
Regionalism



Synopsis

NashvilleNext is a plan about Davidson County as the center of the Middle Tennessee region and Nashville as the central city of that region. If Nashville takes care of planning itself well as the center, all counties in Middle Tennessee benefit, ensuring that it remains a region of choice in which to live, work, and invest. This interdependence must be nurtured if Nashville and the region are to grow and share the benefits of prosperity and livability. Concurrently, a need exists for regional leaders to collaboratively address common issues.

This background report will address the interdependent actions that are needed to ensure the vibrancy of the center and the creation of a region/metro area of the future. This report will also focus on selected issues that are inextricably linked to the prosperity and livability of the region as a whole; these can be resolved by regional collaboration.

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Role and purpose of background papers



This background paper was developed to provide input to the NashvilleNext planning process. It was researched and authored by community members interested, involved, and knowledgeable on the topic. The authors present best practices, an evaluation of the state of the topic in the Nashville community today, and recommendations for consideration during the planning process.

This paper provides a starting point for broader community discussion and reflection based on the research and recommendations of the authors. Throughout the planning process, NashvilleNext will use this and other background papers, ongoing research, departmental involvement, community input and engagement to discuss, refine and formulate the policies and recommendations for the general plan.

The information and recommendations provided in this background paper are solely those of the authors and contributors and are being provided at the beginning of the NashvilleNext process to start community discussion.

The NashvilleNext Steering Committee thanks and extends its sincere appreciation to the authors of and contributors to this background paper for the time and effort to provide this report for community consideration and discussion. The Steering Committee looks forward to the ongoing dialogue on the issues and recommendations that the authors provide.

Any final policies and recommendations endorsed by the NashvilleNext Steering Committee for the consideration of the Metropolitan Planning Commission will be the result of the entire planning process and upcoming community engagement and discussion.

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It is a true honor for me to celebrate this historic milestone [Metro at 50] with you. I'm also thrilled to be back in Nashville, to what [Nashville] Mayor Dean calls 'a confident city.' And there should be a bit of swagger to your steps, because this region is well-positioned for the future. You have a strong economic foundation. You collaborate well together to solve local and regional challenges. If history is any guide, you are poised to pioneer the next bold regional act. And you must, because major demographic, economic, and global forces are changing the rules of growth and competition today. Celebrate today, but do not get complacent about tomorrow....

Fifty years ago, Nashville made history. It proved it can come together to act locally but pave the way nationally. The regional governance structure of the future will not be in the form of formalizing government. The answer to that form has yet to be found, but enormous experimentation is underway. Nashville can act. But let me state the obvious. The next bold governance act must be regional, not city; it must be private-public, not government-led; and it must be nimble, not formal, if you are to adapt and excel in the global competition for growth.

This is a confident city.

I believe Nashville will make history again.

Amy Liu

Senior fellow and co-director, Brookings Institution Metropolitan Policy Program, Nashville Area Chamber of Commerce annual meeting, October 10, 2012, "A Globally Competitive Nashville: The Next 50 Years of Regional Leadership"

Introduction

NashvilleNext is a plan about Davidson County as the center of the Middle Tennessee region and Nashville as the central city of that region. If Nashville takes care of planning itself well as the center, all counties in Middle Tennessee benefit, ensuring that it remains a region of choice in which to live, work, and invest. This interdependence must be nurtured if Nashville and the region are to grow and share the benefits of prosperity and livability. Concurrently, a need exists for regional leaders to collaboratively address common issues.

The NashvilleNext process and its series of background reports on specific topics is addressing how Nashville as the core county will plan those defined components of its community. This background report will address the interdependent actions that are needed to ensure the vibrancy of the center and the creation of a region/metro area of the future. This report will also focus on selected issues that are inextricably linked to the prosperity and livability of the region as a whole; these can be resolved by regional collaboration.

Why regionalism is part of NashvilleNext

Nashville's Metro Planning Commission is charged with preparing and adopting a general plan that is a policy guide to decisions about the growth and development of the community. Nashville's zoning ordinance is derived from the general plan.

In 1992, the Planning Commission adopted *Concept 2010 - A General Plan of Nashville and Davidson County*. The plan's preface stated that, while the plan focused primarily on Davidson County, "throughout the document there is recognition of the importance of Nashville's relationship with the surrounding region." One of the four missions of the Plan was to

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acknowledge the importance to and interdependency of the surrounding region in Nashville's growth and future development.

The 1992 plan continued:

“There is need to emphasize another concept: the idea that Nashville's future is influenced to a large degree by external trends and events. The state of global and national economies, changing demographics, and the continued growth of the South all have significant effects on Nashville. In particular, it is the condition of the metropolitan area surrounding Nashville that has the most dramatic influence on the city. Nashville must be seen not as an isolated unit, but as part of a region. There needs to be a realization that goals for Nashville must be compatible with the aims of the region as a whole.

One result of... rapid expansion that has occurred in the metropolitan area is that its components have become more interdependent. Increasingly, the MSA is becoming a single economic and cultural unit, centering on Nashville. Local and regional development decisions are more interrelated than they have ever been in the past. There are certain issues which can be effectively addressed only from a regional standpoint: air and water quality, economic development, solid waste management and transportation management. As interdependence increases, more and more planning issues will be added to the list of “regional” issues, and the need for region-wide cooperation will become even more pressing.

This [1992] General Plan acknowledges Nashville's place in the MSA and expresses a willingness to work toward solutions on a regional basis. Although this document is focused on Nashville, it should be understood that the city's planning efforts are firmly linked to the actions of the region.”

Twenty years later, in March 2012, Mayor Karl Dean announced that the *Nashville General Plan - Concept 2010* would be updated over a three-year period to create a 25-year vision for Nashville's growth and development. The updated NashvilleNext plan will include significant community input as it develops a citywide vision to support economic development; expand education, housing, and employment opportunities for residents; expand the application of environmentally sound and sustainable development practices; and increase neighborhood livability. As part of the process, regionalism is to be a overarching theme as the plan's basic elements – which range from arts and culture to housing and others – are addressed.

Why do regions with strong central cities matter?

Growth brings change. Change creates pressure. Pressure results in public- and private-sector responses — most often through the adoption of public policy. Policy responses affect people and services. Individuals and businesses make their decisions on where to live, work and invest based on these responses that impact their opportunities for prosperity and livability.

Regional responses are often needed when populations have grown and political boundaries have blurred, creating new dynamics and opportunities for thinking differently about how community issues are addressed. Regional approaches are effective because people's needs are met in a way that makes their lives more efficient and desirable. David K. Hamilton opines, “A regional process is triggered when an urban area experiences growth or change pressures that extend beyond individual political boundaries. Various influences are exerted to restore equilibrium. The influences promote either independent and autonomous responses, or regionalism and cooperation responses.”

In 1998, Janet Rothenberg-Pack, a fellow in the Brook-

ings Institute's Economic Studies Program, penned an article, "Metropolitan Areas – Regional Differences." In that article, she argued that the "economic health of cities and suburbs is closely linked, with the prosperity of suburban communities...depending on that of the central city. Suburbs that ignore the decline of their central cities cannot, despite their strong belief to the contrary, go it alone."

According to a 2003 *Cities, Regions and Competitiveness Report* published in the U.K., there is evidence that the economic strengths of cities underpin the success of regional economies as a whole. The report's analysis highlighted "city-region" relationships that recognize cities and regions share a mutually reinforcing relationship. The regions with successful "core cities" become vibrant, with different levels of functioning municipalities. These levels range from the core city that provides a full range of major city assets and an international standing to regional cities that are successful and distinctive in their own right.

Shared Prosperity, Stronger Regions: An Agenda for Rebuilding America's Older Core Cities addressed the decline of older core cities and the undermining of the entire region to compete and grow economically. The report stated, "Achieving sustainable progress means embracing a new belief system. Local, regional, and national leaders need to recognize the interdependence of communities and residents in a region, and understand that the central city is *central* to regional competitiveness and sustainability. Building a society where everyone participates and prospers calls for thoughtful and deliberate strategies that promote growth *with* equity — not growth at any cost."

Writing about regions and central cities, Richard Voith said, "If a city decline adversely affects the overall economic health of a metropolitan area, both and city and suburban residents alike have a stake in the economy of the city." He concluded his article by saying, "One key to an economically vital metropolitan area is an economically vital central city. To

improve central city economies, we need to provide the opportunity for viable city communities to build on their strengths...The potentially large economic benefits of a healthy central city suggest that it is in the region's interest to provide regional support...for services and amenities located in the city that have positive regional impacts."

Keith R. Ihlanfeldt of Georgia State University has compiled a list of five sources of interdependence that "allegedly link" the economies of central cities and their suburbs. His list: "First, the fortunes of suburbs may be tied to those of their central cities to the extent that outsiders' perceptions of the region are influenced by conditions prevailing within the core. Second, because of their location or history, central cities may contain amenities that are valued throughout the region. Third, individual central cities may provide a 'sense of place' that is valued not only by their residents but outside by outsiders. Fourth, the fiscal problems endemic to a declining central city may raise tax burdens in suburban areas and thereby retard economic development. Finally, central cities may offer unique agglomeration economies that define an important and specialized role for the central city in the regional economy."

Regions and their central cities are drivers of state and national economies

Fifteen years ago, the Brookings Institute created the Metropolitan Policy Program, which focuses on positioning U.S. regions and metro areas for the future by "redefining the challenges facing metropolitan America and identifying assets and promoting innovative solutions to help communities grow in more productive, inclusive, and sustainable ways."

Brookings' research states that metropolitan areas are the heart of the American economy. "They are also our hubs of research and innovation, our centers of human capital, and our gateways of trade and immi-

gration. Metropolitan areas drive the economy, and American competitiveness depends on their vitality. More than ever, this is a national imperative as our global competitors move aggressively down this path — boosting exports, investing in innovation, scaling up clean technology, and embarking on large-scale transformative projects.”

Brookings has identified 100 top U.S. metro areas — including Nashville — that drive the national economy. In their *Blueprint for American Prosperity*, Brookings shares that these top 100 areas hold the bulk of assets in the U.S. economy:

- 12 percent of the land area,
- 65 percent of the population,
- 74 percent of the college graduates,
- 78 percent of patents, and
- 92 percent of public transit miles.

These top 100 metro areas generate 75 percent of the nation’s GDP. Nashville/Middle Tennessee is Tennessee’s largest metro area. Cities such as Memphis and Nashville are working with Brookings to benefit from the research and programming that they offer related to keeping those areas strong because of their contribution to both state and national economies.

Regions and their central cities are players in the global economy

Brookings knows that metro areas are also the key to the global economy. Not only are U.S. metro areas in competition with each other, but they are and will continue to be competing with metro areas from around the world.

In an October 2012 presentation to members of the Nashville Area Chamber of Commerce, Amy Liu, senior fellow and co-director of the Brookings Institution Metropolitan Policy Program, reinforced the im-

portance of metro areas as the engines of the global economy because “they aggregate and integrate the very market assets that drive growth. Even though the 100 largest metro areas sit on just 12 percent of the nation’s land area, they dominate in innovation, by attracting 94 percent of the nation’s venture capital. They are the producers of our trade economy, generating 75 percent of all services exports. And they are the hubs of supply chains and goods movements, handling 82 percent of the nation’s air freight.”

Brookings is seeing a growing number of metro areas fulfilling their economic engine roles. According to Liu, these areas are creating business plans and strategies, and “many are doing so by strengthening and aligning five key market levers that create the conditions — the regional ecosystem — that enables firms to innovate and expand.

- First, regions must know the key clusters, trade sectors that drive their economy, and how these clusters are performing.
- Second, they must create an innovation ecosystem that allows new products and new firms to get created in those key industry clusters, and to go to scale through new markets.
- Third, a region must attract, retain, and grow talent that aligns with the needs of industry and supports innovation.
- To further those assets, a region must create spatial efficiency, an economist’s term that refers to how one must array land, infrastructure, and neighborhoods in such a way that maximizes the productivity and efficiency of your firms and workers.
- And finally, good governance and civics is needed to protect and further these assets and investments.”

Liu concluded her speech: “A metro revolution is coming. While urban policy may be considered dead, metro policy and metro action will define the next 50 years of economic success.” She believes national

and state governments around the world are embracing the “metro century” as they formulate plans and structures to bolster their regions for global competition and success.

Regions may enact a variety of responses to keep their central cities strong, as well as address those issues that “know no boundaries.” The NashvilleNext process provides an opportunity for Nashville to address its future as the core city of the region and strengthen interdependent working relationships with the other Middle Tennessee counties and municipalities. This includes the opportunity to work collaboratively within the region to address issues that impact overall prosperity and livability for all.

This background paper attempts to define the circumstances for local and regional discussion about the future of the Nashville/Middle Tennessee region as an interdependent unit over the next 25 years. The paper’s goal is to create discussion on:

1. National trends that affect “regionalism” and what they mean for the Nashville/Middle Tennessee region;
2. The “state of the region” today, including the definition of the region for planning and community discussion purposes;
3. The Nashville/Middle Tennessee region of the future through projected demographics and other trends;
4. The role of Davidson County as a core city within and as part of the region;
5. The identification of select issues that impact both the central city and the counties that are the base of creating prosperity and livability; and
6. A look at best practices/models and scenarios that provide a range of purpose and activity that can guide regional discussion about responses to regional growth.

This paper is not meant to provide the solution on how Nashville continues as the core city, nor how the region becomes more interdependent for success; the goal is to better understand the role of the core city in the region’s success and to provide a snapshot of regional issues that can dramatically impact that success. Leadership - with public input and collaborative actions - will create the necessary responses.

Why should Middle Tennessee care about its central city and the interdependence of its counties?

