

METROPLAN'S  
TRANSPORTATION  
PLANNING PROCESS AND STRUCTURE

A WHITE PAPER

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METROPLAN

SMART PLANNING MAKES SMART PLACES.

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# METROPLAN'S TRANSPORTATION PLANNING PROCESS AND STRUCTURE A WHITE PAPER

## I. PURPOSE AND HISTORY

This White Paper is compiled for the consideration of the Metroplan management and Board prior to the beginning of the *Imagine Central Arkansas* transportation plan update for 2045. It takes a critical look at the organization and responsibilities of Metroplan and its advisory committees in carrying out its transportation planning function under federal law and regulation. The paper discusses the history of Metroplan's planning efforts and structures and how they have evolved over time.

A critique of the planning process and structure is offered based on feedback from the advisory committees, staff and Board members. The paper also analyzes a select group of other MPOs around the country in how they organize the metropolitan planning process and the MPO policy-making body. Finally, the paper provides a menu of options for potential restructuring of the Board and/or Advisory Committees as a starting place for Board discussion.

### Historical Background

The **Metropolitan Area Planning Commission** (MAPC) was established in 1955 to do long-range development planning for the Little Rock metropolitan area, which at the time included only Pulaski County. The Board of Directors was composed half of appointed business leaders and half of elected representatives of its member governments—Little Rock, North Little Rock, Jacksonville and Pulaski County. For the first 15 years of its existence, the private sector members provided the Board president, usually for two one-year terms.

MAPC earned the nickname "Metroplan" from an *Arkansas Gazette* reporter named Jason Rouby who later served 22 years as the organization's Executive Director.

Metroplan conducted a series of base planning studies that resulted in the 1965 adoption of a *Comprehensive Development Plan* for the metropolitan area (then Pulaski and Saline counties) through 1990. It carried out its planning function with the help of a series of citizen-based volunteer committees. The transportation plan was one element of that comprehensive plan. In this fashion, it operated like the true regional planning commission that it was intended to be.

In 1970, MAPC formally adopted the name Metroplan and reorganized itself into a council of local governments (COG) to take advantage of the variety of federal sub-state grant programs available at the time. It incorporated as a not-for-profit Arkansas corporation. General-purpose local governments, as well as special purpose governments such as utilities and school districts, were represented. The private sector Board members were eliminated. The governing body (known as the Council) was large, with multiple members for the larger jurisdictions. For example, Little Rock was represented by its entire Board of the Directors, and North Little Rock by the Mayor and three council members. A nine member Executive Committee met monthly and provided direction to the staff.

MAPC was initially organized under the Interlocal Planning Act of 1955 as a regional planning commission with a broad and comprehensive charge. With the 1970 conversion to a council of local governments, Metroplan reincorporated under Act 176 of 1963 while specifically retaining its board charge, much broader than a single purpose MPO would have (see the Metroplan Articles of Incorporation in Appendix A with special attention to Article 3).

Metroplan made use of ad hoc advisory committees for specific projects, as had MAPC. For example, in two large comprehensive planning efforts from the 1960s and '70s, formal advisory committees were extensively used. In the 1965 *Comprehensive Development Plan 1990* covering Pulaski and Saline counties, four separate technical advisory committees were used by MAPC with 84 members among them: *Comprehensive Development Plan* (24), *Transportation Study and Technical Committee* (21), *Economic and Industrial* (20), and *Land Development Code* (19).

In a broader based community planning effort in which Metroplan participated but was not the lead, *Goals for Central Arkansas* in 1975, the 33 member Planning Committee utilized a 512 member Congress of citizen volunteers on 13 Task Forces to develop goals for the region (# of members):

- Local Government Task Force (36)
- Environment Task Force (42)
- Education Task Force (44)
- Health Task Force (44)
- Housing Task Force (42)
- Transportation Task Force (41)
- Law Enforcement and Administration of Justice Task Force (26)
- Entertainment and Recreational Development Task Force (30)
- Cultural Development Task Force (30)
- Public Safety Task Force (26)
- Economy of the Area Task Force (34)
- Social and Spiritual Development Task Force (25)
- Design of the Area Task Force (64)

The City of Little Rock used a similar organization with its *Future Little Rock* process in the 1980s. Most recently *Think Big Little Rock*, supported by the Little Rock Regional Chamber of Commerce, used 6 task forces comprised of volunteer citizens under 40 years of age to develop strategies for improving the central Arkansas community for young professionals.

So, the region has a long history of citizen involvement in long-range plan development because it is good planning practice to do so. In all of these examples, the committees were ad hoc and dissolved as soon as their work was completed. While committee leadership was generally hand selected from among leaders in the community and carried over into implementation roles, the committee members were largely self-selected volunteers.

### Federal Transportation Planning Pre-ISTEA

Governor Dale Bumpers designated Metroplan as the Metropolitan Planning Organization (MPO) for the Little Rock-North Little Rock metropolitan area in 1974. At the time, Metroplan was organized as a pure council of local governments. The MPO functions were conducted by the staff level Pulaski Area Transportation Study (PATS) Coordinating Committee and the Transportation Policy Board. The Policy Board was a subset of the Metroplan Board

composed of local elected officials representing jurisdictions within the transportation study area, plus a representative of the Arkansas State Highway and Transportation Department (AHTD) and the Central Arkansas Transit Authority (CATA). Along with Metroplan staff, these two groups administered the MPO functions (see Appendix B). The process was driven by the PATS Coordinating Committee, which was composed of traffic engineers, city planners and modal representatives.

The metropolitan long-range transportation plan consisted of the roadway improvement wish lists of all participating jurisdictions and the state DOT. The MPO also made decisions on how to spend approximately \$1 million per year (by 1990) of Federal Aid Urban (FAU) funding that came directly to the region, although largely sub-located to member jurisdictions by population. During this period, Metroplan also served as trustee for Central Arkansas Transit and oversaw the transit operation after taking over the bus system from the bankrupt Twin City Transit in 1972. CATA was established in 1986 and became fully separate from Metroplan in 1988.

Before the passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, the planning process was dominated by traffic engineers and was very much a highway construction agenda. Public outreach and broader urban policy issues were often an afterthought, as was the case for many MPOs.

In the late 1980s and early 1990s, several issues coincided that led to a substantial reorganization of the transportation planning process and Metroplan governance.

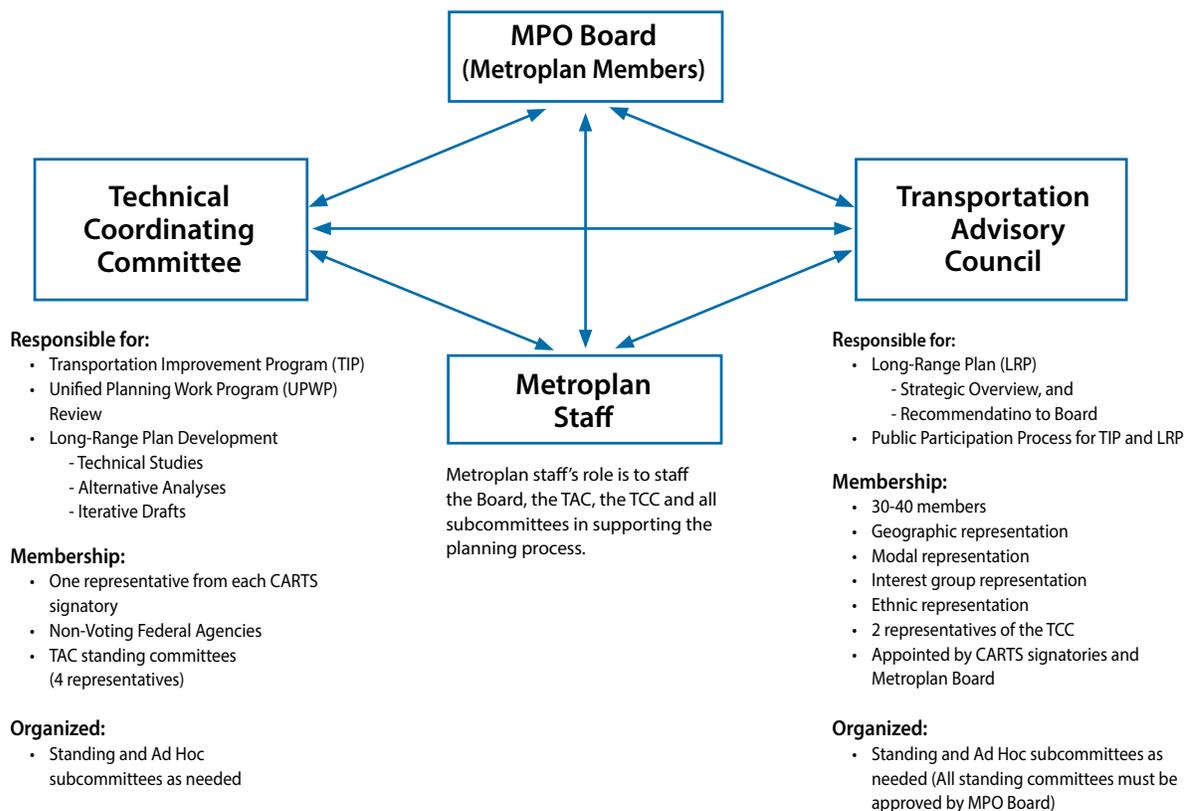
### Federal Transportation Planning Post-ISTEA

In late 1991, Congress passed the Intermodal Surface Transportation Efficiency Act that fundamentally changed the federal requirements for transportation planning from an interstate construction focus (the interstate highway system was officially declared complete in 1990) to a multi-modal focus tied much more closely with urban planning and environmental goals. Several key provisions impacted MPOs. First, metropolitan plans could no longer be project wish lists. Congress tried to bring some reality into the process by requiring the twenty-year plans be financially constrained. The second major change is that the old FAU program was replaced by the Surface Transportation Program (STP) and the funding allocated directly to the region increased from \$1 million annually to \$4.4 million in FY1992, and soon afterward to \$7 million (STP-A runs about \$11 million annually today). The federal set aside to fund the metropolitan transportation planning process also increased significantly.

Early in 1991, prior to the passage of ISTEA, the Pulaski County Judge called into question the underlying support for Metroplan. He argued that Pulaski County was really the regional government and offered to absorb Metroplan into the Pulaski County Planning Office. As his proposal was being considered, ISTEA passed and placed new emphasis on and provided new funding for the MPO role. In response, the Metroplan Board chose to reorganize itself around the MPO function. While it did not abandon the other potential portfolios of a regional council, it did emphasize the transportation planning role. The council of local governments form was abandoned. The special purpose jurisdictions were removed from potential membership, their needs represented by their general-purpose governments. Each general-purpose member now had a single seat on the Board of Directors and the full Board assumed management oversight of the staff. Proportional (weighted) voting, if requested by any single member, was added to the by-laws to protect the interests of the more populous jurisdictions. The methodology was modeled on that used by the San Diego Association of Governments (SANDAG).

At the same time, Metroplan reorganized its committee structure. First, the Transportation Policy Committee was abolished and its functions transferred to the full Metroplan Board. The PATS Coordinating Committee became the Technical Coordinating Committee, but its functions were reduced to technical standards and studies and review of the Transportation Improvement Program (TIP). During the post-ISTEA period when Metroplan held an annual call for projects, the TCC ranked the proposed projects based on Board adopted criteria.

A new citizen based **Transportation Advisory Council (TAC)** was also created, with two primary functions: (1) to develop the draft metropolitan transportation plan for submission to the Board, and (2) to conduct broad and inclusive public outreach to provide “early and meaningful” public involvement in the plan development, as provided by the new law. In the five long-range plan updates since the passage of ISTEA in 1991, the TAC has operated as a committee of the whole for the most part, although for METRO 2020 and METRO 2025 it operated with standing sub-committees for: (1) Land Use, Urban Development and the Environment; (2) Roadways, Systems Management and Goods Movement - Freight; and (3) Transit, Non-motorized Modes and Demand Management. When it used subcommittees, the TAC relied on a Steering Committee composed of the TAC chair and vice-chair, plus the chairs of the three standing committees to coordinate its efforts.



At the 2011 Metroplan Board Retreat, the Board set a broader agenda for plan development, incorporating the Green Agenda developed by its Green Task Force. The Green Agenda made recommendations in four broad areas: Movement, Power, Nature, and Knowledge (Appendix E).

In September 2011, the Board changed the TAC's name to the Regional Planning Advisory Council (RPAC) to better reflect the broader charge given to it by the Board. At that same time, the Board began reappointing members to the RPAC in preparation for the 2014 LRMTTP plan update.

In the decades after the passage of ISTEA, each subsequent federal transportation bill and rule making increased emphasis on tying transportation investments to land use and to environmental goals. That emphasis culminated in 2009, when the U.S. Departments of Transportation, Housing and Urban Development, and the Environmental Protection Agency signed a partnership agreement pledging to support comprehensive planning and sustainable development. One direct result of that partnership was the Sustainable Communities grant program administered by HUD.

In 2010, Metroplan sought a planning grant from the Sustainable Communities program. While we didn't receive one that year we were encouraged to apply the next year. We did and were successful in that effort titled *Imagine Central Arkansas*. The Imagine process using the Sustainable Communities grant, started after the 2040 plan update was already underway. As a result, the *Imagine Central Arkansas* Partners group was created to handle the non-transportation elements of the plan per the requirements of the HUD grant. This group was comprised primarily of professional staff of partnering organizations. Joint meetings of the RPAC and ICA Partners were often held to discuss common issues, and there was significant cross-pollination between the groups. As the Board had directed, the *Imagine Central Arkansas* process brought Metroplan back to its roots in comprehensive planning.



After the *Imagine Central Arkansas* plan was adopted by the Board on December 17, 2014, the RPAC and ICA Partners met to discuss how to merge the two committees for on-going plan implementation as envisioned by the Sustainable Communities grant. Ultimately, the ICA Partners committee was dissolved and some key members of that group were appointed to the RPAC using the normal appointment process. Others remained active in plan implementation through partner organizations and still continue to engage Metroplan.

## II. CURRENT PLANNING STRUCTURE AND ROLES

The **transportation policy board**, as required by federal law, is the Metroplan Board of Directors with Rock Region METRO (formerly CATA) and the Arkansas Department of Transportation (ArDOT, formerly AHTD), serving as special members voting on transportation issues. As the MPO Board, it has ultimate responsibility for carrying out the federal planning requirements per law and regulation. The Board hires staff, appoints committees, and adopts policies necessary to carry out those duties. It is also responsible for adopting the documents required in the federal process: the long-range metropolitan transportation plan (LRMTP), the transportation improvement program (TIP), the annual Unified Planning Work Program (UPWP), the Public Participation Plan (PPP), and the Title VI Program and LEP Plan.

