

REGIONALISM IN NORTH CAROLINA

Prepared for the Working Group on Regions and Regionalism

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PART I. SURVEY OF REGIONS AND REGIONALISM: OVERVIEW AND RECOMMENDATIONS

Regionalism is considered to be important in North Carolina, but a clear view about what regionalism means or how it can be put into action is lacking. The state's regionalism policy is largely implicit; executive orders have defined features of regional councils but have never established an explicit regionalism policy. Through activities of staff in field offices of the Division of Community Assistance (DCA), certain regional projects have been initiated outside the regional council framework, and the state has supported some regional ventures such as the Partnership for the Sounds. A major new dimension of regionalism is the strategy for economic development through seven large regions organized as economic development partnerships or commissions.

For the most part, the state has encouraged regional cooperation through the activities of the regional councils in eighteen designated planning regions. The regional councils have been chosen as the organization to administer certain federal and state programs. Beyond these programs, the types and level of activities have been largely left to the initiative of these regional councils of governments. **North Carolina's regional policy has essentially consisted of what the regional councils have chosen to do.** Because of the centrality of regional councils in the state's approach to regionalism, these organizations will be the focus of this study.

Regional councils serve multiple purposes. They were created as state designated **planning regions** and as bodies to handle **intergovernmental program coordination**. They have subsequently expanded their **local government service** role. The regional councils have been adaptive to changes in funding and responsive to the requests for service from member governments. Regional councils lack a clearly perceived purpose, however, because of certain key trends and developments:

- The local government service role has become increasingly important, and the regional council is widely viewed by local officials as an extension of local government. These service activities are often oriented to a single jurisdiction and are not necessarily tied to regional issues.
- The intergovernmental coordination purpose was highlighted by the "lead regional organization" concept and seems to be more widely recognized than the planning role in North Carolina. The view of regional councils as administrators of federal and state programs is reinforced by the sizable portion of their budgets that comes from these sources.
- Planning activities, until the 1980s supported by federal funding, has received less attention in the past decade. At the present time, regional planning and efforts to coalesce support for regional goals are poorly developed. Jim Youngquist of the Southeast Regional Directors Institute has characterized regional councils in the southeast as follows: Regional councils "have perhaps gotten away from the overall 'regional agenda.' Today, there appears to be a void that can, and should, again be filled by regional councils." This observation applies to North Carolina.
- The state of North Carolina has supported various several agencies and initiatives to address regional concerns rather than relying exclusively on regional councils. The state has not clearly defined the relationship among these efforts nor articulated goals for regionalism.

MAJOR FINDINGS REGARDING REGIONAL COUNCILS

- ◇ Regional councils in North Carolina have a generally positive record in filling the certain **major functions** commonly associated with regional councils. These functions and data on the performance of the regional councils during the 1993-94 fiscal year are as follows --
 - serving as a regional forum
 - providing service and assistance to local governments, including --
 - * 381 projects without charge involving 26,656 person hours (equivalent of 13.3 FTE staff)
 - * 256 projects for a fee involving 50,395 person hours (25.2 FTE) and generating revenues of \$1.7 million.
 - operating data centers
 - sponsoring and facilitating cooperative ventures within and between regions
 - promoting environmental protection and coordinated use of natural resources
 - assisting economic development, particularly in seven regions designated a economic development districts by the Economic Development Administration.
 - administering federal and state programs
 - planning and goal setting. As noted above, this function is not well developed on a region-wide basis although regional councils are involved in locally oriented planning assistance and a few regional councils have been involved in regional goal setting projects.

- ◇ Regional councils are generally viewed by elected officials and administrators across the state as extensions of and controlled by the local governments that make them up. The Joint Regional Forum asserted the principle that "local jurisdictions control the governing boards of regional councils and should continue to control the overall work carried out by regional councils" (May 3, 1995).

- ◇ This view of local control does not, however, match the sources of funds for programs and staff.
 - The **budget** of regional councils is heavily dependent on federal and state funding for specific programs involving the passthrough of funding for services to local agencies. Overall, 92 percent of the total revenues are federal and state funds.
 - The **staffing** pattern also reflects the heavy dependence of outside funding. Over 70% of the staff are employed in the direct planning, coordination, and operation of federal and state programs. Another 13% are paid as part of the indirect costs of these programs. Only 16% of staff positions are paid from local sources.

- ◇ State government recognizes regional councils as the lead regional organization for certain programs, as a source of assistance to local governments for community and economic development activities, and as a designated planning region. The level of support in policy and finances for these roles, however, is limited.

- The state has utilized regional councils for the coordination of two programs -- Aging and EMS -- and 15 regions are also JTPA Service Delivery Areas (in four cases, not all the counties in the region are included in the SDA).
 - Assistance to local governments for economic and community development activities was supported in 1994 by state funding of \$866,270.
 - There is no direct support of the planning function.
 - In contrast, the state of Virginia stresses the planning function of regional councils and provides \$1.7 million per year to its 21 Planning District Commissions.
- ◇ The funding available for locally initiated activities is limited to local sources (approximately \$8 million in 1993-94) and \$866,270 in state Community & Economic Development funding. In addition, seven regions receive EDA planning funds (\$723,525) and six western regions receive ARC assistance, \$541,000 of which is available for general use.
- ◇ Supporters of regional councils clearly outnumber critics among local government officials. The base of support appears to be weaker than it is because critics are more assertive than supporters. Furthermore, there is often an imbalance between the large governments which provide most of the dues and the small governments which receive most of the direct benefits.
- ◇ Summary assessment of regional councils' performance:
- Regional councils have a high overall level of accomplishment despite limited and inflexible resources. The service and assistance role augments the limited staff resources of local governments and helps local governments secure grants. Regional councils have fostered a higher level of cooperative activity and focused attention of interjurisdictional environmental concerns. They have supported local development activities both directly and indirectly.
 - The whole of regional council activities is greater than the sum of the parts. Regional councils link and build on specific activities to create a regional consciousness and sense of shared regional interests.
 - Regional councils are generally viewed as being a locally oriented organization that is responsive to member governments despite the preponderance of funding from outside sources.
 - Regional councils have extensive experience in administering federal government programs which is an asset that can be tapped in support of other regional activities. The linkage, however, between federal/state program administration and other regional functions is not always strong and the commitment given to these programs by the regional councils is uneven.
 - Regional councils have not stressed regional planning in recent years but have a substantial base of information, experience with cooperative ventures, and record of involvement with local planning that would support regional planning.
 - Some regional councils are weak in their performance and have limited local support. Five regional councils have problems with membership because the population of nonmembers is large, or there is a substantial number of eligible jurisdictions which are not members.

- Most regional councils need to strengthen governance by energizing the governing board, to improve the communication between the board and the member governments, and to build more ties to the nonprofit and business sectors.

RECOMMENDATIONS FOR STATE GOVERNMENT

A North Carolina State Government Policy on Regionalism requires that the state determine its goals for regions and specify what roles are to be played by various entities, including Regional Councils. Indicating state expectations for regional councils has in the past been hampered by confusion over "ownership." The state has viewed regional councils as primarily local government entities. Local governments--to some extent viewing regional councils as organizations established by the state and/or serving state purposes in administering intergovernmental programs--have felt limited in how they can shape the organizations and determine their purpose. Regional councils themselves have been constrained by lack of clear definition of purpose.

The potential value of regional councils to state government lies in the fact that they are locally controlled and accountable. They are able to carry out certain state-determined functions with an orientation that is sensitive to local concerns. It is appropriate for the state to identify certain purposes to be met by regional councils and to provide support for those activities, and it can do so without undermining local control. These bodies were originally designated by state government, and there are clear state interests served by them. It is also important for the other "owner" of regional councils--member governments and regional governing boards--to examine what actions they should take to strengthen regional councils. These recommendations focus on state government action but suggestions are also offered for local governments and regional councils themselves.

North Carolina State Government should adopt a **Policy on Regionalism** which--

- sets forth goals for the regions in the state
- identifies the roles to be played by regional councils, economic development partnerships/commissions, and the Division of Community Assistance
- specifies how state government agencies will interact with regional councils
- offers guidelines for state funding of regional activities
- indicates steps for implementation

GOALS FOR REGIONS

The vitality of North Carolina depends on strong and vibrant local governments, regions, and state government. Regions are important because increasingly the citizens of the state live in one place and work, engage in civic pursuits, and pursue recreational and cultural activities across a number of other jurisdictions. The governments in a region are interdependent. Problems in regions spill across jurisdictional boundaries. It is not possible for a single jurisdiction to deal effectively with problems like environmental protection, solid waste, crime, or traffic congestion. In sum, the people in a region are interconnected and share common opportunities and concerns. Consequently, the state seeks to

promote certain goals to insure the vitality and livability of regions through its own actions and the activities of regional organizations and local governments. These goals include the following—

- a) Promote orderly growth and development which preserves important resources of the region as a whole
- b) Expand opportunity for all jurisdictions in the region
- c) Promote orderly movement within and through the region and reasonable accessibility
- d) Enhance and help to equalize the governmental capacity of all jurisdictions in the region
- e) Identify significant natural resources and develop strategies to protect them
- f) Share benefits and costs among jurisdictions in region
- g) Overcome the jurisdictional barriers that make it difficult to carry out activities in a region, e.g., many different approaches to zoning classification or building standards. In other words, make the region seamless.
- h) Share facilities among jurisdictions to increase efficiency
- i) Coordinate action among jurisdictions to address common problems: solid waste, crime, traffic congestion and access, housing, etc.
- j) Resolve conflicts between jurisdictions
- k) Balance interests of region with those of individual jurisdictions by promoting a regional perspective.

The state affirms its intention to act in ways that will promote the realization of these goals for regions. On a continuing basis, the state will assess how well these goals are being accomplished and establish benchmarks to measure progress in meeting these goals.

Responsibility for overseeing and coordinating state government action involving regions is assigned to the Secretary of Administration. The Secretary will be responsible for creating a regional review body including representatives of local governments, regional councils, state agencies, and others involved in regional activities to set performance indicators for meeting regional goals, monitor performance, and promote cooperation among agencies and organizations active in regional affairs.

ROLES PLAYED BY KEY ORGANIZATIONS

The major organizations that impact regional affairs in ways at least partially shaped by state government are regional councils (usually organized as councils of governments), economic development partnerships, and the field offices of the Division of Community Assistance (DCA). The roles of each with regard to state interests are distinct and complementary.

- **Regional councils** provide the following functions of importance to state government:
 - ⇒ comprehensive service and assistance to member governments
 - ⇒ regional planning among governments in the region
 - ⇒ facilitation of cooperative ventures

⇒ grant administration.

The distinct value of regional councils comes in their integration of these purposes with each other and with other locally determined activities. Their advantages are their moderate size, closeness to the member governments, local control, governmental base, and fiscal accountability. Although there are a variety of other regional organizations, the regional councils in approximately their present configuration represent core working regions with a broad range of concerns. They are the building blocks of a state system of regions and a source of assistance and coordination to other regional bodies. These *core working regions* are large enough to be the catchment area for significant problems, but small enough for meaningful participation from member governments. The regional councils collectively represent a network for comprehensive regional action to attain the goals for regions both directly and in support of other state regional activities.

- **Economic Development Partnerships/Commissions**

The partnerships and commissions for economic development are organized to promote the follow activities for the large regional area that they serve:

- ⇒ marketing of the region
- ⇒ promotion of new investment for the economic development of the region
- ⇒ providing an integrated data base to support economic development activities

The marketing and promotion aspects of economic development are best channeled through large areas with a major economic engine of development and/or common conditions and characteristics. Marketing and promotion become excessively fragmented if the effort is made to attract investment to too many areas in the state. The partnership/commission structure with strong emphasis on private sector leadership is also well suited to the economic promotion function.

- **Division of Community Assistance**

The Division of Community Assistance is not a regional agency, but through its seven field offices it provides important technical assistance to local governments. On occasion, it undertakes multi-jurisdictional projects to focus on special purpose issues that are not always aligned with regional council boundaries. DCA offers the following services--

- ⇒ Technical assistance to local governments in areas related to planning and economic development
- ⇒ Special projects that focus on state priority issues and/or interjurisdictional concerns that transcend regional boundaries

GUIDELINES FOR OTHER STATE GOVERNMENT AGENCIES

The continuing utilization of regional councils by the Aging, EMS, and JTPA programs should be considered in light of the overall policy toward regional councils. The expertise of regional councils

in federal program administration can be a valuable resource to support other state activities, e.g., the job training function as it supports economic development partnerships.

There should be a presumption that regional councils are the preferred organization to use as long as the value added by regional umbrella organizations and the level of performance warrant utilizing them as an agency for planning, coordination, and fiscal management. New cooperative arrangements among regions should also be explored to respond to concerns of state agencies for more efficient use of limited administrative funds. It should be recognized that changes in federal legislation may produce changes in arrangements for delivering these services.

Other state agencies are encouraged to utilize the regional councils on matters of regional significance and to use the regional council as a source of assistance and advice when interacting with local governments collectively. Given limited general funding or regional councils to undertake new assignment, state agencies should make efforts to provide funding support if extensive assistance is requested.

GUIDELINES FOR STATE FUNDING OF REGIONAL ACTIVITIES

In view of the important functions provided by regional councils, the state should provide an appropriate level of direct funding to support their activities in providing services to member governments, planning, and fostering cooperative ventures. Recognition of these functions argues for continuation of prior levels of funding and exploration of ways to increase that funding in the future. It is not in the interest of the state to have the performance of these functions by regional councils diminish in the future. It is clear that the current revenue sources of regional councils do not provide for a good base of support for these activities because they are largely tied to the administration of federal and state programs and are largely passed through to local agencies. The state funding, although a small part of total funding, is important to support the purposes identified.

For comparison, at the level of funding in FY1994, North Carolina ranked seventh among the nine southeastern states in funding level and eighth in the per capita appropriation.

IMPLEMENTATION BY STATE GOVERNMENT

State policies and funding should be consistent with and promote the accomplishment of the purposes served by regional councils as part of the state's regionalism policy. The major steps to be taken are the following:

1. Issue a new executive order indicating that the purposes of regional councils include service to local governments, planning, and encouraging cooperative inter-governmental ventures along with the continuing commitment to utilize the regional council "for planning, implementing, and coordinating programs that impact local governments" (Executive Order, 1986). Consideration should be given to proposing in a future session of the legislature revisions in the authorizing legislation for regional

councils of government (G.S. 160A-475) to include the more action-oriented language of the statute on regional planning commissions (G.S. 153A-395).¹

2. Recognition and inclusion of regional councils in state activities that support the functions of regional councils, e.g., development of state-wide approaches to dissemination of data and development information systems.
3. Foster cooperative relationships between regional councils and other state offices that operate at the regional level, in particular the field offices of the Division of Community Assistance. DCA and regional councils should actively coordinate their activities to meet the needs of local governments in the areas served. Regional initiatives by DCA offices should be undertaken after consultation with the regional councils that serve the projected target area and coordinated with them. Regional councils should provide cooperation and support to these efforts.
4. Foster close working relationships between regional councils and economic development partnerships.
 - The partnerships/commissions should seek to include the regional councils in their activities and, where possible, use one or more of the regional councils to support the data gathering needed to keep information systems current. The contract between the Triad Partnership and Piedmont Triad Council of Governments is a model.
 - The regional councils should propose measures to
 - * integrate economic promotion with job training, infrastructure development, and planning
 - * work with member governments to reduce competing governmental practices and procedural inconsistencies that impede development and to coordinate policies for development across the region.
5. Restore full funding for regional councils in recognition of their services to member governments and contributions to planning and intergovernmental cooperation. A study should be made of providing additional funding, including consideration of whether additional funding should be allocated equally, based on a variable factor such as population, and/or on a contractual basis for specific services.

¹ The purpose of regional planning commissions includes permission to (a) "study and inventory regional goals, recourses, and problems"; and (b) "prepare and amend regional development plans, which may include recommendations for land use within the region, recommendations concerning the need for and general location of public works of regional concern, recommendations for economic development of the region, and any other relevant matters," and (c) "cooperate with and provide assistance to federal, State, and other regional, and local planning activities within the region." G.S. 160A-475 lists the power of regional councils of government to "study regional governmental problems, including matters affecting health, safety, welfare, education, recreation, economic conditions, regional planning, and regional development" and "to promote cooperative arrangements and coordinate action among its member governments."

