

INTERGOVERNMENTAL AFFAIRS

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Division Officers

Lee Schoenecker, AICP
Division Chair
 5543 30th Pl NW
 Washington, DC 20015
 202-686-8864
 leeschoenecker@aol.com

Thomas Dow, AICP
Vice Chair State & Treasurer
 KSDOT
 217 SE 4th Street
 Topeka, KS 66603-3712
 785-296-2552
 tdow@ksdot.org

Rocky Piro, AICP
Vice Chair Local/Regional Secretary
 Puget Sound Regional Council
 1011 Western Avenue,
 Suite 500
 Seattle, Washington 98104
 206-464-6360
 rpiro@psrc.org

R. Scott Taylor
Newsletter Editor
 MODOT
 PO Box 270
 Jefferson City, MO 65102
 573-751-6774
 Robert.Taylor@modot.mo.gov

Ryan Harris, AICP
Webmaster
 Cambridge Systematics, Inc.
 P.O. Box 6024
 Washington, DC 20005
 202-361-6374
 ryanharris73@yahoo.com

REGIONAL PLANNING IN THE WASHINGTON AND BALTIMORE AREAS

By Lee Schoenecker, AICP

Much of the focus of the mobile workshops and panel sessions of the April 24-28, 2004 National APA conference will be on the Washington, DC Baltimore regions. In fact, the Local Host Committee's 12-panel "Potomac Regional Community" explores this subject in depth.

The following article looks at the population growth of this area between 1950 and 2000, provides a thumbnail sketch of the history of regional planning in these two regions, and lays out some basic, possible, alternative intergovernmental approaches for dealing with regional planning issues in the future.

POPULATION AS AN INDICATOR OF SUBSTANTIAL GROWTH

Overall Population Growth: In 1950, the Washington, DC and Baltimore regional areas combined population was 3,033,216 per the U.S. Census. Some 50 years later, it had more than doubled to 6,770,735. In 1950, the two major cities, Washington DC and the City of Baltimore, had a combined population of 1,751,886, or about 58 percent of the Baltimore, Washington, DC total regional population. By 2,000, the combined population of these central cities had declined by 528,673 and the resulting total of 1,223,213 constituted about 18 percent of both regions' combined population. In contrast, the non central city political jurisdictions had increased by a combined population of 4,266,192. Thus, these latter jurisdictions now contained 5,547,522 people, or about 82 percent of the Baltimore and Washington, DC regional populations.

Two Very Important Central Cities: Like many central cities across the nation, both the City of Baltimore and Washington, DC are making substantial comebacks. They are the vital centers of each of their respective regions. Baltimore's two to three-mile long and nationally-applauded Inner Harbor-Fells Point revitalization of the last 25 years is still ongoing.

In Washington, DC, construction cranes seem to be everywhere, particularly those for a residential housing boom in downtown Washington. And downtown Washington, DC continues to have an unusually strong job base. Yet, both these central cities, in a way, can be characterized as each having a "tale of two or more cities." Each has strong growth areas. But each also has significant areas which are suffering---economically, socially, and physically.

Populous and Strong Counties: The Washington and Baltimore regions are and have been counties that are growing quite rapidly, some with large populations. Fairfax County, Virginia, for example, has a population of over one million, making it the most populous local government in the Baltimore and Washington regions. And the counties of Baltimore, Montgomery, and Prince Georges in Maryland each have populations of between 750,000 and 1,000,000. County governments tend to be encompassing general purpose bodies including functions for public safety, education, and high-quality urban planning and development.

(In this article the Washington subregion, basically, covers Washington, DC, the counties of Frederick, Montgomery, and Prince Georges in Maryland, and the City of Alexandria and the counties of Arlington, Fairfax, Loudoun, and Prince William in Virginia. The Baltimore subregion consists of the City of Baltimore and the counties of Ann Arundel, Baltimore, Carroll, Harford, and Howard in Maryland.)

SKETCH OF REGIONAL PLANNING HISTORY

Washington Subregion: From the time of the founding of Washington, DC until a good 130-40 years later, most of the population was within the inner jurisdictions in or right

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“The Local Host Committee’s 12-panel program at the APA National Conference will look at various programmatic regional considerations”

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next to Washington, DC. Thus, in one sense the original *L’Enfant Plan* and then the *McMillan Plan* of 1902 might be considered the closest thing to an overall regional plan until about 1925, even 1960. While there were various pioneering substate and subregional efforts, such as those of the then National Capital Park and Planning Commission, in the period, 1900 to 1960, arguably the most important regional plan in the 20th Century was, *A Plan for the Year 2000*. In 1961, President Kennedy transmitted a letter with this plan to the citizens of the region. The plan was jointly developed by the federal National Capital Planning Commission and the National Capital Regional Planning Council. After considering alternative growth options, a strategy was adopted which had corridors of development running from Washington, DC out into the surrounding jurisdictions. To varying degrees, local governments implemented the general concepts of this plan. Also, the 103-mile Metro Rail system, built subsequent to 1961, does much to implement the corridor principles of, *A Plan for the Year 2,000*.

In the mid-70’s, the Metropolitan Washington Council of Governments (COG), the official regional planning agency, initiated the Cooperative Forecasting System which allows COG and its local governments to jointly forecast long-term population, employment, and housing growth for the region and its political subdivisions. This forecasting process is done in three to four year cycles and will be fully updated in 2005. In the late 1990’s, COG undertook a three-year Regional Activity Analysis to determine concentration of employment and household growth in the region. It showed employment growth was, in fact, quite clustered, often in corridors, while residential growth had been more spread out. In adopting the initial Regional Activity Analysis, COG directed it should be revised in conjunction with the updating of the Cooperative Forecast.

Baltimore Subregion: Looking back earlier than 1950, the Baltimore subregion, basically, consisted of the City of Baltimore and the surrounding Baltimore County. The City of Baltimore was easily the most populous and carried out the most important planning function in the region. As of

1950, less than 20 percent of the subregion’s population was outside of either the City of Baltimore or Baltimore County.

Since 1950, the sub region’s counties have evolved relatively strong planning efforts. Baltimore County, for example, developed a county-wide plan that includes an Urban-Rural Demarcation Line that has had a strong effect over growth in that county. And today, under the auspices of the Baltimore Metropolitan Council, this subregion’s planning directors work together to implement inter-jurisdictional considerations through semi-monthly meetings. In 2002, through a substantial citizen involvement effort, the Baltimore Metropolitan Council issued, *Vision 2030*, a set of ideas, problem areas, and strategies covering the Baltimore area.

