



NASHVILLE AREA

**Metropolitan Planning Organization**



## **AGENDA - Meeting #1**

### **MPO/GNRC Joint Committee on Regional Coordination**

Tuesday, October 11, 2016 @ 11:30 AM

Nashville MTA Music City Central Station | Second Floor Community Room

400 Charlotte Avenue | Nashville, Tennessee 37210

**Lunch Available at 11:30 a.m.**

- 1. Introduction of Committee Members, Committee Purpose (ATTACHMENT)**
- 2. *Presentation*: Models of Regional Coordination (ATTACHMENT)**
- 3. Review Memorandum of Agreement (ATTACHMENT)**
- 4. Joint Committee Leadership, Roles and Responsibilities**
- 5. Scope of Work and Major Milestones**
- 6. Identify Stakeholders and Study Partners**
- 7. Committee Member Questions and Research Needs**
- 8. Future Meetings – Dates, Locations, Facilitation**
- 9. Reading List and Next Steps**
- 10. Other Business**

**Adjourn by 1:00 p.m.**

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**Agenda Item 1.**

**Joint Committee Membership Roster**





NASHVILLE AREA

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## COMMITTEE MEMBERSHIP ROSTER

### MPO/GNRC Joint Committee on Regional Coordination

#### GNRC Appointments

- Anthony Holt, Sumner County (GNRC Vice President)
- Carroll Carman, Hartsville-Trousdale County (Upper Cumberland RPO)
- Howard Bradley, Robertson County
- Jerry Kirkman, Westmoreland (non-MPO member)
- Jessie Wallace, Humphreys County (Middle Tennessee RPO Chair)
- Jim Hunt, Jr, Belle Meade (non-MPO member)
- Ken Moore, Franklin (GNRC President)
- Kim McMillan, Clarksville (C-MPO, largest city within UZA)

#### Nashville Area MPO Appointments

- Charlie Norman, Maury County (non-GNRC member)
- David Briley, Metro Nashville (largest city within UZA)
- Ernest Burgess, Rutherford County
- Jill Burgin, City of Brentwood
- Mary Esther Reed, Smyrna (MPO Vice Chair)
- Randall Hutto, Wilson County (MPO Chair)
- Shane McFarland, Murfreesboro (largest city within UZA)

#### Staffing Support

- Michelle Laceywell, MPO
  - Shelly Hazle, MPO
  - Michael Skipper, GNRC
  - Sean Pfalzer, GNRC
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## **State and Federal Funders (Investors Group)**

- Federal Highway Administration
- Federal Transit Administration
- U.S. Economic Development Administration
- Tennessee Arts Commission
- Tennessee Commission on Aging and Disability
- Tennessee Department of Economic and Community Development
- Tennessee Department of Environment and Conservation
- Tennessee Department of Tourist Development
- Tennessee Department of Transportation
- Tennessee Housing Development Agency
- Tennessee General Assembly

## **Private-Sector Organizations (Partners Group)**

- Chambers of Commerce
- Conexion Americas
- Cumberland Region Tomorrow
- Cumberland River Compact
- Joint Economic and Community Development Boards
- Leadership Middle Tennessee
- Mid-Cumberland Human Resource Agency
- Middle Tennessee Council on Aging
- Nashville Civic Design Center
- Tennessee Development District Association

## **Organizational Members (Members Group)**

- City and county elected officials and department staff
- Transit agencies
- County highway departments

## **Agenda Item 2.**

### **Definitions of Key Regional Governance Organizations**







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## DEFINITIONS

### Common Types of Regional Governance Organizations

#### Development District, Economic Development District

Development Districts (DD), sometimes known as Development Organizations (DOs), were generally created by state legislatures in the 1960s to provide a mechanism for regional cooperation and technical support for planning and economic development initiatives. States were incentivized to create DDs by the federal government in order to access federal grants for economic development, infrastructure, and social services.

Economic Development Districts (EDDs) are federally-designated organizations, often DDs, that are responsible for creating and maintaining a Comprehensive Economic Development Strategy (CEDs). The CEDs serves as a cornerstone of the U.S. Economic Development Administration's grant programs, as well as a means to engage community leaders, leverage the private sector, and establish a strategic blueprint for regional collaboration on economic development efforts.

