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To the Graduate Council:

I am submitting herewith a thesis written by Franklin Delano McKee entitled "Investigation of Administrative Factors Relating to the Expansion of Planning Operations from a Single-County Standard Metropolitan Statistical Area (Nashville-Davidson County) to a Multi-County Standard Metropolitan Statistical Area." I recommend that it be accepted for nine quarter hours of credit in partial fulfillment of the requirements for the degree of Master of Science in Planning.

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INVESTIGATION OF ADMINISTRATIVE FACTORS RELATING TO THE
EXPANSION OF PLANNING OPERATIONS FROM A SINGLE-COUNTY
STANDARD METROPOLITAN STATISTICAL AREA (NASHVILLE-
DAVIDSON COUNTY) TO A MULTI-COUNTY STANDARD
METROPOLITAN STATISTICAL AREA

A Thesis

Presented to
the Graduate Council of
The University of Tennessee

In Partial Fulfillment
of the Requirements for the Degree
Master of Science
in Planning

by
Franklin Delano McKee

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CHAPTER I

INTRODUCTION

Census data collected for the past 170 years reveals, with few exceptions, a continuous trend towards increased urbanization in the United States. Urban population surpassed rural population around 1920. During the past two decades population shifts from rural to urban have increased at an accelerated rate. This is true in Tennessee as well as the rest of the nation. According to the 1960 United States Census, the population of Tennessee was 3,567,089 persons. Of this total, 45 percent lived in or around four metropolitan centers-- Chattanooga, Knoxville, Memphis, and Nashville.¹

Together with rural to urban migration, a central city to suburb movement has resulted in additional burdens upon local governments. Local debt has increased at a remarkable rate since World War II in an attempt to provide facilities in areas neglected during that War while servicing subsequent development.²

¹United States Bureau of the Census, Eighteenth Census of the United States: 1960. Population, Vol. I (Washington: Government Printing Office, 1963), pp. 12-13.

²James A. Maxwell, Financing State and Local Governments (Washington: The Brookings Institution, 1965), p. 183.

The changing urban pattern requires constant review and amendments to governmental policies and programs to ensure maximum benefit from funds expended. The rapid "rural to urban central-city to suburb" migration has moved ahead of and created a need for public services. In many cases antiquated governmental structures and jurisdictional boundaries have further complicated systematic solutions to urban problems. Some metropolitan areas have had more success than others in an attempt to diminish their awkward position. Cities which have modernized their forms of government usually found it a long, difficult process.

Continuing efforts have been made by the federal government to furnish assistance to state and local governments for improvement of physical and social conditions in urban areas. It was recognized by Congress during the New Deal era of the 1930's that action was needed not only to improve economic conditions but to provide better housing.

The laborious task to improve urban conditions began with the National Industrial Recovery Act of 1933. This Act authorized public housing for low-income families. Since then, the program has evolved into a multi-phase attack upon the social and physical ills of our cities.³

³Robert K. Brown, The Development of the Public Housing Program in the United States (Atlanta: Georgia State College of Business Administration, 1960), p. 1.

In 1937, Congress enacted into law the United States Housing Act which established the United States Housing Authority.⁴ Subsequent amendments during the early 1940's pertained mostly to defense housing. A reorganization plan was approved by Congress in 1947 to establish the Housing and Home Finance Agency--"the nation's first permanent peacetime coordinating housing agency."⁵

In 1949, a new Housing Act was enacted in recognition of the continuing need for low-rent public housing. Another important aspect of the 1949 Housing Act was a provision for local public agencies to acquire slum property to redevelop and sell on the private market. Urban renewal had its beginning because of growing recognition of both the extensive physical deterioration in numerous cities and the need for federal assistance. Removal of slums together with public housing construction and other government housing programs, viz., federally insured mortgages, appeared to be the most effective method for improving urban areas.

It only required a few years to see these measures were insufficient to accomplish their objectives. The Housing Act of 1949 received

⁴Ibid., p. 35.

⁵Ibid., p. 56.

major revisions in 1954, and since then adjustments have been necessary to solve our everchanging housing and urban development problems. Physical improvement alone was inadequate to rid cities of slums and related conditions. If slums were to be eliminated, the people living there needed relocating into standard housing.

The Housing Act of 1954 required communities initiating a public housing or urban renewal project to have an approved Workable Program for Community Improvement (Workable Program) designed to eliminate and prevent slums and urban blight. The Workable Program requirement was the first attempt towards a comprehensive and coordinated approach at both federal and local levels. It was also designed to improve administrative and fiscal management in local government. The following table shows major elements of the Workable Program with which a locality must concern itself to receive program approval.

Congress recognized that many communities, especially smaller ones, would not be financially capable of engaging in comprehensive planning as stipulated in the Workable Program. Therefore, Section 701, of the Housing Act of 1954, authorized planning grants for state and local governments to assist in solving planning problems. This reveals that, to be effective, federal programs such as urban renewal and public housing should relate to total community improvement.

TABLE I
ELEMENTS OF THE WORKABLE PROGRAM
FOR COMMUNITY IMPROVEMENT

Codes and Ordinances

Comprehensive Community Plan

Neighborhood Analysis

Administrative Organization

Financing

Housing for Displaced Families

Citizen Participation

Source: Housing and Home Finance Agency. The Workable Program for Community Improvement Fact Sheet. Office of the Administration. Washington: Government Printing Office, 1962.

Workable Program requirements encourage local units of government to examine their organizational structure and administrative techniques. They prompt goal formulation, and by annual recertification serve to measure achievement. Information in the document is essential for program coordination within the Department of Housing and Urban Development. Unfortunately, communities not desiring to meet its requirements view the Workable Program as "more government red tape." Too often, these communities have a practice of neglecting the merits of maintaining a Workable Program after completion of their public housing or urban renewal project.

There is little evidence of any general urban development policy for coordinating all federal programs in the field. Recently, one of the most significant interdepartmental coordination agreements pertaining to urban areas was between the Department of Transportation and the Department of Housing and Urban Development (formerly Bureau of Public Roads and Housing and Home Finance Agency). This agreement, included in the 1962 Highway Act, requires that any metropolitan area wishing to remain eligible for federal highway grants must establish a continuing comprehensive transportation planning process.

Another important step at the federal level to improve departmental cooperation was establishment of the Department of Housing and Urban Development in 1965. This is not only a recognition of the magnitude of urban problems, but it places the director (Secretary Weaver) in better position to formulate more effective policies. It may be an indication that inadequacies existed for any general urban development policy in coordinating all federal programs in the field.

As illustrated by the conception and evolvement of the Housing Act, it is being increasingly recognized by the federal government that program coordination is essential if the objective of orderly urban development is to be achieved. On September 2, 1966, President Johnson issued a memorandum to several departments and agencies of the federal government. The President made it clear in this memorandum that efforts at the federal level must be coordinated "to prevent conflict and duplication among federally-assisted comprehensive planning efforts." (See Appendix A.)

As the federal departments and agencies increasingly coordinate their efforts, it will naturally filter down to the state and local level where large sums of federal funds are being expended. Several alternatives are available through which federal agencies can encourage and induce coordination. One approach is presented in the following chapter describing the situation in Nashville's Standard

Metropolitan Statistical Area (SMSA).

Chapter III will review economic and demographic factors, geographic and physical features, and governmental and planning organizations in the three counties. Chapter IV will portray administrative problems relating to planning for this area and examine possible solution. The last chapter will present a summary and conclusions of this investigation.

CHAPTER II

STATEMENT OF THE PROBLEM

Under the criteria presented in the 1960 Census, Nashville was defined as a single-county, standard metropolitan statistical area--one city with 50,000 or more inhabitants. (See Appendix B.) By being so defined, this assisted in the movement for consolidated government that became effective April 1, 1963. Although the Nashville-Davidson County Planning function had been a single operation in many respects, consolidation permitted greater opportunity to initiate and implement plans without "city limit" conflicts.

The Bureau of the Budget announced on October 18, 1963, a revision in the Nashville Standard Metropolitan Statistical Area which added Sumner and Wilson Counties as shown by Figure 1. Considering the criteria established by the Bureau of the Budget and the interaction occurring between and among these counties, this appears to be an appropriate change.

Reasons for establishing standard metropolitan statistical areas were given by a Bureau of the Budget publication in September 1964 as:

'Standard Metropolitan Statistical Areas' are
among the statistical standards developed under

the sponsorship of the Bureau of the Budget, for Federal agencies compiling statistical data for general purpose use. . . .

.

The primary objective in establishing standard metropolitan statistical areas is to enable Federal statistical agencies to utilize the same boundaries in publishing statistical data useful for analyzing metropolitan problems. The county is the smallest unit for which most agencies provide data. Thus, the criteria used in establishing the existing standard metropolitan statistical areas calls for the use, outside the New England areas, of whole counties in defining the standard areas for which data are presented.¹

On March 16, 1965, Urban Renewal Administrator, William L. Slayton, in the Housing and Home Finance Agency's Planning Agency Letter No. 47 states that:

This letter (1) revises the definition of an eligible Metropolitan Planning Area set forth in the Urban Planning Program Guide, Chapter 2-2, and (2) prescribes additional requirements to be met, prior to approval of an application for an urban planning grant, when the proposed planning grant is for an eligible portion of a larger Metropolitan Area.

The revised definition does not substantially change previous eligibility requirements for a Metropolitan Planning Area, but clarifies the relationship between the requirement that planning must be urban and the

¹Personal Communication from the Bureau of the Budget, December 1966.

requirement that the Planning Area boundaries must coincide with the boundaries of the Standard Metropolitan Statistical Area as established by the Bureau of the Budget.

