



KANSAS CENTER FOR COMMUNITY ECONOMIC DEVELOPMENT
INSTITUTE FOR PUBLIC POLICY AND BUSINESS RESEARCH
THE UNIVERSITY OF KANSAS

The Metropolitan Strategic Planning Grant Program in Kansas

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Foreword

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Executive Summary

In 1990, the Kansas Legislature passed the Community Strategic Planning Assistance Act (CSPA), a three-year program for non-metropolitan counties in Kansas. The CSPA provided funds to countywide and multi-county economic development entities to develop strategic plans and finance action elements of those plans. In 1993, the Kansas Legislature renewed the program for three years and in 1994 eligibility was extended to include grant awards to neighborhood organizations for blighted areas in metropolitan counties.

Strategic Planning in Kansas

- 1990 CSPA Act for non-metro counties
- 1993 CSPA renewed
- 1994 CSPA extended to metro neighborhoods
- 1997 evaluation of CSPA non-metro grants
- 1999 evaluation of CSPA metro grants

The legislation calls for Kansas Inc. to evaluate the program two years after the last planning grant has been awarded. Therefore, in the spring of 1999, Kansas Inc. contracted with Kansas Center for Community Economic Development (KCCED) at the University of Kansas to assist with their evaluation of the Metropolitan Strategic Planning Grant Program. Specifically, the KCCED examined the strategic plans developed with state funding and surveyed community leaders and participants involved in the planning process.

Metro Evaluation

- Review of neighborhood plans
- Survey neighborhood leaders
- Survey neighborhood participants

The KCCED reviewed 13 plans that were developed with planning grants from the Metropolitan CSPA Program. They were reviewed for information about the process used to create the plan, the issues identified, the goals listed, and the action steps taken (including responsibility for implementation and funding resources).

The Survey Research Center at the University of Kansas surveyed 30 local leaders and participants involved in the neighborhood planning grants. Two surveys were conducted: Leaders and Participants. A leader was defined as the grant administrator or contact person for the grant, assuming that they would be "the person most knowledgeable about the neighborhood strategic planning process." A participant was classified as a person "involved with the neighborhood strategic planning process." Participant names were generated from the plans, the grant applications, and an interview with the grant leaders.

Leaders were asked questions about 1) the planning process followed by the neighborhood organization, 2) implementation of the plan, and 3) opinions regarding strategic planning. Participants were asked about their opinions regarding strategic planning. The neighborhood leaders and participants came from both the public and private sectors with almost half working for a public/private non-profit corporation.

Survey

- Planning process
- Implementation of the plan
- Opinions regarding strategic planning

The content review of the plans shows that metropolitan neighborhoods identified quality of life issues as most critical to their well being. Specifically, they were most concerned with community attitude and positive image, housing, safety and security, and neighborhood blight. Business retention and expansion was also an important issue for the metropolitan neighborhoods.

The results of the survey show that the strategic planning process for metropolitan neighborhood organizations has been a successful program. At least 87.5 percent of those receiving planning grants have completed their plans. The majority of those surveyed indicated that more than 50 percent of the strategies in their plan was being implemented. The planning process appears to have attracted a diverse group of local leaders and the responsibility for implementation is falling mostly at the local level.

Overall, the strategic planning process was a useful exercise for our neighborhood.

Overall, those surveyed agreed that the planning process was a useful exercise for their neighborhood. They were very positive that the issues addressed in the plans are important ones and that the strategies identified are consistent with local needs. They agreed that the planning process produced other outcomes

than just the written plan, such as new leadership development and increased public awareness for economic development. They were split on some of the results of the strategic planning, such as if the community was taking a longer-term approach to economic development, if the neighborhood had improved capacity to shape its economic future, and if the local economy was better off.

Metropolitan Strategic Planning Grant Program in Kansas

Introduction

In 1990, the Kansas Legislature passed the Community Strategic Planning Assistance Act (CSPA), a three-year program for non-metropolitan counties in Kansas. The CSPA provided funds to countywide and multi-county economic development entities to develop strategic plans and finance action elements of those plans. In 1993, the Kansas Legislature renewed the program for three years and in 1994 eligibility was extended to include grant awards to neighborhood organizations for blighted areas in metropolitan counties.

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Methodology

Examination of the Plans

The KCCED contacted the Kansas Department of Commerce and Housing (KDOC&H) in order to obtain the metropolitan strategic planning grant files. Thirteen plans were reviewed for content (Table 1).¹ Specifically, the KCCED reviewed the plan for information about the process used to create the plan, the issues identified, the goals listed, and the action steps taken (including responsibility for implementation and funding resources).

¹ The KDOC&H provided plans from 12 of the 16 strategic planning grant awards. Efforts to contact those recipients directly to obtain plans resulted in one additional plan to review. However, it appears that one other did develop a plan, one is still in process, and one did not develop a plan.

Leaders and Participants Surveys

The Survey Research Center at the University of Kansas conducted telephone interviews of the planning leaders, who were most likely the grant administrator or contact person for the grant. Eight leaders representing nine planning grants were surveyed in September.² The leaders were interviewed about the process involved to develop the plan, the implementation of the plan, and their opinions about the process and its outcomes.

The Survey Research Center also surveyed participants in the planning process. Participants were identified from the planning grant application and the plan as well as solicitations from the local leaders. A sample number of the participants were surveyed. This group, comprised mostly of volunteers, was not only difficult to identify, but hard to contact. Several neighborhood groups no longer existed. The surveyors also found turnover with the leadership both at the staff and volunteer levels. A number of people wrote letters of support for the grant application, but had little to do with the planning process. In the end, twenty-two participants representing eleven different planning grants were interviewed in September. They were asked the same opinion-based questions as the leaders about satisfaction with the process and the outcomes.