The Metroplan Board has adopted a set of policy documents that are mutually reinforcing and reflect the philosophy of the organization in general and in regard to the federally required transportation planning process specifically:

- Metroplan Articles of Incorporation
- Metroplan Board By-laws
- Metroplan Budget
- Metroplan Personnel Policies
- Central Arkansas Transportation Study Agreement of Understanding
- Regional Planning Advisory Council By-laws
- Technical Coordinating Committee By-laws
- Long-range Metropolitan Transportation Plan (financially constrained)
- Transportation Improvement Program
- Unified Planning Work Program
- Public Participation Plan
- Title VI Program/LEP Plan
- CARTS Roadway Design Standards
- TIP/STIP Amendment Procedures
- *Imagine Central Arkansas* (comprehensive vision plan)

The RPAC is given two primary duties by the Metroplan Board of Directors: (1) to develop the long-range transportation plan for consideration by the Board, and (2) oversight of the public involvement process in the plan development and adoption. The intent of the council is to be citizen-based and jurisdictions have been encouraged not to appoint their technical staff to the group, although some do. (See Appendix G for RPAC by-laws)

The membership on the RPAC is limited to a maximum of fifty (50). Thirty members are nominated by member jurisdictions based on population, see chart below. Public transit has a member nominated by Rock Region METRO, and ArDOT has a member. The Board Executive Committee can nominate up to 18 members to ensure geographic, modal, special interest and ethnic balance. The Board confirms all nominees. There are no fixed terms for RPAC members, a handful of who have served since the development

The purpose of the **RPAC** is to ensure geographic, modal, ethnic, and interest group (business, construction, environmental, transit dependent populations, etc.) representation in the development of the long-range transportation and development plan for central Arkansas.

of METRO 2020 in the early 1990s. Generally, however, the time demands of serving on the RPAC during a plan update result in a natural attrition of many of the members during each five-year cycle.

The **Technical Coordinating Committee (TCC)** is composed of technical staff of member jurisdictions plus transit, ArDOT, and modal representatives and other appropriate parties. (For example, the professional planner for the Little Rock Air Force Base is a member.) The TCC by-laws and membership roster are included in Appendix H.

The primary duty of the TCC is to recommend action to the Board dealing with all products of the Unified Planning Work Program (UPWP) and the CARTS Transportation Improvement Program (TIP). The TCC also reviews and comments on RPAC recommendations concerning technical issues and on technical studies from the UPWP.

The TCC and RPAC (formerly TAC) are intended to function in a highly interactive manner and regularly communicate with each other. Initially, each committee was represented on the other committee to facilitate this interaction. However, this interaction has decreased with each successive plan, and cross-representation is currently limited to Rock Region METRO and the Arkansas Department of Transportation.

In the early years after ISTEA passed, Metroplan conducted an annual call for projects to distribute its suballocated federal funding, and the TCC scored those submittals and recommended funding to the Board. The Board changed that process in 2001 to focus on more strategic investments. With most of the standards developed, the TCC's role became much less active. However, some competitive project evaluation is returning with the TAP program, and the new federal performance standards will involve the TCC more substantively.

RPAC APPOINTMENTS	
Jurisdiction	Appointments
Conway	3
Faulkner County	2
Cabot	1
Lonoke County	2
Jacksonville	1
Little Rock	7
Maumelle	1
North Little Rock	3
Sherwood	1
Pulaski County	4
Benton	1
Bryant	1
Saline County	3
ArDOT	1
Rock Region METRO	1
At-large	18
<b>Total</b>	<b>50</b>

In the first decade and a half after the committees were reorganized in the early 1990s, the TCC was highly engaged in reviewing and establishing roadway design standards, defining and recommending the Regional Arterial Network, evaluating and recommending rail grade separations, and setting regional congestion management standards.

## What Do Federal Regulations Require?

### Transportation Policy Board

Federal regulations are detailed requirements for what the metropolitan planning process is and how it is conducted. There are also requirements for the make-up of the MPO policy board, for the involvement of other modes of transportation and for public involvement in the process. Beyond that, however, federal statute leaves it up to each MPO on how to organize its proscribed work, leaving that internal structure (including advisory committees) up to the organization's by-laws and any applicable state law.

Regarding the MPO policy board, requirements differ if the MPO is a TMA (Transportation Management Area over 200,000 in urbanized area population) or a non-TMA and whether the MPO is newly created or was in existence prior to 1991. Other regulations cover multi-state MPOs and MPOs created under and governed by state law. Metroplan is a TMA grandfathered under the regulations. It is neither multi-state nor covered under state law establishing MPOs.

An agency other than Metroplan could serve as the MPO for the Little Rock/North Little Rock/Conway MSA if a redesignation occurred. For a redesignation to occur, the Governor, the largest city in the MSA (i.e. Little Rock) and jurisdictions representing at least 75% of the MSA population must agree to it. In that case, the redesignated MPO would have to meet the structural requirements of a new MPO. (See Appendix C, 23 USC 134 Metropolitan Planning) **The regulations do allow substantial leeway for the MPO to organize itself internally without triggering redesignation.**

Metroplan is currently organized along the lines required for a TMA created after 1991, as defined in the regulations as follows:

#### **23 CFR §450.310(d) TMA structure**

(d) TMA structure:

- (1) Not later than October 1, 2014, each metropolitan planning organization that serves a designated TMA shall consist of:
  - (i) Local elected officials;
  - (ii) Officials of public agencies that administer or operate major modes of transportation in the metropolitan area, including representation by providers of public transportation; and
  - (iii) Appropriate State officials.
- (2) An MPO may be restructured to meet the requirements of this paragraph (d) without undertaking a redesignation.
- (3) *Representation.* (i) Designation or selection of officials or representatives under paragraph (d)(1) of this section shall be determined by the MPO according to the bylaws or enabling statute of the organization.

In paragraph (ii) above, those public agencies include Rock Region METRO, the Bill and Hillary Clinton National Airport and the Little Rock Port Authority. The transit agency has a seat on the Board; and the Airport and Port, as agencies of the City of Little Rock, are represented on the Board as well, but do not have a separate seat at the table. The other major modes of freight transport—the Union Pacific Railroad and the trucking industry—are represented on the RPAC.

## Participation of Interested Parties and Public Participation

The pertinent federal rule for the participation of interested parties and for public participation is stated below (see Appendix D, 23 CFR 450.316):

### **23 CFR §450.316 Interested parties, participation, and consultation.**

(a) **The MPO shall develop and use a documented participation plan** that defines a process for providing individuals, affected public agencies, representatives of public transportation employees, public ports, freight shippers, providers of freight transportation services, private providers of transportation (including intercity bus operators, employer-based commuting programs, such as carpool program, vanpool program, transit benefit program, parking cash-out program, shuttle program, or telework program), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties **with reasonable opportunities to be involved in the metropolitan transportation planning process.** [Emphasis added]

Additional federal guidance on Public Participation expands on the rule as follows and can be found on the FHWA website under the Office of Planning, Environment and Real Estate:

Public participation is an integral part of the transportation process, which helps to ensure that decisions are made in consideration of and to benefit public needs and preferences.

Early and continuous public involvement brings diverse viewpoints and values into the decision-making process...Successful public participation is a continuous process, consisting of a series of activities and actions to both inform the public and stakeholders and to obtain input from them which influence decisions that affect their lives...

Providing a balanced approach with representation of all stakeholders and including measures to seek out and consider the needs of all stakeholders, especially those that are traditionally underserved by past and current transportation programs, facilities, or services.

Federal regulations require MPOs to adopt a PPP that addresses early and continuous public engagement.

## Certification Review Comments

Since the passage of ISTEA, Metroplan has chosen to honor these requirements by bringing the key interest groups together into the Transportation Advisory Council (TAC), later the RPAC, and giving them a meaningful role in crafting the plan itself. In addition, Metroplan has aggressively used innovative public involvement techniques as reflected in the Public Participation Plan that the Board has adopted. Since 1998, FHWA/FTA Certification Review reports have commended Metroplan for its public participation process and committee structure, as well as other innovative parts of the planning program:

**1995** Reorganization of the MPO was triggered in part by the need to obtain meaningful public input directly to the Policy Board. The operation of the TAC satisfies this need.

**1998** The area has established an excellent committee structure for addressing future transportation challenges. The MPO is commended for...consideration of land-use impacts of proposed transportation projects, [and] involvement of the public in the decision-making process...

**2001** The MPO is commended for the development of a Regional Arterial Network, which will allow the area to strategically focus efforts...

**2004** Metroplan provides the public with good access to information and ample opportunity to participate in the decision making process.

**2012** The use of the "Green Agenda" during MTP development is commendable...[as is] Metroplan's requirement that projects be consistent with planned growth and development and with regional multi-modal design standards in order to qualify for MPO funding. Metroplan's use of HUD Regional Planning Grant for Sustainable Communities research and other sustainable transportation, livable communities, and context sensitive street design strategies in development of the plan is laudable.

### III. CRITIQUE OF PLANNING PROCESS AND STRUCTURE

This critique is based on SWOT analyses conducted with members of the Regional Planning Advisory Council, the Technical Coordinating Committee and the Metroplan staff. In addition, a majority of Board members have been interviewed to identify issues that they would like to see addressed or improved upon in the future. All of those comments have been consolidated and grouped into four areas: the Planning Program, Advisory Committees, the Board and Staff. The SWOT analyses were combined into a separate SWOT Analysis Report and contain a rich amount of detail not included in this summary, and is recommended reading for those so inclined.

#### Planning Program

The planning program has a long history of winning national and state awards for excellence, although everyone involved recognizes that there is always an opportunity to improve the process. In particular, the visioning process and the public engagement efforts are exceptional, as often mentioned in the federal certification reviews.

The organization has been a leader in Arkansas on multi-modal transportation planning, especially for bicycle and pedestrian networks. Metroplan's publications, especially the semi-annual ***Metrotrends***, enjoy an excellent reputation.

The organization's first planning efforts in the 1950s and 60s were comprehensive in nature. As federal funding became siloed in the Great Society programs and with the federal transportation bills, planning efforts also became siloed. At the Board's direction in 2012, Metroplan returned to comprehensive planning with *Imagine Central Arkansas*—a more holistic plan for the development of the region.

The organization's focus is on the integrated economic region that is central Arkansas. Metroplan has used its role as convener around regional issues to broker/support several **collaborative** efforts—Ozone Action Days, the Arkansas River Trail Task Force and the Mid-Arkansas Water Alliance most notably.

On the other hand, while the *Imagine Central Arkansas* plan is a comprehensive plan that touches on several areas of development in addition to transportation, not enough staff time is made available to make any meaningful difference in those areas (land use, housing, sustainability). And while ICA provides a broad vision for the region, the cities need those goals broken down into small, intermediate steps with a roadmap of how to reach the vision. For smaller jurisdictions especially, increased technical assistance would be useful.

Because Arkansas does not have statewide legislation mandating coordinated regional development plans like Georgia, Tennessee, Florida, Washington, Oregon or California, the adopted regional plan does not have the authority to influence local development plans that directly impact the efficiency of transportation systems.

An obstacle in the current transportation planning program is the differing federal planning requirements for states versus MPOs. Under federal law, metropolitan areas are required to develop a twenty year project specific financially constrained plan; states, on the other hand, have the option of doing that or developing a "policy plan" that is not project specific. The Arkansas Department of Transportation chooses the unconstrained policy plan approach. The practical impact of this approach is that projects selected in subsequent TIPs may have little connection to the plan and appear "out of the blue" to most member jurisdictions.

Federal regulations require that the metropolitan plan be developed cooperatively with the state DOT and transit providers. Cooperation has been identified as a weakness in the current transportation planning program. In its

2016 Certification Review, FHWA and FTA recommended that “AHTD should consider taking a more active role in the development of Metroplan’s MTP (Metropolitan Transportation Plan)” and that “Metroplan should consider taking a more active role in the development of the AHTD Long-Range Intermodal Transportation Plan [LRITP].” To increase the meaningfulness of the metropolitan plan, the MTP and LRITP must be aligned through more effective agency coordination and the MTP must be acknowledged as regional policy of all transportation providers.

The certification review also recommended that the CARTS Memorandum of Agreement be updated and that the “partners work together to identify strategies and work processes that will improve the level of cooperation.” Redrafting the CARTS Agreement should be used as an opportunity to come to a meaningful understanding with ArDOT/the Highway Commission on a long-term investment strategy for the metropolitan area that can be incorporated into both the state and metropolitan plans, define a more collaborative planning process, and enhance the interaction between policy boards.

Transportation investments in metropolitan areas are more expensive than in other parts of the state, and state and local revenues for transportation improvements are notoriously in short supply. In Arkansas, local governments exercise exclusive control over land use decisions. Their pro-active engagement in the planning process is critical in controlling future demand on the system.

### Advisory Committees – RPAC and TCC

The **Regional Planning Advisory Council** is the broadly diverse forum designed to bring all groups at interest to the same table to develop a regional vision for future development, including developing recommendations to the MPO for the federally required metropolitan transportation plan. The Metroplan Board appoints all RPAC members. Thirty are by Board members’ nominations (apportioned roughly by population) and up to 18 come from staff recommendations to the Executive Committee in order to ensure that the RPAC, on balance, is representative of the region in terms of geography, ethnicity, and interest groups. The final two members are ex officio representatives of ArDOT and Rock Region METRO (see Appendix G). RPAC members who attend regularly are very committed and have devoted hundreds of hours to understanding the region, seeking public input and understanding the federal transportation planning requirements.

Long-serving TCC and RPAC members provide continuity during Board turnover.

However, although the RPAC has 50 members on paper, seldom more than 25 participate on a regular basis. Some appointees do not realize the significant time commitment that active participation requires, particularly in the 12-18 months leading up to plan adoption. Some appointees choose to participate sparingly (notably trucking interests, railroads and some chambers of commerce) because they prefer negotiating directly with the Highway Commission.

For those members who do actively participate, there is no formal mechanism for reporting back to the member jurisdictions that may have appointed them in the first place. Often the appointing elected officials turn over and, since the RPAC members don’t have a fixed term, they have continued to serve as long as willing. Both the Board and RPAC felt that lack of communication with the Board undermines the effectiveness of the RPAC and its usefulness to the Board as a resource.

The RPAC is most comfortable with its role as a conduit for stakeholders and the general public, and as articulating the vision for central Arkansas. The Council is less comfortable with developing a financially constrained, project-specific plan.

The **Technical Coordinating Committee** is felt by staff and the TCC itself to be an under-utilized resource with an unclear role in the planning process. That wasn't always the case as explained in the introduction.

The TCC is composed of professional staff from the member jurisdictions, usually public works engineers, occasionally planning staff. The TCC also has representatives from ArDOT, Rock Region METRO, and the Little Rock Air Force Base. Over the past several years the TCC has met on call when there is business to transact, but the committee members expressed a desire for a regularly scheduled meeting time.

The Committee has a significant amount of technical expertise and knows their communities from the ground up, which makes them uniquely positioned to explain and advocate for local priorities, and also to understand and act from a regional perspective.

An expanded role for the TCC could include land use considerations, and resolving project design issues during the project development and design phases.

The Committee is concerned about their currently diminished role and feels like they are given few technical issues to consider. They understand that they could be an important technical resource for the Board and the staff of Metroplan. The TCC wants to be more involved in plan updates. The Committee can also be used more to improve coordination with ArDOT, work on land use and technical issues, and be more involved in project design.

Additionally, not all jurisdictions are represented, especially small communities that may not employ technical staff. Ideally, representatives of counties communicate with their smaller communities and take their concerns to the TCC, but there is no formal mechanism to ensure that flow of communication. Committee members suggested that the TCC might be deficient in representing some of those smaller communities.

## Metroplan Board

The Metroplan Board fully represents all parts of the region since all member governments have a seat on the Board. Weighted voting (based on relative populations) is provided for, but to date has never been requested, as the Board has always placed value on trying to develop a consensus. Transit and the state DOT sit on the Board as special voting members on transportation issues. As a general rule, the Board allows staff to do its technical analysis without political interference. Over the past several decades, many Board members have been national leaders in the National Association of Regional Councils, the Association of Metropolitan Planning Organizations, the National Association of County Executives, the National League of Cities and the ICLEI USA—Local Governments for Sustainability, as well as leaders in the Arkansas Municipal League, and have brought a broad and visionary perspective to Metroplan's efforts.