**Statewide:** Nine DDs were established by the General Assembly under the Tennessee Development District Act of 1965.

**Middle Tennessee:** GNRC is the DD for 13 counties in Middle Tennessee including all Tennessee counties in the Clarksville Urbanized Area MPO and the Nashville Area MPO except for Maury County, which is served by the South Central Tennessee Development District. GNRC is the Economic Development District for 13 counties, as federally-designated by the U.S. Economic Development Administration.

#### Metropolitan Planning Organization

A Metropolitan Planning Organization (MPO) is a public agency that carries out federally-required transportation planning process for its respective metropolitan planning area (MPA). The MPA includes, at a minimum, the Census-defined Urbanized Area (UZA) and adjacent areas expected to urbanize over the next twenty years, but an MPO may expand its area to better align with other regional geographies (e.g., development districts) or regional definitions (e.g., Metropolitan Statistical Area).

Initially required by The Federal-Aid Highway Act of 1962, the MPO serves as a forum for local elected officials to have input into the planning and implementation of federally-funded transportation improvements. It exists as an agency that is responsible for developing a fiscally-constrained long-range transportation plan, a regional transportation improvement program (TIP), and a unified planning work program. The TIP is the mechanism by which MPOs exercise their authority to program federal funds on roadway, transit and other types of transportation improvements.

Federal transportation legislation since the 1990s has strengthened the MPO's role in programming transportation projects by making MPOs responsible for approving significant expenditures of federal

dollars. In addition, MPOs have become a more significant actor in other areas of planning given the inherent relationship that exists between transportation and other regional issues such as economic development, land use, housing, environmental quality, and public health, among others.

**Nationally:** There are approximately 420 MPOs across the nation, with nearly half of them operating as part of a Regional Council or Council of Governments, usually serving the same general geography.

**Statewide:** There are 11 MPOs in Tennessee that serve the metropolitan areas around Bristol, Chattanooga, Clarksville, Cleveland, Jackson, Johnson City, Kingsport, Knoxville, Lakeway, Memphis, and Nashville. MPOs were not created by the Tennessee General Assembly, but exist as a result of a federal designation process that involves local governments and the Governor. MPOs in Tennessee are housed within another governmental agency as they lack independent contracting authority from the state.

**Middle Tennessee:** The Nashville Area MPO serves 7 counties including Davidson, Maury, Robertson, Rutherford, Sumner, Williamson, and Wilson. Its boundaries are much larger than required by law, allowing improved coordination among rural, suburban, and urban interests. It is administered by the Metropolitan Planning Commission of Nashville-Davidson County through an agreement with the MPO board. The Clarksville Urbanized Area MPO serves Montgomery County and portions of Christian County, KY. It is administered by the Clarksville-Montgomery County Regional Planning Commission.

### Rural Planning Organizations

Rural Planning Organizations (RPOs) serve as a forum for local elected leaders to assist the State in prioritizing transportation projects for funding. Unlike MPOs, they do not have the authority to program federal funds and are not required to produce a regional transportation plan. In Tennessee, most RPOs are administered by staff of the Development Districts, in cooperation with TDOT. The Middle Tennessee RPO has been administered by the Mid-Cumberland Human Resource Agency since 2009 after TDOT shifted the duties away from the Greater Nashville Regional Council.

## Regional Council of Governments

A regional council of governments (COG), or regional council or regional commission, is a multi-jurisdictional and multi-service entity that delivers a variety of federal, state, and local programs. COGs are typically involved in comprehensive planning, transportation planning, economic development, workforce development, environment quality, services for the elderly, and act as a research and data clearinghouse for its members.

Generally conceived in the 1960s, COGs are adept at consensus-building, creating partnerships, providing services, problem solving, and fiscal management. The role of the regional council has been shaped by the changing dynamics in federal, state, and local government relations, and the growing recognition that the region is the arena in which local governments must work together to resolve social and environmental challenges. These organizations have carved out a valuable niche for themselves as reliable agents and many more operate independent of federal funding.

**Nationally:** Of the 39,000 local, general purpose governments in the United States (counties, cities, townships, towns, villages, boroughs) a total of more than 35,000 are served by COGs.

