viewed as a self-regulating, on-going, circular process of concept - action - modification - concept. Any planning process is a dynamic loop, it starting where it ends, continuously ramifying natural and man-made systems and the reciprocity of the end-product modifies the process. The urban planning process not only shapes the human environment, but also reinstates the societal response, adaption and change in the process. For ease of understanding, the planning process can be framed in a linear statement, the simplest being expressed as:



The comprehensive planning process model for rejuvenation of the C.B.D. in small urban places in Kansas is developed through the considerations which already have been researched and documented. The model process is composed of:

- i) recognition phase,
- ii) organizational phase,
- iii) goal formulation phase,
- iv) research phase,
- v) planning phase,
- vi) effectuation phase, and
- vii) retrospection phase.

A graphic representation of the model process is included at the end of this chapter. A discussion of each phase and all activities in each phase follows:

The Recognition Phase (Activities 1 to 4)

The social psychology in a given community guides the people's involvement in planning and helps make planning efforts workable. Planners can not make planning work. They can only collect and analyze the evidence to show the community that planning is beneficial. They can not decide whether or not to plan. Who should decide whether or not to plan is a big question which is yet unanswered. The outcome of the decision usually depends on:

- i) the characteristics of the decision-maker,
- ii) the environment in which the decision is made, and
- iii) the characteristics of the decision-making subject.

In theory, society should be the decision-maker. But in all practical activities, the political authority uses its own choice for the entire society. The political authority mostly rests on some democratically elected officials, but whether their choice should be judged as a true representation for the entire society or not is a debatable question — especially in planning theory.

The federal and state governments insist on citizen participation in the planning process, especially where federal or state assistance is involved. This is a clear indication that the federal and state agencies recognize that society's involvement in planning is very important and must be encouraged. But, if C.B.D. rejuvenation planning is done by any private committee without federal or state assistance, the private committee will not be legally responsible for any citizen participation in the rejuvenation planning process.

The initial phase of the process, the recognition phase, involves people and their acceptance of planning as the starting point for rejuvenation planning.

The First Activity:

Planning should start with the emergence of the idea that planning may be worthwhile. The idea that the C.B.D. needs planning can emerge from any individual citizen, special interest groups, or the city commission. Ideally, planning should be a

desire of the community itself rather than being imposed by Federal or State requirements. The idea should then be pursued to justify its validity, regardless of its origin.

The Second Activity:

With the emergence of the idea that the urban place may rejuvenate its C.B.D., collection and systematization of the evidence is necessary to substantiate whether planning would be worthwhile. If the urban place has its own planning department, it should collect and systematize all of the evidence for and against the rejuvenation planning of the C.B.D. The in-house planning department is rare in small urban places. The city commission can request the state and federal (regional) planning agencies for help.

Any citizen, member of the city commission or the special interest group also can help in this activity of the planning process. Businessmen, financial institutions and the utility companies are usually a good source of information on these issues. So they can help present the evidence of similar case studies from other projects in communities where planning was worthwhile. This evidence can be presented through slide presentations, movie shows or the results can be published in the local newspapers.

During this time, educational programs involving the city commission and the citizens on C.B.D. rejuvenation planning committee should be undertaken.

The Third Activity:

The evidence for and against planning should now be presented before the citizens, the city commission, the special interest groups and the federal or state planning agencies. Everybody should be exposed to the potential benefits of rejuvenation planning. This is very important because all of the citizens thereby can individually form their opinions whether or not to support this type of planning.

The evidence can be presented through public meetings and local news media. All the inquiries regarding any problems should be addressed to some individuals who can easily explain them. Some time should be allowed to help citizens formulating individual opinion.

The Fourth Activity:

The next step is to form a general agreement in the society whether or not to become involved in C.B.D. rejuvenation planning. The people's choice can be expressed following a good democratic process. If group solidarity is formed following this process, then the society is expected to stand behind C.B.D. rejuvenation planning with all its resources. The strength of the united people will help to sail through any difficulty, instead of muddling through with individual effort.

If a general agreement is not reached, the entire process should revert back to the second activity of this model process and start again.

The Organizational Phase (Activities 5 to 7)

The organizational phase of this process involves the development of a legal framework on and around which the rest of the planning process will be structured. Formulation of a legal structure is necessary to carry out planning activities and to implement planning actions.

The Fifth Activity:

With the city attorney's help and following the Kansas State Statute, a legal structure for planning and other necessary legal planning documents must be developed. According to Kansas State Statute, the planning commission is empowered to formulate any planning program for the city. But for C.B.D. rejuvenation planning, any rejuvenation committee-private or public-can be formed.

If the citizens, the city commissions and the planning commission feel that any existing committee is able to undertake this responsibility for C.B.D. rejuvenation planning, that committee can be requested to do so. The major idea is to formulate a committee following Kansas laws so that the committee can legally design any planning program and implement it as necessary for the C.B.D. rejuvenation.

The Sixth Activity:

At this point technical guidance should be considered in undertaking C.B.D. rejuvenation planning. The selection of the technical expert can be done in any of the following ways:

i) In-house planning department. If the existing city planning department is qualified enough then the city can assign C.B.D. rejuvenation planning to this department. If necessary, the city can form a new planning department to undertake this planning. This may be prohibitive for the reasons of high cost and time.

Employing an in-house planning department is possibly the best way to plan but often it proves to be too expensive for the small urban places to follow.

ii) The city can employ a consultant through a planning contract. This may not be the best approach, but it may be the most feasible and as a result the most suitable and often used alternative in the small urban places. The planning committee can get the necessary guidance from different sources to find the best consultant within the community's resources and the city attorney should help in developing the legal contract.

There are several federal and state programs for financial assistance to small urban places in hiring planning services. The planning committee should at this stage contact the federal and state agencies for any financial assistance to hire the planning consultant.

iii) The city can seek additional planning ideas and information from federal, regional and state planning agencies, or from the Center for Community Planning Services at Kansas State University

in Manhattan. But the community must realize that none of these organizations are prepared to spend large amount of time or resources on one community. Therefore, if any urban place needs only some ideas or a few consultations, this might be effective as well as inexpensive. Otherwise, the necessary planning help should come from the city planning department or from a planning consultant.