The basic criteria for a Metropolitan Planning Area have been designed to assure maximum consistency with criteria defining metropolitan areas for purposes of the Open-Space Land Program, the Urban Mass Transportation Program, and Federal-aid highway programs, so that a single planning process can meet the requirements of different Federal agencies and programs.²

The redefining of the standard metropolitan statistical area and the requirement by the Housing and Home Finance Agency (presently the Department of Housing and Urban Development) presents a multiplicity of administrative problems for Metropolitan Nashville-Davidson County's planning operations. Early in 1963 it was assumed, and subsequent effectuation substantiated, that Nashville made a significant step forward in alleviating many of its jurisdictional and governmental problems. However, this accomplishment was minimized by the requirement that standard metropolitan statistical areas be the logical area for planning. Now, under the current policy, Nashville is in the position of having federal assistance for planning and other

²United States Housing and Home Finance Agency, Urban Planning Assistance Program, Planning Agency Letter 47 (Washington: Housing and Home Finance Agency, 1965).

programs curtailed because "Metropolitan Planning" is not being undertaken.

From the viewpoint of Metropolitan Nashville-Davidson County, this new requirement probably means another organization, or a reorganization of an existing agency, to administer the program. It is a recognized need by Mayor Beverly Briley and other public officials in Nashville that coordination must be undertaken with adjoining counties to ensure effective planning. Also, it is apparent that no statutory authority is available where Metropolitan Nashville can require any adjacent county to participate in a joint program. This authority rests with the state.

Several questions are generated relating to the approach necessary for a multi-county planning operation. Should the state legislature require all counties within a SMSA to form a joint planning program? Can Nashville-Davidson County officials persuade adjacent counties to join a regional coordinating or planning agency? Are residents of Wilson and Sumner Counties aware of a need for regional planning to encompass their area?

Although this thesis focuses on factors relating to planning operations for Nashville's SMSA, a better understanding may be possible through a general survey of other factors pertaining to both administrative and planning processes. To be more concrete, it

appears that planning per se and administration should be recognized as tantamount features inseparable in their practical application. A plan would be of little benefit if administrative machinery is not available for implementation. Therefore, no specific distinction between planning and administrative processes is attempted.

CHAPTER III

REVIEW OF EXISTING FACTORS

Chapter II illustrates that the federal government is becoming more aware of the need for program coordination among its own agencies, and at the state and local levels. Furthermore, it indicates that broad policy decisions by the federal government may place local governments in a dilemma. The dilemma may be a "necessary evil" to stimulate closer working relationships among local governments to solve related problems. A point of interest to be noted is that the federal government, having by-passed the state and worked with the local agencies for many years, is now requesting cooperation among local governmental jurisdictions, meaning that, state governments will have to become more involved.

A review of selected topics relevant to both administrative and planning considerations for the three counties constituting Nashville's Standard Metropolitan Statistical Area will be presented in this Chapter. Discussion of individual counties will precede a description of inter-relationships among the three counties.

Davidson, Sumner and Wilson Counties were created as

governmental entities in 1783, 1787, and 1799, respectively.¹ "The county is an ancient institution, a direct descendant of the Anglo-Saxon shire. . . . Tennessee county government is based upon a pattern inherited from Virginia and, more directly, from North Carolina."² The county is a subdivision of the state and, unless constitutionally restricted, the state legislature has authority over its functions.³

Criteria for delineating county boundaries in Tennessee was based primarily on "travel-time"--the farthest point from the county seat being no more distant than a half-day journey by horse. Therefore, counties are small relative to modern transportation methods. These invisible, immobile county lines no longer appear to embrace a logical area for contemporary governmental functions. This is further complicated by a multiplicity of incorporated municipalities and special districts within counties.

Through a brief survey of three counties--Davidson, Sumner, and Wilson--a portrayal of similarities, differences, and

¹Joe C. Carr, Tennessee Blue Book 1965-1966. (Nashville, Tennessee: 1966), pp. 288-292.

²Lee S. Greene and Robert S. Avery, Government in Tennessee (Knoxville: University of Tennessee Press, 1966), p. 216.

³Ibid.

interrelationships are presented. These should serve to illuminate the problem at hand.

I. METROPOLITAN NASHVILLE-DAVIDSON COUNTY⁴

Nashville-Davidson County, officially titled "The Metropolitan Government of Nashville and Davidson County,"⁵ exists as a political entity unlike the other 94 counties in Tennessee. Consolidated city-county government became effective April 1, 1963, after several years of struggle for voter approval. Functions are assigned by it as follows:

Said consolidation shall result in the creation and establishment of a new Metropolitan Government to perform all, or substantially all, of the governmental and corporate functions previously performed by the City and County.⁶

⁴Metropolitan Nashville-Davidson County, Metropolitan Nashville, or Davidson County are synonymous terms in this report, but should not be confused with the Nashville Standard Metropolitan Statistical Area as defined by the Bureau of the Budget in 1963.

⁵Metropolitan Government Charter Commission, The Charter of the Metropolitan Government of Nashville and Davidson County, Tennessee (Nashville: 1962), p. 1.

⁶Ibid.

Geographical and Physical Features

Davidson County is situated near the geographic center of the state as shown by Figure 2. This was one reason for locating the State Capitol here. Similarly, it lies about equidistance from the Great Lakes to the North, and the Gulf of Mexico to the South.

Two distinct geological areas exist within Davidson County-- the Nashville Basin, and the Hills of the Highland Rim. (See Figure 3.) The "hills" extend along the western boundary and across the northwest quadrant forming a barrier relatively unpenetrated by urban development. Of the 533 square-mile area comprising Davidson County, approximately three-fourths is located within the Nashville Basin.

Except for the extreme northwest and southwest portions of Davidson County, drainage is by numerous tributaries emptying into the Cumberland River. This River meanders in a westerly direction across the approximate center of the county. (See Figure 3.) In a past era, it inhibited travel between northern and southern sections of Davidson County and regions beyond. Yet, it was the primary transportation route to major market centers.

Stones River flows northward through the southeast quadrant of the county emptying into the Cumberland River. Prior to construction of a series of dams on the Cumberland River, extensive flooding remained an annual threat. Old Hickory Dam is located at the eastern

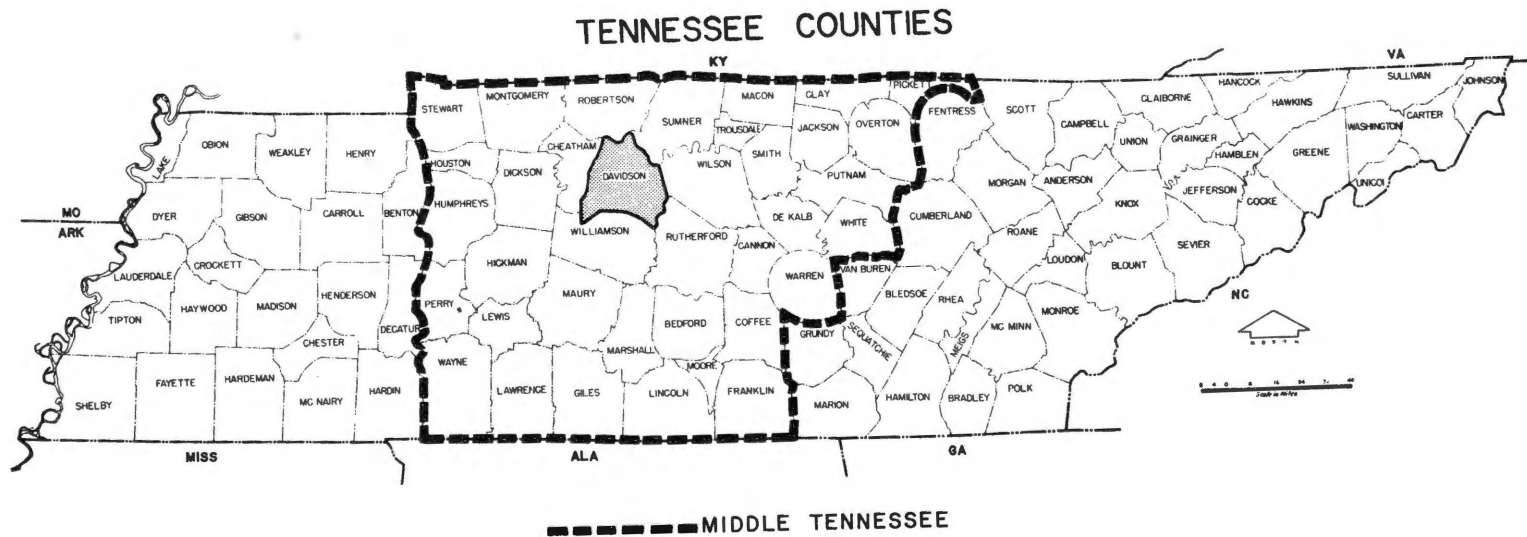
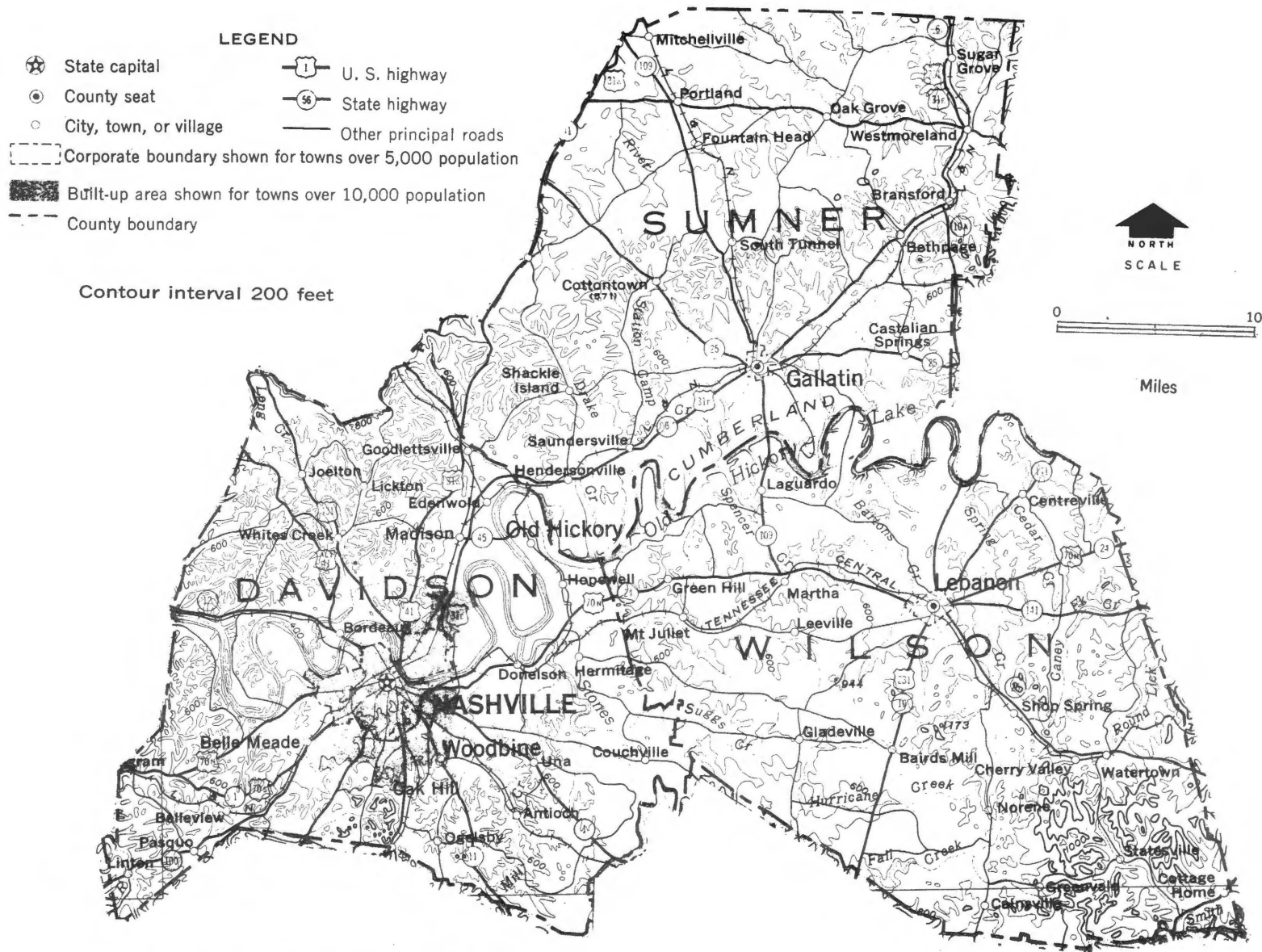