Results: Plan Review

Grants Awarded

The Kansas Department of Commerce and Housing (KDOC&H) awarded fourteen planning grants in 1995 and two grants in 1996 (Table 1). These grants were received by four of the six metropolitan counties³ in Kansas (Figure 1). Six of the metropolitan neighborhoods went on to received action grants from the KDOC&H (Table 1).

The Planning Process

The strategic planning process consists of several recognized steps: 1) organizing (steering committee), 2) creating a vision, 3) understanding your community (community surveys, data analysis, community meetings), 4) conducting an internal and external analysis of economic and social data, 5) selecting key issues, 6) developing goals, objectives, strategies and tactics, 7) creating an action plan, 8) implementing the plan, and 9) monitoring, evaluating and updating the plan. (See Appendix A for more detail about the strategic planning process). Plans were reviewed to determine what steps in the planning process were utilized by the metropolitan neighborhoods.

² Because of the nature of KDOC&H's files, the names of only 12 leaders were obtainable. Of those twelve, one leader refused to be interviewed and two leaders were not available until October.

³ For the purposes of the CSPA Act of 1994, Douglas, Johnson, Leavenworth, Sedgwick, Shawnee and Wyandotte counties were identified as metropolitan counties.

Table 2 refers to the process used to create the metropolitan neighborhood plans and shows that 11 of the 13 plans utilized a steering committee to oversee the process. Twelve of the plans indicated that community surveys were utilized to gain public input and better understand the community. Public input was also obtained from focus groups (seven plans) and town/public meetings (six plans). Eleven of the plans contained a mission or vision statement indicating that the neighborhood planning group had conducted some kind of creative visioning exercise. Ten of the plans mentioned that the neighborhood utilized outside consultants to develop the plans.

Table 1
Metropolitan Strategic Planning Grant Awards

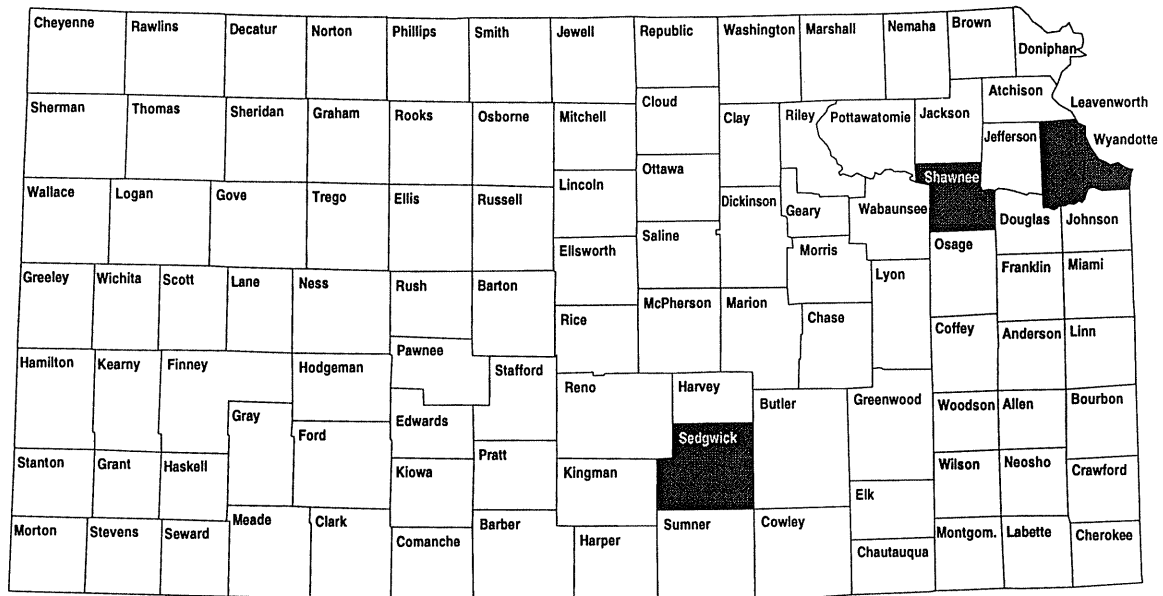
#	Organization	Grant Name	Grant Year	
			Planning	Action
1.	*Community Development Coalition	Wichita CDC Area	1995	----
2.	SANCHO	SANCHO	1995	1996
3.	ECDC	18 th and Quindaro	1995	----
4.	Topeka Community Development Corp.	East Topeka Area, Washburn	1995	1996
5.	Washburn University	Central Topeka Area, Washburn	1995	1996
6.	Chelsea Coalition	Chelsea Neighborhood	1995	----
7.	Heights and Hills Neighborhood	Wyandotte	1995	1996
8.	Central Avenue Betterment Society	West Planning Area	1995	----
9.	Central Avenue Betterment Society	East Planning Area	1995	1996
10.	Leavenworth Road Association	Neighborhood	1995	1996
11.	Rosedale Development Association	Rosedale Dev. Assoc. Area	1995	----
12.	*Economic Opportunity Foundation, Inc.	Econ. Opportunity Found.	1995	----
13.	*ECDC	10 th and 18 th Street Area	1995	----
14.	ECDC	Near Downtown Area	1995	----
15.	City of Leavenworth	Leavenworth	1996	----
16.	NOTOMA	NOTOMA	1996	----

SANCHO = Sedgwick County Area Non-profit Community Housing Organization
 ECDC = Economic Community Development Corporation
 NOTOMA = North Topeka on the Move Association

**Plan not available for review.*

Source: Kansas Department of Commerce and Housing, Topeka, 1999.