Finally, perhaps some of the most notable efforts to deal with the growth of the Baltimore Region, and all of Maryland for that matter, came under the pioneering Smart Growth actions of Governor Paris Glendenning, 1994-2002. In taking the case of the need for Smart Growth around the State, the Governor himself, would often point to the necessity of more concentrated growth in the Baltimore-Washington Corridor. Specific Maryland Smart Growth efforts to better channel growth in Maryland, including that in the Baltimore area, involve Priority Funding Areas for state funds as such priority areas are identified by local planning efforts, the acquisition of open space and parklands, urban infill, and building code modernization.

INTERGOVERNMENTAL APPROACHES TO REGIONAL PLANNING ISSUES

The previously mentioned Local Host Committee’s 12-panel program will look at various programmatic regional considerations. To possibly address these considerations in the future, following are some basic, alternative intergovernmental regional planning approaches that might be employed in the future, by themselves, or in various combinations.

1. Evolve Strengthened Subregional Planning, and Do Selective Joint Planning for the Washington, DC and Baltimore Subregions

Combined: Each of the two subregions, Washington and Baltimore, would embark on an overall, vigorous regional planning program, utilizing existing regional planning organizations. At the same time, pertinent but active

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“Statewide planning is spearheaded by the Connecticut Office of Policy and Management.”

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joint efforts would be undertaken by these organizations to address challenges that cut across both the Baltimore and Washington subregions such as those for air and water pollution and certain aspects of transportation.

2. Continue the Existing Approach: This approach suggests it is not necessary to engage in any overall regional planning for the two subregions combined. Also, overall regional planning for each of the Washington and Baltimore subregions will evolve, probably for functional areas such as transportation and others, as the need arises, without purposeful efforts to strengthen regional planning.

3. Create a Combined Local-State-Federal Regional Agency to Deal with the Issues For The Washington-Baltimore Region As A Whole: The membership and focus of the Chesapeake Bay Foundation might be ex-

panded or a companion organization might be created which deals with the problems of land-centered regional planning for the Baltimore and Washington subregions as a whole. It would only deal with crucial overall regional issues for both areas. Regional planning for each of the Baltimore and Washington subregions would be left with existing agencies.

4. Create a Private Non-Profit Planning Organization: One model is the Regional Plan Association of New York which cuts across three states and has been in existence for about 75 years, producing three major regional plans which have had significant influence in the Greater New York Region. Under this approach, the Washington, Baltimore areas, regional public planning machinery would be maintained and strengthened.

INTER-JURISDICTIONAL PLANNING ISSUES IN FAR SOUTHEASTERN CONNECTICUT

By: Jason Vincent, AICP – Director of Planning, Town of Stonington, Connecticut

TOWN OF STONINGTON CONTEXT AND OVERVIEW

Governmental/Regional Setting: Town of Stonington, New London County, State of Connecticut; Board of Selectman/Town Meeting form of Government;

Connecticut is a small state (population 3,400,000; 5,544 square miles), with 169 incorporated municipalities, several boroughs, and no unincorporated land. The State of Connecticut provides a number of services on a variety of issues, but the individual Town's deal with education, emergency services, local road maintenance, planning issues, and land use regulation.

Statewide planning is spearheaded by the Connecticut Office of Policy and Management (OPM), and as of this article, OPM has two professional planners on staff, and is charged with the task of developing a meaningful vision for the State. There is no countywide planning, and the regional planning agencies were not well supported financially to enable effective statewide planning. The decentralized nature of the planning infrastructure has resulted in independently operating political and governmental institutions, which often leads to miscommunication.

While intergovernmental and regional coordination is not a new trend, the scar resulting from the abandonment of county governments still runs deep and wide in Connecticut. The last vestige of the county system (County Sheriff Departments) was dissolved in 2001. Connecticut is a state where “home rule” prevails, and each municipality is an independent governmental entity. The mere mention of a regional initiative is enough to scare Connecticut Yankees back into the swamp.

While it is common knowledge that political boundaries are often the cause of policy differences and lack of coordination, these elements are changing. Utilizing methodology and philosophies common in the western U. S., Southeastern Connecticut is embracing intergovernmental cooperation on a scale not seen here for decades. To further this effort, the Connecticut General Assembly recently passed legislation enabling cooperation among municipalities. The act encourages intergovernmental projects by allowing multiple municipalities to jointly engage in any municipal function they are authorized to do independently.

Stonington's Jurisdiction and Its Planning Areas: Stonington, Connecticut is a

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INTER-JURISDICTIONAL PLANNING AND AGREEMENT IN WISCONSIN: THE LAKE MILLS EXAMPLE

By Richard A. Lehmann, AICP

STATE PLANNING LAW CONTEXT

Historic Inter-Jurisdictional Planning

Powers: Wisconsin has three types of general purpose local governments: cities, villages (which have virtually identical planning powers) and towns. Wisconsin has 72 counties, and dozens of single or limited purpose special districts that are independent governments, including nine regional planning commissions.

Each general purpose local government has planning and land use management jurisdiction within its boundaries. Cities and villages have limited extraterritorial planning and land management powers over town territory. Counties have land management powers over town territory and countywide planning authority, with some limitations when it comes to territory within cities and villages.

Boundaries of cities, villages and towns are changed through annexation of town territory into cities or villages. Towns or portions of towns can become incorporated as cities or villages or can join cities or villages through consolidation. Cities and villages can also consolidate.

Historically, boundary changes were substantially controlled by the wishes of property owners and electors within the territory being considered for change. Controversial boundary changes typically produced litigation. Border wars have funded the college and law school educations of several generations of municipal attorneys.

Changing Inter-Jurisdictional Planning

Authorities: A limited body of substantive state law attempts to implement a principle that lands are supposed to be urban or urbanizing to become part of cities or villages, and a principle that creation of new incorporated local governments is not supposed to hinder solution of metropolitan problems. It also establishes a rule that municipalities are not supposed to coerce residents into annexing.

In the past few decades, there has been some reduction in litigation battles and other forms of border warfare and a move toward negoti-

ated inter-jurisdictional agreements. The reasons for this shift include battle fatigue and some early successes at negotiated agreements that generated momentum and acceptability. Another significant reason for this outcome in areas with substantial and steady growth and development is a realization that there is enough tax base to go around.

In addition, some new laws encourage and facilitate agreements. A "cooperative plan" statute removes property owner/voter control over boundary changes in return for joint inter-jurisdictional planning and limited state governmental approval of plans for land use, services. A typical agreement will have some immediate boundary changes and future boundary changes will occur pursuant to schedules or on the basis of trigger events defined within the plan.