Figure 2. Location Map - Davidson County.
 (From Metropolitan Planning Commission, Nashville, Tennessee, 1965.)



boundary where the Cumberland enters Davidson County. Percy Priest Dam which is currently being constructed on Stones River should further reduce potential floods.

These rivers and other large streams by necessity influenced the early pattern of physical development. Now a new pattern is being formed by reservoirs. Old Hickory Reservoir extending into Davidson, Sumner, and Wilson Counties is a magnet for residential growth. A comparable situation may be experienced around Percy Priest Reservoir.

Cumberland River was the first transportation artery for Nashville, but railroads eventually became more significant. While both remain important together with air travel, highways presently dominate the scene. Four major U. S. Highways with several alternate routes link Metropolitan Nashville to surrounding towns and more distant metropolitan centers. Three interstate routes (24, 40, and 65) now under construction will traverse Davidson County and better facilitate the exchange of goods and services with other major trade centers. (See Figure 1, page 10.)

Population and Economic Factors

The population and economy are closely allied elements in any community. When jobs are not available, workers usually migrate to other areas for employment. Metropolitan Nashville, the major

employment center in Middle Tennessee, continues to experience population gains which may be indicative of economic improvement.

Metropolitan Nashville's population increased an average of 6,500 persons annually between 1940 and 1950. From 1950 to 1960, this expanded to an average of 7,800 persons per year, with the 1960 population being 399,743 persons.⁷ This population increase may be attributed to natural increase and in-migration from surrounding rural areas that are declining in population. Table II indicates rural and urban population changes occurring in Metropolitan Nashville-Davidson County between 1940 and 1960.

While total population increased by 78,985 persons between 1950 and 1960, another event was unfolding. The central city (city of Nashville before consolidation) experienced a decline of 3,443 residents in that decade even though 4,587 persons were annexed in 1959. Thus, the area around the central city gained 81,418 persons.⁸

There are about 760 persons per square mile of land area in Metropolitan Nashville-Davidson County, or 1.2 persons per acre.

⁷United States Bureau of the Census, Eighteenth Census of the United States: 1960. Population, Vol. I (Washington: Government Printing Office, 1963), p. 12. (Referred to hereafter as: Census of the U. S. : 1960)

⁸Bert W. Hawkins, Nashville Metro (Nashville: Vanderbilt University Press, 1966), p. 17.

TABLE II
RURAL AND URBAN POPULATION CHANGES
NASHVILLE-DAVIDSON COUNTY
1940-1960

Year	Rural	Urban	Total
1940	89,865	167,402	257,267
1950	62,871	258,887	321,758
1960	49,184	350,559	399,743

Source: United States Bureau of the Census, Seventeenth Census of the United States: 1950. Population, Vol. II (Washington: Government Printing Office, 1952), p. 10-11; United States Bureau of the Census, Eighteenth Census of the United States: 1960. Population, Vol. I (Washington: Government Printing Office, 1963), p. 12.

However, the population is not dispersed in that fashion. Urban development is generally concentrated in an area, 12 to 15 miles wide, extending north-south across the central part of the county. To the west and northwest lie expansive sections of rough terrain, while on the eastern and southeastern side inaccessibility curtails urban growth.

Although forecasts differ considerably as to the 1970 population for Metropolitan Nashville, they do agree that substantial gains will occur. The forecasts range from a "low" of 467,000⁹ to a "high" of 494,000¹⁰ persons for 1970. At either rate, this will place greater demands upon the community for jobs, housing, and facilities.

Metropolitan Nashville's economy, historically, was based on agricultural trade and services due to productive, fertile soils throughout the Nashville Basin. It was not until the 1930's that the economy of Nashville gained a basic structure of public improvements and development features that placed it in relatively good stead to realize new development opportunities that were generated by World War II.¹¹

⁹Hammer and Company Associates, The Economy of Metropolitan Nashville, Tennessee (Washington: Hammer and Company Associates, 1963), p. 155.

¹⁰Salim A. Kublawi, Population Estimates for Tennessee Counties 1970 & 1980 (Nashville: Tennessee State Planning Commission, 1964), p. 8.

¹¹Hammer, op. cit., p. 5.

"At the end of World War II, Metropolitan Nashville was a diversified industrial center."¹²

In the last two decades the economy of Nashville has retained its diversified nature as a manufacturing, trade, finance, publishing, government, educational, medical, religious, and agricultural trade center. The following table depicts both the diversity of employment and changes by major industry groups. (See Table III.)

Government Structure and Planning Organizations

As previously noted, Metropolitan Nashville-Davidson County became a consolidated unit of government in 1963. It was a long, cumbersome task which witnessed defeat when first attempted in 1958. Similar proposals have been defeated in other areas including Knoxville in 1959 and Memphis in 1962.¹³ Several studies exist about the move to consolidated government in Nashville-Davidson County.¹⁴ From these, it is obvious that established governmental units are extremely

¹²Ibid., p. 8.

¹³John C. Bollens and Henry J. Schmadt, The Metropolis: Its People, Politics, and Economic Life (New York: Harper and Row, 1965), p. 433.

¹⁴David A. Booth, Metropolitica: The Nashville Consolidation (East Lansing, Michigan: Institute of Community Development and Services); Hawkins, op. cit., pp. 3-144.

TABLE III
EMPLOYMENT DISTRIBUTION AND CHANGES
METROPOLITAN NASHVILLE-DAVIDSON COUNTY
BY MAJOR INDUSTRY GROUP

Employment	1940	1950	1960	Change 1950-1960	(Percent)
Agriculture, Forestry, Fishing, Mining	4,296	2,958	1,824	-1,134	(-38.3)
Construction	5,907	10,711	10,467	- 244	(- 2.3)
Manufacturing	21,884	28,798	35,465	6,667	(23.1)
Transportation, Communication and other Public Utilities	8,325	11,960	11,763	- 197	(- 1.6)
Wholesale Trade	2,325	5,843	7,785	1,942	(33.2)
Finance, Insurance and Real Estate	4,268	6,004	8,675	2,671	(44.4)
Business and Repair Service	1,983	3,218	3,988	770	(23.9)
Personal Services	15,087	12,941	13,793	852	(6.6)
Entertainment and Recreation Services	728	1,283	1,232	- 51	(- 3.9)

TABLE III (continued)

Employment	1940	1950	1960	Change 1950-1960	(Percent)
Professional and Related Services	8,193	14,230	22,144	7,914	(55.6)
Public Administration	4,195	6,359	7,818	1,459	(22.9)
Industry Not Reported	1,156	1,731	5,143	3,412	(197.1)
Totals	94,179	127,598	153,374	24,061	(18.2)

Source: Sixteenth Census of the United States: 1940, 2d Series, Tennessee, Table 23, pp. 617, 625, 626; U. S. Census of Population: 1950, Vol. II, Part 42, Chap. B. Table 43, pp. 100, 108, 109; U. S. Census of Population: 1960, PC (1)-44C, Table 85, pp. 231, 236, 237.

reluctant towards reorganization. Currently, six small incorporated areas remain in Davidson County, although each may choose to surrender its charter.¹⁵

Metropolitan Government of Nashville and Davidson County's chief executive officer is the Metropolitan County Mayor who is popularly elected for a four-year term. He has administrative and supervisory power over departments through departmental directors. The Mayor appoints directors to each of the seven departments, and members to seventeen boards, commissions, and authorities. These appointments require council confirmation.¹⁶

The legislative body (Metropolitan Council) is composed of 40 elected councilmen and a vice-mayor. Five councilmen and the vice-mayor are elected "at large" while the remaining council members are selected from each of 35 councilmanic districts. Members of this legislative body are selected for four-year terms.¹⁷

One unique feature of this governmental unit is the establishment of an urban services district and a general services district.

