

HANSFORD ECONOMIC
CONSULTING



REGIONAL GOVERNANCE MODELS

A Report Prepared For:

**TRUCKEE MEADOWS REGIONAL
PLANNING AGENCY**

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CONTACT INFORMATION

Regional Governance Models

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This report (HEC Project No. 60041) was prepared by Hansford Economic Consulting (HEC) for the Truckee Meadows Regional Planning Agency. This report was prepared to explore the many types of solutions and collaborations of local governments to address regional growth issues. This effort was undertaken to fulfill the Regional Planning Governing Board's desire to research different regional planning entity governance models.

The analyses, opinions, and findings contained within this report are based on primary data provided by responsible parties, as well as additional research documents available as of the date of this report. Updates to information obtained for this report could change or invalidate the findings contained herein. The contents of this report are based, in part, on data from secondary sources. While it is believed that these sources are accurate, this is not guaranteed.

This report should not be relied upon as sole input for decision-making; it should be utilized strictly for the purposes of the scope and objectives of the commissioned study. The report is not intended to address issues of regional equity, efficiency, or environmental sustainability. It is limited to the applicability of different governance structures for regional planning purposes in Washoe County and the wider region.

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SECTION 1: INTRODUCTION AND SUMMARY

INTRODUCTION

The Regional Planning Governing Board (RPGB) directed Truckee Meadows Regional Planning Agency (TMRPA) staff to contract with a consultant to research different regional planning entity governance models. This direction was based on the outcome of two workshops held in November 2006. The first workshop was held by the Regional Planning Commission (RPC) with a facilitator to discuss the strengths, weaknesses, opportunities and threats of the system of regional planning used by Washoe County, Reno, and Sparks. The second workshop held similar discussion among the planning directors of the three local governments and the Interim Director of TMRPA, and was also conducted by a facilitator.

The most prominent theme drawn from these two workshops is that the current regional planning program tends to focus on the details rather than the bigger picture, leading to more reactive than proactive regional planning and lack of energy to pursue a broader shared vision for the future of the Truckee Meadows. It was suggested that an alternate form of regional collaboration, or governance, might be appropriate in the long-term.

PURPOSE OF THE REPORT

This report explores the many types of solutions and collaborations of local governments to address regional growth issues to fulfill the RPGB's desire to research different regional planning entity governance models. It details the current regional planning efforts in Washoe County and presents options for evolving the program of regional planning in Washoe County as it relates to the structure of the TMRPA and its affected entities. Options presented are based on research and analysis of different governance models and their applicability to Washoe County. Note that in this report the terms 'regional planning agency' and 'regional planning entity' may be used interchangeably.

There is a tremendous volume of literature and debate on regionalism versus localism, the scope of regional planning, and the resulting impacts of regionalism. This report is not intended to address issues of equity, efficiency, or environmental sustainability. It is limited to the applicability of different governance structures for regional planning purposes in Washoe County and the wider region.

There is a long history of regional cooperation and stewardship for the Truckee Meadows region, where regional stewardship is, "a geographic area with common interests and needs in which people demonstrate careful and responsible management of that which is entrusted to their care."¹ This report explores options for the continuing stewardship of Washoe County and its wider region.

¹ Becky Morgan of the Morgan Family Foundation, quote from *The New California Dream, Regional Solutions for 21st Century Challenges*, Speaker's Commission on Regionalism, Final Report, January 2002.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

The great dilemma of regional approaches to governing is that they are considered the best hope of solving many problems facing communities but they are the least likely to be embraced.² Americans generally embrace regionalism when it promises material gains through improved service delivery or tax-reducing mergers, but reject it when it redistributes resources, promotes racial and class mixing, or jeopardizes local land use prerogatives.³

Nurturing and steering a regional planning program to the benefit of its residents, businesses and governments is as much a challenge in Washoe County as anywhere else in the United States. Regional planning is necessarily tailored to specific areas due to unique circumstances defining the need for regional collaborations. In many regions it is a complexity of multi-purpose and single-purpose planning agencies that together constitute a regional planning governance model. Some states have greater flexibility to meet their specific regional needs than others through the power of “home rule”.

This report describes a variety of ways to conduct regional planning on a scale of ‘easier to harder’ options. Currently regional planning is accomplished through the efforts of several multi and single-purpose agencies in Washoe County. Multi-purpose agencies are responsible for planning of several regional facilities or services, monitoring progress of plans, and coordination of other agency plans. Single purpose agencies address specific service needs (such as delivery of water) within Washoe County. The program of regional planning required by NRS 278.026 through 278.029 is accomplished by the Regional Plan and actions of the RPGB and RPC.

In the scope of work for this project it was anticipated that different regional governance models could reasonably be compared with Washoe County’s regional planning structure; however, it was found that there is no one set of rules for each model that can be used to guide change for the regional planning program in Washoe County. Research in this report concludes that there are essentially only two models, but many choices of structure, making comparison difficult. Voluntary and state-mandated regional planning agencies share many of the same functions, and use almost the same basket of tools to achieve their goals, with the exception that state-mandated organizations have greater enforcement power through conformance review requirements.

Two options for evolving regional planning in Washoe County are presented in Section 5 of the report. The options are based on whether TMRPA keeps or amends its existing legal

² Guide to Successful Local Government Collaboration in America’s Regions, a report from the National League of Cities’ CityFutures Program, co-sponsored by the Alliance for Regional Stewardship, 2006.

³ ‘Regionalism on Purpose’, by Kathryn A. Foster, 2001, published by the Lincoln Institute of Land Policy.

framework, or repeals NRS 278.026 through 278.029 in favor of creating a new regional planning program. Each option has the potential to incorporate different choices. To illustrate what sorts of choices may be made under each option, examples are provided. The examples are intended to be thought provoking and should not be implied as recommendations for change.

The TMRPA could move towards the regional governance model used in Southern Nevada for regional planning in counties with population of 400,000 or more. A special act of legislation, the Southern Nevada Regional Planning Coalition Act, formed the Coalition Board, which has the authority to conduct comprehensive regional policy planning required by NRS 278.02507 through NRS 278.02598. The TMRPA could function in much the same way as the Southern Nevada Regional Planning Coalition (SNRPC) without a special act of legislation, by amending NRS 278.026 through 278.029. Key required amendments to the statutes to move the TMRPA towards the SNRPC governance structure is provided in Section 5.

The review of required changes to the Nevada statutes to implement choices provided in this report is only cursory. Legal advice should be sought for thorough analysis of necessary changes to implement desired changes.

Through literature review and the analysis of case studies presented in the body of this report, the following major findings and recommendations are presented:

Regionalism is a fluid and evolving concept

Regionalism is constantly being rethought, reshaped, and new efforts applied. There is not one regional planning structure that fits all. Every region (or community)'s success through collaborative efforts is based on the unique circumstances defining that region.

Regional planning and collaborative efforts in Washoe County should continue to evolve based on current needs, regardless of the governance structure.

There is no ideal form for a regional planning agency

It is critical that form follow function. If regional planning in Washoe County is to be restructured, it must be because of strong desire to change the functions of TMRPA.

A thorough assessment needs to be conducted before launching into a new form of regional governance, or even modifying the current state regional planning requirements. This assessment should follow a step-by-step approach with stakeholder engagement to define the issues, and survey the public to determine appropriate solutions.

There are many variations of two models to conduct regional planning

The most comparable regional planning entity governance models to TMRPA are other state-mandated regional planning agencies/commissions/districts and voluntary organizations of memberships (regional councils/council of governments).

Continuation of the program of regional planning may be achieved either by staying within the existing legal framework of mandatory local government participation or by replacing the TMRPA with a voluntary organization of memberships, with a multitude of variations possible within each option.

The first step in facilitating change is to build on existing relationships

There already exists extraordinary regional cooperation in Washoe County as evidenced by the numerous actions that have been undertaken through cooperative and interlocal agreements.

Regardless of how Washoe County regional planning morphs over time, change should be based on the strength of existing networks and relationships.

Maintain the Truckee Meadows Regional Plan

All the case study state mandated agencies require a guiding document(s) as a primary function of the agency. Many of the voluntary case study agencies also engage in visioning efforts to guide future growth. The Truckee Meadows Regional Plan is the guiding document shaping the physical growth of Washoe County. Its role must not be underestimated when considering altering the structure of the TMRPA, and indeed all regional planning in the area.

A modified or new regional planning agency should continue to use the Regional Plan as its framework for guiding growth in the region; modifications would be necessary if the agency became one of voluntary membership and/or conformance review eliminated.

There exists an appetite to expand regional planning beyond Washoe County

There appears to be growing movement to think regionally in Nevada generally, and in Washoe County particularly as a much larger region than the political boundary of Washoe County.

Investigation should be conducted into the possibility of extending regional planning collaboration beyond the Washoe County jurisdictional boundary.

ORGANIZATION OF THIS REPORT

The remainder of this report is organized as follows. The basis of regional planning – what it is and why it exists is provided as general background information in **Section 2**.

Research on different forms of regional collaboration and case studies of regional governance structures is presented in **Section 3**. **Section 4** discusses regional planning in Washoe County detailing the functions and duties of existing organizations acting in a regional capacity. Options for evolving regional planning in Washoe County are discussed in **Section 5**.

Appendices to this report include **Appendix A**, which features case studies of regional planning programs, and **Appendix B**, which is a list of reference material used in creating this report.

SECTION 2: THE BASIS FOR REGIONAL PLANNING

Why regional planning? Fundamentally, in a world of accelerated and complex change, only nimble and well-networked communities will thrive. With finite resources, basic economic, land use and infrastructure systems must be cost-effective and resource-efficient. Decision-making in the public and private sectors must be information-driven, strategic, collaborative, inclusive and rewarded for performance.⁴

Regional planning agencies exist for the purposes of:

- ◆ Coordinating plans for issues spanning jurisdictional boundaries,
- ◆ Coordinating the efforts among member governments to represent a unified voice for issues affecting the region (such as in legislation and State funding),
- ◆ Developing regional plans to guide, direct or coordinate local planning,
- ◆ Establishing communication channels between all area local governments,
- ◆ Providing a forum for discussion and resolution of intergovernmental issues,
- ◆ Providing technical assistance with a regional perspective to local governments.

Regions face a governance challenge. Unlike the local governments that together comprise a region, regions have no chief executive, no legislature, no constitution, or by-laws. Regional planning entities take on the challenge of identifying issues, setting a vision, determining a strategic plan, implementing plans and delivering services at the regional level. In response to this need, regional councils or some type of regional planning organization representing local governments operate in all states except Hawaii, Alaska, and Rhode Island, according to the National Association of Regional Councils. Regional councils are also used in Canada, Australia, New Zealand and several European countries.

BRIEF HISTORY OF REGIONAL PLANNING IN THE US

Regional planning as we know it began at the turn of the twentieth century in the Boston and Chicago metropolitan areas. In the 1920's major regional planning efforts in New York and Los Angeles began, and in 1928 the Ohio General Assembly enacted the first enabling legislation for regional planning commissions. In the 1930s federal support for regional, state, and interstate planning increased with massive efforts to stimulate the economy through the 'New Deal' programs. Hoover Dam construction and operation was a New Deal program having profound regional development impacts on the State of Nevada.

Regional planning mushroomed following World War II with federal and state governments encouraging formation of Regional Planning Councils and Councils of Government to coordinate federal grant programs. Milestones include the Housing Act of

⁴ The New California Dream, Regional Solutions for 21st Century Challenges, Speaker's Commission on Regionalism, Final Report, January 2002.

1954 and the Highway-Aid Act of 1962 providing financial support for regional development needs. The Federal-Aid Highway Act of 1962 required long-range transportation plans in urban areas with populations greater than 50,000 in order to receive funding for transportation projects.

During the 1960s and 1970's federal laws continued to push for creation of regional planning entities for economic development and environmental management, but in the 1980's federal support for regional planning and coordination was suddenly reversed. The only major federally-funded regional program to survive has been the transportation program. The Intermodal Surface Transportation Efficiency Act (ISTEA), and its successor, the Transportation Equity Act for the 21st Century (TEA-21) have shifted the focus from developing a transportation system based on moving vehicles from one place to another to a process to facilitate access for people and the movement of goods consistent with desired land-use patterns.⁵

Although federal support for regional efforts have declined dramatically, public sentiment for regional solutions have grown as regional issues impact residents' lives with increasing frequency. New forms of regional planning through collaborative efforts, many of them stemming from the civic sector, are now being experimented with across the US.

Despite the recognition that regional solutions are imperative, voters have continued to resist proposals for regional actions that would diminish the independence of their local governments. As a result, most urban regions now lack effective metropolitan governance mechanisms capable of hatching and implementing regional development strategies. Local governments' tight control over many regional councils often hobbles efforts to initiate regional programs to guide growth or in current terms, to "grow smarter".⁶

DEFINING THE 'REGION'

A region may be a combination of multiple counties or be comprised of pieces or subdivisions of counties and cities. A region is an all-inclusive place, sharing common and collective interests. Place-based decision-making requires that a region be identified and conformed to the interests involved in each issue.⁷

A region may express a geographic area based on any one of, or combination of, criteria. The most common of these criteria are briefly described below.

⁵ Growing SmartSM Legislative Guidebook, 2002 Edition, Chapter 6.

⁶ 'Exploring ad hoc regionalism', by Douglas R. Porter and Allan D. Wallis, 2002, published by the Lincoln Institute of Land Policy.

⁷ Regions Working Together for a Better California, 2003 California Center for Regional Leadership.

Political Geography

This criterion is based on jurisdiction boundaries such as counties. State mandated planning agencies typically define the region based on political geography. A planning or development district may span more than one county but is still usually described by its jurisdictional boundaries. The TMRPA geographic area is based on political geography.

Resources / Biological

This criterion is determined by geographic and/or environmental factors (mountain ranges, desert basins and watersheds, for example). State mandated planning agencies may focus on resources or biological areas when those areas are significant for historic, cultural, way-of-life, and economic reasons. Examples of resource-based regional planning entities include:

- ◆ Cape Cod Commission in Massachusetts

- ◆ Tahoe Regional Planning Agency (California-Nevada compact).

Economic

Economic regions are characterized by the interdependency of labor markets and trade flows. Economic development districts provide one avenue to address economic concerns. Local examples include:

- ◆ Western Nevada Economic Development District (WNDD), (covering Storey County, Carson City, Douglas, Lyon, Mineral, Churchill and Pershing counties), which is the only economic development district in Nevada, formed by cooperative agreement. WNDD's primary concern and first priority is to diversify the economic and tax base of the seven-county region. WNDD's on-going policy is one whereby local decision making and grassroots participation affords area residents the opportunity to direct their own futures.⁸

- ◆ Sierra Economic Development District, a council of governments incorporating El Dorado, Placer, Nevada and Sierra counties in California. The SEDD's mission is to, "alleviate unemployment and underemployment by expanding industrial resource and small business development while preserving the quality of life in the Sierra Nevada foothills."⁹

Cultural

This criteria recognizes the need for regional preservation and enhancement of similar arts, literature and social norms (Louisiana Bayou for instance).