Davidson County is the historical and continuing center for a growing region. Its strengths are numerous with it being a center for the economy, transportation, entertainment, and many other community facets that are vital to the region. Therefore, it is important for the core to thrive and maximize those strengths for itself and the region. As our region naturally expands and changes occur, there are opportunities to achieve success as we address these changes.

Current Nashville Area Chamber of Commerce research shows that in the areas of:

Population: Davidson County population growth is growing but slowing relative to its own historical growth patterns. The county is not gaining population at the same rate as many other areas in Middle Tennessee. Population growth in Davidson County from 2006 to 2010 was nearly half that of the early 2000s. The surrounding counties grew continuously through the 2000s.

Total share of population: This pattern is typical as regions expand. Davidson County is 40 percent of the region’s population, down from 64 percent in 1950 and from 56 percent in 1980.

Racial and ethnic diversity: Davidson County is more diverse than the rest of the region, with non-White

Figure 1: Population of Middle Tennessee counties

County	Population	
	2000	2010
Cannon	12,826	13,801
Cheatham	35,843	39,105
Davidson	569,927	626,681
Dickson	43,152	49,666
Hickman	22,295	24,690
Macon	20,386	22,248
Robertson	54,430	66,283
Rutherford	182,029	262,604
Smith	17,712	19,166
Sumner	130,528	160,645
Trousdale	7,259	7,870
Williamson	126,649	183,182
Wilson	88,794	113,993

Source: U.S. Census (2000, 2010)

residents making up 39% of the county, compared with 12% of the rest of the region. (U.S. Census, 2010)

Migration to and from Davidson County: Davidson County has lost more population to the region than the region has brought into Davidson County (a loss of 90,886). More people are moving into the surrounding counties from across the U.S. than those moving into Davidson County.

Employment growth: Surrounding counties and Davidson County are gaining employment, but surrounding counties are gaining employment at higher rates. The surrounding counties experienced employee growth of 89,260 in the last 12 years; Davidson County gained 13,590 jobs.

Average household size: The size of households moving into Davidson County is smaller than those moving out to other Middle Tennessee counties. This means families are moving out of the city.

Young adults: Though losing families, Davidson County has a higher proportion of young adults than the rest of the region.

Outflow of earnings: Davidson County continues a trend of seeing dollars earned in Davidson County being spent in the surrounding counties, which means a loss of tax income.

Business establishments: The region is gaining business establishments. Davidson County has lost 476 business establishments since 2000, where the region has gained 4,721 establishments. From 1990 to 2000, Davidson County had seen an increase of 1,520 establishments .

Educational attainment: Davidson County has more residents with less than a high school diploma, as well as more residents with a Bachelor’s degree or higher.

Poverty: Davidson County has the largest number of residents (120,000) living at or below the poverty level. This equates to one in five residents of Metro Nashville. Rutherford County has the next largest poverty-level population, at 40,000 or one in seven residents.

Retail sales: Regional retail sales are growing faster than Davidson County’s retail sales.

Transportation and transit access: Davidson County is the transportation and transit hub of the region. In particular, it has substantially greater transit service than surrounding counties. However, there has been a concerted effort through the Mayor’s Caucus, the Nashville Area Metropolitan Planning Organizations, and others to develop a regional approach to transit and connect different transit systems throughout Middle Tennessee.

These population and related trends are not unique to Davidson County. According to New Geography author Wendell Cox,

“Based upon complete census counts for 2010, historical core municipalities of the nation’s major metropolitan areas captured a smaller share of growth in the 2000s than in the 1990s. The

results for the 50 metropolitan areas...indicate that historical core municipalities accounted for 9 percent of metropolitan area growth between 2000 and 2010, compared to 15 percent in the 1990-2000 period. Overall, suburban areas captured 91 percent of metropolitan area population growth between 2000 and 2010, compared to 85 percent between 2000 and 2010...and suburbanization, as a way of life, may indeed be even more prevalent....”

The Metropolitan Planning Organization expects 1 million more people to call Middle Tennessee home by 2040. Each year for the next 25 years, every one of the 13 counties in the Nashville Metropolitan Statistical Area (MSA) will be impacted by additional populations reaching into the tens of thousands. This growth can bring further stress to Davidson County as the central city and core of regional services, but these changes will also impact surrounding counties.

Understanding the current status of the core city and the region, what responses can be put in place to address the interdependence of their shared prosperity? What are their shared responses to future demographic and socio-economic changes? While there are myriad existing entities addressing issues that are regional in nature – congestion, housing affordability, land use, transportation, economic development, and others – the key may be in how all these issues are connected and coordinated for future interdependent efficiency and effectiveness.

The NashvilleNext process provides an opportunity to understand the need for public policy that ensures Davidson County’s economic bases remain strong in order to provide services to its residents. It also ensures that Nashville continue to serve as an important regional center with assets that benefit local and regional audiences. Local land use policy will outline development opportunities that bring additional property and sales taxes into the county, which are essential to its future growth.

What’s in it for me?

Regionalism is truly about people. Northern Kentucky’s *Vision 2015: Shaping our Future* document says, “It used to be that regions grew because of natural resources or trade routes. But today, regions also grow because of the availability of highly educated and productive people. These individuals are in demand and can choose where they work, for whom they work, and many times, when they work.”

Regions grow because people make conscious location decisions for their futures based on their economic opportunities and quality of life. Successful regions – particularly those in the future – will work because decisions have been made to strategically position themselves to create a positive environment for job creation and quality of life. Being a region positioned to compete in a global economy with livability assets and amenities is key to retaining and attracting workers and residents.

The seeds for the Nashville region were planted in 1963, when Nashville and Davidson County merged for efficiency and cost savings. This pioneering decision improved the quality of life for Middle Tennesseans by creating physical and fiscal boundaries that allowed for investment in such entities as the Nashville International Airport, Bridgestone Arena, LP Field, and numerous other institutions that, while located in Nashville, serve the region. As Middle Tennessee leaders look at what regionalism can mean for this area’s future, they will need to connect with those who call this area home and the prosperity and livability benefits an interdependent area can bring. With leadership and collaborative action, coordinated and collaborative investments in community and regional infrastructure will follow.

What's in it for everyone?

People and their leaders intrinsically understand the value of regional cooperation and planning. Middle Tennessee public- and private-sector leaders can claim success in many of these areas, as will be noted later in this background report. Ensuring continued commitment to regionalism and regional action will require thoughtful partnerships and processes as well as the ability to communicate the benefits of regionalism to municipalities and residents.

The Association of Wisconsin Regional Planning Commissions compiled a list that captured the benefits of regionalism:

1. In metropolitan areas, some problems cannot be solved within municipal boundaries, and decisions made by one municipality can have adverse impacts on other municipalities and the environment. While land has traditionally been divided by political boundaries, to allow more efficient provision of government services and democratic representation, this has not lent itself very well to effective management of natural resources, urban infrastructure, and other multi-jurisdictional systems. Pollution and inefficient use of resources and infrastructure (land, water, air, habitat, fisheries, roads, utilities, etc.) are examples of problems that spill over municipal boundaries. Area-wide resource management agencies and regional governments have therefore become necessary in most metropolitan areas. This approach is aimed at maintaining local input and decision-making while addressing the shortcomings of fragmented governmental authority when numerous cities, villages, and towns compose a metropolitan area. Especially in fast growing metropolitan areas, the problems, challenges, and opportunities associated with urban development need to be cooperatively addressed and resolved. In more rural regions, this shortcoming hampers coordination of services and achieving efficiency of operations and economies of scale.
2. Regional coordination and planning is also crucial for the success of undertakings that are too large or complex for any one unit of government to address. Issues such as economic development, solid waste disposal, groundwater management, and preservation of the quality of life in the region are examples of challenges that require regional cooperation. This same characteristic manifests itself in large rural areas where the relative small size of the local units of government compared to the geographic area under their jurisdiction may hamper their ability to address important planning and implementation issues.
3. A multitude of programs and projects are initiated each year at the federal, state, regional, and local levels. These programs have specific goals which usually interfere with one another. Regional planning commissions create the needed venue and framework to coordinate these programs and goals into a congruent whole and supporting the goals and objectives of the region. This coordination is needed to integrate various federal, state, regional, and local plans, and to improve the effectiveness, mutual reinforcement, and synergy among various planning efforts. It will also help make the plans more coherent and less confusing to the public and elected officials. With a concerted effort to ensure that the various public and private representatives have coordinated their efforts, their constituent groups and citizens will also be more likely to support it – thus unifying efforts to achieve the quality of life desired in the region. This premise is particularly relevant in the more rural regions because it enables the

units of government in these regions to compete for state and federal monies and programs more effectively.

4. As municipal budgets are strained and programs suspended or curtailed, cooperative program delivery schemes that provide for the coordination of services and the pooling of resources become more important. Long-term and area-wide planning for the delivery and combining of these services become critical in the task of maintaining services by improving the efficiency of delivery and cost-effectiveness through economies of scale. Regional entities are prime venues for discussing, planning, and implementing such area-wide solutions.”

How does Middle Tennessee compare to other regions in the nation?

According to the Brookings Institute’s March 2013 *Metro Monitor*, Nashville is one of the top 100 MSAs in the country in economic recovery from the 2008 recession. It is:

- 15th in overall economic performance;
- 16th in employment;
- 16th in unemployment;
- 14th in output (GDP); and
- 46th in housing prices.

How does Middle Tennessee compare to other regions in Tennessee?

Nashville is the economic engine of the state’s economy. The Nashville MSA outperforms the state on several measures. Research provided by the Nashville Area Chamber of Commerce shows that the Nashville MSA ranks:

No. 1 in

- Population;
- Population growth rate;
- GDP;
- Employment;
- Employment growth rate;
- Aggregate wages;
- Wage growth;
- Adults with a college degree;
- Undergraduate and graduate enrollment ;
- University research and development;
- State tax revenue; and
- Per capita income, and

No. 2 in

- Patents and
- Per capita state tax revenue.

What is the Middle Tennessee “region of the future,” and what does that mean?

Middle Tennessee operates from a position of economic strength. Nashville is a vital transportation, business and tourism center for North America. Two of the nation’s fastest-growing counties — Rutherford and Williamson — are in the area. The total population of the Nashville MSA is just over 1.5 million.

Nashville serves as the business, government, cultural, and tourism center for the Middle Tennessee region. Not only is it the state capitol and county seat, it

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possesses an inventory of regional assets such as the Nashville International Airport, Bridgestone Arena, LP Field, and a plethora of cultural and arts venues. It is also home to nonprofit organizations that serve Davidson and other counties in the region, including work in related growth and development issues and opportunities ranging from progressive development and design to land use and open space conservation. Nashville's brand is known throughout the world and creates opportunities for awareness and investment in the city and region.

Fifty years ago, Nashville made national history when it created a regional government by consolidating the city and county. This model has worked well through the decades as services and issues became more effective, efficient, and equal in the core county of Davidson. Over this time, this one-county region evolved into a 13-county MSA with growing individual counties becoming more economically robust and leaders understanding the need to address issues from a regional perspective. During this time, Davidson County continued in its role as the regional economic and political core.

Growth continues in Middle Tennessee. Regions of the future will most likely need to work differently than they do today — but why and how? What demographic and socio-economic changes affect how leaders and residents see their cities and regions and how they live and work in those areas?

By 2040, the Nashville/Middle Tennessee region will have to reach consensus about what the region is — both for planning purposes and for day-to-day realities. It will be a time where county lines will become more irrelevant in the daily lives of residents, businesses, and governments. This will be a time when — if leadership is realistic in planning and implementing those plans — living in Middle Tennessee will appear seamless in how people work and live together, all benefiting from a common shared vision and set of adopted growth values. NashvilleNext provides the

environment to play an integral role in positioning our region for this new “working” reality of regionalism that revolves around interdependence and mutual benefit.

No doubt the Nashville/Middle Tennessee region will be a major growth center in the state and nation over the next 25 years. Demographics will change — the area will become older and more diverse and will be particularly attractive to immigrants. Because we will grow, it will be important to prepare for that growth. Planning for that growth can best begin with an understanding of the current and projected demographic and socio-economic trends that will impact prosperity and livability — and individual and business choices — during these transitional years as we approach 2040.

How is the Middle Tennessee region currently defined?

“Metropolitan” is a broadly defined term. The Middle Tennessee region is understood in a variety of frameworks. It is important to understand the definitions and guidelines used in identifying and defining the concept of “region.” This definition can be crucial if consensus is to be reached on how the Middle Tennessee region can work together to address common regional issues and prioritize investments.

While the MSA is the primary definition used by the region to define itself, there are other regional frameworks under which the region operates — a look at some of these will highlight the commonalities and the differences that exist. These will accentuate the challenge of working as a regional unit to address common issues when diverse boundaries exist for different frameworks of service.

Figure 2: Middle Tennessee has many different regional organizations and touches multiple Congressional districts

County	MSA	10-County Region*	Nashville Area MPO	Greater Nashville Regional Council	Workforce Investment Areas	Nashville Area Ozone Monitoring Site	Congressional Districts			
							4th	5th	6th	7th
Cannon	■								■	
Cheatham	■	■		■	10	■		■	■	
Davidson	■	■	■	■	9	■		■		
Dickson	■	■		■	10	■		■		
Hickman	■									
Houston				■	10					
Humphreys				■	10					
Macon	■									
Maury		■	■							
Montgomery		■		■	10				■	
Robertson	■	■	■	■	10	■			■	
Rutherford	■	■	■	■	9	■				
Smith	■									
Stewart				■	10					
Sumner	■	■	■	■	10	■				
Trousdale	■			■	9					
Williamson	■	■	■	■	10	■	■		■	
Wilson	■	■	■	■	9	■			■	

* Five organizations work with these 10 counties: Middle Tennessee Mayors’ Caucus, Partnership 2020, Leadership Middle Tennessee, the Regional Transit Authority, Cumberland Region Tomorrow, and the Transit Alliance of Middle Tennessee.