Another law allows inter-municipal sharing of property tax revenues, the typical pattern being the city or village paying the town all or part of what the town would have collected had property remained in the town and been developed in the town. This resembles alimony.

Wisconsin also has a relatively new statute on comprehensive planning that requires plans to acknowledge intergovernmental issues. The planning is voluntary and there is no requirement of horizontal or vertical consistency. The state grant program includes incentives for such multi-jurisdictional grants and planning efforts.

LAKE MILLS: CITY-TOWN COOPERATION

Inter-Jurisdictional Planning Up Until

Two Years Ago: The City of Lake Mills (population 4,900) and the adjoining Town of Lake Mills (population 2,000) share the common asset of Rock Lake. They also share a common interest in an interchange between Interstate 94 and a State highway, about 50 miles due west of Milwaukee and 25 miles due east of Madison. Interestingly, both municipalities broadcast proceedings of their governing bodies over the local cable TV sys-

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"Wisconsin has three types of general purpose local governments: cities, villages and towns."

“The Lake Mills story is one of many such agreements to evolve in Wisconsin in the past dozen or so years. “

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tem and municipal officials sometimes communicate growls or wave white flags across the city-town line by this medium. Several decades ago, an agreement was entered into for the City to sell sewer service to the portion of the Town near the Lake, in the interest of water quality, with the service territory including some of the interchange area. Some disputes had arisen over interpretation of that agreement, starting to sour relations between the two neighboring units. The town has a comfortable residential and agricultural tax base with little need to take on expensive municipal services.

New Approach to Inter-Jurisdictional Planning: Prospects for intense commercial development in the interchange area were limited due to the competition from other nearby interchanges. Intensive development might require municipal subsidy through TIF, a program only available to the City and to assure developers that their projects will not be held up by annexation lawsuits (annexed properties stay in the city during a boundary lawsuit, but the city loses zoning control.)

Faced with this scenario, the Town chose to put away its sewer entitlement sword and negotiate an agreement with the City to gain protection for its residential areas. The City negotiated for control of the interchange area, guided by a joint plan for land use and services and accompanied by a revenue sharing agreement giving the town alimony payments for 20 years equal to the town tax rate applied to growth in tax base in annexed lands in the interchange area. The Town's tax rate is about one-third of the City's, so the City can afford the concession, given the projected growth in the city tax base through post-annexation development. This intergovernmental agreement was signed by the City of Lake Mills and the Town of Lake Mills in 2002.

The Lake Mills story is one of many such agreements to evolve in Wisconsin in the past dozen or so years. Ads for law firms in municipal publications today are more likely to tout the firms' successes in settling disputes than in waging litigation warfare. The trend owes its existence to a new generation of leaders, some new laws, and a change in attitudes.

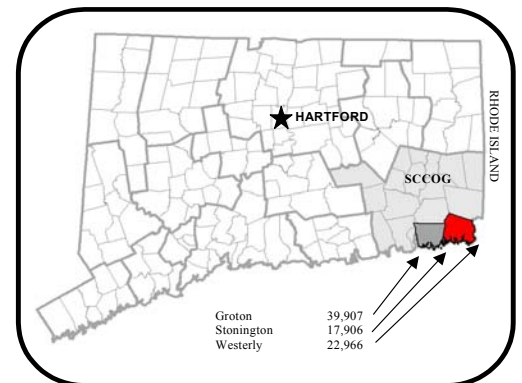
“The Task Group works to identify areas where cooperation between the two governing bodies will expedite a project ... “

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small town (population 17,906 with 38.7 square miles of land area, and 50 total square miles) located in a state with numerous political subdivisions (169) and several moderately sized urban centers. The Town, a shoreline community, is juxtaposed by the Town of Groton, Connecticut to the west and the Town of Westerly, Rhode Island to the east. The Town is bisected horizontally by Interstate 95, which has created a quasi growth boundary, as the Town transitions from a historically higher density shoreline to a rural upland. Stonington is a Town with three (and ½) small villages: Mystic, Pawcatuck, Stonington Borough (and the ½ is Old Mystic). Each village has its own personality, and support structure; as a result each village creates opportunities for intra-jurisdictional conflict or cooperation.

From an intergovernmental perspective, the Town Planning department interacts with the villages, a regional planning agency, multiple public water utilities, six fire departments, two chambers of commerce, two downtown business associations, and four adjacent municipalities on a number of pressing issues.

Along the western border, the Town of Stonington shares the Village of Mystic with the Town of Groton. The village has its own fire department, a Chamber of Commerce and most notably the Mystic Cooperative Task Group. The Task Group works to identify areas where cooperation between the two governing bodies will expedite a project, and the group tries to stay ahead of issues that are impacting the village. Along the Town's eastern border is the Village of Pawcatuck, which also has its own fire department and a neighborhood center. It too has a joint task group for



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“A key component regarding the inter-jurisdictional issue in the Town of Stonington is related to the effort by the community to include all elements in the planning and decision-making process.”

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planning and development in conjunction with its immediate neighbor, Westerly, Rhode Island.

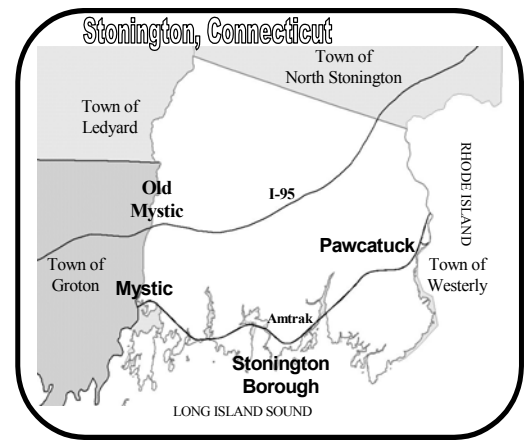
One village, Stonington Borough (one of 9 remaining in Connecticut), is its own political entity with a Warden and Burgesses, Planning and Zoning Commission (with staff), Fire Department, and Highway Department for its 1,000 residents. The Borough has its own ordinances and develops independent of the Town planning process. Attempts have been made to improve the coordination, but only time will reveal the success of this initiative.

A key component regarding the inter-jurisdictional issue in the Town of Stonington is related to the effort by the community to include all elements in the planning and decision-making process. This active planning environment is enriched by a public school district, which is rated as one of the best in the State of Connecticut and has the same boundaries as the Town.