⁸ WNDD's website.

⁹ SEDD website.

Business / Marketing

Business / marketing regional efforts tend to be founded by private interests, but often have public agency participation. These regional efforts are based on competitive advantage and media reach. Examples include:

- ◆ the Silicon Valley Joint Venture (Santa Clara Valley in California), which was formed in 1992 to address an economic slowdown and concern that the area would lose its high-tech edge, and more locally,
- ◆ the Economic Development Authority of Western Nevada (EDAWN), a private-public partnership originally formed to promote Washoe County as a great place to do business with a mission to recruit and expand quality companies that have a positive economic impact on the quality of life in the western Nevada region.¹⁰

EDAWN has recognized the interdependence of Washoe County and its surrounding counties, and joined forces with the Northern Nevada Development Authority (NNDA) to launch ‘Reno Can Do’ – a branding and marketing effort to pool the resources of a larger area.

Service – delivery of services such as water and wastewater

Regional collaborative efforts for services are enabled by state legislation. A local example of this is the Truckee Meadows Water Authority (TMWA), a single purpose regional entity managed by Cooperative Act of Washoe County and the Cities of Reno and Sparks.

Metropolitan

A readily identifiable region is one we think of as ‘metropolitan’ which is an urbanized territory with a nucleus and adjacent areas with high economic and social integration

ROLE AND FUNCTIONS OF REGIONAL PLANNING AGENCIES

The role of the regional planning agency may be to provide any or all of the following:

- a) Be a **Regional Steward** - “By stewardship we mean taking responsibility for the future of the region, based on the principle of sustainability: meet the needs of the present without compromising the ability of future generations to meet their own needs”¹¹
- b) Provide a **Forum** – for exchange of ideas among area leaders, discussion and communication to forge consensus on policies and programs of regional significance,

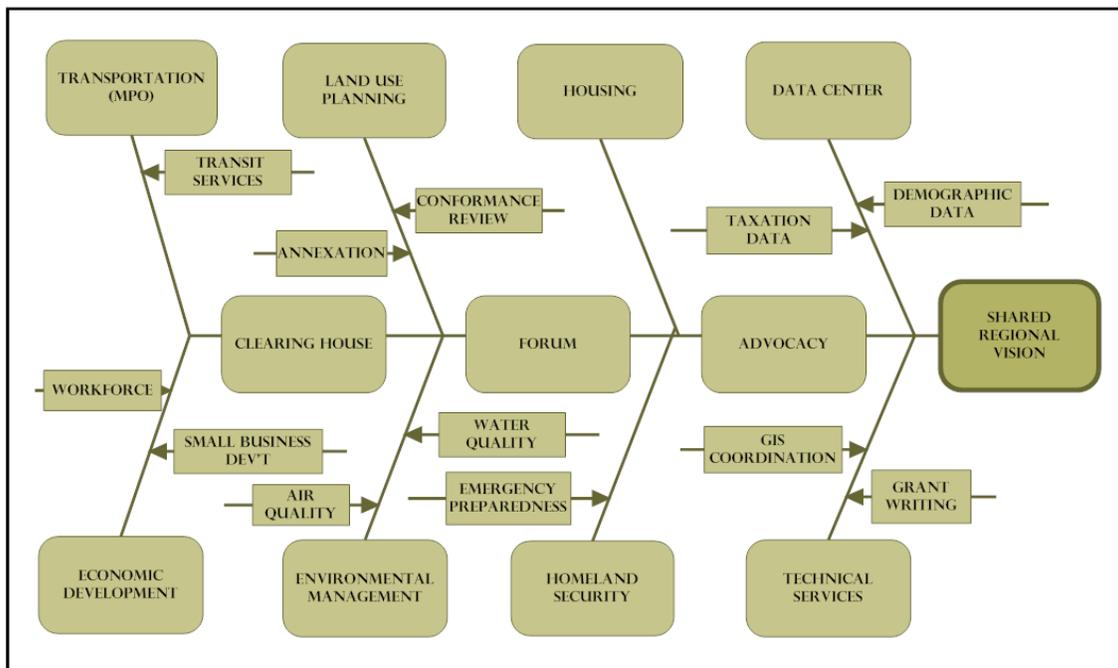
¹⁰ EDAWN website.

¹¹ Regions Working Together for a Better California, 2003 California Center for Regional Leadership.

- c) Enact **Advocacy** – to be a collective voice for the region, especially important for leveraging State and Federal funds; also raising public awareness / education, and
- d) Provide a **Clearinghouse** – to maintain an inventory of the region’s community facilities and utilities that may be used as information for grants, regulations, legislation and rule making.

The ultimate role that a regional planning agency takes is determined by its powers and duties. A regional planning agency could address any particular need of the region through coordination of, and sometimes provision of regional services. **Figure 1** shows how a regional planning agency works towards its members’ shared regional vision. A regional planning agency may only provide one of the functions shown in **Figure 1**, or it may do all of these and more. Exact powers and duties of a regional planning agency are determined by state and local governments through the specific state statutes creating the regional planning agency. Descriptions of more typical functions of regional planning agencies are given below.

Figure 1: Example Functions of Regional Planning Agencies



Land Use and Planning

Regional planning agencies prepare and adopt plans for the region, coordinate its planning activities with those of state agencies, local governments, special districts, and private and civic organizations in the region. Regional planning agency staff may also assist in development of local master plans and other plans.

A regional planning agency may review, comment on, and find in conformance with a regional plan, master plans and facilities plans of its member agencies and affected entities. A regional planning agency may also have authority to review projects having regional impact. Legislation may give the authority for review of such projects (preferably in pre-engineering or early design stages), as submitted by the local government in which the project is taking place.

Planning and Design Review

In addition to land use planning coordination, some regional planning agencies are concerned with individual project planning and design review to ensure consistency in achieving a goal, such as blending man-made structures with the natural environment.

Transportation

Most regional planning agencies engaged in transportation planning do so because they are the designated Metropolitan Planning Organization (MPO) for transportation under the Federal Highway Act of 1962. Other regional planning agencies may provide administrative support for MPOs. Required elements of an MPO include a long-range transportation plan, a unified planning work program, and a three year transportation improvement program. In addition, the MPO must develop a public participation plan and provide opportunities for citizen review and comment before final adoption of any of the three planning documents.

Economic Development

Some regional planning agencies are also federally designated Economic Development Districts. Economic development services may include workforce development, small business assistance and loan programs for example.

Housing and Area Aging Agencies

Some regional planning agencies also function as housing and aging agencies that qualify for federal and state funding.

Regional planning agencies may serve as an advocate on behalf of older persons, plan for the needs of elderly persons and provide services to meet those needs. Funding for these services from federal, state, local, and private sources are administered by the regional planning agency. Some regional planning agencies will provide more advanced services such as assisting unemployed persons 55 and over to revitalize their job skills.

In addition to administering federal funds that can increase or improve the stock of housing in a region, some regional planning agencies play a proactive role to increase the amount of affordable housing in a region. Housing needs assessments may be conducted, and based upon such assessments the member agencies may agree to implement actions using tools such as a compact, administered by regional planning agency staff. For example, the

compact may say that planning member communities will contribute to the region's affordable housing goal, based on their population.

Administer Funding Programs

A regional planning agency may coordinate programs with federal government, state government and administer grant-in-aid programs and other sources of revenue delegated or assigned to the regional planning agency by statute, executive order, or administrative rule.

Cooperative Purchasing

A regional planning agency may be the vehicle for joint bidding to lower costs of purchase contracts. Cooperative purchasing can also lower administrative costs, promote interchange of information on purchasing problems, and advance purchasing professionalism through the exchange of ideas and experiences.

Training and Research

Regional planning agencies may undertake special studies for their Board of Directors and members. They may also provide research and analysis and develop policy positions based on that work.

Education and Training

Education programs may be aimed at increasing the knowledge of members of the agency, such as the Executive Committee / Board of Directors, or encouraging regional leadership through outreach programs to the public and school system. Coupled with educational efforts are outreach programs to encourage public participation in the regional planning program.

Homeland Security and Emergency Preparedness

A regional planning agency may be the appropriate government body to plan for or coordinate plans for natural disasters and other emergencies, as well as post-emergency recovery and redevelopment. It may also be the appropriate regional government to apply for Department of Homeland Security grants. The Department of Homeland Security emphasizes the importance of multi-organizational relationships, coordination, and collaboration such as regional approaches to homeland security preparedness, response, and recovery.

Environmental Management

During the 1960s and 1970s many regional planning entities responded to federal initiatives on environmental management. Under Circular A-95, promulgated by the U.S. Office of Management and Budget, regional agencies received authority to review applications for federal assistance for compliance with regional and local plans. In addition, regional agencies began to prepare regional water quality management plans under Section 208 of the federal Clean Water Act of 1972.

Technical Services

Technical and support services often include coordination of regional GIS programs, provision of aerial photographs, base maps, and special studies. Areas of assistance include strategic planning and group facilitation, technology and telecommunications, grant writing and administration, and dissemination of statistical data and information.

Data Center

A data center includes socioeconomic and other data such as Census information, population and employment projections, department of taxation or finance information, and other tools necessary for long-term planning. Agency members must be in agreement as to which sources of data are most relevant for the region, and all be in agreement to use them.

SECTION 3: REGIONAL PLANNING GOVERNANCE STRUCTURES

Local government collaboration is the vehicle to reaching a goal; one of building a healthy, vibrant community that is economically competitive. In his 2004 State of the City address, Denver Mayor John Hickenlooper said, “Success will depend on building innovative partnerships based on the understanding that the future prosperity of each of our communities is inherently linked.”

Successful collaborations have four major outcomes; they:¹²

1. Achieve tangible results,
2. Generate new processes that lead to solutions (where traditional approaches have failed),
3. Empower residents and groups, and
4. Fundamentally change the way communities deal with complex issues.

This section of the report identifies many forms of regional collaboration and tools used by regional planning agencies striving to reach these outcomes.

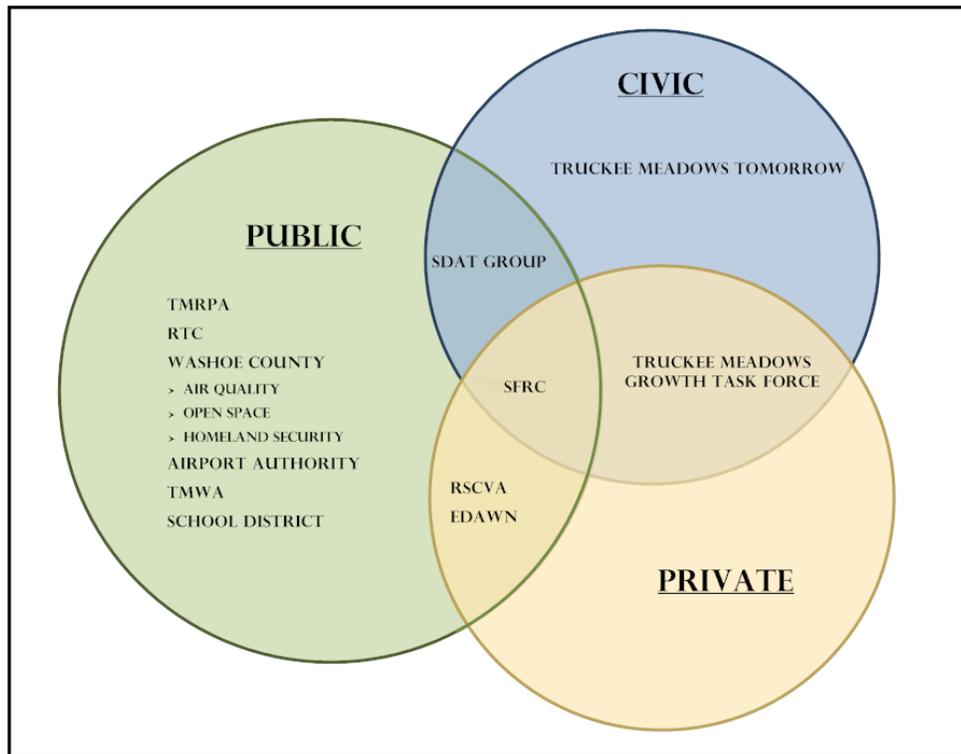
FORMS OF REGIONAL GOVERNANCE

Across the US there are many regional movements responding to the challenges of urban growth – ranging from threats of environmental degradation and sprawl, to social and fiscal disparity, to economic transformation and globalization – but regions in the US largely lack governance capacity to formulate and execute plans to respond to these challenges. Some areas are relying on augmenting existing government institutions (such as Councils of Government), and others are comprised of interest groups from multiple sectors (public, private and non-profit) networking. This latter form of regional governance is relatively new and is termed ‘ad hoc’ governance.¹³ The Venn diagram in **Figure 2** illustrates leadership groups that can instigate a regional approach to an issue.

The green circle represents the public sector. Public sector regional planning may be state-mandated or voluntary. State-mandated regional planning agencies are those created by special act of legislature. Examples include the TMRPA by State legislation and Tahoe Regional Planning Agency (TRPA) by a Congressionally Ratified Interstate Compact. Voluntary examples include councils of government, regional planning commissions, and informal cooperative organizations, such as the Sacramento Regional Council of Governments (SACOG), that are formed through enabling legislation.

¹² Chrislip, David D. and Carl E. Larson, 1994. *Collaborative Leadership: How Residents and Civic Leaders Can Make a Difference.*, San Francisco, CA: Jossey-Bass, Inc.

¹³ ‘Exploring ad hoc regionalism’, by Douglas R. Porter and Allan D. Wallis, 2002, published by the Lincoln Institute of Land Policy.

Figure 2: Regional Collaborative Efforts

The blue circle represents the civic sector. Civic sector regionalism is often characterized by concern about quality of life. A local example of this is Truckee Meadows Tomorrow.

The beige circle represents the private sector, essentially the business sector, which seeks to promote regional activities to capitalize on the strengths of a region to attract and retain businesses.

The public sector has overlapping areas with the private and civic sectors. One of these areas represents a regional collaboration in which civic members and the public sector join together to plan for regional assets. A local example of this is the American Institute of Architects steering committee (SDAT group). The SDAT group, which is in the early stages of creating a formal body is a network of professional groups and public entities which defines the region as the Northern Nevada Region, including Reno, Tahoe, Truckee, and the surrounding area.