Figure 1
Metropolitan Strategic Plans⁴



Source: KCCED, the University of Kansas, 1999.

The majority of the neighborhood plans did *not* indicate that they employed one of the key elements of strategic planning – the strength, weaknesses, opportunities, and threats (SWOT) analysis (Table 2). Only one plan mentioned that a mechanism had been developed to monitor, evaluate and update the planning process. This could indicate a lack of understanding that strategic planning is not a one-time process, but rather an ongoing process.

⁴ While six counties were eligible for the grant program, only four chose to participate. The number of grants each county received is – Leavenworth County (2), Sedgwick County (2), Shawnee County (3), and Wyandotte County (9).

Table 2
Process Utilized to Create the Strategic Plans

Planning Step	Utilized	Percent
Community survey	12	92%
Steering committee	11	85
Mission/vision statement	11	85
Used an outside consultant	10	77
Focus groups	7	54
Town/public meetings	6	46
Task/issue groups or committee	4	31
SWOT analysis	2	15
Internal/external data analysis	1	8
Future evaluation mechanism	1	8
Other	3	23

N=13

Other = business advisory committee, planning retreat, and recruitment newsletter

Source: KCCED, the University of Kansas, 1999.

Critical Issues

The critical issues facing the metropolitan neighborhoods as identified in their strategic plans were categorized under the seven foundations of economic development.⁵ All of the

⁵ The seven foundations for economic development were developed for the 1986 Redwood/Krider Report, the state's first strategic plan. These seven foundations were therefore used as a basis for analysis of the non-metropolitan strategic plans in the 1992 study for Kansas Inc., *Kansas Community Strategic Plans* (Genna M. Ott and Elizabeth Tatarko, IPPBR, Report No. 201, Nov. 1992). The seven foundations are:

- 1) **business environment** (the creation of business and business opportunities or the improvement of business competitiveness),
- 2) **commitment capacity** (the commitment to economic development expressed through agencies and organizations that provide assistance and support for businesses and economic development),
- 3) **financial capital** (the availability of capital to provide adequate capital to businesses in different stages of growth and development),
- 4) **human capital** (development of labor resources, such as training, retraining, and general education of the labor force, K-12 education),
- 5) **infrastructure** (development and maintenance of public infrastructure systems including roads, utilities, business sites/parks, telecommunications),
- 6) **quality of life** (development and maintenance of a positive cultural milieu – cultural, artistic, recreational, environmental, educational, and historical issues), and
- 7) **technology/innovation** (stimulation of technology development, coordination, application, and transfer).

All of the plans reviewed identified quality of life issues as critical.

thirteen neighborhood plans reviewed identified quality of life issues as critical (Table 3). Eight, or 62 percent, of the plans identified business environment and seven, or 54 percent, of the plans identified infrastructure issues. Issues associated with financial capital and technology/innovation were least likely to be discussed in the metropolitan neighborhood plans.

Table 3
Critical Issues Facing Metro Neighborhoods

Foundation	Identified Critical	Percent
Quality of Life	13	100%
Business Environment	8	62
Infrastructure	7	54
Human Capital	5	38
Commitment Capacity	5	38
Financial Capacity	2	15
Technology/Innovation	1	8

N=13

Source: KCCED, the University of Kansas, 1999.

Vision, Goals and Action Steps

Eleven of the thirteen plans contained a mission and/or vision statement (Table 2). These statements reflected the concern with the quality of life aspects of the neighborhood, such as vitality, safety, and identity. The following statements, which were taken directly from the strategic plans, summarize the sentiments of the metropolitan neighborhoods:

- A safe place to work and live where all people can come together.
- A place of pride that is reflected by well-maintained homes and businesses.
- To create a vibrant sense of community and identity.
- To have decent affordable housing for people of all income levels.
- To protect, nurture, and educate our children and ourselves.
- To revitalize the commercial district by attracting new businesses and retaining existing ones.

In general, the metropolitan neighborhood plans were concerned with quality of life issues and several common themes emerged for goals (Table 4). The neighborhoods wanted to create a sense of unity, an identity, within the community. They were interested in creating and maintaining safe, decent and affordable housing. They wanted to improve the physical appearance of the neighborhood. Six plans talked about establishing or strengthening neighborhood watch programs. They also developed goals that addressed crime, violence, poverty and drugs.

Table 4
Action Steps Identified in Plans

Action Steps (number of plans)

Quality of Life

- community attitude and positive image (10)
- housing (10)
- safety/security (10)
- neighborhood blight (8)
- youth issues (3)
- cultural events, ethnic programs (2)
- senior issues (2)
- child care (1)
- disabled persons issues (1)
- historic preservation (1)
- land use and protected land areas (1)
- medical/health (1)
- recreational opportunities (1)

Business Environment

- business retention and expansion (6)
- entrepreneurs, youth entrep. (3)
- business incubators (2)
- industry recruitment (1)

Infrastructure

- public facilities, services, transportation (3)

- site development, business parks, spec buildings (3)
- roads, highways (1)
- water treatment and sewage (1)

Human Capital

- worker training/retraining (3)
- basic skills and literacy training (1)
- cooperation between civic, business, and education (1)
- employment clearinghouse (1)
- GED programs (1)

Commitment Capacity

- communication/public awareness (4)
- cooperation/coordination/partnership (4)
- business assistance centers (2)
- leadership training (1)
- organize/reorganize economic development (1)

Financial Capacity

- small business financing (2)

Technology/Innovation

- community information network (1)

N=13

Source: KCCED, the University of Kansas, 1999.