PARTICULAR PLANNING ISSUES WITHIN THE TOWN OF STONINGTON

Mystic Village: Mystic (approximately 4,000 residents) is a popular tourist destination with two nationally recognized tourist attractions (“Mystic Seaport”, and “Mystic Aquarium and the Institute for Exploration”) and gained additional notoriety in “Mystic Pizza”, starring a then little known actress named Julia Roberts (even though the majority of the film features Stonington Borough as a backdrop). As a major tourist draw, millions of visitors flock to an area designed to accommodate horses and built to a pedestrian scale. Because Mystic is partially in both Stonington and Groton, local residents formed a task group to improve communication and work towards common goals. The Mystic Cooperative Task Group, in cooperation with the Mystic Chamber of Commerce, have been working to improve pedestrian access and solve some of the problems related to automobiles: traffic and parking. To further this effort, the Task Group was successful working within the political process to secure TEA-21 funding, (including a funding commitment from both Towns) to study transportation problems and implement a streetscape improvement project. A second

ongoing effort the Task Group and local Chamber of Commerce have tackled involves the reintroduction of mass transit in the village with cooperation from the SouthEast Area Transit (SEAT) Authority. While the first year was not an overwhelming success, the cooperation from agencies such as SEAT, and their ability to think outside the box have given hope that a successful program can be developed. Most importantly this interaction between public officials and residents has been a key component to the village’s success as it tries to maintain the look, feel and quality of life of Mystic.



Pawcatuck Village: On the eastern side of the Town of Stonington, a different organization is focusing on the Village of Pawcatuck (approximately 5,400 residents), a village which, historically, has considered itself a forgotten stepchild to Mystic. It is interesting that a village can have a personality, and the essence of the village is personified by the active citizens that embrace their neighborhoods. Pawcatuck does not want to be slighted; and has tailored its approach to ensure that they are heard, to overcome their historical perception that this Village is forgotten during budget time. Pawcatuck’s direct neighbor across the state line, Westerly, is a small town in most circles, but it is a relatively large town/small city in Rhode Island with a population of approximately 23,000. It is also a center for arts and culture along the Rhode Island Shore, not to mention home of Misquamicut Beach, one of the finest in New England.

For 20 years the epicenter of planning and development efforts has been the Westerly-Pawcatuck Joint Development Task Force. This inter-jurisdictional task force has improved communication between the govern-

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mental agencies and enhanced the sense of place many residents have for this area. The Task Force is a group of concerned citizens and public officials from both jurisdictions, who have attempted to make a difference utilizing the planning process, developing a vision, evaluating the ideas, and working towards implementation. Successes have resulted in the restoration of an historic train station (Amtrak), streetscape improvements, and the initial phase of a riverwalk along the Pawcatuck River. The efforts made by the members of the Task Force have made Pawcatuck and Westerly a hidden jewel in New England.

Stonington Borough: Located half way between the villages of Mystic and Pawcatuck, this picturesque borough of 1,000 is within the Town of Stonington. Located on a small peninsula (Long Point) jutting out into Long Island Sound, Stonington Borough has some very interesting growth issues resulting from strong, interregional economic forces emanating from the Boston area, 75-100 miles to the northeast, and the New York metropolitan region, 90-125 miles to the west. Originally established in the early eighteenth century with a rich stock of colonial structures, it was transformed in the mid-nineteenth century into one of Connecticut's most active commercial fishing ports and the only remaining commercial fishing fleet in Connecticut. Now, over the last 15-25 years, due to retirement/second-home pressures from the Boston and New York City regions, it is again being transformed. As one example, an old, small, abandoned factory is now being converted into luxury condominiums, with several units in the million plus range.

Although the Borough is part of the Town of Stonington, and it's residents pay property taxes to the Town, the village has worked to retain it's autonomy and has resisted integrating services with the Town. The Borough has their own form of government, fire department, ordinances, zoning regulations, highway department, and the Village Improvement District. Unfortunately, the intergovernmental communication between the Borough and the Town has room for improvement, and it was not until recently that increased efforts have been made to enhance the level of cooperation.

“While intergovernmental and inter-jurisdictional planning in this far corner of Southeastern Connecticut is not trend setting, by the same token, it certainly does occur on a continuing basis.”

PLANNING ISSUES ADJACENT TO STONINGTON, AND REGIONAL PLANNING

Planning Issues Adjacent to The Town of Stonington: Southeastern Connecticut is home to two Native American Casinos: *Foxwoods Resort Casino* (the largest in the world) which is owned and operated by the Mashantucket Pequot Tribal Nation and the *Mohegan Sun* (the third largest casino in the world), which is owned and operated by the Mohegan Tribe of Connecticut. While the casinos have provided numerous jobs (25,000+), a number of secondary impacts have been felt by towns within this region, specifically: traffic, crime, housing supply and a number of significant social issues. As a result of the impacts to adjacent and host communities, the Towns have worked together to develop the critical mass needed to solve the larger problems of the region, and their tool has been SCCOG.

Southeastern Connecticut Council of Governments (SCCOG): On a regional level SCCOG deals with regional issues related to economic development, housing, transportation planning and connecting local issues into a regional forum in a region with 250,000 residents over 650 square miles. Because Regional Planning is not well founded in Connecticut, and County Government is extinct (except on maps), the Towns have to work the process from the bottom up, which surprisingly has improved communication. SCCOG has become a forum where local elected officials meet with each other to discuss issues of mutual or regional concern, and work to enhance services while reducing costs. While it is relatively young organization (10 years old) it has already made a difference in the way many communities operate and it is poised to have an even greater impact in the future. SCCOG has tackled controversial issues, such as housing needs, bringing a wide range of people to the table to discuss a significant problem.

While intergovernmental and inter-jurisdictional planning in this far corner of Southeastern Connecticut is not trend setting, by the same token, it certainly does occur on a continuing basis. Nonexistent county government makes such inter-jurisdictional planning at the Town Government level a necessity in Connecticut. Further, this inter-

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jurisdictional cooperation is leading to the accomplishment of specific planning objectives, within the Town of Stonington and its villages, across Town lines, and in one case, even across state lines. In the future there

will be a continued evolution towards more intergovernmental planning cooperation between the Town (s) and the regional council of governments, as pertinent issues crossing various Town and City boundaries arise.