What does the Nashville/Middle Tennessee region look like today?

Understanding the future of the Nashville/Middle Tennessee region is to understand where the region is today; this snapshot captures basic demographics about Nashville and the region:

Figure 3: Demographic comparison of Davidson County and the Nashville MSA

	Davidson County	Nashville MSA
Population	635,475	1,620,403
2017 Population Projection	678,638	1,760,260
Race		
White	389,807	1,254,027
Black/African American	175,681	249,342
American Indian/Alaska Native	1,947	4,622
Asian	18,144	36,578
Native Hawaiian/ Other Pacific Islander	310	387
Some other race	35,390	45,378
Ethnicity		
Hispanic or Latino	62,939	109,011
Not Hispanic or Latino	572,536	1,511,392
Age		
0-19	155,892	432,751
20-34	170,756	354,719
35-54	170,974	464,584
55-74	107,024	292,367
75+	30,829	75,982
Median Household Income	\$43,556	\$49,992
Per Capita Income	\$27,480	\$27,457
Educational Attainment (population 25 years and over)		
Less than high school diploma	13.8%	12.6%
High school graduate (includes equivalency)	25.6%	29.1%
Some college or associate's degree	26.0%	27.5%
Bachelor's degree	22.4%	20.3%
Graduate or professional degree	12.2%	10.4%

Figure 4: Cost of living in Davidson County

Cost of Living Index (100 is the national average)	88.9
Tax Burden	
Annual Household Income \$50,000	\$3,346
Annual Household Income \$75,000	\$3,758
Annual Household Income \$100,000	\$4,697

Source: Cost of Living Index: ACCRA, 2012 Annual
Tax Burden: 2011 US Department of Treasury

Figure 5: Property tax rates in Middle Tennessee counties and cities

Jurisdiction	Tax rate*
Cheatham	\$2.78
... Ashland City	\$3.24
Davidson (General Services District)	\$4.04
... Davidson (Urban Services District)	\$4.66
Dickson	\$2.85
Maury	\$2.60
... Columbia	\$3.91
Montgomery	\$3.14
... Clarksville	\$4.12
Robertson	\$2.89
... Murfreesboro	\$4.16
Rutherford	\$2.47
Sumner	\$2.02
Williamson	\$2.31
... Franklin	\$3.33
Wilson	\$2.57

* Per \$100 assessed property value

Source: Comptroller of Tennessee, 2012

What issues face the regions of the future? What are the trends that could shape Nashville and Middle Tennessee?

Regions do not exist without people. Regions cannot grow without prosperous residents and profitable businesses. As Nashville/Middle Tennessee looks to become a region of the future, what trends and issues need to be addressed at a regional level? How can leaders learn from those trends to ensure the viability of the core and the interdependence of the regional unit? What impact will those have on the framing of public policy by leaders, particularly as they create an environment that results in prosperity and livability?

As stated before, there are many existing successful regional collaborations already in place in Middle Tennessee; however, many challenges still exist for the core and the region. For the purposes of this background report, we have selected a list of issues that address the core issues of prosperity and livability. If these issues can be successfully addressed, the Nashville/Middle Tennessee region will be a region of choice in the future.

These issues are:

- Leadership
- Demographics
- Economics
- Socioeconomics
- Educational attainment
- Workforce development
- Transportation and land use integration
- Jobs and housing balance
- Housing availability and choices
- Infrastructure
- Open space conservation
- Air and water quality and quantity
- Fiscal equity

These issues will be individually addressed by identifying a trend, a national snapshot of the issue, followed by a snapshot of Nashville/Middle Tennessee.

This report is one of a series of background reports that is addressing key issues related to the future growth of Davidson County. We encourage readers to study the other background reports for more details on such Davidson County-centric subjects as economic development, arts, transit, and others. Each of those subjects could warrant an individual regional focus. This paper is meant to stimulate thought about how to approach integrating key issues that affect the core issues of prosperity and livability in Nashville and the region – elements that will nurture, attract, and retain workers and residents in the region.

Issue: Leadership

Trend: A new form of leadership may be needed to guide the future growth of metro areas with strong central cities.

Brookings Institute experts Bruce Katz and Jennifer Bradley looked at how the conversation must change about metro area leadership if economies and quality of life are to thrive. They suggest that elected and other leaders are beginning to understand and embrace the role of metro areas in the broader national and global economy. They define successful collaborative regions through common characteristics which includes being clear and smart about measurable goals, thinking creatively and innovatively, understanding their role in the global economy, balancing short-term wins and long-term aspirations, and embracing broader networks that represent a variety of groups, interests and sectors. They also feel strongly that successful regions will apply social technology “designed to create, inform and mobilize new, fluid and unpredictable networks,” which can result and refine leadership as a populist, rather than an elitist, phenomenon.

A new form of metro leadership is needed, accord-

Regionalism

ing to Katz and Bradley. They believe that with metro areas growing throughout the world, dynamics are shifting and U.S. metro areas must be positioned to compete “not just for rankings, but for the jobs, people, and resources that make them good places to live.”

Nashville/Middle Tennessee

It is vital that local leaders understand how successful regions operate as an area with a strong core, in addition to understanding and managing their own cities and counties. Thinking and acting as an interdependent unit will lead to coordinated and connected legislative, bureaucratic, and private-sector approaches to local and regional growth.

Understanding connections among leaders, communities, and issues will enhance the efficiency and equity of how to grow the region. Katz and Bradley argue, “Successful metropolitan leadership networks have become more diverse, inclusive, and representative of a broad range of constituencies.”

The Middle Tennessee region has many groups dedicated to specific topics. One key group that focuses on regional issues and leadership development is Leadership Middle Tennessee, one of the first regional leadership groups formed in the early 1990s by the Nashville Area Chamber of Commerce that now boasts an active yearly program as well as more than 350 alumni.

The Nashville Area Chamber of Commerce’s Partnership 2020 was the first regional collaborative effort organized for Middle Tennessee. Begun in 1990, the Partnership continues to provide excellent leadership in economic development and job creation, receiving national accolades for its work. Each year, Nashville Mayor Karl Dean joins a regional business leader to co-chair these efforts.

Cumberland Region Tomorrow was formed in 2000 as Middle Tennessee’s collaborative regional partner-

ship organization that focuses on regional growth and development issues and holds an annual Power of 10 Summit that attracts hundreds of regional leaders.

In the last five years, other important regional leadership groups have been formed based upon best practices from other U.S. cities. Mayor Dean, returning from a Nashville Chamber leadership visit to Denver, formed the Middle Tennessee Mayors’ Caucus as well as the Transit Alliance of Middle Tennessee. These have joined other programs that provide Middle Tennessee with unmatched regional organizational capacity that positions this region for future success and collaboration. Many local communities across the region also have their own leadership programs focusing on local and regional issues that are becoming more connected to regional leadership group efforts.

Issue: Demographics

Trend: The population of America will be 132 million more in 2050 than it was in 2005, and metro areas will be the most affected by those changes.

If current trends continue, the population of the U.S. will rise to 438 million in 2050, from 296 million in 2005, according to the Pew Research Center. Eighty-two percent of the increase will be due to the arrival of immigrants and their U.S.-born descendants. Of the 117 million people added to the population during this period due to the effect of new immigration, 67 million will be the immigrants themselves and 50 million will be their U.S.-born children or grandchildren.

- The Latino population, already the nation’s largest minority group, will triple in size and will account for most of the nation’s population growth from 2005 to 2050. Hispanics will comprise 29 percent of the U.S. population in 2050, compared to 14 percent in 2005.
- The non-Hispanic white population will increase more slowly than other racial and ethnic groups;

whites will become minority (47 percent) by 2050.

- The nation's elderly population will more than double in size from 2005 to 2050, as the baby-boom generation enters the traditional retirement years. The number of working-age Americans and children will grow more slowly than the elderly population, and will shrink as a share of the total population.

Nashville/Middle Tennessee

The demographics and population fact sheet created for Nashville Next provides details on the changes in Nashville and the Middle Tennessee region over the next 25 years. What is known is that the population will increase, it will age, and it will be diverse. Leaders will need to be aware of these changes as they plan and lead their communities.

Issue: Economics

Trend: The metro area of the future must be an integral player in the global economy.

Cities and regions cannot grow without the retention or expansion of a job base. How cities and regions create jobs and frame economic development efforts will determine the successful metro areas of the future.

Amy Liu, senior fellow and co-director of the Brookings Institution Metropolitan Policy program, spoke to Nashville leaders in October 2012 and shared perspectives about the realities facing Metro areas today:

- “(The U.S.) needs to get back to market basics. Strong tradeable sectors drive economic growth. A city, a metro area, primarily exists because of its economic function. That function, that economic distinctiveness, comes from [a metro area’s] traded sectors, whether in advanced manufacturing and business services.
- Global competition is fierce, with growth shifting away from the United States. In 2010, the combined global GDP of the BIC [Brazil, India, and

The nashvillenext background reports on Demographics and Equity & Inclusion in Nashville can be found at www.nashvillenext.net.

China] nations surpassed that of the U.S. for the first time, making up one-fifth of the world economy. That shift is expected to accelerate in the coming years while the U.S. share of global GDP is forecasted to stay the same.”

The next decades will see competition for jobs and strong economies not only among U.S. cities but with global areas from around the world. Liu continued,

- “The winners in the future economy will be those who embrace these realities by strengthening their global assets at the regional scale.
- To boost their traded sectors, the leaders in the next economy will need to innovate in manufacturing.
- Leaders will also need to innovate in services.
- Leaders in the future economy will also seize the clean economy, which is an ever-expanding market.
- Leaders in the next economy will also be those that close the skills gap between workers and industry.
- Leaders must be very intentional in raising the skills and education levels of the fastest growing portions of their populations.
- The regions that prosper will be those that take advantage of global demand.
- Exports can drive the nation’s economic recovery.”

Nashville/Middle Tennessee

The Nashville/Middle Tennessee region has benefited from a public-private regional approach to economic development since 1990, when Partnership 2000 was formed by the Nashville Area Chamber of Commerce. Partnership 2000 was — and continues as — a deliberate strategy to grow jobs in the 10-county Nashville region through business relocations and expansions by presenting a broad portfolio of choice for business.

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Today, as Partnership enters its fifth cycle with an infrastructure of partners in these 10 counties, the list of significant economic achievements for the last 20 years is impressive, according to the *Defining Times, Defining Prosperity* Partnership 2020 publication:

- Major business expansions and relocations resulted in the creation of 233,955 new jobs in the Nashville area;
- With direct support from Partnership 2010, 601 companies have relocated operations to Middle Tennessee since 1990, including Nissan, Clarcor, Louisiana-Pacific and others; and
- The per capita income of the region grew by 29.8 percent (\$39,768).

Liu outlined future growth opportunities for Nashville and Middle Tennessee:

- On traded sectors and exports, this region generated \$7 billion in exports in 2010, placing Nashville 40th among 100 metro areas on this score. That \$7 billion resulted from a 12.8 percent growth from the previous year, besting the U.S. average.
- This region also has nearly 18,000 clean economy jobs, ranking Nashville 28th in the nation. Nashville region clean jobs, such as in environmental compliance, biofuels, energy efficient appliances, and organic foods, grew at twice the rate of the nation.
- On human capital, the Nashville region benefits from having a relatively high share of workers with college degrees, which is in demand by many employers. But Nashville has a smaller share of workers with mid-skills or two-year degrees.
- As Nashville diversifies, it is attracting and growing a moderately skilled immigrant workforce. Fourteen percent and 10 percent have a college degree or an advanced degree, respectively.

The nashvillenext
background report on
Economic Development in
Nashville can be found at
www.nashvillenext.net.

She also outlined challenges:

- “Middle Tennessee exports make up only 9.6 percent of the Nashville MSA economy, which is below the national average.
- There are cracks in the region’s innovation ecosystem. The region generates few patents relative to other markets, signaling a dearth of new products and new processes in the region’s universities and key industries.
- Further, the presence of scientists, engineers, technicians, in the Nashville economy – in terms of STEM jobs and within the manufacturing sector – is quite low. This means that few workers in Nashville firms and industries are equipped to deploy the latest technologies, lean processes to accelerate innovation.
- At a time when innovation prizes the close proximity of like firms and workers, this region is moving in the opposite direction. Nashville’s economy is not spatially efficient. Jobs continue to decentralize from the urban core, which is home to approximately one-quarter of the region’s jobs, while nearly half of the region’s jobs are now located outside a 10-mile ring of the city center.
- As a result of the job sprawl, only half of the region’s jobs are accessible by some form of public transit, ranking Nashville 92nd among 100 metro areas. Yet, nationally, transit ridership is on the rise. More households have two-worker parents, with few households able to afford more than one vehicle. Transportation choice is really critical today to improve worker success and firm productivity.”

Issue: Socioeconomics

Trend: The increase in poverty will continue to impact both urban and rural areas and metro centers will be most affected.

The **nashvillenext** background report on Poverty in Nashville can be found at www.nashvillenext.net.

According to eHow, socioeconomic factors are the social and economic experiences and realities that help mold one's personality, attitudes, and lifestyle. The factors can also define regions and neighborhoods. How regions address issues at the core of prosperity will define their success in growing individual and regional prosperity in the future.

Poverty

According to the Metro Nashville Homelessness Commission:

- To live in poverty means that a person cannot afford to meet his or her basic needs; the longer a person remains in poverty increases the likelihood that he or she will stay in poverty.
- Children who grow up in poverty are more likely to suffer in many areas, including health, academic performance, and emotional well-being.
- In addition to the devastation of the lives of people who live in poverty, the economic stability and productivity of our nation is affected by the unrealized capacity for many who are unemployed or underemployed.