Implementation: Responsibility and Funding

While the plans were very good at identifying the problems and issues within their community, most of them were not so good at indicating specifically who would be responsible for implementing the strategies set forth in the plans or how

The identification of specific responsibility for implementation and funding was lacking in many of the plans.

those strategies would be funded. While nine of the 13 plans talked about responsibility for implementation, only six plans assigned specific responsibility to specific actions. Ten plans mentioned funding with six identifying specific sources of funds. Five plans mentioned donations, general funds, and volunteer time to finance the strategies. One plan stated that it would seek funding from both the public and private sectors, but did not mention whom exactly. Four plans did identify the Community Development Block Grant Program and/or the HOME Investment Partnership Program as funding sources. Five of the plans identified the need for state assistance to help implement their strategies and the state agencies listed were the Kansas Department of Commerce and Housing, the Kansas Department of Human Resources, and the Kansas Department of Transportation.

Results: Survey

The plans alone cannot indicate all the outcomes of the strategic planning process for the metropolitan neighborhoods. Therefore, the KCCED set out to survey leaders and participants in the planning process in order to obtain their opinions about the process. As hinted at in the Methodology section, this was not an easy task. The surveyors found leadership change (both volunteer and staff) and an unwillingness to be surveyed about the process. Many of the potential participants lent their name in the form of support letters for the grants without having any further involvement with strategic planning. The researchers also came across poor record keeping (lack of phone numbers or addresses) at both the state and neighborhood levels, which made it difficult to contact potential participants. Despite all this, eight leaders and 22 participants from 13 of the 16 grants were surveyed about the planning process, implementation of the plan, and the outcomes of the process. The results of those surveys follow.

Background Information about Leaders and Participants

Community leaders and participants in the strategic planning process in the metropolitan neighborhoods in Kansas come from both the public and private sectors (Table 5). Half of those surveyed (15 respondents) worked for a non-profit public/private corporation. About one-fourth (7 respondents) worked in the private sector.

The positions held within the organizations varied with almost one-third (9 respondents) holding the title of executive director or president (Table 5). One-third (10 respondents) were involved in a volunteer capacity (as concerned citizens or board members of the neighborhood organization).

The main role played by those surveyed also varied with around 37 percent indicating committee membership, either steering or task group, in the planning process (Table 5). Thirty-three percent indicated that their main role was facilitator of the planning process and another ten percent said that they were the local coordinators for the planning process.

The Strategic Planning Process

Only one leader responding to the survey indicated that their neighborhood did NOT have a strategic plan (Table 6). Five leaders said that the plan had been formally approved or adopted with city and county governments being the most likely entity to approve or adopt. Only one leader indicated that their plan had been updated and this was done in 1999 at a cost of \$3,000.

For those neighborhood groups with strategic plans, all but one said that an outside organization assisted them with the strategic planning process (Table 7). All considered outside assistance important or very important in completing the plan. The most important role of the outside expert was facilitating the planning process followed by providing technical assistance.

All considered outside assistance important or very important in completing the plan.

While all the neighborhood organizations relied on the state planning grant to finance the planning process, they also relied on local sources to help fund the planning. Four leaders indicated that city government helped finance their process. County government, local business, the local economic development organization, the local civic or social services organizations or agencies, and the chamber also helped to fund the planning effort in the metropolitan neighborhoods.

Table 5
Background Information on Survey Participants
Leaders and Participants Surveys

<i>Title of Respondent:</i>	Leaders	Participants	Combined	Percent
Executive Director/President	3	6	9	30.0%
Board Member (of Non-Profit Organization)	0	4	4	13.3
Director of Economic Development	2	1	3	10.0
Pastor	2	1	3	10.0
Citizen Volunteer, Activist	0	3	3	10.0
Executive Vice-President/Vice-President	0	1	1	6.7
Planner	0	2	2	6.7
Staff (specialist, coordinator...)	0	2	2	6.7
Other	1	2	3	10.0
<i>N=</i>	<i>8</i>	<i>22</i>	<i>30</i>	

<i>Organization Respondent Works for:</i>	Leaders	Participants	Combined	Percent
Public/Private Corporation (non-profit)	4	11	15	50.0%
Private Sector	2	5	7	23.3
City Government	1	1	2	6.7
Church	1	1	2	6.7
County Government	0	1	1	3.3
Other	0	3	3	10.0
<i>N=</i>	<i>8</i>	<i>22</i>	<i>30</i>	

<i>Main Role in Strategic Plan:</i>	Leaders	Participants	Combined	Percent
Facilitator for the Process	5	5	10	33.3%
Member of Task Group or Committee	0	7	7	23.3
General Participant only	0	6	6	20.0
Local Coordinator	2	1	3	10.0
Member of Steering Committee	1	1	2	6.7
Chaired Steering Committee	0	1	1	3.3
Chaired Task Group or Committee	0	1	1	3.3
<i>N=</i>	<i>8</i>	<i>22</i>	<i>30</i>	

Source: Strategic Planning Survey, KCCED/IPPBR, the University of Kansas, 1999.