The Seventh Activity:

The goals and objectives vary with the variation of planning area like the goals and objectives for the C.B.D. core-area may differ from those for the entire or extended C.B.D. area. The activities in the research phase-especially activities 11 and 12-also depend on the characteristics of the planning area. So the delineation of the study area should be completed before the formulation of goals and objectives and starting the research phase. This can save formulating improper goals and objectives as well as saving time and money by avoiding unnecessary or extra activities in the research phase. If found necessary, the planning area should be extended or shortened after the goal formulation and the research phases are completed.

The Goal Formulation Phase (Activities 8 to 10)

The goal formulation phase should involve the C.B.D. and the societal choice, and a comparative analysis of each choice with the existing overall community goals.

According to some planners, the goals should be formulated from the technical and attitudinal information. But the goals formulated within the restrictions of the existing system status are too restrictive, less ideal and biased on the existing system conditions. In theory, goals should be free from bias. Any goal is achievable if the society is willing to pay the price for it. With society's acceptance and persuasion, a goal which seems a fantasy today can become a reality tomorrow. Only society's attitudinal survey should be considered for formulating the goals during this phase. The goals and objectives can be reviewed later in the planning process.

The Eighth Activity:

The planner should conduct an attitudinal survey within the entire community. The attitudinal survey should focus to find the citizens' needs and their expectations of the C.B.D. in the future. The survey data should be tabulated by the planner to formulate the rejuvenation goals and objectives.

Several standard methods are available for conducting an attitudinal survey and collecting and compiling the data. Any standard method can be used if decided by the planner.

The Ninth Activity:

In this activity the planner should translate all of the survey data into goals and objectives. He should compare each goal and objective with those of the existing overall community. The planner should also evaluate the advantages and disadvantages

of each goal and objective with his professional experience and technical knowledge.

Formulation of goals and objectives is a technical program. The goals may be ideal but must not be vague. The objectives, where possible, should be specific, consistent and quantitatively expressed. If the objectives are specifically stated, they will identify the program of actions. The more qualitatively objectives are stated, the easier it will be to compare the evaluation of planning success.

The Tenth Activity:

All the alternative goals and objectives together with their evaluations should be presented before the citizens, the city commission, the planning committee and the special interest groups. They then should choose one or more sets of goals and objectives for C.B.D. rejuvenation planning. The planner should not take any active part to bias society's choice.

The Research Phase (Activities 11 to 13)

For planning the collection, analysis and projection of the system variables are necessary and will be completed in the research phase. The research phase will also involve the development of planning standards and design criteria for different variables, and a democratic approval of these developed standards and criteria. To eliminate unnecessary data, the information of the pertinent variables should only be collected, analyzed and projected. The information

from this phase should be well documented and stored for easy future reference not only because it will be used in the preceeding phases of the planning process but also because it can be valuable for other activities in the community.

The Eleventh Activity:

In this activity the information of the C.B.D. system variables as identified in chapter IV should be collected, analyzed and projected for the planning year.

The data of existing status of the system variables can be obtained pre-recorded from various sources, such as existing planning reports, the U.S. Bureau of Census, the city and county assessors, the tax departments, the motor vehicle registration department, the register of deeds, different departments of the city and county offices, the chamber of commerce, etc.. This information should be well documented with tables, maps and figures, written for easy understanding, and carefully preserved for easy and efficient future use. These are the indicators of strength and weaknesses of the C.B.D. If a computer is available, the data can be stored in it.

Sometimes the use of field surveys, questionnaire surveys or other types of planning tools may be necessary. There are many standard planning tools available which can be used. Many analytical and mathematical models are available which can be used for projecting different variables. The accuracy of the projection depends on:

- i) the characteristics of the system variable,
- ii) the characteristics of the available data,
- iii) the characteristics of the method used for projection, and
- iv) the planner's knowledge about the community, his technical ability, and his power of perception.

The Twelfth Activity:

After the data collection, analysis and the projection of variables are completed, the planner should develop a set of planning standards and design criteria to help the planning and the effectuation phase.

For example: standards for building coverages, floor space index, the standards for streets and their design criteria, the walkway widths, lighting conditions, the design criteria for the store fronts, signs, etc.

Planning standards and design criteria guide books can be used but special emphasis must be given to make these standards and criteria realistic for the particular urban place. It is expected that citizens will accept the planning standards and the design criteria which are innovative, functional and less wasteful. These developed standards and criteria should be available to the citizens and should be open for any improvement suggestion.

The Thirteenth Activity:

To expect a good result in planning, the standards and design criteria should be acceptable to the society, and citizen participation should be encouraged to discuss them. When acceptable

to the citizens, the standards and design criteria should be approved by the planning committee and forwarded to the city commission for adoption as an official document and city standard.

Exposing the citizens to these standards and criteria can enlighten their knowledge and strengthen their interest in planning. It also can help them realize their position in the planning process.

Planning Phase (Activities 14 to 17)

In the planning phase the end-product, the plan, is finally developed. Consideration of all possible alternatives is highly significant. If any program or project, which may be valuable in C.B.D. rejuvenation, fails to be identified in this phase, that unidentified plan will never be developed or implemented in reality.

The planning phase of the model planning process involves:

- i) The planner shall develop all alternative plans (as in theory) based on the available inventory of resources and liabilities (from Research Phase) to transform the society's goals (from Goal Formulation phase) into reality.
- ii) Each alternative action program and improvement project will be evaluated by the planner to indicate the expected effectiveness.
- iii) The society will review all of the alternatives and make the final choice on plan and goals. If the rejuvenation planning is a public project, then the democratically selected final plan will be endorsed by the city commission.

iv) The adopted action programs and the improvement projects will then be put into order of priorities by the citizens, the city commission, the planning committee, and the special interest groups. The planner should help the people schedule these projects and programs.

