

STATE PLANNING OPERATIONS IN KANSAS AS RELATED TO
TENNESSEE: AN EVALUATION AND COMPARISON

by |

RICHARD CARL BECKER

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CHAPTER I

INTRODUCTION

In recent years, the status of state government has grown rather than diminished, as a result of administering the increased federal aid programs. Because of federal assistance, state planning has increased in stature and has a very important role to play in national, interstate, regional and local planning. The federal "701" program and anti-poverty programs have stimulated the need for planning at the state and local levels.

Nevertheless, the primary concern of the state is the problems and opportunities of all its resources and the growth and shifts of its population. In meeting these problems of change and growth, state governments have shown growing concern in the development, operation, and organization of state planning. There are three basic types of state planning operations. First, is the agency that only reviews work completed by a consultant and is considered a state review system. Second is a centralized state planning agency which provides and completes work assistance for its communities and the state itself. Third is the University agency where the planning work is accomplished by a University staff. It is believed the centralized agency is better than the other two agencies. The objective of this report is to emphasize the advantages of a centralized state planning agency over the state-level review system of consultants in planning. Several states have

made considerable improvements in the reorganization of their state planning agencies; some of the most predominant of which are Georgia, North Carolina, Pennsylvania, and Colorado. Recently, several of these states placed the state planning operations in the office of the governor in order to achieve greater effective administration of state goals and objectives. Some states, i.e., Tennessee, have had the state planning agency in direct contact with the governor's office for many years. In this way, a state planning agency can work more effectively to keep the many aspects of state development in balance. However, "we must agree that it is important to us and to our descendants that the losses in which the lack of planning has permitted in the past shall not recur; while we must preserve the principles and methods of a democracy."¹

Purpose of Report

The purpose of this report was first to gather, examine, and evaluate the state planning operations of Kansas and Tennessee in light of certain state planning principles or criteria. A second purpose was to compare the effectiveness of the planning operations of Kansas as related to Tennessee and, in turn, recommend any necessary revisions in their planning operations and organization. It is generally accepted that Tennessee has one of the best state planning operations in the nation. Tennessee has the centralized state planning system whereas Kansas has the free-enterprise system.

¹Alfred Bettman, City and Regional Planning Papers (Cambridge: Harvard University Press, 1946), p. 153.

A third purpose was to enlighten the citizenry of these two states that state planning is an essential function of state government for the orderly development of their state; and lastly, to make aware to the public officials of these states, discrepancies within their existing state planning operations and organization.

Scope of Report

The scope of this report was primarily limited to planning operations which includes the various types of planning activities and the organizational structure. However, some emphasis was placed on the history of planning, planning legislation, various federal aid programs, and financing. The report was primarily concerned in recommending revisions or improvements in planning operations, organizational structure, and planning legislation. It is hoped these recommendations will assist in the adaptation and adjustment of planning operations in these states.

Method of Study

This report was primarily a library research study using the facilities of Farrell Library at Kansas State University, loan material from the University of Illinois and the Council of State Governments, and the library facilities of the Tennessee State Planning Commission. Some questionnaire interviews were employed to obtain information about the operations of the Kansas and Tennessee Planning Agencies. See Appendix for a copy of the interview forms.

Definitions

The following definitions are for clarity to the reader.

"Chief executive" or governor is used interchangeably but has the same definition as the head of a state government.

Federal "701" is the urban planning assistance program of the Housing Act of 1954, as amended. The urban planning assistance program is Section 701 of this Act. The project number is indicated by the letter P followed by a representing number. As in Kansas, the State Planning project number is P-43.

"Policy" is a statement or a group of statements that spell out the plans, principles or course of action an agency should take in performing a job.

"Program" is a refinement of policy or a plan of procedure. A project is the means of obtaining the program.

"State Planning" is a function of government that brings together the various operations and influencing factors of the state in order to direct the overall physical, social, and economic development of the state at all levels of government.

CHAPTER II

REVIEW OF LITERATURE

The need for state planning has always existed, yet in recent years, with the increase and change in population distribution, technology, transportation and communications, society has recognized an increasing need for this governmental function. During the 1930's, state planning agencies were formed, as a result of the depression efforts, to establish jobs through public works programs. For these projects to have lasting value, it was realized "they should be planned to meet basic needs and fit into a general development scheme for each state."² In the mid 1930's, forty-six states established state planning agencies. However, many of these commissions died out in the late 1930's and early 1940's. At first, the main concern of these agencies was to inventory state resources and determine physical problems and development needs. During the mid 1940's, some commissions became interested in the social and economic aspects of state development. As a result, "most of the remaining agencies re-oriented their programs toward industrial development and local planning assistance"³ and, in turn, lost most of their identity as a state planning

²American Institute of Planners, "State Planning: Its Functions and Organization," Journal of the American Institute of Planners, Vol. 25, (Baltimore: 1958), p. 210.

³Ibid., p. 210.

agency when they were attached to an existing operating agency.

"It is inevitable that once a state planning agency becomes a part of an operating agency with a limited area of activity, its ability to function in an overall planning capacity will be weakened or even destroyed."⁴ In 1958, overall state planning was virtually nonexistent as an organized and recognized function of state government. There was a need for redirection in the organization and activities of state planning if it was to be a useful agency in the future development of the state. Fortunately, this redirection of state planning is in progress in several states. The state planning agency has become an arm of the administrative body of government.

"State government is in the most strategic and advantageous position to make a profound contribution in solving the problems of change."⁵ Local jurisdiction can no longer handle the extensive and complex problems of education, natural resource development, recreation, highway construction and industrial development without state assistance. State government is an established regional government with power and financial resources for getting the job done. Furthermore, plans are needed on a statewide basis to adapt the various development programs into a unified system, since they all have a definite bearing upon one another and, in

⁴Ibid., p. 210.

⁵The Council of State Governments, State Planning: A Policy Statement, (Chicago, 1962), p. 5.

turn, should not be considered as separate systems for development. This unified system of development can be accomplished and coordinated through state planning.

The major goal of state planning is to develop a harmonious society within and throughout the urban and rural areas. It must meet the requirements of higher living standards and increased leisure time of the urban population as well as increasing the social and economic well-being of the rural population. Because of these basic associations and requirements, state government must have the ability, capacity and foresight to plan on a comprehensive and long-range basis.

Several professional organizations have expressed opinions on what should be the functions of a state planning agency; where the state planning agency should be located in reference to organizational structure of state government; and the requirements and procedures employed when staffing a state planning agency. The remaining part of this chapter will be devoted to these three items with special reference being made to the opinions of the American Institute of Planners, Association of State Planning and Development Agencies, and The Council of State Governments. Various state planning agencies will be employed as examples.

Functions of State Planning

The American Institute of Planners and the Council of State Governments have set forth various functions that should be performed by a state planning agency. They believe a single unified program is

necessary to coordinate the many state and federal programs in order to achieve efficient, economical, and orderly state development. The essence of state planning is in the unified policy framework which is formulated at the highest level of state government. To create and achieve this unified policy framework, several functions must be executed by a state planning staff. These functions include fact-finding and analysis, policy formulation and programming, capital improvement programming, assisting other operating departments and agencies, and providing a service of guidance to local planning commissions.

Fact-finding and analysis are major functions of a state planning organization. Such an organization must keep informed of the various conditions of economic situations, industrial and agricultural development, transportation, recreation, resource availability and utilization, and various social conditions in order to understand the dynamic changes throughout the state. Once the necessary facts are collected, it is the function of the state planning staff to analyze and correlate these facts into meaningful information and, in turn, recommend and influence any decisions pertaining to the overall unified policy framework.

Policy formulation is also one of the primary functions of state planning. The overall unified policy framework is usually formulated by the chief executive and, in the final decision, he establishes the goals and determines the programs and priorities. Therefore, it should be "the role of the director of state planning and his planning personnel to assist the governor, through the medium of competent staff work, in

presenting the facts, preparing alternatives, giving professional advice and making recommendations."⁶

Once the unified policy framework has been formulated, distinct goals and procedures are established to accomplish the purpose of the overall plan. This is the programming stage. Through the programming state, the specific goals, the course of action, and the various programs are distributed to the operating agencies with specific priorities and timing.

In order that the goals for physical, social, and economic developments are correlated with the state's fiscal resources, capital improvements programming is necessary. "Capital improvements and public works programs of all departments and agencies should be reviewed so a unified and coordinated annual or biennial capital budget and a long-range capital improvements program may be prepared."⁷ This can only be accomplished by close and well-established working relations with the budget office and the chief executive.

The planning staff should not be concerned with carrying out the final phase of the unified policy. This should be done by the agency having direct control over the project. Nevertheless, the planning staff should be available for assistance and coordination when called

⁶American Institute of Planners, "State Planning: Its Functions and Organization," Journal of the American Institute of Planners, Vol. 25 (Baltimore: 1958), p. 212.