Table 6
The Planning Process: Neighborhood Has a Plan
Leaders Survey

Has a Plan: Number
Yes 6
No 1
Not sure 1
N=8

Year Completed:
Range: 1994 - 1997
Year Number
1994 1
1996 1
1997 4
Don't Know 1
N=7

Plan Updated:
 Number
Yes 1
No 7
N=8

Formally Approved or Adopted the Plan:
 Number
Yes 5
No 2
N=8

Organization which Formally Approved or Adopted Plan:
Organization Number
City government 5
County government 4
Chamber 1
School Board 1

Source: Strategic Planning Survey, KCCED/IPPBR, the University of Kansas, 1999.

Table 7
The Planning Process: Outside Assistance
Leaders Survey

<i>Outside Organization Assisted in the Process:</i>		<i>Most Critical/Important Role Played by the Outside Expert:</i>	
	Number		Number
Yes	7	Facilitated the process	4
No	1	Provided technical assistance.....	2
<i>N=8</i>		Provided outside/objective viewpoint.....	0
		All three	1
<i>Importance of Outside Assistance:</i>		<i>N=7</i>	
	Number		
Very important	4		
Important	3		
Neutral	0		
Not important at all	0		
<i>N=7</i>			

Source: Strategic Planning Survey, KCCED/IPPBR, the University of Kansas, 1999.

Implementation of the Strategic Plan

The majority (70 percent) of neighborhood respondents indicated that more than half of their strategies in their plans are being implemented (Table 8). All of the leaders said that their plans were being implemented to some degree. However, four participants said that virtually none of their plan was being implemented and another four participants were not sure if their plan was being implemented. Over one-third of the respondents (37 percent) indicated that a progress report was available about the status of the plans and eight respondents said that a progress report was available to the public.

All of the leaders said that their plans were being implemented to some degree.

Implementation of strategic plans is viewed as a local responsibility. When leaders were asked to indicate the most important organization in the implementation process they chose city government and neighborhood organizations or associations (Table 9). City government was also viewed as the most important organization for providing funding for implementation followed by state government and neighborhood organizations or associations.

Table 8
Implementation of the Plan: Strategies Being Implemented
Leaders and Participants Surveys

<i>Degree of Implementation:</i>	Leaders	Participants	Combined	Percent
No, virtually none	0	4	4	13.3%
Yes, only a few areas	1	0	1	3.3
Yes, about half	3	4	7	23.3
Yes, substantially all	4	10	14	46.7
Don't know/have any idea	0	4	4	13.3
<i>N=</i>	<i>8</i>	<i>22</i>	<i>30</i>	

<i>Progress Report:</i>	Leaders	Participants	Combined	Percent
Yes	4	7	11	36.7%
No	4	9	13	43.3
Don't know	0	6	6	20.0
<i>N=</i>	<i>8</i>	<i>22</i>	<i>30</i>	

<i>Report Available to the Public:</i>	Leaders	Participants	Combined
Yes	4	4	8
No	0	0	0
Don't know	0	3	3
<i>N=</i>	<i>4</i>	<i>7</i>	<i>11</i>

Source: Strategic Planning Survey, KCCED/IPPBR, the University of Kansas, 1999.

Table 9
Implementation of the Plan: Responsibility
Leaders Survey

<i>Organizations Having Responsibility* for Implementation:</i>	<i>Organizations Having Financial Responsibility* for Implementation:</i>
City government (6)	City government (6)
Neighborhood organization/assoc (5)	State government (5)
County government (3)	Neighborhood organization/assoc (3)
Econ dev organization/council (3)	County government (2)
College, community college, AVTS	Private Sector (2)
Local churches	Econ dev organization/council (2)
Existing local agencies/organizations	Local churches
State government	University

*Respondents were asked to indicate the three most important organizations having responsibility.

Source: Strategic Planning Survey, KCCED/IPPBR, the University of Kansas, 1999.

Three of the leaders surveyed said that local government officials have taken specific action to implement the strategies in their plans. Three leaders also said that new organizations have emerged in their neighborhood as a result of the strategic planning process.

The survey respondents said that their neighborhood has been most successful in implementing strategies that could be categorized as traditional government services, such as sidewalks, lighting, streets, and other infrastructure areas (Table 10). Next they have been most successful at implementing housing strategies, which, again, are traditional government programs that have continued funding support.

The neighborhoods have been most successful in implementing strategies that could be categorized as traditional government services.

Table 10
Implementation of the Plan: Most Success
Leaders and Participants Surveys

Area of the Plan Most Successfully Implemented:

- Traditional government services (9)
 - Housing (8)
 - Capacity building areas (4)
 - Education and work force training (3)
 - Quality of life areas (3)
 - Established business/economic development programs (2)
 - Forming an organizational structure for economic development (1)
 - Other (1)
-

Source: Strategic Planning Survey, KCCED/IPPBR, the University of Kansas, 1999.

Outcomes of Strategic Planning

In general, leaders and participants held positive opinions about the outcomes of strategic planning in metropolitan neighborhoods (Tables 11, 12 & 13). They were most in agreement that the strategic plans addressed important issues (90.0 percent) and did a good job of identifying strategies consistent with local needs (90.0 percent) (Table 11). Overall, they agreed that strategic planning was a useful exercise for the neighborhood (86.7 percent).

Overall, strategic planning was a useful exercise for the neighborhood.

The respondents were evenly split, however, on their agreement that the community now takes a longer-term approach toward economic development (50.0 percent) and that the neighborhood as improved capacity to shape its economic future (50.0 percent) as a result of strategic planning.

The leaders felt most positive about the following five outcomes: 1) issues addressed are important, 2) overall useful exercise, 3) identified strategies consistent with local needs, 4) other outcomes than just the written plan, and 5) economic development was more a priority now (Table 12).