The overlap area between the public and private sectors represents regional collaborations that may be instigated by either the public or private sector but will engage both to meet a perceived critical need. These types of regional organizations are typically only in existence until the goal has been met or the issue is no longer relevant. A local example is the Economic Development Authority of Western Nevada (EDAWN).

An overlap between the private and civic sectors represents regional collaborations that are formed either out of private business needs that solicits the input of civic movement to attain their goal, or vice-versa. Locally, the Truckee Meadows Growth Task Force brings together citizens and businesses to provide recommendations to the local governments.

In the middle of the diagram is the overlap area of all three sectors (green, blue, and beige circles). Based on informal networks and focused on targeted problem-solving, this new form of governance engages the public, business, community and civic sectors to advance the economy, environment, and social equity. This type of regional governance is referred to as ‘ad hoc’ governance, or ‘collaborative regional governance.’ A local example is the Sierra Front Recreation Coalition (SFRC), formed in 2000 by a memorandum of understanding between thirty organizations and agencies in California and Nevada. The SFRC is a 501 (c) 3 nonprofit whose activities are steered by a Board of Directors and a paid staff person.¹⁴

State-mandated regional planning bodies tend to stay within the green portion of the public circle. Voluntary bodies such as COGs occasionally engage in the overlap areas of the public circle.

PUBLIC SECTOR REGIONAL PLANNING STRUCTURES AND TOOLS

In 2006 the Alliance for Regional Stewardship published the report “Guide to Successful Local Government Collaboration in America’s Regions”. In this report’s opening paragraph it states: “Many public and private sector leaders would like to explore the pros and cons of various ways to govern and deliver services through intergovernmental or regional arrangements, but they do not have an easy guide to the options, or examples of communities that have tried them.” The report was written to provide such a guide and drew upon David Walker’s “17 Dwarfs”, 17 intergovernmental approaches that Walker identified in 1987¹⁵ as its framework. Of these 17 approaches, only the ones with best applicability to Washoe County were selected for this report.

In total, 9 approaches are presented on an easier to harder scale as depicted in **Figure 3**. Each of these approaches is described here. Case studies for several of these are presented in **Appendix A** of this report.

1. Informal Cooperation

This approach involves government jurisdictions offering reciprocal actions to each other, and is typically used by neighboring governments. The jurisdictions may add private and/or nonprofit partners to address certain issues from time to time. It has been observed

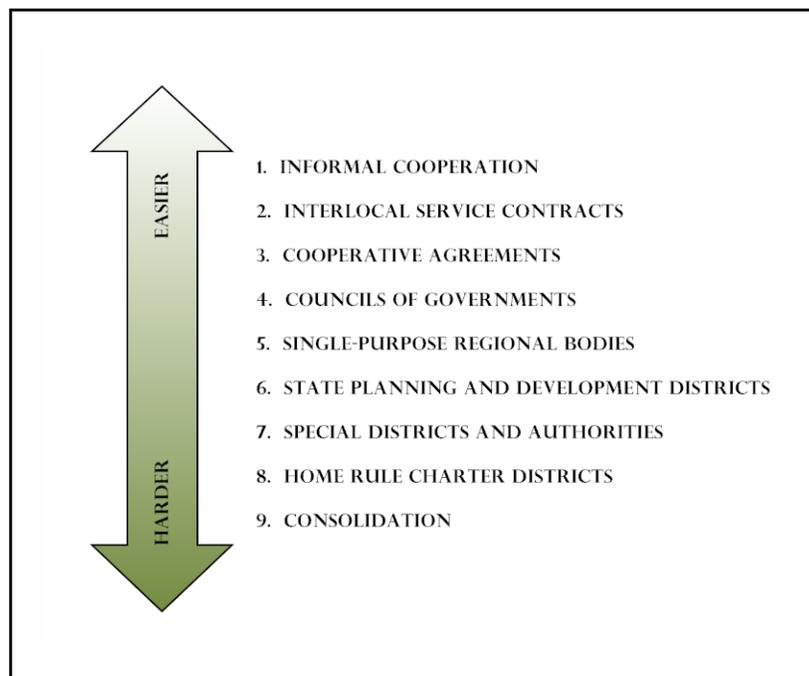
¹⁴ www.sierrafront.org

¹⁵ David Walker, 1987 “Snow White and the 17 Dwarfs: From Metro Cooperation to Governance”, National Civic Review, Vol. 76, Issue 1.

that cooperation on intercommunity problem-solving can lead to intercommunity governance.¹⁶

The Denver Metro Mayors Caucus is an example of a successful cooperative alliance. The key to its success has been the commitment to consensus, finding solutions that reflect the needs and values of each member. The success of this alliance has led to its duplication in Oklahoma City, Chicago, Albuquerque, and Boston.

Figure 3: Approaches to Regional Collaboration



Positive Features

- ◆ Ability to respond to specific area needs quickly
- ◆ Can accomplish local jurisdiction goals without complex laws

Negative Features

- ◆ May be difficult to sustain over time
- ◆ Susceptible to shifts in politics, individual leaders, and resources
- ◆ Will only be successful provided consensus can be reached
- ◆ May exclude key regional service providers

See **Case Study A.1** – “Denver Metro Mayors Caucus”

¹⁶ Dodge, William R. 1996. “Regional Excellence”. Washington, D.S. National League of Cities.

2. Interlocal service contracts

These agreements are used to handle specific servicing responsibilities. The service contracts are voluntary but formal. In Nevada, NRS 277.180 decrees,

“Any one or more public agencies may contract with any one or more other public agencies to perform any governmental service, activity or undertaking which any of the public agencies entering into the contract is authorized by law to perform.”

The State of Nevada may also be party to such an agreement. The structure of interlocal agreements varies widely since they are tailored to the service provision being agreed upon.

Positive Features

- ◆ Often conducted to capitalize on cost efficiencies as well as operational efficiencies.
- ◆ Provides a formal agreement that can be executed within the existing government structures.

Negative Features

- ◆ Determining and distributing costs and services equitably among the participants may be contentious
- ◆ The agreement must be clearly stated to avoid misinterpretation.
- ◆ Each party must gain some benefit from the transaction
- ◆ Issue-oriented approach rather than a comprehensive approach to regional issues.

3. Cooperative Agreements / Joint Powers Agreements

Also termed joint powers agreements in some states, cooperative agreements are agreements between two or more local governments to provide shared planning, financing, and service delivery to residents of all involved jurisdictions, with all jurisdictions in the agreement receiving the same services from the same provider. Cooperative agreements may be used for planning purposes and / or delivering services.

In Nevada, Chapter 277 of the NRS provides for creation of public entities through cooperative agreements. Examples include the TMWA, formed in 2001 for delivery of water, and the Central Nevada Regional Water Authority, formed to engage members in responsible water resource management in the Central Nevada hydrographic region. The Central Nevada Regional Water Authority is an example of a regional forum created to prepare local governments and communities in central and eastern Nevada for sound water-

resource decisions that promote prosperous economies and strong civic institutions in a healthy natural environment.¹⁷

Positive Features

- ◆ Can provide a cost-effective solution to shared problems through a formal agreement.
- ◆ Can provide regional synergy.
- ◆ May provide greater citizen input to delivery of a service.

Negative Features

- ◆ As with interlocal service contracts, each signatory must perceive benefit from the agreement.

4. Regional Councils / Councils of Government

A regional council is a multi-service entity with state and locally-defined boundaries that delivers a variety of federal, state and local programs while continuing its function as a planning organization, technical assistance provider and “visionary” to its member local governments. As such, they are accountable to local units of government and effective partners for state and federal governments.¹⁸

COGs provide clearinghouse functions and assume some specialized regional planning roles as well. Rural COGs tend to provide more direct services and urban COGs tend to develop and propel regional dialogues and initiatives. In some states, COGs may also act as the MPO distributing federal funding for transportation projects.

Membership in COGs is voluntary and participation involves no transfer of authority. Voting systems may be simple or complicated. In the 1970’s the U.S. Advisory Commission on Intergovernmental Relations proposed that regional agencies have the option of allowing proportionate-population weighted voting in certain issues, particularly for actions affecting finances and operations of constituent local governments. Examples of COGs with weighted voting based on jurisdiction’s proportion to the total regional population include the Puget Sound Regional Council, the Denver Regional Council of Governments, and the San Diego Association of Governments. Weighted voting may also be applicable in state-mandated regional governance models (as TMRPA has).

COGs do not develop regional plans that jurisdictions must comply with because they are voluntary organizations but they do produce regional plans that may be used as a guide for development in member jurisdictions. Members are encouraged to follow principles laid

¹⁷ Stated mission, described in the Central Nevada Regional Water Authority News Release, September 21, 2006.

¹⁸ National Association of Regional Councils.

out in the regional plan, and in some cases members may agree to a compact to implement those principles. Regional Blueprint Planning (RBP) is currently underway in fourteen of the eighteen Metropolitan Planning Organizations within California. RBP is a process for conducting comprehensive scenario planning to accommodate future growth, reduce sprawl and to develop better equity-based land use and transportation patterns.¹⁹ Other examples include Envision Utah and Wasatch Choices 2040 in Utah.

Positive Features

- ◆ Since membership is voluntary, issues tackled tend to be those that are most likely to achieve consensus.
- ◆ Acceptability to local political leaders since no change in government structure is necessary.
- ◆ Provides a forum for local governments to work through conflicts and reach consensus with no transfer of power.
- ◆ Flexible and adaptable to evolving needs of the region.

Negative Features

- ◆ Most COGs have little implementation authority. The very thing that makes them appear successful (achieving solutions on items with consensus) can also be their downfall. Since implementation is dependent on local jurisdiction participation, difficult issues will be side-stepped.
- ◆ There is no guarantee members will effect items of consensus.
- ◆ COGs typically are governed by elected officials yet it has been observed²⁰ that they tend to focus on local governments as their constituents, rather than the residents of the region.

See *Case Study A.2 – Sacramento Area Council of Governments, CA*
Case Study A.3 – Grays Harbor Council of Governments, WA
Case Study A.4 – Pima Association of Governments, AZ
Case Study A.5 – Wasatch Front Regional Council, UT

5. Federal and State Created Single-purpose Regional Bodies

Federally created single-purpose regional bodies were originally created to administer federal programs on poverty, aging, health systems planning, water quality and air quality, and transportation planning and funding. Many of these programs no longer have federal funding support, and in some states the State government has continued to provide some revenues to continue the programs.

¹⁹ 2006 Regional Growth Dialogues, California Center for Regional Leadership.

²⁰ Guide to Successful Local Government Collaboration in America's Regions, a report from the National League of Cities' CityFutures Program, co-sponsored by the Alliance for Regional Stewardship, 2006.

Other bodies have been created by State legislature, such as the California Air Resources Board and States Water Resources Control Board. These boards are organized in districts throughout the State. The districts work with local planning organizations to enforce regional and state regulations.

Positive Features

- ◆ Relatively easy to establish.
- ◆ Usually provide a helpful and non-threatening planning role for a region.
- ◆ Supported by Federal and/or State funding which encourages participation.

Negative Features

- ◆ May be structured in a way that excludes certain parts of a region.
- ◆ Organized around a single issue which may discourage comprehensive planning approaches.
- ◆ Often lack adequate enforcement to achieve their goals.

6. State Planning Agencies / Commissions / Districts

Established during the late 1960s and 1970s, state planning agencies, commissions, and districts were originally a way to coordinate federal regional programs. Most state planning and development districts are similar to council of governments. Some are state-mandated and others are enabled by State legislation, and they take many forms.

Note: *The TMRPA falls under this category of regional government structure.*

See *Case Study A.6 – Southern Nevada Regional Planning Coalition, NV*

State planning and development districts offer an array of technical assistance and management services, solid waste management census information and population data, 911 mapping and addressing, geographic information systems, workforce development, and transportation planning. In Florida, membership by counties in regional councils is mandated by state, but municipal government membership is not required. In Georgia all local governments must be members of a regional planning agency. Georgia also provides funding support for the regional planning agencies (termed regional development centers). In Arizona and Louisiana, regional planning districts serve state-mandated functions. In Southern Nevada the Regional Planning Coalition (SNRPC) conducts comprehensive regional policy planning required by State statutes.

State-mandated regional planning agencies and state-enabled regional planning commissions and districts usually prepare a Region Plan that all other service providers must conform to. In addition, they often have a program for developments of regional importance or significance. This latter program is used by some states as a tool to coordinate regional

planning while keeping land use development control with the local government. The Developments of Regional Impact (DRI) program was created in Florida as the core of the State's growth management program. The program is controversial and considered by some as duplicitous of other permitting programs and comprehensive planning, over-regulating large developments but ignoring the cumulative, incremental impacts of developments which together are more likely to be under-funded and less sophisticatedly planned. As described by J. Van Rooy, "it is politically much less controversial and structurally easier to add an element of regional or state oversight, as utilized in the DRI program, than to actually change the power structure from the local government level to more regionally responsive governmental entity."²¹

Positive Features

- ◆ Provide a regional basis for planning and programming activities of state government.
- ◆ Encourage regional coordination of planning and programming undertaken by local governments.
- ◆ May require conformance to the Regional Plan.

Negative Features

- ◆ May be difficult to implement because of special authorizing legislation required at the state level.
- ◆ Appears threatening to local governments.
- ◆ Heavily dependent on leadership by elected officials.
- ◆ Focus on effects to local governments rather than the community.

See *Case Study A.7 – Cape Cod Commission, MS*
Case Study A.8 – South Florida Regional Planning Council, FL
Case Study A.9 – South Western Regional Planning Agency, CT
Case Study A.10 – Chattanooga-Hamilton County Regional Planning Agency, TN & GA

7. Special Districts and Authorities

Also known as single-purpose agencies, these bodies of government address single issues such as mass transit, pollution control, hospitals, airports, and water supply on a region or area-wide basis. The Truckee Meadows has several such agencies (see Section 4 of this report).

Single-purpose agencies typically have the same governing powers as cities and counties. They can enter into contracts, employ workers, and acquire real property through purchase

²¹ J. Van Rooy, "The Development of Regional Impact in Florida's Growth Management Scheme: The Changing Role in Regionalism", *Journal of Land Use* Vol. 19:2 Spring, 2004.

or eminent domain. They may have a variety of revenue-raising capabilities such as charges or fees for services and debt issuance. They can also sue and be sued.

Positive Features

- ◆ Effective regional institutions, particularly if they have the ability to issue bonds to finance capital projects and improvements.
- ◆ Financially self-sufficient.

Negative Features

- ◆ Since they are created by cooperative acts, their boundaries reflect inertia of the jurisdictions creating them which may result in less than optimal area coverage for allocation of resources.
- ◆ May face conflicts between the need to be accountable to their bond purchasers as well as the public and local governments that they serve.