The Fourteenth Activity:

In planning theory, all of the alternatives should be identified and developed. In reality it is not possible and never practiced because of the cost and time restrictions. However, it is important to show as many innovative but practical and effective alternate plans as possible.

Identification of alternatives is a very difficult task, especially since the society is dynamic and always changing. The alternatives should be expressed in terms of the objective they apply to, though one alternative may apply to different objectives or many alternatives may imply to one objective. All the alternatives, as far as possible, should be defined in consistent and comparable terms so that they can be consistently measurable.

The Fifteenth Activity:

The planner should predict the effectiveness of each developed alternative and communicate his findings in simple format so that the people can understand the significance of each plan. Many times the planning objectives and the planning programs are interdependent as well as inter-related. This complexity must be untangled for easier understanding, and the inter-relationship should

be identified. The development of a sequential list of programs is ideal in such a case. While developing the sequential list the hierarchy of preference should not be set by the planner - it should be determined by the society.

The evaluation of the alternative plans and predicting their effectiveness can be done through:

- i) overall community goals and objectives,
- ii) C.B.D. rejuvenation planning goals and objectives,
- iii) available means,
- iv) impact analysis on the system, and
- v) cost benefit analysis.

The intensity and details of the evaluation and effectiveness prediction depend on the community and the planner. All the above media of evaluation may not be necessary. What is necessary should be judged by the planner.

The Sixteenth Activity:

In the evaluation of alternatives and their effectiveness, careful analysis will help the decision-makers to rationally choose the final plan. When the alternatives are evaluated and their effectiveness is analyzed, the decision-makers can easily understand which plan may be the best for the community. This information should be presented before the entire community and some time should be allowed to choose the final plan or plans democratically and legally.

The Seventeenth Activity:

After the final plan is adopted, those programs and projects should be placed in an order of their priority developed according to the needs of the community.

Everything in the final plan can not be implemented at the same time. These should be spread out in a workable order with certain rationality. The schedule of programs and projects set according to priority will help the community to implement these within a rational time frame. The following activities can help scheduling for priority:

- i) goals and objectives,
- ii) the activities of the Research Phase,
- iii) evaluation of alternatives and the prediction of their effectiveness.

Effectuation Phase (Activities 18 to 19)

A program should be formulated for implementing the final plan since all planning efforts are of little value without proper implementation. As an example - if nobody eats dinner, cooking dinner is meaningless and wasteful. People can judge whether or not they enjoy the food only if they eat it. The good and bad effects of the food for taste and on health can also be judged. In the future, the selection of the food and its preparation can be revised and improved by the learning experience from these results. In the same way, only through implementation of the plan can the results in real life be observed which in turn will guide future planning.

How the entire system reacted to the planned product is a vital experience and an input for the next planning cycle. The next cycle of the planning process will start with all of the correctional changes learned in the previous cycle.

The Eighteenth Activity:

For proper implementation the following items should be necessary:

- i) Implementation instruments - such as zoning regulation, subdivision regulation, sign ordinance, building codes, capital improvement program, any other restrictive ordinances or any other incentive regulations. If the existing instruments are not effective enough, new instruments should be developed.
- ii) Implementation funds - public or private. The projects and programs can be implemented through private or public capital. For any expected financial assistance the federal, state and local assistance programs can be searched. If the available funds for implementation are insufficient the process can be spread throughout a long period of time. The available funds should be utilized starting from the highest priority project to lower priority improvements. Because the cost of improvements increase with time, due to inflation, some compromises may have to be made.

iii) Proper authority is necessary for planning implementation. The implementation power should come from the political, social and the legal structures. The citizens should delegate the social authority, while the city commission can delegate the political and legal authority. The planner and the attorney can assist in establishing the implementing authority.

The Nineteenth Activity:

When all of this data is collected, several alternative means of implementation are formulated by the planner. They should be presented before the citizens, city commission, planning committee, and special interests groups for their suggestions and final decision. If the effectuation involves any federal or state funds, then the related agencies should be informed with the effectuation program. Before releasing the funds, the federal and state agencies may like to review or approve the effectuation program.

Some misunderstanding often occurs in this activity between the local, federal and the state agencies, but if inter-governmental coordination is maintained throughout the process there should not be any misunderstanding.

For carrying out improvement projects other details should be worked out through project planning procedures.

Retrospection Phase (Activity 20 - feed back to Activity 7 and restart the next planning cycle)