⁷Ibid., p. 212.

upon by other agencies. This could include professional advice on basic information and providing information to the various departments as to what the other departments are doing. They also should administer the programs related to their jurisdiction, such as state zoning, physical planning and local planning assistance.

"State planning agencies should furnish the framework for local planning assistance and, in turn, coordinate the local plans so the development in one area or place fits into the overall development of neighboring localities and the statewide plan."⁸ State planning agencies can assist in collecting, analyzing, and preparing the necessary development plans for communities that cannot afford a local staff or consultant. With the large amount of federal aid in planning being distributed to local governments, it is only logical that the state planning agency assist the federal authorities in distributing the aid and overseeing the projects involved.

Organizational Location of Planning

Here again the Council of State Governments and the American Institute of Planners have expressed opinions as to the location of a state planning agency. In order for the state planning agency to effectively accomplish the necessary functional activities, it is essential to have a well organized state planning system. However, today, "overall state planning as an organized and recognized function

⁸Alfred Bettman, City and Regional Planning Papers (Cambridge: Harvard University Press, 1946), p. 152.

of state government is virtually nonexistent."⁹ Experience has shown that these functions outlined above can not be performed effectively if the state planning agency operates separately from the regular administrative organization.

In some states the primary function of the state planning agency is providing local planning assistance. While this is a very important function, it is by no means the only function of state planning. There is an urgent need for broad overall planning in the states. A re-direction of staff efforts are needed in state planning if it is to be an effective force in state government.

Since the chief executive usually has the responsibility of developing the long-range unified policy framework for a state and directing the programs to carry them out, the principles of organization for a state planning agency should be based on these general concepts. "The functions performed by the chief executive of a state are becoming more and more important as the focal point for overall state management and development."¹⁰ This is the reason why state planning must be in close relationship with the chief executive's office since it is here where state policies, goals, and objectives are formulated and the role of each department or agency is evaluated

⁹American Institute of Planners, "State Planning: Its Functions and Organization," Journal of the American Institute of Planners, Vol. 25 (Baltimore: 1958), p. 211.

¹⁰Ibid., p. 208.

in relation to the total state program or plan. Therefore, the following principles were suggested for the organization of a state planning agency by the American Institute of Planners.

1. State planning must be an integral part of the administrative structure of state government.

2. The staff concerned with overall state planning should be advisory to the chief executive. They should act at his direction in its relationship with the legislature and other individual state departments.

3. An advisory commission may or may not be needed; however, if such a commission is created, it should be advisory to the director of planning who takes full administrative responsibility for recommendations.¹¹

It should be noted that not all state governmental organizations are the same; therefore, the principles established above must be adjusted to meet the state situation. These principles were designed primarily for those states in which the governor has the distinct control of state activities. However, in the case where the chief executive lacks sufficient strength to establish a clear-cut relationship with his planning staff, a commission can be created. The commission should then establish the necessary link between the governor and his planning staff.

The Council of State Governments also suggests that the office of planning should be apart of the office of the governor. It believes the governor needs a coordinating office which he has confidence in and can turn to for formulating policies, reviewing information and plans, and

¹¹Ibid., p. 211.

coordinating the future development of the state. This location also provides the state planning agency with a continuous contact with the formation of policy at the highest level and mutual confidence and prestige needed for the reviewing process. However, in some states, it is not possible to locate the office of planning in the office of the governor. Therefore, it is suggested "that a state having an integrated department of finance or administration consider adding within that department an office of planning as an alternative location."¹² This location also provides close contact with the governor and his administration.

Staffing

Successful performance of a planning agency is directly related to the degree of association and communication between the governor and the agency. This is necessary since "planning must be focused at the point where decisions are made within the administration."¹³ Essentially then, the position of the director or executive director of planning should be equal to or higher than other department heads, such as budgeting, personnel, purchasing, and highways. These various departments enter into the central decision making process which should be coordinated

¹²The Council of State Government, Planning Service for State Government (Chicago: 1956), p. 49.

¹³American Institute of Planners, "State Planning: Its Function and Organization," Journal of the American Institute of Planners, Vol. 25 (Baltimore: 1958), p. 211.

and developed, by the state planning agency, into a single unified program for recommendation to the governor. Therefore, the director of planning should be appointed by the governor or with the governor's approval. In this way the successful performance of the agency will more than likely succeed.

However, a qualified individual is necessary for the director of a state planning agency. The applicant should have considerable training and experience in state, regional and local planning. He could be recruited nationally to obtain these qualifications, but he should also have an objective view of the state's problems.

It has been recommended by the Council of State Governments that "unlike the appointment of the director by the governor, the staff should be selected and retained purely on the basis of qualifications and ability and that they come under a state merit system."¹⁴ In order for some agencies to maintain a career staff, salaries have become very competitive; and career advancement programs have been established. This advancement program could be the financial support for further education in the field of planning.

State planning is a cumulative, continuous, and long-range process and professional status and standards are safeguards in obtaining this process. Therefore, it is necessary for the director and his staff to achieve active and objective participation in state affairs if state

¹⁴Council of State Government, op. cit., p. 62.

planning is to be effective in the overall development of the state.

Several states have applied these various principles in their state planning operations, however, only a few have applied all of these principles of state planning. New Jersey, for example, integrated the various proposals of land use from the many state departments into a Development Plan for New Jersey. The plan coordinated the planning and work of the various departments and it served as a guideline for coordinating municipal, county, and regional plans. This gives one an idea of what a unified development policy could accomplish if formulated at the proper administrative level of government.

Both Maryland and Colorado have established the office of state planning in the office of the governor. In both cases, the establishment in the office of the governor was to modernize and coordinate departmental planning for the state. In another state, state planning, which is in the executive branch, established "a six-year economic program that the governor can submit to the legislature. The first year is mandatory by law, but the legislature has a total picture of what can be expected in the next five years and, in turn, can retain or change the program if needed."¹⁵

Many states believe that local planning assistance service is a regular function of state government. They feel that "helping the state's cities to attain healthy growth is just like helping the citizens to do

¹⁵The Council of State Governments, State Government, Vol. 30 (Chicago: August, 1957), p. 187.

so, therefore, it is as much a state function as public health service."¹⁶ Hawaii, the newest state in the nation, has one of the most comprehensive state planning programs. The office of planning is a cabinet level position, therefore giving it prestige and working power with the governor. The office of planning has already established a comprehensive statewide plan with a zoning ordinance and plan. These plans assist in the development of the local planning programs and help to formulate the capital improvements program. Hawaii fits well into the principle criteria set forth by the American Institute of Planners and the Council of State Governments.

In conclusion, it seems the principles and concepts of the various professional organizations and the workings of some states are very similar in context. Therefore, criteria were established from the above material in order for an evaluation to be made of the state planning operations in Kansas and Tennessee. The following criteria were employed in the evaluations.

The functions of the state planning agency are divided into three general areas:

1. To assist the chief executive in the policy formation of planning and directing his state program;
2. To carry on a continuous and long-range program of study and physical planning for the state itself;

¹⁶The Council of State Governments, State Government, Vol. 31 (Chicago: June, 1958), p. 115.

3. To coordinate and assist the city, county, and regional planning commissions in the state as well as cooperating and assisting other planning agencies outside of the state.

The organizational location of state planning in state government will vary according to the type of government. However, three general concepts could be employed for most types of government to have excellent relations with the chief executive. Furthermore, the office of state planning should never be located within an existing operating department. Once this occurs, the overall planning capacity and effectiveness is weakened or even destroyed. The three concepts for organizational location are as follows:

1. The office of planning should be located within the office of the governor for direct contact; or

2. The office of planning should be located within an office of finance or administration with equal status to other departments and, in turn, direct association with the governor; or

3. The office of planning should be a separate agency with a commission in control and the governor on the commission, therefore having an indirect link to the governor.

Staffing is an important part of any planning operation. The director should be appointed by the governor or with the governor's approval since they will be working in close relations with each other. The director should be a career man in the field of planning with considerable experience, in both education and training, in the areas of

local, regional, and state planning. Staff members should be selected on their planning qualifications and not by political appointment. Competitive salaries, excellent working conditions, and a merit system are needed to assure a competent career staff. A scholarship program should be provided to supply the state with competent men in the field of state planning.

"Industry has, closely associated with its chief executive or board of directors, a specialized functional force to prepare and propose alternative plans and programs. Government can not afford to disregard the lessons learned by private enterprise."¹⁷

¹⁷The Council of State Governments, "State Planning and Industrial Development Agencies," State Government, Vol. 29 (Chicago: September, 1956), p. 176.

CHAPTER III

PLANNING OPERATIONS IN TENNESSEE

Before discussing and evaluating the various aspects of state planning operations in Tennessee, lets first look at the type of government. Tennessee uses the short ballot, therefore emphasizing a strong-governor type of government. The governor is elected by the people and, in turn, he fills the key positions with men he believes are competent for that particular position. These key posts are the various commissioners that head the departments. Some of these are: the Departments of Finance and Administration, Highways, Conservation, Purchasing, and Public Health. The Division of Planning is located in the Department of Finance and Administration.