The participants' top five outcomes were: 1) issues addressed are important, 2) identified strategies consistent with local needs, 3) other outcomes than just the written plan, 4) overall useful exercise, and 5) view economic development as a local responsibility and that new leadership was developed as a result.

Table 11
 Opinions about Strategic Planning:
 Combined "Strongly Agree"/"Agree" Response^a
 Leaders versus Participants^b

Statement	Leader	Participant	Combined
<i>The Planning Process</i>			
Overall, useful exercise.....	100.0%	81.1%	86.7%
<i>The Strategic Plan</i>			
Important issues addressed	100.0	86.3	90.0
Good job identifying strategies consistent with local needs.....	87.5	90.9	90.0
<i>Outcomes</i>			
More awareness of community economic development issues	50.0	68.2	63.3
Organization consults plan for decision-making that will effect economic growth.	75.0	59.1	63.3
Other outcomes than plan.....	75.0	72.8	73.3
New leadership developed	37.5	81.8	70.0
Economic development is more a priority now.....	87.5	68.2	73.3
Community now takes a longer- term approach toward economic development.....	62.5	45.4	50.0
Views economic development as a local responsibility with assistance from the state as needed	75.0	86.3	83.3
Local economy better off as a result of planning effort	50.0	54.6	53.3
Neighborhood has improved capacity to shape its economic future as a result of planning	80.0	50.0	50.0
N=	8	22	30

Source: Strategic Planning Survey, KCCED/IPPBR, the University of Kansas, 1999.

^aResponse code: 5=strongly agree; 4=agree; 3=unsure; 2=disagree; 1=strongly disagree. Strongly agree and agree responses combined for the percentages exhibited in the table.

Table 12
Opinions about Strategic Planning:
Leaders Survey

<i>N=8</i>						
Statement	Strongly Agree	Agree	Not Sure	Disagree	Strongly Disagree	Mean
<i>The Planning Process</i>						
Overall, process a useful exercise	5	3	0	0	0	4.63
<i>The Strategic Plan</i>						
Issues addressed in plan of importance to the neighborhood and the community.....	6	2	0	0	0	4.75
Plan did a good job identifying strategies consistent with local need.....	4	3	0	1	0	4.25
<i>Planning Outcomes</i>						
More awareness by public of community economic development issues	1	3	4	0	0	3.63
Organization consults the plan when making decisions that will effect future economic growth	3	3	1	0	1	3.88
Other outcomes than just the written plan	3	3	2	0	0	4.13
New leadership developed as a result	1	2	3	2	0	3.25
Economic development is more a priority now than it was in the past.....	3	4	0	0	1	4.00
Community takes a longer-term approach toward economic development	1	4	1	0	2	3.25
Views economic development as a local responsibility with assistance from the state as needed	1	5	2	0	0	3.88
Local economy better off as a result.....	3	1	3	0	1	3.63
Neighborhood has improved capacity to shape its economic future as a result	2	2	3	0	1	3.50

Source: Strategic Planning Survey, KCCED/IPPBR, the University of Kansas, 1999.

Table 13
Opinions about Strategic Planning:
Participants Survey

N=22

Statement	Strongly Agree	Agree	Not Sure	Disagree	Strongly Disagree	Mean
<i>The Planning Process</i>						
Overall, process a useful exercise	7	11	1	2	1	3.95
<i>The Strategic Plan</i>						
Issues addressed in plan of importance to the neighborhood and the community.....	14	5	2	1	0	4.45
Plan did a good job identifying strategies consistent with local need.....	8	12	2	0	0	4.27
<i>Planning Outcomes</i>						
More awareness by public of community economic development issues.....	6	9	6	0	1	3.86
Organization consults the plan when making decisions that will effect future economic growth	5	8	6	1	2	3.59
Other outcomes than just the written plan	10	6	5	1	0	4.14
New leadership developed as a result	3	15	3	1	0	3.91
Economic development is more a priority now than it was in the past.....	8	7	4	0	3	3.77
Community takes a longer-term approach toward economic development	3	7	10	1	1	3.45
Views economic development as a local responsibility with assistance from the state as needed.....	5	14	1	0	2	3.91
Local economy better off as a result.....	6	6	8	2	0	3.73
Neighborhood has improved capacity to shape its economic future as a result	2	9	8	2	1	3.41

Source: Strategic Planning Survey, KCCED/IPPBR, the University of Kansas, 1999.

State assistance was very important to the neighborhood organization and 70 percent of those surveyed said that they would *not* have planned without it (Table 14). Another 20 percent indicated that state assistance helped them to have a better plan. The financial assistance was the most important kind of assistance to them. However, over half (57 percent) said that they *would* continue to plan *without* state funding or other incentives.

State assistance was very important to the neighborhood and the majority said they would *not* have planned without it.

Conclusions

Measures of Success

Success of the metropolitan strategic planning grant program in Kansas can be measured in a number of ways—both quantitative and qualitative:

- 1) number of plans completed and adopted,
- 2) number of plans being implemented and the degree of implementation,
- 3) number of plans being updated,
- 4) level of involvement and responsibility of local leaders with planning, and
- 5) opinion of local leadership about the value of the process and the outcomes produced.

Only one leader indicated that the planning process had not yet resulted in a plan.

Plans Completed and Adopted

Only one leader indicated that the planning process had not yet resulted in a plan and another leader was unsure because of the split geographically of the planning group. The administrative agency for the grant program (KDOC&H) said that 14 of the 16 planning grant awards resulted in plans indicating an 87.5 percent completion rate for the program. Five leaders said that their plans had been approved or adopted.