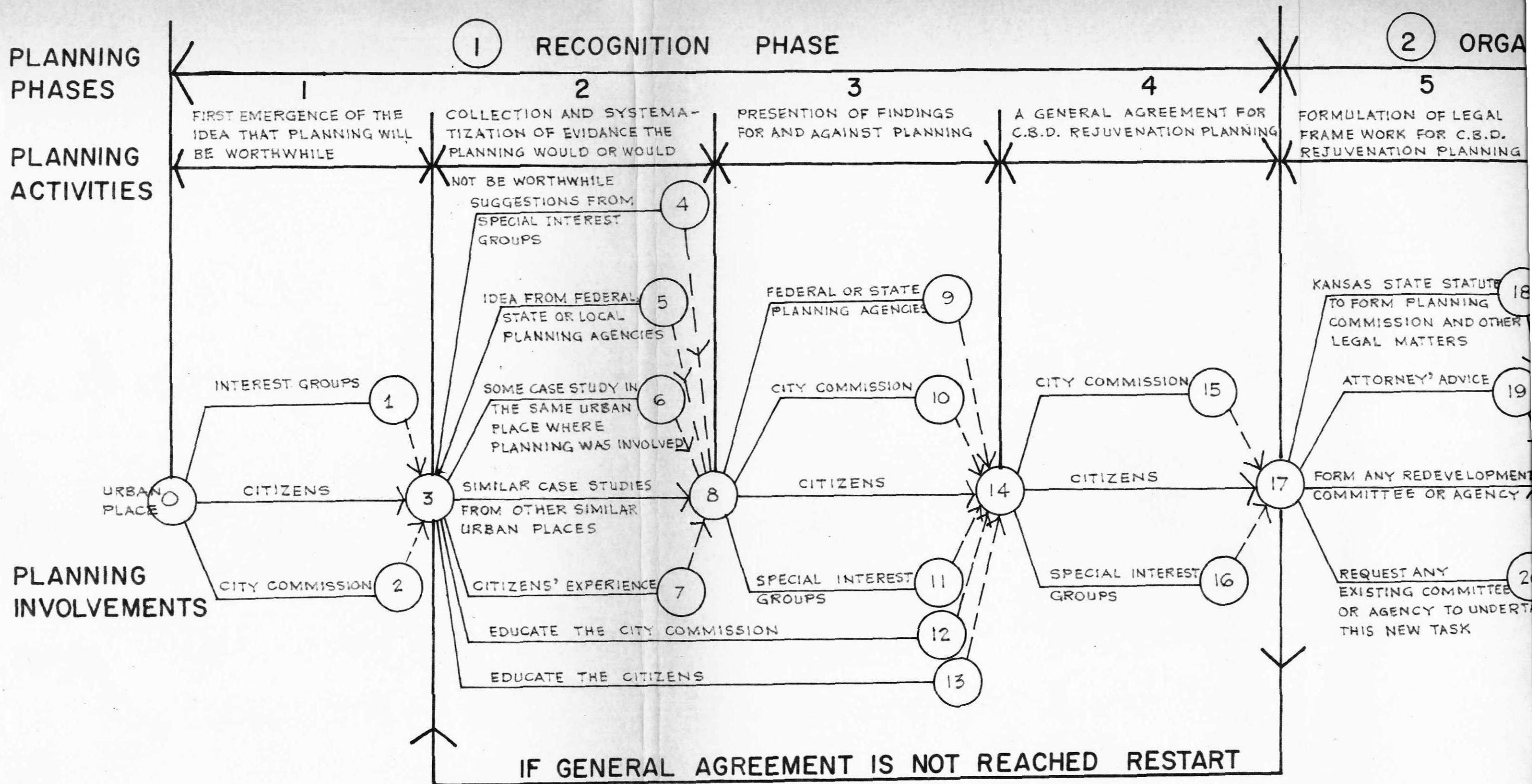
Planning is a dynamic loop. The retrospection phase is the end of one cycle of the planning process and the beginning of another. Planning

should be continuous in theory but human efforts are necessary to make it so. A clear memorandum of understanding should be written, calling for a continuous planning process in the community. The citizen, the city commission and the planning committee should be involved in developing this memorandum, and the planner and city attorney can assist in its development. Any agency should be designated as responsible for maintaining the continuous planning process.

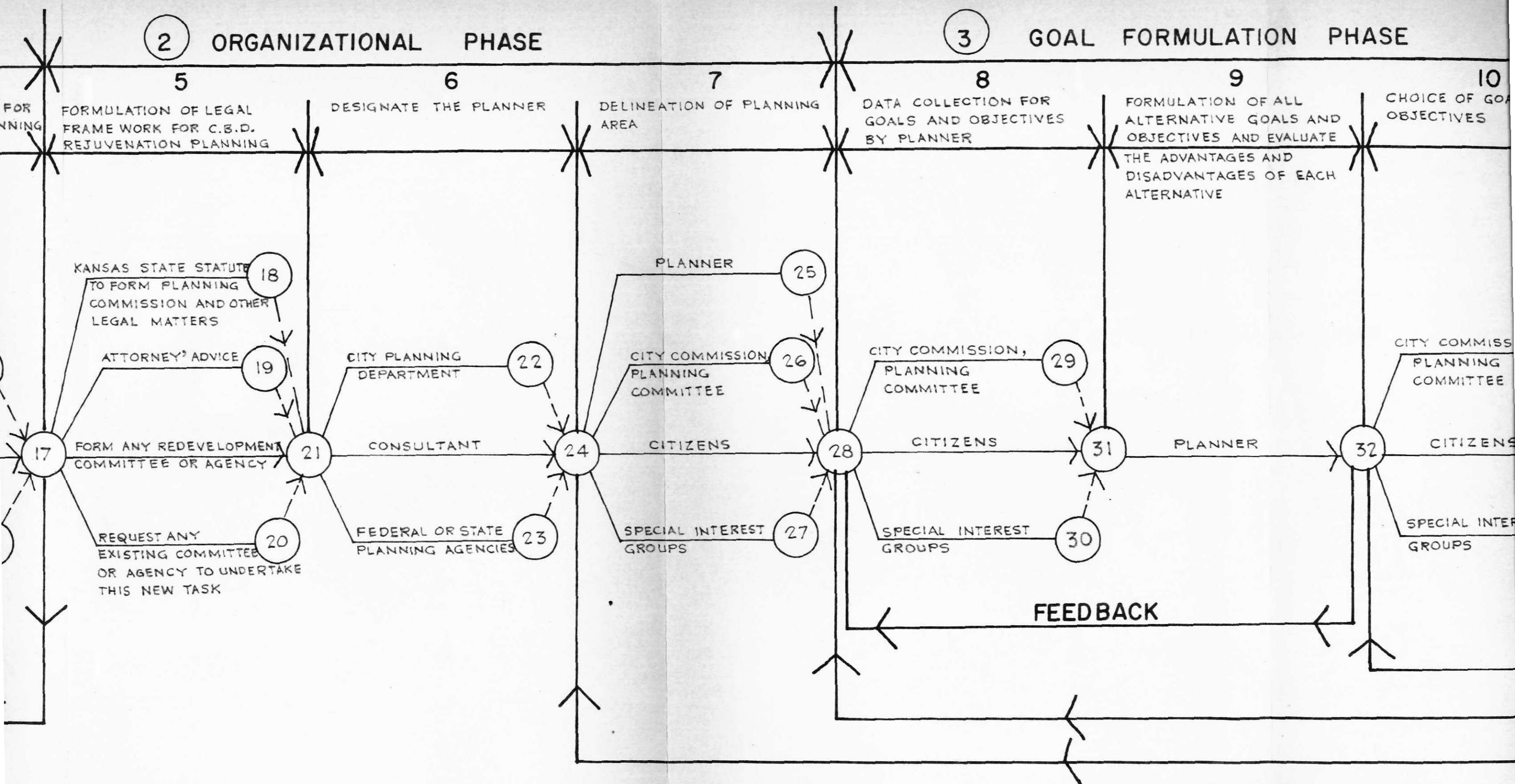
Recently the federal and state governments also insisted that planning should be continuous. But the their planning assistance programs are so uncertain that local governments and citizens often find it difficult to plan with certainty.