The lieutenant governor is nominated and elected from the Senate members. His major duty is to preside over the Senate while in session.

Planning History and Legislation

In 1935, the Tennessee Legislature enacted a very comprehensive set of permissive state and local planning legislation for that time. The laws were developed for the Tennessee State Planning Commission by the late Alfred Bettman. Initially, the six acts were as follows:

1. A State Planning Act which created the State Planning Commission and also provided the necessary legislation for the commission to make a statewide plan and to approve or disapprove all physical development within the state. This act also gave the commission the power to create regional planning commissions.

2. A Regional Platting and Subdivision Act was created which provided for the control of subdivisions and road developments within designated regions.
3. A County and Regional Zoning Act permitted the county to adopt zoning laws.
4. The Municipal Planning Act authorized any city to create a municipal planning commission.
5. The Municipal Subdivision Control Act permitted municipal planning commissions to control plats and subdivisions within the corporate limits and the surrounding territory up to five miles of the corporate limits if authorized by the State Planning Commission.
6. The Municipal Zoning Act authorized cities to formulate and adopt zoning laws.¹⁸

The state became interested in planning legislation during the time that the Tennessee Valley Authority began operations. It was hoped through these laws and the Authority that improvements could be made in the small communities and rural sections of the state.

Enabling legislation in Tennessee specifies that local planning shall be accomplished by a local planning group. However, if needed, the lay body can ask for technical assistance and guidance from the State Planning Agency. Initially, planning was very slow, but in time, people in the state realized that planning was an essential part of government. As a result, the general planning legislation of the 1930's has become more comprehensive and the State Planning Agency is playing a greater role in all planning activities.

¹⁸Gerald Gimre, "New Planning and Zoning Legislation in Tennessee," The American City, Vol. 50 (New York, June, 1935), p. 69.

In 1953, the Tennessee State Planning Commission established and published a model set of subdivision regulations for its cities. This assisted in the continuity from one area to another since the local governments have extraterritorial powers in the control of subdivision development. In 1955, the commission was the second in the nation to assist several of its communities to receive part of the first federal grant under the urban planning assistance program of the 1954 Housing Act. A federal grant of \$25,767, matched by the state, was given to seven cities in order that they might have a chance to plan their future. The Division of Planning assisted the communities in completing the planning work.

In 1946, the Industrial Development Agency was formed by the State Planning Commission. However, in 1953, the Agency, by statute, was transferred to the Department of Conservation and Commerce with an independent commission. Then, in 1963, the Industrial Development Division was relocated in the office of the governor. The reason for the shift away from the State Planning Commission was that the operations did not work out well, since the Industrial Development Agency was not concerned with broad future plans and policies of the states but, rather, with immediate development action, promotion, and advertising for the state. It is an operating agency and not a policy or decision-making operation for the overall state development.

Organizational Structure

The Division of Planning is located in the Department of Finance and Administration. However, the Division does have an advisory board, the State Planning Commission. Figure 1 depicts the organization structure for the Division of Planning. The Division of Planning is divided into three sections with the local planning section divided into five regional offices. These will be discussed in more detail under the planning activities section.

Staff procedures in Tennessee are very unique. There are basically eight planner positions from the executive director to the planning aide. There are three directors under the executive director. The executive director has had many years of experience in local, regional, and state planning. The unique situation is that the principal planner and chief planner must have a Master's Degree in Planning. This requirement has been enforced to obtain qualified personnel in the administrative and working areas of planning. Although this may seem stiff, the State Planning Agency provides a scholarship program to any qualified individual wishing one of these administrative positions. The Agency believes, however, this program provides them with qualified planners. The scholarship program pays for tuition and a monthly salary for a period of eighteen months. The individual receiving the scholarship is obligated to return to the State Planning Agency for a certain length of time. This program has worked very well in obtaining qualified personnel and furthering the education of its citizens.

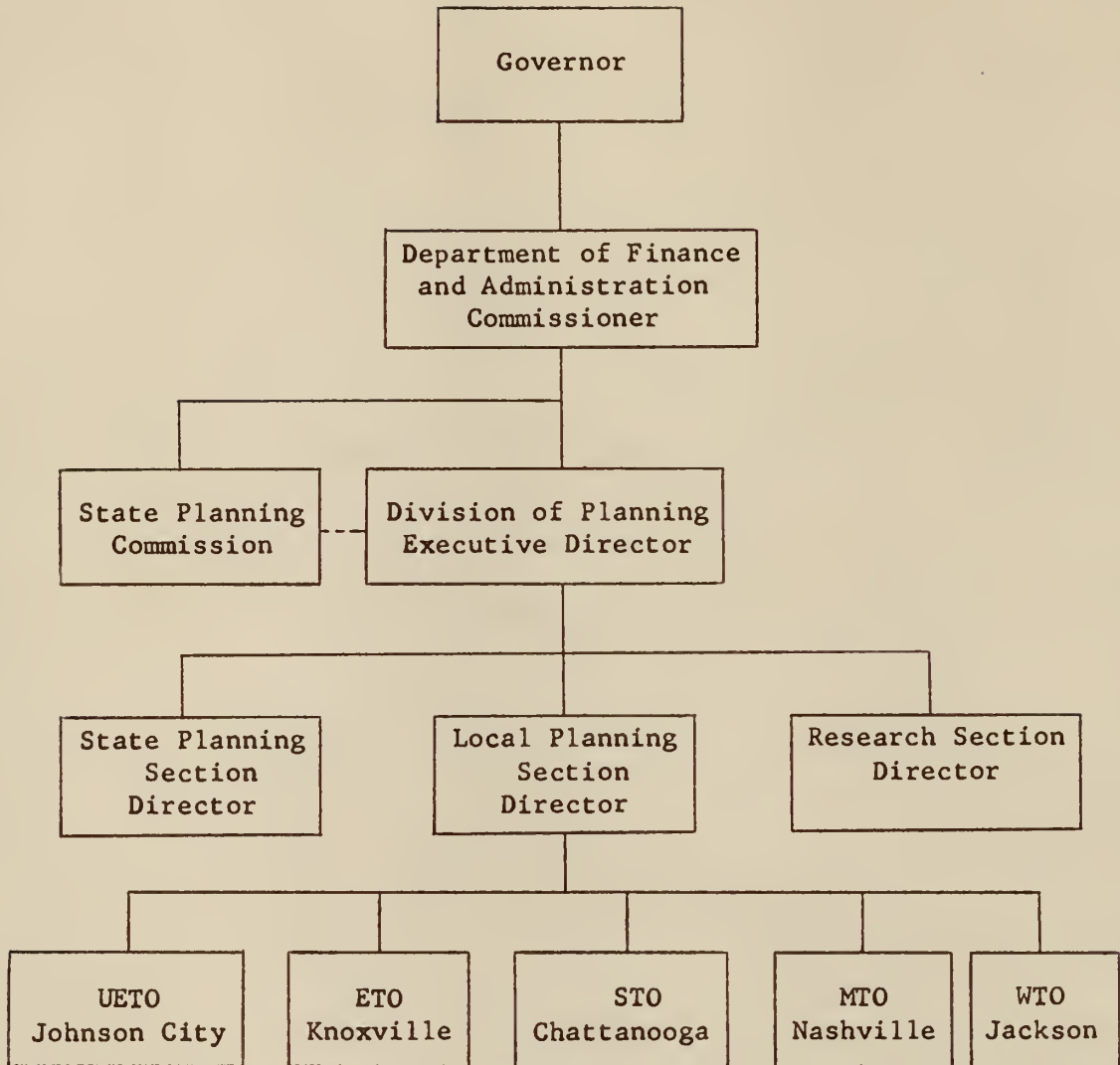


FIGURE 1
ORGANIZATION STRUCTURE FOR THE DIVISION
OF PLANNING IN TENNESSEE

Planning Activities

This part of the chapter is divided into three parts since there are three major sections in the planning division, local planning, state planning, and research. Each section will be discussed separately because they perform different functions.

Local planning. Local planning is divided into five district offices. Each office has a permanent full time staff, headed by a chief planner. A local planning staff of forty serve all the local planning commissions. The offices are located in Johnson City, Knoxville, Chattanooga, Nashville, and Jackson. The Nashville and Jackson offices are the largest in staff and work load.