6. Review of the number and boundaries of regional councils

There has been no systematic review of regional boundaries since they were created in 1971. There is no necessity to change the number and boundaries of regional councils at this time, but this issue warrants attention to insure that regional councils as currently aligned make efficient use of limited program administration funds and that the councils match the boundaries of important regional problems and issues. There is no single boundary that encompasses all significant regional activity; cooperative activities between existing regional councils and between regional councils and other organizations may be more effective than trying to formally realign boundaries.

It is recommended, therefore, that the regional councils be instructed to continue to develop new mechanisms for cooperation across existing boundaries in carrying out their functions and in administering federal and state programs. The purposes of these changes are to increase effectiveness by aligning programs with the areas affected and to increase efficiency by sharing administrative expenses when consistent with effective program operation.

A summary of actions taken and planned should be provided to the Secretary of the Department of Administration by July 1, 1997, along with recommendations from the Joint Regional Forum regarding regional boundaries and reports from the state agencies which utilize regional councils for program administration concerning the adequacy of the number of regional councils and their boundaries in view of these new cooperative arrangements. A determination will be made at that time whether a boundary review process with substantial representation from local government officials and regional council representatives is needed. The regional affairs review committee to be established by the Secretary of Administration will receive six-month progress reports starting January 1, 1996.

RECOMMENDATIONS FOR LOCAL GOVERNMENT ACTION

Regional councils are intended to be an extension of local governments which assist local governments and foster cooperative regional action. These organizations fill important state purposes. Consistent with their general purposes, regional councils can and will be what local governments determine. Local governments should clarify their objectives for regional councils and insure that strong linkages are maintained between the local government and the regional council. The commitment of the city council or county commission member who serves on the regional council governing board is critical to insure that local concerns are actively represented and that regional approaches are actively communicated to the member government. Support for the regional council should be realistically matched to the expectations for regional council performance.

RECOMMENDATIONS FOR REGIONAL COUNCIL ACTION

Regional councils should critically assess themselves in terms of general purposes of all regional councils and the special needs of their regions. Regional councils should include the following in their review:

- Review regional council mission, goals, and scope of activities in light of the record and accomplishments of other regional councils in the state.

- Examine board membership, meeting agenda, and procedures to increase focus on the critical regional issues.
- Strengthen the communications between the regional council and the member governments.
- Establish new linking mechanisms across regional boundaries to better match natural service areas and areas with common need. Examine feasibility of joint operation of activities, giving one council the lead responsibility for conducting a joint activity, establishment of "branch" offices in "sub-regions" of an area that encompasses more than one regional council, and other new arrangements for sharing.
- Examine new ways to share accomplishments and disseminate information about innovations among regional councils.

Develop means for collective monitoring of performance, recognizing that each regional council is a part of a statewide network and should provide mutual support to maintain generally high levels of performance.

PART II. REPORT OF SURVEY OF REGIONS AND REGIONALISM

BACKGROUND – THE ROLE OF REGIONS

Regionalism is an illusive subject. On the one hand, increasingly activity occurs in “regions”--an interconnected collection of places where people live, work, and recreate--rather than being confined to single jurisdictions. Local government problems spill over boundaries, and effective response required coordinates action among governments. More and more one hears the opinion that the interconnected places must develop the capacity to work together if these problems are to be addressed and a desired future is to be secured. To paraphrase an old saying about the United Nations, if regions didn't exist, we would have to create them. In the case of a regional organization of governments, however, there is a lack of clarity among officials and citizens about what one would be creating.

For evidence regarding the importance of regions, consider the following items:

- Southern Growth Policies Board report Measure by Measure (1992) recommends: “think, plan, and act as metropolitan regions.” In finance, link state funding for localities to capital planning and regional cooperation. Regional districts should be used to plan and set priorities for infrastructure improvement. Also, ways should be found to share the benefits and burdens of development and conservation.
- The Commission for a Competitive North Carolina has called for the state to enlarge its vision and protect the state's life style for considering regional solutions with a focus on a “community of interest,” rather than geographic boundaries.
- The final draft report of Infrastructure Committee of Commission on a Competitive North Carolina calls for an integrated three-pronged strategy to develop and maintain infrastructure: (1) comprehensive land use planning, (2) a regional perspective for approaching both planning and implementation, and (3) establishment of sustained and predictable funding sources.
- The Partnership for Quality Growth bill proposed in 1993 stated that “development of viable growth initiatives will require comprehensive planning on the local, regional, and State levels.” Florida, Georgia, Oregon, Vermont, and Washington have all assigned regional councils a review role in state managed growth initiatives.
- The Joint Legislative Audit and Review Commission (JLARC)² in Virginia which recently completed a study of regional councils concluded that the state needed vehicles for addressing regional issues and solutions and to foster regional development.

Regions are important because the scope of activities commonly extend over a large geographical area that encompasses many governments. More and more people live in one place and work, engage in civic pursuits, and pursue recreational and cultural activities across a number of other jurisdictions. The governments in a region are interdependent. Problems in regions spill across jurisdictional boundaries. It is not possible for a single jurisdiction to deal effectively with problems like environmental protection, solid waste, crime, or traffic congestion. In sum, the people in a region are interconnected and share common opportunities and concerns.

² Joint Legislative Audit and Review Commission of the Virginia General Assembly, Review of Regional Planning District Commission in Virginia, Senate Document No. 15 (Richmond: Commonwealth of Virginia, 1995)

Despite the importance of regions as the new plane for action, regional councils in practice have lost some of their regional orientation. They have increasingly focused on administering a shrinking number of federal and state programs and providing services and assistance primarily to individual local governments. As a regional forum for officials and as an agency to assist member governments in taking on multi-jurisdictional efforts, the regional councils have been involved in addressing regional issues. Still, there can be tension between functions that keep the regional organization going by providing a funding base and that maintain local government support, on the one hand, and the task of confronting regional issues, on the other. The JLARC in Virginia concluded that regional councils were not serving as the vehicles for regional action that the state needs, although it was not necessary to create a new organization to do so when the regional councils were already in place. As Jim Youngquist, from the Southeast Regional Directors Institute has recently concluded, the regional organizations in place “have perhaps gotten away from the overall ‘regional agenda.’ Today, there appears to be a void that can, and should, again be filled by regional councils.”³ This distinction between providing services and programs for governments within a region and addressing regional issues should be kept in mind in assessing the performance of regional organizations and considering policy options for regionalism in North Carolina.

In North Carolina as elsewhere, regional councils have been assigned a number of purposes.

- In the first executive order from Governor Scott in 1970, they were created as **planning regions** which would facilitate delivery of better public services.
- Governor Holshouser designated the regional councils as **lead regional organizations (LRO)** which would consolidate special-purpose, multipurpose planning activities, promote **intergovernmental program coordination**, and, when appropriate, **administer some governmental services**. The LROs were to be used by state agencies to help construct state-level plans. In this policy statement, direct subsidies were ruled out although the LRO could receive state and federal funds available for the support of specific planning tasks. The policy indicated that LROs are the creation of local government and are not to be viewed as substate administrative units nor a new level of government.
- Governor Hunt in 1978 reaffirmed the LRO concept and encouraged state agencies to make their administrative subdivisions coterminous with the LRO boundary lines or combinations of LROs. State financial support should be limited to grants to carry out specific tasks imposed by state government which necessitate coordination and planning for local governments.
- Governor Martin in 1986 reaffirmed the principles of earlier orders and added to the purposes for funding tasks which involve a coordinated state-wide activity which will be beneficial to both State and local governments.

In addition to the purposes specified in the executive orders, regional councils have increasingly expanded their **local government service** role. The planning function has lost its centrality for the following reasons:

- The intergovernmental coordination purpose was reinforced by the “lead regional organization” concept and seems to be more widely recognized than the planning role.

³ SouthEast Directions, January, 1995.

- The local government service role is important but not necessarily tied to addressing issues and developing goals on a regional level.
- Regional councils play an important role in fostering discussion about regional issues and cooperative activities jurisdictions. Regional level planning, however, and coalescing support for regional goals is less well developed.

Beyond the multiplicity and ambiguity in the purpose of regional councils, the state has not clearly set forth a regional policy--a set of goals and expectations for what would be accomplished in the regions of the state. The executive orders regarding regionalism have focused on the functions, structure, and boundaries of the regional councils but have not addressed these matters within the context of a policy on regionalism. Such a policy could serve as the basis for setting performance standards for organizations that work in regions.

Purpose and Organization of the Study

In 1994, Governor Jim Hunt created an internal working group to develop a policy that will set out how the state will deal with regions and regionalism. To assist the group, a survey was conducted between October, 1994, and May, 1995. Information from other states was also reviewed.

The Working Group met frequently to review progress of the survey, discuss findings, and consider recommendations. The recommendations contained in the opening section of this report were approved by the Working Group on August _____.

The study is designed to assess the extent to which regional councils in state designated planning regions in North Carolina are filling **major functions** which regional councils are commonly expected to perform. These functions are --

- serving as a regional forum
- planning and goal setting
- service and assistance to local governments
- data centers
- sponsoring and facilitating cooperative ventures within and between regions
- promoting environmental protection and coordinated use of natural resources
- promoting economic development
- administering federal and state programs

After reviewing these functions, the **budget and staff** of regional councils and the **membership** in regional councils will be examined.

With this information on the performance of regional councils as background, a review of **attitudes** toward regional councils based on interviews and meetings with state, regional, and local officials, and interest group leaders will be presented. Drawing on performance and attitudes, a set of **issues** is developed. The report is the basis for the **recommendations** offered in the opening section.

The report is based on information gathered from meetings with officials in state agencies, local elected officials and administrators, interest group representatives, and officials in regional organizations. The information from regional organizations includes the results of a lengthy survey completed by the directors of the regional organizations in state designated planning regions in late 1994. Unless otherwise indicated, the information about regional councils in this report occurred in the 1993-94 fiscal year ending June 30, 1994.

A note on terminology is in order at the beginning. Five regional organizations in North Carolina were organized as economic development commissions (A B C Q R) and the remaining regional organizations are councils of government. After being created as multi-county planning regions by Governor Scott, the policy statement by Governor Holshouser designated these bodies as Lead Regional Organizations (LROs) and the executive order of Governor Hunt in 1978 specified that all LROs would have the powers and duties of councils of government, as contained at Section 160A-475 of the General Statutes. For simplicity, the term regional council will be used in the report to refer to all these organizations, although it should be recognized that the lack of a single label contributes to confusion among some officials and the public about the nature and purpose of these general purpose regional organizations. Each region was designated by a letter of the alphabet--A through R--extending from west to east across the state. For convenience, when referring to specific regions in lists and tables these initials will be used. A list of the regional councils is included in Appendix 1.

The purpose and structure of a regional council is affected by the reasons for its creation, the programs which it has chosen to take on, and the attitudes and support of local governments which make up its membership. These are factors which produce variation among regional councils. In addition, there are some general functions which most regional councils are expected to fill to a greater or lesser extent and certain programs which have been assigned by the state to all regional councils. These factors promote uniformity. Still, as organizations that primarily bring together local governments for regional purposes and are the creation of local governments, variation is to be expected and valued.

PERFORMANCE OF REGIONAL COUNCILS

A. Serving as regional forum

This is certainly the most commonly mentioned regional activity of regional councils. These organizations are unique as the place where officials from all the jurisdictions--and occasionally citizens as well--can come together to discover and discuss a wide range of common regional issues. Most regional councils are praised for providing this opportunity. Increased understanding of interrelationships grows out of these meetings as well as the identification of problems that require attention and programs that should be undertaken within the region.

There are, however, two sources of dissatisfaction regarding this role. One, regional councils are sometimes faulted for being places where discussions occur but no action follows. A related concern is a reluctance to take up controversial issues that will offend member governments. Two, in some areas, the boundaries of the state designated planning region are not considered to correspond with the "real" boundaries of the region as an area of extensive interaction and interdependency--because the planning region does not include the entire metropolitan area, it encompasses counties that do not see themselves as regionally linked, or a region defined by one set of criteria overlays the

boundaries of the state designated planning regions. In such areas, the value of the council as a regional forum is lowered unless steps are taken to broaden the range of participation. As reported in section E below, a number of regional councils are undertaking projects that involve cooperation across regional lines.

B. Planning, goal setting, and addressing a regional agenda

Regional councils have substantial involvement in land use, infrastructure, and water related planning, in addition to planning done in connection with state and federal programs they administer. This planning is generally carried out for portions of the region or specific jurisdictions rather than being region-wide in scope. Six regions have 1.5 full-time equivalent staff (FTE) or more involved in planning supported by local funds (D E F G J Q); five others (A B C L R) have at least three staff involved in all forms of planning. Still, there is little planning that is regional in scope and comprehensive in nature.⁴

Only four regional councils (B E F J) have current policy goals for the region toward which they are working. Five regions (A I K N Q) have identified priorities for their activities (e.g., job creation or regional environmental scanning). One region (L) will conduct a goal setting project for the region in 1995.

There are four unusual cases of planning and goal setting efforts in which regional councils are extensively involved that indicate what is possible in goal setting for the region and beyond.

- **Regional Vision '95**

This was a strategic planning program for Region B which focused on the following priority areas established by a 30-member public/private steering committee: education, land use/growth management, infrastructure, environmental protection, and economic development. Task forces for each area involved over 100 people. The action plan was adopted in 1993, and an Action Plan Task Force was established to implement thirteen strategic initiatives. Considerable progress has been made on most of these initiatives.

- **Our Region Tomorrow⁵**

This effort, initiated by Centralina Council of Governments (F) and jointly sponsored by the Western Piedmont COG (E) and the Catawba Regional Planning Council in South Carolina, identified critical long-term strategic issues that were not being addressed by other regional efforts in the greater Charlotte area. A steering committee with representatives from fourteen counties in North Carolina and four in South Carolina met during the fall of 1994 to work through a strategic planning process. Three areas have been chosen for study and action planning which is currently in

⁴ As noted previously, the Virginia Joint Legislative Audit and Review Commission came to a similar conclusion. Although the Planning District Commissions (PDCs) were created to identify and address cross-jurisdictional problems through planning, they often do not place much emphasis on regional planning and a comprehensive view of regional needs. No PDCs have up-to-date regional comprehensive plans, and many do not typically engage in strategic planning.

⁵ Centralina Council of Governments has also initiated the Catawba Regional Council on an elaborate strategic planning effort involving the Catawba River from Lake Norman to Lake Wylie. It has been a broad-ranging a goal-setting and action effort as Our Region Tomorrow within the five counties involved in the project.

progress: Workforce Preparation; Infrastructure Planning, Funding, and Implementation; and Cohesiveness and Collaborative Action among Jurisdictions.

- Hickory Horizons

This is a visioning project by the city of Hickory which demonstrates how the regional council can be viewed as the vehicle for addressing regional problems. The final report of the project stresses the importance of viewing Hickory as part of a metropolitan region now and in the future. Recommendations and assignment of responsibility for implementation refer frequently to the regional council--Western Piedmont Council of Governments (E)--as the vehicle for coordinating or undertaking a wide range of activities including:

- * air quality monitoring and testing
- * solid waste planning and coordination
- * coordinating land use planning, initiating regional parks and recreation planning
- * creating a regional office to collect historical information and seeks grants for historical agencies in the region
- * establishing a forum for coordinating land use with transportation and infrastructure
- * developing strategy for comprehensive interconnected region-wide water supply
- * developing an integrated intermodal metro transportation plan
- * prioritizing long-term infrastructure needs
- * developing a regional statistical data base, regional land use map and inventory, and regional zoning map.

- World Class Region Conference and Greater Triangle Regional Council

These related projects are the result of planning and support by the Triangle J Council of Governments. The second World Class Region Conference, a follow-up to a conference which had identified goals such as the creation of the Triangle Transit Authority and regional phone service, brought a wide range of citizens, organizational leaders, and government officials together to identify regional goals culminating with an all-day conference attended by over 900 persons. The conference endorsed the establishment on ongoing mechanism for bringing together leaders from across the public, private, and university sectors to supplement the work of TJCOG as an organization of government officials. TJCOG provided staff support to the Task Force which designed the Greater Triangle Regional Council and has a contract to staff the Council. The Council has and is considering initiatives in the areas of regional waste treatment, intervention strategies for at-risk middle school students, and a regional development guide.