Nearly 40 million Americans — more than 16 percent of the population — live in poverty. New figures released by the U.S. Census Bureau in November 2012 found a spike in poverty numbers in 2011, going from 49 million in 2010 to 49.7 million. One of the most startling findings showed that almost 20 percent of American children continue to live in poverty. The numbers found that Hispanics and people living in urban areas had a higher chance of struggling to make it financially. Poverty among full-time and part-time workers also saw a jump from its 2010 numbers.

Nashville/Middle Tennessee

- In 2010, of the 628,000 people in Davidson County, 20 percent were poor, based on Census estimates.

- 32 percent of persons under age 18 live in poverty.

- 50 percent of single mother families with children under age 5 live in poverty.
- In the Metropolitan Council districts in Davidson County (redistricted in 2011), the rate of poverty ranges from 2 percent in District 35, the lowest rate of poverty, to the highest rate of poverty in District 19 at 49 percent.

Central City/Suburbs: According to Nashville Area Chamber of Commerce research, in 2000 there were 127,866 people living at or below the poverty level in the Middle Tennessee region (9.7 percent of the total population); in 2011, that number reached 233,860 (14.5 percent of the population). In 2000, Davidson County had 64,966 people living at that level or 11.4 percent of its population; by 2011, 118,715 people were at this level, representing 18.7 percent of the county's population.

Homelessness (urban and rural)

According to the 2011 Annual Homeless Assessment Report presented to Congress in November 2012 by the U.S. Department of Housing and Urban Development (HUD), on a single night in January 2011, 636,017 people were homeless in the United States, according to an annual Point-in-Time required count.

The 2012 report highlighted two important trends:

“First, sheltered homelessness among families with children increased steadily between 2007 and 2010, declining slightly in 2011. The significant and multiyear rise in family homelessness occurred in the wake of the recession, and the report provides some evidence that the economic downturn had a particular impact on the stability of family households.

“Between 2007 and 2011, the number of persons in families coming from stable housing arrangements just prior to entering the shelter system has increased by 38,090 people (a 38.5 percent increase). The direct movement of families from stable housing into shelter demonstrates that families in economic distress are at particular risk of becoming homeless, perhaps because they often have fewer housing options than one-person households.

“Second, homelessness overall has declined since 2007. The decline was observed for nearly all homeless populations: people who experienced homelessness by themselves, the nation’s veterans, and by people who experienced chronic homelessness. The size of the declines ranged between 5 and 13 percent, depending on the population. Most notably, homeless shelter use among single adults dropped below 1 million nationally for the first time since these data have been collected. [There is also a] decline in family homelessness from 2010, the first decline since 2007.”

The HUD report shares factors that may impact the homelessness population. The first is the impact of the current economic climate on funding for homeless assistance programs. Second is the impact of troop drawdowns in Iraq and Afghanistan that will see a large-scale return of veterans, many needing housing and supportive services as they transition to civilian life. Third, the impact of the recession may impact the nation for years, and HUD leadership feel it is unclear whether the sustained unemployment among many Americans, or even the ongoing foreclosure crisis, will lead to increases in homelessness.

In April 2013, the National Alliance to End Homelessness (NAEH) released *The State of Homelessness in America 2013*. This report uses the most recently available national data to examine trends with regard to homelessness between 2011 and 2012. The report shows that, overall, the homeless population de-

creased by 0.4 percent between 2011 and 2012. There was a decrease in all homeless subpopulations, with the exception of persons in families.

Here are a few major findings outlined in the report:

- At a point in time in January 2012, 633,782 people in America were experiencing homelessness.
 - Although the national homeless population slightly decreased, it increased in 29 of the 50 states.
- The largest decreases were among individuals identified as chronically homeless (6.8 percent) and veterans (7.2 percent).
- The number of people in homeless families increased by 1.4 percent.
- 20 people out of every 10,000 in the general population are homeless.
 - The homelessness rate among veterans is higher: 29 out of every 10,000 veterans in the general population are homeless.
- Thirty-eight percent of persons identified as homeless were unsheltered, living on the streets, in cars, in abandoned buildings, or in other places not intended for human habitation.

Estimates of the total number of homeless people in the United States vary widely and, therefore, so do estimates of the rural homeless. According to the 2007 *The State of Homelessness in America* report issued by the National Alliance to End Homelessness, there were around 750,000 people homeless on any given night. Therefore, around 70,000 people in rural areas are homeless on each night in the United States. Rates of homelessness among rural areas vary widely. According to the Alliance’s *Geography of Homelessness* report, there are approximately 14 homeless people on average for every 10,000 people in rural areas, compared with 29 homeless people for every 10,000 in urban areas.

According to the NAEH, the same structural factors

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that contribute to urban homelessness—lack of affordable housing and inadequate income—also lead to rural homelessness. Perhaps the most distinguishing factor of rural homelessness, however, is access to services. Unlike in urban areas, many rural homeless assistance systems lack the infrastructure to provide quick, comprehensive care to those experiencing homelessness. Reasons for this difference are many, including lack of available affordable housing, limited transportation methods, and the tendency for federal programs to focus on urban areas. Additionally, rural areas tend to have higher rates of poverty, only compounding the risk of becoming and staying homeless in those areas. Due to these barriers, one of the most important strategies in ending rural homelessness is prevention.

Nashville/Middle Tennessee

According to the *2011 Annual Homeless Assessment Report*, 10 states experienced decreases in homelessness each year between 2007 and 2011: Arizona, Illinois, Indiana, Nevada, New Hampshire, North Dakota, Oregon, Rhode Island, Tennessee, and Washington.

Nashville Homelessness: According to the Metropolitan Homelessness Commission, Nashville's Point-in-Time count of its homelessness showed that on a winter night in 2011:

- 2,245 individuals slept in a shelter or outdoors;
- 1,885 were counted in a shelter; and
- 360 were counted while sleeping outdoors.

These numbers do not take into account people who stay in motels, in cars, or are temporarily staying with friends or family. The MHC estimates that the number of individuals experiencing homelessness in Nashville on any given night is about 4,000. Service providers report an increase in families who are homeless or on the brink of homelessness. Metro Nashville Public Schools reported 2,495 students were registered as homeless during the 2011-2012

The **nashvillenext** background report on Homelessness in Nashville is online at www.nashvillenext.net.

school year, an increase of more than 20 percent from the previous year.

Regional Homelessness: Municipalities, through their CoCs (Continuums of Care), are required to conduct annual Point-In-Time (PIT) counts of their homeless populations. The PIT is a one-day, statistically reliable, unduplicated count of sheltered and unsheltered homeless individuals and families in the country. Programs like PIT determine resource needs and federal funding.

Housing for Homeless Populations: According to the Tennessee Housing Development Agency, in general, housing for Tennessee's homeless population is split relatively equally into three different types of housing: emergency shelter units (very short-term housing), transitional housing (more long-term units), and permanent supportive housing units, which are available to individuals and families that have been chronically homeless.

Many cities in the region — Nashville and Murfreesboro as two examples — have adopted multi-year plans to reduce chronic homelessness.

Issue: Education Attainment

Trend: Over the next ten years and beyond, jobs will increasingly require higher levels of education.

The workforce of a region knows no boundaries — where education occurs, where the job is, or where the worker lives. All businesses and economies benefit from a workforce that is prepared. And being prepared for a 21st-century job or post-secondary education is vital to an individual's prosperity and a community's economy.

According to *The Condition of Education 2012* report from the U.S. Department of Education's National Center for Education Statistics:

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- Enrollment in U.S. schools is expected to grow in the coming years. From 2011 through 2021, public elementary and secondary enrollment is projected to increase to 53.1 million students.
- Undergraduate enrollment is expected to increase from 18.1 million students in 2010 to 20.6 million in 2021.
- Enrollment in post-baccalaureate programs is projected to increase through 2021 to 3.5 million students. These increases in enrollment have been accompanied by an increase in diversity of the student population.

Data analysis from the Southern Regional Education Board (SREB) reinforces the importance of community colleges. For the first time in the South, the number of students enrolled in community colleges is expected to surpass enrollment in four-year universities.

Research by the Tennessee Higher Education Commission reveals that more than 90 percent of future jobs that will support a middle-class standard of living will require some level of post-secondary education.

The **nashvillenext** background report on Education is online at www.nashvillenext.net.

Nashville/Middle Tennessee

- Middle Tennessee generally has a more educated population age 25 and over relative to the U.S. and Tennessee. Nearly 28 percent of adults have at least a bachelor's degree or higher, compared to 26.7 percent in the U.S. and 21.6 percent in Tennessee.
- A relatively low proportion of adults in Middle Tennessee have a high school degree or less compared to the U.S. and Tennessee. Some of the less populous parts of the region must overcome lower rates of bachelor's degree attainment among their population.
- Workers employed in jobs requiring a four-year degree are competing against an increasingly national and international labor pool. Employers report that Nashville's amenities, cost of living, and perceived quality of life currently offer a competitive advantage to attracting and keeping high skill talent from higher-cost urban areas.
- Roughly half of all jobs in Middle Tennessee and the U.S. require short-term training or moderate training, a share that continues to drop. However,

Figure 6: Academic performance of high schools in Middle Tennessee School systems (2011–2012)

System	Graduation Rate	ACT Composite	Student Enrollment	Economically Disadvantaged Students	Limited English Proficient Students
Davidson County	78.4%	18.4	74,680	72.4%	14.3%
Cheatham County	91.9%	19.6	6,599	49.4%	0.4%
Dickson County	90.3%	19.9	8,209	53.5%	1.4%
Maury County	87.5%	19.3	11,281	57.1%	3.1%
Montgomery County	95.2%	19.4	29,126	46.9%	3.2%
Robertson County	94.6%	18.9	10,916	51.3%	5.4%
Rutherford County	90.7%	19.8	38,118	43.5%	5.6%
Murfreesboro	—	—	6,985	53.2%	7.7%
Sumner County	91.2%	20.5	27,203	39.6%	2.1%
Williamson County	92.2%	23.1	31,686	12.4%	1.8%
Franklin SSD	—	—	3,601	41.5%	11.8%
Wilson County	95.5%	19.9	15,408	28.8%	1.7%
Lebanon	—	—	3,293	61.6%	8.4%

Regionalism

er, 38.9 percent of net new jobs will be in these two skill categories in Nashville, compared to 35.4 percent in the U.S. Often these jobs require a minimum high school degree, but increasingly employers prefer some college experience as well. More than 20 percent of current jobs require a four-year or graduate degree as a minimum educational requirement, and occupational projections show that an increasing share of work will require postsecondary education as new jobs demand greater skills. For occupations previously requiring only short-term or moderate levels of training, it will be important for workers in these education bands to continually enhance and develop their skills.

- Average regional 2010 ACT score ranges from 18.1 to 22.7.

Issue: Workforce Development

Trend: If metro areas drive economies, regions must be competitive for jobs - nurturing, developing, retaining, and attracting workers.

Regions flourish because people and businesses have chosen them as their locations to live and work. The presence of a workforce to meet job needs is vital to those decisions.

According to the U.S. Department of Labor 2010-2020 projections:

- Total employment is expected to increase by 20.5 million jobs from 2010 to 2020, with 88 percent of detailed occupations projected to experience employment growth.
- Industries and occupations related to health care, personal care and social assistance, and construction are projected to have the fastest job growth between 2010 and 2020.
- Jobs requiring a master's degree are expected to grow the fastest, while those requiring a high school diploma will experience the slowest growth over the 2010-2020 timeframe.

The nashvillenext background report on Economic Development, including workforce development, is online at www.nashvillenext.net.

- Slower population growth and a decreasing overall labor force participation rate are expected to lead to slower civilian labor force growth.

Labor force

- Like the population, the labor force is growing more slowly, becoming older and more diverse. The labor force is composed of all persons 16 years and older in the civilian non-institutional population who are either employed or are unemployed, but available and looking for work. The civilian labor force is projected to reach 164.4 million by 2020, an increase of 6.8 percent.
- The U.S. workforce is projected to become more diverse by 2020. Among racial groups, whites are expected to make up a decreasing share of the labor force, while blacks, Asians, and all other groups will increase their share. Among ethnic groups, persons of Hispanic origin are projected to increase their share of the labor force from 14.8 percent to 18.6 percent.

Nashville/Middle Tennessee

According to a regional workforce study, *Leveraging the Labor Force for Economic Growth: Assessing the Nashville Economic Market Area's Readiness for Work after the Recession*, "The Nashville region continues to be an area of consistent, strong growth in population and very favorable employment and economic growth prospects. To maintain its record of success, the region must strive to keep and expand its tangible workforce advantages. Investment in education and training for workers will become increasingly important amid demographic changes, competition for resources, changing workplace needs and growing global pressures to perform at every level. Success will also mean sustaining a competitive edge in attracting the 'best and brightest' talent from around the country."

According to the 2010 report, the 10-county Nashville economic market area has about 860,000 people participat-

ing in the labor force. As one of the nation's large and emerging growth markets, it is increasingly important that the Nashville region understands the dynamics of this workforce. The report shares several trends:

- A major shift in population age composition is looming in the region and the country. Currently, about two-thirds (63 percent) of the Nashville area's population is of working age (20-64). This is projected to decline to 59 percent by 2019 as Baby Boomers retire in large numbers.
- Davidson County is an important part of the population base of Middle Tennessee and serves as a primary employment center.
- The Nashville area is projected to add more than 151,000 new jobs between 2009 and 2019. The region could begin experiencing worker shortages in the second half of the decade, reaching a shortage of nearly 24,000 workers by 2019.
- Currently, not enough next-generation workers will be entering the workforce to replace the Baby Boomers who are anticipated to retire.
- The region will need substantial in-migration to meet its workforce needs if the region's growth is to continue at levels comparable to the recent past.
- More workers will be self-employed. Proprietorships and entrepreneurs are relatively much more important to the Nashville area economy than these are in many other metro areas and the U.S. as a whole.