Table 14
**Importance of State Assistance:
 Leaders and Participants Survey**

Importance of State Assistance to Continue with Strategic Planning:

	Combined	Percent
Very important, would not plan without it.....	21	70.0%
Important, helps us have a better plan	6	20.0
Somewhat important	3	10.0
Not important, we would continue without it	0	0.0
Don't know.....	0	0.0
<i>N=30</i>		

Kinds of State Assistance Important to the Neighborhood:

	Combined	Percent
Financial assistance for planning grants.....	26	86.6%
Financial assistance for action grants	30	100.0
Provide technical assistance as needed.....	29	96.7
Give bonus points for CDGB grants for those neighborhood areas that have plans.....	26	86.7
Other.....	11	36.7
<i>N=30</i>		

Likelihood Continue to Plan without State Funding or Other Incentives:

	Combined	Percent
Not very likely, would not continue to plan	10	33.3%
Don't know.....	3	10.0
Would continue without funding or incentives.....	17	56.6
<i>N=30</i>		

Other = housing (3), training (2), transportation (2), infrastructure, information, Main Street, and leadership counseling.

Source: Strategic Planning Survey, KCCED/IPPBR, the University of Kansas, 1999.

Plans Implemented and Degree of Implementation

All the leaders with completed plans said that their plans were being implemented.

The majority of respondents (70 percent) said that more than 50 percent of the strategies in their plan were being implemented. All the leaders with completed plans said that their plans were being implemented to some degree. However, participants were not so sure about the status of implementation

with four indicating that virtually none of the plan was being implemented and another four saying that they were unsure.

Plans Updated

While strategic planning is considered an ongoing process, only one leader indicated that their plan had been updated. This could be due to the age of the plans (less than two years). However, given the difficulty that the Survey Research Center had in contacting local leaders and participants, another compelling explanation could be the change in leadership and organizational structure at the neighborhood level.

Level of Involvement and Responsibility

The neighborhood strategic planning process appears to have attracted a fairly high level of involvement with plan development as indicated by the number of executive directors and presidents involved. However, the planning process did not appear to attract many high level city and county officials, such as city managers, city council members, and county commissioners (at least none that were willing to participate in the survey). The responsibility for implementing the plan appears to have fallen mainly on government (mostly city) and in those traditional service areas, such as infrastructure and housing.

Opinions about Strategic Planning

Overall, those surveyed agreed that the planning process was a useful exercise for their neighborhood. They were very positive that the issues addressed in the plans are important and that the strategies identified are consistent with local needs. They also view economic development as a local responsibility with assistance from the state

Those surveyed were very positive that important issues are addressed in the plans and the strategies identified in the plans are consistent with local needs.

as needed. They agree that the planning process produced other outcomes that just the plan, such as leadership development, and that economic development is more a priority now than it was before planning. Those involved with neighborhood planning also agree that they are more aware of economic development issues facing the community.

However, those surveyed were not so sure that their neighborhood is now taking a longer-term approach toward economic development and has improved capacity to shape its future. They were also unsure that the local economy is better off as a result of the planning effort.

Another Look at Success

Another way to measure the success of the CSPA program is to look at the purpose of the program and see what has been accomplished. The purposes of the CSPA program, as stated in the original legislation, were:

- 1) to build and enhance economic development capacity at the local and regional levels;
- 2) to develop and sustain long-term commitments for local development efforts;
- 3) to encourage broad-based local and multi-county development strategies that build on local strengths and to complement and reinforce statewide economic development strategy;
- 4) to maximize state investments in economic development through more efficient implementation of limited resources;
- 5) to provide recognition for successful communities to motivate other communities; and
- 6) to encourage local initiatives to revitalize blighted areas in metropolitan counties.⁶

Enhance Capacity

Those surveyed were evenly split as to whether or not the “neighborhood has improved capacity to shape its economic future as a result of planning.” Seventy percent did agree that “new leadership was developed for the neighborhood and/or community as a result of the strategic planning effort.”

Long-term Commitments

Economic development is viewed as “a local responsibility with assistance from the state as needed.” It is also agreed that “economic development is more of a priority for our neighborhood now than it was in the past.” However, those surveyed

Those surveyed are evenly split as to whether or not the community now takes a longer-term approach.

are evenly split as to whether or not the community “now takes a longer-term approach to economic development than it did before strategic planning.” While a number of city and county governments are accepting financial responsibility for implementing the strategies, the numbers would need to be higher to illustrate that these governments indeed have a longer-term commitment to local development efforts.

⁶ Substitute for Senate Bill No. 183, Approved April 25, 1994.

Strategies that Build on Local Strengths and Reinforces the State's Strategy

A very strong majority of those surveyed (90 percent) believe that the plans did a "good job identifying strategies consistent with local needs." When looking at the kinds of strategies being implemented most successfully, those surveyed named traditional government services programs, such as infrastructure and housing development. These established programs reinforce some of the state's overall economic development efforts. However, only one of the plans reviewed mentioned technology or innovation strategies, which have been in the forefront of the state's recent efforts.

Maximize the State Investment

By tying eligibility for other state programs to having a strategic plan, the state is maximizing its investment.

By tying eligibility for other state programs to having a strategic plan, the state is addressing its need to maximize state investment with limited resources. Those neighborhoods that are organized and motivated enough to plan have an advantage when it comes to certain other state programs.