¹⁵Metropolitan Government Charter Commission, op. cit., pp. 82-83.

¹⁶Ibid., pp. 31-66, 80.

¹⁷Ibid., pp. 5-9.

The urban services district, the area incorporated prior to consolidation, is sometimes referred to as the "old city limits." The general services district is coterminous with the county boundary and it includes the urban services district.¹⁸ Under this arrangement, policies relating to taxes and expansion of urban services can be more consistent, since some facilities are provided within the urban services district that are not available outside this district. Also, the tax rate is higher within the urban services district.

Six incorporated municipalities in Metropolitan Nashville-Davidson County have individual legislative bodies. These areas are encompassed administratively within the general services district. However, they still retain various corporate powers, e.g., taxing and zoning control. Primarily these exist as "protectors" of high-income residential areas, while one "city" is without a zoning ordinance.

Planning operations have been in effect in Nashville and Davidson County since 1932 and 1940, respectively. In early stages planning mostly pertained to zoning and subdivision control. Within the past decade more emphasis has been directed towards a program of land use, circulation, community facilities, and implementation procedures throughout the entire jurisdiction.

¹⁸Ibid., p. 1.

Metropolitan government and county-wide planning have permitted effective coordination not enjoyed by similar urban areas. Conflicts have diminished which lead to more effecient approaches for programming and providing services. Planning has become an important element for better direction throughout the community.¹⁹

The Metropolitan Planning Commission consists of 10 members-- the Mayor, one councilman, and eight members appointed by the Mayor with confirmation by the council. A Department of Planning as provided for in Metropolitan Nashville-Davidson County's Charter assists the Planning Commission with its duties.²⁰

Municipal Planning Commissions as permitted under Chapters V, VI, VII, Title 13 (Public Planning and Housing), Tennessee Code Annotated exist in five of the six small municipalities in Davidson County. These commissions are mostly concerned with subdivision and zoning regulations. These commissions are without staff personnel, but from time to time they request informal advice from the Metropolitan Planning Commission's staff.

¹⁹ Hammer, op. cit., p. 193.

²⁰ Ibid., pp. 51-52.

II. SUMNER COUNTY

Sumner County lies northeast of Davidson County to which it is coterminous along a 15-mile boundary. Sumner County covers an area of 549 square miles.²¹ Gallatin is the county seat and largest municipality within the county. It is about 25 miles from Gallatin to Nashville's central business center as shown by Figure 4.

Geographical and Physical Features

The Cumberland River, or more specifically Old Hickory Reservoir, is situated along Sumner County's southern boundary. Trousdale and Macon Counties join Sumner County on the east, while Robertson County lies to the west. A portion of the Tennessee-Kentucky State line forms the northern boundary. Several small communities are located throughout Sumner County along main traffic arteries.

Two distinct geological forms are found in Sumner County. The northern half of this county is situated along the Highland Rim, while the southern half lies within the Nashville Basin. The Highland Rim sector is from 200 to 300 feet higher in elevation than the southern portion. A series of hills are encountered as one travels northward

²¹Carr., op. cit., p. 187.

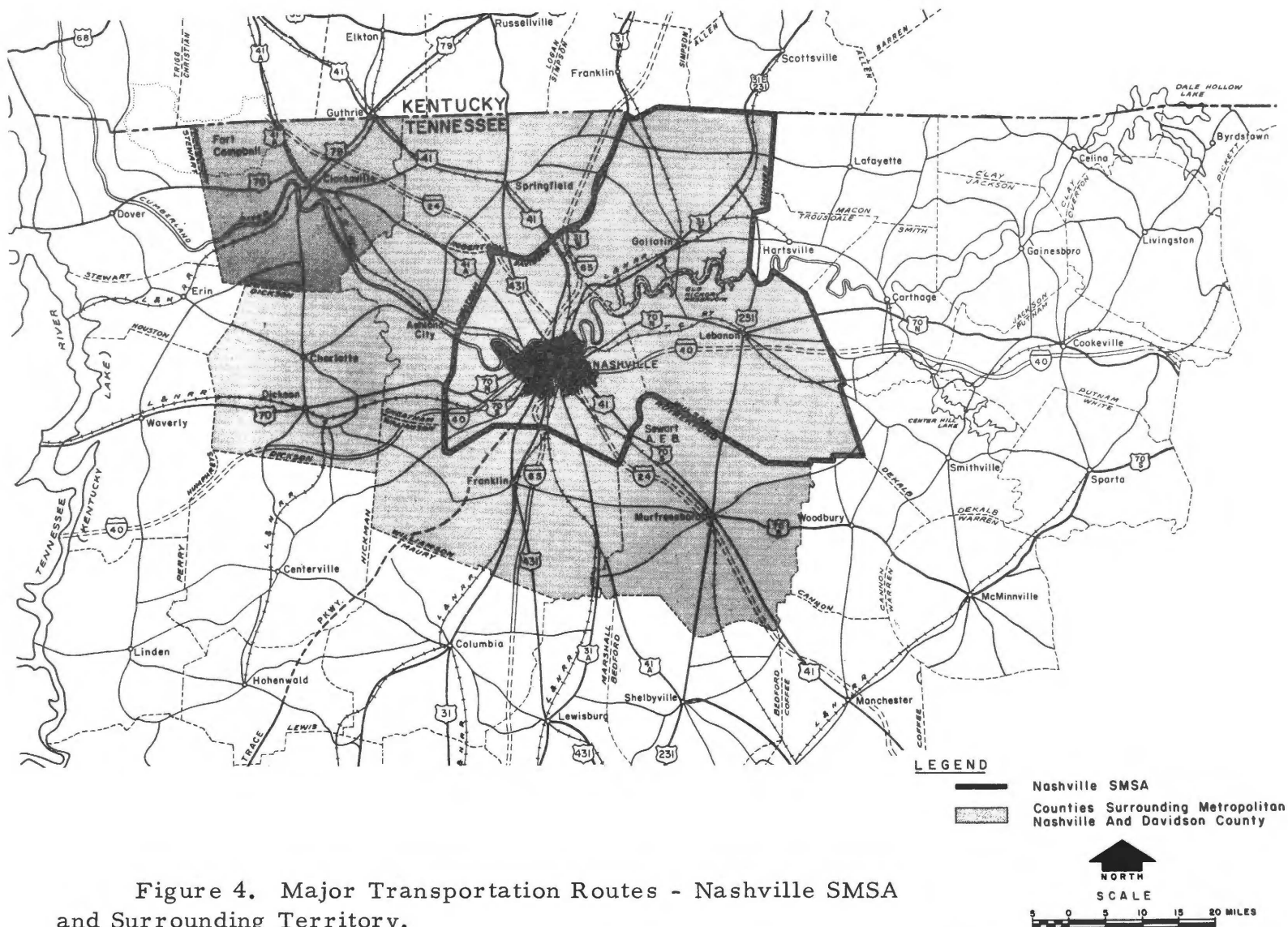


Figure 4. Major Transportation Routes - Nashville SMSA and Surrounding Territory.
(From Metropolitan Planning Commission, Nashville, Tennessee, 1965.)

from the Nashville Basin. These hills were formed by weathering of less resistant rocks and other materials. Beyond the hills, the territory becomes relatively level, but soils are not as fertile as those in the Nashville Basin. (See Figure 3, page 20.)

Drainage patterns are influenced naturally by the topography. Therefore, in southern Sumner County drainage is by several streams (creeks) which flow southward into Cumberland River. Streams in the northern (Highland Rim) portion of the county flow northward emptying into rivers in Kentucky.

Old Hickory Reservoir inundates low-lying land along Sumner County's southern boundary. Coves are prevalent in this area.

Railroads and State and U. S. Highways serve Sumner County. The focal point is Gallatin. (See Figure 4, page 32.) From here, major routes are oriented generally in a north-south direction to larger cities, e.g., Bowling Green and Louisville, Kentucky and Nashville.

U. S. Highway 31E linking Nashville and Louisville, via Bowling Green, parallels the western boundary of Sumner County. U. S. Highway 31W traverses Sumner County in a southwest-northeast direction through Gallatin to link the same two cities (Nashville and Louisville) via Glasgow, Kentucky. U. S. Highway 231 extending from Birmingham, Alabama northward through Huntsville, Alabama, and

Murfreesboro and Lebanon, Tennessee intersects U. S. 31E about 12 miles northeast of Gallatin. This route (U.S. 231) permits direct, north-south traffic to by-pass Nashville and Gallatin.

There are three State Highways (25, 52, and 109) serving Sumner County. Routes 25 and 52 provide for east-west traffic movement across the county. Highway 25 serves the southern portion of Sumner County, while the other highway (52) serves the northern part. State Highway 109 is a major connector extending from Interstate 65 and U. S. 31W near the northeast corner of Sumner County, through Gallatin, southward to U. S. Highway 70N and Interstate 40 in Wilson County.

Interstate 65, the main north-south interstate highway for Middle Tennessee, is proposed to traverse the southwest "tip" of Sumner County and parallel its western boundary similar to U. S. Highway 31W as indicated by Figure 4, page 32.)

Population and Economic Factors

Sumner County experienced an increase in population of 1,814 inhabitants between 1940 and 1950, and 2,684 persons from 1950 to 1960. This may not be considered a significant gain when compared to Davidson County, but Macon and Trousdale Counties which join Sumner County on the east had population declines. In 1960, there

were 36,217 persons residing in Sumner County of whom 28,316 were classified as "rural" and 7,901 as "urban."²² However, "rural" does not necessarily indicate agricultural employment, but it is based on density and size of place.²³ Therefore, the population in Portland, an incorporated city located about 15 miles north of Gallatin, was classified as "rural," because its population numbered 2,424 inhabitants, or 76 persons less than required to be designated "urban." In 1960, there were four incorporated municipalities in Sumner County with a total of 11,374 inhabitants.