In-migration of workers is especially critical in niches requiring creative and technical skills. The area's ability to draw potential migrating worker pools from around the nation - and the world - will become more urgent throughout the decade ahead as demographic shifts begin to take greatest effect nationally.

Issues: Mobility, Transportation, and Land Use Integration

Trend: Congestion will continue to worsen.

Trend: Integrated transportation/transit and land use planning should be accepted community and regional planning models.

A quality transportation system provides mobility to all users. A complete transportation system includes walking and biking options, roadways, rail- and waterways, and mass transportation. A complete multi-modal transportation system is vital to a region's economic and environmental health and functioning. Inefficient, congested systems impact mobility for residents, the delivery of goods and services, and air quality.

According to the Texas Transit Institute's *2012 Urban Mobility Report*, in general, traffic congestion is worse in the larger urban areas than in the smaller ones. Traffic congestion levels have increased in every urban area since 1982. Congestion levels have risen in all size categories, indicating that even the smaller areas are not able to keep pace with rising demand. The need for attention to transportation projects is illustrated in these trends. Major projects or programs require a significant planning and development time—10 years is not an unrealistic timeframe to go from an idea to a completed project or to an accepted program.

TTI data:

- Congestion costs are increasing. In looking at the 498 urban areas, costs have increased from \$24 billion (1982) to \$94 billion (2000) to \$121 billion (2011). (All values constant in 2011 dollars).
- Congestion is worse in areas of every size — it is not just a big city problem.
- Population and employment growth — two primary factors in rush-hour travel demand — are projected to grow slightly slower from 2012 to 2020 than in the previous 10 years.

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- The growth in usage of any of the alternatives (biking, walking, work, or shop at home) will continue at the same rate.
- If this “status quo” benchmark is applied to the next five to 10 years, a rough estimate of future congestion can be developed. The congestion estimate for any single region will be affected by the funding, project selections, and operational strategies:
 - The national congestion cost will grow from \$121 billion to \$199 billion in 2020 (in 2011 dollars).
 - Delay will grow to 8.4 billion hours in 2020. Wasted fuel will increase to 4.5 billion gallons in 2020.
 - The average commuter will see their cost in wasted time and gas grow to \$1,010 in 2020 and (in 2011 dollars). They will waste 45 hours in traffic and 25 gallons of gas in 2020.
 - Wasted fuel will increase to 2.5 billion gallons in 2015 and 3.2 billion gallons in 2020.
 - If the price of gasoline grows to \$5 per gallon, the congestion-related fuel cost would grow from \$10 billion in 2011 to approximately \$22 billion in 2020 (in 2011 dollars).

The nashvillenext background report on Transportation is online at www.nashvillenext.net.

If the next decade is anything like the last, the affordability gap will only get worse. Data from the Index, which covers 180,000 neighborhoods and 89 percent of the U.S. population, revealed that housing and transportation costs — up 37 percent and 39 percent respectively — dramatically outpaced incomes — up 22 percent — between 2000 and 2009. At the same time, less than 1 percent of the 6 million households added in that timeframe were in location-efficient neighborhoods.

According to the Federal Highway Administration, “The role of transportation professionals is evolving and more frequently requires them to understand how transportation investments can be consistent with the principles and practices of land use planning and development. At a minimum, the coordination of land use and transportation requires that those concerned with the well-being of a community (or region, state, or nation) assess and evaluate how land use decisions effect the transportation system and can increase viable options for people to access opportunities, goods, services, and other resources to improve the quality of their lives. In turn, the transportation sector should be aware of the effects the existing and future transportation systems may have on land use development demand, choices, and patterns.

The Center for Neighborhood Technology reveals that nearly three out of four American communities are already unaffordable when transportation costs — the second-largest expense in a family budget — are considered along with housing. According to the Center’s Housing and Transportation Affordability Index, combined housing and transportation costs should consume no more than 45 percent of a household’s budget based on the area’s median income. If only housing is considered, 76 percent of U.S. communities are considered affordable, based on spending 30 percent of household income on housing. However, when transportation costs are factored in, the number of affordable communities plummets to 28 percent, based on spending 15 percent on transportation.

This tends to result in a balance of mixed uses (including housing, educational, employment, recreational, retail, and service opportunities) which recognize the importance of spatial or geographic proximity, lay-out, and design of those uses. In addition, the consideration of long term and broader (even global) impacts of land use decisions on our natural and human-made environment, including transportation systems and facilities, is critical to these concepts, as well.”

Nashville/Middle Tennessee

The region has made significant progress in recent years in the integration of transportation and land use planning as part of Metropolitan Planning Orga-

Regionalism

nization long-range planning and local comprehensive planning efforts, but Middle Tennessee must do more to translate long-term thinking into short-term action. The Nashville metropolitan region consistently ranks near the top nationally in vehicle miles traveled (VMT) per capita, spending excessive amounts of money and time stuck in traffic or on long distance commutes to and from work. The reality is that most Middle Tennesseans have no option for getting around other than by personal automobile. Sprawling land development patterns have made efficient integration of transit services problematic.

Regional leaders in Middle Tennessee have recognized the need to provide a variety of transportation options to address growing traffic congestion, mobility needs, pollution, and health concerns. A multi-modal transportation system that moves people and goods efficiently can support our region's future economic vitality, livability, and sustainability.

Current research reveals that 62 percent of our 10-county region's workforce live and work in different counties. This data, from the 2010 U.S. Census Report, indicates that the Middle Tennessee region is highly interconnected—many people from neighboring counties are traveling back and forth every day. Intense inter-regional travel, combined with intra-regional through traffic on the three interstates that intersect in Middle Tennessee, compounds congestion further. This reality of Middle Tennessee's current transportation situation has caused regional leaders to work together, consider, and embrace the need for a diversified transportation system.

A 2011 report by CEOs for Cities cited the Nashville region as having the worst commute in the country based on total hours of peak travel times. That same year, a Brookings Institution report, *Missed Opportunity: Transit and Jobs in Metropolitan America*, ranked the Nashville Metropolitan Statistical Area No. 93 out of 100 in terms of transit access. This report stated, "An estimated 32.2 percent of working-age residents have

access to public transportation such as trains, buses and other alternatives." The region's commuters spent an average of 35 hours stuck in traffic congestion, according to the Nashville Business Journal (9/27/11), and the average commuter drives 37 VMTs a day in the region (2010 VMT data).

The rapid growth of Middle Tennessee requires a clear framework for regional transit, rooted in coordinated land use policies and transportation investments. Synced land use policies and development outcomes with transportation and transit investments have been used to address these issues and maximize future funding actions. Middle Tennessee is seeing progress already in this area with approval of two transit-oriented developments, or transit-ready developments, in Wilson and Sumner counties. Davidson County is pursuing The AMP Bus Rapid Transit project connecting East Nashville to White Bridge Road and connecting numerous employment, residential and tourism centers in between. Intended as a model for the region, The AMP will connect to regional transit that serve Clarksville and Murfreesboro.

Policymakers, private citizens, and developers alike have seen the effects that development patterns have created. Many Middle Tennessee communities are working to create, adopt, and implement comprehensive land use planning that encourages development in existing communities and focuses more on quality, design, and connectivity in local land use decisions. Since 2006, four counties have adopted comprehensive plans along with zoning regulations to accompany the plan. In 2012, three counties began the process of creating or updating comprehensive plans that integrate transportation and land use policies and funding to meet local objectives as well as provide better platforms to support future transit investments.

Issue: Jobs and Housing Balance

Trend: There are increased planning efforts to address the need to provide a range of housing options located near employment centers.

“Jobs-housing balance” refers to the approximate distribution of employment opportunities and workforce population across a geographic area. According to the U.K.’s Planning for Sustainable Travel, “The aim of jobs-housing balance is to provide local employment opportunities that may reduce overall commuting distance among residents (and also the reverse – to provide homes near to workplaces). Like most of the urban structure variables, it is a necessary, but not sufficient condition for reducing the need to travel. Arguably it is more important at the strategic travel to work area level, or in peripheral and remote urban areas where opportunities for cross-area commuting are less.”

The U.K. team, in researching mostly U.S. job-housing balance studies, found that there is general consensus that a balance of jobs and housing within an area can contribute to a more sustainable travel in the form of shorter travel distances, although the mode of travel would be more strongly influenced by the availability of public transportation. This group cites data from the San Francisco Bay Area that shows that improving the proximity of jobs to housing reduced travel substantially more than bringing retail and consumer services closer to residential areas. Their conclusion is that jobs-housing balance is a key factor in reducing travel distances.

Nashville/Middle Tennessee

Jobs are highly concentrated in Nashville and the counties adjacent to Davidson County. Nashville anchors the region in this respect and also serves as the employment center. The trend, however, has been for the residential growth that has both accompanied and been fostered by our core’s economic development successes to be in the contiguous counties. The trade-off is ever-increasing congestion as workers drive

across multiple counties for homes, work, shopping, and entertainment, even as roadways continue to expand.

A more regional view of economic development can foster a better balance of jobs and housing across Middle Tennessee. The main policy challenge in Middle Tennessee is less to ensure jobs/housing balance than to ensure workforce housing near job centers so that there is a good spatial match between skills needed, housing choice, and accessibility to work. Creating land use plans and zoning regulations that allow for a range of housing options in the right locations is one important strategy to meet this regional need.

Sixty-two percent of Middle Tennessee residents live and work in different counties. Cumberland Region Tomorrow (CRT), a nonprofit in Middle Tennessee that focuses on regional quality growth awareness, recently revealed that this 62 percent indicates an increase of almost 18 percentage points when CRT first began tracking this data in 2000.

The increased number of residents working across county lines reflects the regional population shift that

Figure 7: Residents who work outside their home county in Middle Tennessee

County	Working outside home county (%)
Montgomery	46
Maurry	60
Williamson	63
Rutherford	58
Cheatham	83
Dickson	66
Sumner	67
Robertson	73
Wilson	71
Davidson	30
Region-wide	62

Source: U.S. Census (2009); Cumberland Region Tomorrow

has occurred over the last decade. CRT attributes increased county inflow/outflow numbers to more Nashville-based workers choosing to live outside Davidson County city limits. While an increase from 2000 is not surprising, some of the jumps are higher than anticipated. Continuing the pattern of “drive until you qualify,” more of the region’s workforce has located further from main centers of employment, with residents reliant on highway infrastructure, affordable gas, and undeveloped land to build new homes. As gas prices rise, the transportation costs render longer commutes increasingly unaffordable, even when combined with lower housing costs. Changing demographics also pose problems, as young professionals often search for homes and employers that are accessible by transit.

Issue: Housing Availability and Choices

Trend: Regions will need to offer a variety of affordable housing choices in order to retain and attract workers and meet the needs of all residents.

Housing is a complex economic, social, and political issue that transcends traditional jurisdictional boundaries because factors affecting housing — such as availability, location, developable land, infrastructure, jobs, and services — are regional in nature.

Demographics will affect housing: According to John McIlwain of the Urban Land Institute, “Demographic shifts and changing values will increase demand for pedestrian-friendly, mixed-use communities in both urban and suburban settings; the coming decades will be the time of the great reurbanization as 24/7 central cities grow and suburbs around the country are redeveloped with new or revived walkable suburban town centers. This transition will be fueled by the growth of two-person households, an end of baby boomers’ suburban infatuation, and public policies designed to stimulate compact development.”

According to McIlwain, there are four key trends that will affect housing in the upcoming decades:

1. Older baby boomers (ages 55-64) - a population of about 26 million Americans. McIlwain predicts that older baby boomers will likely defer transitioning into retirement communities for at least a decade, thereby limiting demand for such facilities. He predicts that they will purchase condominiums in mixed-age and mixed-use communities of more urbanized settings.
2. Younger baby boomers (age 46-54) – a population of about 52 million Americans. McIlwain feels that younger baby boomers will have significant housing market challenges, negative equity and a hard time locating buyers for their suburban homes. Although younger baby boomers are at the perfect stage in their lives to buy second homes, the housing bust and economic recession have undercut their ability to do so.
3. Generation Y (late teens to early 30s) – a population of about 83 million Americans. Due to the recent housing crisis, the allure of buying real estate has become less powerful. They will be renters by necessity and by choice. They may prefer urban settings to the suburbs they were raised.
4. Immigrants – a population of about 40 million foreign-born living in America. This demographic is expected to grow swiftly in the coming years. McIlwain notes that immigrant populations tend to cluster together. These clusters have moved from the central cities to the inner suburbs over the last two decades.

Household size is shrinking: Arthur C. Nelson, director of the Metropolitan Research Center at the University of Utah, says the shrinking number of households with children is one of the most important trends related to generational housing preferences. The share of households with children fell from 45 percent in 1970 to 33 percent in 2000 and is projected to dip to 29 percent by 2030, according to Nelson. While the total number of households is expected to grow by 20 percent to 140,456,000 between now and 2030, households with children will account for just 10 per-

cent of that growth. Among homeowners, Nelson's research shows that only 25 percent of Americans want a home on a large lot — often the leading choice for people raising families — yet that type of housing accounts for 43 percent of the supply. Meanwhile, 37 percent of Americans want to live on small lots, but that type of housing accounts for only 29 percent of supply. Another 38 percent want to live in attached housing, but that accounts for only 28 percent of supply.

There is an opportunity for infill development to make suburbs more convenient: “That could also be how the country shifts its economic engine back into high gear,” says Christopher B. Leinberger, a land-use strategist and researcher. The convergence of two huge generations — the boomers and millennials — with similar appetites for compact, walkable, mixed-use communities creates an enormous rebuilding opportunity based on smart growth. This could be the economic foundation of the country for the next 30 years.”

There is an opportunity to create entirely new communities near job centers or that include job centers: However, this may require updating land use plans and zoning maps or regulations. Some cities in Middle Tennessee have already incorporated these efforts into their plans and regulations, or have developed affordable housing plans.