However, to be truthful to the planning theory and effective in real life, the planning process should be continuous. That is, after the first cycle of planning is complete, the process should restart from activity number 7 (i.e. delineation of the planning area of this model planning process).

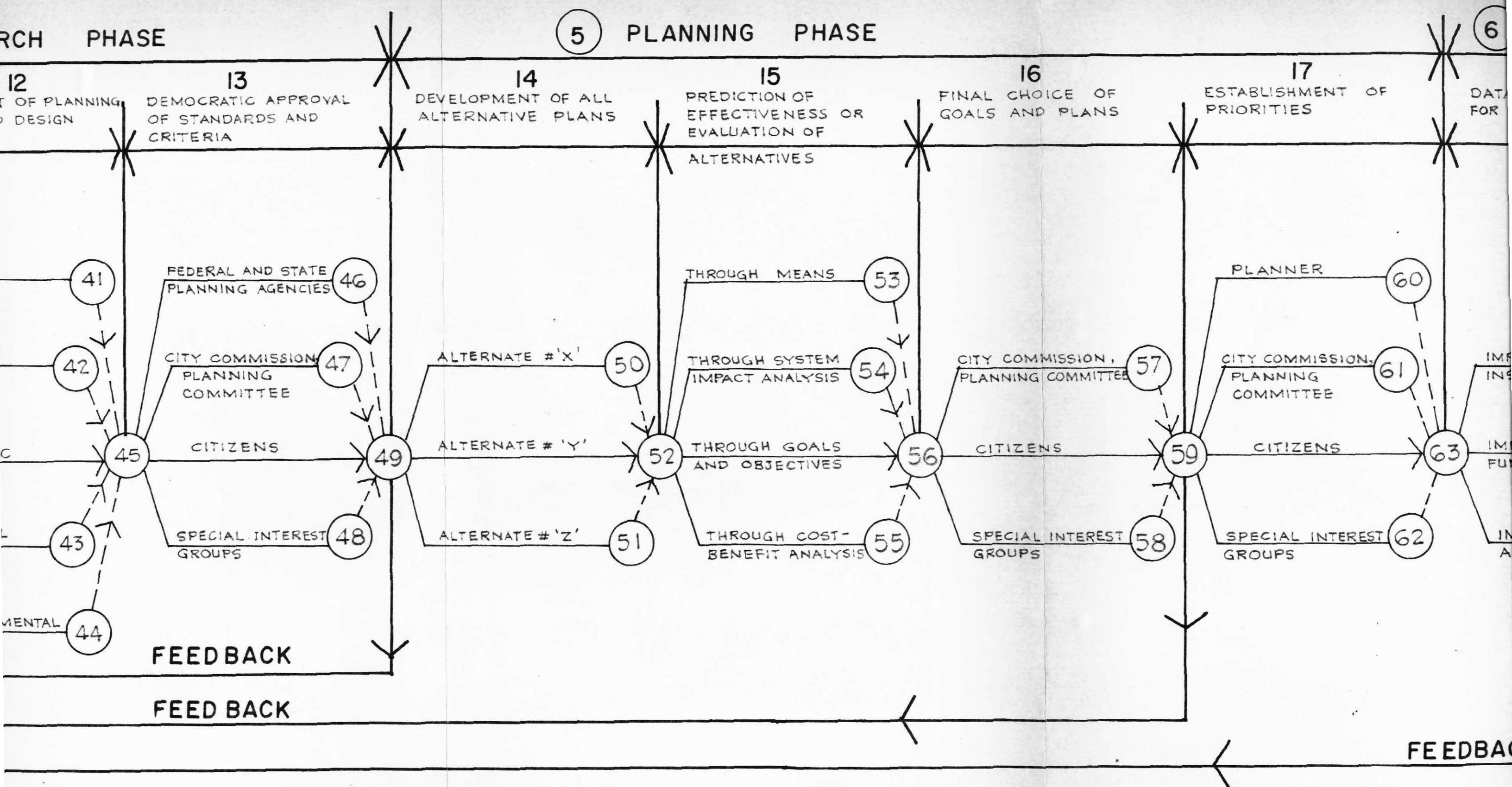
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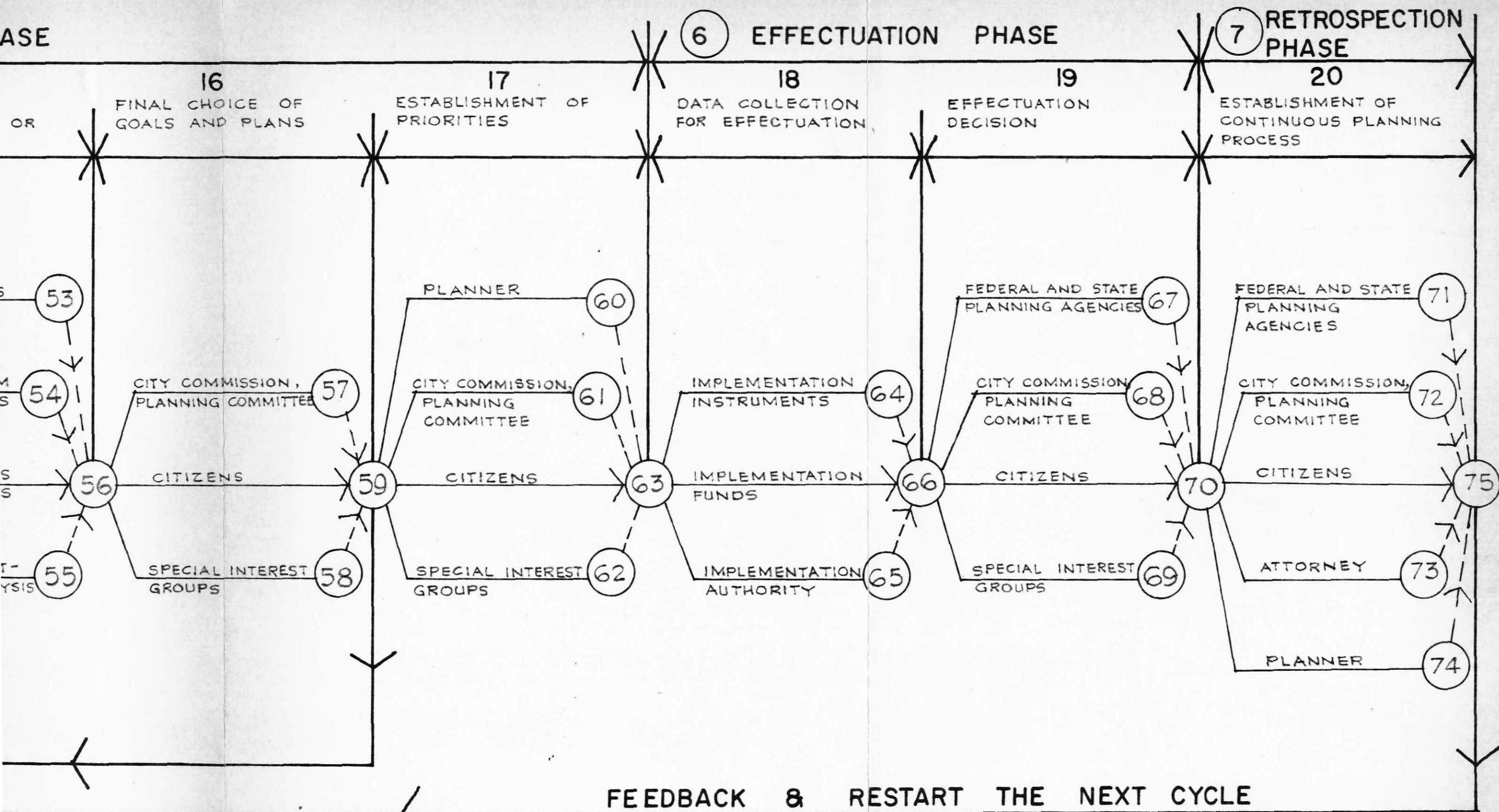
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PROCESS MODEL FOR REJUVENATION OF T