C. Service and Assistance (outside state/federal programs administered)

Providing service and assistance to member governments and other organizations has become a major activity of regional councils and one of the most important sources of local government support in many regions. Regional councils served over 630 governments and other organizations in 1993-94.

They provided over 77,000 person hours or the equivalent of over 38 people working full-time. Approximately 500 of these projects involved more than 16 person hours to complete.

381 of the total projects were conducted without charge and represented over 26,600 person hours of assistance or the equivalent of almost 13 full-time staff. All regional councils provide at least some assistance without charge, particularly in helping governments seek grants. A summary of service and assistance activities and policies regarding fees for service are provided in Appendix 2.

The variation in the total hours of assistance provided in 1993-94 was as follows:

- Over 23,000--E
- Over 9,000--F
- 5000-6000--B C Q
- 2500-5000--A D G I K N
- 1000-2500--L O
- Under 1000--H J M P R

Approximately 255 projects were conducted for a fee with revenues exceeding \$1.7 million for the year. An important form of service on a contractual basis is grant administration. Two regional councils--E and F-- accounted for almost \$1.1 million in fees. Other regions with contract or fee income exceeding \$40,000 were B (\$106,300), C (\$115,720), G (\$77,326), O (\$42,199) and Q (\$57,835), and J (\$52,000). Regions A, H, M, P, and R each raised less than \$4,000 in fees.

Major areas in which service and assistance was provided were --

- management and general government (140)
- community/economic development and housing (114)
- water (60)
- planning (50)
- criminal justice (41).

In addition to the service and assistance activities of regional councils, technical assistance is the primary purpose of the field offices in the Division of Community Assistance (DCA). DCA seeks to improve the economic and community development status of local governments and other organizations. Specific types of assistance include strategic planning, growth management, appearance and image improvement, downtown revitalization, and natural resource conservation. DCA has a staff of 31 professional and support personnel in seven regional offices with a state-funded annual budget of \$1.8 million. DCA regional offices typically work with over 300 local governments each year with no charge to the government.

D. Data Centers and GIS Support

Regional councils have active data centers through which information about the region is made available to governments, non-profit and business organizations, and citizens. Most regional councils

also have geographic information system (GIS) capacity (B C D E F G I J K M N O Q), and offer assistance to and share facilities with local governments. Five regional councils (A H L P R) do not have GIS capacity, although Region H has a working arrangement with the city of Rockingham to provide GIS services. Region L is conducting a survey of members in 1995 to determine applications to be developed is being conducted in 1995, and Region P is currently investigating GIS software and hardware.

The range of applications for those regional councils that are involved in GIS and the amount of staff time devoted to their activities are as follows:

GIS Applications and Staff Commitment

Applications	B	C	D	E	F	G	I	J	K	M	N	O	Q
Land use and site planning	X	X	X	X	X	X	X		*	X	X	X	X
Environmental protection and natural resource planning	X			X	X			X		X		X	X
Environmental monitoring				X	X			X				X	X
Transportation planning	X		X	X	X	X		X				X	
Urban planning	X			X	X	X	X					X	
Infrastructure planning and facilities siting	X			X	X			X				X	
Population, settlement, and health	X		X	X	X	X	X	X	*	X	X		X
Surface/groundwater supply and conservation								X	*	X	X		X
Interregional resource planning and allocation					X			X	*		X		X
Ecological modeling and site remediation				X									
Total applications	6	1	3		8[^]	4	3	7	4*	4	4	6	6
FTE staff devoted to GIS activities	.07	.20	.33	2	1.5	.15	.50	1.7	.50	0	.20	.05	.10

*Anticipated 1995

[^]Plus uses requested by private industry.

The regions most actively involved in GIS with more than one FTE staff person involved are E, F, and J. Those moderately involved—with one day per week or more devoted to GIS—are C, D, I, K, and N. Seven regional councils (B E F J K O Q) Provide GIS services on a fee basis.

The regional councils report the following major accomplishments with GIS:

- B: mostly county and town land use maps, zoning maps, census tract data maps
- D: in house planning tool

- E: GIS mapping is integrated into all aspects of thoroughfare planning, water quality planning, and economic development projects; specialized mapping produced on request for cities and counties; working with NC DOT on an information highway project to allow interactive thoroughfare planning.
- F: published 18 county regional atlas in 1994, Catawba River Corridor Study, regional building permit tracking system
- G: land use plan for Ramseur, Lexington; TIP in electronic and digital forms; numerous thematic maps, mapping of building permit activity; firms by standard industrial classification code for economic development.
- I: annexation work for 3 local governments in 1995
- J: targeted census profile program, profile of industrial and commercial sites, GIS work for Triangle Fixed Guideway Study
- N: redistricting elections
- O: supply of Census Data information to regional local governments, businesses, and individuals
- Q: annexation study for Ahoskie; waterfront property study of Pamlico river in Beaufort County; numerous CAMA land use maps over last 4 years

E. Sponsoring and facilitating cooperative ventures within and between regions

Regional councils have a substantial track record of fostering cooperative activity, ranging from helping two jurisdictions work together on a project to joint projects involving all counties and/or municipalities in the region. A complete list of all reported activities is provided in Appendix 3.

In many instances, regional councils work on projects with counties outside their own region and in joint projects with other regional councils. Some examples are the following:

- Western NC Housing Partnership (all Appalachian Regional Commission regions)
- Regions A and B share an EMS Project Director
- I-26 Corridor Association (17 counties organized by Region B)
- various Catawba River efforts (C,E, F, and counties in South Carolina)
- Our Region Tomorrow strategic planning project (E and F plus council in South Carolina)
- Yadkin River monitoring project (E, F, G, H,I)
- Triad Land Use and Transportation Project (Triad cities/counties and G)
- Triad Partnership Data Center (G with support of I)
- Interstate 73 Association (I)
- Emergency Medical Dispatch (L and J)
- Cape Fear River Assembly (M with counties in G, J, H, and O)
- Roanoke-Chowan Narcotics Task Force (Q with one county in L and R)

- EC/EZ application (R plus areas in Q and L)
- Water Quality Task Force for R plus four other counties.

Regional councils are not the only sponsor of cooperative activities among jurisdictions. The Division of Community Assistance has initiated several projects in areas which shared some common interests or faced a special challenge in inter-governmental cooperation but which did not correspond to the state planning regions. These projects included the following:

- Yadkin-PeeDee Lakes Project: six county (Rowan, Davidson, Stanly, Montgomery, Anson, and Richmond) citizen-based strategic planning effort which has developed goals for tourism (promoting the Uwharrie Lakes area), economic development, and environmental protection.
- Fort Bragg/Pope Air Force Base Joint Compatible Land Use Study (1988-91: Adopted a land use policy plan to protect mission capabilities of Fort Bragg and Pope Air Force Base. Anson, Montgomery, Richmond, Moore, Hoke, Scotland, Harnett, Cumberland, and Sampson counties were involved.)
- Cherry Point: planning regarding the Marine Air Station and related growth in Craven, Pamlico, Carteret, and Jones.
- I-40 Economic Impact Study: joint planning for development around the I-40 corridor from Raleigh to Wilmington. Regional councils were also involved in this project. The I-40 Association has been created as a result of the study.

In addition to these efforts, the Partnership for the Sounds is a four-county education and development organization based in Columbia which was created from the merger of individual projects in the counties. With support of local, state, and federal agencies and private organizations, the partnership seeks to promote a sustainable economy in the Albemarle and Pamlico Sounds area. Beyond these efforts to bring jurisdictions together in common projects, a large number of other regional organizations have been created. They are discussed later in the report.

F. Promoting environmental protection and coordinated use of natural resources

Regional councils take on a wide variety of projects that deal with environmental protection and coordinated use of natural resources, some of which overlap with planning activities and the cooperative projects previously discussed. Water quality and solid waste are common concerns of regional efforts across the state. Environmental concerns are the regional issue which regional councils are most often addressing. A list of activities is provided in Appendix 4.

With regard to the role of the regional council in promoting quality growth, the regional council directors favor an active role in data collection, assisting planning, and reviewing local plans and projects. They oppose approval of local plans and projects.

G. Promoting economic development

Five of the councils are organized as economic development commissions and a sixth--Region I--was the successor to the Northwest Economic Development Commission, and all regional councils carry out a variety of activities related directly and indirectly to economic development. These

activities draw on a number of functions already discussed and also include several state and federal programs which some regional councils administer. The activities include the following:

- Technical assistance and grant preparation for infrastructure and community development
- Data Centers including mapping, data analysis, and statistical information
- Job Training Partnership Act -- 15 regional councils
- Senior Employment programs -- 10 regions
- EDA programs -- 8 regions. Of these, seven are Economic Development Districts--A B D K P Q R--and prepare an Overall Economic Development Plan for their region.
- SBA programs -- 8 regions
- Appalachian Regional Commission -- six western regions

There are varying levels of cooperation and direct interaction between the economic development partnerships/commissions and regional councils. The closest interaction is found in the Western Economic Development Commission which works with the four western regional councils as the channel to work with local governments. A contractual agreement has been developed between the Triad Partnership and the Piedmont Triad Council of Governments for data services and support. Similar arrangements are being explored in other partnership areas.

Special projects for entire regions or larger areas include the close coordination of activities between the Western Economic Development Commission and Regions A-D, industrial site planning (A), tourism promotion (B), child care (D), regional marketing (E), regional atlas (F), foreign trade zone (J), expanding regional telephone service (J), South Eastern Entrepreneurial Roundtable (M), Cape Fear River Research Program (O), and revolving loan (A K) or Microenterprise Loan Fund (M R). A list of activities that support economic development which excludes technical assistance, data center activities, and federal/state programs already listed is provided in Appendix 5.

H. Administering federal/state programs

Regional councils administer a number of programs as a result of assignment by the state to all regional councils, choosing to seeking designation as the service area for selected programs, and/or being located in an area which makes them eligible for program participation. The array of programs across regions is indicated in Table 1 in which the regions are arranged in order of the number of federal and state programs they administrator. Two programs are offered by all regional councils--Aging and Emergency Medical Services (EMS). Fifteen of the regional councils received funds for the Job Training Partnership Act (JTPA) programs, although the Service Delivery Areas covered by grants to regional councils do not cover all the counties in the regional council in four cases. (There are eleven other Service Delivery Areas for JTPA covering large cities and/or counties.)

Table 1.

Federal and State Programs Administered by Regional Councils in North Carolina

	Aging	EMS	JTPA	Sr Emp.	SBA 504	EDA	FmHA Hs.	HUD S. 8	LWCF	ARC
C	X	X	X	X	X	X [^]	X	X	X	X
A	X	X	X	X		X	X		X	X
D	X	X	X		X	X			X	X
E	X	X	X*		X		X	X		X
N	X	X	X	X			X		X	
P	X	X	X	X	X	X				
R	X	X	X	X	X	X	X			
Q	X	X	X	X		X	X			
F	X	X	X*	X	X					
I	X	X	X**		X			X		X
B	X	X		X		X			X	X
K	X	X	X		X	X				
L	X	X	X	X						
M	X	X	X**		X					
H	X	X	X	X						
J	X	X		X						
O	X	X	X							
G	X	X								
Total	18	18	15	10	8	8	6	3	5	6

*Does not include all counties in the regional council.

**Does not include all counties in the regional council but also includes counties outside the regional council boundaries.

[^]Eligible to receive EDA funds but not a designated Economic Development District.

The regional council directors were asked to assess the interrelationships among programs they administer. First, the interrelationships between the three programs administered by all or most of the regional councils and other functions will be examined. The responses concerning the closeness of the relationship and the other functions with which the program is very and somewhat closely related are presented below.

How closely related is program to other regional functions?

	Very	Some	None	No answer
Aging	9	5	3	1
--other functions mentioned	JTPA/Senior Employment (8), housing (6), CDBG (3), transportation (1), EDA (1), other (2), no specific function (3)			
EMS	4	3	4	7
--other functions mentioned	Law enforcement (3), Aging (1), no specific function (3)			
JTPA	6	5	1	3
--other functions mentioned	Aging (5), economic development (5), Senior employment (4), law enforcement (2), housing/CDBG (2), other (2)			

In addition to the functions and activity areas that are linked to these programs, the Data Centers and GIS support the administration of federal and state programs. From the responses regarding these programs, it appears that Emergency Medical Services is the least well integrated with other functions.

Among the other programs for which regional councils seek designation or initiate on their own, there is almost always a great deal or some linkage to other functions and activities. There are a variety of programs other than the ones listed in Table 1 from which regional councils receive funds or administer activities:

- A: Revolving Loan, Graham HOME grant, CDBG, Smart Start, Rural Public Transportation Planning.
- B: HOME, RSVP/Senior Companion, VISTA, EPA Water quality, TVA, NCDOT/FHA, Z. Smith Reynolds Foundation (air quality), Blue Ridge Mountain Hosts, I-26 Association, CDBG
- C: HOME, Reverse Mortgage Counseling, Criminal Justice, Weatherization, Housing Finance Urgent Repair, Narcotics Task Force, Child Development, CDBG
- D: Child Development, CDBG
- E: HOME, Revolving Loan, CDBG, Metropolitan Planning Organization, EPA 205j, USGS
- F: EPA 205j
- I: RSVP, HOME, Criminal Justice
- J: HUD Community Development Work Study
- K: Revolving Loan, Narcotics Task Force, CDBG

- L: Criminal Justice Partnership, CDBG, Reverse Mortgage Counseling
- N: Community Penalties Program, Criminal Justice Partnership
- O: State environmental grants
- Q: CAMA, Law enforcement/drug program, Rural Economic Development Center Micro-Enterprise Loan Fund, Revolving Loan Fund, Elderly Housing, Reverse Mortgage Counseling, CDBG, Telecommunications
- R: Rural Economic Development Center Micro-Enterprise Loan Fund, Welcome Center, NCHFA Hope III, CDBG

Administering federal and state programs has funding and staffing implications for the regional councils in addition to affecting their programmatic emphasis. These issues will be discussed after reviewing the finances and personnel of regional councils.

To conclude this section, a summary of the activities of regional councils is provided in Table 2.

Table 2.
Estimate of Activity Level of Regional Councils

Regions	Planning ⁶	Goals established ⁷	Technical Assistance ⁸	GIS ⁹	Federal/State Programs ¹⁰
A	X	P	X		8
B	X	G	XX	X	6
C	X		XX	XX	10
D	X		X	XX	7
E	X	G	XXX	XXX	7
F	X	G	XX	XXX	5
G	X		X	X	2
H					3
I		P	X ¹¹	XX	6
J	X	G		XXX	3
K		P	X	XX	5
L	X	1995			4
M					3
N		P	X	XX	6
O				X	3
P					6
Q	X	P	XX	X	6
R	X		[11]		7

⁶ Report 1.5 or more planning staff paid for by local funds or 3 staff or more in all areas of planning.

⁷ Are there current policy goals for the region? **G** refers to goals established for regional action; **P** refers to general priorities or specific projects to be accomplished; 1995 indicates that goal setting activity is planned for 1995.

⁸ XXX=Over 20,000 person hours; XX=5000-10000 hours; X=2500-5000.

⁹ XXX=More than one FTE staff member devoted to GIS; XX=.2-.5 FTE staff; less than .2 but greater than 0.

¹⁰ From programs listed in Table 1.

¹¹ Regions I and R have expanded the scope of their assistance activities in 1994-95.

BUDGET AND STAFFING IN REGIONAL COUNCILS

The functions and activities of regional councils are illuminated by examining the sources and uses of financial resources. In absolute terms, the regional councils receive the bulk of their funds from federal and state sources--over 90% of the almost 103 million dollars received by regional councils in 1993-94. In turn, approximately 84% of the state and federal funds are passed through to local governments or other agencies to provide services for target populations, e.g., the elderly, persons who need job training, or recipients of low-income housing assistance. Approximately \$1.9 million of the federal/state funding is flexible and can be used for a variety of regionally initiated projects. This relatively small amount together with the fact that local sources only account for seven percent of the overall budgets of regional councils suggests potential tensions between the role of the regional council as an organization of local government intended to address locally defined regional concerns and the role of the regional council as an externally funded program administrative agency. The major categories of revenues are the following:

Local funding	\$7,918,623	7.69%
State and Federal funding	\$94,998,333	92.31%
Total	\$102,916,955	100.00%

The variation in the amount of revenues by region and the split between local and outside sources is substantial. The range is a low of three percent local funding and a high of 22 percent. A portion of the local funds are also allocated to federal/state programs because of the requirement of a local matching share for the Aging and EMS programs. The Aging program accounted for \$520,377 in local matching shares. The EMS match is 30 percent of salary, fringe, and indirect and a portion of travel costs. (The match for equipment purchases is usually paid by the agency that receives the funds.) Information on revenues broken down by region is presented in Table 3.