Nashville/Middle Tennessee

Housing availability and affordability are key to the investment of workers and families in their areas. Having myriad choices for a variety of ages and socioeconomic levels will be essential to attracting and retaining workers and residents. The mobility of Middle Tennesseans and the cost of living in the individual counties impact where residents and workers choose to live. Home ownership reflects a more stable population for the future.

According to the Tennessee Development and Hous-

The nashvillenext background report on Housing is online at www.nashvillenext.net.

ing Agency (TDHA), the typical household in Tennessee is a homeowner and earns approximately \$43,000 per year. Between the 2000 Census and the 2005-2009 American Community Survey, the ownership rate did not change significantly, but the housing burden on both owners and renters did.

Households that spend more than 30 percent of their income on housing are considered to be cost burdened. In Tennessee, 30 percent of all households (renters and homeowners) are cost burdened (2006-2010, American Community Survey). In the nation, 36 percent of all households are cost burdened. Statewide, more renter households are cost burdened than the homeowners, with 43.8 percent compared to 24.5 percent.

These figures for Tennessee show an increase — only 15 percent of owners were cost-burdened in 2000; now almost one in four homeowners spends more than 30 percent of their income on housing. One-third of renters were cost-burdened in 2000; now 43 percent of renters spend more than 30 percent of their income on housing. The increase in housing burdens has been caused by a sandwiching effect of increased housing costs over time, combined with decreasing real incomes in Tennessee since 2000. Homeowners make up about 70 percent of Tennessee's households. Homeowners are also notably better off, with the median homeowner earning more than twice as much income per year compared to the median renter (\$53,000 and \$25,000, respectively). A county list of cost-burdened households (both owned and rented) can be found in the THDA's the Tennessee Housing Market at a Glance 2012.

According to the THDA's *Tennessee Housing Market at a Glance 2012*:

- While the declining median home prices in some areas increased the housing affordability for those who wanted to purchase a home, it also depressed the housing markets and decreased the

number of available options for those struggling homeowners who wanted to sell their homes.

- High unemployment rates in the state continued to limit the affordable housing opportunities for many Tennesseans.
- Total building permits in Tennessee slightly increased in the second quarter of 2012 compared to the first quarter of 2012.
- Statewide, the median prices of single family homes increased slightly from 2010.
- According to First American Core Logic, 16.2 percent of Tennessee mortgage holders were underwater, which means their homes were worth less than the balance of their mortgage.
- The low-income housing (HUD Multifamily Housing: Project-Based Section 8, Section 202, and Section 811) continues to be concentrated around the major population centers across the state. In total, these three programs account for almost 40,000 units across Tennessee, with the median tenant earning less than \$10,000 per year.
- Most of the largest public housing developments are located in the heart of Tennessee's major cities. Due to its age, much of Tennessee's public housing stock requires major capital reinvestment, although some developments have received significant redevelopment funds over the past two decades through the federal HOPE VI program. The residents of public housing are often living below the poverty line with almost three-quarters of public housing residents earning less than \$10,000 per year.
- Household cost burden data – Households that spend more than 30 percent of their income on housing are considered to be cost-burdened; each of the counties in the MSA are below 30 percent except for Davidson County (37.37 percent).
- Owner-occupied household data – Williamson County has the highest rate at 82.86 percent; Davidson County is the lowest, at 57.64 percent.

The nashvillenext background report on Infrastructure can be found online at www.nashvillenext.net.

Issue: Infrastructure

Trend: America's infrastructure continues to deteriorate.

Infrastructure investment is important because it supports economic growth and development. Infrastructure refers to facilities and related operations such as transportation, water supply, communication networks, energy supply, and waste removal. Infrastructure represents sizable capital investment in facilities and equipment and substantial commitments of land and other natural resources.

The American Society of Civil Engineers (ASCE) has graded the nation's infrastructure since 1988 through a report card that looks at 16 categories of infrastructure. An outcome of a congressionally chartered commission, the report issued recommendations on how to improve the nation's infrastructure. Since 1998, ASCE has issued four report cards. The *2013 Report Card for America's Infrastructure* grades 16 categories of infrastructure. 2013 *Report Card* grades were announced in April 2013, and America's cumulative GPA for infrastructure rose slightly to a D+. The grades in 2013 ranged from a high of B- for solid waste to a low of D- for inland waterways and levees. Solid waste, drinking water, wastewater, roads, and bridges all saw incremental improvements, and rail jumped from a C- to a C+. No categories saw a decline in grade this year.

The ASCE estimated that \$3.6 trillion needs to be invested by 2020 across all 16 sectors to bring the nation's infrastructure to a good condition. Currently, only about \$2 trillion in infrastructure spending is projected, leaving an estimated shortfall of approximately \$1.6 trillion. In 2009, the ASCE recommended five solutions: 1) increase federal infrastructure leadership to address the crisis; 2) promote sustainability and resilience in infrastructure to protect the natural environment and withstand natural and man-made hazards; 3) develop national, state, and regional infrastructure plans that complement a national vision and focus on system-wide results; 4) address life-cycle

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cle costs and ongoing maintenance to meet the needs of current and future users; 5) increase and improve infrastructure investment from all stakeholders.

Nashville/Middle Tennessee

As the Middle Tennessee region continues to grow, the need for increased infrastructure will continue. Stated simply, growth requires infrastructure, and infrastructure is expensive. Local and state government responsibilities and costs will increase as the growing population requires additional services. Dispersed development patterns that require new infrastructure, such as roads and sewers, have proven to be costly to implement and maintain for local and state governments. In some cases, these new developments cannot provide return on initial investment, much less long-term and operational expenses. It will be essential for future infrastructure investment to focus on a fix-it-first strategy and encourage future growth to be centered on developed areas and major transportation corridors for our region to thrive economically.

Our 10-county region now exceeds 1.7 million people representing more than one-quarter of Tennessee's total population of 6.2 million. Our region is comprised of more than 3.4 million acres, which is 13 percent of the state's total land mass. Our region's growing population requires both new and improved infrastructure—and both are costly. Six of our region's counties are among Tennessee's 10 fastest-growing and have infrastructure deficiencies reflecting both current and future requirements.

According to an August 2012 Tennessee Advisory Council on Intergovernmental Relations (TACIR) report that looked at Tennessee infrastructure needs through 2015, currently 31 percent (or \$11.2 billion) of Tennessee's estimated costs for infrastructure are in Nashville-area counties.

The Tennessee section of the ASCE *2013 Report Card for America's Infrastructure* reported:

Bridges

- 1,195 of the 19,985 bridges in Tennessee (6 percent) are considered structurally deficient.
- 2,669 of the 19,985 bridges in Tennessee (13.4 percent) are considered functionally obsolete.
- Tennessee received \$48.2 million from the Federal Highway Bridge Fund in FY2011.

Roads

- Driving on roads in need of repair costs Tennessee motorists \$809 million a year in extra vehicle repairs and operating costs – \$182 per motorist.
- 38 percent of Tennessee's roads are in poor or mediocre condition.
- Tennessee has 93,251 public road miles.
- Tennessee's highway vehicle miles traveled in 2009 was approximately 11,080 per capita, ranking it 13th in the nation.
- Tennessee's gas tax of 21.4 cents per gallon has not been increased in 23 years.

Davidson County's estimated cost of infrastructure needs amounts to \$4.3 billion.

Issue: Open Space Conservation

Trend: As more and more communities are approving funding for open space conservation, proactive and well-managed open space programs will increase.

Open space, parks, and greenways are key elements of a community quality of life. Successful community efforts in funding and implementing open space plans reflect a commitment to conservation-led development, the preservation of natural and cultural resources, and a "green" economy.

According to the Environmental Protection Agency, "Like development, conservation can be either planned or haphazard." The EPA feels that locally based, long-term open space conservation plans are critical to a community or region's future because well-managed open space programs protect the

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natural green infrastructure of a place, providing opportunities for recreation, preserving important environmental and ecological functions, and enhancing community quality of life.

The **nashvillenext** background report on Natural Resources is available online at www.nashvillenext.net.

Nashville/Middle Tennessee

There are real economic advantages to open space conservation that preserve and enhance Nashville and Middle Tennessee's natural beauty, tourism industries, recreation opportunities, and important rural economies based on agriculture and forestry. Tourism and agriculture related to natural places play a major role in Middle Tennessee's economic diversification.

Davidson County leads the region in open space conservation strategic planning and implementation, as shown by the 2010 Davidson County *Nashville: Naturally* Open Space Plan. This initiative is now being considered as the basis for a similar regional effort that connects regional open space conservation with rural economic development priorities.

Nashville: Naturally, developed jointly by the Land

Figure 8: Change in farmland in Middle Tennessee counties

County	Farm Acres (1997)	Farm Acres (2007)	Change (%)
Cheatham	68,158	63,122	-7.3%
Davidson	52,248	41,353	-20.8%
Dickson	148,565	139,176	-6.3 %
Maury	242,575	226,404	-6.6%
Montgomery	164,575	151,461	-7.9%
Robertson	236,385	227,298	-3.8%
Rutherford	195,295	164,411	-15.8 %
Sumner	181,570	183,493	1%
Williamson	197,934	161,851	-18.2%
Wilson	210,657	192,920	-8.4%
CRT Region	1, 697,962	1,555,489	-8.3%
Tennessee	11,122,363	10, 969,798	-1.3%

Source: *Census of Agriculture (1997, 2007)*

Trust for Tennessee and Nashville Metro government, inventoried and evaluated Davidson County's natural areas, incorporated public input, and completed technical analysis to develop an implementable open space conservation vision. Goals of the plan include:

- Improving and protecting the Cumberland River system, which provides all of the county's drinking water;
- Building up the sustainable local food supply through urban and rural farming;
- Improving public health by providing accessible places for people to bike, walk, and play; and
- Protecting scenic and historic places from disappearing to development.

In 2003, Cumberland Region Tomorrow's (CRT) Report to the Region showed that from 1990 to 2000, more than 167,500 acres, or 5 percent of the region's total land area, was converted from farms and natural areas to housing and other forms of development. At that time, 52 of the largest metro regions in the country had an average density of 4.7 persons per acre. The 10-county CRT region had average density rates of 2.7 persons per acre, indicating a predominant sprawling development pattern. The report also revealed that if development patterns from the 1990s continued through the year 2020, 365,000 acres, or a land mass roughly the size of Davidson County, would be converted to development.

Many groups, including the Land Trust for Tennessee and the Tennessee Nature Conservancy, work with land owners and communities on strategic land conservation. CRT and state agency partners have created and successfully used the CRT GIS Greenprint Tools for Quality Growth to support land conservation through comprehensive plans across Middle Tennessee. This web-based planning decision-making tool identifies priority agricultural, recreational, and natural areas in relation to future growth and de-

velopment trends and will serve as the data platform for future regional and local planning and implementation. The CRT GIS Greenprint Tools for Quality Growth data supports county-level comprehensive planning and can support future region-wide open space conservation planning and actions.

Issue: Air and Water Quality and Quantity

Trend: Middle Tennessee communities are facing future air and water issues and the opportunity exists to address these on a regional basis.

Without abundant and clean sources of air and water, humans and our societies cannot exist.

Air Quality

Improving public health by reducing air pollution and improving air quality is a top priority of the U.S. Environmental Protection Agency (EPA). A look at some of the trends of the nation's air quality status through 2010 shows that:

- Cleaner cars, industries and consumer products have contributed to cleaner air for much of the U.S.
- Since 1990, nationwide air quality has improved significantly for the six common air pollutants.
- Despite clean air progress, approximately 124 million people lived in counties that exceeded one or more national ambient air quality standards in 2010. Ground-level ozone and particle pollution still present challenges in many areas of the country.
- Total emissions of toxic air pollutants have decreased by approximately 42 percent between 1990 and 2005.
- The EPA has concluded there is compelling evidence that many fundamental measures of climate in the U.S. are changing, and many of these are linked to the amount of greenhouse gases (GHG) in the atmosphere. GHG emissions from the U.S. have increased approximately 7 percent since 1990, and global GHG emissions are increasing at an even greater rate.

Annual emissions estimates are used as one indicator of the effectiveness of EPA programs. The EPA graph (page 35) shows that between 1980 and 2011, gross domestic product increased 128 percent, vehicle miles traveled increased 94 percent, energy consumption increased 26 percent, and U.S. population grew by 37 percent. During the same time period, total emissions of the six principal air pollutants dropped by 63 percent. The graph also shows that between 1980 and 2010, CO₂ emissions increased by 21 percent.

Water Quality and Availability

The average person uses 50 gallons of water a day, so the impact of that use on municipalities is obvious. The quality and demand perspectives are particularly important to the communities that are united by waterways.