However, there are some built-in challenges of a regional governing Board doing 20-50 year planning composed of local elected officials with two- or four-year terms. Board members' "day jobs" require a local, sometimes parochial, and shorter-term focus that can be in conflict with the longer term, regional goals. Even though the CARTS Agreement pledges its signatories to adjust their local plans to be consistent with the regional plan that is cooperatively developed, that does not always happen in practice. The fact that it doesn't happen consistently limits the ability of the regional planning effort to be as effective as it could be.

The high learning curve and the constant turnover of Board members makes it difficult to sustain previous consensus and adopted regional policy over time. The issues dealt with by the Board can be complex and are often

shrouded in jargon. Extra effort should be made for Board training not only on the federal grant requirements, but also on non-profit Board responsibilities, including a firm understanding of the finances of the organization. Particular attention should be paid to adequate orientation for new Board members.

Everyone does not understand the policy framework of Metroplan that guides how decisions are made and who gets projects funded. Those policies were developed over two decades and need to be codified and made part of Board training and orientation.

The Board practice of rotating the presidency annually is seen as not giving the president enough time to get into his/her role, to set an agenda and carry it out. While the Board gets to see the regional perspective through Metroplan, members of their governing boards and communities do not. To that end, more involvement by members of city councils, quorum courts and planning commissions in Metroplan's planning efforts might be helpful. In addition, more direct Metroplan technical assistance, especially for smaller jurisdictions, would be welcome.

Partly because of a breakdown in communication/interaction between their appointees on the RPAC and the Board over the 30 Crossing project, the Board is not seen by some as "owning" their adopted plan. It is also perceived by some that the Board does not fully understand the potential for exercising regional authority by acting together. From the Board's standpoint, while they recognize the authority given them under federal law, they feel that there is not enough recognition of the practical realities of political decisions required of elected officials.

The Board and both advisory committees cited the need for routine and regular communication. The TCC and RPAC cited the need for active participation on the part of the Board.

- Establish a mechanism for formal communication with advisory committees.
- Provide specific direction and feedback to advisory committees.
- Provide Board regular reports from its advisory committees.

## Metroplan Staff

The staff is highly skilled and works well as a team. There is a high level of technical skill in transportation modeling, GIS mapping and analysis and data collection and analysis. Although small in number, Metroplan's staff is highly efficient in the volume and quality of the work they perform. Most of the planning staff are members of the American Association of Certified Planners (AICP) and subject to the AICP Code of Ethics—a high standard of professional ethics and conduct. Metroplan has long been committed to continual development, education and training of its staff, which builds staff capacity and enhances staff retention. The non-bureaucratic organization structure of Metroplan facilitates staff initiative and creativity. The organization has a strong service culture, always willing to help members, elected officials, businesses and citizens find answers to questions.

The Metroplan staff is mostly Caucasian; all live in Pulaski County and predominately exhibit a bias toward urban places. More ethnic diversity is desirable in the staff, although with a small staff and low turnover that is hard to achieve quickly. A good portion of the study area is suburban/exurban blending into rural. It is important to recognize any internal biases and to not subconsciously edit out suburban/exurban concerns.

The Metroplan staff is also aging and the need for transition planning continues beyond the recent retirement of the long serving Executive Director and Deputy Director. The organization is carrying three empty positions and is understaffed. Although a conscious effort has been made to cross-train staff, there is little back up for several key positions. The loss of a single key staffer could seriously impact program delivery.

Because of the small staff size and non-hierarchical organization, there is not a traditional career ladder for younger workers. Management should create ladders of responsibility to challenge and reward employees for growth in their jobs. There is a desire from several members for more technical assistance for their planning and community development efforts. Such additional assistance will require additional staff resources, the cost of which may or may not be covered by federal transportation funds. Metroplan currently flexes Surface Transportation Block Grant Program funds for transportation-related planning (federal PL funds being inadequate to pay the full cost of the required planning program).

## IV. OTHER MODELS OF ORGANIZATION

Federal law gives the local and state governments considerable leeway in organizing their processes to best meet the unique political needs of individual metropolitan areas. There are virtually as many ways to organize the planning process as there are MPOs. The following MPOs, COGs and Regional Councils were selected because they were similar in size or situation to Metroplan or because of some unique aspect of their organization that can inform Metroplan's deliberations in reviewing its own organization structure, be it policy board, advisory committees or direct citizen involvement. The Board has visited several of these regions on fact-finding trips.

### Northwest Arkansas Regional Planning Commission (NWARPC)



NWARPC was formed as a regional planning commission in 1966 under the authority of the Interlocal Planning Act, Act 26 of 1955, as was the Metropolitan Area Planning Commission for in Pulaski County. In 1983, NWARPC was designated as the Metropolitan Planning Organization (MPO) under U. S. DOT regulations for transportation planning purposes. In 2010 the MPO was recognized as a Traffic Management Area (TMA) as the Fayetteville-Springdale-Rogers, AR-MO Urbanized Area (UZA) passed the 200,000 population mark.

#### Policy Board

Today, the Commission and the Northwest Arkansas Regional Transportation Study (NARTS) Policy Committee are combined and labeled as the RPC/Policy Committee. RPC members, including the cities of Hindsville and Huntsville in Madison County, Beaver Water District, and the University of Arkansas do not vote on transportation projects, but vote on all other Commission business. Non-voting Transportation Planning Partners include FHWA, FTA, UA, Human Service Agencies, Arkansas Missouri Railroad, and the NWA Regional Airport Authority. Current membership on the RPC/Policy Committee is comprised of 37 governmental jurisdictions, representatives from ARDOT and MODOT, Beaver Water District, Razorback Transit, and the University of Arkansas.

For voting purposes, each governmental jurisdiction appoints a member for every 10,000 population based on the most recent census, limited to three per jurisdiction. All other members receive one vote. Weighted voting is provided if called for.

#### Advisory Committees

The NWARPC has six permanent committees:

- The RPC/Policy Committee
- The Technical Advisory Committee (TAC)
- The Active Transportation Committee (ACT)
- The Open Space Committee
- The NWA GIS Users Group
- The Management and Operations Committee

The committee members are often appointed by member jurisdictions and can include engineering and planning staff members but can also include public advocacy individuals and groups such as bicycle and trail groups.

**NOTEWORTHY:** The Northwest Arkansas Regional planning Commission is organized under the same state statute as Metroplan. It conducts federally mandated transportation planning under this broader umbrella as a regional planning commission. Like Metroplan, the NWARPC is separate from the Northwest Arkansas Planning and Development District located in Harrison.



## North Central Texas Council of Governments (NCTCOG)

NCTCOG was designated the MPO for the Dallas/ Ft. Worth metropolitan area in 1974, with the proviso that the Regional Transportation Council (RTC) be the decision-making group for regional transportation policy for the Dallas-Ft. Worth urbanized area. Councils of Governments in Texas are established under state law with a fixed jurisdiction (NCTCOG covers 16 counties). Texas provides for a range of sub-state services delivered through the COGs in the state. NCTCOG has 9 departments and hosts 47 committees to carry out its varied tasks, 18 of which are directly related to transportation.

### Policy Board

The MPO's planning area covers 12 of the COG's 16 counties containing a population of seven million people. The by-laws of the RTC cap its membership at 44. That membership is divided between elected officials representing cities based on population (individually or in clusters), for a total of 27 members, and others, including counties, (some with clusters of small cities), representatives of TxDOT, transit, the toll road authority and DFW Airport. (RTC by-laws can be found at <http://www.nctcog.org/trans/committees/rtc/Bylaws2014.pdf>).

### Transportation Advisory Committees

NCTCOG provides transportation planning staff to support the RTC and acts as the fiscal agent for the RTC. The RTC operates with 18 technical committees and subcommittees, the main one being the Surface Transportation Technical Committee, whose membership is reflective of the RTC membership formula with the number of representatives apportioned by a population based formula. All members of the technical committees are nominated by their respective governments and agencies and approved by the Executive Board of the NCTCOG.

**NOTEWORTHY:** NCTCOG is representative of many major metro areas in having the MPO function operating under a COG or regional council format using a separate transportation policy board. Due to the large geographic area that is covered and the large number of government jurisdictions, voting representation is weighted by population with larger jurisdictions having multiple voting representatives and smaller jurisdictions clustered to have a single representative.



## **Metroplan Orlando, Orlando FL**

Metroplan Orlando separated from the East Central Florida Regional Council in 1997 and rebranded itself as Metroplan Orlando. It is co-authorized by federal and state statute. In general, Florida MPOs represent only one county by state law. Metroplan Orlando was the first MPO authorized to represent multiple counties (3).

### Policy Board

Metroplan Orlando is strictly an MPO but is large enough to act as its own fiscal agent. Its policy board is composed of elected officials from 3 counties and 5 cities, the Central Florida Expressway Authority, two airport authorities, Central Florida Regional Transportation Authority (transit) and a member from the Municipal Advisory Committee representing the small cities in the region. Board officers are elected for single year terms with a limit of two consecutive terms. Metroplan Orlando operates with several standing committees:

### Advisory Committees

The **Regional Leadership Council (RLC)** consists of the Chairman and Vice Chairman of the Metroplan Orlando Board, the Municipal Advisory Committee, the Technical Advisory Committee, the Transportation Systems Management and Operations Committee, and the Community Advisory Committee. The RLC forwards policy, planning and programming recommendations to the Metroplan Board for consideration.

The **Technical Advisory Committee** is composed of planning, engineering and/or management specialists of their member organizations.

The **Community Advisory Committee** is a 31-member body. Fifteen members are appointed by member jurisdictions, and sixteen are appointed by the Metroplan Orlando Board, to represent multi-modal advocates (10), underserved populations (3), transportation disadvantaged (2), and the business community (1). The 16 Board appointees must apply for membership through a process defined by the Board.

The **Municipal Advisory Committee** consists of those municipalities in the region that are too small to have voting representation on the Metroplan Orlando Board. The MAC selects one of its members to represent its views on the Metroplan Orlando Board.

NOTEWORTHY: Metroplan Orlando keeps its Policy Board and Technical Committee to elected official and transportation agency participation only, but handles its citizen and interest group participation through a separate standing committee. The Regional Leadership Council acts as super policy committee, crafting policy and recommendations for the full Policy Board. Small cities in the region are represented through the Municipal Advisory Committee. Interestingly, the Florida DOT is not a voting member of the policy board, serving in an advisory role only.



**CDTC**  
CAPITAL DISTRICT  
TRANSPORTATION COMMITTEE

**Capital District Transportation Committee  
(Albany, NY)**

The Capitol District Transportation Committee (CDTC) is a stand alone MPO that covers four counties in the Albany, New York region and was formed in 1964. CDTC

is not an incorporated legal entity and uses the Capitol District Transportation Authority (transit authority) as its fiscal agent, which is a typical arrangement in New York State. The Albany metro area has a population of 1.17 million. The City of Albany had a population of 98,111 in 2016.

Policy Board

The 25 member CDTC Policy Board consists of elected and appointed officials from the four counties in the region (two members each), the eight largest cities, the county airport authority, the county port authority, the transportation (transit) authority, the regional planning commission, the NYDOT, the NY Thruway Authority, and two at-large members representing the towns and villages in the region. FHWA, FTA and the NY Department of Environmental Conservation are advisory members.

Advisory Committee

Most of the work for the Policy Board is done by the **Planning Committee**, which consists of the Policy Board's technical representatives. The counties each get only a single member of the Planning Committee. The CDTC professional staff supports both bodies.

CDTC also has five standing Advisory Committees: Bicycle and Pedestrian, Complete Streets, Goods and Freight Movement, Regional Operations and Safety, and the Regional Transportation Coordinating Committee (which coordinates public, private, non-profit and human services transit providers). Ad hoc task forces are also often convened to address unique issues as they arise.

NOTEWORTHY: Perhaps unique among MPOs in the nation, CDTC policies require consensus (unanimous agreement) for all decisions by the Policy Board. Unique among the MPOs in New York State, the CDTC is the decision-making forum for all transportation investments within its study area. NYDOT is somewhat notorious for being heavy handed with its MPOs, so this arrangement with CDTC is noteworthy. It is due in large part to the extraordinary abilities of the late John Poorman, CDTC's long-serving Executive Director.



## Capitol Area MPO (CAMPO) Austin, TX

CAMPO is the sole purpose MPO for the Austin, Texas region. It is administratively attached to Austin city government, although its Board and staff act independently. Austin is a fast growing region that was smaller than the Little Rock region as recently as 1960. Currently CAMPO covers four counties with a population of two million. Austin itself has recently passed the one million mark.

### Policy Board

The CAMPO Policy Board membership is weighted by numbers, based on relative population, as follows: Austin and Travis County have four members each, the remaining five counties in the region have one each, the remaining five cities over 50,000 have one each, and TXDOT (Austin Division) and the transit authority each have one member. New cities can be added once they reach 50,000 population. FHWA, FTA and the University of Texas are affiliate, non-voting members.

The Executive Committee consists of the Transportation Policy Board Chairperson and Vice-Chairperson and members of the Transportation Policy Board that are, at a minimum, representative of the jurisdictions that are signatory of the Joint Powers Agreement. The members of the Executive Committee shall be appointed by the Chairperson of the Transportation Policy Board at the first meeting each year. The jurisdictional representatives of the Joint Powers Agreement are TXDOT, the City of Austin, the transit authority, and Travis, Williamson and Hays counties.

### Advisory Committees

The **Technical Advisory Committee** supports the Policy Board in the development of the Unified Planning Work Program, the Metropolitan Transportation Plan and the Transportation Improvement Program. Its membership is composed of agency staff or, as appropriate, citizens with expertise in developing transportation and land use plans, implementing transportation projects or related fields. The TAC membership is limited to 24 members appointed by the Policy Board jurisdictions apportioned by population as set out in their by-laws (<http://www.campotexas.org/wp-content/uploads/2013/08/TAC-Bylaws-091216.pdf>). The TAC has three standing subcommittees: (1) the Centers Committee; (2) the Bicycle and Pedestrian Committee; and (3) the Financial Issues Committee.

NOTEWORTHY: Until recently, Texas state law required local state legislative representation on MPO policy boards. CAMPO's attachment to Austin city hall has caused other members in the region to question its independence in years past. Now the rest of the region has grown to match Austin's size.



## Atlanta Regional Commission, Atlanta GA

Atlanta (pop. 463,000) is the capital of Georgia and the largest city in the 10-county ARC membership. ARC is the MPO for the 20 county transportation study area (pop. 4.4 million).

The Metropolitan Planning Commission was formed in 1947, as the planning commission for Fulton and DeKalb counties and the City of Atlanta. In 1962, it adopted a Regional Development Plan and a plan for Rapid Transit as metro Atlanta reached its first 1 million people. ARC was created by state law in 1971. The State of Georgia gradually added duties to the ARC, including aging, workforce development, state mandated land use planning, and the North Georgia Water District.

The ARC has a 39 member Board of Directors composed of the county commission chair from each of the 10 member counties. In addition, other members include an extra member from Fulton County; the mayor of Atlanta plus one council person; a representative of the Georgia Department of Community Affairs; and 15 citizen members appointed from geographic districts who are nominated and selected by the elected officials on the ARC Board.

### Transportation Policy Board

The MPO function is conducted by the **Transportation and Air Quality Committee**, a 39-member body that acts as the transportation policy board. It is supported by a 24 member **Technical Coordinating Committee**.