Local planning has been the predominant function performed by the Division of Planning. Some of the local planning commissions, except for the four metropolitan areas which were created earlier, were established as early as 1939. The State Planning Commission has been providing local planning assistance since 1947. Tennessee legislation provides for the local work to be accomplished by a state planning staff. The enabling legislation also "provides three types of local planning commissions, therefore offering a choice to fit the particular local needs."¹⁹ First is the municipal planning commission which has jurisdiction only within its boundaries. Second is the municipal planning

¹⁹Tennessee State Planning Commission, "Local Planning in Tennessee's Small Communities," The Tennessee Planner, Vol. 25 (Nashville: Autumn, 1965), p. 3.

commission designated a regional planning commission by the State Planning Commission. This regional commission is granted extraterritorial power when designated a regional commission. The third type is when the State Planning Commission appoints a commission over a specific area, such as a county, parts of counties, or a group of counties.

At the present time, there are 167 local planning commissions in Tennessee. The Division of Planning provides technical assistance to 143 of these commissions, if they so desire. There are forty-two municipal planning commissions, seventy-five municipal designated regional commissions, and twenty-six regional planning commissions. The State Planning Commission has formal contracts with ninety-five of these planning commissions. The local planning section also provides assistance to several counties and cities in Southern Virginia. The work is done by the Johnson City office.

The State Planning Commission provides three different types of contracts for the local governments. The contract provides a bond between the state and local governments and puts part of the cost of the planning process on the local government. First is the full service contract which entails regular part-time planning assistance. The staff member meets with the local planning commission on a regular basis. Second is the spot-assistance program in which the staff provides technical and advisory service whenever the community wishes. Third is the third-party contract which is given to communities that maintain their own staff. This contract provides a liaison between communities under

50,000 population and the federal government. There is no fee or charge for this service. For the full service contract, the cities pay twenty-five cents per capita per annum and counties pay ten cents per person per year. The spot-assistance contract is cheaper with cities paying only ten cents per capita per year and counties five cents per person per year.

City officials and interested citizens have become aware of the need and benefits received from planning. This is indicated in the total expenditures of the planning division which has risen from \$91,828 over a decade ago to \$422,573 during the 1965 fiscal year. Since the urban planning assistance program was established, Tennessee has had nearly two million dollars in federal assistance grants. "The Tennessee State Planning Commission's local planning assistance program has served as an exhibit and proof to Congress that a state agency could successfully provide technical staff assistance to smaller cities and counties."²⁰ It also paved the way for its communities to extend their planning programs over several years in order to gain the maximum local participation and understanding of the planning process.

Urban renewal is another big program for which the State Planning Commission has assisted in obtaining for many communities. This has been accomplished by completing the necessary requirements of the Workable Program and, in turn, has made public housing available to many

²⁰Ibid., p. 8.

small cities. Urban renewal projects have been provided in thirty cities at a total cost to the federal government of over \$148,000,000. Tennessee has been a very active state in urban renewal. Also a total of 23,959 public housing units have been provided in seventy-nine Tennessee cities.

Tennessee has had and will continue to have an active program in local planning assistance, since the success of planning is in the co-operation among the various levels of planning.

State and regional planning. In the past, state and regional planning in Tennessee has been relatively inactive; however, in recent years, state and regional planning has become an increasing function of the agency with the assistance of increased federal funds. The Division of Planning was relatively weak in assisting the governor in policy formulation and reviewing statewide development plans. Fortunately, this is changing and state planning is having a greater influence in the location of physical development within the state and assisting the governor in establishing goals, policies, and objectives. This is due to increased leadership and staffing in the state planning section.

The state planning section is composed of a director, fourteen full time planners, and two planning research specialists. However, only six of them are professional planners. The remaining ten are a diversified group with education and experience in such fields as economics, sociology, public administration and landscape architecture.

Tennessee has had two statewide projects, both of which were performed by the state planning section. Only one other statewide project

has been conducted in the other seven southeastern states. A federal grant of \$57,033, matched by state funds, was provided from the urban planning assistance program to complete these two statewide projects. The first project was a two-volume report, entitled Comprehensive Plan for Development of the Kentucky Reservoir Region. The first volume was a detailed inventory and analysis of the population, employment, and natural resources in the region. The second volume was the recommended goals, objectives, and comprehensive plan for development based on the population and economic projections from the first volume. The second project is an inventory, analysis, and evaluation of the various economic and social characteristics of the state. Another project in progress is a general inventory of the state's natural resources. This section also provides assistance to the Appalachian Regional Commission and the Tennessee Valley Authority.

In formulating the statewide plan, both inductive and deductive methods will be employed. The deductive approach will be accelerated when the state's population and economic study is completed and the interindustry analysis is in operation. The inductive approach is the formulation of several comprehensive plans for the eleven selected planning regions. The Kentucky Reservoir Region study is the first segment in building the statewide plan. Within the next two to three years, five more state planning regions in the Appalachian Area are anticipated to be completed. Therefore, regional planning is being accomplished at the same time the statewide plan is being analyzed and put into proper

perspective with the remaining part of the state.

Eleven state planning regions have been established into meaningful and manageable units. See Figure 2. To determine the regions, six criteria were employed with the socio-economic characteristics being the major criterion. The others were:

1. Lower political divisions;
2. Unified factors, such as water courses and urbanization;
3. Compactness;
4. Consideration of areas in adjacent states;
5. Physiographic features.

Regional planning has also been spearheaded by the federal enactment of the Economic Development Act, the Regional Planning-Housing Act, and the Appalachian Regional Development Act of 1965. To assist in implementing these programs, the Tennessee Legislature passed enabling legislation for Economic Development Districts. These districts will fit close to the established state planning regions.

Research. The research section is a relatively small group with a director and a staff of six. The staff is composed of statisticians, programmers, and analysts. Their major function is to provide research assistance to the other two sections, the governor, and the legislature. It also assists other agencies in assembling statistical data on special projects of a statewide nature and they compile necessary data on the many cities within the state. The library is also part of the research section and it has various publications from many professional magazines and planning reports.



FIGURE 2

TENNESSEE STATE PLANNING REGIONS

1. Mississippi Plateau
2. Memphis Region
3. Kentucky Reservoir
4. Clarksville Region
5. Nashville Region

6. Elk River
7. Upper Cumberland River
8. Cumberland Plateau
9. Chattanooga Region
10. Knoxville Region
11. Upper East Region

Evaluation of Operations

The operations in Tennessee are very similar to the established criteria set forth in Chapter II for a centralized planning agency, as described by the American Institute of Planners and the Council of State Governments. The Division of Planning does assist the chief executive in formulating and directing his state development program. These functions are accomplished by establishing various goals and objectives and reviewing the location of major physical developments for the state, such as highways and technical schools. The division also assists the budget office in formulating the capital improvements program and budget by providing information concerning future development, however, this could be improved.

The Division of Planning has and is carrying on a continuous and long-range physical development program of study for the state. It is being accomplished through the physical development of regions and state-wide analysis. More needs to be done in this area to establish a state-wide development plan, but the state planning section is short of staff. On the other hand, the local planning section has a much larger staff and has been providing assistance and coordination to local governments for some time.

Both the state and local planning sections assist and cooperate with other planning agencies outside of the state. These sections assist and cooperate with the Tennessee Valley Authority, and the state section is working closely with the Appalachian Regional Commission. The local

planning section also provides assistance to several communities in southern Virginia. However, better cooperation is needed between the state and local planning sections of the Division of Planning in Tennessee.

As far as organizational structure in Tennessee is concerned, it is similar to one of the ideal situations for excellent relations with the governor. The Division of Planning is located in the Department of Finance and Administration. It also has a State Planning Commission which is an advisory board and has the power, by statutes, to establish regional planning commissions. They also select the executive director, with the approval of the chief executive.

Staff members for the Division of Planning, in all three sections, are selected on the basis of qualifications, and the division uses the merit system for advancement up to the principal planner position. From this position up, advancement is based on another set of qualifications plus the merit system. The State Planning Agency does provide a scholarship program for an individual if he wishes to obtain a Master's degree in Planning and to get into one of the administrative positions.

The complete operations of the Tennessee State Planning Commission fits the criteria established in Chapter II.

CHAPTER IV

PLANNING OPERATIONS IN KANSAS

Again, it is necessary to briefly discuss the type of state government, since this has a great bearing on the type of organization and operations performed in state planning. Kansas actually has a relatively weak-governor type of government since nine of the major department heads are elected. This practice of selecting department administrators can "saddle the governor with a cabinet not of his own choosing and, in turn, manifesting varying degrees of hostility and aloofness from the governor's administrative leadership."²¹ Elected administrators may also become rivals of the governor and therefore select alternative procedures or policies so that they might impress the public and denounce the governor. However, since Kansas is primarily a one party system of government, there is really no problem because the governor approves the nomination of his department heads. Nevertheless, when Kansas becomes a two party state the above problem will become a reality. Also, many state departments in Kansas are run by independent commissions. The commission members are selected by the governor, but they have overlapping terms, therefore, the commission would never be under the direct administration of the governor. Because of the one

²¹Daniel R. Grant and H. C. Nixon, State and Local Governments in America (Boston: Allyn and Bacon, Inc., 1963), p. 228.

party system in Kansas, however, this has not been a major problem. Fortunately for the governor, the chairman are usually selected by the chief executive which would assist in administration. The governor does have a Department of Administration in which he has a budget director and an administrative assistant to assist in the administration of the state.

