

A GUIDE FOR THE ESTABLISHMENT AND
OPERATION OF REGIONAL PLANNING COMMISSIONS
IN KANSAS

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A WORKING DOCUMENT IS A DOCUMENT WHICH IS TO BE REVIEWED AND COMMENTED UPON BY PROFESSIONAL PLANNERS, AND REGIONAL PLANNING COMMISSIONERS IN KANSAS IN ORDER TO MODIFY AND UPDATE THE MATERIAL HEREIN WHEN THE NEED EXISTS. THEREFORE, THIS DOCUMENT SHOULD IN NO WAY BE CONSIDERED AS THE FINAL VERSION, BUT WILL BE REVISED AS NEEDED.

ACKNOWLEDGEMENTS

A Guide For The Establishment And Operation Of Regional Planning Commissions In Kansas reflects an accumulation of many years experience working with lay and professional planners in a very wide variety of situations. Many of the ideas expressed undoubtedly come from some of these associations but it is impossible to assign credit except in the broad group association manner.

Some individuals have recently influenced this work in a substantial way, however, and must be given full credit for their contributions. Specifically these are John P. Halligan and Dennis C. McCartney, former director and present director, respectively, of the Planning Division of the Kansas Department of Economic Development; Ms. Jan Johnson, Ms. Karen Unsworth, Ed Riemann, Stan McAdoo and Charles Lusk, staff planners in that Division; Vernon P. Deines, Professor of Planning and Director of the Center for Regional and Community Planning and Ms. Donna Collins, who provided very essential secretarial assistance.

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FOREWORD

"We no longer need to debate, 'why Regionalism?', because that is no longer a valid issue. Politicians and the voting public they represent have both recognized that we must solve those problems that fall to stop at our artificial city and county boundary lines, and that it will require more than our own individual local governmental powers to bring about those solutions. The issue for the '70's and the '80's is, 'How are we going to develop and implement the needed regional solutions, and who is going to be responsible for the process?'"¹

With these words, Mr. Francois establishes clearly the belief held by many that regionalism in all its aspects is an absolute must--that it cannot properly be debated any longer. Such a belief comes from major experience in regionalism, for Mr. Francois was, at the time he wrote those words, the president of the National Association of Regional Councils, chairman of the transportation committee of the Washington Metropolitan Council of Governments and a councilman in Prince George's County, Maryland. From these vantage points he must surely be able to view the values of regionalism--as well as its weaknesses--in a highly urbanized and metropolitan setting.

"Regionalism can be a particularly effective tool for nonmetropolitan areas and the smaller communities located within them. Experiences of many regional organizations have already shown that within certain established geographical boundaries communities share many

¹ Francis B. Francois, 'Who Will Make our Regional Decisions', Nation's Cities, November, 1972, p. 12.

of the same problems. Together, they can form a base for doing things which they cannot do alone. What eventually emerges from such a regional association is based on 'grass-roots' decisions. Local initiative is given new meaning."²

Mr. Jennings obviously believes in regionalism in a nonmetropolitan context as strongly as does Mr. Francois in a metropolitan setting. Mr. Jennings bases his judgement on his position as public information director for the First Tennessee-Virginia Development District and earlier experiences as legislative reporter and urban affairs reporter for the "Press Chronicle", Johnson City, Tennessee.

The merits of regionalism have long been studied in Kansas; and the acceptance of regionalism--especially multi-county regional planning has been widespread in recent years. The philosophy of regional planning and the advantages expected to accrue from such planning in Kansas are discussed in detail in Appendix A.

As noted, Kansas has seen a recent fairly rapid move toward the development of multi-county regional planning commissions. In the process of beginning to assume their many responsibilities and perform the work required of them, the commissions have found that many operational problems are discovered for which there are no readily apparent answers. Questions and problems related to legal formation of the commission, development of a work program, certification by federal agencies, budget, personnel, office space and commission by-laws are among these most frequently raised.

All of the questions and problem areas noted above are very important, and it is essential that the commissions receive guidance in developing

² Bill Jennings, "Nonmetropolitan Area Cooperation Is a Necessity, Too", Nation's Cities, November, 1972, p. 16.

appropriate solutions. It is the purpose of this manual to provide such guidance.

It is impossible for any manual of this sort to anticipate every question or problem that might develop in commission organization and operation. Specialized problems will require specialized solutions; and commissions should look to the Planning Division of KDED for such help. The more common problems have been recognized, however, and are the subject of the balance of this manual.