8. Home Rule Charter Districts

Home rule charter districts establish a regional authority to perform many diverse functions related to planning and delivery of regional services while single-purpose districts (or local governments) continue to perform their specific functions.

This model can be similar to “two-tier consolidation” – see below.

In British Columbia, Canada, regional districts manage rural and urban affairs. Regional districts have three basic roles. They²²:

1. Provide regional governance and services, including a political forum for representation of residents and communities, and they act as a vehicle for advancing regional interests as a whole.
2. Provide a political and administrative framework for inter-municipal or sub-regional service partnerships.
3. For rural areas, they are the “local” government.

Positive Features

- ◆ New functions can be gradually added to the regional multipurpose district while local governments and special purpose districts retain their autonomy.
- ◆ Enhanced opportunity to integrate regional planning functions such as land use and transportation planning under one roof.

²² Primer on Regional Districts in British Columbia, British Columbia Ministry of Community Services, 2006.

Negative Features

- ◆ Political and statutory challenges make this a difficult form of regional governance to implement.

See *Case Study A.11 – The Metropolitan Service District, OR*
Case Study A.12 – Capital Regional District, BC, Canada

9. Consolidation

There are a number of approaches to region-wide government, reallocation of government powers and functions, and changes in the political and institutional make-up of a region. David Y. Miller concluded that more centralized government systems are better than decentralized ones in dealing with regional governance issues such as fiscal disparities between communities, social equity, and economic development²³; however, there is little evidence to support this²⁴.

Consolidation can take several forms. In a “one-tier” consolidation a single new government is responsible for all planning functions and service delivery in the area. This type of consolidation is very rare. One example is the Louisville-Jefferson County, KY consolidation in 2000. A new metro government merged the executive and legislative branches of Jefferson County and its largest city Louisville. Other incorporated cities in the County were unaffected. The former City of Louisville became an “urban services district” within the County. The consolidation was enabled by special state statute for the new entity.

“Two-tier” consolidation may be used to describe a region with two levels of government, one to provide local services and another to address regional issues. Under this structure the local governments retain their autonomy and identity while the regional government provides regional functions.

Positive Features

- ◆ Potential for greater efficiency and effectiveness in regional growth and service provision.
- ◆ Unified leadership and a more focused community agenda.
- ◆ Potential cost savings to residents from reduced government layers.
- ◆ Two-tier consolidation is appealing to regions with local jurisdictions that also benefit from many regional services.

²³ David Y. Miller, “The Regional Governing of Metropolitan America.”, 2002.

²⁴ ‘Regionalism on Purpose’, by Kathryn A. Foster, 2001, published by the Lincoln Institute of Land Policy.

Negative Features

- ◆ Major political challenge. Resistance from local elected officials and issues of equal representation and economic interests of minority residents.
- ◆ Requires referendum which may take many years to obtain as a result of extensive necessary public outreach.
- ◆ Time and energy to overcome the political challenges and public education efforts may be better spent implementing more doable forms of local government collaboration (such as series of interlocal agreements) that could achieve similar cost savings and efficiencies.

See Case Study A.13 – Miami-Dade County, FL

SECTION 4: REGIONAL PLANNING IN WASHOE COUNTY

BACKGROUND

Regional planning in Washoe County is accomplished through the activities of several planning agencies. **Figure 4** on page 27 depicts the roles of these planning agencies and their interdependencies. Coordinating overall growth management of the County is the TMRPA through the 2007 Regional Plan, and by the actions of the RPC and RPGB.

History of Land Use Planning in Washoe County

From 1947 until 1978 the regional planning commission (RPC) was funded by Reno, Sparks and Washoe County and its activities conducted by a director and the director's regional planning staff. This is the regional planning authorized by Nevada Statutes 278.030 through 278.130 today. Briefly, the legislation applies to counties with population of 99,000 or less, and, per NRS 278.130:

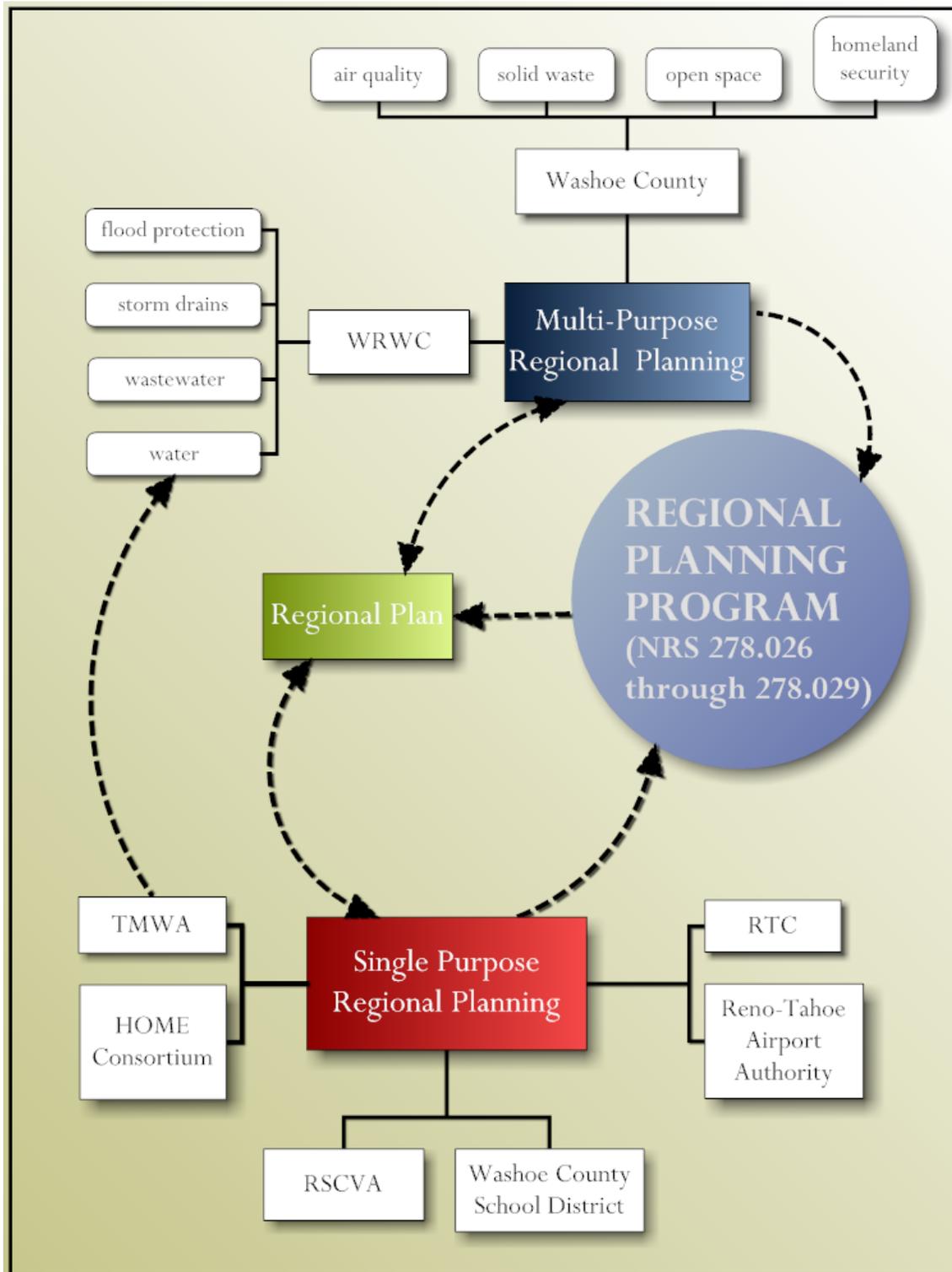
1. If the governing body of a city or county collaborates in the creation of a regional planning commission and does not create a separate city or county planning commission, the regional planning commission shall perform for the city or county all the duties and functions delegated to a city or county planning commission by the terms of NRS 278.010 to 278.630, inclusive.
2. If a regional planning commission has duties and functions pursuant to NRS 278.010 to 278.630, inclusive, which parallel the duties and functions of a city or county planning commission, the city or county planning commission has the responsibility for making decisions pertaining to planning which have a local effect, and the regional planning commission has the responsibility for making decisions pertaining to planning which have a regional or intergovernmental effect.

The RPC handled all land use issues for the three jurisdictions from master planning to project review until the City of Sparks created its own planning staff and planning commission in 1978. The RPC continued to handle all planning matters for the City of Reno and Washoe County²⁵.

With the withdrawal of the City of Sparks from the RPC, the Department of Regional Planning (DRP) was established. The purpose of the DRP was to coordinate the efforts of the RPC and Washoe Council of Governments (WCOG), the latter organization being responsible for regional activities primarily funded through federal resources, such as housing and water quality. Washoe County alone sponsored the activities of the DRP.

²⁵ The majority of this subsection 'History of Land Use Planning in Washoe County' was provided by Mike Harper, Washoe County Community Development Department.

Figure 4: Regional Planning in Washoe County



In 1981 the Regional Administrative Planning Agency (RAPA) was created with funding from Washoe County. The director of RAPA became the executive officer for a combined staff of former WCOG and RPC staff members. RAPA’s governing body included the mayors of the two cities, the chair of the Board of County Commissioners, the chair of WCOG and the chair of the RPC.

In 1982 the City of Reno formed its own planning department and planning commission taking jurisdictional authority for its planning matters. RAPA staff still served the WCOG and RPC but the RPC’s scope was effectively limited to Washoe County unincorporated planning matters (even though Reno and Sparks continued to appoint members to the RPC). In 1984 the Board of County Commissioners created its own planning commission and absorbed RAPA staff into the newly created Washoe County Comprehensive Planning Department. WCOG ceased to exist. In the 1984 -1989 time period Washoe County continued to house the regional plan, but the plan was a guide and had no powers of enforcement. In 1989 the TMRPA was created as the result of a collaborative process between Reno, Sparks, and Washoe County. Staff from the three agencies gathered information from existing regional planning agencies around the country at that time to craft NRS 278.026 through 278.029, an act of legislation that governs regional planning in Washoe County today.²⁶

WASHOE COUNTY REGIONAL PLANNING ORGANIZATIONS

Regional planning agencies in Washoe County can be categorized as either multipurpose or single purpose. Regional agencies are listed under these headings:

Multipurpose	Single Purpose
◆ Truckee Meadows Regional Planning Agency (land use, annexation, 208 water quality,	◆ Reno-Sparks Convention & Visitors Authority (convention and tourism business)
◆ Western Regional Water Commission (water, wastewater, storm drainage, flood control) [1]	◆ Regional Transportation Commission (ground transportation)
◆ Washoe County (air quality, solid waste, Truckee River flood control, open space, emergency operations/homeland security)	◆ HOME Consortium (affordable housing)
	◆ Reno-Tahoe Airport Authority (air transportation)
	◆ Washoe County School District (K-12 education)
	◆ Truckee Meadows Water Authority (water)

²⁶ Personal communication with John Hester, Director of Community Development, City of Reno, July 2007.

[1] In April 2008 the Western Regional Water Commission will replace the Washoe County Board of County Commissioners as the regional planner for water resources. The existing Regional Water Planning Commission will be replaced with the Northern Nevada Water Planning Commission, which will assume the responsibility of the preparation of a comprehensive water management plan for Washoe County.

Multipurpose Agencies

These agencies are responsible for planning of several regional facilities or services, monitoring progress of plans, and coordination of other agency plans.

Truckee Meadows Regional Planning Agency (TMRPA)

TMRPA was created by state legislation in 1989 as a result of the aforementioned events. Responsibilities include comprehensive planning with respect to population, conservation, land use and transportation, public facilities and services, annexation and intergovernmental coordination. TMRPA does not provide any specific services but directs the form and pattern of growth through the Regional Plan and conformance review of local government master plans, regional agency facility plans, and projects of regional significance. The Regional Plan includes all of Washoe County, except the portions within the drainage basin of Lake Tahoe, and tribal lands. TMRPA is the focus of this report and is described in greater detail under 'Authority and Functions of the TMRPA' in this section of the report.

Western Regional Water Commission (WRWC)

This regional body is not officially in existence until April 2008. Created by a special act of the 2007 legislative session, it is the successor to the Washoe County Board of Commissioners in preparing a comprehensive water management plan for the County (except for lands regulated by the Tahoe Regional Planning Compact, Indian reservations and colonies held in trust by the US, and land within the Gerlach General Improvement District). The WRWC will be governed by a Board of Trustees with responsibilities to develop a management plan for the supply of municipal and industrial water, quality of water, sanitary sewerage, treatment of sewage, drainage of storm water and control of floods, and to facilitate management and conservation of regional water supplies. The WRWC will also establish service territories for new water customers in the region after April 2008. Additional WRWC powers and duties, including provision of services may be determined through the execution of a cooperative agreement between the City of Reno, City of Sparks, Washoe County, Sun Valley GID, South Truckee Meadows GID, and TMWA, if such agreement is entered into before April 2008. A legislative committee will oversee the activities of the WRWC until July 2013.

Washoe County

The County is responsible for air quality compliance with federal standards, and solid waste management. In addition, the County adopted an open space plan in 1991 and manages regional open space and park assets through the Parks and Open Space Department. The County is also the lead agency for regional emergency operations and homeland security.

The Washoe County District Health Department Air Quality Management Division is required by federal and state law to monitor and collect ambient Air Quality Data for pollutants deemed to be harmful by the U.S. Environmental Protection Agency (EPA). The Washoe County District Health Department is governed by a seven-member, policy-making board comprised of representatives from Reno, Sparks, and Washoe County. The Reno City Council, Sparks City Council and Washoe County Board of Commissioners each appoint two members. These six members appoint the seventh member, who must be a physician licensed to practice medicine in Nevada.²⁷

Single Purpose Agencies

Single purpose agencies have been either created by state law or through enabling statutes to address specific service needs within the County.

Regional Transportation Commission (RTC)

The RTC was formed in July 1979 as a result of legislation approved by the Nevada Legislature, which consolidated the Regional Street and Highway Commission, the Regional Transit Commission and the Washoe County Area Transportation Study Policy Committee. The RTC is the MPO for Washoe County under the Transportation Equity Act for the 21st Century (TEA-21). The RTC plans and implements ground transportation in Washoe County.

Reno-Sparks Convention and Visitors Authority (RSCVA)

The Reno-Sparks Convention & Visitors Authority was established in 1959 as the Washoe County Fair and Recreation Board and later created as an independent body with an autonomous Board funded by a portion of County transient occupancy tax pursuant to State law. The RSCVA acts as a marketing organization for the county to promote convention and tourism business. The RSCVA also owns and operates several facilities designed to draw out-of-town visitors within the County.²⁸

Reno-Tahoe Airport Authority

The Reno-Tahoe Airport Authority was created by the State legislature in 1978 and took over control of Reno-Tahoe International and Reno-Stead airports in 1979. It is responsible for planning facilities and operating services at these airports.