Planning History and Legislation

Planning in Kansas was very short lived in its early days. It initially began around 1933 with the State Planning Board. This was one of many state planning boards created during the 1930's, and it published a Progress Report with various recommendations in 1934. Some of these recommendations were for the development of a state recreation plan, state land use analysis, transportation survey and analysis, and new planning legislation. The proposals on the planning legislation were the creation of a state planning authority and new and improved laws for county and city planning as well as housing laws. Unfortunately, most of these recommendations were never carried out and the planning legislation was one of them. The State Planning Board was abolished in the late 1930's because there was a misconception as to the place and function of the agency. Some governors that followed attempted to continue operating the agency but at varying degrees of effectiveness.

However, in 1961, the Kansas Legislature created the Planning Division under the Kansas Industrial Development Commission. The initial legislation was very broad and dealt primarily with community

or local planning. The act specifically stated that the division shall:

advise, confer, cooperate with, and assist local governments, planning commissions, agencies, civic groups, and citizens in matters related to planning and to encourage the development of comprehensive community planning programs.²²

There were no provisions in the initial legislation for the creation of a state planning section or the development of a statewide plan. In 1963, the Kansas Legislature abolished the Industrial Development Commission and created the Kansas Economic Development Commission and the Department of Economic Development. Within the Department, five divisions were established of which planning was one. The others were the Industrial, Travel, Commerce, and Aviation Divisions.

Again, the Legislature established broad legislation with the major emphasis on economic development through the promotion and development of industry, commerce, agriculture, labor, and natural resources. Unfortunately, they did not specify for the establishment of a physical development plan. The legislation, however, has been interpreted that the economic development plan means the development of a long-range comprehensive physical plan for the state. Therefore, in 1965, the state planning section of the Planning Division was established to carry out the interpreted meaning of the legislation.

²²League of Kansas Municipalities, "Kansas Sets Up Its Community Planning Agency," Kansas Government Journal, Vol. 48 (Topeka: January, 1962), p. 23.

Organizational Structure

The Planning Division is located in the Department of Economic Development which is under the jurisdiction of a nine member commission, the Kansas Economic Development Commission. Figure 3 depicts the organizational location of the Planning Division. Fortunately, the Planning Division has been able to work relatively independently of the Commission. Nevertheless, the Commission is the legal policy-making body for the agency and not an advisory commission. The Division is separated from the Department of Administration; however, at the present time, there are good working relations between the Department of Administration and the Planning Division.

The Planning Division is divided into two sections, state and local planning. At the present time, the Division has a staff of seven composed of the chief or director and six planners. There are four working in the state planning section and two working in the local planning section. The staffing procedures for Kansas are based on civil service qualifications. The requirements for the planner in an administrative capacity is a Masters in Planning plus one year experience or a bachelors in a related field plus three years experience. It is believed the salary for this position is competitive with other state planning agencies. The director or chief of the Division is selected by the director of the Department of Economic Development but must meet civil service qualification which emphasizes public administration over planning experience and training.

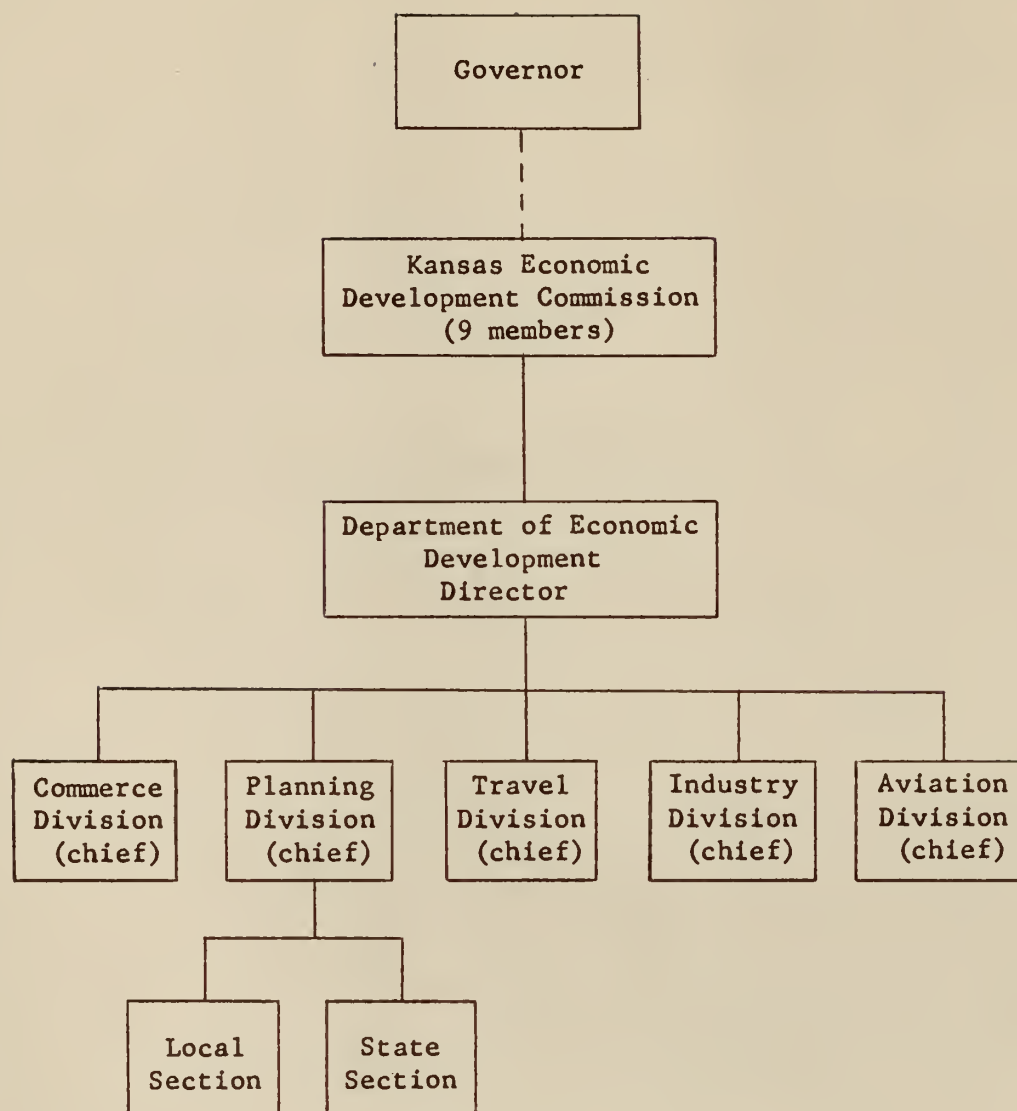


FIGURE 3

ORGANIZATIONAL STRUCTURE FOR THE
PLANNING DIVISION IN KANSAS

Kansas's Planning Division does not have any scholarship program for obtaining qualified individuals in the field of planning or assisting an individual in furthering his education.

Planning Activities

Planning activities in Kansas are actually divided into two areas, as indicated in the organizational structure, state and local planning. Therefore, this part of the chapter will be divided into these activities.

Local planning. In the past, the major portion of community planning services were performed by such agencies as the Kansas State University Extension Service and Experiment Station and some operation agencies of the state. The efforts of the Experiment Station in industrial surveys led to the establishment of the Kansas State University Center for Community Planning in 1961. This Center was also developed in cooperation with the Kansas Industrial Development Commission. After establishment of the Center, the commission requested the Center to conduct several short courses in community planning to acquaint the people with planning potential and techniques and various state and federal planning programs. The short course is still in progress and has been an effective device in arousing local interest in planning.

Local planning activities in Kansas are numerous, but the Planning Division does not provide the work assistance. At the present time, there are eighty local planning assistance projects being performed in Kansas and all are being completed by consultants. The Planning Division only provides advisory planning service to its communities and is the

coordinating agency for the Federal "701" programs. It is also the responsibility of this division to coordinate the various programs of the Area Redevelopment Administration and other federal agencies.

This division's primary responsibility in local planning is reviewing plans completed by consultants under the Federal "701" programs. A continuing education program in planning has been established by the Kansas State University Extension which is endorsed by the Planning Division. This program is presented to the community before any planning work is begun so they know what planning is expected to accomplish. Here again, this program is not performed by the Planning Division.