The Committee is composed of chief elected officials (17) from ARC member jurisdictions, four citizen members of the ARC Board, seven elected officials from non-ARC member jurisdictions in the study area, the MARTA (transit authority) chair, a Board member of the Georgia DOT, the planning director of GDOT, representatives of the Georgia Departments of Natural Resources and Community Affairs and a Board member from the Georgia Regional Transportation Authority Board.

### Advisory Committees

In addition to the TCC, there are separate **Regional Transit and Land Use Committees** and a **Freight Mobility Task Force**. There are also several Advisory Panels (Millennial Advisory Panel, Global Advisory Panel) set up to seek citizen input in addition to the citizen members of the ARC Board. The organization makes a formal commitment to regional equity and inclusion. The Regional Transportation Plan is the transportation element of the Atlanta Region's plan, metro Atlanta's comprehensive long-range plan.

NOTEWORTHY: The ARC region is a subset of the 20-county MPO region. The way ARC selects citizen Board members by district is unique in the country. Some of those citizen members are on the transportation policy board. Georgia has statewide regional land-use planning requirements, hence the representation of the Georgia Departments of Natural Resources and Community Planning on the transportation policy board.



**Chattanooga-Hamilton County Regional Planning Agency,  
Transportation Planning Division**  
For the  
**The Chattanooga-Hamilton County/North Georgia Transportation  
Planning Organization (TPO)**

The Chattanooga-Hamilton County Regional Planning Commission was created by state law in the 1950s. The Commission itself is composed of 15 members appointed by the Mayor of Chattanooga and the Mayor of Hamilton County. The Planning Commission's job is to make zoning recommendations to the appropriate legislative bodies and to administer subdivision regulations in the two jurisdictions, which exclude five small, incorporated cities within Hamilton County.

The Regional Planning Agency (RPA) is the joint staff supporting the Planning Commission and is overseen by an Executive Committee composed of the Hamilton County Mayor, the Chattanooga Mayor, the chair of the County Commission, the Chattanooga City Council chair and the chair of the Planning Commission. The RPA staffs the Transportation Planning Organization (TPO), which covers Hamilton County and the northern portions of Catoosa, Walker and Dade counties in Georgia.

Policy Board

The **TPO Executive Board (MPO policy board)** is composed of 28 members as follows: the Governor of Tennessee, a Commissioner of the Georgia DOT, the mayor and city councilor from Chattanooga, the mayor and county commissioner of Hamilton County, a legislative delegate both from north Georgia and from Hamilton Co, TN, the chair of the transit authority, the chair of the airport authority, the director of the Chattanooga-Hamilton County Air Pollution Control Bureau and an elected representative from each of the three Georgia counties and each of the small cities in the four county area.

The Executive Board conducts mandatory weighted voting on "critical issues" defined in the by-laws as the Regional Transportation Plan, the Transportation Improvement Program, the Unified Planning Work Program, the TPO By-Laws and the Call for Projects.

NOTEWORTHY: The NPA began in 1955 as a joint city/county planning commission, as did MAPC in Little Rock. The difference between the two is that the NPA was specifically enacted by state law instead of being simply enabled. The Executive Board has a mandated weighted vote on the major planning products. The Executive Board has state legislative representation from Tennessee and Georgia.

## Other Programs with Unique Attributes



### Denver Regional Council of Governments (DRCOG)

In 2000, local governments in the Denver region signed the binding Mile High Compact to implement METRO VISION, the region's comprehensive plan, pledging to adopt a comprehensive land use plan; use growth management tools such as zoning, urban growth boundaries and development codes; link their comprehensive plans to Metro Vision; and work collaboratively to guide growth and ensure planning consistency. Today 46 local governments are signatories representing 90% of the region's population.



### METRO, Portland Oregon

The Oregon legislature established urban growth boundaries in the 1970s to protect farmland from urban encroachment. METRO covers the three counties in the Portland metro area and has a seven member elected governing council. The Oregon constitution recognized METRO as a regional government with specific regional functions including a regional parks system and tourist venues (Oregon Zoo, Oregon Convention Center, Portland Exposition Center, Portland Arts Centers), Solid Waste and Recycling, administering the regional growth management plan, operating the transit system (authority not yet exercised) and transportation planning. A regional president is elected region wide and six district Councilors are elected to govern Metro.



### The Metropolitan Council, Minneapolis/St. Paul

Created by the Minnesota legislature in 1960s to deal with a sewage crisis in the Twin Cities, the Met Council covers ten counties and is governed by a 17 member council appointed by the governor. Its duties include regional land use and transportation planning, operating the region's wastewater treatment system, operating the regional transit system, operating a regional affordable housing program and administering the nation's only regional tax base sharing program.



### Indian Nations Council of Government, Tulsa OK

INCOG serves five counties, 50 cities and 3 Indian nations in Northeast Oklahoma. In 1953, the City of Tulsa and Tulsa County created the **Tulsa Metropolitan Area Planning Commission** under a state city-county planning commission statute. INCOG provides the professional planning staff for the planning commission and the Boards of Adjustment for both the City of Tulsa and unincorporated Tulsa County. INCOG also staffs the planning commission for Creek County. Recommendations from the Metropolitan Planning Commission go to the Tulsa City Council or the Tulsa County Commission for action as appropriate.

## V. OPTIONS FOR RESTRUCTURING

Options are provided in this section for restructuring the Board and/or the advisory committees of Metroplan. These options are not comprehensive or mutually exclusive. They are simply meant as a framework from which to begin a conversation.

### Options for Structuring the Board

These options focus only on the transportation planning function. Broader reforms like those discussed at the 2016 Metroplan Board Retreat are not covered here.

#### ■ No Change

All general-purpose jurisdictions within the census defined MSA are eligible for membership. Every member has a seat on the Board.

ArDOT and Rock Region Metro are Special Members for transportation issues only and have one vote each on regular or weighted votes. Hot Springs Village and Grant County are Special Non-voting members that pay \$500 per year in dues.

Voting is one vote per member unless any member calls for a weighted vote. Weighted votes are based on the member jurisdictions share of the total membership's population, except, for ease of calculation, each member has one whole vote. County population is calculated less the population of all member cities in the county for purposes of dues and weighted votes. To carry a weighted vote, the motion must receive a majority of all weighted votes. A majority at present is 59 weighted votes.

#### ■ Executive Committee

Establish an Executive Committee that meets monthly to oversee the normal business of Metroplan. The full Board could then meet bi-monthly or quarterly. The full Board would be required to approve the Long-Range Plan, the TIP, the UPWP, and other key documents. The Executive Committee would be given specific authority to approve the routine business of the organization and would advise the full Board and staff on programing and initiatives of the organization. It could also serve as a Finance and Audit Committee.

Note—Some thought would need to be given as to the definition of "routine" or general business. For example, TIP amendments may or may not fall into the category of routine business, depending on the nature of the proposed amendment.

The composition of the Executive Committee is a subject for discussion, but its members should represent a majority of the population of the region, it should have representatives from all member counties and different sizes of communities. (See Orlando, Austin, & Chattanooga)

#### ■ Limit Board Membership to Larger Jurisdictions (See Orlando and Austin Examples)

The following suggestions are examples of how this could be accomplished:

- Jurisdictions with direct representation on the full Board must have enough population in the last decennial census to represent at least one percent of the region's population.

For Example—Currently, there is a large population gap between Maumelle estimated at 18,965, and Greenbrier with an estimated population of 5,261. One percent of total member population currently equals

approximately 6,351. In such a scenario, the jurisdictional members of the Board would be composed of: Little Rock, North Little Rock, Jacksonville, Sherwood, Maumelle, Pulaski County, Conway, Faulkner County, Benton, Bryant, Saline County, Cabot and Lonoke County.

- Establish a **Small Cities Council** for all jurisdictions not on the Board. Have the chairman of the Council sit as a full standing member with one vote or as an ex officio member of the Board. (See Orlando).

Note—In this option small cities population and dues could be shifted to their county.

#### ■ **Expand the Board**

- Appoint the Governor or his representative. (See Chattanooga)
- Appoint a State Highway Commissioner (See Chattanooga)
- Appoint a member of the Rock Region METRO Board of Directors (See NW Ark, Dallas, Albany, Austin, Chattanooga)
- Appoint representatives of the region's state legislative delegation. (See Austin and Chattanooga)
- Appoint select elected or appointed officials from area governing bodies and/or planning commission. (See NWArk, Dallas, Albany, Austin, Atlanta, and Chattanooga)
- Appoint citizens to voting membership on the Board for fixed terms, by geographic district. (See Atlanta)
- Include non-elected officials and modal interest representation as Ex Officio Members:
  - Add FHWA, FTA and FRA as ex officio members.
  - Add other pertinent state agencies as ex officio members, like ADEQ, ADED, ADEM, and ADH.
  - Add modal representatives from the Little Rock Port, the Clinton National Airport and the Union Pacific Railroad.

In all scenarios: consider establishing a **Small Cities Council** to address issues unique to small cities.

(For examples see NWArk, Dallas, Orlando, Albany, Atlanta, and Chattanooga)

#### ■ **Extend President's Term**

Extend the Board President's term to two years to allow for stronger, more consistent direction from elected officials of the organization's agenda. (See Orlando)

### Options for Restructuring Advisory Committees

The Board should determine its goals for advisory committees and for public participation. Once those are clear, they will guide how the committees should be selected and tasked.

#### ■ **No Change**

While always an option, virtually everyone believes that changes are needed moving into the future.

#### ■ **Merge the TCC and RPAC**

Merge professional and citizen/advocacy representation in any and/or all advisory committees. If merged into a single advisory committee, the RPAC membership would need to be revised down to a more workable number to be combined with professional staff from area jurisdictions. (See NWArk)

A variation might be to also create a separate Community Advisory Committee to provide formal feedback on the planning efforts and to help with broader public outreach. (See Orlando)

### ■ Repurpose Existing Committees

Repurpose existing committees into different roles, possibly with different membership structures.

The TCC role could be expanded to include land use, development and growth management, implementation best practices, and drafting the fiscally constrained LRMT. The TCC would retain its professional membership, expanded to other relevant staff where applicable.

The RPAC would retain its citizen-based membership and be refocused toward vision and public outreach.

### ■ New Committee Structure:

- Single Issue Committees: Reconfigure the committee structure to create multiple committees with each committee targeting specific families of issues. Combine professional, citizen, special interest and advocacy representatives into the single issue committees such that each committee can offer to the Board a clear single recommendation from that perspective.

Examples of such committees could include land use and development; bicycling and walking (active transportation); roadway design standards; planning for transit expansions.

- Direct & Indirect Committees: Create a structure in which committees are divided in areas of direct jurisdictional impact and areas of indirect jurisdictional impact. For example, land use & development are areas where cities and counties have direct impact; Housing/affordable housing can only be indirectly or incompletely impacted by the actions of jurisdictions. Indirect committees would still make use of Metroplan's regional role as a convener.
- Use Ad Hoc committees as short term tools to address issues of a topical or finite nature.

(See NWArk, Dallas, Albany, and Atlanta)

### ■ Establish Fixed Terms for Committee Members

A typical regional plan update takes about three years. Establish fixed three to four year terms for committee appointments. For standing committees, the terms can be staggered so some experience is retained at all times. The structure of the appointments should be reviewed and changed or reaffirmed by the Board. (See Orlando)

### ■ Include More Local Officials on Committees

Recruit and appoint other local officials such as City Councilors, Justices of the Peace, Planning Commissioners, professional staff, water and sewer officials to populate the committee structure. (See NWArk, Orlando, Albany, Austin, and Atlanta)

*\* In all scenarios consider for retaining some members of both the RPAC and TCC for consistency and experience.*

## Options for Restructuring Operational Duties

### ■ Stand up a Regional Mobility Authority (RMA)

Member jurisdictions would use state legislation to legally create a regional institution with regional jurisdiction and seek a regional revenue source. Ideally, an RMA could allocate more resources to self-funding regional projects, increase grant funding to more competitively selected local projects, and provide more regional matching funds to partner on state projects. (See NWArk)

### ■ Become the Planning Department/ Staff of Member Jurisdictions on a Contract Basis

*While not possible at current funding levels*, providing collective Planning Department services for member jurisdictions would help ensure progressive planning principles are encouraged and employed throughout the region. A contract based, fee-for-service relationship would be required for Metroplan to assume this role for any jurisdictions. The economy of scale provided by contracts with multiple jurisdictions would make this option more feasible. (See Tulsa)

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## APPENDIX A

### ARTICLES OF INCORPORATION OF METROPLAN, A COUNCIL OF LOCAL GOVERNMENTS IN AND FOR CENTRAL ARKANSAS, A CORPORATION NOT FOR PROFIT ORGANIZED UNDER ACTS OF ARKANSAS 1963, NO. 176

#### **Article 1.**

The name of the corporation shall be Metroplan and it shall be a corporation not for profit under the laws of the State of Arkansas.

#### **Article 2.**

The period of duration of this corporation shall be perpetual.

#### **Article 3.**

*It shall be the purpose of this corporation to serve as a council of local governments in and for Central Arkansas; to encourage and permit local units of government to cooperate jointly with one another to improve the health, safety and general welfare of their citizens; to plan for the future development of the region to the end that transportation systems may be more carefully planned; that the communities, areas and regions grow with adequate streets, utilities, health, education, recreational and other essential facilities; that needs of agriculture, business and industry be recognized; that residential areas provide healthy surroundings for family life; that historical and cultural values be preserved; and that the growth of the communities, areas and regions be commensurate with and promotive of the efficient and economical use of public funds; to receive and expend federal and other funds; contract with the federal governments and, as appropriate, contract with other units of government, private concerns or individuals for the performance of planning work and service. And, in achieving these purposes, to exercise any powers heretofore or hereafter conferred upon it by the laws of the State of Arkansas. And, specifically, but not by way of limitation of the above stated purposes and powers, this corporation shall have the powers, duties and functions as provided in Acts of Arkansas 1955, No. 26, as amended by Acts of Arkansas 1967, No. 29, in connection with the preparation of areawide studies and plans, in informing the public and promoting public interest and understanding, and in making efficient planning recommendations to the members of the corporation; and in assisting its members in carrying out any area plan or plans developed by the corporation and in assisting any of the members of the corporation or other public bodies in the preparation or effectuation of local plans or planning consistent with the program and means of the corporation including the provision of administrative machinery for coordination of programs by all or any of the members of the corporation.*  
[Emphasis added]

#### **Article 4.**

The affairs of the corporation shall be managed by its Board of Directors and such other administrative boards as may be designated by the Board of Directors. The Board of Directors may reconstitute itself by by-law.

#### **Article 5.**

The address of the main office of this corporation shall be Continental Building, 100 Main Street, Little Rock, Arkansas and its registered agent at such address shall be Jason Rouby.