There are 66 persons per square mile in this county, but roughly 60 percent of the population is situated within the southern (Nashville Basin) portion.²⁴ In observations over the past few years, since 1960, the area adjacent to Davidson County, Hendersonville and environs, has experienced extensive residential growth. This was generated mainly by suitable building sites near Old Hickory Reservoir

²²Census of the U. S.: 1960, Vol. 1, part 44, p. 16.

²³The 1960 Census defined urban as. . . .all persons living in (a) places of 2500 inhabitants or more, incorporated as cities. . . .; (b) densely settled urban fringe urbanizing areas. . . .; (d) counties with no incorporated municipalities within their boundaries having a population density of 1500 persons or more per square mile; and (e) unincorporated places of 2500 inhabitants or more.

²⁴Census of the U. S. : 1960, part 44, pp. 5, 16.

with relatively easy access to employment centers in Davidson County and Gallatin.

Although still important in Sumner County, agriculture no longer dominates as the major employment activity. Of 13,321 persons employed in 1960, only about one-fifth (2,573) were seeking a livelihood from agriculture, forestry, fishing, and mining as shown by Table IV. Numerically, this was 2,116 less than in 1950.

Manufacturing employment increased from 2,088 to 3,845 persons or 84 percent between 1950 and 1960. Because of the large number of persons moving out of agriculture, the absolute gain in employment during that decade was 793 persons.²⁵

Governmental Structure and Planning Organizations

For governmental purposes, Sumner County is not unlike most other counties in Tennessee. Functions of Tennessee counties have been described as:

. . .a mixture of activities of statewide and purely local interest. Education, highways, and welfare loom as the principal items of expenditure in the county budget. In addition, the county is an important area in the judicial administration of the

²⁵ See Source of Table IV.

TABLE IV
EMPLOYMENT DISTRIBUTION AND CHANGES
BY MAJOR INDUSTRY GROUP
SUMNER COUNTY

Employment	1940	1950	1960	Change 1950-1960	(Percent)
Agriculture, Forestry, Fishing, Mining	6,109	4,689	2,573	-2,116	(- 45.1)
Construction	354	740	936	196	(26.5)
Manufacturing	1,456	2,088	3,845	1,757	(84.1)
Transportation, Communication and other Public Utilities	273	506	1,014	508	(100.4)
Wholesale Trade	93	212	307	95	(44.8)
Retail Trade	764	1,181	1,571	390	(33.0)
Finance, Insurance and Real Estate	108	139	282	143	(102.9)
Business and Repair Services	136	228	257	29	(12.7)
Personal Services	882	669	874	205	(30.6)

TABLE IV (continued)

Employment	1940	1950	1960	Change 1950-1960	(Percent)
Entertainment and Recreation Services	23	45	100	55	(122.2)
Professional and Related Services	471	592	909	317	(53.7)
Public Administration	159	201	319	118	(58.7)
Industry Not Reported	129	239	334	95	(39.7)
Totals	10,957	11,529	13,321	793	(6.9)

Source: Census of U. S. 1940, 2d Series Tennessee, Table 23, p. 625; Census of U. S.: 1950, Vol. II, Part 42, Table 43, p. 108; Census of U. S.: 1960, PC (1) -44C, Table 85, p. 236.

state. It is the basic unit of election administration. It is the unit for the control of estates, the registration of property titles, the settlement of wills, and so on. It is one of the principal areas in the promotion of public health.²⁶

Sumner County's legislative body, the county quarterly court, is composed of 40 members (justices of the peace) elected from 17 civil districts within the county. These members are elected by popular vote for six-year terms. A mixture of legislative and administrative functions are exercised by the county quarterly court.

Unless otherwise prohibited by state law, the county quarterly court levies taxes on personal and real property; provides for tax collections; makes appropriations of county funds; authorizes bond issues; makes or approves purchase and contracts; passes on claims against the county; and makes reports on the county's financial position. Strictly speaking, these are principally administrative powers. But such rule-making, or legislative, powers as the county has will be exercised by the county court.²⁷

To further lend to confusion between separation of legislative, administrative, and judicial powers, the county's "chief executive" is titled "county judge." However, this position lacks real executive power, and business of the county quarterly court often is delegated

²⁶Greene and Avery, op. cit., p. 218.

²⁷Ibid., p. 223.

to committees. It was noted previously in this document that county government, apparently, is not keeping pace with contemporary functions.

One method to partially circumvent the county's inaction toward services is municipal incorporation. There are four incorporated municipalities in Sumner County--Gallatin, Portland, Westmoreland, and Mitchellville. Each of these governmental units has its own elected legislative body and chief executive. Both Gallatin and Portland provide basic governmental services within their areas, e.g., water, sewerage, and fire and police protection.²⁸ Three special single-purpose utility districts have been created in Sumner County to furnish water in and around larger unincorporated communities.

Planning commissions have been established for Portland, Gallatin, and Sumner County. The Tennessee State Planning Commission has designated Portland and Gallatin's commissions as municipal-regional operations which permits extra-territorial jurisdiction up to five miles beyond the limits of such municipality.²⁹

²⁸M. C. Gravely, Jr., Community Data Gallatin and Sumner County, Tennessee (Nashville: 1964), p. 3.

²⁹Nicholas Beehan, Jr. (comp.), Tennessee Planning Legislation 1935-1965 (Nashville: Tennessee State Planning Commission, 1965), p. 8.

Gallatin's Planning Commission was organized in 1949. Since then it has intermittently contracted with the Tennessee State Planning Commission's technical staff for advice and preparation of various planning reports. This Planning Commission administers subdivision regulations and reviews proposed amendments to the zoning ordinance.³⁰

The Gallatin Housing Authority was established in 1952. This Authority is responsible for low-rent public housing and urban renewal in Gallatin. Since its creation, 238 low-rent housing units have been constructed, and one urban renewal project initiated.³¹

A municipal-regional planning commission has been appointed in Portland, but it has not been very active. Portland has an approved Workable Program which may indicate that an application will be submitted for low-rent public housing or urban renewal and, therefore, stimulate more interest in a planning program.

Sumner County's Planning Commission was created around 1950 in recognition that old Hickory Reservoir, when impounded, would attract various types of development, e.g., residential, boat docks,

³⁰Interview with Harris Hatcher, Staff Member, Tennessee State Planning Commission.

³¹National Association of Housing and Redevelopment Officials, Housing and Urban Renewal Directory 1964-1965 (Washington: National Association of Housing and Redevelopment Officials, 1965), p. 283. (Subsequent reference: "NAHRO")

and commercial establishments. This commission contracted with Tennessee State Planning Commission for assistance to develop a plan together with a zoning ordinance for the area.³²

Proposals were submitted in 1952, but rejected by the citizens because "false rumors had been spread, and the commission was accused of trying to regulate too many things."³³ After that, the Planning Commission experienced an inactive period of about five years, and Old Hickory Reservoir was a reality. When commercial boat docks appeared in front of picture windows, attitudes changed towards zoning controls. In January 1959, a zoning ordinance was adopted for Sumner County. However, it only protects the area along the lake, since the remainder of the county was zoned "nonclassified" which permits any use.³⁴

The Planning Commission, also, has adopted subdivision regulations. Other than zoning and subdivision regulations, little has been accomplished to formulate a comprehensive, county-wide plan.

³²Alan D. Goodwin, "How Zoning Came to Sumner County," The Tennessee Planner, XVIII (June 1959), pp. 99-100.

³³Ibid., p. 100.

³⁴Ibid., pp. 102-105.

III. WILSON COUNTY

Wilson and Sumner Counties have many similarities in respect to geography, economy, population, and governmental structure. This may be surmised since each met criteria established in Appendix B simultaneously. Wilson County, an area of 580 square miles including a 16-square mile state park, is larger than Davidson or Sumner Counties.³⁵ Lebanon, the county seat, is situated near the geographical center of Wilson County. It is approximately 30 miles from Lebanon to Nashville's central business district.

Geographical and Physical Features

Wilson County is jurisdictionally and physically separated along its northern limits from Sumner County by Old Hickory Reservoir--the center of Cumberland River is the county line for approximately 20 miles. To the west, Wilson County is coterminous with Davidson County along a 12-mile boundary.

Except for a small area in the southern extremity, Wilson County is situated within the Nashville Basin. The southern area consists of hilly terrain which denotes the beginning of the Highland Rim. Elevation

³⁵Carr, loc. cit.

diminishes from approximately 900 feet (above sea level) in the southern part to around 500 feet (above sea level) in northern Wilson County. Therefore, the larger streams in Wilson County originate and flow northward and northwestward eventually emptying into Cumberland River.

Major transportation routes serving Wilson County and particularly Lebanon are Interstate 40, U. S. Highways 70N and 231, and the Tennessee Central Railroad. Lebanon lies at the focal point of these main arteries. (See Figure 4, page 32.)

Interstate 40 was recently completed through this county in its east-west route between Nashville and Knoxville. There are five interchanges on Interstate 40 in Wilson County. One of these is east of Lebanon, two serve Lebanon, and two others are between Lebanon and Davidson County.

U. S. Highway 70N is a major east-west route traversing Wilson County. It is located roughly five to seven miles north of and parallel to Interstate 40 throughout the county. U. S. Highway 231 extends north-south across Wilson County crossing Cumberland River near the eastern boundary of Sumner County. Besides facilitating local traffic, it serves as a direct route between Alabama and Kentucky, thus, bypassing Metropolitan Nashville.

State Highways 24, 26, 109, and 141 provide for intra- and inter-county traffic movement. Highway 109 is probably the most significant of these as an intercounty route. It permits direct travel from Gallatin and Sumner County across Cumberland River to Interstate 40. In a discussion with Gallatin residents, it was noted that they preferred to utilize Highway 109 to Interstate 40 for traveling to Nashville. This route requires less travel time than U. S. Highway 31E which is actually a shorter distance between Nashville and Gallatin.