DIVISION PROGRAM AND BUSINESS MEETING; HIGHER EDUCATION AND INTERGOVERNMENTAL AFFAIRS

PROGRAM AND BUSINESS MEETING, MONDAY, APRIL 26, AT THE APA CONFERENCE

Location: The 2004 Program and Business Meeting will be held at the same time as the National APA Conference at the Childe Harold Restaurant, The Lord Byron Room, on the third floor from 5:30 to 8:30 PM. Hors-d'oeuvres (finger food) and beverages will be served, compliments of the Division. If desired, you can also get a full meal in other parts of the restaurant. The Childe Harold Restaurant is three blocks down Connecticut Avenue from the Washington Hilton headquarters hotel---a 10 minute walk. The address of the restaurant is 1610 20th Street, NW. It is 50 to 100 feet off of Connecticut across a small triangular park-like open space. It is also 100 yards from the north escalator entrance to the Dupont Circle Red Line Metro Station. The restaurant's telephone number is: (202) 483-6700.

Agenda for the Program and Business

Meeting: In general, our meeting will focus around three basic subjects: a report on how we did in the Divisions' first, very-recently completed performance review cycle, a review of next year's work program and budget, and other subjects of interest to the group assembled. Specific activities which will be discussed under next year's work program include: newsletters, the Web-site in-

cluding pertinent integration with Division member Tom Christoffel's recent innovation-- "The Regional Community News," and a prospective member survey. For further details on the meeting contact Lee Schoenecker, E-mail: leeschoenecker@aol.com, or telephone at: (202) 686-8864, any day, before 10:00 PM, Eastern Standard Time.

HIGHER EDUCATION TRAINING AND INTERGOVERNMENTAL AFFAIRS

Our Division is committed to conducting a survey of colleges and universities to identify what types of courses currently address intergovernmental affairs planning and coordination. The primary focus is on planning schools or institutions with planning programs, but also includes related academic fields, such as public affairs and geography. We are particularly interested in specific information on the intergovernmental issues addressed in the class, whether it is an entire course or a subtopic covered as a unit in a broader course, what texts or education materials are used, and what types of tasks or assignment students are asked to perform. You can send this information, along with your name and contact information to:

Dr. Rocky Piro, Puget Sound Regional Council, 1011 Western Avenue, Suite 500, Seattle, Washington 98104. Phone: (206) 464-6360, Fax: (206) 587-4825, E-mail: rpiro@psrc.org

The 2004 Program and Business Meeting will be held at the same time as the National APA Conference at the Childe Harold Restaurant, The Lord Byron Room, on the third floor from 5:30 to 8:30 PM, Monday, April 26.

Celebrate Community — Washington Style...

*American Planning Association's National Planning Conference
April 24-28, 2004*

Washington, D.C — Our Nation's Capital and the seat of our democracy will host the APA National Planning Conference April 24-28, 2004. Join 5,000 colleagues and experience the rich history, renowned symbols of patriotism, inspiring monuments, museums, neighborhoods, and much more — as APA celebrates its 25th anniversary. Take part in a conference rich with more than 200 sessions, 70-plus mobile workshops, Saturday workshops, and special events, all of which will give you an opportunity to explore Washington and the entire metropolitan area. For more information, visit the APA website at www.planning.org.

GROW SMART BY IMPROVING SCHOOL SITING AND DEVELOPMENT ON THE URBAN-RURAL FRINGE

By Jeffrey W. Raker, Puget Sound Regional Council Growth Management & Transportation Strategies

BACKGROUND

Nationwide Situation: Across America, school districts that serve populations on the urban-rural fringe frequently choose to site major facilities in previously undeveloped areas. There are large structures with hundreds of thousands of square feet of classrooms, laboratories, gymnasiums and sports fields – with their massive asphalt parking lots – replacing or sitting next to farms or forestlands.

Often the only access to these facilities are modest county roads that previously provided access primarily to farms or small concentrations of rural activity. Now the roads, with little or no pedestrian features or shoulders, are burdened with school buses, new teenage drivers, and parents forced to drop off their kids at distant locations on their way to work.

Generic Problems and Issues: The argument can be made that land in outlying areas is initially more affordable, but districts commit to a path that involves a huge ongoing outlay of funding to transportation. Not only that – related operational facilities such as bus barns for the districts transportation fleet contribute to the problem. Districts may argue that they are being strategic by locating on sites in advance of growth – instead they may be contributing to sprawl and causing leap frog development to occur at the expense of opportunities for infill, redevelopment, and joint use in more concentrated areas.

A valid argument can be made that poor land use planning decisions or lack of coordination with school planners has made it more difficult to find areas to locate schools inside urban areas that are already built up. But there land is available and there are existing buildings with the potential to be converted to educational needs.

Also, these school developments may run counter to the planning and development objectives of cities and towns that are trying to guide growth into existing developed areas. Such siting decisions result in a pattern requiring most of the population being served

to commute on inadequate transportation facilities.



In Washington State school districts commonly site land intensive, one-story educational facilities in undeveloped rural areas outside of urban growth boundaries. They are often located along one minor transportation route serving populations far from the sited facility. The above image shows 3 such facilities in rural Washington.

School districts are not alone. Other special purpose districts such as utility providers also frequently make decisions that run counter to regulations and practices designated to protect rural lands.

All of this puts undue demands for urban levels of service outside urban areas contributing to the ruination of small town character and the development of sprawling communities.

GROWING NATIONWIDE AWARENESS

Media Recognition: The media is beginning to take notice of the issue and some in the planning profession are highlighting the need for a critical rethinking of school district policy.

Theo Helm of the Winston-Salem Journal (North Carolina) observed that, “local governments, planners and school boards do not work together often enough to find school sites that fit existing neighborhoods.” In an October 2003 *Planning* article, Steve Donnelly argues that “planners may be planning development, and school planners may be planning schools,

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“... school districts that serve populations on the urban-rural fringe frequently choose to site major facilities in previously undeveloped areas.”

“... there is a powerful lobby for tearing down old schools and building anew.”

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but they sure aren't doing it together. It's as if they are on different planets.” Neal Peirce, Washington Post Writer's Group observes that, “there is a powerful lobby for tearing down old schools and building anew. It includes school construction consultants, architects, builders and their rule-writing allies in state departments of education.”

Government Recognition: Other entities are taking notice in different ways as planning is returning to its roots to respond to issues of health – such as obesity, diabetes, and depression. In October 2003 the U.S. Environmental Protection Agency released a report to weigh in on the issue and address the importance of school location on travel behavior, health, and other environmental implications.