**Article 6.**

The number of directors constituting the initial Board of Directors of the corporation is nine (9) and the names and addresses of the persons who are to serve as the initial directors are:

- |                                                         |                                          |
|---------------------------------------------------------|------------------------------------------|
| 1. B. Frank Mackey, County Judge<br>Pulaski County      | 1700 Pinewood Drive<br>Little Rock, AR   |
| 2. William F. Laman, Mayor<br>City of North Little Rock | 324 Dooley Road<br>North Little Rock, AR |
| 3. Haco Boyd, Mayor<br>City of Little Rock              | 3623 Hill Road<br>Little Rock, AR        |
| 4. John H. Harden, Mayor<br>City of Jacksonville        | 309 Vine<br>Jacksonville, AR             |
| 5. B. E. Henson, Mayor<br>City of Sherwood              | 401 Sherwood<br>North Little Rock, AR    |
| 6. Robert Gray, Mayor<br>City of Cammack Village        | 6123 Kenwood<br>Little Rock, AR          |
| 7. Noel Butler, Jr., Mayor<br>City of Benton            | 312 Short<br>Benton, AR                  |
| 8. Charles Allen, Mayor<br>Town of Alexander            | Alexander, AR                            |
| 9. Dean Boswell, Mayor<br>City of Bryant                | Bryant, AR                               |

**Article 7.**

The name and address of each incorporator is:

- |                  |                                          |
|------------------|------------------------------------------|
| B. Frank Mackey  | 1700 Pinewood Drive<br>Little Rock, AR   |
| Haco Boyd        | 3623 Hill Road<br>Little Rock, AR        |
| William F. Laman | 324 Dooley Road<br>North Little Rock, AR |

**Article 8.**

The term of office of members of the Board of Directors shall be one year. Except for the initial Board of Directors, selection of board members shall be by vote of the membership; each regular member to have one vote for this purpose. Directors may succeed themselves through reelection. The initial Board of Directors may, as provided by by-law, constitute the Executive Committee of the Council of the Corporation as the Board of Directors of the

corporation, in which instance the initial Board of Directors shall cease to exist and shall be dissolved. Thereafter, members of the new Board of Directors shall serve for terms of one year, provided that they shall serve only as long as they retain their respective elective or appointive offices. No member of the Board of Directors, either the initial Board or the Board of Directors constituted out of the Executive Committee of the Council of the corporation, shall be selected whose term cannot under this requirement extend for at least one year.

**Article 9.**

The corporation shall have one class of members with voting power to be allocated among them as provided by by-laws of the corporation, except that such allocation shall not be inconsistent with the provisions of Article 8 herein. Provided that special memberships may be made available to public bodies such as the Little Rock Housing Authority, the North Little Rock Urban Renewal Agency, and the Arkansas State Planning Commission. The nature and privileges of such special memberships shall be as provided by by-law; but in no case shall such special membership entitle the special member to vote in elections for the Board of Directors.

**Article 10.**

The corporation shall not engage other than as an insubstantial part of its activities in any activity that is not in furtherance of one or more of the exempt purposes specified in Section 501 (c) (3) of the Internal Revenue Code or corresponding provisions of law.

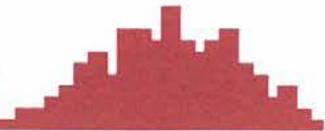


## APPENDIX B

### **Pulaski Area Transportation Study Policy and Coordinating Committees 1992 Metroplan Annual Report**

The Coordinating Committee Voting Members are city public works engineers or traffic engineers, AHTD planners, CATA staff, and planning department representatives from Little Rock, North Little Rock and Sherwood. Non-voting members include FHWA staff, AHTD staff, modal representatives from the Little Rock Port Authority and Little Rock Airport and representatives from HUD and the Arkansas Energy Office among others.

# Committees/Past Presidents



## PATS Policy Committee

Judge F. G. Villines .....	Pulaski County	Mayor Tommy Swaim .....	Jacksonville
Judge Terry M. Parsons .....	Saline County	Mayor Harold MacIntire .....	Shannon Hills
Mayor Patrick H. Hays .....	N. Little Rock	Mayor Sharon Priest .....	Little Rock
Mayor Jack Evans .....	Sherwood	Mayor J. F. Presnall .....	Benton
Mayor Forrest Reynolds .....	Cammack Village	Doug Wilson .....	Maumelle
Mayor Lorraine Smith .....	Wrightsville	Chris Button .....	CATA
Mayor Mike Odom .....	Maumelle	Roger Almond .....	AHTD

## PATS Coordinating Committee

### Voting Members:

- Tim Marvin, Chairman
- Richard Magee, Study Director
- Bernard Babb
- Keith Jones
- Robert Lane
- Steve Mitchell
- Duane Reel
- Michael Batie
- Ralph Hall
- Walter Malone
- Dwight Pattison
- Robert Voyles

### Non-Voting Members:

- David Burrough
- Gene Faulkner
- Morris Jenkins
- James Rodgers
- John Suskie
- Robert Brave
- Gary DalPorto
- Wilbur Hare
- Larry Lanes
- Paul Simms
- Wilson Tolefree

## Past Presidents

Raymond Rebsamen .....	1955-56
M.S. McCord .....	1956-57
Sam Strauss, Sr. ....	1958-59
John P. Matthews .....	1960-61
Gus Ottenheimer .....	1962
Howard Eichenbaum .....	1963-64
Kenneth Pat Wilson .....	1965
James Binder .....	1966-69
Mayor W. F. (Casey) Laman .....	1971-71
Mayor Dean Boswell .....	1972-73
Judge B. Frank Mackey .....	1974-75
City Director Jack Young .....	1975-76
Mayor B. E. Henson .....	1976-78
William H. McLean .....	1978-79
Mayor James Reid .....	1980
Judge W. E. Beaumont, Jr. ....	1981-82
Russell H. Matson, Jr. ....	1983
Mayor J. W. Benafield .....	1984-85
Mayor Jack Evans .....	1986
Judge Don Venhaus .....	1987-88
Mayor Harold MacIntire .....	1989
Vice Mayor Sharon Priest .....	1990
Mayor Patrick Hays .....	1991
Mayor Tommy Swaim .....	1992

## APPENDIX C

### CHAPTER 23 UNITED STATES CODE, Section 134 Metropolitan Planning

#### 23 USC §134. Metropolitan planning

(a) General Requirements.—It is in the national interest to encourage and promote the development of transportation systems embracing various modes of transportation in a manner which will efficiently maximize mobility of people and goods within and through urbanized areas and minimize transportation-related fuel consumption and air pollution. To accomplish this objective, metropolitan planning organizations, in cooperation with the State, shall develop transportation plans and programs for urbanized areas of the State. Such plans and programs shall provide for the development of transportation facilities (including pedestrian walkways and bicycle transportation facilities) which will function as an intermodal transportation system for the State, the metropolitan areas, and the Nation. The process for developing such plans and programs shall provide for consideration of all modes of transportation and shall be continuing, cooperative, and comprehensive to the degree appropriate, based on the complexity of the transportation problems.

(b) Designation of Metropolitan Planning Organizations.—

(1) In general.—To carry out the transportation planning process required by this section, a metropolitan planning organization shall be designated for each urbanized area of more than 50,000 population by agreement among the Governor and units of general purpose local government which together represent at least 75 percent of the affected population (including the central city or cities as defined by the Bureau of the Census) or in accordance with procedures established by applicable State or local law.

(2) Membership of certain mpo's.—In a metropolitan area designated as a transportation management area, the metropolitan planning organization designated for such area shall include local elected officials, officials of agencies which administer or operate major modes of transportation in the metropolitan area (including all transportation agencies included in the metropolitan planning organization on June 1, 1991) and appropriate State officials. This paragraph shall only apply to a metropolitan planning organization which is redesignated after the date of the enactment of this section.

(3) Limitation on statutory construction.—Nothing in this subsection shall be construed to interfere with the authority, under any State law in effect on the date of the enactment of this section, of a public agency with multimodal transportation responsibilities to—

(A) develop plans and programs for adoption by a metropolitan planning organization; and

(B) develop long-range capital plans, coordinate transit services and projects, and carry out other activities pursuant to State law.

(4) Continuing designation.—Designations of metropolitan planning organizations, whether made under this section or other provisions of law, shall remain in effect until redesignated under paragraph (5) or revoked by agreement among the Governor and units of general purpose local government which together represent at least 75 percent of the affected population or as otherwise provided under State or local procedures.

(5) Redesignation.—

(A) Procedures.—A metropolitan planning organization may be redesignated by agreement among the Governor and units of general purpose local government which together represent at least 75 percent of the affected population (including the central city or cities as defined by the Bureau of the Census) as appropriate to carry out this section.

(B) Certain requests to redesignate.—A metropolitan planning organization shall be redesignated upon request of a unit or units of general purpose local government representing at least 25 percent of the affected population (including the central city or cities as defined by the Bureau of the Census) in any urbanized area (i) whose population is more than 5,000,000 but less than 10,000,000, or (ii) which is an extreme nonattainment area for ozone or carbon monoxide as defined under the Clean Air Act. Such redesignation shall be accomplished using procedures established by subparagraph (A).

(f) Factors To Be Considered.—In developing transportation plans and programs pursuant to this section, each metropolitan planning organization shall, at a minimum, consider the following:

(1) Preservation of existing transportation facilities and, where practical, ways to meet transportation needs by using existing transportation facilities more efficiently.

(2) The consistency of transportation planning with applicable Federal, State, and local energy conservation programs, goals, and objectives.

(3) The need to relieve congestion and prevent congestion from occurring where it does not yet occur.

(4) The likely effect of transportation policy decisions on land use and development and the consistency of transportation plans and programs with the provisions of all applicable short- and long-term land use and development plans.

(5) The programming of expenditure on transportation enhancement activities as required in section 133.

(6) The effects of all transportation projects to be undertaken within the metropolitan area, without regard to whether such projects are publicly funded.

(7) International border crossings and access to ports, airports, intermodal transportation facilities, major freight distribution routes, national parks, recreation areas, monuments and historic sites, and military installations.

(8) The need for connectivity of roads within the metropolitan area with roads outside the metropolitan area.

(9) The transportation needs identified through use of the management systems required by section 303 of this title.

(10) Preservation of rights-of-way for construction of future transportation projects, including identification of unused rights-of-way which may be needed for future transportation corridors and identification of those corridors for which action is most needed to prevent destruction or loss.

(11) Methods to enhance the efficient movement of freight.

(12) The use of life-cycle costs in the design and engineering of bridges, tunnels, or pavement.

(13) The overall social, economic, energy, and environmental effects of transportation decisions.

(14) Methods to expand and enhance transit services and to increase the use of such services.

(15) Capital investments that would result in increased security in transit systems.

(16) Recreational travel and tourism.

(g) Development of Long Range Plan.—

(1) In general.—Each metropolitan planning organization shall prepare, and update periodically, according to a schedule that the Secretary determines to be appropriate, a long range plan for its metropolitan area in accordance with the requirements of this subsection.

(2) Long range plan.—A long range plan under this section shall be in a form that the Secretary determines to be appropriate and shall, at a minimum:

(A) Identify transportation facilities (including but not necessarily limited to major roadways, transit, and multimodal and intermodal facilities) that should function as an integrated metropolitan transportation system, giving emphasis to those facilities that serve important national and regional transportation functions. In formulating the long range plan, the metropolitan planning organization shall consider factors described in subsection (f) as such factors relate to a 20-year forecast period.

(B) Include a financial plan that demonstrates how the long-range plan can be implemented, indicates resources from public and private sources that are reasonably expected to be made available to carry out the plan, and recommends any innovative financing techniques to finance needed projects and programs, including such techniques as value capture, tolls and congestion pricing.

(C) Assess capital investment and other measures necessary to—

(i) ensure the preservation of the existing metropolitan transportation system, including requirements for operational improvements, resurfacing, restoration, and rehabilitation of existing and future major roadways, as well as operations, maintenance, modernization, and rehabilitation of existing and future transit facilities; and

(ii) make the most efficient use of existing transportation facilities to relieve vehicular congestion and maximize the mobility of people and goods.

(D) Indicate as appropriate proposed transportation enhancement activities.

(3) Coordination with clean air act agencies.—In metropolitan areas which are in nonattainment for ozone or carbon monoxide under the Clean Air Act, the metropolitan planning organization shall coordinate the development of a long range plan with the process for development of the transportation control measures of the State implementation plan required by the Clean Air Act.

(4) *Participation by interested parties.*—*Before approving a long range plan, each metropolitan planning organization shall provide citizens, affected public agencies, representatives of transportation agency employees, private providers of transportation, and other interested parties with a reasonable opportunity to comment on the long range plan, in a manner that the Secretary deems appropriate. [Emphasis added]*

## APPENDIX D

### Chapter 23 of the Code of Federal Regulations, Section 450

#### **§450.316 Interested parties, participation, and consultation.**

*(a) The MPO shall develop and use a documented participation plan that defines a process for providing individuals, affected public agencies, representatives of public transportation employees, public ports, freight shippers, providers of freight transportation services, private providers of transportation (including intercity bus operators, employer-based commuting programs, such as carpool program, vanpool program, transit benefit program, parking cash-out program, shuttle program, or telework program), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process. [Emphasis added]*

(1) The MPO shall develop the participation plan in consultation with all interested parties and shall, at a minimum, describe explicit procedures, strategies, and desired outcomes for:

(i) Providing adequate public notice of public participation activities and time for public review and comment at key decision points, including a reasonable opportunity to comment on the proposed metropolitan transportation plan and the TIP;

(ii) Providing timely notice and reasonable access to information about transportation issues and processes;

(iii) Employing visualization techniques to describe metropolitan transportation plans and TIPs;

(iv) Making public information (technical information and meeting notices) available in electronically accessible formats and means, such as the World Wide Web;

(v) Holding any public meetings at convenient and accessible locations and times;

(vi) Demonstrating explicit consideration and response to public input received during the development of the metropolitan transportation plan and the TIP;

(vii) Seeking out and considering the needs of those traditionally underserved by existing transportation systems, such as low-income and minority households, who may face challenges accessing employment and other services;

(viii) Providing an additional opportunity for public comment, if the final metropolitan transportation plan or TIP differs significantly from the version that was made available for public comment by the MPO and raises new material issues that interested parties could not reasonably have foreseen from the public involvement efforts;

(ix) Coordinating with the statewide transportation planning public involvement and consultation processes under subpart B of this part; and

(x) Periodically reviewing the effectiveness of the procedures and strategies contained in the participation plan to ensure a full and open participation process.

(2) When significant written and oral comments are received on the draft metropolitan transportation plan

and TIP (including the financial plans) as a result of the participation process in this section or the interagency consultation process required under the EPA transportation conformity regulations (40 CFR part 93, subpart A), a summary, analysis, and report on the disposition of comments shall be made as part of the final metropolitan transportation plan and TIP.

(3) A minimum public comment period of 45 calendar days shall be provided before the initial or revised participation plan is adopted by the MPO. Copies of the approved participation plan shall be provided to the FHWA and the FTA for informational purposes and shall be posted on the World Wide Web, to the maximum extent practicable.

(b) In developing metropolitan transportation plans and TIPs, the MPO should consult with agencies and officials responsible for other planning activities within the MPA that are affected by transportation (including State and local planned growth, economic development, tourism, natural disaster risk reduction, environmental protection, airport operations, or freight movements) or coordinate its planning process (to the maximum extent practicable) with such planning activities. In addition, the MPO(s) shall develop the metropolitan transportation plans and TIPs with due consideration of other related planning activities within the metropolitan area, and the process shall provide for the design and delivery of transportation services within the area that are provided by:

(1) Recipients of assistance under title 49 U.S.C. Chapter 53;

(2) Governmental agencies and non-profit organizations (including representatives of the agencies and organizations) that receive Federal assistance from a source other than the U.S. Department of Transportation to provide non-emergency transportation services; and

(3) Recipients of assistance under 23 U.S.C. 201-204.

(c) When the MPA includes Indian Tribal lands, the MPO(s) shall appropriately involve the Indian Tribal government(s) in the development of the metropolitan transportation plan and the TIP.

(d) When the MPA includes Federal public lands, the MPO(s) shall appropriately involve the Federal land management agencies in the development of the metropolitan transportation plan and the TIP.