Washoe County School District

By Nevada law, Washoe County School District is responsible to provide educational needs for the entire County, including Incline Village, Gerlach, Empire, and Wadsworth for children grades K-12.

²⁷ Information taken from the Washoe County website.

²⁸ Information from the RSCVA website.

HOME Consortium

The HOME Consortium is an example of a public body created specifically to obtain and distribute federal funds on a regional basis. Washoe County and the Cities of Reno and Sparks formed a consortium in 1994 by way of an interlocal agreement to receive HOME funds made available under the 1990 Cranston-Gonzales National Affordable Housing Act for acquisition, rehabilitation, new construction of affordable housing and tenant-based systems. Reno is the Lead Agency, administering the program through Reno's staff.

Truckee Meadows Water Authority (TMWA)

TMWA was formed in 2001 by cooperative agreement (NRS 277) to acquire the resources and assets, and operate the facilities owned by the water division of Sierra Pacific Power Company. TMWA delivers the majority of potable water within Washoe County, whether through its own system or other water purveyors' systems facilitated through wholesale agreements.

AUTHORITY AND FUNCTIONS OF THE TMRPA

The organization of TMRPA is explored in greater detail here.

The Regional Planning Governing Board (RPGB), the Regional Planning Commission (RPC), and the TMRPA's Director and staff comprise the TMRPA. The RPGB has ten members. The Washoe County Commission appoints three members (two of whom must reside in or represent the unincorporated area), the Reno City Council appoints four members and the Sparks City Council appoints three members. The RPGB elects a chairperson from among its members to a one-year term; the chair rotates among the three jurisdictions. The RPGB is responsible for regional planning policy issues and adopts the Regional Plan based on recommendations from the RPC.

The respective governing bodies appoint nine members to the RPC, including three each from the Reno, Sparks and Washoe County planning commissions. As with the RPGB, the RPC elects a chairperson from among its members to a one-year term; the chair rotates among the three jurisdictions. The RPC develops the Regional Plan and recommends it to the RPGB for adoption. The RPC also reviews the master plans of local governments and affected entities, as well as projects of regional significance, for conformance with the Regional Plan.

The primary mechanism for coordination of master plans within the region is conformance review. Local governments and other entities must develop master plans, facilities plans and other similar plans that conform with the Truckee Meadows Regional Plan. Once prepared, entities submit them to the RPC for a review of conformance.²⁹

²⁹ TMRPA Fact Sheet, January 2005.

CASE STUDIES

In Section 3 of this report several different approaches to regional collaboration were presented. Regional governance may incorporate the combination of several of these approaches. In practice metropolitan regions often determine governance arrangements on a function by function basis, which yields a variety of multi-tiered models. Metropolitan areas relying on regional multipurpose entities are rare. Far more common are regions with complex network of local governments, limited-purpose regional authorities, and private, civic and nonprofit organizations participating in metropolitan governance simultaneously.³⁰ Since regional governance varies from region to region depending on the unique circumstances and regional planning needs of each region, it is difficult to compare regional governance structures by region.

This section of the report compares some similarities and differences of regional planning entities, which may only provide a portion of the regional planning and services needs of a region. The entities are generally grouped into two categories: voluntary and mandated, and their similarities and differences are explored through case studies.

VOLUNTARY

Informal Group

The Denver Metro Mayors Caucus - mayors of cities from multiple counties with a formal agreement to address regional growth management.

Formal Group

Grays Harbor Council of Governments – single county

Pima Association of Governments – single county

Sacramento Area Council of Governments – multi-county

South Western Regional Planning Agency – multi-county

Chattanooga-Hamilton County Regional Planning Agency – multi and bi-state

MANDATED (State legislated)

Created by Special Act

Southern Nevada Planning Coalition – single county

Cape Cod Commission – single county with home rule charter

The Metropolitan Service District – multi-county with home rule charter

Miami-Dade County – single county with home rule charter

Regional Planning Districts (part of State network)

Wasatch Front Regional Council – multi-county

South Florida Regional Planning Council – multi-county

Capital Regional District in British Columbia – multi-municipality

³⁰ 'Regionalism on Purpose', by Kathryn A. Foster, 2001, published by the Lincoln Institute of Land Policy.

COMPARISON OF TMRPA AND CASE STUDIES

The Growing SmartSM Legislative Guidebook, 2002 Edition separates four categories of duties and powers of regional planning entities: (1) planning, information-gathering, and forecasting; (2) administration, education, and training; (3) implementation; and (4) service provision. Major similarities and differences between the powers and duties of TMRPA and the case studies are compared here. Detail of each case study is presented in **Appendix A**.

Figure 5 on page 35 is a matrix comparing functions (duties) of the TMRPA and selected case studies. The matrix shows whether the organization is voluntary or state-mandated, and the functions (duties) and services provided by each. One difficulty in comparing these case studies is that some regional planning agencies use the terms ‘functions’ and ‘services’ interchangeably. Note that the matrix lists major functions of regional planning agencies and does not provide an exhaustive comparison of all functions. Examples of functions under the column ‘Other’ include legislative actions, preparation of regional housing strategies, emergency preparedness and homeland security, natural resources protection, cultural and historical preservation strategies,

In comparison to the selected case studies, the TMRPA performs relatively few functions. In part this is due to the varying service size (population) of the different agencies; however, the smallest agency of the case studies serving under 100,000 people, Grays Harbor Council of Governments in WA not only is a land use and transportation regional planning agency, it also provides technical services to its members, provides a data center, and conducts special studies and management plans for natural resources.

The majority of regional planning agencies creates and maintains a Regional Plan to direct orderly growth. Those agencies that do not specify creation of a Regional Plan in their constitution, by-law or other governing document often conduct visioning or blueprint exercises, the result of which may be an agreement, or compact, between its member to strive to achieve the desired outcomes of the visioning efforts.

The range and sophistication of functions become greater with increased authority. The home rule charter case studies (Cape Cod Commission, The Metropolitan District and Miami-Dade County) provide the greatest range of services of the case studies.

Multi-county regional planning agencies do not necessarily engage in more functions and services than single-county agencies. The range of duties depends on the needs of the region however that region is defined geographically. All of the multi-county and all of the single county selected case studies combine land use and transportation planning. Although they are all engaged in transportation planning, not all of these agencies are MPOs. The South Florida Regional Planning Council for example works with the region’s MPOs, Florida Department of Transportation, and other bodies to ensure that transportation improvements and initiatives are supportive of the Strategic Regional Policy Plan. The

Southern Nevada Regional Planning Coalition (SNRPC) provides a similar role for transportation.

Some states provide financial support to regional planning agencies. Financial support is most prevalent when the state mandates the creation of a regional planning agency and its membership of local governments. For example, both South Florida Regional Planning Council and the Wasatch Front Regional Council receive State funding. Funding sources and structure of governing bodies are not compared in the matrix but are identified in **Appendix A**. Both TMRPA and the SNRPC receive no state funding even though they are State mandated regional planning agencies.

All of the formal regional planning agencies are separate legal bodies that may sue and be sued, similar to TMRPA. All of the mandated regional planning agencies are required to prepare a Regional Plan. Wasatch Front Regional Council is not required to prepare one specific Regional Plan, but is required to, "Prepar[e], adopt, and from time to time, revis[e] or amend plans and guideline[s] for the development of the district."³¹

Each of the regional planning agencies has authority to adopt rules, regulations or code to carry out its duties. Each may also enter into agreements to work cooperatively with other regional planning agencies, local governing bodies and State departments.

The TMRPA has two layers of government, the RPC and the RPGB. All of the case studies have one voting board, typically termed an Executive Committee, or simply the Regional Council or Board. In addition to the one voting board, many of the case study regional planning agencies also have supporting executive committee(s), sub-councils or advisory subcommittee(s) to aid in decision-making. Many of these committees are formed on an as-needed basis. The composition of governing boards, voting methods, terms of appointment and so forth vary from agency to agency and depend on the primary functions of the agencies and State law requirements. Description of members and Boards is provided in **Appendix A**.

The key finding of this comparison of TMRPA with the selected case studies is that a state-mandated regional planning agency can have similar functions to a voluntary regional planning agency, and vice-versa. Home rule agencies tend to have a greater range of functions and services.

³¹ Utah Association of Governments Home Page, Utah Governor's office website.

Figure 5: Matrix of Major Functions of TMRPA and Case Studies

Case Study	Organization	State Mandated	Matrix of Functions (not exhaustive)										Services Provided		
			Regional Plan		Land Use		Transportation		Tech. Services		Ec. Dev't			Data Center	Other
			[1]	[2]											
	Truckee Meadows Regional Planning Agency	M	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	[3]
A.1	Denver Metro Mayors Caucus, CO	V													✓
A.2	Sacramento Area Council of Governments, CA	V		✓	✓	✓ MPO	✓	✓	✓	✓	✓	✓	✓	✓	✓
A.3	Grays Harbor Council of Governments, WA	V			✓	✓ MPO	✓	✓	✓	✓	✓	✓	✓	✓	✓
A.4	Pima Association of Governments, AZ	V			✓	✓ MPO	✓	✓	✓	✓	✓	✓	✓	✓	✓
A.5	Wasatch Front Regional Council, UT	M		✓	✓	✓ MPO	✓	✓	✓	✓	✓	✓	✓	✓	✓
A.6	Southern Nevada Regional Planning Coalition, NV	M		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
A.7	Cape Cod Commission, MA	M		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
A.8	South Florida Regional Planning Council, FL	M		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
A.9	South Western Regional Planning Agency, CT	V			✓	✓ MPO	✓	✓	✓	✓	✓	✓	✓	✓	✓
A.10	Chattanooga-Hamilton County RPA, TN & GA	V		✓	✓	✓ MPO	✓	✓	✓	✓	✓	✓	✓	✓	✓
A.11	The Metropolitan Service District, OR	M [4]		✓	✓	✓ MPO	✓	✓	✓	✓	✓	✓	✓	✓	✓
A.12	Capital Regional District, BC, Canada	M		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
A.13	Miami-Dade County, FL	M [5]		✓	✓	✓ MPO	✓	✓	✓	✓	✓	✓	✓	✓	✓

[1] M is mandatory (created by State legislature), and V is voluntary (organization is created through general enabling legislation or cooperative/joint powers agreements).

[2] Regional plans as required by State Law or Charter. Does not include visioning projects.

[3] All agencies that are also Metropolitan Planning Organizations necessarily provide services.

[4] Prior to 1992, Metro's structure and responsibilities were set by the Oregon legislature. In 1992, the area electorate approved a home rule charter for Metro.

[5] Home Rule Charter adopted 1957, enabled by Home Rule Amendment Article VIII, Section 11 Florida Constitution 1885 Article VIII, Section 6 Florida Constitution 1968.

SECTION 5: OPTIONS FOR EVOLVING REGIONAL PLANNING IN WASHOE COUNTY

Benjamin Franklin observed that necessity is the mother of invention. As he practiced it, invention was largely a trail-and-error process examining many alternatives, some of which proved to be dead ends and others successes. Regional planning began in earnest in the US about a century ago, and as long ago as the 1930's this statement was made, which is just as applicable today,

“The re-animation and rebuilding of regions as deliberate works of collective art is the grand task of politics for the coming generation”.³²

As described in the previous section, regional planning in Washoe County has evolved over many decades, and not always harmoniously. This is not surprising; indeed it is to be expected, particularly in a rapidly growing area. To quote one author on regional governance,

“The demand for regional equity and the protection of local autonomy conflict with each other, and it is disingenuous to pretend otherwise.”³³

Options for evolving the structure for regional planning span the spectrum described and illustrated in Section 3 of this report. The options for evolving regional planning in Washoe County presented in this section assume continuance of a regional planning entity, whether it is a modified TMRPA staying within the existing legal framework, or a new entity created or enabled through State legislation.

Other options not presented include, at one end of the spectrum, abandoning any formal regional planning entity in favor of a series of informal and formal agreements to plan for and provide services on a regional scale. Examples of successful accomplished agreements in the region include a) an interlocal agreement between the City of Reno and Truckee Meadows Fire Protection District for fire suppression services whereby the City of Reno provides the fire services, b) an interlocal agreement between Washoe County and the Cities of Reno and Sparks creating the Washoe County HOME Consortium.

At the other end of the spectrum, regional planning needs for Washoe County could be met through consolidation of the City and County governments. Nevada has already conducted a successful consolidation of County and City governments. In 1969 Ormsby County and Carson City consolidated to become the municipality of Carson City. A regional planning

³² Lewis Mumford, *The Culture of Cities*, 1938.

³³ Gerald E. Frug, *Beyond Regional Government*, Harvard Law Review 2002.

approach with the wider region, such as a council of governments, would still be appropriate for addressing inter-county and interstate issues.

OPTIONS FOR CONTINUED COLLABORATIVE EFFORTS

William R. Dodge, former executive director of the National Association of Regional Councils, observed, “Regions are experimenting with new models for governing themselves – for integrating transportation, land use, air and water quality, and other planning; negotiating the regional compacts for shaping equitable growth; and developing new public / private / civic partnerships for governing the regional commons – all of which will have an impact on regional planning agencies.”³⁴ This statement is most fitting for Nevada today. Since TMRPA was formed there have been several new regional planning collaborations formed by state legislation or through enabling state legislation.

<i>Examples:</i>	1999: Southern Nevada Regional Planning Coalition (by special act)
	2001: Truckee Meadows Water Authority
	2005: Central Nevada Regional Water Authority
	2007: Western Regional Water Commission (by special act)

If the leaders of Washoe County local governments desire to pursue changing the existing structure of regional planning in the County, the overarching principle that form follows function must be kept in mind. This is well-phrased in the Growing SmartSM Legislative Guidebook, 2002 Edition,

“The formal organizational structure of a regional planning agency is less important than the powers and duties that it has, the clarity with which those powers and duties are described, how effectively those power and duties are actually carried out, and its actual – as opposed to theoretical – relationships with implementing local governments and special districts and with public, private, and civic organizations.”

As shown in Figure 5, which compares major functions of TMRPA and selected case studies, different regional planning entity structures can possess the same powers and duties, with the exception of conformance of plans to the Regional Plan, which can only be required and enforced by statute.

Option 1 Modify and/or Expand Regional Planning Within the Existing Legal Framework

Currently, the regional planning structure is state mandated to address land use planning, annexation, and oversight of other regional planning in Washoe County through conformance review of master plans, facility plans and other regional plans with the Regional Plan.