Jessica L. Furley, Associate Administrator for the US Environmental Protection Agency Office of Policy, Economics, and Innovation, has concluded that, “there has been a trend toward construction of big schools and requirements for large sites... a policy bias in favor of constructing new schools rather than renovating existing ones... [and that] state and local governments have minimum acreage requirements that dictate the use of large, new campuses, while discouraging the use of smaller existing schools... They affect home-buying decisions and traffic patterns... school siting and design can affect traffic congestion, air pollution, school transportation budgets, and children's health and obesity.”

STATE OF WASHINGTON

Existing Situation: States and counties with smart growth legislation are not immune. For example, educational boards and school planning bodies are exempt from most growth management legislation in Washington State. Strategic plans and guiding principles for local school districts and education task forces that have jurisdiction in rural areas contain few goals to govern good land use development and reduce impacts on the surrounding rural character.

For any new state-assisted school project, legislation in Washington State calls for 100 acres for a school with 2,000 students and 200 acres for schools of that size with any grade above grade six. The law contains an

exception for schools that show that, “(a) the health and safety of the students will not be in jeopardy, (b) the internal spaces within the proposed facility will be adequate for the proposed educational program, (c) The neighborhood in which the school facility is or will be situated will not be detrimentally impacted by lack of parking for students, employees, and the public, and (d) The physical education and recreational program requirements will be met.

In the Central Puget Sound Region, which includes the cities of Seattle and Tacoma, 16 percent of the population growth and 21 percent of the housing growth occurred in the region's rural areas over the last ten years. There is a total of 104 schools located in the Puget Sound region's rural areas. This indicates that 10.4% of the schools are located outside of the urban growth boundary. Most of these facilities are elementary schools.

The result can be a hodge-podge of sited facilities that fragments rural areas and generates challenges to efforts to maintain a sustainable environment. Many states, including Washington State, have established urban growth boundaries to delineate between areas that are to contain development and areas that are to be conserved.

Growth Management Act: At its original adoption in 1990, the Washington State Growth Management Act (GMA) provided little guidance for rural areas. The focus was on the development of healthy, livable *urban* environments. Counties were to establish a Rural Element in their comprehensive plans that reflected local circumstances related to desired density and use, but rural districts were generally treated as a homogenous geography in terms of activities and rural character. Somewhat more detailed definitions for character, development, and services were added in 1994. However, the GMA also has been amended to provide exceptions for certain kinds of urban development outside of growth boundaries.

Former Governor Booth Gardner took a lead role in adoption of the GMA, but he vetoed a section of the original 1990 Act that would have made special purpose districts accountable to GMA legislation and local plans (Section 18). He was forced to veto this por-

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“There are a number of targeted strategies to pursue in order to enhance school development and siting to better protect rural communities.”

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tion of the law because it also contained language that would have made ports exempt and he took issue with the exemption.

SO WHAT CAN THE STATE OF WASHINGTON DO ABOUT IT?

Growth Management Planning Councils/

Change in Policy: In Washington State, county-level growth management planning councils have been asked to address the issue (These councils were established to coordinate county and municipal planning efforts under the state’s 1990 revised planning law). In King County, the most populated of the region’s four counties, rural citizens expressed concerns that schools and utility services extended into the rural area weaken the goals of the Growth Management Act. Although somewhat diluted from the original amendment proposed by Richard Conlin, city councilmember from Seattle, the planning council changed the policy to include language that asks schools to take into consideration “the proximity to the served population and the urban growth area boundary.”

The new language also calls for schools to be sited in ways that “minimize land use conflicts and conversion pressures upon the rural zoning and uses of the area and that avoid expansion of infrastructure that would attract urban-type development.”

King County Green Schools Program: The County’s Department of Natural Resources (DNR) shares the EPA’s concerns mentioned earlier and it has developed the Green Schools Program. Three schools are participating in pilot projects to receive recognition for conservation practices (Crestwood Elementary, Tolt Middle School, Bellevue High School). The county department assesses the schools current conservation practices, provides recommendations and assistance, and supplies equipment and other resources in return for a pledge made by the schools. The program pledge calls for schools to select 4 of 8 environmental categories to pursue. Most of the categories relate to energy use, recycling, environmental purchasing, or environmental education. Two categories relate to land use and transportation issues (water conservation and reduction of greenhouse gas emissions). The program focuses on subjects such as xeriscaping and alternative energy sources, but it also calls for innovative programs such as preferential carpool and van-

pool parking, subsidies for employee transit fares, bicycle facilities and walking incentives, and a “no-idling” policy.

The program could be expanded to address school districts and ask them to make commitments to siting and sizing school development and related facilities in ways that minimize the further fragmentation of rural lands.

Other Solutions: Another strategy is to support the joint-use of facilities. Public sports fields are often shared between schools and communities in the urban growth areas. Schools facilities are often jointly used as community centers and shared-use parking has been implemented in some cases.

Some more innovative strategies have been employed in the region’s cities. Renton set up a marketing group including the private sector and the local school district. The Renton High School proposed the development of a performing hall. The project was expanded by funds dedicated by IKEA and the community. Performing artists and high school students now share the facility and both benefit.

NEXT STEPS AND RECOMMENDATIONS

There are a number of targeted strategies to pursue in order to enhance school development and siting to better protect rural communities. Specific strategies include:

Better Evaluation and Assessment: Although school districts are often required to evaluate needs for modernization, local government assessments of vacant and buildable lands should consider the impacts of school districts on rural land and identify more central locations that have the potential for school development.

Expanding on Existing Efforts: Local governments should work off of the efforts of programs like the Green Schools Program by applying conservation and land use practice to include school districts. In King County a “Land Conservation” environmental category could be added as a requirement for participating schools and districts.

Integrating Land Use and School Planning: Policies should be established that require that land use decisions are more inte-

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“... the education system benefits from both lower land costs from shared-uses and responsibilities and lower transportation costs through the siting of schools in more central locations.”

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grated into school district or education task force planning to encourage schools to be placed in central locations in suburban communities rather than outside urban areas along one congested transportation corridor. These policies should also promote the use of efficient land use in school planning such as multi-story school development that saves land for open space or recreational facilities and reduces land purchasing costs.

Intergovernmental Coordination & Partnering:

Follow up on school goals that promote the development of “healthy adults,” “small learning communities,” and “schools as community learning centers,” that integrate citizens and the surrounding community in multiple use facilities. Promote the development of smaller schools with reduced acreage surrounded by pedestrian and bicycle facilities rather than sprawling parking lots.