(e) MPOs shall, to the extent practicable, develop a documented process(es) that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies, as defined in paragraphs (b), (c), and (d) of this section, which may be included in the agreement(s) developed under §450.314.

## APPENDIX E

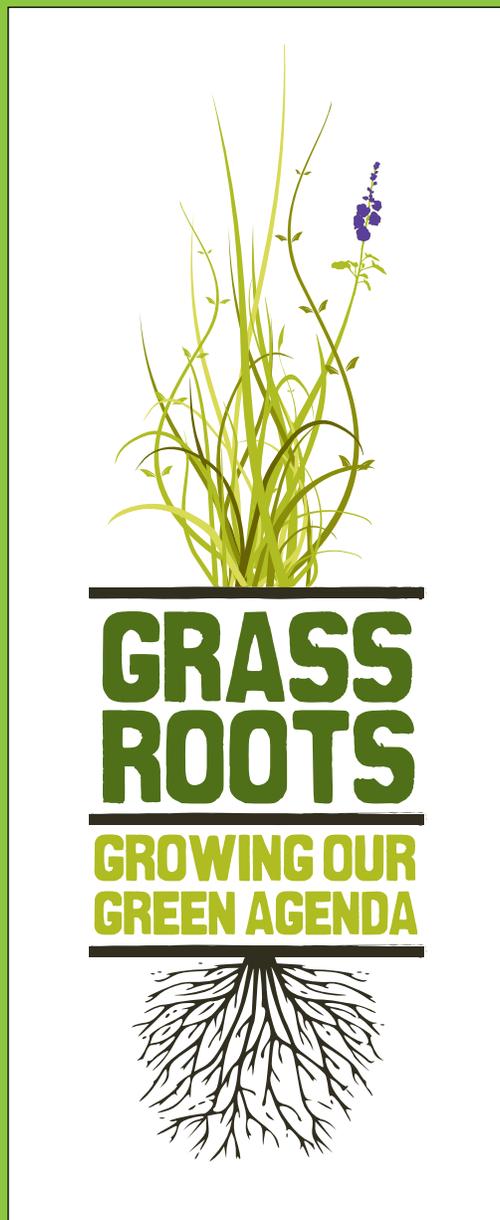
### METROPLAN GREEN AGENDA

Metroplan's Green Agenda was developed in 2010 and 2011 and adopted by the Metroplan Board of Director's on [date]. In 2012, The Metroplan Board instructed staff to incorporate the Green Agenda into a comprehensive regional plan that became known as *Imagine Central Arkansas*. The Board adopted the *Imagine Central Arkansas* plan on December 17, 2014.

# Central Arkansas Green Agenda

Sustainability: Living today like you really believe there will be a tomorrow

4 Focus Areas • 13 Strategies • 106 Actions



Prepared by the Green Task Force  
For the Metroplan Board of Directors

April 2011



**METROPLAN**  
SMART PLANNING MAKES SMART PLACES.

While the Central Arkansas Green Agenda will be used primarily as a guide for area leaders as they work collectively to improve the future sustainability of our region, the plan was developed by you, for you. With that in mind, here are 10 things you can do today to contribute to your Green Agenda, your region, and your future.

## 10 Things You Can Do Today

1. Reduce driving by taking advantage of alternative work arrangements, such as telecommuting, flextime, four-day workweeks, or staggered work hours.
2. Plant a tree. It can help reduce flooding, provide shade and reduce energy costs.
3. Set your air conditioner's thermostat to the highest comfortable temperature. For every degree you raise the setting, you reduce cooling costs by 3 to 5 percent.
4. Use plants native to Central Arkansas for landscaping. Native plants do not need fertilizers and require much less water than non-native plants.
5. Unplug electronics when they are not in use.
6. Turn in your unused and expired medications instead of flushing them down the toilet. This will keep the chemicals out of our water supply.
7. Try alternative forms of transportation instead of driving. For example, use public transit, join a car pool, or walk or bicycle to different destinations.
8. Shop local. It will not only reduce your transportation costs and emissions, but it will also support our local economy.
9. Encourage youth to get involved in local efforts to protect their future environment.
10. Get involved with local planning efforts and express your opinion about including Green Agenda concepts.

Of course this is just a sample of the many things you can do to help make central Arkansas a greener place. We encourage you to do more by always living today like there will be a tomorrow.

Using the Central Arkansas Green Agenda as a guide, local leaders are committed to supporting local communities, businesses, organizations, and individuals who want to do the right thing for the region and our future.

Find out what we're already doing at [www.metroplan.org](http://www.metroplan.org).



**MOVEMENT**



**POWER**



**NATURE**



**KNOWLEDGE**

## Introduction

Recognizing that today's leaders have an obligation to responsibly plan for future generations, the Metroplan Board of Directors initiated the development of a regional Green Agenda in spring 2009. The Green Agenda is intended to inform and inspire actions leading to a more vibrant and sustainable region.

A Green Task Force, created and appointed by the Board, guided the development of the Central Arkansas Green Agenda. The public provided the substance of the Green Agenda through early and meaningful engagement as a part of the Grassroots Initiative. The public outreach effort was designed to engage our region to help identify and enact a plan that will ensure a greener future for central Arkansas and beyond.

The future leaders of Central Arkansas played a significant role in the development of the Green Agenda. Students ranging from elementary to high school identified regional sustainability issues and solutions crucial to the future of Central Arkansas.

People from throughout the region contributed by attending events and meetings, and by submitting more than 200 ideas and casting more than 22,000 votes online to help prioritize the challenges and solutions that should be included as part of the region's Green Agenda.

The Green Agenda development process produced four focus areas, 13 strategies, and 106 actions that together make up the Central Arkansas Green Agenda. It provides a blueprint for steps the region, local governments, businesses, and individuals can voluntarily take to support our regional goals.

The Green Agenda is designed to evolve and respond to the changing needs of the region. Several of the strategies and actions in this report can be implemented immediately, while others may need to be developed further. The Green Agenda will be used as a reference that will evolve as central Arkansas grows. Like cultivating anything worthwhile, this initiative will start small, seeded by ingenuity and passion.

Similarly it will require patience, vigilance, and care to nurture it to its true potential.

Please join us by finding your role in implementing the Central Arkansas Green Agenda.





# Movement

## Key Facts

Central Arkansans drive 34.3 daily miles per capita compared to 22.2 miles per capita for all US urbanized areas.<sup>1</sup>

79% of households in our region spend more than 45% of household incomes on combined housing and transportation costs.<sup>2</sup>

43% of households spend more than 28% of their incomes on transportation.<sup>3</sup>

On average, fuel is the second-largest cost of vehicle ownership, at 26% over five years.<sup>4</sup>

The average cost of owning a car is \$8,485 per year. Only \$1,390 of that stays in the local economy.<sup>5</sup>

<sup>1</sup>Federal Highway Administration, Highway Statistics 2008

<sup>2</sup>"The Housing + Transportation Affordability Index," Center for Neighborhood Technology, <http://htaindex.cnt.org>

<sup>3</sup>"The Housing + Transportation Affordability Index."

<sup>4</sup>"What That Car Really Costs To Own," Consumer Reports, August 2008, <http://www.consumerreports.org/cro/cars/car-prices/what-that-car-really-costs-to-own-4-08/overview/what-that-car-really-costs-to-own-ov.htm>

## Strategies

1. Improve Bicycling Options
2. Improve Walking Options
3. Improve Transit Options
4. Reduce Congestion



### Improve Bicycling Options

- Promote Bicycle Master Plans in local government and the Regional Strategic Bicycle Network.
- Make safe routes for children a priority, whether walking or riding bikes to schools, parks, recreation facilities, and other destinations.
- Enhance bicycle infrastructure (lanes, paths, routes, and bike racks).
- Enhance personal safety through lighting and street design.
- Make community aware of existing bicycle facilities.

### Improve Walking Options

- Promote Master Pedestrian Plans in local government.
- Enhance pedestrian infrastructure (sidewalks, paths, connections, and street furniture).
- Enhance personal safety through street design and lighting.
- Encourage pedestrian-friendly design of roads and land development through policy.

### Improve Transit Options

- Continue to develop the Regional Strategic Transit Network.
- Secure dedicated funding sources.
- Focus on supporting transit hubs and development around hubs.
- Plan for spoke transit, i.e. Little Rock to Conway, Benton/Bryant, and Cabot.
- Develop branded bus routes with high frequency as pilot project.
- Make transit schedules easier to read and access.

### Reduce Congestion

- Continue to develop the Regional Arterial Network, which provides alternative routes to the freeway system and facilitates regional travel.
- Analyze regional traffic congestion and recommend congestion mitigation strategies through the Congestion Management Process.
- Coordinate traffic signals to reduce stop and starts in traffic.



- Promote carpooling, flex work schedule, and telecommuting to reduce rush hour congestion and the number of vehicles on the roads.
- Encourage mixed use and mixed income development to reduce the need for driving and provide options like public transit, walking, and bicycle use.
- Implement a street design program that responds to urban contexts and the role of streets as public spaces and multiple modes. Incorporate green streets, featuring sustainable landscaping standards, streetscape elements, and effective storm water management practices, into this program.
- Improve multimodal connections and choices so that transit connects with bicycle/ pedestrian pathways and destinations.

### Co-benefits of an improved transportation system (it's about more than just the environment)

#### Reduced energy costs

- Non-motorized transportation does not require fossil fuel.
- Reducing congestion will increase vehicle efficiency and reduce fuel consumption.

#### Economic Development

- Most of the dollars spent on fuel leave the region. In contrast, what residents save on lower fuel costs tends to be spent in locally. As people are able to spend less on transportation costs, they have more disposable income available to contribute to the local economy.
- Road projects including pedestrian and bicycle facilities have positive impacts on direct, indirect, and induced jobs.
- Leaving one car home two days a week would save the average person in Central Arkansas \$55/ month and \$660/year in fuel costs.

#### Quality of Life

- Creating opportunities for walking and biking will increase the percentage of adults and youth engaged in physical activity. The U.S. Centers for Disease Control's daily recommended amount of exercise can be met by a 15-minute commute to and from work by walking or bicycle.
- Business and personal health care costs can be reduced dramatically by reducing preventable conditions such as those caused by poor nutrition and lack of physical activity.
- Poor air quality caused by transportation emissions and stationary sources can aggravate respiratory problems like asthma. By improving transportation options, emissions can be reduced.
- Providing multiple transportation options can lead to increased independence, especially for populations that cannot/ should not drive, such as people with disabilities, children, and the aging population.
- Decreasing the time spent commuting, means more time people can spend doing things they enjoy.

## Key Facts

97% of Central Arkansans travel by automobile when commuting to work.<sup>6</sup>

81% of the time there is only one person in the car.<sup>7</sup>

More than 1 in 5 Arkansans age 65+ do not drive because of declining physical or mental health, safety concerns, or limited access to a vehicle.<sup>8</sup>

Arkansas is the second most isolated region in the nation for older non-drivers, with more than 2 out of 3 non-drivers staying home each day.<sup>9</sup>



<sup>6</sup>Susan Piedmont-Palladino, "The Space-Time-Money Continuum," National Building Museum, <http://www.nbm.org/intelligentcities/topics/city/city-essay.html#full>

<sup>6</sup>Highway Statistics 2008

<sup>7</sup>Highway Statistics 2008

<sup>8</sup>Bailey, Linda. Aging Americans: Stranded Without Options. The Surface Transportation Policy Project, Apr. 2004.

<sup>9</sup>Aging Americans: Stranded Without Options.



# Power

## Key Facts

Arkansans with incomes below 50% of poverty level pay 52% of their income for home energy bills.<sup>10</sup>

Middle class Arkansans pay 15% of their income for energy bills.<sup>11</sup>

25-40% of energy used for heating and cooling a typical home is lost to air leakage.<sup>12</sup>

Per capita, Arkansans use over 30% more energy than the national average.<sup>13</sup>

Energy efficiency investments have been shown to increase property values by 2 to 40 times the initial investment cost.<sup>14</sup>



<sup>10</sup>Fisher, Sheehan & Colton, "Arkansas on the Brink: 2009" The Home Energy Affordability Gap, 2010

<sup>11</sup>Arkansas on the Brink: 2009

<sup>12</sup>Energy Efficiency Facts: Locating & Sealing Air Leaks, Energy Efficiency Arkansas

<sup>13</sup>Consumption, Price, and Expenditure Estimates State Energy Data System", US Energy Information Administration, US Department of Energy, [http://www.eia.doe.gov/emeu/states/\\_seds.html](http://www.eia.doe.gov/emeu/states/_seds.html)

<sup>14</sup>Mills, Evan. Amplifying Real Estate Value through Energy & Water Management: From ESCO to "Energy Services Partner". Proceedings of the 2004 ACEEE Summer Study on Energy Efficiency in Buildings. Asilomar Conference Center, Pacific Grove, California. August 22 - 27, 2004

## Strategies

1. Encourage Energy Efficiency
2. Promote Renewable Energy



## Energy Efficiency

### Government

- Conduct comprehensive energy evaluation of municipal buildings and recommend modifications.
- Develop and adopt energy and resource-efficient building standards for all existing municipal facilities.
- Work to develop energy reduction plan for communities.
- Align regional and local energy plans with state and federal energy plans to maximize funding and efficiency.

### Policy

- Update municipal codes to incorporate the latest provisions for energy efficiency and healthy buildings.
- Align local energy codes with latest state and international energy codes.
- Promote energy audits by encouraging them at point of sale to inform buyers of the true cost of housing.
- Incentivize Energy Star buildings.
- Promote "Time of Use Rate" policies to incentivize the reduction of peak electricity loads.
- Reduce the heat island effect and energy consumption by promoting urban forests, cool roofs, and cool pavement.
- Encourage energy efficiency in affordable housing by working with Housing Authorities.
- Identify metro-area vulnerabilities to high energy prices and develop risk management strategies.
- Assist small businesses, community organizations, and public agencies in gaining access to energy efficiency services.



## Renewable Energy

### Research

- Identify local and feasible renewable energy sources (methane, hydro, solar, biofuel, etc.).
- Identify metro-area vulnerabilities to high energy prices and develop risk management strategies.
- Evaluate potential energy savings through more efficient use of transportation technology and alternative fuels.

### Policy

- Identify barriers in municipal codes for small scale renewable energy installation and deployment.
- Promote the establishment of renewable energy generation and management systems (e.g., geothermal, solar, wind, co-generation, smart grid, etc.) on a district and neighborhood scale.
- Encourage the use of renewable and sustainable energy systems in new and existing buildings.
- Encourage local energy providers to use renewable energy for a percentage of their total energy production by exploring the development of a regional renewable portfolio standard.

### Co-benefits of an improved energy system (it's about more than just the environment)

#### Economic Development

- Lower monthly bill cost for residents and businesses can increase the amount of walking around money to be spent in Central Arkansas' local economy.
- Lower energy costs will reduce the cost of doing business, which can increase revenues.
- Encouraging energy efficiency and renewable energy can help create demand for energy-related career fields and jobs.
- By creating more options for energy generation on a local level, we can increase our energy security.

#### Quality of Life

- Increasing the variety of energy sources can reduce the demand on coal-based energy, which will positively impact regional air quality.
- When citizens spend a smaller portion of their income on energy, they are able to spend more on things they enjoy.