The sources of revenue are displayed graphically in Figure 1. The greatest sources of funding are the JTPA and Aging programs, followed by HUD Section 8 housing even though it is distributed in only three regional councils. The total amount and relative sizes of these revenue sources is, however, misleading because the bulk of the federal funds are not available for use within the regional council itself. Over 84 percent of the state and federal funds are passed through to local governments or other agencies. A large part of the funds expended within the regional council are committed to paying staff who direct and provide activities in connection with the federal/state programs. A further breakdown of expenditures and sources of staff support are provided later in this section.

Table 3.
ALL REVENUES, 1993-94

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	Total all regions	% Total
Local																				
Dues	93,001	153,812	57,250	40,573	118,402	343,000	264,196	19,503	150,432	650,274	71,672	73,486	89,959	55,290	65,520	141,316	90,082	83,424	2,571,192	2.50%
Special assess/match			47,136	39,294	73,548		87,164	56,434	0	333,072	5,090	24,752	90,518	34,703			206,422	160,426	1,158,559	1.13%
Contracts		28,535	312,538	34,466	649,004	652,363	125,000	36,000	54,697		77,698		2,400	51,250	42,199			173,000	2,239,150	2.18%
Other local:		74,985	64,735	189,847	30,122	47,595	58,396	29,500	5,055	172,509	20,939	158,159	45,053	108,741	34,622	271,292	583,172	55,000	1,949,722	1.89%
TOTAL LOCAL	93,001	257,332	481,659	304,180	871,076	1,042,958	534,756	141,437	210,184	1,155,855	175,389	256,397	227,930	249,984	142,341	412,808	879,878	481,850	7,918,823	7.88%
Local as % of Total	2.62%	8.66%	4.87%	7.53%	13.20%	9.59%	12.04%	3.52%	2.58%	22.03%	3.73%	3.54%	6.38%	4.14%	2.67%	5.73%	16.41%	12.99%		
State/Fed																				
Aging	1,028,456	1,562,622	1,362,992	1,333,556	1,394,137	6,196,720	3,817,814	1,365,131	2,183,677	3,148,514	1,263,001	1,843,508	1,832,679	1,414,336	1,373,089	2,474,325	1,506,128	1,185,794	36,286,479	35.26%
EMS	43,733	33,450	33,442	43,518	36,619	65,364	41,442	31,819	41,846	50,124	37,506	44,748	33,985	33,228	34,071	52,597	40,983	47,753	746,228	0.73%
JTPA	2,091,986		2,290,753	1,493,864	969,666	3,301,606		2,409,458	2,185,737		2,548,130	4,691,007	1,361,635	3,955,409	3,661,035	3,139,435	2,100,130	1,314,408	37,504,259	36.44%
Senior Employment		121,553	250,824							421,189		347,295		225,742		251,252	409,100		2,026,955	1.97%
ARC	72,437	74,779	147,022	68,649	214,795				61,972							55,000	58,000	357,000	723,525	0.70%
EDA	57,000	67,000	20,000	55,000							54,525									
HUD Sec 8			3,712,947		2,886,194				3,120,025							378,673			10,097,939	9.81%
State C&ED	48,015	48,015	48,015	47,990	48,015	48,000	48,015	53,000	48,271	48,015	46,435	46,394	48,015	48,015	48,015	48,015	48,015	48,015	866,270	0.84%
Other	114,154	805,703	1,533,392	692,592	179,665	215,634	12,267	300,434	422,000	578,734	16,500	67,000	117,306	63,314	394,834	319,000	274,825	6,107,124	5.93%	
TOTAL ST/FED	3,455,781	2,713,122	9,399,387	3,735,169	5,729,091	9,827,324	3,907,271	3,971,675	7,941,982	4,089,842	4,528,331	6,979,452	3,343,314	5,784,038	5,179,524	6,784,131	4,481,356	3,227,795	94,998,333	92.31%
TOTAL:	3,548,782	2,970,454	9,881,046	4,039,349	6,600,166	10,870,282	4,442,027	4,013,112	8,152,146	5,245,697	4,703,730	7,235,849	3,571,244	6,044,020	5,321,865	7,206,739	5,381,032	3,709,645	102,816,955	

LOCAL REVENUES AS PERCENT OF TOTAL REVENUES

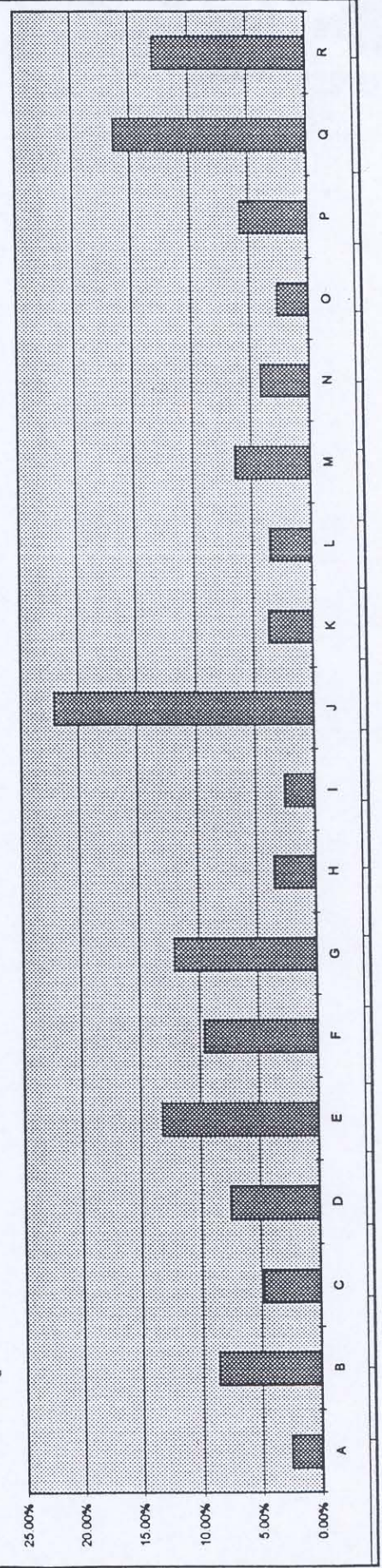
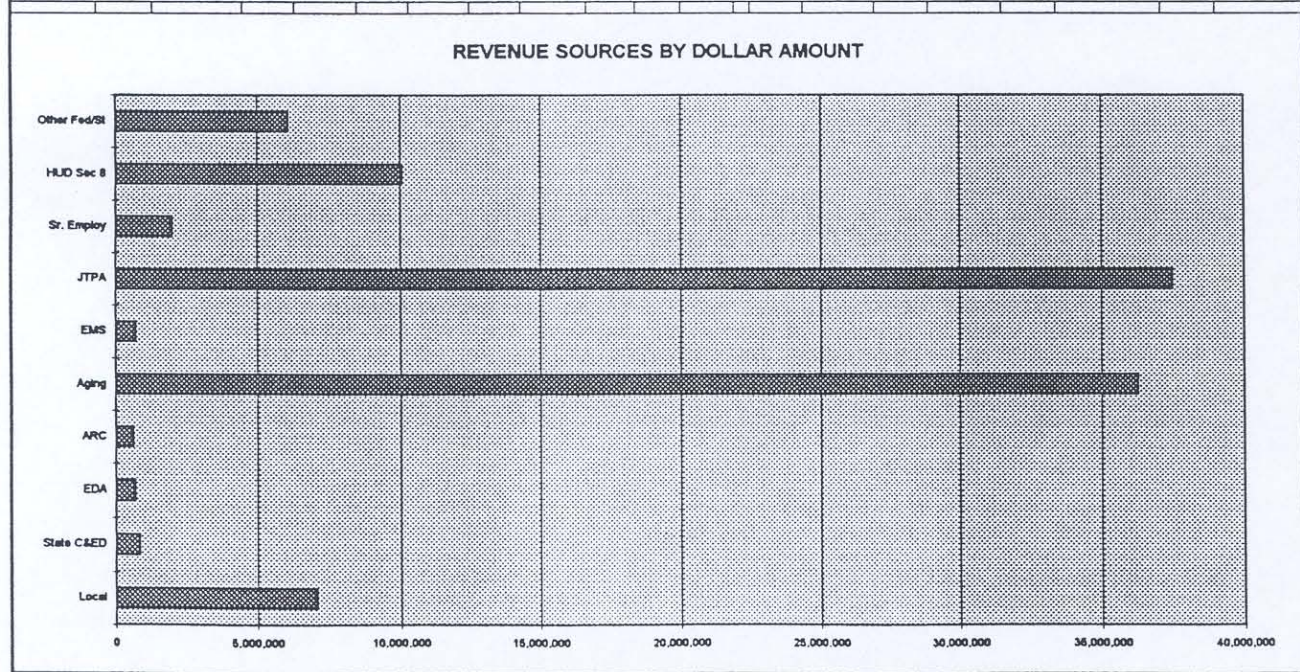
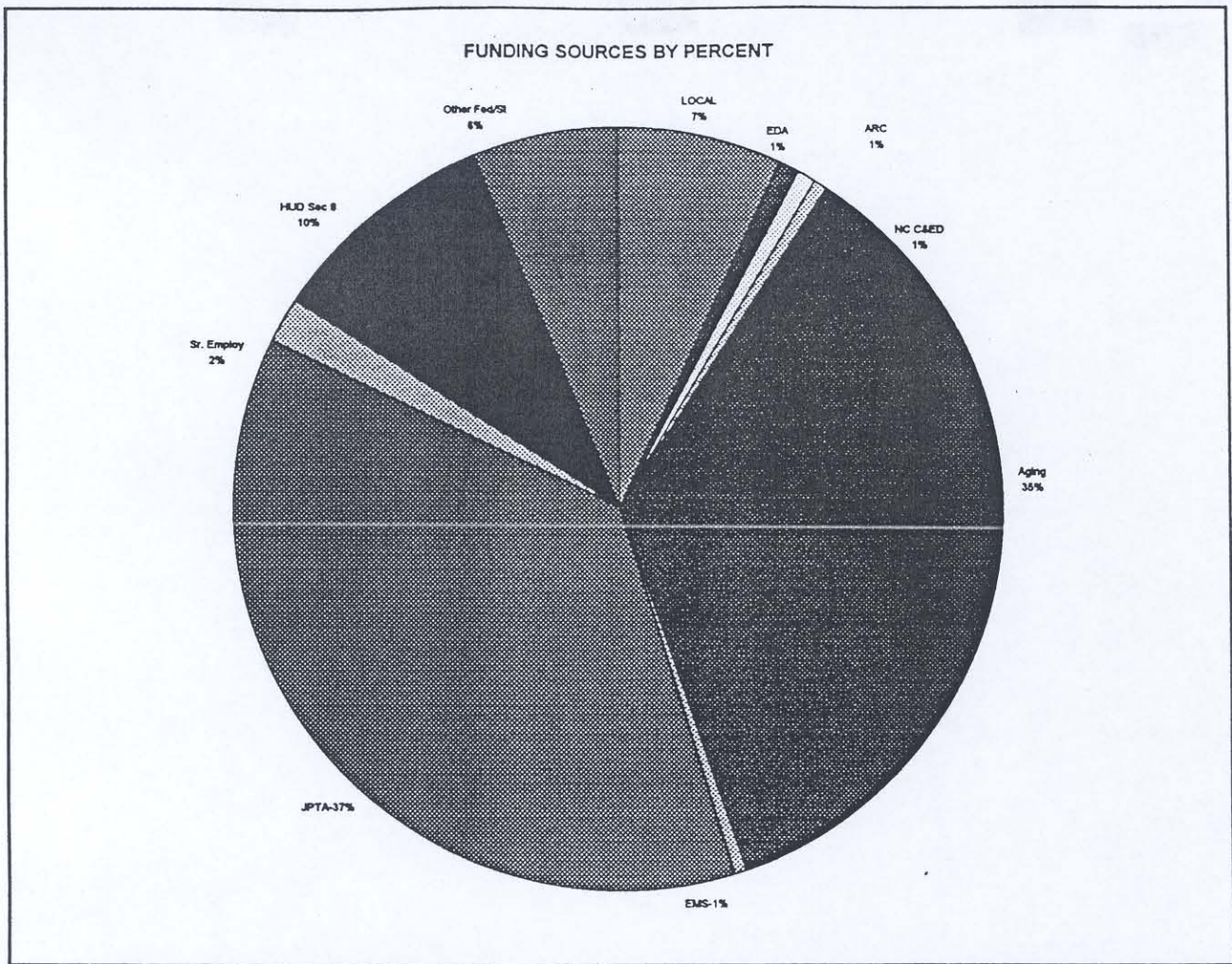


Figure 1.
REVENUES FOR REGIONAL COUNCILS, 1993-94



The importance of external funding is dramatically illustrated by comparing revenues in the 18 regional councils in North Carolina and the 21 regional councils in Virginia. The breakdown of 1993 revenues in Virginia and 1994 revenues in North Carolina are as follows:

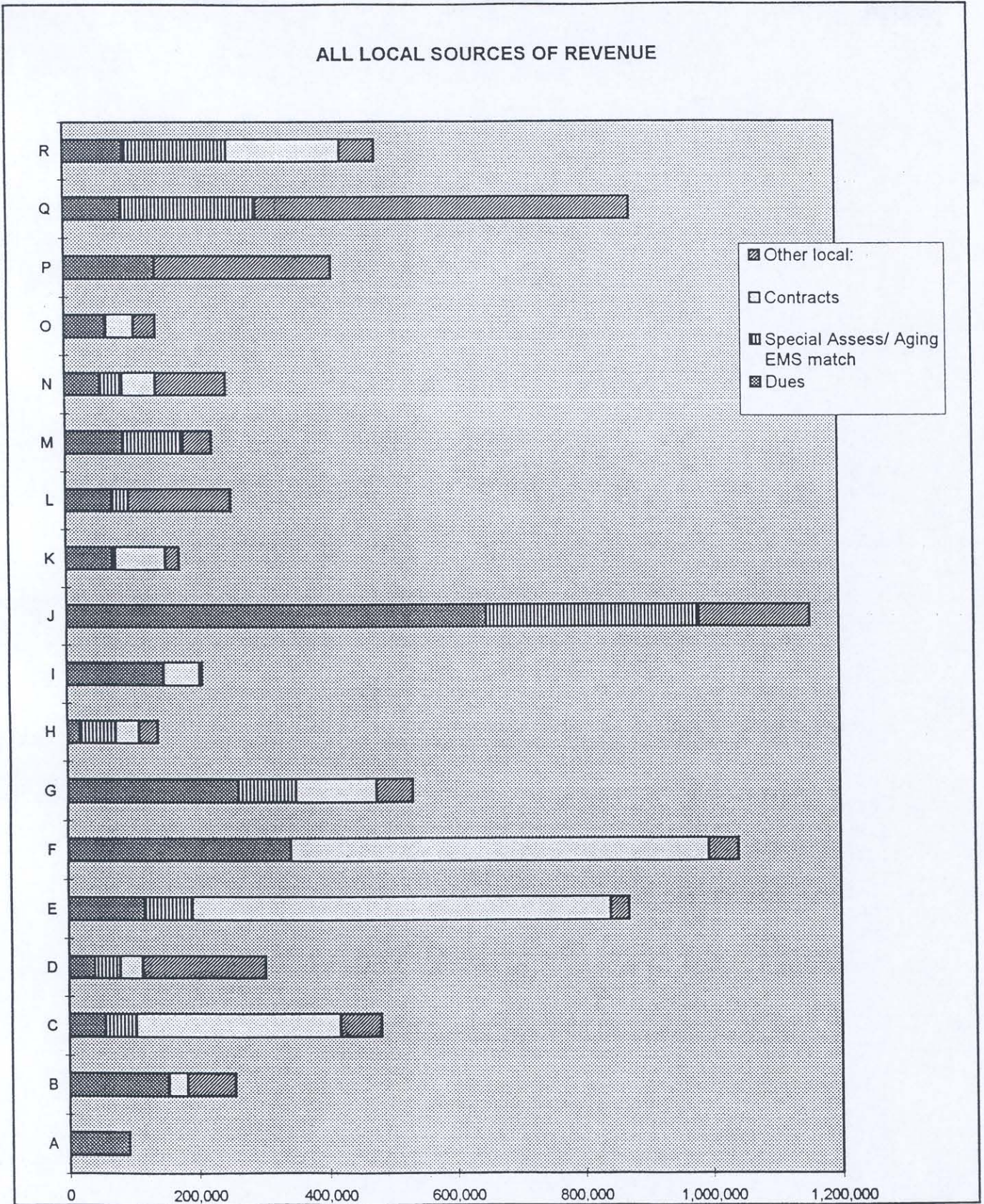
	North Carolina-- FY1994	Virginia-- FY1993
Local dues	2,571,192	2,624,131
Other local	4,507,109	2,601,531
State appropriation	866,270	1,763,305
Federal funds	88,585,610	5,628,775
Other	5,546,453	1,860,760
Total	102,076,634	14,478,502

The regional councils in the two states raise similar amounts of local dues, North Carolina councils generate more other local revenues, and Virginia has general state appropriation to support the work of regional councils that is almost nine hundred thousand dollars greater than in North Carolina. Regional councils in North Carolina receive over 80 million dollars more in federal funds than in Virginia.