Correcting Policy: Revise policy to favor renovation over new construction and multiple use, multi-story facilities over single-purpose, single-story schools. Do away with or revise minimum acreage requirements to indicate more precisely what alternatives are available.

Potential Results: If implemented correctly, these actions can bring reduced costs through advantageous arrangements such as joint ventures and marketing partnerships as well as transportation expenditures. As Tracy E. McMillan and the EPA indicated in their re-

ports, students are more likely to walk or bike to school if they live within a mile away. The resulting increase in physical activity and air quality may help to prevent associated illness such as obesity, diabetes, and asthma. Reduced school size, reduced expenditures on transportation, and joint use facilities that allow for intergenerational interaction can contribute to a more balanced and viable educational environment. The community may also profit as resources are developed through joint use facilities such as shared performing arts centers, shared sports facilities, and larger libraries. Lastly, all of these efforts may contribute to better compliance with growth management planning goals and protect the rural areas that are meant to be conserved.

CONCLUSION

Cities and towns wrestling with school siting issues need to take advantage of a community’s resources by involving the businesses, community groups, and people surrounding its schools. The time is ripe for advancing joint-use facilities, which emphasize the importance of community involvement, good health, and environmental practice.

In particular, the education system benefits from both lower land costs from shared-uses and responsibilities and lower transportation costs through the siting of schools in more central locations. The benefit for our children? Money saved can be spent on learning rather than paying for land use practices that stretch resources thin and separate students from their community.

Have an Intergovernmental Success Story to Share in an Upcoming Newsletter?

Please Contact:

R. Scott Taylor
Missouri Department of Transportation
PO Box 270
Jefferson City, MO 65102

573-751-6774

Robert.Taylor@modot.mo.gov

“The regretful state of substate regionalism is that not enough people know or care about its successes or failures.”

WE ARE NOT ALONE

By Howard J. Grossman, AICP

OUTER SPACE AND THE PRINCIPLES OF REGIONALISM

Chances are, with billions of galaxies twirling about the universe, we are not alone. The space and time continuum which moves at warp speed and flickers through the generation at approximately 25 year intervals represents the ultimate principles of regionalism. Can people and institutions continue to be combative and not joined together for the benefit of all within the domestic tranquility we call the United States when viewed from the particles of space as witnessed by moon shots of the 1960's and early 1970's.

In the words of Spock, the great Vulcan of Star Trek fame, it is illogical to believe that the only way to accomplish good is to do what has been done historically and not consider new pathways to eventful decisions which can be critical to coping with the dilemmas and opportunities of the 21st century. Substate regionalism is one of these pathways which dares to take a different focus and a sometime obscure trajectory to reaching a goal. Unlike the yet-to-be proven but likely venture that there are other worlds and other beings in the vastness of space, substate regionalism, does not have a short, power packed history of success and sometime failure. Rather, it has shown steady progress since its inception in the late 1950's.

SUBSTATE REGIONALISM AT THE GROUND LEVEL

Substate Regionalism is Not Well Understood: The regretful state of substate regionalism is that not enough people know or care about its successes or failures. Too often, substate regionalism is taken for granted since it is not a specific form of government, but rather a voluntary association of governments and sometime the private sector; thus placing it in the alignment of many other organizations that carry out service of importance to the public. However, substate regionalism should not be treated as just another organization. Its story needs to be told and retold so that the profession of substate regionalism becomes institutionalized and not looked upon as “just another program.”

Substate regionalism brings together the various diverse parties involved in the economic, physical, and economic functions of a region. While the region is characterized as a government except in rare instances, its form and function is popularized through the mixture and diversity of the profession of substate regionalism. Clearly, regionalism does not and cannot survive by a “lone gun” mentality. Just as there are other worlds within the super skies of the universe, there are legitimate regions with the confines of the United States.

Inherent Nature of Substate Regionalism:

If it is assumed that each and every actions taken by one organization or group of individuals has some implication or impact on at least one other organization or other groups of individuals, then the ability to achieve mutual understanding becomes a primary or dominant characteristic. How we communicate ideas and orchestrate collaborative partnerships may well rest the future of the nation, indeed the world. Partnerships, clusters, networks, agile webs, virtual organizations, and other words are utilized to describe the changing nature of industry, government, and the not-for-profit sector. It is especially true of industry, but it will be as true of others in coming years and decades. Substate regionalism can be, and at times, is already a cataclysmic force to help achieve these networks. It cannot do so, however, without bringing to the table the private and not-for-profit sectors, in addition to government.

The essence of substate regionalism is that “we are not alone.” It is an extremely dynamic and powerful weapon which has been underutilized even during its growth spurt in the 1970s. It has the capability to be a universe within each of the substate regions of the nation and move in the circles of time, motion, and space, feeding off of and contributing to each and every part of the planetary system we call regionalism.

Prospects for Substate Regionalism: Just as we should not be frightened of the prospects of life in many different forms within the universal galaxies, the prospects of varying degrees of substate regionalism should

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WHY “REGIONAL” COMMUNITY?

By Tom Christoffel, AICP, Regional Community Futurist

REGIONAL BACKGROUND

Impetus: We are approaching the 50th anniversary of the Intergovernmental Relations Act of 1968 Act. It, along with OMB Circular A-95, was an impetus for States to organize geographically defined sub-state regions. Those regions and the Commissions, Councils, and Boards that serve them (I’ve found 50 names – from Area Council to Valley Planning Council) are the modern framework for increased governmental cooperation. To see other significant regional planning dates, go to the APA website: <http://www.planning.org/pathways/regional.htm?project=Print>

Most people in the U.S. think that cooperation between local governments is impossible. When I tell people my work is promoting such cooperation, I often get condolences. When the National Association of Regional Council held its first National Regional Summit in 1998, attendees presented a bleak view. Regionalism had failed. That assessment did not match my experience, because regional cooperation was occurring in my region.

Evolution of Regional Thinking: Since 1973, I’d worked in Virginia Planning District 7, organized as the Lord Fairfax Planning District Commission in 1970 under the Virginia Area Development Act and renamed the Northern Shenandoah Valley Regional Commission in 2002, based on the 1995 Regional Cooperation Act.

I knew the regional alignment of State agency data and service areas were part of what made Virginia regions successful. That same year I launched the “Regions Work Initiative” at the World Future Society conference in Chicago. Howard Grossman, AICP, had arranged for a panel on regional cooperation at the conference. I used it to explain the benefits of the Virginia approach and call for a National FIPS code for regions in the U.S.