³⁴ William R. Dodge, letter dated September 10, 2001 to William R. Klein, Director of Research, American Planning Association.

The legislation creating the TMRPA is extraordinary in how much authority is granted to achieve the intent of the legislation. TMRPA has the ability to provide a greater array of functions that it does currently through the powers granted to it in the statutes. In particular, the RPGB may adopt regulations to carry out its specific powers and duties (an option that has been exercised to formalize procedure only), and may enter into cooperative and interlocal agreements per NRS 278.0265, (options with only limited use to date)³⁵ to increase and enhance TMRPA's current responsibilities.

Drawing from the case studies and literature review on governance structures presented in this report, potential modifications available within the existing legal framework of the TMRPA are presented as 'Choices'. These 'Choices' represent selection of one, two, or a bundle of functions and services desired in the regional planning program.

These choices are provided as examples that are meant to be thought provoking but are not intended to be implied as recommendations for change.

Legal advice should be sought for thorough analysis of necessary changes to Nevada statutes to enact desired changes. The examples given are meant to provide an indication of the extent of necessary changes.

Choice A

Under Choice A, services are added. No new legislation is required. Examples include:

- ◆ Administrative support services for other regional planning agencies in Washoe County
- ◆ Technical services and special studies both for member agencies and private organizations
- ◆ Cooperative purchasing for member agencies and affected entities
- ◆ New regional services such as programs to reduce carbon output

Simple actions could provide for these services. For example, technical advisory committees or working groups could recommend that the TMRPA provide these services, and informal or formal agreements could provide for them. Interlocal agreements could provide for shared infrastructure and administrative support services between TMRPA and other Washoe County regional planning agencies members.

Increased budget needs could be met through fees charged under authority of NRS 278.0265. Private sector grants could also be pursued.

³⁵ Per TMRPA documents, such agreements have been conducted for (1) member contributions to fund the agency, (2) regional representation at legislative sessions, and (3) to transfer the duties of the City Annexation Commission to the Regional Planning Commission.

Choice B

Under this choice, functions are added that either: (1) are not currently provided by existing local public bodies or (2) provided but could be expanded and improved upon. These functions may require some amendments in the current legislation. Examples include:

- ◆ Cultural / Heritage Preservation
- ◆ Promotion of film industry
- ◆ Expand education efforts for planning commissioners and extend education to other groups
- ◆ Coordination of regional information to be used for grant writing and leveraging federal funds for regional projects. Actively pursue grants from the private and civic sectors in addition to federal funds.
- ◆ Become the clearinghouse for data by housing all sources of data under one roof
- ◆ Expand GIS services to provide a regional GIS platform
- ◆ Expand public education efforts and engage public in regional issues through workshops, charettes, and so forth.

Note that some of these examples would require some local governments relinquishing authority over a function they currently provide, such as the regional GIS platform (base maps) which is currently housed at Washoe County. In addition, some of these functions would first require member agreement. For example, a data center with population forecast information is only relevant if all members agree to use the same information.

Choice C

This choice goes further than Choice B by bringing functions already provided by other regional agencies under the roof of the TMRPA. Challenges involved with this choice include political difficulties (such as with moving transportation planning over from RTC), and necessary in-house reorganization to accommodate and staff the new functions.

Examples of potential functions include:

- ◆ Dissolution of RTC, added transportation planning and service provision functions to TMRPA,
- ◆ Termination of HOME consortium interlocal agreement and transfer of duties to TMRPA,
- ◆ Transfer of Washoe County District Health Department Air Quality Management Division responsibilities to the TMRPA.

Some of these actions would require changes to the statutes to enact. Another consideration is that the conformance role of the TMRPA keeps RPC and RPGGB agendas full presently. Addition of other functions may necessitate creation of separate governing

boards within TMRPA (see Case Study A.10 Chattanooga-Hamilton County Regional Planning Agency which has one Executive Committee for land use planning and a separate Executive Committee for transportation planning). Other actions, such as termination of the HOME consortium in the examples above would not require legislative change since TMRPA is authorized to enter into cooperative and interlocal agreements under current statutes.

Choice D

Using the existing legal framework, TMRPA could emulate a voluntary regional planning entity structure. Substantial changes to the statutes would be required. First, none of the case study voluntary regional planning entities had governance by two layers of bodies. Either the RPC or the RPGB would be removed under this choice. It is most likely that the RPC would be removed since under NRS 278.0264 the RPGB composition may be of elected officials and voluntary regional planning entity structures usually are largely comprised of elected officials.

Second, the conformance role of the TMRPA would be removed by modifying NRS 278.028 and 278.0282. NRS 278.0284 would be repealed. NRS sections 278.0277 and 278.0278 regarding projects of regional significance would also be removed. Local governments and affected entities may still be required to submit master plans, facility plans and other plans with regional impact, providing a public forum for discussion of those plans and the opportunity for the regional planning agency to comment on them.

Under this choice greater energy could be channeled into NRS 278.0268 (3) for visioning efforts and other proactive planning measures.

In addition to modifying within the existing framework, a COG structure could engage TMRPA with other governments outside of Washoe County to address wider regional issues. Depending on the issues to be examined by such a COG, it may be desirable for membership to include neighboring California counties. Examples of regional issues extending beyond Nevada counties include traffic, water, and commerce.

Moving the TMRPA towards the SNRPC Governance Structure

Bulleted below are key amendments to NRS 278.026 through 278.029 that would be required to move the TMRPA towards the SNRPC governance structure. By amending the existing statutes, no special act of legislation would be required, as was to create the SNRPC.

- ◆ Change the function of the RPC to that of a Technical Committee, with a Chairman and Vice-Chairman, which assists the Coalition but does not vote on Coalition matters.
- ◆ The SNRPC Board includes a member from the Clark County School District. The RPGB could expand its membership if desired.

- ◆ The SNRPC Technical Committee may request participation by other regional planning agencies. In contrast, the TMRPA requires participation by many regional planning agencies. TMRPA could either strengthen this participation requirement by interlocal agreement with affected entities and other regional planning agencies in Washoe County, or loosen this requirement to be more similar to the SNRPC.
- ◆ Conduct conformance review of member agency land use and facility plans only; not individual planning projects.
- ◆ TMRPA has a regional planning program that is staffed. Since the SNRPC does not require the same detailed project conformance review that TMRPA does, it has minimal staff. Redefining projects of regional significance in the Truckee Meadows and requiring conformance review only of master land use plans and facility plans rather than individual projects would reduce the staffing need at TMRPA. Consequences of reduced staffing may not be desirable for other mandated actions such as annual reporting, which would likely decrease without necessary staffing resources.

Optionally, the TMRPA could also add services and functions as listed under choices A, B, and C above such as affordable housing. (Note that the SNRPC develops a transportation and air quality plan but is not the MPO for Clark County (RTC is), nor responsible for ensuring air quality standards are met, which is the responsibility of Clark County). Separate subcommittees would be formed to address any additional functions. TMRPA already has the authority to do this in the statutes.

Option 2 Create a New Regional Planning Program

This option would involve repealing NRS 278.026 through 278.029 and tailoring a regional planning program to the functions and services desired. Nevada law provides enabling legislation through NRS Chapter 277 Miscellaneous Cooperative Agreements and Interlocal Cooperation Act Laws to allow for new regional planning structures. A voluntary regional planning entity could be created through this enabling legislation, or alternately special needs could be met through a special act of legislation, such as recently performed for the creation of the WRWC.

Choice A

This choice might create a council of governments with voluntary membership by any of the regional planning organizations identified in Section 4 (such as the WRWC, RTC, and Reno-Tahoe Airport Authority). Ex-officio members could be included, for instance an NDOT representative might be appropriate, or even a Governor appointee. One board of directors or executive committee, which may include all or only a portion of the members, would govern the actions of the council of governments.

Functions and services provided under this choice would be the same as currently provided by the TMRPA, except for the required determinations of conformance with the Regional Plan. A modified Regional Plan would be maintained by the council of governments as a guiding document for desired growth forms and patterns in the region.

Expanded services and functions could be provided, similar to those outlined in Choices A and B under Option 1. Reiterated, expanded services could include:

- ◆ Administrative support services for other regional planning agencies in Washoe County
- ◆ Technical services and special studies both for member agencies and private organizations
- ◆ Cooperative purchasing for member agencies and affected entities
- ◆ New regional services such as programs to reduce carbon output

Expanded functions could include:

- ◆ Cultural / Heritage Preservation
- ◆ Promotion of film industry
- ◆ Expand education efforts for planning commissioners and extend education to other groups
- ◆ Coordination of regional information to be used for grant writing and leveraging federal funds for regional projects. Actively pursue grants from the private and civic sectors in addition to federal funds.
- ◆ Become the clearinghouse for data by housing all sources of data under one roof
- ◆ Expand GIS services to provide a regional GIS platform
- ◆ Expand public education efforts and engage public in regional issues through workshops, charettes, and so forth.

Choice B

This choice builds on Choice A by adding functions as outlined under Option 1, Choice C. Examples of potential functions include:

- ◆ Dissolution of RTC, added transportation planning and service provision functions to TMRPA,
- ◆ Termination of HOME consortium interlocal agreement and transfer of duties to TMRPA,
- ◆ Transfer of Washoe County District Health Department Air Quality Management Division responsibilities to the TMRPA.

A council of governments structure may not be able to add as many regional elements to its program as the TMRPA can due to its lack of enforcement power. One example of a

compatible change would be to bring RTC under the purview of the council of governments.

As with Option 1, the new regional planning entity could also engage other governments outside Washoe County to address wider regional issues in a COG structure. Depending on the issues to be examined by such a COG, it may be desirable for membership to include neighboring California counties. Examples of regional issues extending beyond Nevada counties include traffic, water, and commerce.

APPENDICES

APPENDIX A: CASE STUDIES

APPENDIX B: REFERENCES

APPENDIX A: CASE STUDIES

Twelve regional planning case studies are presented in this appendix. There are literally thousands of potential case studies that could have been used for this report. The listed case studies were selected based on the following criteria:

- ◆ *Adequate representation of regional governance structures that Washoe County could move towards,*
- ◆ *Examples of both voluntary and state-mandated models,*
- ◆ *Emphasis on examples from the Western US*
- ◆ *Bi-state regional governance models*
- ◆ *Wide variety of functions and services performed*

- A.1 Denver Metro Mayors Caucus, CO
- A.2 Sacramento Area Council of Governments, CA
- A.3 Grays Harbor Council of Governments, WA
- A.4 Pima Association of Governments, AZ
- A.5 Wasatch Front Regional Council, UT
- A.6 Southern Nevada Regional Planning Coalition, NV
- A.7 Cape Cod Commission, MA
- A.8 South Florida Regional Planning Council, FL
- A.9 South Western Regional Planning Agency, CT
- A.10 Chattanooga-Hamilton County Regional Planning Agency, TN & GA
- A.11 The Metropolitan Service District, OR
- A.12 Capital Regional District, BC, Canada
- A.13 Miami-Dade County, FL

A.1: DENVER METRO MAYORS CAUCUS, CO

Mission	The Caucus nurtures an environment of cooperation among Caucus members and among other governmental agencies and levels as a key strategy for effectively addressing the complex issues facing the region. To this end, the Caucus provides a non-confrontational arena for the discussion of common issues and multi-jurisdictional challenges.
Funding	Member municipalities
Members	Mayors of 32 municipalities
Board of Directors	‘Executive Committee’ – 9 members review proposed policy and agenda items and makes determinations as to what issues the Caucus address. The 9 members are: Chair and two Co-Chairs, past Chair, and 7 at-large members elected by membership at annual retreat
Board Committees	Technical sub-committees on an as-needed basis.
Staff	Contract staff retained (non-profit firm)
Functions	Develops consensus positions on key issues Advocates adoption of these issues by other levels of government Monitor policy at the local, regional, state and federal levels Voice for regionalism Forum for the resolution of differences among jurisdictions Provide opportunities, through dialogue, for enhancing personal relationships and building trust Sounding board for organizations (private, non-profit and public sectors) that seek to implement change at the local, regional and state levels
Services	Metro Mortgage Assistance Program (provides low interest mortgages and down payment assistance) – run with Denver City and County.
Major Undertakings	The Mile High Compact. This compact was signed in 2000 by jurisdictions comprising more than 79% of the Denver metropolitan population. Together with Denver Regional COG, this intergovernmental agreement was crafted around items of consensus including: <ul style="list-style-type: none"> ◆ Use of comprehensive plans as primary tools for local growth and development decisions

- ◆ Use of local urban growth boundaries to define the location of, and plan for growth, and
- ◆ Value of open space to local communities.

All signatories agree to use 'Metro Vision 2020' (Denver Regional COG's long-range transportation plan) as the regional framework for decision-making.

In 1997, the Caucus convened a Revenue Sharing Task Force to, "...identify tools that have been successfully employed in the past and to create models for voluntary agreements that reduce competition and increase cooperation between local governments around retail development."

In 1999 the Caucus sponsored the Summit on Regional Cooperation bringing together leaders from metro area business, governments and non-profits to prioritize strategic responses to critical regional issues including workforce housing, new/redevelopment, open space and comprehensive plans.

A.2: SACRAMENTO AREA REGIONAL COUNCIL OF GOVERNMENTS, CA

Mission	Delivering transportation projects; providing public information and serving as a dynamic forum for regional planning and collaboration in the greater Sacramento Metropolitan Area.
Funding	Approximately 60% of revenues are Federal, 30% local, and 10% from the State and in-kind contributions. In FY 2005/06 the budget was \$15.3 million.
Members	Counties (6) Yuba, Sutter, Sacramento, Placer, Yolo, El Dorado And the 22 Cities within these Counties
Board of Directors	County supervisors and City councilpersons appointed by the member jurisdictions. The Director of CalTrans District 3 may sit on the Board as an ex-officio member with no vote. The Board meets once a month.
Board Committees	Strategic Planning, Transportation, Housing and Air Quality, Flood management, Government Relations and Public Affairs, Land Use,
Staff	Executive Director, Directors of departments and other staff total 50 full-time staff.
Functions	Forum for study and resolution of regional issues Funding of regional programs (community design, bike and pedestrian, air quality) Long-range Transportation planning (MPO) & Regional Transportation Planning Agency (includes air quality planning / coordination) Airport Land Use Commission for some counties Approves distribution of affordable housing in the region Assists in planning for transit, bicycle networks, clean air, airport land uses Other functions outlined in the Joint Powers Agreement
Services	Sacramento Emergency Clean Air Transportation Program Transportation Funding Allocation Call Box Program SacRegion511.org – area travel information (commuter traffic, bus and light rail services, paratransit services, ridesharing information and bike routes) Technical Services – regional GIS clearinghouse, bicycle information / maps Data Center - demographics, growth forecasts Regional Bicycle, Pedestrian, and Trails Master Plan.