Budget: Local Sources

Overall, local sources account for over 7.9 million dollars or almost eight percent of the revenues of regional councils. The largest amount is from dues, which account for over 2.5 million dollars. Some regional councils also have special assessments of member governments, including a charge for the local matching share of Aging and EMS programs whereas others take the local match from dues. Over two million dollars is collected from contracts. The variation in the amount and sources of local revenue are presented in Figure 2.

Figure 2.



The level of dues and basis for assessing to among members jurisdictions varies from a low of 17 cents per capita to 65 cents. A complete summary of dues, special assessments, and minimum payments is provided in Table 4. Practices collecting dues from municipal and county members differ in the following ways:

- Assess towns and counties -- 12
- Assess both but counties pay for non-municipal population only -- 4
- Counties pay different rate than towns but also pays Aging match directly -- 2

In three regional councils, the counties pay the local matching portion for the federal programs received.

Table 4.
DUES AND SPECIAL ASSESSMENTS, 1993-94

	Dues (\$)	How assessed	Min. fee
A	0.65/cap.	towns & counties (co. pays on non-municipal pop. only)	
B	0.5367/cap.	division within county determined by county	
C	0.29/cap.	towns & counties	\$100 (pop below 300); \$200 (pop. 300-600)
D	counties 0.20/cap. \$250 \$500 \$1,000	by county for total county pop. towns up to 2500 pop. towns 2500-10,000 pop. towns 10,000+ pop.	\$250
E	0.40/cap.	towns & counties (co. pays on non-municipal pop. only)	
F	0.17/cap.	towns & counties, based on annual state pop. est.	\$350
G	0.21/cap.	towns & counties, annually on latest census	\$650
H	0.24/cap.	towns & counties	
I	0.23/cap.	towns & counties, assessed annually	
J	0.49/cap.	towns & counties, based on annual state pop. est.	
K	0.45/cap.	towns & counties (co. pays on non-municipal pop. only)	
L	\$250 + 0.30/cap.	towns & counties, based on 1990 population	\$250
M	0.24/cap.	counties assessed quarterly, towns annually	
N	0.29/cap.	towns & counties (co. pays on non-municipal pop. only)	
O	Fixed amount originally based on population	towns range from \$600 - 12,500; Counties from \$5600 - 13500	
P	0.275/cap.	towns & counties	\$218
Q	0.259 - 0.318/cap.	each county different; in process of adjusting each county to \$0.2715/cap.	\$200
R	towns 0.60/cap. counties 0.30/cap.	based on OMB projections or 1990 census	

	Special assessment	
C	\$47,136 (Family Self Sufficiency-Child Development)	
D	\$39,294(for matching)	
E	MPO fees, Sister Cities, Carolinas Innovation Group, Special Projects	
G	\$50/\$1000 franchise fees for cablevision	
L	for non-member counties: Aging Fee (calculated by state), EMS Fee (based on location & pop.)	
N	\$16,233 (counties--Aging Match)	
R	Aging Match	

Budget: State and Federal Sources

As indicated in Table 3, all regional councils receive funds from the Aging and EMS programs and fifteen receive funds from JTPA. Aging and JTPA account for 78 percent of all regional council revenues, although 84 and 87 percent, respectively, of these funds are used for services. Regional councils expend funds directly for the planning, coordination, and certain services (e.g., training) of these programs and charge some of their overhead expenses to the programs as well. These limited overhead funds make it possible to provide these programs by supporting the general operation of the organization. These planning/coordination and overhead costs raise the issue of whether the regional councils are making the best use of these funds and administering the programs as efficiently as possible. In the Aging and JTPA programs which are the largest sources of regional council funding, the percentage of funds devoted to administering the programs is approximately ten percent and the overhead costs paid from these funds are under five percent.

The experience with the Emergency Medical Services program is much more varied. Regional councils have planning, coordinating, and service roles to perform directly, which may be deemed by the regional EMS advisory council as more important than making grants to the agencies that provide services. In addition, the grants to regional councils are small (generally between \$30,000 and \$50,000) so providing funding for an EMS planner in the regional council takes a considerable share of the limited amount of money provided. (Regions A and B share a single EMS staff person.) On average, 35 percent of the funds to regional councils are devoted to planning, coordination, and service. A higher portion of these funds are committed to overhead costs, approximately 18 percent on average.

The final aspect of funding from outside sources is the extent of relatively unrestricted funding that may be used for planning, special projects, and services to local governments performed by regional council staff. It is these revenues along with local sources that support regional ventures and technical assistance. Although the total budgets of regional councils are often large in the aggregate, the amount of these flexible funds are limited and a better indicator of the capability of regional councils to address regional and member government concerns that go beyond administering the federal and state programs. These sources and the total amount of funding are the following:

Flexible External Funding Sources that Support Core Staff Functions and Locally Initiated Activities

Program	Amount	Number of regions that receive funding
N.C. Economic & Community Development	866,270	18
Economic Development Administration	723,525	7
Appalachian Regional Commission (excludes project funds)	366,000	6
Total	1,955,795	

For eight regional councils (F G H J L M N O), the amount of this flexible funding is limited to the state E&CD funds or approximately \$48,000 per region in 1993-94. Seven regional councils received over \$100,000 from E&CD plus either EDA (K P Q R) or ARC funds (C E I). Three received over \$175,000 from all three sources (A B D).

Staffing

Outside funding also augments the size of the regional council staff, as persons are hired to administer these program, and indirect funds help to cover the salaries of staff who provide administrative support to the program operators.

Source of Funds	Number of Staff	Percent
Local	77	15.78
Federal/state for staff directly employed to plan, coordinate, and offer activities	347	71.10
Federal/state indirect funds	64	13.11
Total	488	99.99

Almost 85 percent of the staff in regional councils are supported by federal and state funds. Those hired to directly plan, coordinate, and provide activities under these programs (71%) are not available for other regional council activities since their time must be dedicated to the program from which they are paid. The staff paid from indirect funds are devoting all or a portion of their time to assist the administration of the programs through providing overall agency direction or handling specific support functions like financial administration. The breakdown of staff hired in each of the three categories by regions is as follows:

Staff and Source of Funding in Regional Councils

Region	Total Full-Time Equivalent	Hired from Local Funds	Fed/State: Hired to plan, coordinate, & provide activities	Fed/State: Hired from Indirect Funds
A	21.00	0.00	18.00	3.00
B	17.15	2.31	10.69	4.15
C	54.53	3.55	44.48	6.50
D	20.00	4.56	12.71	2.73
E	48.50	15.91	27.24	5.35
F	30.20	13.49	13.65	3.06
G	16.40	8.00	5.40	3.00
H	12.34	1.10	9.34	1.90
I	38.00	0.00	36.50	1.50
J	18.45	8.40	8.05	2.00
K	16.00	1.80	10.20	4.00
L	25.50	0.75	20.25	4.50
M	14.30	4.00	8.20	2.10
N	36.20	1.20	35.00	0.00
O	12.00	1.10	8.00	2.90
P	44.25	0.00	34.00	10.25
Q	32.64	6.12	23.63	2.89
R	30.10	4.93	21.27	3.90
Total	487.56	77.22	346.61	63.73

Some regional councils cover none of their staff costs from indirect funds (C N). Five support four or more staff from indirect funds (B E K L P).

MEMBERSHIP IN REGIONAL COUNCILS

One indicator of the support of local governments in a region is the number of eligible governments who are members of the regional council and, on the other hand, the number and size of the jurisdictions which are not members. The breakdown by region is as follows:

	Eligible jurisdictions	Number of members	Population of Nonmembers
A	23	23	0
B	18	18	0
C	30	24	2,259
D	27	26	36
E	27	27	0
F	62	58	7,361
G	36	32	4,396
H	33	22	131,971
I	26	26	0
J	36	24	203,985
K	20	20	0
L	41	30	202,756
M	24	21	81,720
N	31	27	598
O	42	27	5,880
P	70	45	14,538
Q	45	41	810
R	24	24	0

At the end of the fiscal year in 1994, there were 515 local governments which were members of the regional councils and 100 who were not. The population of the nonmember jurisdictions is 656,274. The population of nonmember jurisdictions counts some people twice when a municipality and the county in which it is located are both nonmembers. Six regional councils have no nonmembers (A B E I K R), and in seven additional regions the population of nonmembers is less than three percent of the regional population (C D F G N O Q).

ATTITUDES REGARDING REGIONAL COUNCILS

Meetings were conducted across the state with local government officials, representatives of citizen organizations, state agency staff, leaders of state and regional organizations, and board members and staff in regional councils including several meetings with the Joint Regional Forum and the Regional Council Directors Association. No attempt was made to precisely measure attitudes because the persons engaged in meetings were not a random sample and the nature of interaction included open-ended discussions in group meetings, one-on-one interviews, and written questionnaires from regional council directors. The following points are an attempt to summarize major points raised in these meetings. First listed are the attitudes that are positive and supportive of the performance and role of regional councils. These are followed by comments that are critical or express reservations about regional councils.

--Positive

- Regional councils are controlled by and accountable to local governments.
- Regional councils are an extension of local government and supplement limited resources. A unique role of the regional council in rural areas is facilitating sharing of financial resources, facilities, manpower, and information.
- Regional councils promote cooperative ventures among jurisdictions.
- Diversity is important. Regions are formed to take care of local needs. All regional councils should not be the same.
- Regional councils have developed the capacity to administer federal grants; trying to operate these programs through independent agencies would be risky.
- There is synergy in having one organization responsible for a range of related functions.
- Regional councils are important for addressing regional issues and have a critical role in assuring quality growth.
- The regional council is the vehicle for tackling regional problems and issues.

--Critical attitudes and reservations about regional councils

- Regional councils no longer serve a useful purpose; they are looking for things to do.
- Regional councils don't accomplish anything.
- Regional councils are an unnecessary layer through which funds must be channeled.
- As need arises for regional action, a response will be forthcoming. "Don't force us to work through a state formed agency." One region can never serve all purposes. Regional organizations should meet a specific need or function.
- Services formerly provided by regional councils can now be done by in-house staff.
- Regional council boards are weak and ineffective.
- Large jurisdictions looking for "global thinking" from regional council but often do not find it.

- Regional councils are too expensive for the limited benefits they provide.
- Regional councils need to find ways to promote efficiency or they serve no purpose.
- Regional councils should do a better job of addressing regional issues.

It appears that both positive and negative assessments can be accurate depending on the experience observers have with their own regional council. The clear impression from meetings with local government officials across the state is that supporters of regional councils outnumber critics by a wide margin. Despite this broad support, the general image of regional councils is negative for several reasons. First, many persons with generally positive views are lukewarm in their support of regional councils or limit their praise to the performance of a specific function, particularly technical assistance. Second, there is a tendency for critics to generalize from their experience with one regional council or their general negative perceptions and recommend that regional councils be scaled back or eliminated. Supporters seems more likely to focus on their own regional council but to be cautious about supporting regional councils generally. Third, the support from large governments which provide most of the dues is weaker than that of the small governments which receive most of the direct services provided by regional councils. Fourth—and related to all the others—, there is limited knowledge of the actual work and accomplishments of regional councils and limited appreciation of what their role is or could be.

The assertive opposition of critics together with the restrained backing of supporters and the low awareness level combine to make regional councils appear to be weaker overall than the record of activity and accomplishment would indicate. Most regional councils make substantial contributions, although the range and level of activities varies. Approximately half the regional councils are viewed as strong, and another four or five receive mixed ratings because they are perceived to have both strengths and weaknesses. Four or five are generally viewed as being weak and/or as having problems that must be overcome, although there are local officials who are strong supporters of the council in all regions.

The most important factors affecting assessment of the regional council are the following:

- strength of the executive director
- level and quality of service to member governments
- capability of staff

The number and range of programs administered is not the main determinant of support for the regional council, although competence in handling these programs affects evaluations of the regional council. More important factors are the quality of the programs offered, the attentiveness of the staff to the needs of member governments, and the services and projects generated by the regional council. State and federal programs supplement and augment what the regional council can accomplish but are not in themselves sufficient to produce member support.

Each regional council and the member governments which are included in it must decide what activities will be pursued. Regional councils can be successful with broad or narrowly defined agendas, if the purpose of the organization is consistent with expectations and if the performance meets the

standards set by member governments and the agencies whose programs are administered by the regional council.

ISSUES AND QUESTIONS IN DEVELOPING A REGIONALISM POLICY

Local base: The imbalance between benefits and support weakens the position of regional councils. Small jurisdictions are the main recipients of direct benefits whereas large governments pay most of the dues. The viability of regional councils depends on addressing the broad regional concerns of large jurisdictions as well as providing services.

Recognition of regional issues: There is little recognition of important regional problems and functions that can be addressed by a regional organization, other than economic promotion which has been assigned to seven large regional economic development partnerships or commissions. If other regional issues are identified, the most frequently mentioned is infrastructure planning and development followed by solid waste disposal, water, growth management, and transportation. Although all these functions are ones that would be identified as regional issues in the literature on regional affairs from academics and regional experts, they are not identified as regional issues by most local government officials in North Carolina.

Ownership: Confusion over ownership weakens and limits the regional council. Local government officials view it as their organization. Still, it appears that many local officials perceive certain aspects of the regional council as beyond their control because the organization is created in part to serve state purposes and because regional councils are so dependent on and devote so much of their activity to federal and state funded programs. From the beginning, state government has limited its funding of regional councils; the councils were viewed as organizations that should be supported locally. Still, the state designated the regional councils and assigned broad functions to them. Two themes need to be reconciled:

- Local governments should decide the structure, function, and boundaries of regional councils.
- State government should clarify the state interests met by regional councils and make its policy and funding consistent with meeting these interests.

Number of regional councils: There is a general feeling that there are too many regional councils, and concern is expressed by state agencies that the number of regional councils spreads limited administrative funds too thin. On the other hand, there is --

- little sentiment to expand any particular regional council except to bring their boundaries into alignment with metropolitan area boundaries
- concern that larger size will make it difficult for members to participate and feel a part of the organization and for staff to serve all member governments
- some officials in the areas served argue that Region P is too large and that a combined region G and I would have difficulty serving the needs of all the counties that would be included in its boundaries.

How are cost, efficiency, service, effectiveness, and active participation by member governments to be reconciled in determining the number of regions? Generally it is argued that a smaller number of regions would lessen cost, promote efficiency, and increase effectiveness in meeting problems that cut across or extend beyond the boundaries of existing councils. On the other hand, fewer councils increase the difficulty of having a close service relationship between the regional council and governments in the region and make it more difficult for members from outlying areas in the region to participate in regional council activities. Are there other ways to address cost, efficiency, and effectiveness issues other than changing the number of regional councils?

Meaning of the LRO concept: Regional councils want clarification of the role and reaffirmation of the Lead Regional Organization principle. It is not clear what that concept means today in view of the variety of activity levels in regional councils and other state government actions that have bypassed regional councils, e.g., giving expanded technical assistance funding to DCA in 1978 and the recent creation of economic development commissions? If the designation were removed, would membership erode? Do local governments feel that "have" to belong now? Should regional councils have had a designated role in state initiatives such as implementation of Senate Bill 111 on solid waste and the Watershed Protection Act? Should regional councils be given the lead role in infrastructure planning?