**Statewide:** Two of Tennessee's nine development districts, the Greater Nashville Regional Council and the Memphis Area Association of Governments, have additional enabling legislation that expands its planning authority or responsibilities in a manner consistent with a COG form of organization. That said, given the broad definition of a COG, any one of the existing development districts may consider themselves as such.

**Agenda Item 3.**

**Memorandum of Agreement**



**MEMORANDUM OF AGREEMENT**  
**between the**  
**NASHVILLE AREA METROPOLITAN PLANNING ORGANIZATION**  
**and the**  
**GREATER NASHVILLE REGIONAL COUNCIL**  
**to**  
**DEVELOP STRATEGIES TO ENHANCE REGIONAL COORDINATION IN MIDDLE TENNESSEE**

The purpose of this Memorandum of Agreement (MOA) is to establish a formal understanding between the Nashville Area Metropolitan Planning Organization (MPO) and the Greater Nashville Regional Council (GNRC) as to the need for enhanced coordination among local communities and between regional organizations in Middle Tennessee, and to set forth terms for the two agencies to collaborate on the development of strategies and recommendations to achieve the goals presented in Part A of this Agreement.

**Part A. Shared Goals**

The parties to this MOA hereby share the following objectives associated with enhanced regional coordination:

1. Simplify and streamline the current process of collaboration among area jurisdictions in order to use the time and resources of local leaders more constructively.
2. Provide a clear and easy point of access to data, research, and planning activities for private sector organizations interested in regional economic development or quality growth initiatives.
3. Better align existing regional plans and programs with state and local community concerns related to growth and development, workforce and jobs, aging and congested infrastructure, and changing demographics.
4. Bridge the growing divide between rural and urban communities by responding to the unique nature of their respective challenges, and expanding opportunities for communities of all sizes to benefit from regional plans and investments.
5. Strengthen the regional planning portfolio to better link transportation planning with activities related to economic development, land use and design, solid waste management, open space preservation, workforce housing, environmental quality, public health, and other key issues.
6. Grow the menu of services available to local government members to enhance the value of participation in regional organizations.
7. Better position regional priorities to the state legislature, state agencies, and the federal government to affect policy and funding decisions.
8. Optimize the use of local funds collected through membership dues and encourage increased funding from the state and federal partners to sustain the required programs.
9. Ensure equity in the governance structure of regional agencies so that citizens and stakeholders are appropriately represented in the decision-making process.
10. Better promote the advantages, opportunities, and successes associated with regional cooperation through strengthened brand identity and unified messaging.

## **Part B. The Nashville Area MPO**

1. The Nashville Area MPO was established in 1970 by the Tennessee Highway Department and the Metropolitan Government of Nashville-Davidson County as the *Nashville Urban Area Transportation Study* in response to requirements initially set forth by the Federal-Aid Highway Act of 1962 mandating that the nation's urban areas carry-out a comprehensive, cooperative, and continuing transportation planning process as a condition of federal transportation funding.
2. The MPO planning area has grown from an original footprint, located wholly within Davidson County, to its current seven-county form as population and development patterns have expanded over the decades. Today it is comprised of urban, suburban, and rural communities across Davidson, Maury, Robertson, Rutherford, Sumner, Williamson, and Wilson counties.
3. The MPO serves as the forum for negotiating the use of federal transportation funds to improve area roadways and transit systems. It is responsible for the development of a 20+ year regional transportation plan, a short-range transportation improvement program, and an annual unified planning work program.
4. The use of federal transportation funds by TDOT or local governments must be 1) consistent with the regional transportation plan and 2) included in the approved transportation improvement program.
5. The unified planning work program describes staff-led research and planning activities and the consultant studies that support the transportation decision-making process.
6. The MPO engages in planning efforts that span a variety of issues including economic development, land use and urban design, environmental quality, public health, social equity, among other community concerns in support of sound transportation planning.
7. The MPO is governed by an executive board comprised of mayors and county executives, the Governor of Tennessee, and representatives of the Greater Nashville Regional Council, county highway officials, public transit operators, the Federal Highway Administration, and the Federal Transit Administration.
8. The executive board is staffed by an executive director and up to 14 full-time professionals, and advised by a technical advisory committee comprised of staff-level experts from local planning and public works departments, transit agencies, health departments, the Tennessee Department of Transportation, the Tennessee Department of Environment and Conservation, and the Federal Highway Administration.
9. The MPO is not a legally-recognized entity in the state of Tennessee, and as such, relies on a fiscal agent to act on its behalf when executing contractual agreements and accepting state and federal planning grant funds to carry-out its responsibilities.
10. The Metropolitan Planning Commission of Nashville-Davidson County has served as the fiscal agent and contracting authority for the MPO since it was created.
11. In 2008, the MPO adopted a sponsorship policy which formalizes the roles and responsibilities of the MPO Executive Board, the fiscal agent, and the MPO Executive Director.