State and regional planning. State planning in Kansas has only been in existence since 1965, except for the initial start in the 1930's. However, since 1965, great progress has been made. A steering committee of three has been established composed of the budget director, the governor's administrative assistant, and the chief of the planning division. This committee's objective is to oversee the planning division in the formulation of the state's development goals, policies, and objectives. The state planning section is in the process of preparing design studies which will assist in formulating policies and to determine if the final plan or report on the particular subject should be accomplished. Within one year, this section has completed three of these design studies, Agricultural Phenomenon in Kansas, Regional Delineation for Kansas, and A Design for a Health Resources Study. These studies are the initial step in the formation of a statewide physical

development plan, as interpreted. It should be noted that state planning has been accomplished within existing operating agencies, such as highway and water resources, but there hasn't been an overall state planning effort.

At the present time, the state does not have a unified policy program for development. Nevertheless, the agency is working toward this program under the present Federal "701" project, P-43. The agency does not have clear cut legislation as to the role it can play in the reviewing of major physical development for the state. There is no assistance given by the division in the formation of the capital improvements program or budget. This duty is performed solely by the budget office. In time, however, with better legislation, organizational location, and the existing cooperation, the reviewing process and formation of the capital improvement program and budget will be important functions of this agency.

Regional planning in Kansas has just recently begun with the completion of the regional delineation of the state. It was prepared by the Kansas State University Center for Community Planning under the Federal "701" project. The state has been divided into eleven regions and twenty-three sub-regions. Figure 4 shows the various regions. Some regions have more than one sub-region. A pilot project is underway in the Southeast Region by the Planning Division and a consultant. However, this is expected to be the only study completed in cooperation with the Planning Division. The remaining regions are expected to be

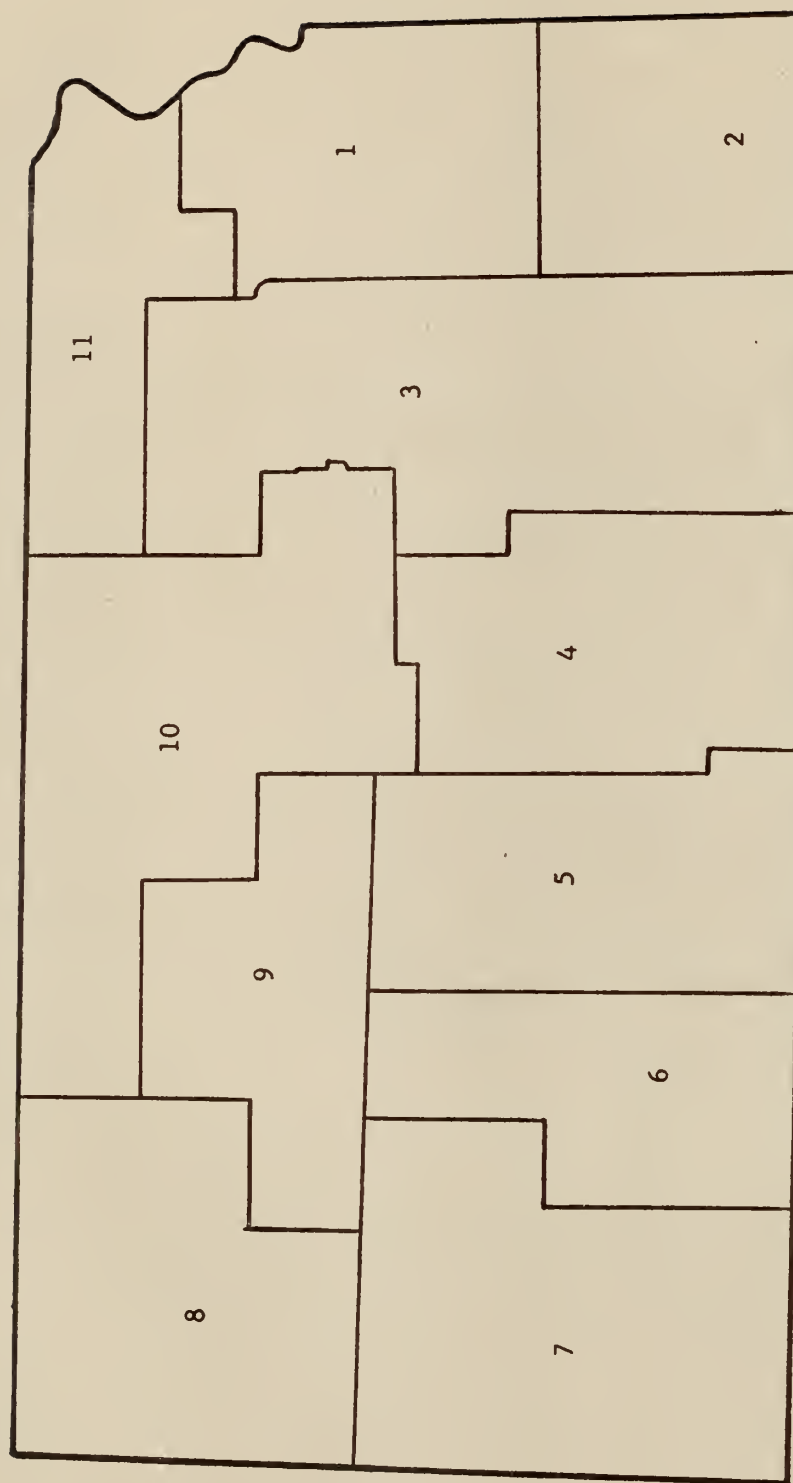


FIGURE 4

KANSAS DEVELOPMENT REGIONS

- | | |
|----------------------|-------------------|
| 1. East Central | 9. West Central |
| 2. Southeast | 10. North Central |
| 3. Flint Hills | 11. Northeast |
| 4. Southeast Central | |
| 5. Southwest Central | |
| 6. Near Southwest | |
| 7. Far Southwest | |
| 8. Northwest | |

done under the direction of a local coordinating committee from the various local governments. There are those who think the regional plans are not anticipated to play an important role in the development of the statewide plan.

Evaluation of Operations

The evaluation of the planning operations in Kansas, like Tennessee, will be in light of the criteria established in Chapter II for a centralized state planning agency, as described by the American Institute of Planners and the Council of State Governments. The order for evaluation will be the organizational location, staffing, and planning activities.

The organizational location of the Planning Division is nowhere near any of the most desirable situation as established in Chapter II. The State Planning Division is far removed from the governor's administrative control. Fortunately, however, under the existing organizational structure, the agency seems to be assisting the governor in establishing goals and policies. This must be due to the good administrative relations between the Department of Administration and the chief of the Planning Division. Nevertheless, a change in administration could reverse this relationship.

Along with the organization structure, the selection of the director is considerably different from the criteria of a centralized State Planning Agency. In Kansas, the director of planning is selected by civil service which can assist in obtaining a qualified man.

However, he may not be satisfactory to the governor and his administration; therefore, poor working relations could exist. It has been established that the governor should select or approve the selection of the director since a close relationship is needed in their work.

Staff selection is based on civil service which is an acceptable way of obtaining and keeping qualified individuals, however, when a tenure system is employed it prevents an agency from removing individuals who are not carrying their share of the work load. Therefore, it is believed the director should have the power to recommend removal of an individual based on qualifications and ability.

It seems that the criteria established for the function of a centralized agency far exceeds what Kansas is doing. The Planning Division is assisting the governor in establishing goals and policies; however, they have not reached the point where they are assisting in the reviewing and directing the governor's programs of various physical development plans. This could be done if the Planning Division had the prestige of being connected with the governor's office and, in turn, assisting in the formation of the capital improvement program and budget. The Division has recently embarked upon the formation of a statewide plan through the development of design studies and setting forth goals, policies, and objectives. Nevertheless, regional planning should be an integral part of the statewide plan and it seems it will not be. With each region formulating its own regional plan, without state assistance and coordination, it is possible there will be no

continuity among the regions. Therefore, the statewide plan would be an ineffective guide for development. The Planning Division should undertake the task of establishing regional plans which could be formulated into a statewide plan. Local participation is needed to assist in implementing the plan.

In local planning, the division is only coordinating the efforts of consultants, community and federal government. It is not providing any work assistance to its smaller communities. Planning is a function of government just like public health, and the state can provide this service to the cities and communities better and less expensive because of the overall view the state can give to the community while the consultant can carry out the final development phase of planning better because they are usually skilled in that particular area of physical development. Fortunately, the Kansas State University Center for Community Planning has assisted in promoting and working in local planning activities. Consultants should have the opportunity to work within a state; however, if the state planning division had a local planning staff that performed work assistance, the quality of work by the consultant could possibly be reviewed with more constructive comments. In turn, this would provide the communities with better development guides and the local-state planning staff could give more time to the community, therefore, assisting in directing growth and improving living conditions.

CHAPTER V

COMPARISON OF PLANNING OPERATIONS IN KANSAS AND TENNESSEE

The comparison is being made between Kansas and Tennessee since both states started in the planning field during the mid 1930's. However, state planning in Kansas seems to have died out in the late 1930's and now has started over again, while Tennessee has been very strong in the field of planning from the start. It is hoped some of the experiences in operations gained in the many years of planning in Tennessee will further the field of planning in Kansas.