SMALL URBAN PLACES IN KANSAS



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CHAPTER VI

CONCLUSION

Research in the Developed Model

In the past twenty five years various attempts were made to rejuvenate the C.B.D. mostly to reinstate the shifting economy of this area of the cities. Mostly this endeavor had been an uplifting of the physical environment of the C.B.D. It is the author's belief that the capital could have been better invested if the redevelopment projects were followed through a more carefully thought out planning and designing process. In essence, if C.B.D. rejuvenation would have been done following a comprehensive planning process it may have produced a better end-product with the same invested capital mostly because of the rational or optimal utilization of the natural and the human resources.

Thus, the goal of this research was to develop a comprehensive planning process model for rejuvenation of the C.B.D. in small urban places in Kansas. In the absence of any more effective planning tool, the small urban places can follow this planning process model while rejuvenating the C.B.D. It is expected to produce a better plan with a rational utilization of the natural and the human resources. The development of this model involved research on three areas.

1) Research on the Comprehensive Planning Process:

The intent of the research was to discover the scope of a contemporary comprehensive planning process and how the philosophy of urban planning has been changed from the 1890's to the 1970's.

This research documented how the concept of planning changed among planners from mainly physical planning to all inclusive planning encompassing social, economic, physical, political and environmental factors. This also pointed out how the federal government involved in planning and how it changed from the 1930's to the 1970's. It discussed how the practical application of planning varied from city to city and how it changed with time.

An interesting finding was that, according to planning theory, means-orientation and end-orientation must be present simultaneously in the planning process as well as the four characteristics of each orientation that must be present though the dominance of each characteristics may vary. While analyzing the characteristics of the planning processes the author developed two matrices (see table 2 and table 3) based on his judgement which may be valuable to any future researcher.

2) Research on the C.B.D.:

The researcher represented the C.B.D. as a system and identified all the system variables with their interrelationships in the Chapter IV. A system representation is extremely valuable in planning. The represented system can be helpful not only for the model development and organizing comprehensive planning activities in different phases but also the decision makers of small urban places can use it as a check list for planning.

3) Research on Rejuvenation Planning:

Rejuvenation planning involves well thought out community actions at present to expect a better future. In this research, the activities necessary for rejuvenation planning have been identified in a sequential order and reasons why they are necessary. The small urban places then can know the activities they should perform while undertaking rejuvenation planning as well as knowing in which sequential order these activities should be followed.

A theoretical model of the comprehensive planning process for rejuvenation of the C.B.D. in small urban places in Kansas has been developed from the above mentioned studies. Although most of the comprehensive planning processes look alike, the differences are well expressed internally. An overall discussion of this model is necessary for clarity of understanding and justification. A discussion of the implications of this model on C.B.D. rejuvenation planning will make understanding the model and its value easier. A discussion of the orientation characteristics of this model will be valuable and a comparative analysis can be formed between the theoretical requirements of a process orientation and those of the developed model.