Relations with other organizations. There is a proliferation of organizations that deal with regional matters. These are listed in Appendix 6. The presence of these organizations raises several questions:

- Does emergence of other organizations reflect a failure of regional councils?
- What is the impact of local government support and financial contributions?
- In what instances should state government support new organizations?
- Does cooperation of regional councils with other organizations potentially threaten regional councils, e.g., can strengthening another organization lead to withdrawal of support for the regional council?

State Agency Issues

Division of Community Assistance: The primary issue is cooperation between regional councils and DCA regional offices in technical assistance and DCA's regional initiatives. The budget for the field offices is approximately \$1.8 million. There is little evidence of direct efforts to systematically coordinate services, although there are a variety of joint and cooperative programs between DCA and specific regional councils arranged on a project basis, and there are cases of a close working relationship between a DCA field office and a regional council. DCA is giving more emphasis to longer-term projects with a direct relationship to economic development, particularly strategic planning projects. This shift in emphasis will in some cases reduce the amount of assistance to jurisdictions with specific problems and increase reliance of regional councils for technical assistance. There have been a number of regional initiatives undertaken by one or more DCA field offices in recent years. This raises the issue of coordination with regional councils in the area affected. The amount has varied depending on the project and the offices involved.

Economic Development Partnerships/Commissions: There are varying levels of cooperation and direct interaction between the economic development partnerships/commissions and regional councils. The closest interaction is found in the Western Economic Development Commission which works with the four western regional councils as the channel to work with local governments. A contractual agreement has been developed between the Triad Partnership and the Piedmont Triad Council of Governments for data services and support. In general, it is important that both organizations seek to support the other. A major question is how to integrate economic promotion with job training, infrastructure development, and planning? It is also important to reduce competing governmental practices and procedural inconsistencies that impede development and to coordinate policies for handling development across the region. How are regions made "seamless" in their handling of economic development, and what role does the regional council play in achieving this?

Another issue is assigning the responsibility for providing data for economic development information systems and keeping them up to date. It has been reported that South Carolina has 30 people keeping their EDIS up to date. This is a logical extension of the data center function of the regional councils.

Aging: The Division on Aging is concerned about overhead costs and variation in performance. The amount of money going to indirect costs is viewed as excessive in some regions and the level of support for basic administrative functions associated with coordination and oversight of programs is insufficient in certain regions. The division is also concerned with variation in the quality of program administration across regions and in the level of importance assigned to aging programs. On the other hand, there is recognition of the value in the contributions of a regional umbrella organization if good quality planning and program coordination is provided and efficient use is made of administrative funds.

EMS: The Office of Emergency Medical Services (OEMS) reports that COGs spend too much of a diminishing source of funds on "administration." Regional councils counter that this assessment inappropriately mixes funds spent on planning, training, and systems development with overhead expenses which account for only a small share of EMS funds. OEMS has proposed that planning and system development should be handled by new OEMS staff in consultation with the EMS advisory boards. The regional council directors favor a continuing to have planners on the regional council staff who work with the advisory board and provider agencies and offer training, planning, and system development. The responses of regional council directors regarding program integration do not indicate much interaction between the EMS program and other regional functions.

JTPA: There is a desire among staff in state government to reduce the number and increase the size of the SDAs. This change would promote better planning and coordination and make better use of limited administrative funds. There is a general feeling that 26 SDAs for JTPA is too many. The administration of the program is complicated by division of certain metropolitan areas between the portion handled by central city and/or county SDA and the portion covered by the regional council in Charlotte and Winston-Salem. The Greensboro and Raleigh/Durham areas are divided among several SDAs. There a desire to link manpower development to economic development in the areas covered by the partnerships, a position supported by the Commission on Competitiveness.

Transportation: The issue here is input from local officials and citizens on a region-wide basis regarding transportation planning. There are differing views about whether this is a problem. DOT does regional modeling in Charlotte, Greensboro/Winston-Salem, and Raleigh/Durham. MPOs based on large central cities provide input to this process, although there is not currently a mechanism for regional input and review of regional models. In the view of some, the presence of centralized planning and a state board which can take a broad view of transportation development eliminates the need for regional entity. Others disagree and argue that multiple MPOs in regions impede effective planning on a region-wide basis. They argue that there should be a single MPO linked to a regional council.

Although placement of MPOs within regional councils in large metropolitan areas is common nationally (and Western Piedmont COG is the MPO for the Hickory SMA), concern was expressed about the following points:

- the lack of capability in other regional councils to take on MPO functions
- the regional scope of the MPO and the inclusion of several central cities would be too large to be workable
- The Transportation Advisory Committees would have too many members if organized on a regional scale and would not be effective.

Some argue that coordination is needed at the regional level but should be limited to a few true regional-level projects, not all the transportation planning for central cities around which the MPOs are organized. Experiments to create such coordinating mechanisms are occurring in several urban regions. There is no indication that large cities which currently staff the MPOs are seeking a change in the organization of MPOs.

Overall State Government Issues

Recognition: As noted at the beginning, the state appears to view the regional council as filling several functions: planning, technical assistance, and intergovernmental coordination. It is not clear, however, the relative emphasis or exact role that the regional councils are to play in these areas.

Funding: At the level of funding in FY1994, North Carolina ranked seventh among the nine southeastern states in funding level and eighth in the per capita appropriation, as the following figures indicate.

Funding of Regional Councils in Southeastern States, FY 1994

	General Appropriation	Per Capita Appropriation	Minimum Appropriation	Maximum Appropriation
Alabama	\$600,000	\$0.15	\$34,511	\$75,628
Florida	2,300,000	0.18	170,000	400,000
Georgia	2,272,000	0.35	103,382	258,056
Kentucky	2,125,000	0.58	98,330	297,990
North Carolina	864,270	0.13	48,015	48,015
South Carolina	885,360	0.25	63,881	157,018
Tennessee	1,100,000	0.23	90,000	170,000
Virginia	1,740,156	0.28	43,000	342,266
West Virginia	220,000	0.12	20,000	20,000
Average	\$1,345,198	\$0.25	\$74,569	\$196,553

Source: Virginia Legislative Audit and Review Commission, *Review of Regional Planning District Commissions in Virginia*, 1995.

PART III. BACKGROUND TO RECOMMENDATIONS: STATE GOVERNMENT INTERESTS IN REGIONAL COUNCILS

In order to formulate a recommended state policy on regionalism, the state needs to make clear what interests it has in regional councils and what it expects of them. To determine what purposes regional councils may fill from the perspective of state government, there are two questions to answer:

- Is it important for state government to support the purpose?
- Is the regional council the right organization to provide the activity?

The potential areas of state interest are the following: technical assistance, regional planning, fostering cooperative activity among jurisdictions, and grant administration. The two questions are examined with regard to each of these areas:

A. Technical assistance

--State interest: technical assistance supported by the state helps to redress unevenness in local government capacity; strengthen the performance of local governments in state-local shared functions, and assist local governments to handle the tasks set by state government regulation and controls. Technical assistance has a leveling effect. It helps to avoid expensive mistakes and improves government economy and effectiveness by helping governments with limited staff take appropriate action rather than resorting to stop-gap measures that compound the seriousness of problems.

--Why use regional councils as one source of technical assistance?

- Regional councils are controlled by and responsive to local governments; regional are councils seen as a source of assistance that is on call.
- Regional councils can provide continuity of assistance over time.
- Regional councils can coordinate assistance with action on regional concerns and other functions.
- Regional councils can promote sharing of resources and consistency with other jurisdictions.
- Regional councils can provide assistance with grant seeking.
- Regional councils can integrate state-supported assistance with assistance provided on a fee basis.
- Regional councils can use working relationships developed through service and assistance as the basis for other cooperative ventures and involvement in regional activities, i.e., help to overcome isolation of individual jurisdictions and distrust of regional cooperation.
- Regional councils complement services provided by Division of Community Assistance. DCA's functions differ from that filled played by regional councils in the following ways:
 - * DCA emphasizes assistance related to planning, growth management, and fiscal management issues associated with capital facilities. The service and assistance from regional councils is broader in scope, i.e., it includes personnel and fiscal management assistance, arrangements for joint purchasing, administering cable television contracts, criminal justice, human services, etc., as well as planning.

- * DCA usually focuses on special projects rather than continuous assistance on a series of activities, although exceptions are made to meet special needs. DCA usually will not work with the same jurisdiction on multiple projects at the same time in order to spread resources.
- * DCA is giving increased emphasis to assistance directly related to economic development, particularly strategic planning efforts. These long-term projects entail extended interaction with a smaller number of jurisdictions.
- * DCA staff must be available for state-wide initiatives such as implementing watershed protection provisions.

It is clear that there is a far greater need for assistance among local governments than can be provided by both DCA with its primary mission of technical assistance and by the regional councils which offer assistance as one of their functions which is integral to and supports the rest. Local government choice should be preserved by having these complementary sources of assistance available, and the requests from local governments will continue to be an important factor in determining what specific services are offered by a particular DCA field office and regional council.

B. Regional planning

--State interest: planning regions were created by state government to provide a regional framework for certain aspects of development and service delivery. The need for such planning continues. The concern for growth management reflects the recognition that jurisdictions must coordinate their development activities and seek to share the resources and costs of development if the positive potential of growth is to be realized. Local governments are not strongly supportive of regional planning although they like the state benefit from having regional planning. The state should encourage regional councils to support cooperative approaches to developing regional goals and coordinated action to achieve them. It is in the interest of the state to encourage cooperative, voluntary efforts to establish regional guidelines for growth and development in order to promote quality growth. These efforts could serve as the foundation for a quality growth initiative if adopted in the future. There is also strong interest in promoting certain specialized areas of planning with examination of the interrelationships among them:

- infrastructure
- watershed protection
- land use

--Why regional councils as source?

- Regional councils provide a forum for all local government jurisdictions.
- Regional councils have experience in assisting individual units to develop and keep current land use plans.
- Regional councils have data centers which support the planning function and most have geographic information systems in place which incorporate regional planning data.

- Regional councils have experience with specialized planning and projects related to environmental protection and infrastructure which provide a base for planning in these areas.

C. Fostering cooperative action among jurisdictions

--State interest: State government recognizes that many important local problems are best addressed through cooperative action. This approach avoids duplication and takes advantages of economies of scale. It enables governments to deal with problems that spill over jurisdictional boundaries in a more effective way than they can through acting separately. The need for cooperative action has been identified in the area of infrastructure development, local policies and practices that affect development activities, responses to environmental problems, and joint action by law enforcement agencies, among others. Many of their projects have involved non-profit agencies and the private sector. Regional councils are uniquely positioned to be the "standing bodies" for a wide range of cooperative ventures involving jurisdictions within their boundaries, other jurisdictions and regional councils, other state agencies or state-supported organizations, and private organizations.

--Why regional councils as source? Regional councils have been a primary source of encouraging and facilitating cooperative ventures among jurisdictions in the areas of infrastructure, environmental protection, criminal justice, and other areas. They should be recognized as an important source for initiating and supporting cooperation within the region and working with other regional organizations, e.g., the regional economic development partnerships. These and other ad hoc bodies have and will continue to be used for regional cooperative efforts. Regional councils have certain advantages as agents of cooperative action:

- Regional councils are already in existence and represent "standing bodies" available to undertake cooperative ventures.
- Regional councils have experience with a wide range of cooperative projects within their boundaries and across regional boundaries.
- Regional councils have broad governmental representation.
- Regional councils are come under the fiscal controls of the state treasurer's office insuring fiscal accountability.
- Regional councils can reinforce and complement the work of the economic development partnerships and commissions. The major differences are that the partnerships have been created for the purposes of marketing, advertising, and promotion--activities that regional councils have not emphasized--, they encompass large geographical areas appropriate for economic development activities, and they provide extensive representation for the private sector on their boards. The supporting activities that regional councils can provide are the following:
 - * Regional councils have close working relationships with local governments to encourage activities that support economic development.
 - * Regional councils can undertake broad-ranging planning to provide a context and support for economic strategies.

- * Regional councils conduct data collection and analysis to keep economic development information system updated.
- * Regional councils can help local governments increase the consistency of their policies and regulations to facilitate economic development.

D. Grant administration

--State interest: beginning with the formation of regional councils, there was recognition of the value of having a regional umbrella organization which could plan, coordinate, and oversee the administration of certain federal and state programs. This approach was reinforced by the lead regional organization policy of Governor Holshouser in 1974.

--Why regional councils as source? The logic of designating regional councils as the lead organization is that a multi-purpose organization can better meet the task of administering a number of pass through programs than single-purpose organizations created for each program. A number of the benefits from regional council technical assistance apply to their interaction with local governments and non-profit agencies through grant administration. The additional advantages are:

- Grant administration is supported by common data sources and knowledge of region.
- Linkages and synergy among programs can be established.
- There are administrative economies of scale.
- Expertise in intergovernmental program administration can be applied to other programs.
- Time is saved for representatives of local governments by having a single governing board for all programs.
- Regional councils come under the fiscal controls of the state treasurer's office insuring fiscal accountability.

In conclusion, it is appropriate to affirm/reaffirm the purpose of regional councils as sources of technical assistance, regional planning, cooperative ventures, and grant administration. Their distinct value comes in their integration of these purposes with each other and with other locally determined activities. Their distinct advantage is their moderate size--close to the member governments--, local control, and fiscal accountability. From the local perspective, each regional council potentially represents the primary agent for cooperative action and unified approaches to regional problems. From the state perspective, the regional councils collectively represent a network for comprehensive regional action to support state purposes and other state regional activities.

Regional councils continue to be important as the vehicle for regional action. Their importance is derived from three factors. Unlike other regional organizations, they are continuous with a long record of accomplishment. Second, they are comprehensive in scope with a broad range of concerns and a commitment to find linkages among their functions. Third, they have a unique storehouse of knowledge with extensive data and experience regarding the region and its conditions, problems, resources, and governments. The regional councils are called LRO's, for lead regional organization. A

more apt title might be *linchpin regional organization*. Regional councils are not in charge but they are unique in their capacity to tie together the activities of a variety of groups within the region and across regional boundaries. On a statewide basis, they are a flexible network for effective regional action.

It is time to rediscover regional councils and recognize their accomplishments and their potential. Regional councils provide service and assistance, promote a wide variety of cooperative ventures within the region and across regional lines, and administer federal and state programs. They have the potential to coordinate or undertaking a wide range of other activities that would :

- promote orderly growth and development while preserving important resources of the region
- share benefits and costs among jurisdictions in the region
- overcome jurisdictional barriers and coordinate action to address common problems
- identify and accomplish regional goals.

Having an organization which pursues such ends is clearly an asset for the citizens and governments of a region. All governments and other organizations can take advantage of the regional council, and the regional council needs to support them in pursuing important goals for the region.

Appendix 1.