Population and Economic Factors

The population of Wilson County increased from 26,318 persons to 27,668 persons between 1950 and 1960. Although this is not a significant gain, it may be more meaningful by recognizing that three adjoining counties (DeKalb, Smith, and Trousdale) incurred population declines during this period.³⁶

The number of "rural" residents decreased during that decade (1950-1960) by 1,249 persons. On the other hand, there were 2,599 more "urban" residents in 1960 than 1950. Lebanon was the only area classified as "urban" by the 1960 census. However, Watertown, the other incorporated municipality in Wilson County had 919 residents

³⁶Census of the U. S.: 1960, PC (1)-44A, p. 13.

in 1960.³⁷

Two major areas of residential growth were personally observed from airplane flights over Wilson County in 1965. One area was Lebanon's environs. The other was a more extensive area situated in the northwestern part of Wilson County, generally, extending between Old Hickory Reservoir and U. S. Highway 70N near Davidson County. There appeared to be little continuity to development occurring in this region.

Wilson County's agrarian economy has shifted since 1950 towards manufacturing and other nonagricultural pursuits. However, agriculture remains a major occupation, although its employment declined 47 percent between 1950 and 1960.³⁸ (See Table V.)

Manufacturing employment practically doubled during the 1950's. It seems that Wilson County prevented a population "loss" by attracting new industries to employ persons moving out of agriculture. All non-agricultural industry groups, except Business and Repair Services, experienced increased employment as shown by the following table.

³⁷Ibid., p. 16.

³⁸Ibid., p. 237.

TABLE V
EMPLOYMENT DISTRIBUTION AND CHANGES
BY MAJOR INDUSTRY GROUPS
WILSON COUNTY

Employment	1940	1950	1960	1950-1960	(Percent)
Agriculture, Forestry, Fishing, Mining	4,444	3,420	1,786	-1,634	(- 47.5)
Construction	306	625	849	224	(35.8)
Manufacturing	1,068	1,449	2,607	1,156	(80.4)
Transportation, Communication and other Public Utilities	218	342	545	203	(59.3)
Wholesale Trade	164	232	278	46	(19.8)
Retail Trade	733	1,139	1,503	364	(31.9)
Finance, Insurance and Real Estate	84	152	298	146	(96.0)
Business and Repair Services	106	193	170	- 23	(- 11.9)
Personal Services	769	667	788	121	(18.1)

TABLE V (continued)

Employment	1940	1950	1960	Change 1950-1960	(Percent)
Entertainment and Recreation Services	26	46	72	26	(56.5)
Professional and Related Services	517	702	919	217	(30.9)
Public Administration	147	240	297	57	(23.7)
Industry Not Reported	134	144	327	183	(127.0)
Totals	8,716	9,351	10,439	1,986	(21.2)

Source: Census of U. S.: 1940, 2d Series Tennessee, pp. 617, 625, 626.; Census of the U. S.: 1950, Table 23, Vol. II, Part 42, Table 43, pp. 100, 108, 109.; Census of the U. S.: 1960, PC (1)-44C, Table 85, pp. 231, 236, 237.

Governmental Structure and Planning Organizations

The governmental structure in Wilson County is very similar to that in Sumner County and most other Tennessee counties. The county legislative body or county quarterly court consists of 53 members elected from 25 civil districts within Wilson County. The county judge is the presiding officer at the quarterly court sessions.

The functions of this body are both legislative and administrative. It sets the tax rate on property and makes appointments to various boards and commissions, e.g., school board and road commission.

Lebanon and Watertown are incorporated municipalities in Wilson County, each having its separate legislative body. These cities provide water and sewer services, police and fire protection and other urban services. A utility district was established in the western part of Wilson County to supply water throughout this area. It is the primary source of water for new residential subdivisions being developed around Mt. Juliet and along U. S. Highway 70N.

Three planning commissions exist within this county--Wilson County, Lebanon, and Watertown. These commissions were established pursuant to the authority contained in Title 13, Tennessee Code Annotated, as amended.³⁹ Lebanon's Planning Commission is a

³⁹Beehan, op. cit., pp. 1-39, 44-49.

municipal-regional operation which permits extra-territorial jurisdiction up to five miles beyond the city limit. Watertown has a municipal planning commission with jurisdiction coterminous with the city's boundary. The remainder of Wilson County is under its own planning commission's jurisdiction. Since these commissions have no permanent staff, advice and assistance is received from the Tennessee State Planning Commission. This is usually by formal agreement with partial financial aid available under Section "701," of the U. S. Housing Act of 1954, as amended.

Personal surveys revealed that Lebanon's Planning Commission is more active than either of the other two planning commissions. Land use, circulation, and community facilities plans have been completed for Lebanon, along with other related documents.

The Lebanon Housing Authority was established in 1949 to secure and operate low-rent public housing, and to engage in urban renewal for Lebanon. It now has 396 units of low-rent housing. Two urban renewal projects are in progress--one in the rebuilding stage and one in the feasibility survey stage.⁴⁰

⁴⁰ NAHRO, Housing and Urban Renewal Directory: 1964-1965, p. 284.

Watertown's and Wilson County's Planning Commissions have experienced very little progress with their planning programs. Sub-division regulations are in affect in the county, however, comprehensive planning is lacking. The passive attitude displayed toward planning in Wilson County may stem from the defeat of a county zoning ordinance around 1960.

IV. THE THREE COUNTY RELATIONSHIP

The review of individual counties reveals that transportation, economic, and demographic patterns are changing within each county. More persons are engaged in nonagricultural pursuits than ever before, while agricultural employment continues to decline. The population is shifting from rural to urban. New highways reduce inter- and intra-county travel-time to provide additional social and economic interaction throughout the area. Old Hickory Reservoir has caused new trends in residential growth. The following paragraphs will focus on relationships and linkages between and among these three counties.

Geographical and Physical Features

These features have enhanced, in most instances, close ties among Davidson, Sumner, and Wilson Counties. Extensive common boundary lines delimiting these local governmental units have been no

barrier for movement among these counties. Rivers were spanned and highways constructed to further unify this triad.

The major cities and a higher concentration of people are within the Nashville Basin portion of the SMSA, while the Highland Rim area extending along northwestern and northern Davidson County and across the northern half of Sumner County is sparsely populated. (A small portion of southern Wilson County is within the Highland Rim.) This pattern of development is mostly historical, since towns were usually located near large streams for transportation and water facilities. Also, the soils of the Highland Rim are not as fertile as those of the Nashville Basin. Roads were not easily constructed between the Basin and the Rim due to rough terrain.

Drainage from these three counties is into the Cumberland River, except for the Highland Rim areas. The Cumberland River, once a barrier, is a unifying feature in several respects, especially after Old Hickory Reservoir was empounded. In addition to being a source of raw water for domestic and industrial purposes, it is an important transportation artery.

Old Hickory Reservoir is situated partially within Davidson, Sumner, and Wilson Counties. Since its creation ten years ago, it has become a major, multi-purpose recreational facility and residential

attraction. (Upon completion of Percy Priest Dam on Stones River, a similar condition may occur affecting Davidson, Wilson, and Rutherford Counties.)

Effects of interstate highways can already be seen along Interstate 40 in Wilson and Davidson Counties. There will be interstate highways crossing each of six counties adjoining Davidson County with Nashville as their focal point. These limited access routes permit reduction of travel time and encourage residential development in surrounding counties for employees working in Metropolitan Nashville. Property taxes are lower in adjoining counties, but such public services as garbage collection, fire and police protection, zoning, etc., are missing. (Apparently, incidental factors to persons locating outside Davidson County.)

Interstate 65 will parallel the western boundary of Sumner County and have three interchanges along that route. It is expected to create a situation similar to what has occurred along Interstate 40 in Wilson County.

The three counties have a relatively good system of U. S. and State Highways which provide convenient vehicular movement among them. State Highway 109 between Sumner and Wilson Counties has become a major traffic carrier since its recent connection to Interstate 40 between Lebanon and Nashville. Traffic patterns are expected

to change with completion of the interstate system throughout this region. Closer relationships and interactions among these counties and surrounding areas are easily envisioned.

Population and Employment Factors

Linkages established by geographical or physical features may be insufficient evidence to illustrate interactions among selected areas. Human factors superimposed on physical features should articulate the situation.

The population of the Nashville SMSA (Davidson, Wilson, and Sumner Counties) was 466,628 persons in 1960. Between 1950 and 1960 the population increased by 17 percent or about 85,000 persons. This means each year's population increase approximates the number of residents in Gallatin in 1960. Projections indicate that over 600,000 persons may be residing in the Nashville SMSA by 1970.⁴¹ The population expansion, and shifts from agricultural employment, will place greater demands upon nonagricultural enterprises to avoid out-migration or unemployment.

Many persons living in Sumner and Wilson Counties worked in Metropolitan Nashville in 1960. Decreased travel time made possible

⁴¹ Kublawi, op. cit., pp. 9, 13.

by interstate highways probably will enhance this trend. Tables VI, VII, and VIII show the intercounty employment occurring in Nashville's SMSA in 1960.

About 94 percent of the employees residing in Metropolitan Nashville worked within Nashville-Davidson County. Seventy-six percent of Sumner County employees worked within that county, while 75 percent of Wilson County's employees had jobs in Wilson County. Intercounty employment was very small between Sumner and Wilson Counties. However, 16 percent of Sumner County's and 17 percent of Wilson County's employees worked in Metropolitan Nashville-Davidson County. Of the 173,893 employees residing in the Nashville SMSA, less than 3 percent (5,042) worked outside the SMSA. On the other hand, approximately 6,100 persons from Cheatham, Robertson, Rutherford, and Williamson Counties worked in Metropolitan Nashville.⁴²

Governmental Structure and Planning Organizations

While human and physical relationships have connected the Nashville SMSA, governmental and planning operations have remained separate functions within and among these three counties. Incompatible

⁴²Census of the U. S.: 1960, pp. 231, 236-237.