Major Undertakings SACOG undertook a major effort in 2000 to link transportation and land development more closely in partnership with Valley Vision, which is a non-profit organization committed to building civic engagement around regional issues. This effort is called the 'Regional Blueprint Project'.

The Affordable Housing Compact, as it is known as, is a voluntary membership program that gives incentives to participating cities and counties that meet the Compact's affordable housing production standard.

A.3: GRAYS HARBOR COUNCIL OF GOVERNMENTS, WA

Mission	Coordinate and cultivate projects of regional significance ¹ . Interact with member entities to provide technical assistance in special projects. Voice and address needs of the Grays Harbor region in statewide and multi-county policy and planning development. Inform members and the general public about available resources. Communicate to member entities essential information such as mandates, policies and programs that affect local progress.
Funding	Total annual budget of approximately \$400,000 of which about 75% is from membership dues, and the remainder from State grants and some federal funds for transportation.
Members	Grays Harbor County, 8 Cities within the County, Grays Harbor P.D.A., Grays Harbor P.U.D., Grays Harbor Transit, Port of Grays Harbor, Quinalt Indian Nation, Timberland Regional Library, Columbia-Pacific Resource Conservation & Economic Development District.
Board of Directors	‘Administrative Sub-Council’ made up of a Chair, two Co-Chairs, a Secretary, and a representative at-large.
Board Committees	Sub-Councils are formed on an as-needed basis.
Staff	Executive Director and staff as needed (currently a total of 4).
Functions	Regional Planning (Intergovernmental coordination, information and mapping services, regional utilities coordination, community development and grant services). Transportation Planning (Regional Transportation Planning Organization, regional and state transportation improvement plans) Planning Contracts (Regional Parks and Recreation Plan)
Services	Administers the Surface Transportation Program.
Key Information	The Agency was formed as the ‘Grays Harbor Regional Planning Commission’ under the Washington State Planning Enabling Act of 1959, as amended, Section 36.70 R.C.W, in 1960. After a reassessment of the functions of the organization in 2000 it was restructured as a COG.

¹ (Projects of regional significance are considered to be those that all member agencies agree benefit everyone in a positive way and in which they will get the greatest return on investment).

A.4: PIMA ASSOCIATION OF GOVERNMENTS, AZ

Mission	To provide accurate, credible information to decision-makers so that good choices can be made for our region's future. PAG's programs focus on issues which cross jurisdictional boundaries, such as air quality, water quality and transportation. PAG embraces a regional vision which recognizes the independence of each PAG member jurisdiction and celebrates the diverse environmental and cultural influences that distinguish our region.
Funding	Federal and state funding for transportation and environmental projects, member contributions, and a half cent sales tax for transportation services. The total budget for fiscal year 2007-2008 is \$8.1 million, of which \$0.6 million is from member contributions, and \$7.5 million federal funding for transportation and environmental projects. Approximately 57% of the total budget is for transportation planning, 12% for environmental planning, 30% for technical services, and the remaining 1% for general administration.
Members	Voluntary, non-profit association. Elected officials represent six member jurisdictions and there is a representative from the State Transportation Board (for transportation matters only). Other voting members include two Indian tribes.
Board of Directors	Comprised of one representative from each member organization. Meets once a month.
Board Committees	Policy Advisory Committee, Standing Advisory Committee, Standing Advisory Subcommittee, Interagency Task Force, Internal Working Group
Staff	Executive Director and staff as needed. Total of 58 full-time staff.
Functions/ Services	Transportation Planning (MPO) Environmental Planning (lead agency for U.S Environmental Protection Agency water quality and air quality coordination) Population estimates and projections for Growth Planning (pursuant to Executive Order from the Governor) Research and Technical Assistance (aerial mapping, training seminars, travel surveys, legislation tracking) Community Information and Outreach (car pool matching, grant funding, publications and maps) Planning and Programming (regional data, air quality, water quality, population)

Major Undertakings In 2007 Pima Association of Governments (PAG) initiated an “indicators” report to provide context to a rapidly expanding community. This report provides a current snapshot of the region by providing data on key measures that characterize the overall health of the greater Tucson region from an environmental and community perspective.

A.5: WASATCH FRONT REGIONAL COUNCIL, UT

Mission	<p>Dedicated to fostering a cooperative effort in resolving problems, and developing policies and plans that are common to two or more counties or are regional in nature.</p> <p>The Regional Council provides a forum for discussion and cooperation. It assists with coordination of local programs, plans, and projects with Federal and State programs. It provides a mechanism to more firmly represent the official and unified thinking of these local jurisdictions to both State and Federal Agencies. The Regional Council also provides a more effective organizational structure for local governments to coordinate local transportation plans and programs that overlap county boundaries or are regional in nature.</p>
Funding	<p>The budget for 2008 is \$3.2 million, the majority of which (approximately \$2.3 million) is federal funding for transportation. Transit sales tax provides \$90,000 per year. The 5 member counties together contribute \$125,000 per year and the State provides \$70,000 per year for transportation.</p>
Members	<p>Five Counties (Salt Lake, Tooele, Weber, Morgan, and Davis)</p>
Board of Directors	<p>The Regional Council includes 18 members – elected officials from 5 Counties and 13 Cities appointed by three area Councils of Governments, plus non-voting members from Envision Utah, Utah League of Cities and Towns, and Utah Association of Counties.</p>
Board Committees	<p>Regional Growth Committee Transportation Coordinating Committee (policy advisory committee) Joint Policy Advisory Committee Technical Advisory Committees as needed</p>
Staff	<p>Executive Director and 22 full time staff</p>
Functions/ Services	<p>Transportation (MPO) Open Space Planning Corridor Preservation (to preserve transportation corridors of regional significance) Air Quality Congestion Management Natural Hazard Mitigation (pre-disaster planning) Data Center (air quality, traffic projections, socioeconomic)</p>

- Major Undertakings Wasatch Choices 2040 – a four county land use and transportation vision. In 2007, Senate Bill 69 required a priority list of transportation projects be created for Local Transportation Corridor Preservation projects. A corridor preservation committee of the Regional Council is overseeing and directing activities to, among other things, prevent inconsistent development; minimize or avoid environmental, social, and economic impacts from future transportation projects, and permit orderly project development.
- Key Information Created by Executive Order of the Governor in the 1970's, the Wasatch Front Regional Council is one of a network of regional councils covering the State of Utah.

A.6: SOUTHERN NEVADA REGIONAL PLANNING COALITION, NV

Mission	To bring together all public jurisdictions to coordinate regional planning in a seamless fashion while respecting each member's autonomy. This requires promoting intergovernmental cooperation and trust built on careful planning and accountability, thus enhancing the quality of life in Southern Nevada. To be the forum for regional problem solving and consensus in the region. To build on successful planning being conducted at the local level and through regional agencies, and ensure that the actions of federal and state agency policy conform to the SNRPC Regional Policy Plan.
Funding	<p>Each member pays a proportionate share of the annual projected expenses based on number of votes the member has on the Coalition Board, but expenses may not exceed 0.15% of the general fund revenues for the preceding year of any member. The SNRPC may also pursue grant funding and may accept donations from private sector donors.</p> <p>In the past 4 years the budget has fluctuated between \$170,000 and \$350,000; however, the annual budget for Fiscal Year 2007-08 is approximately \$12,000, reflecting budget carryovers from previous years and elimination of a regional planner position.</p>
Members	City of Las Vegas, City of Henderson, Boulder City, City of North Las Vegas, Clark County, Clark County School District.
Coalition Board	The Coalition is comprised of ten members (two elected officials from each agency, except Boulder City and Clark County School District, which have one member each). Each member representative has one vote.
Coalition Committees	Technical Committee (representatives from each member agency, who may also request participation from other regional agencies such as the Southern Nevada Water Authority and Regional Transportation Commission) Clark County Clearinghouse Subcommittee (includes a member from the City of Mesquite) Federal Land Disposal Subcommittee (includes ex-officio non-voting members of the BLM and the United States Air Force) Homeless Committee Study groups are formed on an as-needed basis (such as for population forecasting)
Staff	One Administrative Secretary.

Functions

- Reviews local agency master plans and facility plans for conformity on an annual basis.
- Reviews Developments of Regional Significance
- Develops and maintains a Regional Trails Plan
- Develops guidelines for standardization of zoning
- Identifies issues with potential to benefit from a concerted, regional plan
- Regional Parks and Open Space Plan
- Develops the regional population forecast
- Maintains a regional geographic information database
- Submits air quality report to the State of Nevada
- Provides repository of information for shared data
- Develops a Transportation and Air Quality plan

Key Information

The Coalition was formed by interlocal agreement among member agencies (under authority of NRS 277.180), as enabled through a special act of legislation in 1999. The Coalition performs the duties statutorily required for regional planning in a county with population greater than 400,000 (NRS 278.02521 through 278.02598).

The Regional Policy Plan is a 20-year plan addressing mandated regional priorities for:

- ◆ Conservation, Open Space, and Natural Resource protection.
- ◆ Population forecasts.
- ◆ Land Use.
- ◆ Transportation.
- ◆ Public Facilities.
- ◆ Air Quality.
- ◆ Infill Development.

The plan may not be amended without affirmative votes by two-thirds of the membership and ratification by the governing board of each member agency. The Coalition Board is required to meet once every other month by statute, but members have agreed to meet once per month. Since formation the Coalition Board has established definitions for projects of regional significance (in 2001), and established policies and procedures for conducting business (in 1999), which includes a definition of “consensus”.

The Coalition assumed the roles of two regional organizations that were disbanded with formation of the Coalition: The Southern Nevada Government Efficiency Committee and the Clark County A-95 Clearinghouse Council.

A.7: CAPE COD COMMISSION, MA

Mission	To manage growth, to protect Cape Cod's unique environment and character, and to foster a healthy community for present and future generations.
Funding	Cape Cod Environmental Protection Fund (voter approved increase in property tax), development impact fees, fees for services, and federal funds for transportation.
Members	Governor's appointee, Native American representation, Minority Representative, County Commissioner, Barnstable County and the 14 towns within it.
Board of Directors	The Commission is appointed by the members. Each member has one vote except the governor's appointee, whose function is advisory except in the event of a tie vote.
Board Committees	Regional Plan Advisory Board Committees formed on an as-needed basis
Staff	Executive Director, program managers and other staff as needed.
Functions	Regulatory Land Use Agency - reviews projects that present regional issues identified in the Act such as water quality, traffic flow, and open space. Reviews Developments of Regional Impact (DRIs) Data and Mapping (Affordable housing data, population data, GIS) Regional Planning (waste management, water resources, affordable housing, coastal & marine resources, economic development, historic preservation, natural resources) Transportation Planning
Services	Speaker's Circle (making presentations about the Commission as requested) Residents Surveys
Key Information	The Cape Cod Commission (CCC) was created by an Act of the Massachusetts General Court (the state legislature) and was confirmed by a majority of Barnstable County voters in 1990. In the wake of an unprecedented growth boom in the 1980s, the Cape Cod Commission Act found that the region known as Cape Cod (Barnstable County) possesses unique natural, coastal, historical, cultural, and other values that are threatened by uncoordinated or inappropriate uses of the region's land and other resources.

The Commission was established as a regional planning and regulatory agency to prepare and implement a regional land use policy plan, the Cape Cod Regional Policy Plan, to review and regulate Developments of Regional Impact, and to recommend designations of certain areas as Districts of Critical Planning Concern. The Commission is a department within Barnstable County created by special act.

Towns refer projects to the Commission for DRI review as (1) mandatory referrals, which are required for any project exceeding specific thresholds, and (2) discretionary referrals, which towns use at their option to seek Commission consideration of specific project-related impacts. At the option of applicants, joint state/regional reviews are conducted for projects going through the Massachusetts Environmental Policy Act (MEPA) process.

The Cape Cod Commission is charged with recommending the designation of Districts of Critical Planning Concern, or DCPCs. When approved by the Barnstable County Assembly of Delegates and the County Commissioners, these districts allow a town or a group of towns to adopt special rules and regulations to protect natural, coastal, scientific, cultural, architectural archaeological, historic, economic, or recreational resources or values of regional, statewide, or national significance. The rules then govern development in the designated DCPC area. New implementing regulations apply to all future development in the DCPC.

A.8: SOUTH FLORIDA REGIONAL PLANNING COUNCIL, FL

Mission	Identify the long-term challenges and opportunities facing Southeast Florida and assist the Region's leaders in developing and implementing creative strategies that result in more prosperous and equitable communities, a healthier and cleaner environment, and a more vibrant economy.
Funding	Allocation from State Department of Community Affairs (share of funding for Florida's regional planning councils based on population), member contributions on a per capita basis, funding from the Florida League of Cities, development impact fees for developments of regional impact, charges for research and technical assistance, administrative fees, EPA funding for the redevelopment revolving loan fund (brownfields), federal funds for economic development and transportation.
Members	19 voting members of County and municipal elected officials, and Governor's appointees. 3 ex-officio members sit on the Council (South Florida Water Management District, Florida Departments of Transportation and Environmental Protection.
Board of Directors	'Executive Committee' – Chair, Vice-Chair, Secretary, Treasurer, and Immediate Past Chair.
Board Committees	May form committees on as-needed basis, assemblies for vision-related activities
Staff	The Executive Director, planning and support and legal counsel total 24 full-time staff.
Functions	Local plan review (conformance review), Coordination on developments of regional impact, Intergovernmental coordination – reviews applications for state and federal permits and requests funding from state and federal agencies Emergency preparedness Economic Development District Visioning/Facilitation, and Dispute Resolution GIS/Mapping and State Data Center Regional Housing Strategy Education, Research and Training

Services/ Partnerships	<p>The Institute for Community Collaboration (501(c) (3) corporation), which provides facilitation, mediation, training and research in partnership with academic institutions to achieve collaborative processes and consensus decision making.</p> <p>Revolving Loan Fund for small to medium sized businesses.</p> <p>Clean Cities Coalition to maximize use of alternative fuel vehicles</p>
Major Undertakings	<p>The Strategic Policy Plan – prepares, adopts and implements the goals and policies of the Plan.</p> <p>Collaboration with The Coordinating Council of Broward (CCB) to support integrated planning for health, education and human service delivery in Broward County.</p> <p>Eastward Ho! Urban revitalization program (this is a regional collaborative effort with civic and business partners)</p> <p>Completed projects include ‘Hurricane Survival Guide for Small Businesses’, ‘Inland Evacuation and Shelter Study’, and others.</p>
Key Information	<p>The Council is a planning and public policy agency. Activities respond to statutory requirements as well as the needs of member units of local government. The policy document that guides all of the Council's activities is the Strategic Regional Policy Plan for South Florida.</p> <p>Pursuant to Chapter 380, Florida Statutes, Regional Planning Councils are charged with the coordination of multi-jurisdictional agency review of large-scale development projects, which may impact more than one County.</p> <p>Under Florida law, the executive office of the governor (Florida Statute 186.508) reviews the proposed regional plan and recommends revisions to the regional council. Whether or not the council agrees with them, the governor’s recommended revisions must appear in a comment section in the plan.</p>

A.9: SOUTH WESTERN REGIONAL PLANNING AGENCY, CT

Mission	Dedicated to preserving and improving the quality of life and economic vitality in southwestern Connecticut. SWRPA focuses on issues of transportation, housing, environment and open space and provides a forum for local governments to foster communication and collaboration in addressing inter-town issues and needs.
Funding	The total budget for fiscal year 2005-2006 was \$1.0 million of which \$0.1 million was from member contributions. Funding for transportation from the State and federal governments was \$0.8 million. Much of the remainder funding was for homeland security.
Members	Eight municipalities in lower Fairfield County.
Board of Directors	Volunteer governing board comprised of 22 members from the eight municipalities in the South Western Region. The chief elected officials and planning commissions select representatives to the SWRPA governing board. The number of representatives each community appoints to the board is based on the latest U.S. Census figures; however, each community appoints at least two representatives to the SWRPA governing board.
Board Committees	Executive Committee Committee for Plan Update Finance Committee Referrals Committee Special Committee on Housing Special Committee on Environment Legislative Committee
Staff	Executive Director, regional planners and administrative support total about 8 full-time staff.
Functions/ Services	Prepare and maintain a Regional Plan of Development Provide advisory recommendations and regional referrals Undertakes the federally mandated transportation planning process on behalf of the region's chief elected officials and transit districts which together constitute the South Western Region Metropolitan Planning Organization (MPO). Purchasing Cooperative. Information and technical assistance to its member municipalities.