NORTH CAROLINA'S MULTI-COUNTY PLANNING REGIONS**Southwestern N.C. Planning
& Economic Dev. Comm.***(Region A)*

Mr. Bill Gibson
P. O. Drawer 850
Bryson City, N.C. 28713
(704) 488-9211
FAX (704) 488-3950

**Region D Council
of Governments***(Region D)*

Mr. Richard Fender
P. O. Box 1820
Boone, N.C. 28607
(704) 265-5434
FAX (704) 265-5439

**Piedmont Triad Council
of Governments***(Region G)*

Randall L. Billings
2216 W. Meadowview Rd.
Greensboro, N.C. 27407-3480
(910) 294-4950, ext. 315
FAX (910) 632-0457

**Triangle J Council
of Governments***(Region J)*

Mr. Charles Krautler
P. O. Box 12276
Res. Triangle Park, N.C. 27709
(919) 549-0551
FAX (919) 549-9390

**Region M Council
of Governments***(Region M)*

Mr. Roger Sheats, Jr.
P. O. Drawer 1510
Fayetteville, N.C. 28302
(910) 323-4191
FAX (910) 323-9330

**Neuse River Council
of Governments***(Region P)*

Mr. David Galati
P. O. Box 1717
New Bern, N.C. 28560
(919) 638-3185
FAX (919) 638-3187

**Land-of-Sky
Regional Council***(Region B)*

Mr. Robert Shepherd
25 Heritage Dr.
Asheville, N.C. 28806
(704) 254-8131
FAX (704) 254-8133

**Western Piedmont
Council of Governments***(Region E)*

Mr. R. Douglas Taylor
317 First Ave. N.W.
Hickory, N.C. 28601
(704) 322-9191
FAX (704) 322-5991

**Pee Dee Council
of Governments***(Region H)*

Mr. Robert Panton
302 Leak St.
Rockingham, N.C. 28379
(910) 895-6306
FAX (910) 895-3369

**Kerr-Tar Regional Council
of Governments***(Region K)*

Mr. Neil Mallory
P. O. Box 709
Henderson, N.C. 27536
(919) 492-8561
FAX (919) 492-9110

**Lumber River Council
of Governments***(Region N)*

Mr. James B. Perry
4721 Fayetteville Road
Lumberton, N.C. 28358
(910) 618-5533
FAX (910) 618-5576

Mid-East Commission*(Region Q)*

Mr. Bob Paciocco
P. O. Box 1787
Washington, N.C. 27889
(919) 946-8043
FAX (919) 946-5489

**Isothermal Planning &
Development Commission***(Region C)*

Mr. Paul D. Hughes
P. O. Box 841
Rutherfordton, N.C. 28139
(704) 287-2281
FAX (704) 287-2735

**Centralina Council
of Governments***(Region F)*

Mr. Lee Armour
P. O. Box 35008
Charlotte, N.C. 28235
(704) 372-2416
FAX (704) 347-4710

**Northwest Piedmont
Council of Governments***(Region I)*

Mr. Matthew Dolge
280 S. Liberty St.
Winston-Salem, N.C. 27101
(910) 722-9346
FAX (910) 725-1598

**Region L Council
of Governments***(Region L)*

Mr. Greg Godard
P. O. Drawer 2748
Rocky Mount, N.C. 27802
(919) 446-0411
FAX (919) 446-5651

**Cape Fear Council
of Governments***(Region O)*

Ms. Rose Ann Mack
P. O. Box 1491
Wilmington, N.C. 28402
(910) 395-4553
FAX (910) 395-2684

**Albemarle Regional
Planning & Dev. Comm.***(Region R)*

Mr. Hal Walker, Jr.
P. O. Box 646
Hertford, N.C. 27944
(919) 426-5753
FAX (919) 426-8482

APPENDIX 2.
Service and Assistance to Local Governments and Other Organizations--Summary of All Regions, 1993-94

	# gov't/ projects	Staff hrs. (all TA)	# for fee	Hrs. for fee	TA \$	FTE in TA	salary %	Policy on Charges for TA	
A	26	3890	0	0	0	2.5	0	no charge	
B	55	6000	15	2400	106300	3	80	grant apps free, land use/mgt assist. 1/2 day free, grant admin at cost	
C	54	5520	10	2780	115720	5.5	40	charge for actual time up to max, not for C&ED (incl grants) & short term assist	
D	52	4501	2	800	23859	4.5	na	no charge unless contract funds available	
E	78	24487	57	23359	632379	23	49	grant prep, mltc, T Arngt assist-no charge, strategic planning, grant/prog admin/other at exec comm. discretion	
F	109	9264	98	9080	460669	12.5	55	1st 15-30 hrs free, additional hrs charged	
G	26	2925	26	2925	77326	1.65	100	charge if significant time required. Projects and hours reported do not include assistance without fee.	
H	9	600	0	0	0	0.6	0	no specific policy--TA relatively new service	
I	28	3107	7	477	16516	3.5	50	if not region-wide, must be paid by grants or direct billing	
J	10	297	2	not avail.	52000	na	na	less than 1/2 day free of charge, beyond that based on amount of work	
K	26	3654	9	2232	74934	3.25	65	grant apps. free, less than 20 hrs. of staff time, free	
L	22	1793	3	400	16500	1.25	100	8 hrs. free, \$25-\$70/hr. including expenses for special projects	
M	15	607	1	100	2500	1	0	no answer	
N	34	3294	2	2500	28750	2.25	60	no charge except for expensive projects, projects with equipment purchases, fees or expenses	
O	16	1080	11	885	42199	1.1	52	20 hours free staff time	
P	14	463	0	0	0	unclear	no policy		
Q	41	5152	12	2226	57835	2	80	most projects; local share based on ability and grants available, most grant apps. free	
R	22	418	1	251	3000	2.5	0	min. 2 hrs/wk. free; other services no charge up to amt. of dues pay; multi-county projects free or offset by grants	
TTJ	637	77051	266	60395	1710487	70.1			
FTE staff @ 2000 hrs/year							38.53		
Number of governments served and projects without fee							381		
Hours provided without fee							26656		
FTE staff providing assistance without fee @ 2000 hrs/year							13.33		
FTE staff providing assistance for fee @ 2000 hrs/year							25.20		

A-E	Nature of venture	Jurisdictions	Role of RC
A-E	Western NC Housing Partnership	Regions A, B, C, D, E, I	planning coordination of project development
A	Smart Start	all 7 counties	facilitated discussions, prepared grant app.
	Tri-County Solid Waste Authority	Cherokee, Clay, Graham	formed, facilitated, prepared grant apps.
	Tuckasegee Water & Sewer Auth	Dissaw, Swain, E. Cherokee	facilitated discussions, prepared EDA grant app.
	Regional Solid Waste Study	Jackson, Swain, E. Cherokee	facilitated discussions, prepared grant apps.
	Community Link Distance Learning Network	Jackson, Macon, Swain Co.	prepared grant apps.
	Proposed Clay Co. Water/Sewer Dist.	Harpersville, Clay Co.	facilitated discussions, prepared grant apps.
	Proposed Regional Jail	Graham, Jackson, Macon, Swain Co.	convened, facilitated, lead agent
B	Tri-Co. Area Public Transportation Auth	Cherokee, Clay, Graham	convened, facilitated
	Henderson-Buncombe Water/Sewer	Asheville, Hendersonville, Fletcher, Buncombe Co., Henderson Co., et al. MSO, ABWA	facilitated
	Regional Solid Waste Advisory Comm	all 4 counties	organized, maintain staff migs. & research support
	Asheville Regional Home Consortium	all 4 counties, Asheville, Hendersonville, Brevard, 5 other towns	catalyst, broker, key organizer
	Regional GIS Consortium	CGA, Asheville, Buncombe Co., open to whole region	organized, facilitated (w/research support)
C	Regional Solid Waste	McDowell, Rutherford, Polk Co.	prepared, disseminated, evaluated RFPs; monitor plan preparation, admin. including fiscal
	Narcotics Task Force	Rutherford Co., Lake Lure, Rutherford, Forest City, Alexander Mills	prepare app., admin. grant including fiscal
	Housing HOME Consortium	McDowell, Cleveland, Rutherford, Polk Co., Shelby, Belling Springs, Forest City, Rutherford	prepare app., admin. grant
	Water/Sewer Projects	Old Fort, Marion, Tyon	policy development, admin.
	Catawba River Efforts	Marion, McDowell Co.	water quality study
	Lake James	Regions C, E, F	prepared app. for master plan development
D	Criminal Justice Partnership	McDowell, Burke	admin., plan development
	Attracting Bristol Compressors	Cleveland, McDowell, Polk, Rutherford Co.	Region D Development Corp. serves as fiduciary to deliver incentive funds
	Attracting Owens-Burgam	Sparta, Alleghany Co.	Region D Development Corp. serves as fiduciary to deliver incentive funds
	Regional Thoroughfare Plan	Avery Co.	provided staff assistance to Regional Committees & State
E	W. Piedmont Sister Cities Assn.	Alexander, Burke, Caldwell, Catawba Co., Valdese, Hickory, Morganton, Conover, Clarendo	provide administrative, communication services
	Our Region Tomorrow Strategic Planning	Lenoir	coordinate involvement of local govts in region, start for task force
	Upper Catawba R. Water Quality Prog	WPCOG, Centralina COG, Catawba Regional Planning Commission (SC)	manage study, coordinate data collection & activities of agencies, direct staff assistance to local govts, develop watershed ordinances
	Unifour Marketing & Positioning Study	region wide	provide assistance in coordination of Unifour co. activities as requested
	Carolinas Partnership	14 co.	provide inf/assistance staff task force every 6 yrs.
	Bi-State Catawba R. Task Force	3 COGS in NC, 3 COGS in SC	monitor activities for region govts
	Yadkin-Pee Dee R. Basin Planning	4,5 COGS	develop training program, procedures manual, organize training & TA for county implementation
	Emergency Medical Dispatch Training	NCOEMS, all 4 counties, LRO Ring F	with medical advisors, EMS mgt. develop procedures in compliance with state regulations
	Regional pre-hospital emergency medical treatment	all 4 co.	coordinate, sponsor classes/programs on compliance
	OSH/AADA training	majority of Region E govts	coordinate, sponsor classes/programs on compliance
	Hickory Horizons strategic planning	Hickory, surrounding local govts	secondary staff support
	Regional Aging Issues Forum	Regions E, F, D, G	coordinate, host public forum
	Survey of housing units and fair market rents	Lenoir, Morganton, Hickory	initiated project & coordinated data collection
	Development of special assisted housing progs.	all 4 co. depts of social services	developed funding proposal to establish prog
F	Our Region Tomorrow	Alexander, Anson, Cabarrus, Catawba, Iredell, Mecklenburg, Stanly, Rowan, Union,	coordinated study, provided funding, in-kind assistance provided by 2 other COGS
	Lake Wylie Marine Commission	Lincoln, Burke, Caldwell, Gaston Co., Lancaster, York, Chester, Union Co. (SC)	provide staff to assist in setting policies, legislative agendas, implement identified issues
	Bi-State Catawba R. Task Force	Mecklenburg & Gaston Co., York Co. (SC)	serve as administrator to set agendas, serve as public, media contact, publish newsletters, other publications
	Lake Norman Marine Commission	Burke, Caldwell, Catawba, Iredell, Lincoln, Mecklenburg, Gaston Co., York, Fairfield, Lancaster, Chester Co. (SC)	provide administrative services for safety & navigational aids
	Catawba R. Corridor Study	Catawba, Iredell, Lincoln, Mecklenburg Co.	project coordination & facilitation, various staff support functions (action plan)
G	Yadkin R. Monitoring Project	Mecklenburg, Gaston, Lincoln, Union Co., York Co. (SC)	lead agency
	Piedmont Triad Farmers Market	Regions E, G, I, H, F, Mecklenburg Co.	technical assistance
	Trade Legislature	Region I govts	facilitated process
	cable TV	23 cities, towns, counties	develop program, full authority for administration
H	Trade Land Use & Transportation project	Greensboro, High Point, Winston-Salem, Forsyth, Guilford	coordinate project
	Partnership Data Center with UNCG	12 counties in Partnership	provide data & resource services to support economic development
	205 J	Regions F, G, H	select stream sites to be monitored, recruit, and train volunteers
	Regional workshops for various interest topics	Regions H, M, & N + NC DCA	coordinate & develop workshops, recruit speakers, mailings, & promote workshops
	Economic Development Data Center	Region G & I	supported effort by Region G to bid for area wide network
	Criminal Justice Partnership Act	Davi, Surry, Stokes, Rockingham Co.	coordinated & facilitated planning process
	Piedmont Triad Farmer's Market	Region G governments	
	Solid Waste Advisory Council	Regions G & I	
	Yadkin River Monitoring Project	Advisory Committee Members from Wake, Durham, Orange, Chatham co. & municipalities	facilitated discussions, conducted research, wrote guidelines
	Water Supply Protection Guidelines		

	Nature of venture	Jurisdictions	Role of RC
	Fats Lake Watershed Study - Scope of Work Water Conservation & Reuse Feasibility Study	12 jurisdictions in Fats Lake Watershed Chapel Hill, Carboro, Durham, Cary, Raleigh, Smithfield, Sanford	initiated & facilitated discussions, wrote scope of work wrote grant app., hired consulting engineers, managed project, collected & analyzed data, planned & hosted conference
	Water Supply Monitoring Project	Apex, Carrboro, Chapel Hill, Durham, Hillsborough, Raleigh, Sanford, Smithfield, Chatham, Orange Co. Cary, Chapel Hill, Carboro, Durham, Garner, Chatham Co.	initiated project, facilitated discussions about project design, project manager, leverage USGS matching funds
	Plastics Recycling Demonstration Program	regionwide	initiated project, leveraged grant, hired consulting engineer
	Community Appearance Workshop	regionwide	sponsor
	Community Appearance Handbook	regionwide	developed grant app., assisted in organization, provided overall admin. developed program, prepared grant application, administered program
X	Narcotics Task Force	all region except Person co., Roxboro all counties except Person	prepared grant for funding, data research, developed Community Based Corrections Plan research, facilitated town meetings, provided office space/staff, attended workshops, provided demographics
	Revolving Loan Fund Program	Edgemont, Halifax, Wilson co.	served on Task Force & committee, solicited participation, provided physical facility
L	ED/EC application process	Wilson, Nash, Edgecombe co. Tri-Co. industries, towns & counties in Region	provide administrative support through EMS budget for EMD training & equipment organizer, staff support
M	Solid Waste Task Force ADA Training & Education Emergency Medical Dispatch South Eastern Entrepreneurial Roundtable	Cumberland, Harnett, Sampson co., Methodist College, NC Small Business Technology Development Cumberland, Harnett, Sampson, Lee, Moore, Montgomery, Randolph, Alamance, Guilford, Bladen, Columbus, New Hanover, Pender counties Cumberland, Harnett, Sampson, Lee, Chatham co. Bladen, Hoke, Robeson, 14 municipalities Robeson Co., Fairmont, Watson, Red Springs, Manteo, Rowland, Lumberton	restructured & organized, staff support organizer, staff support organizer, staff support coordinate local work with USGS, local matching funds lead agency, coordinate all planning efforts, grant recipient lead planner for study efforts lead planner & coordinator lead planner & coordinator planner, coordinator, facilitator facilitator in forming Council contract to provide job training assessment & counseling employment & training division on contract to provide job training assessments
N	SEA 504 Program Microenterprise Loan Program Regional Groundwater Study Robeson Co. Enterprise Community Project Municipal & Co. Assn. of Bladen Water & Sewer Co. Municipal & Co. Assn. of Bladen Transportation Adv Robeson Co. Transportation Advisory Committee Multi-Regional Workshops Robeson Co. Interagency Council Lumberton Housing Authority Hoke Co. DSS	Bladen co., towns Bladen co. & towns Robeson co. & municipalities all with regions M & H, NC DCA all in Robeson co. Lumberton Hoke co. Robeson, Scotland Co. Brunswick, Columbus, New Hanover, Pender Brunswick, New Hanover Co. Regions P & Q Northampton, Gates, Martin, Bertie, Hertford Co. Craven Co. Regions L, P, R	planner, data supplied provided staff time, published study of solid waste approaches, produced recycling proposal provided staff time to coordinat committee activities provide technical assistance to service provider write, admin, grants, set up board meetings write & administer grants EDWAAA response & client services, trained staff write & administer grant prepare & administer proposal as part of ECEZ application assisted Region L with administration wrote & managed grant for Div. of Aging initiated development of non-profit coordinated studies, meetings, and logistics planned and operate program and selected clients partner with private developers to provide housing for senior citizens write & administer grant data preparation
O	Laurelburg/Watson TransPark Application Solid Waste Task Force	Regions Q, R, part of L Jackson	organizer, staff support
P	Regional Rural Reserve Committee Congregate Housing Services Program (RHUO) Narcotics Task Force	Onslow Co. (Region P) Holly Ridge (Region Q) Regions OSR plus Northampton, Warren and Moore Cos. Beaufort County, worked with 8 at risk youth to build 3 houses region-wide Farmville	organizer, staff support organizer, staff support organizer, staff support organizer, staff support
Q	Criminal Justice Partnership JTPA	Regions L, P, R	organizer, staff support
R	CAMA ECEZ - One Stop Capital Shop COBS congregate housing with services program affordable housing project regional landfill youth build elderly housing affordable housing project ECEZ Application	Regions Q, L all 10 Co. + Carteret, Craven, Pitt, Beaufort Currituck, Pasquotank, Perquimans, Gates, Chowan, Camden Co all 10 co	organizer, staff support organizer, staff support organizer, staff support organizer, staff support organizer, staff support organizer, staff support organizer, staff support organizer, staff support organizer, staff support organizer, staff support
	Walter Quality Task Force Criminal Justice Task Force	all 10 co	organizer, staff support organizer, staff support
	Foster Care Development	all 10 co	develop data base, work with county managers & DSS directors