GLOSSARY OF TERMS

The planning profession utilizes certain words, phrases and abbreviations in a somewhat specialized manner. It is important that the precise meaning be understood; a glossary of terms is therefore included early in this report. The glossary which follows has been developed by the State Planning Division and includes those terms which are of special significance to this report.

GLOSSARY OF PLANNING TERMS USED IN KANSAS

- A-95 Review - a procedure required by Office of Management and Budget Circular A-95 by which federal, state, regional and local agencies are given a chance to comment on applications for federal aid for their area.*
- APJ - Areawide Planning Jurisdiction - a regional planning area recognized by HUD; HUD prefers that an APJ be a metropolitan area or a state-designated planning district.*
- APO - Areawide Planning Organization - the organization recognized by HUD and the state as having responsibility for regional planning for an APJ.*
- Area Agency on Aging - a regional organization concerned with planning for the needs of older citizens; financially assisted by the Administration on Aging; may be coordinated with regional planning commissions.*
- Areawide Health Planning Councils - regional organizations for planning health care and facilities and collecting medical data, funded by HEW.*
- AWP - Annual Work Program - an itemized statement of a planning agency's annual planning program in terms of detailed work activities and cost estimates. State and Metropolitan Agencies submit these to HUD as a part of their application for comprehensive planning assistance. Regional planning commissions submit these to the State as a part of their request for '701' funds.*
- Big Lakes Regional Planning Commission - the regional planning organization for Pottawatomie, Riley, and Geary Counties; formerly known as Pottawatomie/Riley Counties - Manhattan Regional Planning Commission.*

- Bluestem Regional Planning Commission - the regional planning organization for Cowley, Chautauqua, Elk, and Greenwood Counties.*
- Capital Improvement Program - a detailed program of priorities and future expenditures for additions and improvements to a city's physical facilities.*
- CDP - Community Development Profile - a compilation of facts and statistics for each county seat and city of over 1,000. Stored in computer and printed in brochure form.*
- Central Plains Tri-County Planning Committee - the regional planning organization for Butler, Harvey and Sedgwick Counties.*
- Chikaskia Regional Planning Commission - the regional planning organization for Kingman, Harper and Sumner Counties.*
- COG - Council of Governments - a voluntary association of cities and counties in an area, which allows elected officials to meet and discuss common problems.*
- Community Profile - a short compilation of facts, statistics and pictures, voluntarily prepared by cities and used by them and KDED for community development and industrial promotion.*
- Comprehensive Plan - a general plan including background information, goals and policies, analysis of several factors in community development, and strategies for the future.*
- EDA - Economic Development Administration of the U.S. Department of Commerce.*
- EDD - Economic Development District - a region including at least two EDA Redevelopment Areas and preferably coinciding with a state-designated planning region, eligible for economic development assistance from EDA.*
- EIS - Environmental Impact Statement - a report on the effect a proposed federally-funded project will have on the natural and man-made environment.*
- EPA - Environmental Protection Agency of the Federal Government.*
- Fact Book - a compilation of current data on the physical, social, and economic characteristics of a region; one of the first steps in the regional planning process, usually performed by the state.*
- FHA - initials of three different federal agencies:*
- 1) Federal Housing Administration of the Department of Housing and Urban Development.*

- 2) *Federal Highway Administration (FHWA) of the Department of Transportation*
- 3) *Farmers Home Administration (FmHA) of the United States Department of Agriculture*

Flint Hills Regional Planning Commission - the regional planning organization for Morris, Marion, Chase and Lyon Counties.

Functional Planning - planning in specific areas such as water and sewer, health, recreation, etc.

Greater Southwest Kansas Regional Planning Commission - the regional planning organization for Regions 06 and 07 (nineteen counties).

HEW - U.S. Department of Health, Education, and Welfare.

HUD - U.S. Department of Housing and Urban Development.

HUD Area Office - administers HUD programs in Kansas and the western half of Missouri - office located in Kansas City, Kansas.

HUD Certification - a statement by HUD that a regional planning organization meets its standards on one of three levels: (a) the planning area and organization; (b) comprehensive planning; or (c) functional planning and programming.

HUD Regional Office - responsible for high-level administration of HUD programs in Kansas, Missouri, Nebraska and Iowa - office located in Kansas City, Missouri.

Indian Hills Regional Planning Commission - the regional planning organization for Kiowa, Pratt, Comanche and Barber Counties.

KDED - Kansas Department of Economic Development - state agency responsible for promoting economic development and state, regional and local planning.

Land Use Planning - local or regional planning for determining the best future usage of the earth's land resource.