For both states to initially start state planning during the mid 1930's, Tennessee far exceeds Kansas in operations. Tennessee achieved its level of operations through well founded legislation, whereas Kansas did not follow through on the well founded recommendations in the 1934 Progress Report of the State Planning Board. As a result, many of Kansas's communities and rural areas have suffered, while other states have assisted their communities in obtaining public housing and urban renewal as well as improving future physical development.

In the area of local planning, Kansas and Tennessee are far removed from another. Tennessee prepares most of the major physical development plans for its smaller communities who can not afford to maintain a staff or consultant. Kansas, however, does not provide any work assistance program for its smaller communities. The Planning

Division in Kansas farms out all local planning activities, and they only coordinate the work. This is, of course, maintaining free enterprise, but it is also expensive to local governments. Some small communities that need planning can not afford a consultant or resident staff; therefore, they are not able to benefit from planning services and activities, such as public housing, urban renewal, and guidelines for future developments. In Tennessee, planning is a function any community can participate in because the state provides the necessary one-third matching funds for "701" planning assistance, whereas in Kansas, the community must pay the matching one-third funds plus a five per cent fee to the state for the states reviewing operations. State and regional planning in Kansas are nearing the level of operations as in Tennessee. Nevertheless, there are some procedural differences. This is mainly in the development of regional plans. The Division of Planning in Tennessee is in the process of developing regional plans which will be easily formulated into an overall statewide plan and, in turn, they can be used as guidelines for local development. This approach fits the various parts of the state into one overall plan. The Division of Planning in Kansas, however, plans on developing a statewide plan but the regional plans will be developed at the local level; therefore, they probably won't be an integrated part of the statewide plan. Unfortunately, the continuity might be lost from one region to the next. Besides, some regions may never develop a regional plan.

The organizational structure in Kansas is different from Tennessee, which is partly due to the type of government. However, this is not a major obstacle to overcome. Kansas's Planning Division is actually far removed from the chief executive's office, since it is located within an operating agency with a commission in control and the primary purpose of the Commission and agency is to promote economic development. In Tennessee, however, the Division of Planning is located in the Department of Finance and Administration with direct access to the governor's office through the Commissioner of Finance and Administration and the State Planning Commission, of which the chief executive is a member. This arrangement in Tennessee enables the director and his staff to influence policy, goals, and development much more directly than in the Kansas situation.

The organizational arrangement within the Division are similar. The Kansas Planning Division is divided into two sections, state and local planning whereas Tennessee has these two sections plus a research section. This section provides additional research into areas not normally covered or associated with the other two sections. It provides special information for the development of the various reports and to other agencies.

Staffing requirements are similar for the planner position. Kansas uses civil service with a tenure system whereas Tennessee has a merit system without a tenure system. The professional is maintained in his qualifications and ability. The executive director for the Division of

Planning in Tennessee is selected by the State Planning Commission with the governor's approval, while the Planning Chief in Kansas is selected by civil service qualifications and appointed by the director of the Department of Economic Development. The requirements for selection were also different, since Kansas emphasized public administration and Tennessee emphasizes planning knowledge. Tennessee also has a scholarship program, which provides the planning agency with qualified planners as well as assisting an individual to further his education. Kansas does not have any such program and they have an excellent opportunity with one of the few planning schools in the nation at Kansas State University.

CHAPTER VI

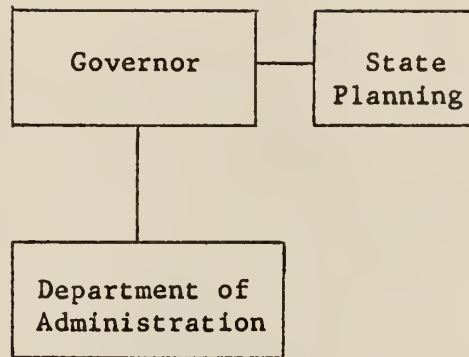
RECOMMENDED REVISIONS IN PLANNING OPERATIONS

It is believed both states can benefit from the above analysis and evaluation since each state needs some revisions in their operations. Nevertheless, Kansas is lacking and will lack in many of the operations and procedures if some changes are not made as established from reliable sources. The workings of the Tennessee State Planning Agency, which fits closely to the established criteria for a centralized planning agency, is an excellent example of what can be accomplished. Therefore, it is hoped and believed the following recommendations will provide better and more efficient state planning operations in Kansas.

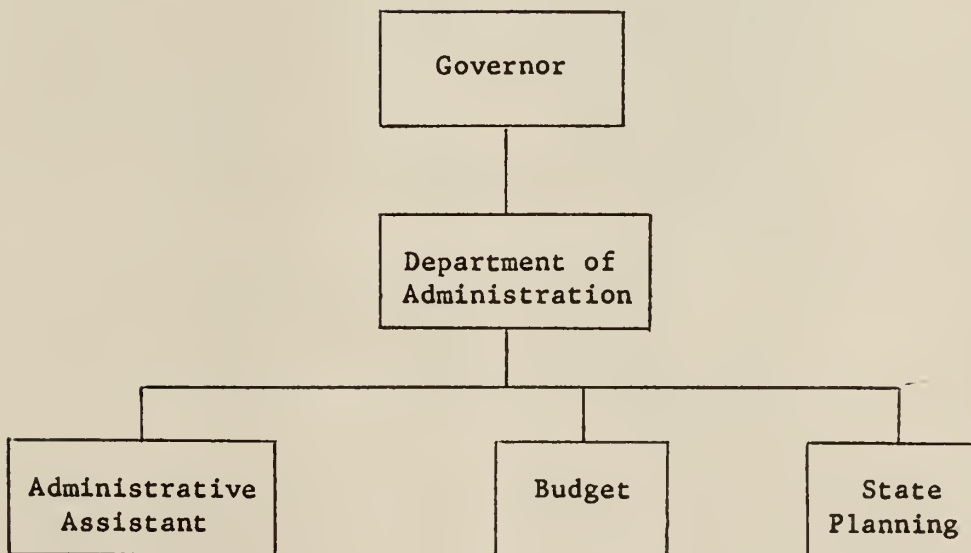
Recommendations

The organizational structure in Kansas is in need of change as indicated by the Governor in 1964. "He emphasized that coordination of work within and between agencies seeking a common objective was essential."²³ This coordination is the responsibility of planning. There are two ways of improving the organizational structure and relationship between the administration and planning and still maintain the same type of government. First, the Planning Division should be located within the office of the governor; see Figure 5(A). Or, the Planning Division should

²³Council of State Government, State Government, Vol. 37, Chicago: Spring, 1964), p. 67.



(A)



(B)

FIGURE 5

PROPOSED ORGANIZATIONAL STRUCTURE OF THE
STATE PLANNING DIVISION IN KANSAS

be located within the Department of Administration; see Figure 5(B). In either location, the Division has greater prestige and coordinating power than in the original location, which is needed in planning. Nevertheless, new planning legislation is needed to allow this type of organizational structure as well as the appointment of the director by the governor. It is also recommended that the planning legislation be changed to specify for the establishment of a statewide physical development plan and to give the agency more comprehensive legislation for carrying out its functions. Also, the state should take on the responsibility of paying at least part of the matching one-third funds for small communities who can't afford the one-third payment required by the federal program. It is also recommended that Kansas incorporate a local planning work-assistance program into their planning operations so that they could help the smaller communities. In this way, communities needing planning but who cannot afford a consultant or resident staff, will have the opportunity to plan their future. Initially this work-assistance program could be in conjunction with the consultant and later developed into a state-local planning system.

State planning, as far as policy formulation, is progressing along very well, and it is hoped the cooperation will continue with the other agencies. In regional planning, however, it is recommended that the Planning Division develop the regional plans in cooperation with local governments, such as Hawaii has done and Tennessee is doing, so continuity is carried throughout the state. It is also believed once the State

Planning Division gets well underway with the various programs and with several years of operation, a research section should be established to take on any projects or programs of a special nature and develop a library. This section could be established at Kansas State University in connection with the Department of Regional Planning which already has a developing library and a staff that could be used as a reviewing board for different projects.

To assist in performing these recommended functions, it is recommended that the state, and particularly this agency, establish a scholarship program similar to the program in Tennessee. This would assist an individual in furthering his education besides obtaining qualified planners from an accredited college in planning. The scholarship program, as in Tennessee, would pay tuition and a monthly salary for up to eighteen months, and in turn, the individual would be obligated to work for the agency on a two to one basis. Therefore, for eighteen months of school, he would work for three years at a respectable position. If this is not satisfactory to all concerned, a work assistance program could be started between the agency and acceptable students. This program would further the field of planning in Kansas as well as promote the Department of Regional Planning at Kansas State University.