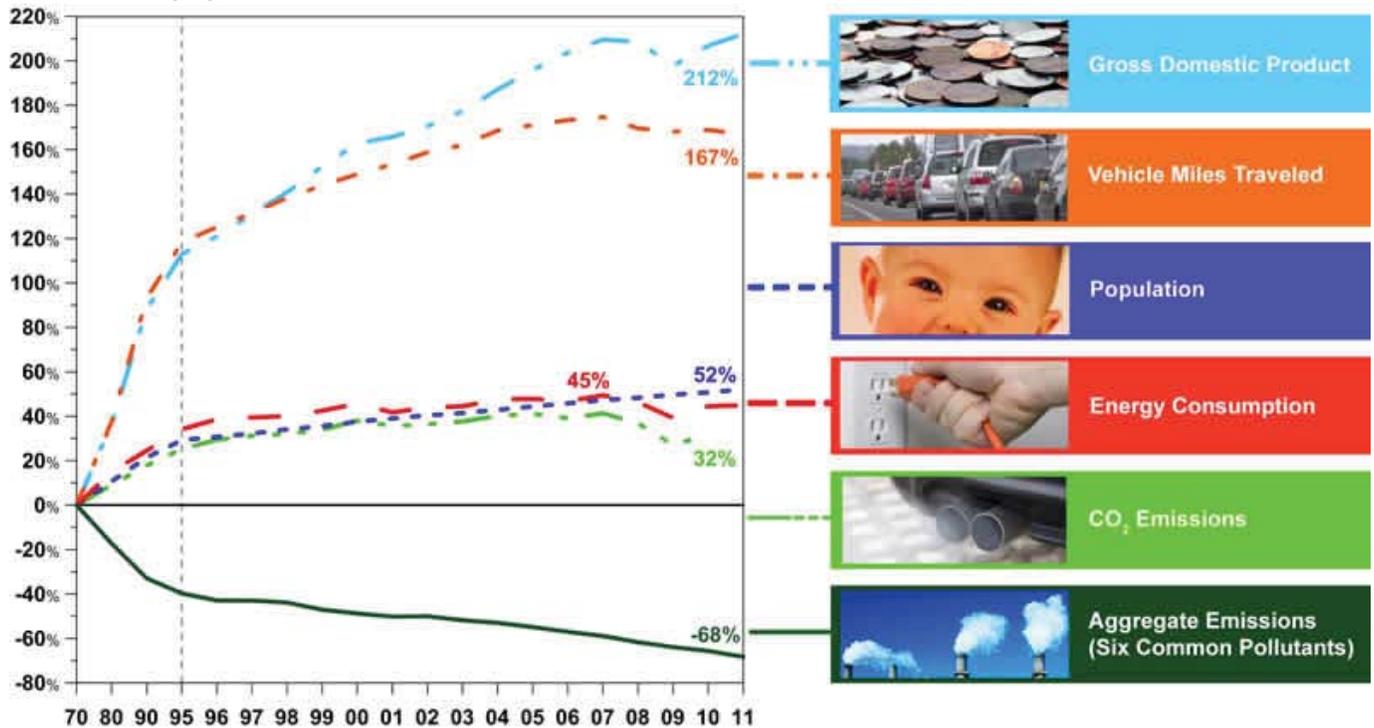
Nashville/Middle Tennessee

The EPA made its final designation on May 1, 2012, announcing that all the counties in the Nashville metro area — Davidson, Williamson, Rutherford, Sumner, Wilson, Robertson, Dickson and Cheatham — were all designated as attainment for the 2008 ground-level ozone standards (air quality). Other nearby cities, including Atlanta, Asheville, Knoxville, and Memphis, all have areas designated non-attainment.

The Middle Tennessee region is blessed with an abundant water supply through the Cumberland River Basin and relatively clean air that has become cleaner over the decades and in more recent years, as determined by the Tennessee Department of Environment and Conservation. However, there is concern from regional policy makers and planners for future strains on water quality, and perhaps even more importantly, water supply. Unlike many western states or even Atlanta, the Nashville area is settled around a significant watershed—the Cumberland River Basin. According to the Nashville Area Chamber of Commerce, water demand needs in this area have increased 40 percent in 20 years.

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Figure 9: Changing factors related to U.S. air emissions, 1970 – 2011



Source: U.S. EPA

Regional leaders and policy makers alike know that access to abundant quality water is a vital factor in Middle Tennessee's continued economic vitality, livability and sustainability. Likewise, air quality is key to Nashville and Middle Tennessee's desirability for residents and companies. Non-attainment issues exist for several regional communities that are continually watched and addressed as can be done with current land use and industrial efforts. Air quality is also highly affected by auto emissions that can be better controlled by increased multi-modal facilities and solutions.

The Tennessee portion of the *2013 Report Card for America's Infrastructure* listed these challenges in the area of water and environment:

Drinking Water: Tennessee has reported \$3.5 billion in drinking water infrastructure needs over the next 20 years.

Hazardous Waste: Tennessee has 15 sites on the National Priorities List.

Wastewater: Tennessee has reported \$1.4 billion in wastewater infrastructure needs over the next 20 years.

There is progress underway on these issues in the Middle Tennessee region as local, regional and state partners work to encourage proactive water supply planning and policy. By addressing the relationship of development and natural resources, communities can make better land use decisions and policy in regards to the protection and carrying capacity of their drinking water and air quality, and offer new policies and incentives that reduce water infrastructure requirement and costs to private individuals, businesses and government agencies.

The Environmental Protection Agency and the State of Tennessee require that all public water systems

annually report the analysis of their drinking water. In March 2009, Metro Water Services entered into an agreement brought by federal courts to clean up Nashville's waterways by limiting or eliminating the flow of sewage into the Cumberland River and the tributaries that feed it and to ensure compliance with the federal Clean Water Act of 1972.

The Tennessee Advisory Commission on Intergovernmental Relations (TACIR) began looking into the state's water planning following the drought of 2007-2008. A report released by TACIR in June 2011 revealed that the State of Tennessee must look toward regional evaluations and solutions. Individual communities and utilities are being encouraged by the state to work cooperatively with neighbors and other partners to more efficiently and effectively deliver water to residents and businesses.

The U.S. Corps of Engineers is working with Tennessee Department of Environment and Conservation (TDEC) and others to develop a strategy for comprehensive water planning in Tennessee. This comprehensive evaluation is currently focused in three areas: two regional evaluations of supply and demand; an evaluation of current water use and availability beginning at Old Hickory Lake on the main stem of the Cumberland River; and the reallocation of storage for water supply on a tributary project, the first of which is on J. Percy Priest Lake. The TDEC, in partnership with the Nature Conservancy, the U.S. Geological Survey and other state agencies and associations, are developing pilot studies in two critical areas: North Central Tennessee and the South Cumberland Plateau.

Due to current withdrawals for water supply, there is a strong need for a water availability study on the main stem of the Cumberland River. The water availability study will determine the following: who is using the water; where is water going (inter-basin transfers); how much is being used; how much water can be used from each Cumberland River main stem pool

without significant impacts to authorized purposes; and finally, if other purposes are impacted, how storage should be reallocated from upstream tributary reservoirs and what the cost will be. This effort can serve as the beginning for regional water supply analysis and coordination that will help ensure Middle Tennessee's future water needs are met.

The NashvilleNext background reports on Adaptation & Sustainability, on Natural Resources & Green Spaces and on Health, Livability and the Built Environment all address air and water quality. These reports can be found at www.nashvillenext.net

Issue: Fiscal Equity

Trend: Metro areas may need to assess their tax structures to grow their regions in the future.

According to Zach Patton in a February 2011 *Governing* magazine article, "Regions have supplanted cities as the nation's economic centers. Local tax structures don't recognize this shift." According to Patton, "With blurring lines between cities and suburbs, it is time to re-examine the way people fund municipal services." Many regions – in order to be more efficient in providing services to their constituents – have initiated regional tax-sharing programs or instituted collaborative programs.

Local, state, and federal tax structures affect individual discretionary incomes and corporate profits. Regions of the future will need to have a fiscal environment that attracts and retains residents and encourages investment.

Nashville/Middle Tennessee

The cost of operating governments and funding services and infrastructure directly impacts cost of living. The discretionary income spread keeps Middle Tennessee a positive place to live and work – retaining and attracting jobs and employees and employers. It therefore becomes even more important that governments operate efficiently and innovatively to keep

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costs down — and that citizens believe their governments are operated in that manner.

While the tax bases may vary, over the past 20 years, the area has benefited from a positive spread between per capita income and cost of living, which results in what is available for discretionary spending. That discretionary income spread currently stands at 26-27 percent.

Each region boasts a variety of revenue and tax structures that support the services of individual cities and counties. In the Middle Tennessee, the growth in property tax base varies — ranging from 69 percent to 128 percent since 2000. Average wage and salary income in the Nashville area was higher than the state average in 2008 — at \$43,258 — though it was lower than the U.S. average. The Nashville average wage was 95 percent of the U.S. average in both 1998 and 2008. Davidson and Williamson counties had 2008 average wage and salary incomes higher than those in the state, region, and U.S., at \$46,775 and \$48,505 respectively.

What is in store for Nashville and the region as Middle Tennessee plans for the year 2040?

To understand and plan for the future of a region is to understand that regions are people — and people make life and location decisions based on prosperity and livability reasons. With this as a foundational premise, it becomes more urgent to address these core issues that can positively affect those decisions.

According to Amy Liu from Brookings Institute, “A metro revolution is coming. While urban policy may be considered dead, metro policy and metro action will define the next 50 years of economic success. Will Nashville follow or lead this revolution?”

Nashville is at a crossroads – celebrating 50 years of

a metro government and looking at the next 25 years of growth of development through the NashvilleNext process. NashvilleNext will create a window for community and regional discussion about the symbiotic relationship between Nashville/Davidson County and the region. Both the core county and the region must co-exist and contribute and benefit from each other for the future.

Nashville was unique in 1962; it can be unique again as leaders in Middle Tennessee continue to come together to define a new metro area for the future — one with a stronger central city and a region that celebrates its interdependence and prosperity.

Regional Examples

Identifying regional issues is the first step in understanding how Nashville and Middle Tennessee leaders can frame connected responses to Middle Tennessee’s growth over the next 25 years. There can be a variety of responses to growth - the ability to learn from other regions can create opportunities to study best practices and apply those components that can work for Nashville and Middle Tennessee. A region that identifies and solves problems together is a region that will grow in an orderly and responsible manner. Formal or informal cohesion and collaboration is the key. A snapshot of the issues that a region can work on together follows – how to create leadership, fiscal and physical infrastructures to address and coordinate issues through growth and development policy for the betterment of the region will be the challenge.

Visioning

Regional efforts to identify shared ideas for the future.

Northern Kentucky Vision 2015 (www.vision2015.org) is a region-wide 10-year strategic planning process that was launched to position Northern Kentucky to com-

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pete in the global economy and to recruit, nurture, and retain the necessary talent. Their report reflects what they believe must be accomplished in order for the region to thrive and all of their citizens to benefit. Six strategic directions were framed: competitive economy, educational excellence, livable communities, urban renaissance, effective governance, and regional stewardship.

(Southwest Ohio) Agenda 360 (www.agenda360.org) was launched in early 2007 by a group of leaders from more than 30 organizations to create a framework for tackling the tough issues facing the four counties of Southwest Ohio. While the Agenda 360 plan was designed to look at the issues facing Southwest Ohio, it recognizes that the entire 15-county metropolitan area shares common traits and challenges. The Agenda 360 organizers began with the framework of Northern Kentucky's Vision 2015 growth plan as a way to closely align the two plans once Agenda 360 was complete. Developing a shared agenda is a novel approach to regional civic leadership, and it includes a strong bias toward action.

Collaboration

Partnerships to create formal agreements between city and county governments in a region to work together.

Calgary Regional Partnership (www.calgaryreg.ca) — Elected officials in the Calgary region work together to address issues of mutual concern, to advocate on behalf of the regions' interest, and to develop a regional land use plan. It is a multi-city voluntary agreement of goodwill. Some components will be achieved at the regional scale — a biannual Report on the Calgary Region will be prepared by identifying and measuring indicators of program; the regional land-use plan will be reviewed and amended as needed; a clearinghouse of current local and inter-municipal plans will be created, research will be conducted and information provided on innovative and effective methods to implement the regional land use policy; and a voice

and advocate for the region will be formed.

Northeastern Oklahoma Regional Collaborative (www.neoakregion.org) is a seven-county regional collaborative that has inspired several groups to work together to develop strategies for success in the Northeastern Oklahoma area. The region should understand its commonalities, define a regional identity, and develop a strategy for regional growth. It is also critical to build both internal and external communication infrastructures to better network, inspire regional thinking and provide a united voice to state officials and media outlets. The Northeastern Oklahoma Regional Summit aimed to improve the competitiveness and strengthen the long-term economic well-being of the region.

Richmond, Virginia Capital Region Collaborative (www.capitalregionalcollaborative.com) was formed to address issues that are not confined by city or county limits. It is a partnership among government, business and community to improve the quality of life across the "capital region" of Virginia that is a sustained collaboration among government, business, and the community.

Planning and Growth Management

Joint programs to implement regional land use and transportation visions.

Envision Utah (www.envisionutah.org) is a quality growth strategy launched in 1999 which provides voluntary, locally implemented, market-based solutions toward creating safe, close-knit communities; opportunities for children; time to do what matters most; and the security of a good job. Simply said, it's a strategy developed by the people of Utah to make their lives better — that provides more choices for how they, and the next generation, would like to live.

The Tahoe Regional Planning Agency (www.trpu.org) was created by the states of California and Nevada (with the backing of federal legislation) to save Lake

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Tahoe by managing development throughout the lake's 300,000-acre watershed. It is the only multi-state, mandatory regional planning agency, and the only one whose jurisdiction matches a complete watershed boundary.

(Twin Cities) Metropolitan Council (www.metrocouncil.org) is the regional planning agency established in 1967 by the Minnesota Legislature to serve the Twin Cities seven-county metropolitan area and provide essential services to the region. It coordinates planning and development within the Twin Cities metropolitan area and to address issues that could not be adequately addressed with existing governmental arrangements.

The Mid-Ohio Regional Planning Commission (www.morpc.org) is a voluntary association of central Ohio governments in 12 counties which envisions and embraces innovative directions in transportation, energy, housing, land use, the environment, and economic prosperity. MORPC is committed to collaboration and developing bold new strategies that continue to make the region stand out both nationally and globally. MORPC provides a unified voice with the strength to make central Ohio competitive in the global marketplace.

(Central Florida) My Region (www.myregion.org) is a regional “teamwork” formed in 1999 that brings 86 cities, seven counties and their leaders and citizens together to build a better future for residents and businesses. Myregion.org came from Central Florida's people — their questions, their worries, their hopes for their communities. A number of issues compelled leaders in Central Florida to come together to address some common-ground issues. The core question became: How can Central Florida be globally competitive and maintain a high standard quality of life? After listening to their members, constituents and customers, 18 business, government and civic organizations came together and identified a void in Central Florida. They all wanted to work together, but the region had no sense of itself.