TABLE VI
COUNTY OF EMPLOYMENT, EMPLOYEES RESIDING IN
NASHVILLE-DAVIDSON COUNTY, 1960

County of employment	Number of employees	Percent of total employees
Nashville-Davidson County	141,298	93.82
Sumner County	230	0.15
Wilson County	130	0.09
Outside Nashville SMSA	4,237	2.81
Place of work not reported	4,712	3.13
Totals	150,607	100.00

Source: United States Bureau of the Census, Eighteenth Census of the United States: 1960. Special Table PH-4 Tennessee. (Washington: Government Printing Office, 1963.)

TABLE VII
COUNTY OF EMPLOYMENT, EMPLOYEES
RESIDING IN SUMNER COUNTY, 1960

County of employment	Number of employees	Percent of total employees
Sumner County	9,928	76.19
Wilson County	60	0.46
Nashville-Davidson County	2,111	16.20
Outside Nashville SMSA	454	3.47
Place of work not reported	479	3.68
Totals	13,032	100.00

Source: United States Bureau of the Census, Eighteenth Census of the United States: 1960. Special Table PH-4 Tennessee (Washington: Government Printing Office, 1963.)

TABLE VIII
COUNTY OF EMPLOYMENT, EMPLOYEES
RESIDING IN WILSON COUNTY, 1960

County of employment	Number of employees	Percent of total employees
Wilson County	7,723	75.32
Nashville-Davidson County	1,750	17.07
Sumner County	42	0.41
Outside Nashville SMSA	351	3.41
Place of work not reported	388	3.79
Totals	10,254	100.00

Source: United States Bureau of the Census, Eighteenth Census of the United States: 1960. Special Table PH-4 Tennessee (Washington: Government Printing Office, 1963.)

goals are apt to arise where numerous governmental entities exist without overall coordination. A major reduction of conflicts came with consolidation of city and county government in Nashville-Davidson County. Yet, there remain 15 legislative bodies throughout the Nashville SMSA although most of these are small and have no extensive policy making influence.

Planning commissions exist in conjunction with 12 of the 15 governmental units. Each commission has power under State statutes for plan implementation, e.g., zoning and subdivision regulations, for its respective jurisdiction. Metropolitan Nashville-Davidson County's, Sumner County's, and Wilson County's planning commissions are the most important to bring about area-wide agreement among plans. However, Sumner and Wilson Counties are not engaged in planning operations comparable to those of Metropolitan Nashville-Davidson County. Not only do interjurisdictional conflicts exist, but the degree to which planning programs are being initiated and effectuated lead to additional complications within the Nashville SMSA.

The Political Setting

City-county consolidation helped to eliminate "city versus suburban" attitudes in Davidson County and create more responsive and responsible political representation. "In the reorganized

Nashville-Davidson County, Mayor Beverly Briley has enjoyed substantial power, but he is a political leader of the newer stamp, not an old-fashioned 'boss'." ⁴³

Approval of consolidation in 1962 required a separate majority vote by residents inside Nashville and those living in Davidson County, but outside the city limits. The affirmative vote in both areas has been interpreted as a recognition by the public that a modernized governmental structure was necessary to cope with problems brought about by urbanization.

Neither Wilson nor Sumner County has attempted consolidation, although it is permissible under a 1963 amendment to the Tennessee Constitution. ⁴⁴ These county legislative bodies are malapportioned with rural domination. In this respect, the Nashville SMSA may be experiencing a political situation similar to "city versus suburb" on an intercounty basis. Consolidation removed Nashville's city limit conflict, but with a multi-county operation Davidson County would be like the central city prior to metropolitan government. Since counties have separate and equal powers, one county could not require another to

⁴³Green and Avery, op. cit., p. 52.

⁴⁴Constitution of the State of Tennessee, Article XI, Section 9.

join any program.

At the state and the national level political district lines separate these three counties. Each county elects its separate state representatives. Wilson and Sumner Counties are combined with Macon, Trousdale, and Smith Counties for state senatorial elections, while Davidson County is a single district.

For U. S. congressional elections, Davidson County constitutes the Fifth Congressional District. Wilson County, together with 22 other counties, is the Fourth Congressional District. Sumner County is located in the Sixth Congressional District with 15 additional counties.⁴⁵ At the latest U. S. Senate election (Baker vs. Clement) the voting percentages in Davidson, Wilson, and Sumner Counties were almost identical for each candidate.⁴⁶ Similarities may hold for national elections, but it is doubtful that they would in a local election involving Davidson, Sumner, and Wilson Counties.

⁴⁵Carr., op. cit., p. 12.

⁴⁶Associated Press dispatch, Knoxville News Sentinel, November 29, 1966.

CHAPTER IV

ADMINISTRATIVE PROBLEMS AND SOLUTIONS

Chapter III indicates that the three counties constituting Nashville's SMSA have interrelated physical and economic characteristics. With these conditions, congruent physical development policies are desirable, but no governmental agency undertakes that responsibility at this time. Administrative problems will now be reviewed relating to the establishment of a Nashville SMSA planning operation. This section will be followed by a survey to determine approaches used by other governmental units and possible solutions for Nashville's SMSA to administer a multi-county planning program.

I. NASHVILLE STANDARD METROPOLITAN STATISTICAL AREA

It is apparent that federal policy requirements focus increasingly on total SMSA cooperation. Furthermore, if coordination is not undertaken for a rational approach towards improvement in these areas, then federal grants and aids to local programs will diminish. "Coordination" and "cooperation" among the three counties are key elements to establish and administer a beneficial planning operation. None of

the counties can afford, fiscally nor physically, to ignore the opportunity at hand.

Federal funds are not available now for open space and various community facility loans or grants in Nashville's SMSA. In the past, these counties and/or cities have utilized several programs, e.g., airport, water and sewer facilities, that will only be available upon proof of coordination. A decision not to have a multi-county program will probably further curtail federal grants and loans which are urgent to provide urban services.

The lack of adequate codes enforcement programs lead to poorly constructed dwellings and other buildings. Zoning controls help prevent conflicting land uses from occurring which cause physical deterioration. For these and many other reasons, the three counties should seek a combined planning operation.

Administrative techniques would need strengthening and modifications made to support a coordinating agency for Nashville's SMSA. Sumner and Wilson Counties, as noted by the discussion of individual counties in Chapter III, are not currently prepared to handle the extensive administrative duties necessary for effective coordination. A successful operation will depend upon each participating governmental unit's willingness to make organizational changes and compromises in

exchange for long-term benefits.

Administratively, Metropolitan Nashville-Davidson County probably occupies a better position than Sumner or Wilson Counties to initiate a multi-county program to ensure coordination. Administrative agencies and departments already exist within the Metropolitan Government of Nashville-Davidson County which could provide assistance for a new SMSA coordinating agency. The Metropolitan Planning Commission has studies, maps, and other data that would permit a foundation for a multi-county operation. Duplication of effort and basic data collection would be reduced.

Urban development together with related facilities are expanding rapidly in Metropolitan Nashville. Therefore, it is essential that officials in surrounding counties be aware of policies and programs initiated in Davidson County. Street construction, water pollution control, zoning and numerous other activities frequently require inter-county coordination for maximum positive benefit.

Although Metropolitan Government of Nashville could lend beneficial administrative support to a SMSA coordination agency, there are possible repercussions. Unfavorable relationships might be created in adjoining counties and a "Metro is taking over" attitude might impede or defeat the operation. There are still many people in and around

Davidson County who do not desire metropolitan government. It is possible that some communities in Sumner and Wilson Counties, particularly those close to Davidson County, would elect to incorporate in an attempt to avoid "big government controls." This can further complicate coordinating efforts.

Sumner and Wilson Counties maintain similar positions as far as their desire for SMSA coordination is concerned. Since they are recipients of mostly residential development from Davidson County, the situation is not yet chaotic enough for them to realize their need for comprehensive planning, much less intercounty coordination. Green and Avery give a vivid description of the local position as:

Tennessee is a state with a strong tradition of local autonomy; the state government does not attempt extensive supervision of local government administrative practices, nor would the local governments welcome such supervision. The local official will listen to advice, and he will freely discuss his problems (a friendlier set of local officials would be hard to find), but he does not wish dictation from a central agency. Hence the tone of county administration in each particular county will be determined quite largely by the local leadership and the quality of the officials.¹

¹Lee S. Greene and Robert S. Avery, Government in Tennessee (Knoxville: University of Tennessee Press, 1966), pp. 226-227.

Sumner and Wilson County legislative bodies are rurally dominated and, obviously, they have taken very little initiative towards promoting county-wide planning. From time to time, contracts have been made with the Tennessee State Planning Commission for a limited amount of assistance. Their planning programs are not as effective as those in their respective county seats (Gallatin and Lebanon). As is to be expected, none of these equal Metropolitan Nashville's planning operation.

With increasing industrialization and urbanization occurring in Wilson and Sumner Counties, it is becoming apparent that both counties should place more emphasis on comprehensive planning. It seems appropriate to suggest that one planning commission for each county, including cities therein, with adequate staff could improve upon present operation. The two planning commissions might employ a single staff which could be an initial step towards cooperation. Of course, the final decision to establish and administer effective planning programs rests primarily with the local legislative bodies. Tennessee planning legislation provides several organizational alternatives for local governmental planning programs.² It permits single-county, multi-county, or parts

²Nicholas Beehan, Jr. (comp.), Tennessee Planning Legislation 1935-1965 (Nashville: Tennessee State Planning Commission, 1965)., pp. 1-29.

of counties to form planning regions. Before a SMSA agency can properly coordinate development among the three counties, Wilson and Sumner Counties will need to make substantial modification in their present administrative set-up.

Upon request by localities, the Tennessee State Planning Commission contracts with counties and communities to furnish professional planning assistance. However, this is normally on a part-time basis with the planner attending monthly planning commission meetings and preparing various planning studies. It is very difficult for the planner to remain aware of local policies and decisions which will reflect on his phase of work. Murfreesboro and Rutherford County adjoining the southern boundary of Wilson and Davidson Counties have maintained a full-time planning staff for six years. Several other counties and cities throughout Tennessee employ their own planning staffs.