## Key Facts

Buildings, which account for about 70% of the electricity consumed in the U.S., could be made up to 50% more energy efficient with currently available products and services.<sup>15</sup>

According to the US Environmental Protection Agency – cool roofs save residents and building owners over 20% in annual cooling energy costs.<sup>16</sup>

Arkansas ranks 42 in electricity productivity, which measures how efficiently states are using electricity.<sup>17</sup>

Renewable energy consumption increased by about 8% between 2008 and 2009, contributing about 8% of the Nation's total energy demand, and 10% of total U.S. electricity generation in 2009.<sup>18</sup>

35 States have Renewable Portfolios Standards, Mandates, or Goals as of 2010. Arkansas is not one of them.<sup>19</sup>

<sup>15</sup>US Department of Energy & National Renewable Energy Laboratory Release Reports on Cutting Energy Use in Half in Commercial Buildings", September 24, 2010, Energy Efficiency & Renewable Energy- US Department of Energy, [http://apps1.eere.energy.gov/news/progress\\_alerts.cfm/pa\\_id=409](http://apps1.eere.energy.gov/news/progress_alerts.cfm/pa_id=409)

<sup>16</sup>Kevin Corcoran, "Cool Roofing: LEED and Metal Roofing," Roofing Contractor, April 12, 2006

<sup>17</sup>"Closing the Efficiency Gap: America's Untapped Opportunity," Rocky Mountain Institute Solutions Journal, Spring 2009.

<sup>18</sup>U.S. Energy Information Administration, Annual Energy Review 2009, Table 1.3, August 2010.

<sup>19</sup>"How much of our electricity is generated from renewable sources?" Energy In Brief, US Energy Information Administration, [http://www.eia.doe.gov/energy\\_in\\_brief/renewable\\_energy.cfm](http://www.eia.doe.gov/energy_in_brief/renewable_energy.cfm)



# Nature

## Key Facts

About one out of every three people in the United States is at a higher risk of experiencing ozone-related health effects.<sup>20</sup>

Vehicles on the road create more than 25% of all air pollution nationwide.<sup>1</sup>

Mixed use, walkable developments now claim a value premium of 30 to 50 percent over comparable single-use, auto-oriented development in many urban and suburban settings.<sup>22</sup>

The sales premium on property within 100 feet of a park of any size is 24 percent.<sup>23</sup>

87 percent of people planning to buy a home in the next three years say that a shorter commute is their top priority.<sup>24</sup>

The first hour of urban stormwater runoff has a pollution index greater than raw sewage.<sup>25</sup>

<sup>20</sup>"Smog: Who Does It Hurt?", EPA-452/K-99-001, Environmental Protection Agency, July 1999, <http://www.epa.gov/oar/oaqps>

<sup>21</sup>US Department of Transportation

<sup>22</sup>Chris Leinberger, Brookings Institution

<sup>23</sup>"The Livability Challenge," CEOs for Cities, <http://www.ceosforcities.org/work/livability>

<sup>24</sup>"Transportation Facts," National Resources Defense Council, <http://www.nrdc.org/smartGrowth/files/smartgrowth.pdf>

<sup>25</sup>"Low Impact Design Manual," 2010, University of Arkansas Community Design Center

## Strategies

1. Protect Air Quality In Central Arkansas
2. Plan For Thriving Communities
3. Reduce Waste Stream
4. Protect Water Sources and Watersheds



### Protect Air Quality in Central Arkansas

- Promote Ozone Action Days Program to reduce harmful vehicle emissions and number of ozone alert days.
- Promote alternative modes of transportation like walking, biking, ride sharing, and transit.
- Improve fuel efficiency of municipal fleets and explore cleaner fuel sources.
- Promote anti-idling policies for municipal and commercial fleets.
- Support programs to retire and recycle inefficient vehicles, which will increase private citizen fuel efficiency.
- Identify barriers in municipal codes for electric vehicle charging stations and update the permitting process.

### Plan for Thriving Communities

- Align local comprehensive development plans with regional transportation, economic development, housing, and other plans that address sustainability.

#### Support existing neighborhoods and infrastructure

- Promote incentives for infill development and innovative solutions for underutilized urban infrastructure.
- Strengthen neighborhood centers by maximizing the competitiveness of traditional centers, such as neighborhood business districts, and increase the walkability and coherence of potential neighborhood centers.
- Make neighborhood context and community identity the focus of redevelopment plans.
- Support community and neighborhood-based efforts to keep communities safe.
- Promote implementation of Form Based Codes as means to guide urban redevelopment and respect neighborhood context.
- Identify areas and nodes suited for mixed use development and make sure zoning ordinance allows mixed use.

#### Buildings

- Encourage the preservation of historic structures, because the greenest building is the one that's already built.
- Remove impediments in existing codes and procedures to sustainable renovations of existing buildings.

**“Unless someone like you cares a whole awful lot, nothing is going to get better. It’s not.”**

– Dr. Seuss, *The Lorax*

**“When we build, let us build as if it would last forever”**

– John Ruskin





# Nature

## Key Facts

When impervious area in a watershed reaches 10%, stream ecosystems begin to show evidence of degradation. Impervious coverage greater than 30% is associated with severe, practically irreversible degradation.<sup>26</sup>

Lake Maumelle is the primary source of drinking water for Central Arkansas.<sup>27</sup>

In the past 5 years, average household water usage among Central Arkansas Water's customers has fallen by 748 gallons per month, which amount to total annual savings of nearly 1 billion gallons. Efficient appliances and water-saving devices are partly responsible.<sup>28</sup>

On average, Arkansans produce over nine pounds of solid waste every day at home, work, and school.<sup>29</sup>

<sup>26</sup>Metro Portland, Green Streets: Innovative Solutions for Stormwater and Stream Crossings

<sup>27</sup>Jason M. Wiest, "Does the Future Hold Water for Arkansas?" 2011, Arkansas Business Green Guide

<sup>28</sup>"Does the Future Hold Water for Arkansas?"

<sup>29</sup>Arkansas Department on Environmental Quality, 2010



- Create local design standards for infill and brownfield projects that receive government incentives.
- Provide incentives to encourage the use of sustainable building practices for new construction and renovation.

### Housing

- Expand the definition of housing cost to include the true cost, which also takes transportation and energy costs into consideration.
- Accommodate diverse land uses and mixed-income housing.

### Local Food

- Identify and reduce policy barriers to local farmers markets and local food production.
- Inventory establishments that provide healthy, affordable and quality food choices.
- Address access to healthy foods in local comprehensive plans.

## Reduce Waste Stream

- Implement an Environmentally Preferable Purchasing program through regional coordination.
- Conduct waste audits in public buildings.
- Expand regional recycling efforts to serve the larger Central Arkansas region.
- Encourage publicly-owned and operated facilities to take the lead as recycling leaders.
- Encourage recycling and recycling-based businesses as part of a comprehensive economic development policy.
- Research the feasibility of a regional composting initiative.
- Encourage community collaboration to connect resources with needs in order to reduce waste.

## Protect Water Sources and Watersheds

### Stormwater Management

- Develop a regional green infrastructure plan that identifies areas to protect as natural in order to preserve watersheds, protect drinking water sources, and guide land development.
- Align local development plans with regional green infrastructure plan.
- Use low impact design principles to lessen the effects of stormwater run-off and flooding.
- Identify barriers in municipal codes for green roofs, porous pavement, and other low impact design features.
- Encourage the use of native vegetation that does not require irrigation.

## Conservation

- Secure long-term drinking water sources for Central Arkansas.
- Protect future water supply by offering people a simple way to use less water.
- Demonstrate innovative water conservation strategies in buildings, with public facilities leading the way.
- Identify barriers in municipal codes for water conservation best practices.
- Identify and adopt best management practices and water conservation standards for new development.

## Co-benefits of an improved natural system

### Reduced Energy Costs

- Water conservation = energy conservation.
- Mixed use land development leads to more efficient heating and cooling of buildings.

### Jobs/ Economic Development

- Connected and compact neighborhoods offer multiple transportation options for employees to get to work, reducing transportation cost barriers.
- Mixed use and more compact development is more cost effective for infrastructure maintenance.
- Street design that incorporates natural drainage techniques for stormwater management have lower maintenance costs than traditional underground drainage and catch basins.
- Lower energy costs mean more affordable housing and transportation and higher levels of disposable income to invest in the local community
- Water is becoming more and more important to businesses and they are looking for places like Central Arkansas where water is available.
- Thriving communities trigger increased property values, tax base, and tax revenues.
- Reducing waste reduces costs to businesses and consumers through avoided removal costs, avoided supply purchases, and potential recycling profit.

### Quality of Life

- Improved street design means improved safety for drivers, pedestrians, cyclists, and emergency access.
- Improving access to local and healthy foods can increase percentage of adult and youth who consume the recommended amount of fruits and vegetables and reduce chronic disease.
- People have more opportunities to interact with each other in communities that have multiple uses.
- Lower housing costs can prevent stress, homelessness, overcrowding, substandard housing conditions, and social isolation of some populations.

**“What oil was to the 20th century, water will be to the 21st century.”**

## Key Facts

Plastic bags can take up to 20 years to decompose in a landfill.<sup>30</sup>

About 30% of waste (including yard waste) is diverted from the Central Arkansas regional land fill by composting, recycling, and reusing.<sup>31</sup>



<sup>30</sup>Keep America Beautiful

<sup>31</sup>“Regional Needs Assessment,” Pulaski County Regional Solid Waste Management District, Jan 2008



# Knowledge

## Key Facts

As of April 2011, there are 1,421,600 Arkansans on Facebook. 2010 Census data lists total population at 2,915,918.<sup>32</sup>

The average American is exposed to hundreds - some say thousands - of commercial messages every day.

If Facebook were a country, it would be the world's 3rd largest (behind China and India).<sup>33</sup>

You must create awareness and establish a benefit before moving anyone to action.

<sup>32</sup>Facebook Advertising 2011 and US Census Bureau 2010

<sup>33</sup>Lev Grossman, "Person of the Year: Mark Zuckerberg," TIME, Dec. 15, 2010



## Strategies

1. Increase Public Awareness Of Benefits
2. Provide Educational Resources
3. Showcase Successful Sustainability Efforts

### Increase Public Awareness of Benefits

- Develop a communication strategy that includes multiple modes of communication, both online and offline.
- Identify easy steps to take for governments, businesses, and individuals to support the Green Agenda.
- Communicate in a way that is personal and understandable.
- Communicate the co-benefits of the Green Agenda actions, especially the economic impacts.
- Increase public awareness of the impact on quality of life.
- Work with vehicle maintenance providers to educate consumers about the potential savings and impact on fuel consumption of maintaining vehicles properly and practicing fuel-efficient driving techniques.
- Support efforts to raise public awareness and involvement in the planning and development review process.
- Develop community-wide demonstration projects and educational efforts that increase awareness of the value of existing buildings among building owners, designers and users.

### Provide Educational Resources

#### Government

- Create and publish inventory of green government practices in Central Arkansas that support the Green Agenda.
- Inform local leaders about green issues.
- Organize fieldtrips to highlight projects that implement and support the Green Agenda.
- Increase communication between local governments and state-wide initiatives and organizations.
- Support a public information campaign to build and sustain support and participation in recycling programs.
- Provide a forum for sharing recycling information throughout region.

#### Business/ Industry

- Provide resources for designers, contractors and building officials regarding sustainability design, construction, retrofits, inspection, and code requirements.

- Create fact sheet for developers and residents with energy efficiency/renewable energy incentive information.
- Facilitate data and information sharing between government agencies.

**General**

- Involve residents and stakeholders with public forums and meetings to increase awareness of land use issues
- Educate staff and citizenry about Green Agenda case studies, incentives, cost benefit analysis, co-benefits.
- Create leadership academy or speaker series.
- Educate the public about the importance of water resources and actions citizens can take.
- Teach awareness and encourage healthy lifestyles at an early age by connecting with school districts and teachers.
- Develop a pledge that individuals, businesses, and governments can take to express their commitment to the Green Agenda.

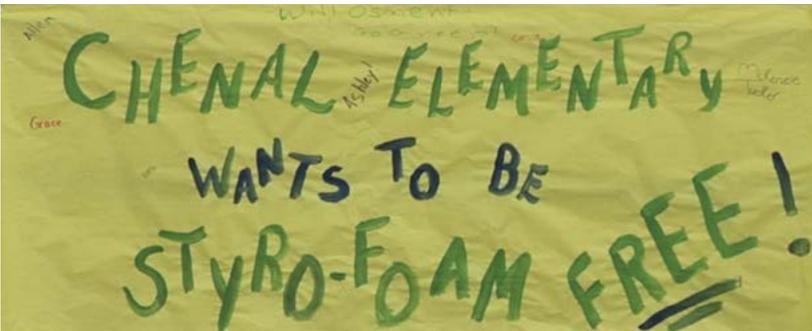


**Showcase Successful Sustainability Efforts**

- Present Green Agenda initiatives of local governments and communities at Metroplan Board meetings (Green Agenda Showcase).
- Apply for regional, state, and national recognition for sustainability efforts.
- Document and share government and business case studies of Green Agenda best practices.

**Establish Incentives and Awards**

- Identify effective incentives for encouraging implementation of Green Agenda.
- Develop a regional award for communities supporting the regional Green Agenda (Green Community Certification).
- Develop programs to encourage and recognize businesses and community members who take action to support the Green Agenda.



**“You must be the change you wish to see in the world.”**

– Mahatma Gandhi

**“Good done anywhere is good done everywhere.”**

– Maya Angelou





METROPLAN

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501 West Markham St., Suite B  
Little Rock, AR 72201

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Prepared by: Jasmin Moore, AICP, Community Planner - Research and writing  
Lynn Bell - Graphics and layout

## APPENDIX F

### Central Arkansas Regional Transportation Study (CARTS) Agreement of Understanding

Federal regulations require the MPO and its member governments, the state DOT and transit operators to enter into a metropolitan planning agreement spelling out the responsibilities of each in carrying out the cooperative transportation planning program

*Metropolitan planning agreement* means a written agreement between the MPO(s), the State(s), and the providers of public transportation serving the metropolitan planning area that describes how they will work cooperatively to meet their mutual responsibilities in carrying out the metropolitan transportation planning process.

That document in central Arkansas is the Central Arkansas Regional Transportation Study Agreement of Understanding (often referred to as the CARTS Agreement). The CARTS Agreement was last modified in 1998 and formally adopted by all of its signatories at that time.

# Central Arkansas Regional Transportation Study Agreement of Understanding

## Between and Among

Faulkner County, Lonoke County, Pulaski County, Saline County, the City of Alexander, the City of Austin, the City of Benton, the City of Bryant, the City of Cabot, the City of Cammack Village, the City of Conway, the City of Haskell, the City of Jacksonville, the City of Little Rock, the City of Maumelle, the City of North Little Rock, the City of Shannon Hills, the City of Sherwood, the City of Vilonia, the City of Ward, the City of Wrightsville, the City of Mayflower, the Central Arkansas Transit Authority, South Central Arkansas Transit, the Arkansas State Highway and Transportation Department, and other jurisdictions or agencies that may, in the future, be admitted to this agreement

## In Cooperation With

The United States Department of Transportation

## To Participate In

The responsibilities and functions of a continuing, comprehensive and cooperative transportation planning process for Central Arkansas through METROPLAN, the designated Metropolitan Planning Organization (MPO) for the Little Rock/North Little Rock Metropolitan Statistical Area.