Governance

Agreements to make regionally significant decisions under a common umbrella.

Chicago Regional Tax Policy Task Force (www.cmap.illinois.gov/regional-tax-policy-task-force) — The region's comprehensive plan, GO TO 2040 (Northeastern Illinois comprehensive regional plan), is the central reference point for the Regional Tax Policy Task Force. The plan, which was adopted unanimously by the Chicago Metropolitan Agency for Planning Board in October 2010, identifies the critical role that tax policies play in supporting, or inhibiting, the accomplishment of the goals and policies adopted in the plan. It recommends the creation of a Regional Tax Policy Task Force as a mechanism to further evaluate the issues and to make more specific recommendations. In presenting the final plan, the Task Force said their charge was defined to address “... issues central to state and local fiscal policy, viewed through the lens of the regional economy, sustainability, equity, and the connections between tax policy and development decisions.”

(Portland, Oregon) Metro (www.oregonmetro.gov) is the directly elected regional government that serves more than 1.5 million residents in Clackamas, Multnomah and Washington counties, and the 25 cities in the Portland, Oregon, metropolitan area. Nearly 30 years ago Metro was created to provide planning, policy making, and services to preserve and enhance the region's quality of life. Its earliest responsibilities included urban growth boundary management, transportation planning, waste disposal planning and management, and operating the zoo — all of which remain in the Metro portfolio today. Since then, Metro's duties have expanded as envisioned in its charter. Time and again, regional jurisdictions and leaders have turned to Metro for region-wide solutions to other needs — solid waste management and recycling, preservation of natural areas, long-range planning, habitat restoration, and venues for conventions, exhibits, and performing arts.

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(Denver, Colorado) Mile High Compact (www.drcog.org/index.cfm?page=MileHighCompact.org) is a voluntary agreement among Denver metro area cities and counties to manage growth throughout the region by adhering to the principles outlined in Metro Vision. The landmark agreement, unique in the nation, was achieved through a joint effort of the Metro Mayors' Caucus and Denver Region Council of Governments in 2000. As of December 2010, 46 communities representing around 90 percent of the region's population had signed the agreement.

Intergovernmental Agreements (IGAs)

Agreements between governments at a smaller scale than the entire region.

Boulder County, Colorado (www.bouldercounty.org/property/build/pages/1gas.aspx) Intergovernmental agreements (IGAs) make up comprehensive planning agreements that are implemented after differing parties within Boulder County find common ground regarding management issues in transportation, affordable housing, open space acquisitions, and the definition of urban/rural growth boundaries. The county currently has IGAs in force with each of the county's municipalities.

(Illinois) Northwest Water Planning Alliance (www.nwpa.us) was officially constituted by Intergovernmental Agreement on September 10, 2010. It represents five councils of government, including approximately 80 communities (including Aurora and Elgin) and five counties (DeKalb, Kane, Kendall, Lake, and McHenry), encompassing over 1.3 million people. The NWPA uses a cooperative planning approach to water supply planning for the NWPA sub-region.

The Delaware River Basin Commission (www.state.nj.us/drbc) mediates the demands of competing water users across local, state and even national boundaries. The Delaware River Basin Commission is a federally-sponsored but state-controlled forum through which Pennsylvania, New York and New Jersey hammer

out the allocation of water and management of river flows through mutual agreement. The states have committed themselves through a compact to maintain minimum specified flow rates needed to sustain ecological functions and protect intakes. Although controlled by its member states, the Commission serves them all as a neutral expert, in effect setting the bounds of negotiation by showing the states how much water, and from where in the system, they have to work with.

Air Quality

The Houston Regional Air Quality Task Force (www.greenhoustontx.gov/pdf/ghp-airqualityreport.pdf) is a diverse group of business executives, economic development executives, community leaders, and environmental and health professionals organized to develop a comprehensive understanding of the state of air quality in the region, the human health impacts and risks, and key contributors to air quality. The Houston Regional Air Quality Task Force believes that improvement in air quality will create a robust, viable economic climate and improve the public health in the Houston/Galveston region.

Water Conservation

Conserve Florida (www.conservefloridawater.org) — in February 2004, stakeholders signed the “Joint Statement of Commitment for the Development and Implementation of a Statewide Comprehensive Water conservation Program for Public Water Supply.” That collaborative effort was the basis for the 2004 enactment of a law that states that the overall water conservation goal of the State is “to prevent and reduce wasteful, uneconomical, impractical, or unreasonable use of water resources.” To achieve these conservation objectives, the legislation emphasized “goal-based, accountable, tailored, and measurable water conservation programs for public water supply.” The Conserve Water Clearinghouse was established to provide information and tools to improve

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water conservation through the development of utility-specific, goal-based water conservation programs. A web-based conservation planning and reporting software application known as the Guide was also developed. The Department of Environmental Engineering Sciences at the University of Florida was selected to promote improved water conservation by hosting the Clearinghouse and associated online resources, such as the Guide.

Open Space Conservation

Colorado Open Space Alliance (www.coloradoopenspace.org/about.cfm) is a statewide organization of publicly funded local and regional open space programs, working cooperatively to share information, create public awareness and foster partnerships needed to protect and preserve the special places of Colorado.

Santa Ana River Trail and Parkway (www.santaanariver-trail.org/home.html) was developed through the cooperative efforts of park districts, counties, cities, nonprofits and average citizens interested in recreational opportunities for a rapidly growing region. The trail passes through 14 incorporated cities in three counties. A recreational bikeway and trail from the San Bernardino Mountains to the Pacific Ocean was first envisioned more than 100 years ago. In 1955, the idea of a Santa Ana River Trail and Parkway was formalized. Since that time sections of the 110-mile trail have been completed, and the trail currently serves the needs of recreational bicyclists and equestrians, and even provides an opportunity to use alternative means of transportation for some commuters. In 2006, three counties entered into a Memorandum of Understanding to assist in completing this regional recreational resource.

Housing

Housing Chicago Regional Housing Choice Initiative (CRHCI) Project (www.metroplanning.org/uploads/cms/documents/FINAL_CRHCI_Proposal_to_HUD.pdf)

is a collaboration among several housing authorities, advocates, and civic organizations. CRHCI proposed a demonstration pilot to refine and scale up lessons learned through various local and national regional voucher initiatives, with a focus on (a) improving both locational and experiential outcomes for participating households, and (b) reducing administrative barriers. CRHCI partners include: The Regional Housing Initiative, regional housing authorities, the Metropolitan Mayors' Caucus, and the Chicago Metropolitan Agency for Planning, and many others.

Homelessness Reduction

The Tennessee Valley Coalition to End Homelessness (www.tvceh.org/about-us/) is a broad base of community partners who work diligently to prevent homelessness and to meet the needs of the homeless population in East Tennessee. They plan, develop, and implement collaborative services designed to provide needed care and create systemic change within the community. Partners of the Tennessee Valley Coalition work together to address the larger picture and identify gaps in the services, unmet needs, and what future services might be required. The Tennessee Valley Coalition speaks as one voice and through mutual support and recognition of each partner as part of a larger whole, a community attitude is created. This community is then better able to meet the needs of homeless people and foster the systematic change necessary to break the cycle of homelessness, by responding to the needs of the community and region.

Tax Base Sharing

Tax base sharing is one way to ease disparities across local areas in tax rates and tax bases while at the same time reducing incentives for local areas to compete for tax base.

Twin Cities (MN) (www.metrocouncil.org/metroarea/FiscalDisparities/index.htm) — the most prominent example of tax base sharing is the Twin Cities Fiscal Disparities program, which places 40 percent of

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the growth in commercial-industrial tax base in each municipality in each year into a seven-county, regional pool and then distributes the tax base back to participating municipalities and school districts based on tax base and population. The redistributed tax base is then taxed by each location at its own tax rate. The program's design means that it is a very effective way to:

- Reduce incentives for inefficient competition for tax base — by reducing the tax base “reward”
- Encourage joint economic development efforts, enhancing long-run regional growth — by allowing all places to share in tax-base growth in only one area
- Complement regional land-use planning efforts — by spreading the tax benefits of regional planning decisions across the whole region
- Provide insurance against future changes in growth patterns — few parts of a region can count on being a regional growth leader forever
- Reduce inequalities in tax rates and services by giving larger shares of the pool to lower tax-base places.

New Jersey Meadowlands Commission (www.njmeadowlands.com) is not an attempt to minimize fiscal disparities, but to reduce the fiscal impacts of land use regulation. The Hackensack Meadowlands revenue-sharing program was created to protect wetlands by reducing competition for new development in the 14 municipalities and two counties that are a part of the program. The Hackensack Meadowlands Master Plan for the area, adopted in 1972, formed a regional approach to zoning. As it was being developed, legislators saw a need to create a tax revenue sharing plan to share the benefits of development as they zoned certain areas for industrial, commercial and residential use and others for parks, highways, open space and other nontaxable uses. The tax sharing plan was designed to balance inequities whereby each community would get a proportionate share of the property taxes from “new” (post-1970) development, regardless of where it occurs.

New York State (www.ecode360.com/11991266)- an authorization given to the City of Gloversville by a 2001 statute to provide water and other services to the Town of Johnstown in exchange for a share of tax revenues resulting from development of properties in the town receiving the services. Those shared tax revenues could include property tax, sales tax, and any other specified taxes generated from such properties.

Denver, Colorado, Scientific and Cultural Facilities District (www.scfed.org) is a regional taxing district that is a voter-approved annual distribution of one penny on \$10 sales tax collected in the seven-county metro area. More than \$37 million was distributed to approximately 300 eligible scientific and cultural organizations in 2009. The total revenue distributed from 1989 through 2009 is \$628,000,000; the highest annual distribution in SCFD's 20-year history was \$42.1 million in 2007.

Appendix A: More information on Middle Tennessee regional leadership

Since 1999, our Middle Tennessee Region has seen the creation of ten important regional institutions that are leading our successful regional collaborative efforts today. Through leadership of these organizational leaders, our current Regional Collaborative Actions are built upon four important stages of work: Collaborative Leadership, Vision and Consensus, Program Action and Strategic Implementation.

Leadership Middle Tennessee

The mission of Leadership Middle Tennessee is to broaden the regional perspective of diverse and proven community leaders. Through networking, collaboration, and strategic thinking, we are committed to developing regional leaders who can contribute to long-term solutions that sustain and balance the quality of life and economic growth for our collective unique communities.

Nashville Area Chamber of Commerce Partnership 2020

As part of the Nashville Area Chamber of Commerce mission to—create economic prosperity—the Nashville Chamber focuses on economic development in the Nashville region through the Partnership 2020 initiative. This nationally recognized program is Middle Tennessee’s leading economic development initiative for retaining, expanding, businesses to Nashville region.

Middle Tennessee’s Leadership Matrix



Cumberland Region Tomorrow

Founded 2000, Cumberland Region Tomorrow is a private, non-profit, citizen-based regional organization working with public and private partners, dedicated to planning for the future livability and economic vitality of the ten-county Middle Tennessee Region. CRT supports and encourages growth planning, with emphasis on land use, transportation, and preservation of the rural landscape and character of the region’s communities.

Nashville Area Metropolitan Planning Organization

The Nashville Area Metropolitan Planning Organization (MPO) is committed to providing leadership to the region in the planning, funding, and development of a regional multi-modal transportation system; one that promotes personal and social economic prosperity while encouraging sustainable growth and development practices to protect and preserve valuable community and natural assets.

Middle Tennessee Mayors Caucus

The Middle Tennessee Mayors Caucus was formed in July of 2009 to provide leadership on important issues facing a rapidly changing regional landscape. Transportation, and particularly the pursuit of a modern mass transit system, served as the early catalyst, but in its brief history the Caucus has served as an effective forum for building personal relationships among Mayors and has helped local governments support each other on issues ranging from flood recovery to proposed state legislation.

Transit Alliance of Middle Tennessee

The Transit Alliance of Middle Tennessee is a non-profit organization with the mission of encouraging private sector as well as public sector support for new investments in mass transit in the ten county region of Middle Tennessee.

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The Transit Alliance of Middle Tennessee is committed to communicating the value of regional mass transportation needs and options. The Alliance fosters education across the region about the economic value of mass transit investments. Through these communication and education efforts, the Alliance will actively participate in the steps necessary to secure dedicated revenues for mass transit investments in the months and years ahead.

Greater Nashville Regional Council (GNRC)

The Greater Nashville Regional Council (GNRC) is a regional organization of the 13 counties and 52 cities of the Greater Nashville Region of Middle Tennessee offering a variety of programming, products and services, both on the municipal and regional level, to our member counties. We serve the counties of: Cheatham, Davidson, Dickson, Houston, Humphreys, Montgomery, Robertson, Rutherford, Stewart, Sumner, Trousdale, Wilson, and Williamson.

American Institute of Architects, Middle Tennessee

AIA Middle Tennessee, a component of the American Institute of Architects (AIA), shall strive to advance the standards of the architectural profession, to promote the public awareness of architecture, to serve the members and the public at large through education, legislation, recognition of work, and social events, and most importantly to support a better quality of life by promoting the quality of our built environment.

The Land Trust for Tennessee

Our region has seen significant growth in recent years, and our communities continue to blossom, bringing new businesses and drawing new residents. But the very reason many people live in Tennessee – its rich history, green rolling hills, scenic landscapes, open farmland and rural back roads – must now actively be preserved or these precious unique characteristics will be lost. The Land Trust, a 501 (c) (3) nonprofit organization, works with partners at the federal, state and local level to assist landowners, citizen groups and other interested parties to preserve forever the scenic and natural values of land throughout the state. Lands protected include private land, public parks and open spaces. Our main tool for ensuring this preservation is called a conservation easement, and it is an alternative to just selling the land for development.

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