## **Part C. The Greater Nashville Regional Council**

1. The GNRC was established as the Mid Cumberland Development District in 1965 by the Tennessee General Assembly as one of nine such districts statewide created to provide

an effective and efficient means for cities and counties to organize to carry out general planning and economic development activities.

2. The agency received its current name and additional powers and duties in 1988 through a subsequent act of the legislature (TCA Title 64, Chapter 7) that combined the Mid-Cumberland Council of Governments with the Mid-Cumberland Development District to form the Greater Nashville Regional Council.
3. GNRC serves the 13 Middle Tennessee counties of Cheatham, Davidson, Dickson, Houston, Humphreys, Montgomery, Robertson, Rutherford, Stewart, Sumner, Trousdale, Williamson, and Wilson.
4. GNRC is designated by the Tennessee Commission on Aging and Disability (TCAD) as the region's Area Agency on Aging and Disability which administers federal and state programs aimed at improving the lives of elderly or disabled citizens.
5. GNRC is designated by the U.S. Economic Development Administration (EDA) as the region's economic development district and is responsible for adopting a Comprehensive Economic Development Strategy which establishes shared goals and objectives and qualifies local projects for grant funding through EDA.
6. GNRC serves as the designated regional solid waste planning agency and carries out requirements of the federal and state solid waste reduction acts.
7. GNRC staffs the Middle Tennessee Tourism Council which provides tourism marketing and other promotional activities to its membership comprised of chambers of commerce, area attractions, local governments, and convention and visitor bureaus.
8. GNRC staffs the Mid Cumberland Area Development Corporation which administers a variety of lending programs available to small businesses, including the 504 program through the U.S. Small Business Administration.
9. GNRC administers grants on behalf of local governments from various state and federal agencies including the Tennessee Housing Development Agency (THDA), the Tennessee Department of Economic and Community Development (ECD), and the U.S. EDA.
10. The GNRC provides local planning and historic preservation services to member cities and counties, supports the Nashville Area MPO and the Clarksville Urbanized Area MPO in carrying out the federally-required regional transportation planning process, and provides project management services to the Tennessee River Trails Association.
11. GNRC is governed by a regional council comprised of mayors and county executives, state legislators, minority representatives, and industrial board representatives; and acts through a 24-member executive committee.
12. GNRC is a legal entity with contracting authority, created by the state, and owned by its member jurisdictions. It is staffed by an executive director and up to 70 full-time professionals.

#### **Part D. Work Tasks**

The parties to this MOA hereby agree to carry-out the following tasks:

1. Assess the current state of the MPO, GNRC, and other relevant organizations in Middle Tennessee, including the Clarksville Urbanized Area MPO and the Middle Tennessee Rural Planning Organization, in order to document existing programs and services, sources of revenue, professional talent and staffing resources, capital assets, duties and responsibilities, and governance structures.

2. Review the state of the practice for regional cooperation and governance among peer regions in Tennessee and the Southeastern U.S., and to document best practices of high-performing areas across the nation.
3. Consult with agency members and regional partners to identify a list of shared goals and objectives to guide the subsequent development of recommendations.
4. Work with the leadership of the respective agencies to develop and evaluate alternative models of coordination and governance that might be suitable for Middle Tennessee.
5. Seek input from member governments, regional partners, and state and federal officials in order to finalize recommendations.
6. Bring recommendations to the respective governing boards of the MPO and GNRC for endorsement.
7. Develop and adopt a strategic plan of action for the implementation of recommendations, to include a timeline and budget for each recommendation.