Local Planning - planning by a city and/or county; also called "community planning".

LPA - Local Planning Agency - the legal entity with which HUD contracts for certain local planning projects.

MARC - Mid-America Regional Council - a combined Council of Governments and regional planning organization in the Kansas City bi-state area, including Leavenworth, Wyandotte, and Johnson Counties and five Missouri Counties.

- Mid-State Regional Planning Commission - the regional planning organization for McPherson, Reno and Rice Counties.*
- Mo-Kan Regional Council - the regional planning organization for Doniphan and Atchison Counties and four Missouri Counties.*
- Multi-jurisdictional - involving more than one general-purpose government.*
- NDP - Neighborhood Development Program - a HUD program for assisting cities in rehabilitating run-down neighborhoods.*
- Nonmetropolitan Areawide Planning - joint planning by several neighboring counties which are not part of an SMSA.*
- North Central Regional Planning Commission - the regional planning organization for Region 10 (eight counties).*
- Northwest Kansas Planning and Development Commission - the regional planning organization for Regions 08 and 09 (eighteen counties).*
- OEDP - Overall Economic Development Program - a work plan prepared by an EDD.*
- OPD - Overall Program Design - an outline of planning programs for three to five years into the future. State and Metropolitan planning agencies submit these annually to HUD.*
- ORC - Ozarks Regional Commission - a federally-funded development region including Region 02 of Kansas and all of Missouri, Oklahoma, Arkansas, and Louisiana.*
- Planning Commission - a board of citizens appointed as the policy-making body for the future development of a city, county or region.*
- Planning Districts - in Kansas, the eleven Planning and Development Regions.*
- PRIDE - Programming Resources with Initiative for Development Effectiveness - a community development emphasis and awards program jointly sponsored by KDED, the Cooperative Extension Service of KSU, and private companies and groups.*
- PUD - Planned Unit Development - a development which combines housing, commercial uses, and open space while maintaining an overall density comparable to conventional developments.*
- RC&D - Resource Conservation and Development District - a type of multi-county project sponsored by the county commissioners and the Soil Conservation Service, which seeks to develop and conserve natural resources and improve economic conditions.*

- Reconnaissance Survey* - a preliminary study of the area and its planning needs, done in the early stages of the planning program.
- Redevelopment Area* - a county designated by EDA as eligible for grants, loans and formation of an EDD.
- Region* - in usual planning terminology, an area including several counties which have certain geographic, economic and social characteristics in common; in Kansas, the Planning and Development Regions are the eleven regions designated by the Governor; in HUD terms, an APJ.
- Regional A-95 Clearinghouse* - a regional planning organization designated by the Governor to act as A-95 clearinghouse for its region.
- Regional Planning* - under Kansas law, can be either city-county or multi-county planning.
- Regional Planning Commission* - the governing body of an Areawide Planning Organization; according to HUD requirements, two-thirds of the voting membership must be elected officials.
- Revenue Sharing* - a system of apportioning federally-collected tax revenue to state and local units of government; usually divided into "general" and "special" categories.
- SCKEDD* - South Central Kansas Economic Development District - a regional economic development organization for Planning and Development Region 04 and Marion County.
- SCS* - Soil Conservation Service - the agency of USDA with responsibilities that include RC&D's.
- 701* - the Comprehensive Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.
- 701 Contract* - as administered by KDED, the local or regional planning commission, and the consultant; this is used for cities or counties with populations of less than 50,000 and for regions outside metropolitan areas.
- Southeast Kansas Regional Planning Commission* (also referred to as *See-Kan Regional Planning Commission*) - the regional planning organization for Region 02 (nine counties).
- SMSA* - Standard Metropolitan Statistical Area-- the county or counties containing a city of over 50,000 and its suburbs; a term used by the Census Bureau and other federal agencies.
- State A-95 Clearinghouse* - the state agency designated by the Governor to circulate A-95 notifications and collect comments; in Kansas, the Division of Budget.

Subdivision Regulation - a local ordinance specifying requirements for lot size, streets, etc. in housing developments involving land subdivision.

Technical Planning Assistance - technical help in preparing plans, zoning ordinances, subdivision regulations, etc., as given to local planning commissions and their governing bodies by professional regional or state planners or planning consultants.

Umbrella organization - a regional organization through which several types of functional planning are coordinated in order to prevent duplication of data collection, planning activities, administration and staffing.

Zoning - a method of regulating local land use by an ordinance specifying which types and densities of land use may be allowed in specified areas of the city or county.