Implication of the Model

1) Implication to C.B.D. Rejuvenation:

The C.B.D. is so complex and dynamic that it is extremely difficult to comprehend how it functions. In this research and in the model the C.B.D. was viewed as a system with inter-related variables. System representation and system variable identification

is one rational way to unveil the maze of how the C.B.D. functions and why it grows or declines. In chapter IV the C.B.D. system representation and the system variables was discussed. In the same chapter rejuvenation planning activities were identified in a sequential order. In chapter V the planning process model was explained to show how it helps in rejuvenation activities. The planning process model helps to formulate the goals and objectives, to find out the means, to organize a program of projects which will effectively achieve the goal within available means, and finally to implement the program in real life. Theoretically, C.B.D. rejuvenation will be easier and more effective following this planning process but in practice more adjustment and refinement may be necessary.

2) Implication to Decision Making Process for City Officials, Citizens, and Professionals:

Planning is a decision aiding tool. Planners should show all the possible alternatives and their impacts to the decision makers to help them making rational decisions. Following this comprehensive planning process model the decision making can be easier and more rational. This model can set up a political environment in which the elected city officials will feel comfortable and confident to make rational decision through available means, the alternatives and their impact analysis and also the society's choice. Political decision makers can be educated through the planning process which will help them making better decisions. The complexity of subject matter will be simplified through analysis

and explanation by the planner so that the political decision makers can make their decisions with clear thinking.

The comprehensive planning process model involves citizens in all the relevant actions of planning so that any interested citizen shall get a proper chance to express his or her decisions in all the seven phases of the planning process. Citizens also can be educated in planning and complexity of the subject matter will be clarified to help making rational decision.

Theoretically, professionals i.e. planners in this case, should not be the decision makers but would be involved in supplying all the alternative plans and their effectiveness predictions as decision aiding tools. The comprehensive planning process model does not allow the professionals to make the decisions in planning but always involves them in decision aiding activities.

So it seems that the comprehensive planning process model will offer great advantage to city officials and citizens for their rational decision making process and involve the professionals in decision aiding actions.

3) Implication of Comprehensiveness in Planning:

The more comprehensively any system is planned, the better will be the expected results. As pointed out before, if any change occurs on any system variable it will induce a dampening effect on the entire system. Only comprehensive planning can anticipate, analyze and take the necessary measures for the effects of any change on the entire system.

The developed planning model incorporated the C.B.D. system and all the inter-related system variables throughout the planning process. Following this planning model the end-product will be obtained only through an evaluation of the entire system. If the comprehensive representation of the system is correct then the planning process should produce a good result. How much depth and breadth of comprehensiveness of the system will be pursued in practical life is difficult to predict but the developed model will allow any extent of comprehensiveness of the C.B.D. system. The author suggests that the depth of the planning involvement can be upto the choice of the community or on the judgement of the planner but the breadth of comprehensiveness should be followed without any short cut.

Orientation of the Model

MEANS-ORIENTATION

Citizens:

The model planning process involves citizens in all the seven phases although with varying degree of importance. Citizens are very important to achieve the concensus to plan but more importantly to formulate the goals and to choose final plan from the alternatives. So in this process the citizens get their fair chance to dominantly influence the outcome.

Politicians:

Politicians are also involved through out the process almost in the same way as the citizens. The intent of the model process

is to give the citizens the most authority on choice to plan, choice of goal and choice of final plan from alternatives. But the State Statute or the Legal Structure specifies that the elected officials of the general government shall endorse the planning actions to be declared as official plan to be implemented. So it will be logical to say that politicians are the second most dominant to influence the outcome through this process.

Planners:

Planners are the decision aiding actors but not the decision makers. In this model the planners are actively participating to help the decision makers in making their decision easier as well as more rational. In this model, the planners are involved in decision making process but not dominantly influencing the decision outcome.

Optimality:

In this model process optimality can be achieved through rational decision making. The decision makers would be educated on planning so they can use rational choice, though it is very doubtful whether rationality can exist in people's choice. Before the final choice of planning outcome, in this model, the citizens will be exposed to all the available means, and all the alternative plans evaluated through means, goals and objectives, impact on the entire system and their effectiveness analysis. The end-product is expected to be optimal i.e. most desirable to the society by the society for their C.B.D. So optimality also plays a vital role in this model in means-orientation.

END-ORIENTATION

Physical City:

If this model is followed a plan can be developed to produce a desired physical environment. But there is no built-in characteristics in this model which will direct the result to emphasize the physical city.

People:

In this model process people are forming a general agreement whether or not to become involved in C.B.D. rejuvenation planning, people are formulating and choosing the goals and objectives, and people are finalizing final plan to be implemented. All these will happen because of the characteristics of the developed process. The planning process is emphasizing people and their concern in result orientation because of the assumption in the planning process.

Technical Efficiency:

The concept of technical efficiency as used in this model should be directed at producing a rational plan with an optimal use of natural and human resources. But if this model is used, the expected out come will not be dominated by the technical efficiency of planning.

Rationality:

If this model planning process is used the anticipated result will be emphasized by the public interest and rationality because people and their concerns are dominantly integrated in

the planning process as well as the planning process is supplying all the necessary materials to make rational final decision.

In this comprehensive planning process model all the characteristics of means-orientation as well as end-orientation are involved but only three characteristics of means-orientation and two characteristics of end-orientation are dominant.

CHAPTER VII

THE RESEARCHER'S POSTSCRIPT

Evaluation of the Research

This chapter is a self evaluation of the researcher's entire work. An analysis of the research done in three important areas has been documented in the previous chapter. Hopefully the discussion has pointed out the value in using this model and the activities associated with its development.

In the first chapter the potential in a comprehensive planning process model was shown to the people of small urban places. These results will not automatically happen but if the people actively participate in the planning, then the expected achievements can be multifold. This potential can crystalize people's interest in being involved in planning.

The second chapter served as an overview of the philosophy of planning and how it has changed from the 1890's to the 1970's. The matrices and the analysis of the planning processes through four characteristics of each orientation are the researcher's own product. These can be reorganized by future researchers. But this approach to planning process analysis can be helpful as base knowledge for future analysis. The analysis could have been shown in much more detail and in an argumentative fashion which could be viewed as a weak point in this area of research.