### **Part E. Terms of the Agreement**

The parties to this MOA hereby agree to be bound by the following terms:

1. The MPO Chair and GNRC President shall appoint no less than three members each to a joint committee to oversee the implementation of the work tasks and to present final recommendations to the respective governing bodies. The joint committee shall include at least one officer from each board, and representation from the each of the largest incorporated cities within the Census-defined urbanized areas of the region.
2. Work shall commence no later than 30-days of the effective start date of this Agreement with draft recommendations due within six months.
3. The executive directors of each agency shall cooperatively present progress reports as part of regularly-scheduled meetings of the MPO Executive Board and the GNRC Executive Committee.
4. The MPO shall defer any external job posting for the executive director position until work tasks have been completed, so long as those tasks are completed within six months of the effective start date, or until the Agreement is terminated by either party, whichever is sooner.
5. The agencies will commit available staff and resources to support the implementation of the work tasks and the increased collaboration among agencies. Any sharing of resources between agencies shall comply with applicable statutes, regulations, and contractual terms of state or federal planning grants.

### **Part F. Effective Period**

This Agreement shall remain in effect until either party notifies the other in writing that the Agreement is no longer suitable, or has become inconsistent with the policies of the respective governing bodies. If or when this occurs, the parties agree to meet as soon as practicable to discuss possible modifications to this cooperative working Agreement.

**IN WITNESS WHEREOF**, the parties hereto have executed this Memorandum of Agreement, effective as of the \_\_\_\_ day of \_\_\_\_\_, 2016.



**NASHVILLE AREA METROPOLITAN PLANNING ORGANIZATION:**

\_\_\_\_\_  
Chair

\_\_\_\_\_  
Executive Director & Secretary

**GREATER NASHVILLE REGIONAL COUNCIL:**

\_\_\_\_\_  
President

\_\_\_\_\_  
Executive Director & Secretary

Approved as to Form and Legality:

\_\_\_\_\_  
Chief Legal Counsel





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# Models of Regional Coordination

Joint Committee Kickoff Meeting  
October 11, 2016

# Regional Organizations

- ➔ **Development District**
- ➔ **Metropolitan Planning Organization**
- ➔ **Regional Council of Government**

**Regional Governance**

**vs.**

**Regional Government**

The diagram consists of two vertically aligned circles. The top circle is dark gray and contains the text 'MPO and COG as Separate Entities'. The bottom circle is black and contains the text 'MPO and COG as Same Entity'. The circles are centered horizontally and vertically relative to each other.