Key Information SWRPA is the official regional planning organization, one of fifteen planning regions in Connecticut as defined by the Connecticut Office of Policy and Management bringing together its eight member municipalities to coordinate planning for the region's future.

The agency was formed and operates under the provisions of Title 8, Chapter 127 of the Connecticut General Statutes.

SWRPA sets a policy and planning agenda for eight counties in Connecticut. Providing advisory recommendations and regional referrals is a statutory function of the Agency. SWRPA provides referrals on proposed zoning changes within 500 feet of a municipal boundary or subdivisions that abut or cross municipal boundaries and that might affect other municipalities.

A.10: CHATTANOOGA-HAMILTON COUNTY REGIONAL PLANNING AGENCY, TN & GA

Mission	To provide a comprehensive vision and guide for the community that enhances the quality of life by integrating growth with the conservation of resources. This vision will include both short and long range goals and strategies that public and private community leaders can use to implement these objectives.
Funding	City and County contributions. Federal funds for transportation.
Members	Regional Planning Commission made up of Chairman (City-County joint appointment), Secretary (Executive Director of the RPA), 9 appointees (voluntary), Mayor of Chattanooga, Chattanooga Administrator of Neighborhood Services, one Chattanooga Council Representative, County Executive of Hamilton County, Hamilton County Public Works Administrator, and one Hamilton County Commissioner.
Board of Directors	Executive Committee (Transportation) RPA Executive Committee - Hamilton County Mayor, the Chattanooga Mayor, the County Commission Chair, the Chattanooga City Council Chair, and the Planning Commission Chair.
Board Committees	Technical Committee (Transportation) Interagency Consultation Committee (Transportation)
Staff	Separate staff for separate departments of Land Use Planning and Transportation Planning. Both have an Executive Director and staff. The staff of the Regional Planning Commission is the Chattanooga-Hamilton County Regional Planning Agency.
Functions	Developing land use plans Developing Transportation Plans (MPO) Proposing Development Policies Reviewing New Subdivisions and other Development Projects Data Management Design Studio
Services	Administering Zoning Special Studies (ecologically sensitive areas, brownfield sites for example) Specific Area Plans Policy Research and Studies

Major Undertakings Comprehensive Plan 2030, guiding physical development in Hamilton County
Unified Planning Work Program (Transportation)
Long-range Transportation Plan
Transportation Improvement Program

Key Information The Regional Planning Agency (RPA) is a joint agency of the City of Chattanooga and Hamilton County. Jurisdiction is Hamilton County, TN with the exception of Transportation Planning, which includes portions of three counties in Georgia.

Planning is not required in Tennessee. State legislation allows a region, municipality, or county to set up a planning commission, and, if a planning commission is formed then a Comprehensive Plan is required. Tennessee Code Annotated 13-3-301 states, "It is the function and duty of a regional planning commission to make and adopt a general regional plan for the physical development of the territory of the region." The Chattanooga-Hamilton County Regional Planning Commission was created in the early 1950's.

A.11: THE METROPOLITAN SERVICE DISTRICT, OR

Metro Charter	We, the people of the Portland area metropolitan service district, in order to establish an elected, visible and accountable regional government that is responsive to the citizens of the region and works cooperatively with our local governments; that undertakes, as its most important service, planning and policy making to preserve and enhance the quality of life and the environment for ourselves and future generations; and that provides regional services needed and desired by the citizens in an efficient and effective manner, do ordain this charter for the Portland area metropolitan service district, to be known as Metro.
Funding	Metro’s budget in fiscal year 2007-2008 is \$465.2 million of which enterprise funds are \$107.3 million. Property taxes contribute \$45.9 million, grants from state and federal agencies primarily for planning activities total \$20.6 million, and other revenue sources include excise taxes, intergovernmental revenues and other miscellaneous revenues.
Members	Jurisdiction covers 3 counties, 24 municipalities, and several special purpose districts.
Board of Directors	‘Metro Council’. Council president elected region-wide and 6 councilors elected by district. Metro also has an auditor who is elected region-wide.
District Committees	Metropolitan Exposition Recreation Commission Joint Policy Advisory Committee on Transportation
Staff	Chief Operating Officer, department directors and staff. Metro attorney. There are 718 full-time equivalent positions in the Metro organization.
Functions	Regional Transportation Plan (MPO) Land Use Planning Green spaces Master Plan Urban Growth Boundary
Services	Operation of Zoo and Convention Center / Performing Arts Centers Open Space and Parks Programs Natural Gardening Program Recycling and other Environmental Services Livable Streets Program

Major Undertakings Regional Urban Growth Goals and Objectives (1991)
2040 Growth Concept (1994)
The Future Vision (1995)
Regional Framework Plan (1997).
Regional Transportation Plan (2000).

Key Information Metro is the only special-purpose regional government in the United States with a home-rule charter and directly elected officials. It was approved by voters in 1992. Its major responsibility is land use planning. It enacts a body of laws called the Metro Code.

The seedling organization of Metro was the Columbia Region Association of Governments which combined with the Metropolitan Service District in 1979.

The Metro Charter provides authority for voter approval of property tax, sales tax, and income tax. Taxes of limited ability “niche taxes” may be imposed without voter approval (require citizen tax study committee review) capped at \$15.5 million.

A.12: CAPITAL REGIONAL DISTRICT, BC, CANADA

Mission	Provides and co-ordinates selected high quality local, regional and municipal services for the citizens of the municipalities and electoral areas of the Capital Region. These services are provided because they clearly cannot be readily undertaken by municipalities acting individually for reasons of economy, effectiveness, practicality and uniformity.
Funding	Various sources depending on functions and services provided, including services fees and charges, external revenues and grants, tax requisitions, property rental. The Municipal Finance Authority allows local governments to pool their assets in regional districts to collectively achieve lower borrowing costs.
Members	13 municipalities and 3 electoral (rural) areas in the southern tip of Vancouver Island.
Board of Directors	22 Municipal Directors appointed by their councils. Board meetings held once a month.
Board Committees	Many committees formed on an as-needed basis in the general areas of Parks and Recreation, Fire Protection Services, Sewer and Water Systems, Advisory Groups, Board of Variance.
Staff	Chief Administrative Officer and staff.
Functions	Provides regional governance and services Creates partnerships between member municipalities Acts as a local government for areas with no municipal government
Services	Regional Services: <ul style="list-style-type: none"> ◆ General government ◆ Regional Parks ◆ Regional Planning (land use and transportation) ◆ Water Supply ◆ Sewer Treatment and disposal ◆ Solid Waste management ◆ Emergency 9111 system ◆ Affordable Housing

Inter-municipal (supplied to 2 or more members)

- ◆ Recreation and Parks

Local Services (to rural areas)

- ◆ Community planning and land use regulation
- ◆ Building inspection, nuisance regulation, street lighting
- ◆ Community parks and recreation
- ◆ Fire protection
- ◆ Water distribution and sewer collection

Key
Information

Voluntarily adopted a regional growth strategy bylaw in 1996 to guide regional growth and change toward common goals. The strategy is contained in the Strategic Plan.

Has a weighted system of voting. Each local government gets one vote for every 5000 population and one director for every 25,000 population.

A.13: MIAMI-DADE COUNTY, FL

Home Rule Charter	We, the people of this County, in order to secure for ourselves the benefits and responsibilities of home rule, to create a metropolitan government to serve our present and future needs, and to endow our municipalities with the rights of self determination in their local affairs, do under God adopt this home rule Charter.
Funding	County revenue sources under Florida law. Revenues from franchise and utility taxes remain with the municipalities. Miami-Dade also has special taxing authority.
Members	Board of County Commissioners and a Mayor, who is not part of the Board. The Mayor is responsible for the management of all administrative departments of the County government and for carrying out policies adopted by the Commission. The individual municipalities continue to have the mayor –council form of government. Each municipality may adopt, amend or revoke a charter.
Functions/ Services	Miami-Dade provides local services (such as building department) for unincorporated County areas and regional services (water and sewer in certain areas, Port of Miami, parks, preservation lands) for the entire County. The County reviews land use planning of the individual municipalities with a view of coordinating their actions. Only the Board of County Commissioners may authorize creation of new municipalities in the unincorporated area.
Key Information	<p>In 1956 Florida voters approved an amendment to the state constitution allowing for a home rule charter. Miami-Dade County adopted a charter in 1957. Miami-Dade County covers the unincorporated portion of the County and 30 incorporated municipalities.</p> <p>The Charter Review Task Force reviews the Home Rule Charter (Miami-Dade’s constitution) at least every five years.</p>

APPENDIX B: LITERATURE REVIEW AND REFERENCES

TMRPA DOCUMENTS

2007 Truckee Meadows Regional Plan

RPGB meeting, December 14, 2006, Agenda Item 6B, including Attachments 1 and 2

RPGB December 14, 2006 meeting minutes

Truckee Meadows Regional Planning – Fact Sheet, January 21, 2005

Resolution No. 00-01 (RPC) – A Resolution Adopting guidelines for the Definition of Projects of Regional Significance, 2000.

Resolution No. 06-01 (RPC) – A Resolution Adopting Guidelines for the Definition of Projects of Regional Significance, 2006.

Regional Planning Governing Board Interlocal Agreement to Transfer the Duties of the City Annexation Commission to the Regional Planning Commission, 1993.

Interlocal Agreement for Sharing Costs to Support the Activities of the Truckee Meadows Regional Planning Agency, 1990.

Truckee Meadows Regional Planning Commission Bylaws amended February 22, 2006.

Truckee Meadows Regional Governing Planning Board Bylaws amended December 9, 2004.

Truckee Meadows Regional Governing Planning Board Regulations on Procedure amended February 9, 2006.

ARTICLES AND REPORTS

‘Exploring ad hoc regionalism’, by Douglas R. Porter and Allan D. Wallis, 2002, published by the Lincoln Institute of Land Policy.

‘Regionalism on Purpose’, by Kathryn A. Foster, 2001, published by the Lincoln Institute of Land Policy.

Primer on Regional Districts in British Columbia, the British Columbia Ministry of Community Services, 2006.

Guide to Successful Local Government Collaboration in America's Regions, a report from the National League of Cities' CityFutures Program, co-sponsored by the Alliance for Regional Stewardship, 2006.

Growing SmartSM Legislative Guidebook, 2002 Edition, Chapter 6.

Regional Innovation: Mile High Regional Governance by John Parr, Alliance for Regional Stewardship.

State and Local Government Policy and Program Report, Nevada Legislative Counsel Bureau Research Division, 2006.

The New California Dream, Regional Solutions for 21st Century Challenges, Speaker's Commission on Regionalism, Final Report, January 2002.

Regions Working Together for a Better California, 2003 California Center for Regional Leadership.

Northern Nevada SDAT Sustainability in the Reno/Tahoe/Carson Region, AIA Center for Communities by Design, September 2006.

'New Urbanism shapes regional plans', From the July/August 2001 issue of New Urban News.

CASE STUDY WEBSITES

Organization Title	Website Address
Denver Metro Mayors Caucus, CO	http://www.metromayors.org
Sacramento Area Council of Governments, CA	http://sacog.org
Grays Harbor Council of Governments, WA	http://ghcog.org
Pima Association of Governments, AZ	http://www.pagnet.org
Wasatch Front Regional Council, UT	http://www.wfrc.org
Southern Nevada Regional Planning Coalition, NV	http://www.snrpc.org
Cape Cod Commission, MA	http://www.capecodcommission.org
South Florida Regional Planning Council, FL	http://www.sfrpc.com
South Western Regional Planning Agency, CT	http://www.swrpa.org
Chattanooga-Hamilton County RPA, TN & GA	http://www.chcrpa.org
The Metropolitan Service District, OR	http://metro-region.org
Capital Regional District, BC, Canada	http://www.crd.bc.ca
Miami-Dade County, FL	http://www.miamidade.gov

GENERAL WEBSITES

Organization Title and Website Address	Purpose
Alliance for Regional Stewardship http://www.regionalstewardship.org/	A National Network of Regional Leaders
National Association of Regional Councils http://www.narc.org/	National voice for regionalism advocating for regional cooperation
Sprawl Guide (produced by plannersweb) http://www.plannersweb.com/	City and Regional Planning Resources, including Sprawl Guide
California Center for Regional Leadership http://www.calregions.org/	Nonprofit organization to assist / promote Collaborative Regional Governance
Center for Urban and Regional Policy http://www.curp.neu.edu/aboutus.htm	Northeastern University, Boston "think and do tank"
Effective Community Governance http://www.resultsthatmatter.net/site/model/	Ideas to help people and organizations become more effective at improving communities.
The Institute for Community Collaboration http://www.sfrpc.com/institute.htm	South Florida Regional Planning Council non-profit corporation building consensus decision-making