The C.B.D. system representation is most valuable research for the people of the small urban places. These people are exposed to the elements (variables) which they should consider while rejuvenating the

C.B.D. Although this may not be an all inclusive system it appears to be comprehensive enough to serve the purposes both at a technical level as well as at a citizens' level.

The development of a list of activities necessary for rejuvenation planning may not be valuable to the planner but highly valuable to the people of small urban places in Kansas.

Evaluation of the Model

There are some strength and weaknesses in this comprehensive planning process model. The strong points are:

- 1) The developed model is a comprehensive planning process model encompassing all the important variables of the C.B.D. and all the activities necessary for rejuvenation planning.
- 2) The model process will be as comprehensive in breadth and in depth as the users want to pursue.
- 3) The model is simple and usable for C.B.D. rejuvenation planning for small urban places in Kansas.
- 4) The model is mostly self-explanatory and easily understandable by the people of the small urban places.
- 5) In the graphic presentation, the model is documented in three levels:
 - i) planning phases,
 - ii) planning activities, and
 - iii) planning involvements.

This structuring is helpful for going from the general to specific in planning.

- 6) The citizens and the politicians are given their fair share in planning involvement in this process.
- 7) In reality the powerful special interest groups dominate the planning result. In this model they have been recognized as active actors.
- 8) Recognition of the necessity of planning should emerge from the community and it is included as the first phase in the process.
- 9) The basic development of goals and objectives should be formulated from unbiased ideas. This model serves this need.
- 10) Due to high interdependence and intercorrelation of planning activity, feedback within the process is necessary. The process provides the feedback activities from one phase to the other so that internal modification will be possible.
- 11) Effectuation and retrospection are essential for successful planning and this model provided these as positive activities in the process.

The weak points of this model are:

- 1) This model may seem to be too extensive and expensive to the people of small urban places. They might be reluctant to use it.
- 2) The model is simple but small urban places can not use it without a planner's help for rejuvenating the C.B.D.
- 3) Though this is a comprehensive planning process model, there is no safeguard against a community not following the comprehensiveness desired in the model.

- 4) The citizens are dominant in this model. In reality citizen participation is seldom seen. There is no suggestion how the citizens can be motivated to be involved in planning other than organizing and educating them in the Recognition Phase.
- 5) Sequential order of the phases in the model may be questioned by some planners, especially the Goal Formulation Phase as the third phase.
- 6) The model is developed strictly on planning theory and not tested on the real life situations.

The Researcher's Suggestion if the Model is to be Developed Again

It is the researcher's suggestion that a planning model can be developed in either of these ways:

- i) Develop a model based on theoretical requirements and then test it in practical life.
- ii) Develop the model based on information from planning processes in practice.
- iii) Develop a model based on theoretical requirements combined with the characteristics of successful planning processes.

The researcher believes that a model developed following the third way will be more sophisticated, effective and rational.

If the researcher had to develop this type of planning process model in future he would follow the same areas of research but positively add another area. This additional area would be to include inputs from C.B.D. rejuvenation planning process which were successful in real life application.

Recommendations

- 1) As there is always a difference between theory and practice, care must be taken for practical application of this model to mitigate any indifference arising between practice and theory.
- 2) If any urban place of population 5,000 to 10,000 is undertaking C.B.D. rejuvenation planning it might consider using this model of the comprehensive planning process in order to obtain a basis from which to develop their planning policies and programs.
- 3) The model is based on comprehensive planning theory. In application of this model, the depth of involvement in the comprehensive character can be up to the choice of the local people but the breadth of comprehensiveness should not be cut short.
- 4) Because of time restrictions, the developed model was not tested through practical results data, which should be followed as another research project to prove or disprove its validity and effectiveness.

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DEVELOPMENT OF A COMPREHENSIVE PLANNING PROCESS MODEL
FOR REJUVENATION OF THE C.B.D. IN SMALL URBAN PLACES IN KANSAS

by

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Since 1940 a growing number of small urban places, in Kansas, as documented in this thesis, have decreased in population and their family median incomes have fallen below the state's family median income level. Negative population growth and low family income in these places are highly correlated to the proper functioning of their central business districts, especially since central business districts play the most vital role for employment potentials and economic activities of these small urban places.

Rejuvenation planning can help central business districts to function properly. Rejuvenated central business districts can induce over-all urban growth with higher employment, and encourage the growth of economies and more enjoyable environments within available means. Rejuvenation planning should follow the comprehensive planning process so that all of the related factors of the central business district and the urban society are incorporated in planning. A comprehensive survey, analysis and projection of these factors can be outlined, and anticipated changes of all factors can be identified and accounted for in the planning process.

Such small urban places can not individually develop a comprehensive planning process because the procedure is expensive and involves technical knowledge. But, if a comprehensive planning process model is developed for rejuvenation of the C.B.D. in small urban places, then it will be easy for these places to follow the model while rejuvenating their central business districts. Small urban places can then produce better results with less capital expenditure.

Available knowledge of planning theories from the 1890's to the 1970's are being researched and analyzed to discover the theoretical requirements for a comprehensive planning process. According to planning theories, means-orientation and end-orientation must simultaneously be present in any comprehensive planning process. Means-orientation can be dominated by one or more of the following:

i) Citizens; ii) Politicians; iii) Planners; and iv) Optimality. End-orientation can also be dominated by one or more of the following:

i) Physical city; ii) people and their concern; iii) Technical efficiency; and iv) Rationality and public interest.

For the purpose of planning, the central business district is represented in a system in which all of the variables, with their inter-relationships, are identified. The represented system is viewed as a cohesively coordinated six part sub-system: i) Physical; ii) Social; iii) Economic; iv) Political; v) Environmental; and vi) Time.

Activities involved in rejuvenation planning and application of the activities within the system are documented. System variables and rejuvenation activities are sequentially threaded to produce a comprehensive planning process model which also satisfies the requirements of planning theories. Each phase and activity of the developed model is discussed in detail, and the process is graphically presented.

The developed comprehensive planning process model for rejuvenation of the C.B.D. in small urban places in Kansas has not been tested with any practical result data for the model's applicability or effectiveness in real life.