**MPO and COG  
as Separate  
Entities**

**MPO and COG  
as Same Entity**

**MPO-COG Format Options**

# Peer Regions



# Peer Regions





**MPO and COG  
as Separate  
Entities**

**MPO and COG  
as Same Entity**

# **MPO-COG Format Options**

**MPO program  
staffed by a  
local agency**

**MPO as a  
stand-alone  
agency**

**MPO and COG  
as Same Entity**

# **MPO-COG Format Options**

**MPO program  
staffed by a  
local agency**

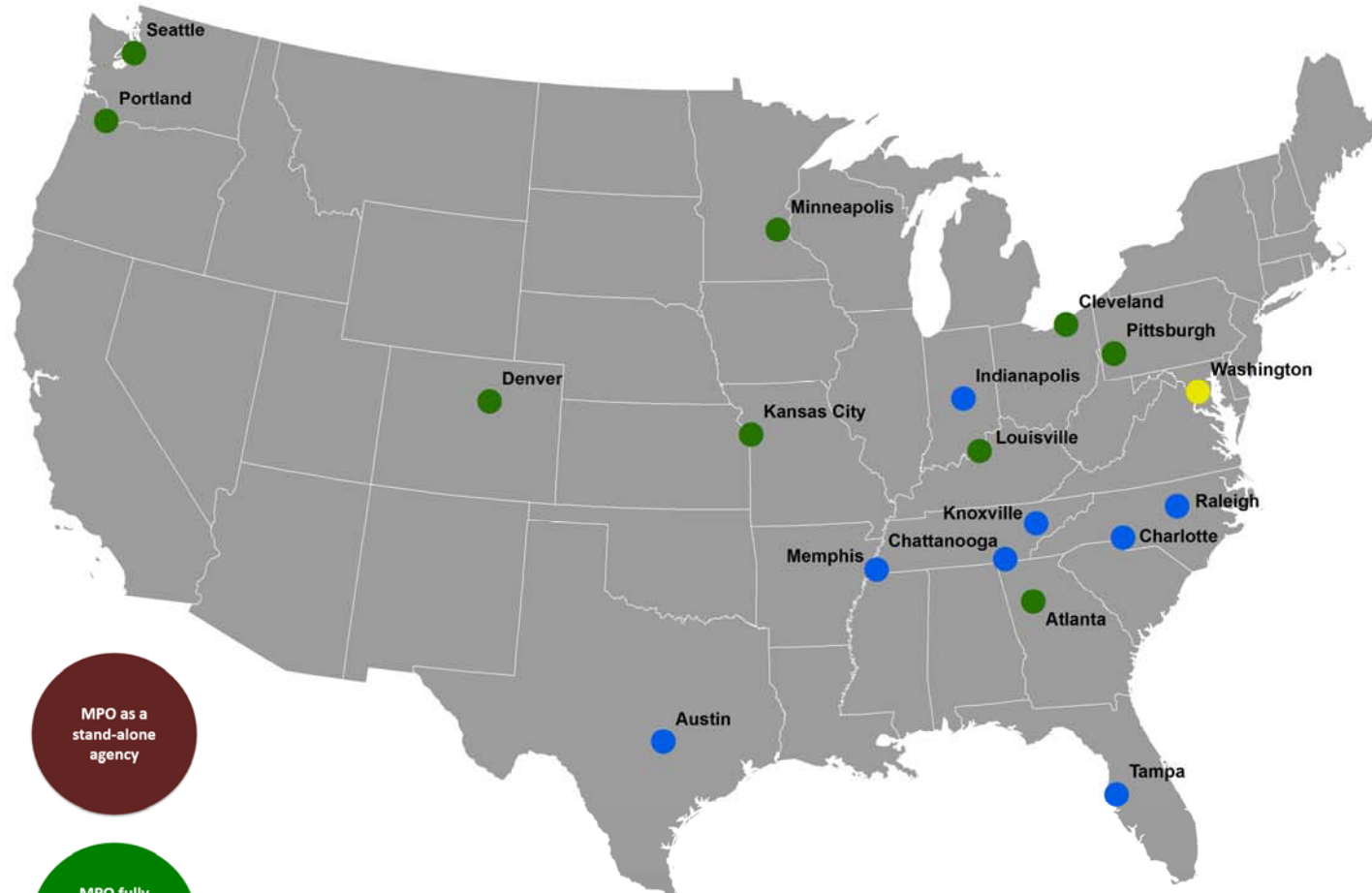
**MPO as a  
stand-alone  
agency**

**MPO program  
embedded  
within COG**

**MPO fully  
integrated into  
the structure  
of the COG**

# **MPO-COG Format Options**

# Peer Regions by Format



MPO program staffed by a local agency

MPO as a stand-alone agency

MPO program embedded within COG

MPO fully integrated into the structure of the COG



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# Scope of Work

Joint Committee Kickoff Meeting  
October 11, 2016

# Kickoff Phase – by Mid-October

- ➔ **Appoint Joint Committee**
- ➔ **Establish Study Partners & Process**
- ➔ **Review MOA and Scope of Work**
- ➔ **Identify Research Questions**

# Phase 1 – by November 1

- ➔ **Development FACT sheet on each relevant organization in Middle Tennessee**
- ➔ **Conduct detailed review of peer regions to include an examination of structure, services, staffing, funding, and pros/cons**

# Phase 2 – by December 1

- ➔ **Develop preferred list of regional activities/ membership services**
- ➔ **Identify preferred model for delivering those services**



# Phase 3 – by February 1

- ➔ **Identify barriers to implementation**
  - ➔ **Regulations, statutes, contract provisions**
  - ➔ **Financial capacity**
  - ➔ **HR/ admin issues**
- ➔ **Develop potential solutions to those barriers**
- ➔ **Finalize recommendations**

# Phase 4 – by February 17

➔ **Develop action plan and timeline to implement preferred model and recommendations**