This is one way the state has to direct their limited resources to counties that will be successful. The action grant element of the CSPA program also directed state dollars to strategies that are more likely to be successful because they have been developed by a community-based planning process.

Recognize Successful Communities to Motivate Other Communities

The survey did not specifically ask about the awareness of the successful efforts of other communities.

Encourage Local Initiatives to Revitalize Blighted Areas

Eight of the plans reviewed, or 62 percent, contained action strategies that specifically addressed neighborhood blight.

Observations about Strategic Planning in Kansas

Strategic planning in Kansas has been a highly successful program. The non-metropolitan planning effort involved leadership from both the public and private sector and has forged partnerships between

Strategic planning in Kansas has been a highly successful program.

city, county, and state governments along with private sources to finance the efforts.⁷ It is not clear that the metropolitan neighborhood planning effort has seen the same results. Nonetheless, people involved in the process, in general, believe that it was a useful exercise and that the plans are addressing important issues. Also, the majority of the plans are being implemented.

While the state legislature has sunset the CSPA program, the Kansas Department of Commerce and Housing (KDOC&H) has continued the program under a new title, Community Capacity Building, and continues to fund both planning and action proposals for non-metropolitan and metropolitan communities in Kansas.

The Metropolitan Community Capacity Building Program has five specific planning and implementation purposes: 1) neighborhood revitalization in blighted urban neighborhoods or in urban neighborhoods that may become blighted; 2) growth management in rapidly growing second and third class cities; 3) inter-jurisdictional planning for community development issues affecting more than one political jurisdiction; 4) downtown revitalization; and 5) countywide hazard mitigation planning.⁸

A community may develop a plan to pursue the following development outcomes – growth, diversification, stabilization, revitalization, and redevelopment. The KDOC&H in their grant application make it clear that they are interested in funding collaborative community development planning and implementation. They also clearly state that they are only interested in funding activities that increase community capacity; i.e., funding new on-going programs that increase a community's capability to control or influence its development or funding substantial improvements to existing on-going programs. The grant application also contains planning standards for the plans in order to receive state funding as well as administrative management requirements. These have all been designed to address problems encountered with funding and management of the original CSPA program.

⁷ Ott, Genna M., *Strategic Planning in Kansas: Survey Results*, KCCED, Institute for Public Policy and Business Research, the University of Kansas, Report No. 242, 1997.

⁸ *Metropolitan Community Capacity Building Grant Program (CCB): FY 2000 Application Materials*, Kansas Department of Commerce and Housing.

The CSPA program brought diverse groups within a neighborhood, community, county, and region together to address issues of importance. Despite some problems with agency record keeping of the program, the money

Planning and action grants continue to be funded through the Community Capacity Building Program with KDOC&H.

appears to have been well spent – plans were completed, strategies were implemented, new leadership was developed, and awareness about economic development was increased. Overall, those who participated in the process believed that it was useful.

The interest in strategic planning continues to be strong at the community level with approximately 250 people attending two workshops in July 1999 to learn about the Metropolitan and Non-Metropolitan Community Capacity Building grant application processes.⁹ The KDOC&H have developed new and improved planning standards and management requirements in order to help communities have better plans and increase the community's capacity in addressing critical issues. It will be interesting to see if these changes do, indeed, build a community's capacity and improve their chances for successful implementation of their plans.

⁹ Based on an October 11, 1999, telephone conversation with the former KDOC&H program officer.

APPENDIX A
STEPS IN THE STRATEGIC PLANNING PROCESS

1. ORGANIZE

A steering committee should be formed with members representing the civic, governmental, educational and business sectors of the county. Members should be selected that are representative of these groups and that have the power and influence to insure that the plan is accepted by the community, is implemented and is successful.

2. VISION

People in the community create a value-based vision. This is a creative process that focuses on forming a consensus of the community's "hoped-for-future." The vision process is inclusive and is based on the people in the community generating their future path, rather than being given prescribed programs.

3. UNDERSTANDING YOUR COMMUNITY

This step involved "scanning the environment" to identify key factors and trends that are important for the future. This process includes community surveys, community meetings and analysis of data. This will indicate what issues the community views to be important, as well as providing an indication of the overall economic conditions of the community.

4. CONDUCT IN-DEPTH INTERNAL AND EXTERNAL ANALYSES

At this point an in-depth analysis of economic and social data is conducted. This will indicate what the strengths and weaknesses of the community are, and what resources it has available. The external analysis should focus on the outside trends, opportunities, and threats and how these will affect the achievement of the goals of the plan.

5. SELECT KEY ISSUES

On the basis of the data analyses and the community surveys, those issues whose resolution is critical should be selected and given priority.

6. DEVELOP GOALS, OBJECTIVES, STRATEGIES AND TACTICS

Based on the internal and external analyses and key issues, goals and objectives with regard to each issue must be determined. The strategies and tactics are then developed. These should focus on how to exploit the opportunities that the community faces, and how to minimize the threats.

7. CREATE ACTION PLAN

This plan specifies how the strategies and tactics will be put into action. This plan will specify who is responsible for doing what, what resources are allocated, and what the timetables are for each segment.

8. IMPLEMENT

A specific method of implementing the plan is determined.

9. MONITOR, EVALUATE, AND UPDATE

The plan is monitored with respect to its implementation, resources, timetables and accomplishments. As it is monitored, it is also evaluated to determine if the goals and objectives are being reached, and to determine if it is on target. As conditions change, the plan is updated so that it is consistent with the new environment.

Source: Kansas Center for Community Economic Development, University of Kansas, 1990