Tennessee's Division of Planning has a well established and organized local planning program and a fine research section and library. The Division is on its way to establishing an integral statewide plan through the development of individual regional plans. Although the

agency is assisting the governor in establishing policy and directing his program, the relationship has been relatively weak on the reviewing of state physical development plans. Therefore, to establish greater prestige and working relations with the other departments, it is recommended the following organizational structure be formed. See Figure 6. The legislation would remain the same since the State Planning Commission would still have approval or disapproval of development plans and planning commission appointments. The administrative control would be changed to a more direct contact with the governor and, in turn, putting the agency on the same level as other departments. It would be called the Department of Planning rather than the Division of Planning.

Proposals for Further Investigation

It should be noted there are several areas related to the evaluation, comparison, and effectiveness of a centralized state planning agency over the state reviewing system that need investigation before a better understanding is present in this area. Some of these are: more analysis is needed on how effective a centralized planning agency is compared to the two other types of agencies when the political atmosphere of the state is taken into consideration. Another area of study is what would be the effects, impacts, and reactions on existing organizations and agencies such as consultants, highway planning, and water resource planning, if a centralized state planning agency was established.

Another area of importance is how profitable is planning to a consultant and, in turn, what are the costs to governments if consultants

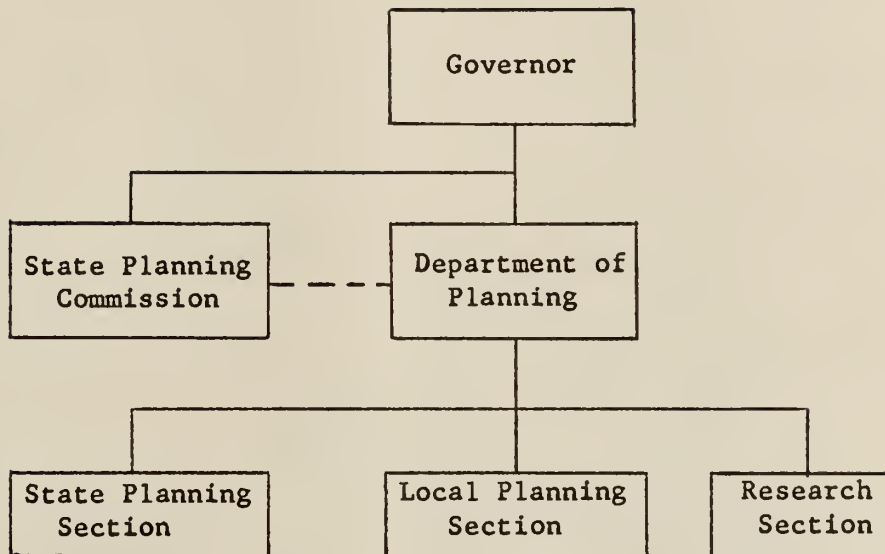


FIGURE 6

PROPOSED ORGANIZATIONAL STRUCTURE OF THE
DEPARTMENT OF PLANNING IN TENNESSEE

do the planning. Is planning only the initial step for a consultant to obtain the construction contract, such as public housing, urban renewal, and sewer and water projects? Would it be more profitable for the consultant if the state planning agency provided the planning services to a community and the consultant completed the proposed physical development projects?

Another area of importance is how does the state propose to initiate participation and interest from the private sector in state planning in order to assist in the coordinating development between the public and private sectors.

What is the role of the state universities in the state planning program for development? Should the university staff be employed strictly for research and teaching or should they be employed to establish long-range plans for development of the state and the existing operating agencies establish programs accordingly to fit these plans?

These are some of the typical problem areas that need empirical investigation to substantiate some of the general concepts and theories in this report.

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APPENDIX

QUESTIONNAIRE FORM FOR STATE PLANNING OPERATIONS
IN KANSAS

State Planning Operations in Kansas as Related to
Tennessee: An Evaluation and Comparison

1. Does Kansas have a strong-governor type of government?
2. Does the governor have distinct control over state development activities?
3. Is the Department of Economic Development the State Planning Agency or is the State Planning Office considered the planning agency? Or is the state planning office just located within the Department of Economic Development?
4. Is there more than one section in the agency?
5. Is the agency under the jurisdiction of a Commission or under the direct control of the governor? Do you have an organization chart that I might have?
6. If there is a Commission, is it an advisory commission?
7. Does the State Planning staff, in any way, assist the governor in establishing state goals, objectives, or policies? If so, what might they be?
8. Does the State have a unified policy program for development? If so, does the State Planning Agency assist in coordination the program?
9. Does the agency review major physical developments of the State, such as highways, technical school locations, etc.? If so, what are some of them?
10. Does the state planning staff assist in formulating the capital improvements program and budget?
11. Have any statewide plans or reports been prepared? If so, what are they? Does the planning legislation provide for the agency to prepare a comprehensive statewide plan?
12. Is the State divided into regions? Do you expect to create regions and, in turn, prepare comprehensive plans for them?

13. Does the agency provide local planning assistance? If so, how many communities are being assisted, when was it started, and what is the budget?
14. Does the agency have any publications that would give the history and planning legislation in Kansas? If not, could you give me a summary of its past operations?
15. What is the policy on hiring staff? Does the agency have any scholarship programs for obtaining qualified planners?
16. Is the director appointed by the Governor and what are his qualifications?
17. Are the salaries competitive with other planning agencies?
18. Does the State have a merit system for a career staff?

QUESTIONNAIRE FORM FOR STATE PLANNING OPERATIONS
IN TENNESSEE

State Planning Operations in Kansas as Related to
Tennessee: An Evaluation and Comparison

1. Is the State Planning Commission an advisory body to the Division of Planning or does it have distinct control over the agency?
2. Does the State Planning Commission or staff, in any way, assist the Governor in establishing state goals, policies, or objectives? If so, what might they be?
3. Does the State have a unified policy program for development? If so, does the State Planning Commission assist in coordinating the program?
4. Does the Agency review the major physical developments of the State, such as highway location, technical school location, etc.? If so, what are some of them?
5. Does the State Planning staff assist in formation of the capital improvements programming and budget?
6. When was the Industrial Development Agency formed? When was it attached to the Planning Commission and when did it separate from the Commission? Why did the separation come about?

STATE PLANNING OPERATIONS IN KANSAS AS RELATED TO
TENNESSEE: AN EVALUATION AND COMPARISON

by

RICHARD CARL BECKER

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The purpose of this report was to gather, examine, and evaluate the effectiveness of the various state planning operations in Kansas and compare these operations with Tennessee's state planning operations; in turn, revisions will be made in their operations and legislation. State planning is becoming an important function of state government because of increased federal planning aid and the concern that state resources need improving. Several states have already begun this move for improvement; others have been concerned with these problems for years; while other states are still lagging behind.

Several major professional organizations have expressed opinions on what the functions should be for a state planning agency; where the agency should be located in reference to state organizational structure; and what procedures should be employed in staffing an agency. From these principles, various criteria for a centralized state planning agency were established to evaluate the functions, organizational location, and staffing of Kansas and Tennessee's state planning operations.

The functions of an agency are: to assist the governor in policy formation and directing his program; to carry on a long-range program of study and physical planning for the state; and to coordinate and assist local governments in planning activities as well as assisting planning agencies outside of the state. The location of the agency should be in close relations with the governor and his administration in order that the agency can assist in policy formation and directing his development program. Staffing is very important, also. It is recommended that the

governor select the planning director since they will be working very close together. However, the director should have considerable experience in all areas of planning. Nevertheless, the staff should be selected on the basis of qualifications and a merit system should be employed to maintain a good career staff.

Tennessee fits well into these areas of operations. However, improvement is needed in the agency's function of directing the governor's program. Kansas does not fit well into these operations except in the policy formation function. The other areas of operations do not meet the established criteria for a centralized agency.

Kansas and Tennessee, as exemplified by the evaluation of operations, are far removed from each other. Tennessee has a developed, sophisticated program in most areas of planning whereas Kansas, with a relatively undeveloped program, is only at the level of policy formation.

Therefore, from the experience of Tennessee's planning operations and the criteria determined from the American Institute of Planners and Council of State Governments, the following is recommended for planning operations in Kansas: the Planning Division should be placed in the office of the governor or in his department of administration; the Division should assist local communities with planning work assistance programs instead of giving only advisory assistance; legislation should be changed to establish the development of a statewide physical plan; the state should financially assist smaller communities in the matching one-third for local planning; the director should be selected by the governor;

and the agency should establish a scholarship program in order to obtain qualified planners for the state's expected operations.

Tennessee should change the Division of Planning to a Department of Planning with a cabinet commissioner, therefore, acquiring more prestige and, in turn, having greater influence in directing the governor's state development program.

Several proposals have been suggested for further investigation in the following areas: what is the impact and reaction on existing organizations to a centralized state planning agency; what is the relationship of state planning to the political party structure of government; what is the role of state universities in state planning?