Whereas, it is the desire of the participating jurisdictions and agencies that there be a continuing, comprehensive, and cooperative (3C) transportation planning process, pursuant to United States Department of Transportation regulations and in accordance with Titles 23 and 49 of the US Code, that is responsive to the needs of the urban and urbanizing areas of central Arkansas and to changes in those areas; and

Whereas, the goal of this planning process is an approved central Arkansas regional transportation plan accepted by all participating jurisdictions and formally approved as the plan for implementation by the MPO Board;

Whereas, it is understood that this agreement does not transfer any constitutional or legislative authority possessed by the participating jurisdictions; and

Whereas, it is understood that the planning process and the relationship between the partners in the planning process is complex and evolves over time;

THEREFORE, IT IS AGREED that the designated metropolitan planning organization shall be the forum for cooperative transportation decision making for the Central Arkansas Regional Transportation Study Area pursuant to United States Department of Transportation regulations and in accordance with US Code.

The MPO may establish advisory committees and hire staff and/or consultants to assist it in its decision making. The organization, composition, responsibilities, and functions of CARTS advisory committees and MPO staff shall be at the direction of the MPO Board.

IT IS FURTHER AGREED that the specific relationships in the planning process and specific responsibilities for conducting planning studies shall be specified in the Unified Planning Work Program as adopted by the MPO and other agreements between the Arkansas State Highway and Transportation Department, the transit provider(s) and the MPO as may be deemed mutually desirable.

IT IS FURTHER AGREED that all existing master street plans, and area-wide road, highway, transit, bikeway, waterport, airport, or pedestrian plans, or any such plans for improvement of transportation facilities within the CARTS boundary shall be consistent with the approved central Arkansas regional transportation plan.

IT IS FURTHER AGREED, that in cooperation with MPO, the participating governments and agencies will take appropriate action to implement the Transportation Improvement Program as approved by the MPO. The Transportation Improvement Program shall be updated at least biennially. The MPO shall publish the approved TIP and TIP updates.

IT IS FURTHER AGREED that modifications to this Agreement must be approved by the MPO Board and submitted to each signatory jurisdiction and agency for ratification. Failure to adopt this Agreement or to ratify proposed modifications will signal that the jurisdiction or agency does not wish to participate in the regional transportation planning process.

Faulkner County

BY: John Wayne Sartor

Lonoke County

BY: Dore Benic

Pulaski County

BY: Lloyd S. Villines, III

Saline County

BY: L. M. Parsons

City of Alexander

BY: Shirley Johnson

City of Austin

BY: Bobbie J. Horn

City of Benton

BY: Mitch McDonald

City of Bryant

BY: Roy Bisby

City of Cabot

BY: Joe L. Alban

City of Cammack Village

BY: W. B. B. B.

City of Conway

BY: Walter J. Kenley

City of Haskell

BY: B. S. Crant

City of Jacksonville

BY: Tommy S. Sartin

City of Little Rock

BY: Sam Waley

City of Maumelle

BY: Robert W. W.

City of North Little Rock

BY: John S. S.

City of Shannon Hills

BY: Donald F. MacIntire

City of Sherwood

BY: B. Mann

City of Vilonia

BY: David Bice

City of Ward

BY: Rory Purvis

City of Wrightsville

BY: Quaine D. Smith

City of Mayflower

BY: Lin W. ...

Central Arkansas Transit Authority

BY: [Signature]

Arkansas State Highway and  
Transportation Department

BY: Paul Fowler

Adopted on 26th day of March, 1998

## APPENDIX G

### RPAC ROSTER AND BY-LAWS

Bylaws of the  
Central Arkansas Regional Transportation Study (CARTS)  
Regional Planning Advisory Council

The Regional Planning Advisory Council (RPAC), in general, shall have the membership, duties and responsibilities described as follows:

I. Membership

A. Composition

1. The RPAC shall be composed as a voluntary citizen group charged with the development of the long-range transportation/development plan and oversight of the public participation process. The RPAC shall be structured to ensure geographic, modal, and interest group (business, construction, environmental, transit dependent populations, etc.) representation. Jurisdictions should not appoint technical staff to the RPAC. Membership shall be limited to no more than forty-five (45) persons. Each CARTS participating jurisdiction shall nominate members based on the apportionment below, with the Board Executive Committee nominating an additional group of at-large members to be sure that a wide variety of interests are represented. In the apportionment below (each representing approximately 22,000 population), the total number of seats are first determined at the county level. Cities with a population greater than 15,000 are given individual apportionments which are allocated from the respective county. Cities smaller than 15,000 are represented within the county apportionment. The City of Little Rock has two less appointments than its population would justify because a significant number of the at-large appointments representing interest groups would likely be from Little Rock.

<b>Jurisdiction</b>	<b>Appointments</b>
<b>Conway</b>	<b>3</b>
<b>Faulkner County</b>	<b>2</b>
<b>Cabot</b>	<b>1</b>
<b>Lonoke County</b>	<b>2</b>
<b>Jacksonville</b>	<b>1</b>
<b>Little Rock</b>	<b>7</b>
<b>Maumelle</b>	<b>1</b>
<b>North Little Rock</b>	<b>3</b>

<b>Sherwood</b>	<b>1</b>
<b>Pulaski County</b>	<b>4</b>
<b>Benton</b>	<b>1</b>
<b>Bryant</b>	<b>1</b>
<b>Saline County</b>	<b>3</b>
<b>AHTD</b>	<b>1</b>
<b>Rock Region Metro</b>	<b>1</b>
<b>At-large</b>	<b>13</b>

Thirty (30) members of the council shall be nominated by local government jurisdictions that participate in CARTS, along with one (1) nomination each from Rock Region Metro and the Arkansas State Highway and Transportation Department (AHTD). Following nominations from the local jurisdictions, Rock Region Metro and the AHTD, thirteen (13) members of the RPAC shall be nominated at-large by the Board Executive Committee to ensure geographic, modal, special interests and ethnic balance in representation. All nominations are subject to confirmation by the Board of Directors.

2. Written notification of nomination to the RPAC from each jurisdiction must be provided to the Board in order to be considered.
3. One designated alternate per appointee is permissible, but the designee must be confirmed by name in a letter to the CARTS Study Director.

**B. Voting Privileges:**

1. Each member of the RPAC shall exercise the one man-one vote rule in all matters coming before the Council.
2. Proxy votes are not allowed, except by designated alternates.
3. A simple majority of the voting membership present shall constitute a quorum of the Council.
4. Although proposed changes to these bylaws may be initiated by the RPAC, a two-thirds affirmative vote of the Board is required to officially amend these bylaws, provided that official notice of the proposed amendment is included in the Board notice of meeting.

C. Terms:

1. Terms of appointment shall be determined by each appointing entity. Prior to each major update of the long-range transportation plan, the Metroplan Board will be asked to appoint and confirm representatives to the RPAC.

II. Meetings

- A. The Regional Planning Advisory Council shall meet at least four times a year during the long-range transportation plan update and one time a year during off years. Other meetings may be called by the CARTS Study Director with concurrence from the Council Chair.
- B. Notice of all meetings shall be communicated (mailed, emailed, faxed) at least seven (7) working days in advance and shall include the date, time and place of the meeting, preliminary agenda, minutes of the previous meetings, and copies of proposed resolutions and reports.
- C. All meetings are open to the public.

III. Chair of the Council

- A. Shall be chosen biannually at the first meeting after October 1.
- B. Shall be elected by a majority vote of the voting members present.
- C. Shall perform the duties usually assigned to that office, such as presiding at all Council meetings.
- D. When unable to complete his/her term, the Chair will be temporarily replaced by the Council Vice-chair until a new election can be held.

IV. Vice-chair of the Council

- A. Shall be chosen biannually at the first meeting after October 1.
- B. Shall be elected by a majority vote of the voting members present.
- C. Shall complete the term of the Chair should the Chair be unable to complete his/her elected term and perform the duties of the Chair should the Chair be unavailable.

## V. Duties of the RPAC

- A. The primary duties of the RPAC are: (1) the development of the long-range transportation/development plan and (2) to provide direction and oversight of the public participation process in the development of plans, processes and policies.

The RPAC functions as the continuing forum in which representatives of the general public, modal and special interest groups work together to oversee progress in successfully moving toward implementation of the long-range plan, and to recommend any necessary actions to the Technical Coordinating Committee (TCC) and Board of Directors in revising the Unified Planning Work Program Unified Planning Work Program (UPWP), the long-range plan or Transportation Improvement Program (TIP) to accomplish this end.

In order to accomplish the duties as charged, the RPAC will need to be involved in the following activities or areas of emphasis. Engaging in these activities or areas of emphasis will enable the RPAC to better undertake, with the TCC, the initiation, development, and implementation of the long-range plan.

Engaging the public – This is an ongoing effort by the RPAC to reach out to the general public to inform them as to the goals and benefits of successful implementation of the long-range plan and to elicit participation and feedback from the public.

Policy and Plan Review and Monitoring – The RPAC will periodically scrutinize both policy and project implementation in order to evaluate progress in plan implementation.

Media Involvement – As part of the overall effort to engage the public, media involvement is an ongoing effort directed toward both informing and involving local media in the long range transportation planning process.

Local Jurisdiction Outreach – The purpose of reaching out to local jurisdictions is to more closely link both existing and future locally developed plans with the long-range transportation plan.

Report to Appointing Jurisdiction or Organization - Regular communication with representatives jurisdiction or organization increases effectiveness.

Future Funding Issues – This effort is tied closely with local jurisdictional outreach to identify, document and proffer local transportation resources that can be used to implement the long-range transportation plan.

- B. Review and comment on TCC recommendations as they pertain to the long-range planning effort. The RPAC and TCC should function in a highly interactive manner and will regularly communicate with each other.
- C. Conduct all business delegated to it by the Board of Directors.
- D. By majority vote, name ad hoc committees as needed. These committees would operate for a limited time, with narrow scopes of work.

#### VI. RPAC Steering Committee

The RPAC Steering Committee is charged with serving as the overall coordination body for the RPAC. The RPAC Steering Committee is comprised of the RPAC chairman, vice-chairman, and three RPAC members elected to serve on the RPAC Steering Committee.

- A. The three elected RPAC members shall be chosen bi-annually at the first meeting after October 1.
- B. Shall appoint ad hoc committees and their chairs in consultation with the CARTS Study Director. Ad Hoc committees shall be limited to a total of eight members, with no more than three members being ex-officio appointees selected for their expertise or experience not available within the RPAC Committee.
- C. Shall receive with the CARTS Study Director the findings of standing and ad hoc committees. The Chair and Study Director shall decide whether to bring the report before the Council or refer it to the committee for additional consideration.

## APPENDIX H

### TCC ROSTER AND BY-LAWS

#### TCC Roster – January, 2018

<b>Voting Members</b>	<b>Representing</b>
Samuel Adams	LRAFB
Donna Bowles	Rock Region METRO
Mark Brimmatt	City of Bryant
Mike Hood	City of Little Rock
David Passmore	City of Shannon Hills
Richard Penn	City of Sherwood
Marty Polk	Saline County
Barbara Richard	Pulaski County
Paul Simms	ArDOT
Finley Vinson	City of Conway
Jay Whisker	City of Jacksonville
Chris Welbourn	City of North Little Rock
<b>Designated Alternates</b>	<b>Representing</b>
Steve Brummett	Pulaski County
Alex DePriest	Rock Region METRO
Jon Honeywell	City of Little Rock
Michael Klamm	City of North Little Rock
Truett Smith	City of Bryant
Matthew Smock	LRAFB
Emmily Tiampati	ArDOT
Phillip Vick	City of Conway
<b>Non-voting Members and Staff</b>	<b>Representing</b>
Casey Covington	Metroplan Deputy Director/TCC Chairman
Amy Heflin	FHWA
Susan Markman	Metroplan

Bylaws of  
the  
Central Arkansas Regional Transportation Study Area (CARTS) Technical Coordinating  
Committee

The Technical Coordinating Committee, in general, shall have the membership, duties and responsibilities described as follows:

I. Membership

A. Composition

1. Voting membership on the TCC shall be composed of one (1) appointee from each general-purpose local government, transit agency, class 1 railroad and the Arkansas State Highway and Transportation Department (AHTD) which are signatory to the CARTS Agreement of understanding.
2. Non-voting membership on the TCC shall be composed of representatives of the US Department of Transportation (USDOT), AHTD Transit Division, AR Pollution Control and Ecology Department (APCED), AR Energy Office, Little Rock Air Force Base (LRAFB) and the CARTS Study Director.
3. Written notification of appointment to the TCC from each governmental jurisdiction, transit agency, class 1 railroad, LRAFB, APCED, AR Energy Office, and state highway and transportation department must be provided to the CARTS Study Director in order to be seated. Appointees should be of technical background and employed by or otherwise serve the jurisdiction/agency they represent.
4. One designated alternate per appointee is permissible, but must be confirmed by name in a letter to the CARTS Study Director.

B. Voting Privileges:

1. Each voting member of the TCC shall exercise the one man-one vote rule in all matters coming before the committee.
2. Proxy votes are not allowed, except by designated alternates.
3. A simple majority of the voting membership present shall constitute a quorum of the Committee.
4. Although proposed changes to these bylaws may be initiated by the TCC, a two-thirds affirmative vote of the Board is required to officially amend these bylaws, provided that official notice of proposed amendment is included in the Board notice of the meeting.

C. Terms:

1. Terms of appointment shall be determined by each appointing entity.

Adopted August 31, 2011

II. Meetings

- A. The CARTS Study Director shall call for meetings of the Technical Coordinating Committee when it is determined that there are sufficient business items to warrant a meeting. Meetings will normally take place on the second Wednesday of the month.
  - a. The Technical Coordinating Committee shall meet no fewer than four times a year.
  - b. Because some items are time-sensitive and non-controversial in nature, the CARTS Study director may elect to take staff recommendations directly to the Metroplan Board without a TCC recommendation. In such cases, the CARTS Study Director will notify the TCC of the recommendation prior to presenting it to the Metroplan Board. Any comments received by the CARTS Study Director from TCC member pertaining to the recommendation will be made available to the Metroplan Board.
- B. Notice of all meetings or non-meetings shall be posted on the Metroplan website and communicated (mailed, e-mailed or faxed) at least five (5) working days in advance and shall include the date, time and place of the meeting, preliminary agenda, minutes of the previous meeting and copies of proposed resolutions and reports.
- C. All meetings shall be open to the public.

III. Chair of the Technical Coordinating Committee

- A. The CARTS Study Director shall act as TCC Chair.
- B. Shall perform the duties usually assigned to that office, such as presiding at all Committee meetings.
- C. Shall appoint ad hoc committees and their chairs in consultation with the TCC Vice-Chair.
- D. Shall receive, with the TCC Vice-Chair, the findings of standing and ad hoc committees. They shall decide whether to bring the report before the Committee or refer it to the subcommittee for additional consideration.

IV. Vice-Chair of the Coordinating Committee

- A. Shall be chosen annually at the first meeting after October 1.
- B. Shall be elected by a majority vote of the voting members.
- C. Shall consult with the CARTS Study Director on appointments to ad hoc committees.
- D. Shall receive, with the CARTS Study Director, the findings of standing and ad hoc committees. They shall decide whether to bring the report before the Committee or refer it to the subcommittee for additional consideration.

V. Duties of the TCC

- A. The primary duty of the TCC is to recommend action to the Board dealing with all products of the Unified Planning Work Program (UPWP), revisions to

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the metropolitan long-range transportation plan and the CARTS Transportation Improvement Program.

- B. Review and comment on RPAC recommendations. The TCC and RPAC should function in a highly interactive manner and will regularly communicate with each other.
- C. Conduct all business delegated to it by the Board.
- D. By majority vote, name ad hoc committees as needed. These committees would operate for a limited time, with narrow scopes of work.

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