APPENDIX 4.
Environmental Protection Efforts By Region, 1993-94

Nature of effort	Region wide?	Role of RC
A Water Resources Infrastructure Needs Assessment	yes	sponsor, funder
DEHP Water Supply Plans	5 towns	prepared &/or provided TA
Solid Waste Planning	Cherokee, Clay, Graham, Macon, Jackson, Swain	convened, facilitated, prepared grant apps
EASE (Eco. Adjustment Strategy Effort)	Haywood Co., Waynesville, Canton, Clyde, Maggie Valley	facilitated discussions and prepared grant applications
Elimination of failing septic systems	Bryson City, Swain, Graham Co.	prepared grant apps
B Air Quality Study	yes	obtained grant (ZSRF), doing study
Solid Waste planning	yes	obtained FmHA, EPA, TVA grants
Watershed Protection planning & TA	yes	1 FTE staff for education and TA
Wetland Protection workshop	demo-Black Mt., workshop region wide	obtained grant from DEM
C Develop county land use plans	McDowell, Polk, Rutherford in progress; Cleveland	prepare plans
Solid Waste regional planning	McDowell, Polk, Rutherford Co.	coordinate
Watershed ordinance development	McDowell, Polk, Rutherford Co.	prepare ordinance, liaison with State staff
Catawba R. Study	McDowell Co w/Regions E & F	coordination, sampling
D Environmental Advisory Committee	yes	subcommittee of Exec. Bd., originated, provide staff
Solid Waste Mgt.	Watauga, Mitchell, Yancey Co.	provide staff to county solid waste committees
Watershed/Water Quality	Alleghany, Ashe, Mitchell, Wakes Co., Blowing Rock, N. Wilkesboro, Wilkesboro, W. Jefferson	ordinance development, TA on request
E Upper Catawba R. Basin Water Quality Prog	yes (4 co., at least 13 municipalities) + McDowell Co.	monitor water quality, initiate water quality testing, maintain GIS, prepared "Report Card"
		assist in drafting ordinances, prepare maps, develop spill containment plans,
		staff public meetings
WPCCO Environmental Forum	yes	staff support, facilitation
Regional Solid Waste Committee	yes	staff committee, develop & provide data
Environmental Assessments for CDBG grants	yes	conduct assessments
F Our Region Tomorrow	yes + Alexander (Reg. E), Anson, Catawba (Reg. E), Burke (Reg. E), Caldwell (Reg. E) C + York, Lancaster, Chester, Union Co., SC	coordinated study, provided funding
Lake Wylie Marine Commission	Mecklenburg, Gaston Co. plus York Co., SC	provide staff
BI-State Catawba River Task Force	Burke, Caldwell, Catawba (all Reg. E), Iredell, Lincoln, Mecklenburg, Gaston Co., NC, + York, Fairfield, Lancaster, Chester Co., SC	administrate, tel agenda, serve as public/media contact, publish newsletters/other publications
Lake Norman Marine Commission	Catawba (Region E), Iredell, Lincoln, Mecklenburg Co	provide administrative services for safety/navigation aids
Catawba River Corridor Study	Mecklenburg, Gaston, Lincoln, Union Co., NC, York Co., SC	coordinate and facilitate, staff support
Watershed ordinances	Lincoln & Iredell Cos., Davidson, Troutman, Monroe, Mooresville	
Solid Waste Regional Planning	All eight counties plus several surrounding counties in NC and SC	
G Watershed Protection Ordinance	?	?
Coordinate response to proposed state regulations	?	?
Regulatory Air Quality Authority	in progress	attempting to start

APPENDIX 4.
Environmental Protection Efforts By Region, 1993-94

H	Yadkin-Pee Dee R. Basin Volunteer Stream Monitoring Project	Anson, Montgomery & Richmond Co. also Regions E, F, G, H, & I	coordinated stream monitoring, recruited volunteers
I	Stream Monitoring	yes	lead agency
	Yadkin River Trail	yes	lead agency
	Sauratown Mt. Trail	Surry, Stokes Co	lead agency
	Solid Waste Advisory Committee	yes	lead agency
J	Mutual Aid Compact for Water Supply Emergencies	30 jurisdictions	initiated & facilitated, extended Compact period
	Regional Household Hazardous Waste Collection & Disposal Program	Orange, Durham, Hoke, Chatham Co., Chapel Hill, Carrboro, Durham	facilitated, helped research & design program, wrote interlocal agreements, contracts, etc., supplemented funding through leveraging grant dollars
	Construction & Demolition Reduction & Recycling Report on Future Facility Needs for the Handling of Recyclables	Orange, Durham, Lee, Chatham Co. Chatham, Durham, Johnston, Orange, Wake Co.	wrote grant proposal, hired consulting engineers, managed project conducted research, wrote report
	Water Supply Protection Guidelines	Wake, Durham, Orange, Chatham Co., and municipalities	facilitated discussions, conducted research, wrote guidelines
	Falls Lake Watershed Study	12 jurisdictions	initiated, facilitated discussions, wrote scope of work
	Water Conservation & Reuse Feasibility Study	Chapel Hill, Carrboro, Durham, Cary, Raleigh, Smithfield, Sanford	wrote grant application, hired consulting engineers, managed project, collected & analyzed data, planned & hosted conference
	Water Supply Monitoring Project	Apex, Carrboro, Chapel Hill, Durham, Hillsborough, Raleigh, Sanford, Smithfield, Chatham & Orange Co.	initiated project, facilitated discussions, project manager, leverage matching funds
	Plastics Recycling Demonstration Program	Cary, Chapel Hill, Carrboro, Durham, Garner, Chatham Co.	initiated project, leveraged grant, hired consulting engineer
K	Watershed Planning	Vance Co.	prepared watershed plan, initiated implementation procedures
	Watershed Regulations/whole Basin Project/development of Water Supply Plan workshop/training	yes	provided training, plan, coordinate, facilitate workshops
L	Clean Water Workshop	yes	coordination, planning with DCA
	Solid Waste Task Force	Wilson, Nash, Edgecombe Co	chairmanship, resource information, meeting facility
	Tire Recycling	yes	research, provide meeting facility, coordinate
M	Cape Fear River Assembly	yes, total of 26 counties	organizational coordination, staff support
N	Water Issues Seminars	yes, with regions H & M	plan, coordinate, facilitate
	Watershed Protection Plans	Wagram, Bladen Co., Scotland Co.	lead planner, prepare maps
	Lumber R. State Park Advisory Committee	Robeson, Hoke, Scotland Co.	staff planner
	Lumber R. & Cape Fear R. Basin Studies	yes	facilitate on planning & environmental issues
O	Solid Waste Task Force	Burswick, Columbus, New Hanover, Pender Co.	provide staff time, publish study
	Cape Fear R. Research Program	yes	Exec Dir. serves on Advisory Bd.
P	Ocean Outfall Forum	Craven, Pamlico, Carteret, Onslow Co.	coordinate, sponsor
	Watershed Protection Contract	Craven, Pamlico, Carteret, Onslow Co.	lead, coordinate, administer
Q			

APPENDIX 4.
Environmental Protection Efforts By Region, 1993-94

CAMA projects	Benhaven, Patego, Kelford, Colfield, Colerain, Aboskie, Powellsville, Chocomaity, Murfreesboro, Hertford Co.	wide & administered grants
CAMA land use plans	Beaufort, Bertie, and Hertford Counties	prepared plans for towns and counties
Albemarle-Pamlico estuarine study	region-wide	assisted with planning as adviser
Solid waste study	region-wide	coordinated the counties and found funding for a study of a regional landfill
Water studies	several towns in region	prepared water studies required by state
JPTA - Electric truck	Hertford County	Developed program for 8 summer students who rebuilt a truck and retrofitted it with bat
R		
Water Quality/Provision Study	yes	leadership/organizational
Albemarle-Pamlico Estuarine Study	yes	member, review, collect data
Coastal Futures Committee	yes	member
Partnership for Sounds	Tyrrell, Hyde, Dare Co.	board seat
Coastal Resources Advisory Committee	yes	board seat
Promotion of Ecotourism & Preservation of Dismal	yes	leadership through Welcome Ctr & A-95 Clearing House
Swamp Canal		

APPENDIX 5.
Economic Development Activities by Region, 1993-94

Activity (type)	Regionwide or jurisdictions
A planning & packaging infrastructure proj., esp. water/sewer	regionwide
facilitate cooperative intergov relationships re: natural gas	Haywood Co., Clyde, Waynesville
industrial site infrastructure	regionwide
administer revolving loan fund	regionwide
B organize, maintain I-26 Corridor Assn. to assure new section	regionwide
regional promotion; member, grantsperson/treasurer for Carolina West	regionwide + 3 other counties
tourism promotion: staff, facilitate, organize Blue Ridge Mt. Host	regionwide + 5 other counties
C SBA CDC 504 loans (Region C Development Corp.)	regionwide
housing development	regionwide
planning & packaging infrastructure projects	regionwide
D SBA 504 loans	regionwide
SBA Women's Prequalification Loan Program	regionwide
Region D Development Corp.	regionwide
E small business financing assistance	regionwide
MPO/transportation planning	regionwide
regional marketing	regionwide
F Centralina Certified Development Corp./sm. business financing	regionwide
G data gathering and analysis for economic Triad Partnership	yes + other Partnership counties
H staff assistance to Global TransPark proposal	Montgomery, Anson, Richmond Co.
I SBA 504 Loan Program	regionwide
J promote Regional Strategy for Economic Devel.	regionwide
reactivate FTZ #93, establish subzones	regionwide, subzones: Wake, Durham+ Wilson, Wayne,
convene Regional Marketing Group	11-13 counties
serve on EDCD Chamber Work Groups	Wake, Durham, Orange, Chatham Co.
Regional Telephone Effort	?
Metro Map Update	urban core
K small business Revolving Loan Fund	all except Roxboro, Person Co.
assist co. economic developers/Perimeter North	regionwide
L capacity building NCRDC grants	regionwide
NCRDC supplemental grants	regionwide
NCDC CDBG-ED grants	regionwide
SBA 504 & 7 (A) loan agent	regionwide
M SBA 504 Loan Program	regionwide
Microenterprise Loan Program	regionwide
Meat Goat Feasibility Study	regionwide
South Eastern Entrepreneurial Roundtable	regionwide
Small Business Incubator Study	Cumberland Co.
Other loan programs through Certified Development Company	regionwide
N member, Chamber of Commerce, Committee of 100	?
O Down Town Area Revitalization Effort	Wilmington
Cape Fear R. Research Program	regionwide
P Loan fund	regionwide
CDBG & Weatherization Program through NC Housing Finance	regionwide
Q Rural Markets Program	regionwide
Micro loans and other small business loan programs	regionwide
Revolving Loan Fund	regionwide
Industry based training with National Spinning	Beaufort Co.
EC/EZ process: developed One Stop Capital Shop portion of application	Regions Q&R
Belong to all Chambers of Commerce in region	regionwide
NC Information Highway	Beaufort Co. + Hyde, Tyrrell, Washington Co. (Region R)
R SBA loans	regionwide
Rural Economic Devel. Ctr. Microenterprise loans	regionwide
EDA business loans	all but Dare, Currituck Co.

List does not include technical assistance, grant writing or administration, data center activities, or federal/state programs listed in text. 7/31/95

APPENDIX 6.

Other Regional Organizations, Purpose, and Extent of Interaction

Organization	Purpose	Interaction
A Western NC Tomorrow	awareness, leadership, regional pride	extensive
Smoky Mt. Hosts of NC	tourism	extensive
Center for Improving Mt. Living (WCU)	leadership, business assist.	extensive
WNC Development Association	rural & agricultural development	some
Smoky Mountain Development Corporation	business development	extensive
Cherokee Historical Association (Unto These Hills)	preservation of Indian history/culture	extensive
Nantahala Power & Light Company	electric power	extensive
Western NC Regional Economic Development Commission	marketing & job recruitment	extensive
Mountain Projects, Inc.	community development	extensive
Macon Programs for Progress, Inc.	community development	extensive
Four Square Community Action Agency, Inc.	community development	some
Western NC Industrial Partnership	industrial marketing	extensive
B Center for Improving Mt. Living (WCU)	economic devel., resource protection	extensive
WNC Development Assn.	rural & agricultural development	extensive
Carolina West	economic development	extensive
WNC Tomorrow	natural resource & cultural areas	extensive
Blue Ridge Mt. Host	tourism	extensive
C Western NC Housing Partnership	elderly/special groups housing	extensive
Carolinas Partnership	economic devel., marketing	some
Carolina West	marketing	some
Certified Development Corp.	economic devel., sm. business loans	extensive
Private Industry Council	job training	extensive
Center for Improving Mt. Living (WCU)	community development	extensive
Western NC Tomorrow	community leadership	some
D Blue Ridge Electric Membership Corp.	electric co-op	none
Mountain Electric Corp.	electric co-op	none
Northwestern Regional Housing Authority	housing assistance	none
Carolina Power & Light	power service	none
French Broad Electric	electric co-op	none
Blue Ridge Resource Conservation & Devel. Dist.	soil & water conservation	some
Western NC Tomorrow Ctr. for Improving Mt. Living	regional leadership, community devel.	extensive
E NC Small Business & Technology Devel. Ctrs.	TA for small business	some
Blue Ridge Community Action	community action, human services	some
F Citizens Forum	involve citizen groups in policy recommendations	some
Carolina Leadership Prog.	train elected & non-elected officials	extensive
Carolina's Counties Coalition	meetings of co. elected officials on regional issues	some*
Urban Cities Coalition	meetings of elected officials of large cities in area	some
Carolina's Transportation Compact	unsure	extensive
G Piedmont Triad Partnership	economic devel., strategic planning	extensive
H Yadon-Pee Dee Lakes Region	economic devel., tourism	none
I Piedmont Triad Partnership	marketing	some
Piedmont Triad Chambers Group	recruitment	some
J Greater Triangle Regional Council	"setting strategic directions"	extensive
Triangle Transit Authority	public transportation	?some
Raleigh-Durham Airport Authority	governs airport	?some
Triangle Community Foundation	provide grants, manage philanthropic funds	?some
Research Triangle World Trade Center	international economic devel.	?some
Triangle Land Conservancy	natural areas preservation	?some
Leadership Triangle	educate local leaders on regional issues	?some
Major Campaign Review Board	coordinate fundraising campaigns	?some
K Franklin-Granville-Vance-Warren Opportunity, Inc.	Head Start, low-income housing, weatherization, low-income youth development	some
Gateway Community Devel. Corp.	housing, sm. bus. assist., youth enrichment	some
KARTS Regional Transportation	rural transportation for low-income and elderly	some
NC Senior Citizens Federation	senior citizen housing, employment	some
L Choanoke Area Development Assn.	community, economic devel.	some
Self-Help, Inc.	economic devel., business loans	some
Commercial Banks	loans, grants, leadership	some
Nash-Edgecombe Economic Devel., Inc.	community devel.	some
Triangle East	industrial devel., marketing	some
I-95 Assn.	tourism	some
M none		
N Four County Community Services	weatherization, community action	some
Pembroke State University	economic development	some
Fayetteville State University	economic development	some
UNC-Wilmington	economic development	some
O Lower Cape Fear Water & Sewer Authority	provide water & sewer	extensive
Cape Fear R. Research Program	scientific monitoring of River	none
P Global TransPark Development Commission	economic development	some
Q Pamlico-Tar R. Foundation	environmental protection	some
Partnership for Sounds	tourism	extensive
Eastern NC Chamber of Commerce	economic development	some
Mid-East RC and D	conservation, economic & community devel.	extensive
Mid-East Housing Authority	provide subsidized housing	extensive
W. Greenville CDC	community empowerment	some
Ahoskie Civic Assn. CDC	community empowerment	none
Bertie, Martin, Washington CDC	community empowerment	some
Community Developers of Beaufort-Hyde CDC	community empowerment, housing	some
Metro. Low Income Housing & CDC	community empowerment, housing	extensive
Martin Community Action	poverty programs	none
Choanoke Area Devel. Assn.	poverty programs	some
R Partnership for Sounds	poverty programs	extensive
Coastal Resources Commission/Coastal Resources Adv. Commission	environmentally sound economic devel.	some
Small Business Technology & Development Ctr.	environmental protection	extensive
EIC Edenton	small business support	extensive
	economic improvement for minorities	some