From that point on, as I sought to understand why my region worked, I began to understand that it was a result of community. This has led to my first thesis: “Community precedes cooperation.” Although sub-state re-

gions were suspect everywhere in the 60’s and 70’s, they have become the “devil known” and the basis for cooperation among many local governments. Eventually, there came a second thesis: “Community is how life solves all problems.” These are works in progress and open for discussion.

TODAY AND TOMORROW

Changing Nature of Regions: The current nature of regional labor and housing markets has led to a greater need for cooperation among local governments. The national commuting data 1960 to 2000 gives a hint of the change - Source: *Exhibit 1.1 National Summary Statistics: 1960-2000* at <http://www.fhwa.dot.gov/ctpp/jtw/jtw1.htm>.

In 1960, 9.4 of 64.5 million workers worked outside their County of Residence (14.5%) while in 2000, 34.2 of 128.3 million workers (26.7%) did so. This 24.8 million worker increase in people living and working in different counties over a 40-year period is but one measure of the impact of sprawl - and a major reason for the tax jurisdiction split that has caused service and infrastructure demands at both ends of the commute.

Northern Shenandoah Valley (NSV) jurisdictions, the Counties of Clarke, Frederick, Page, Shenandoah and Warren, the 14 towns therein, and the Independent City of Winchester, my region, was a second home area in the 60’s and 70’s. As of 1992 - Clarke and Warren Counties became part of the Washington, D.C. MSA due to commuting. They’ve become metropolitan from the outside in, and as a consequence are cooperating more. They’ve not been invited to join Wash COG – they’d have little to add except more small jurisdictions to out vote the big ones.

The residents of this region wish to keep a rural-small town character while at the same time increasing the choice of goods and services and the presence of higher paying local jobs. The fiscal challenge to the region is enormous. Adjusted gross income in 2000 was \$3.2 billion for the region, which sounds OK until compared to the adjoining

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*“Local governments
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at it.”*

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Northern Virginia region, which was \$64.5 billion. Loudoun County alone was \$6.8 billion, with a smaller total population than the Northern Valley.

Regions As They Emerge: The answer to this challenge emerges in the form of “regional” community. After 30 years, the alignment of regional organizations, public, private and non-profit, to the administrative regions negotiated in 1968, has become an operational basis of community. The regional geographic name - Northern Shenandoah Valley, which I began using in 1983 to define the territory that the Commission served, has contributed and is now used by groups and advertisers. It is also part of my formula for regional community – DNA – Define, Name, Align.

“Local governments,” I say, “were designed to be local and are very good at it.” With 9/11 we all were reminded that security is mother of all needs and community is what provides it. Boundaries are important. Now we must have cooperation for physical and economic security in a globally networked world. Being off the grid is not a real option. Being a regional community of communities is. Think globally, act locally was innovative for its time. I offer a new paradigm: “Think local planet, act regionally.”

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not be placed in a negative context. In fact, there are many advantages to testing bedding substate regionalism in a variation of diversity, and then adopting and adapting those which may have more applicability to different regions of the nation. Just as industry has been forced to change to be competitive, so too must government and the not-for-profit sector. Where the three come together in the format of substate regionalism, change will sharpen the capability and capacity of substate regional council to be the 21st century institutions. Their agility and versatility will enhance state regions to be “virtual companies” much like the trends which are dominating the literature of business and industry today.



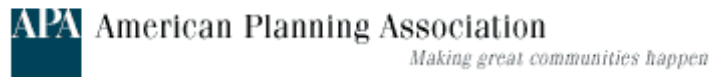
“Regional Community News”: To track work in “regional communities,” (the term is used at a policy level in Australia, New Zealand and the United Kingdom), I began publishing “Regional Community News” on November 11, 2003. It has been well received in the planning community. My goal is to make the existence of regional councils visible to citizens and organizations, profit and non-profit, so they can encourage their use by local governments.

Specifically, twice a week, I post headline and capsule summary media regional news articles from sources in the United States and abroad. Any body who reads the “Regional Community News” is provided with electronic links to the pertinent newspaper outlets for any given article that appears in the “News.” These links are normally accessible for a period of between 30 and 90 days from the time they initially appear in the “News.” This means of sourcing for the “Community Regional News” comes from the links and search engines of Coogole.Com. It is done in accordance with appropriate means and legal protocols. Finally, on an experimental basis, the Intergovernmental Affairs Division of the APA will be posting selected links from the “Community Regional News” onto its website. If you would like to discuss the “News” further, contact me at: regional@shentel.net or check my website: www.regions.ws.

Thus, substate regionalism and the manifestation of the profession, substate regional councils, need to continue the practice of bringing together, brokering, mediating, negotiating, and collaborating for the benefit of the many and not the few. Substate regionalism can rivet our attention beyond the trivial and toward the essential as the nation and its people turn toward the bellwether decades ahead, thus affording new vistas and organizational models for the 21st century humankind.

**Intergovernmental Affairs Division of
APA**

PO Box 270
Jefferson City, MO 65102
573-751-6774



EDITOR'S NOTE ON NEWSLETTER ARTICLES

By Scott Taylor, Editor

The lead article, *Regional Planning in the Washington and Baltimore Areas*, by Lee Schoenecker, relates to various issues to be discussed in a 12-panel regionalism program for these geographic areas at the upcoming National APA Conference. The second article gives the particulars for the April 26 Division Program and Business meeting at the National APA Conference. Rocky Piro also reports on Division efforts to identify higher education academic courses for intergovernmental planning. The next three articles deal with inter-jurisdictional planning at the urban-rural fringe. *Inter-Jurisdictional Planning Issues in Far Southeastern Connecticut*, by Jason Vincent, examines planning within and around the Town of Stonington. *Inter-jurisdictional Planning and Agreement in Wisconsin: The Lake Mills Example*, by Richard A Lehman, looks at planning relationships between the City of Lake Mills and the adjacent Town of Lake Mills in southern Wisconsin. *Grow Smart by Improving School Siting and Development on the Urban-Rural Fringe*, by Jeffrey W. Raker, re-

views the impact of inadequate siting of large public school facilities in the outlying areas of the Puget Sound Region. This article is also generic to various fast-growing metropolitan areas across the country. The last two articles are by long-time practitioners of sub-state regionalism. *We Are Not Alone* by Howard J Grossman, initially compares regionalism to Outer Space programs and then discusses public perceptions as well as the future of regionalism. *Why Regional Community* by Tom Christoffel, examines the evolution of regionalism as well as its future. It ends by introducing, "Regional Community News," a recent twice-weekly innovation by Mr. Christoffel available on the internet.