Coordination of planning operations for several counties, or a regional approach, is being practiced in many states. This is not a new concept in planning. Lewis Mumford, Patrick Geddes, and Benton MacKaye were noble supporters of regional planning over 40 years ago. The concept is evolving very slow in relation to urbanization, technology and population expansion. The decision for regional coordination is necessary to begin observations and surveys relevant to

a more comprehensive planning approach in Nashville's SMSA.

Since 1950, the federal government has become increasingly cognizant of conflicting programs being generated by federal grants and aids. Should urban renewal grants be available to cities not willing to establish codes enforcement programs? Should federal funds be expended on highways unrelated to a total circulation system? On many occasions, the states and local governments have not attempted to coordinate programs under their jurisdiction. Therefore, the federal government is giving a firm "no" to those questions above and others of equal significance.

II. MULTI-JURISDICTIONAL PROGRAMS

In 1964, there were 139 metropolitan planning agencies in 150 standard metropolitan statistical areas.³ Of this total, 45 percent served jurisdictions smaller than the SMSA (Nashville-Davidson County's position); 35 percent served the SMSA; and the remaining 20 percent covered larger areas. Only one-fourth of these existed in 1950, which reflects a growing trend towards broadening the territorial scope of planning. Usually, the title "metropolitan" or "regional"

³Several metropolitan planning agencies have territorial jurisdiction in more than one SMSA, thus explaining the discrepancy between the number of agencies and the number of SMSA's.

planning commission is used by these agencies.

The activity may serve two or more counties, several municipalities, a combination of counties and municipalities, or a city and county jointly. Forty-one of the 139 agencies were multi-jurisdictional, 48 were city-county operations, and 50 were county agencies.⁴

The majority of metropolitan planning agencies are established by joint action of local units under state enabling acts. With no single policy-making body, no metropolitan government to which they can relate or of which they are a part, they must look to the group of local units they serve as their constituency. In most cases, the participating local governments appoint the members of such commissions (in some instances a portion of the membership is named by the governor). The provisions regarding appointment and size are so varied that generalization is not possible. The Capitol Regional Planning Agency in Hartford, for example, consists of 56 members, two appointed by each town in the region. The Northeastern Illinois Metropolitan Area Planning Commission is composed of 19 members, one named by each of the 6 county boards, 5 by the mayor of Chicago, and 8 by the governor; the Detroit agency has 72 members, half selected by the local governing bodies and half by the governor; and the Cleveland Regional Planning Commission contains 54 members, 5 of whom are county officials (ex officio), 5 citizens appointed by the county board, and the remainder named by municipal planning commissions.⁵

⁴U. S. Housing and Home Finance Agency, 1964 National Survey of Metropolitan Planning, 1965 (Washington: Government Printing Office), pp. 1-31.

⁵John C. Bollens and Henry J. Schmandt, The Metropolis: Its

Like the membership composition, the range of metropolitan functions will vary from area to area. There are certain basic functions, however, which the metropolitan planning agencies perform. These include research, coordination of planning operations, and advice and assistance.⁶

The following discussion depicts methods chosen in selected areas for planning operations. The Atlanta Region Metropolitan Planning Commission and the Tri-County Regional Planning Commission of Lansing, Michigan each serve areas coterminous with their respective SMSA.

Atlanta Region Metropolitan Planning Commission

After operating for several years on a two-county basis, this agency was expanded by a special Act of the Georgia General Assembly in 1960 to include five counties. This change also coincided with the Bureau of the Census' 1960 definition of the Atlanta SMSA. In this five county region covering 1,724 square miles are 45 municipalities

People, Politics, and Economic Life, 1965 (New York: Harper and Row), p. 297-298.

⁶C. David Loeks, "Taming Urban Giant," National Civic Review, LI (July 1962), 358.

and over 1.1 million inhabitants.⁷

The planning commission is composed of 15 members representing the six participating governments--DeKalb, Fulton, Clayton, Cobb, and Gwinnett Counties and the City of Atlanta. DeKalb and Fulton Counties and Atlanta each have three members on the commission; the remaining three counties each have two representatives. The commissioners serve without pay and hold regular monthly meetings.

The commission employs its own staff who prepare plans for the entire district. Primarily, this commission's capacity is advisory, but it is responsible for research, coordination of governmental action, and assistance to local planning agencies within the district. All planning programs supported by federal assistance are reviewed by the staff in order to assure proper coordination.

Annual appropriations are made by the six supporting governmental units. Each participating county pays 12 cents per capita plus \$2,000 for this planning program. Atlanta contributes 7 cents per capita plus \$2,000. Additional funds may be contributed by other municipalities

⁷The Atlanta Region Metropolitan Planning Commission, The Atlanta Region Metropolitan Planning Commission: What It Is- What It Does (Pamphlet. Atlanta: The Atlanta Region Metropolitan Planning Commission, May 1963.

in the Atlanta SMSA for matching federal grants.⁸

Tri-County Regional Planning Commission

The Tri-County Regional Planning Commission of Lansing, Michigan was established in 1956, by resolution of the county legislative bodies of Clinton, Eaton, and Ingham Counties. This type of agreement is provided by state enabling legislation which permits two or more local governmental units to "create an agency for the purpose of planning their physical, social, and economic development."⁹

There are 78 local governmental units in this three-county region and a population of 325,000 persons. It has an area of 1,700 square miles.

The planning commission is composed of nine voting members, three from each county, and a non-voting, ex-officio member from each county for a total of 12 members. Voting members are appointed by their respective county legislative bodies. All commissioners serve without monetary compensation.

⁸Ibid.

⁹"Tri-County Regional Planning Commission Information Reports 1 and 2" (Lansing, Michigan: Tri-County Regional Planning Commission, 1965). (Mimeographed.)

Staff members are employed by the commission to prepare plans relating to the whole region. Its function is very similar to Atlanta's with emphasis on area plans, research, and coordination.

Funds are provided through annual appropriation from each county's legislative body. Twenty-five percent of the entire budget is apportioned equally among the three counties. The remaining 75 percent is prorated among the participating counties on a formula based on tax valuations.¹⁰

Multi-County Planning in Tennessee

Chattanooga, Knoxville, and Memphis are confronted with a problem similar to the one described for Metropolitan Nashville. Each of these cities are the central city of a multi-county standard metropolitan statistical area as defined by the Bureau of the Budget. Knoxville and Chattanooga were classified as multi-county areas in 1950,¹¹ while Memphis and Nashville received multi-county designation in 1963.¹²

¹⁰Ibid.

¹¹The Council of State Governments, The States and Metropolitan Problem, 1956 (Chicago: The Council of State Governments), pp. 12, 14.

¹²United States Bureau of the Census, Current Population Reports Technical Studies, Series P-23, No. 10, Dec. 5, 1963, "Standard Metropolitan Statistical Areas in the United States as Defined October 18, 1963" (Washington: Government Printing Office, 1963). p. 1.

Memphis and Chattanooga each have two counties in their SMSA, but the adjoining county is located in another state. This may lead to further jurisdictional difficulties, but it will not be elaborated upon in this study. Knoxville and Nashville's SMSA's are intra-state with each containing three counties. Knoxville's situation is similar to Nashville's; that is, the planning area must encompass at least the SMSA to qualify for urban planning assistance and other grants. Section 701 of the Housing Act of 1954, as amended, authorizes the Secretary of the Department of Housing and Urban Development to prescribe terms and conditions under which planning grants are made.¹³ The Secretary's "terms and conditions" have been promulgated as authorized by Congress and therefore local governments in SMSA's must begin coordinating their efforts to be eligible for grants and aids.

Knox, Anderson, and Blount Counties (Knoxville SMSA) have begun to formulate an agency to coordinate planning programs. This is a different organizational approach from Atlanta or Lansing as described previously.

¹³Royce Hanson, Metropolitan Councils of Governments, Advisory Commission on Intergovernmental Relations, Information Report M-32 (Washington: Government Printing Office, 1966), pp. 56-59.

A sixteen-county economic development district is being created in the Knoxville area pursuant to Section 13-1402, Title 13, Tennessee Code Annotated.¹⁴ This district is to be operated by board members who are elected officials within their respective counties. The board members from Knox, Anderson, and Blount Counties will constitute a metropolitan council for Knoxville's SMSA planning operation.¹⁵

Since the metropolitan council is in a formative stage, its functions, responsibilities, and effectiveness as a coordinating agency have not been fully determined. Presumably, this agency would not only coordinate, thus, preventing federal funds from being curtailed, but would qualify for additional grants under paragraph (g), Section 701 of the Housing Act of 1954, as amended in 1965 which states:

(g). . .the Administrator is further authorized to make grants to organizations composed of public officials whom he finds to be representative of the political jurisdictions within a metropolitan area or urban region for the purpose of assisting such organization to undertake studies, collect data, develop regional plans and programs, and engage

¹⁴Beehan, op. cit., pp. 40-43.

¹⁵Interview with Robert E. L. Freeman, Staff Member, Tennessee State Planning Commission.

in such other activities as the Administrator finds necessary or desirable for the solution of the metropolitan or regional problems in such areas or regions. To the maximum extent feasible, all grants under this subsection shall be for activities relating to all the developmental aspects of the total metropolitan area or urban region, including but not limited to, land use, transportation, housing, economic development, natural resources development, community facilities, and the general improvement of living environments. A grant under this subsection shall not exceed two-thirds of the estimated cost of the work for which the grant is made.¹⁶

Metropolitan Councils of Governments

The Advisory Commission on Intergovernmental Relations gives extensive time and study to problems relating to metropolitan areas. It has studied various alternative methods of reorganizing local governments to make them more responsive to metropolitan area needs. "One of these methods was the voluntary organization of local public officials--the metropolitan council of governments--. . . ."¹⁷ Apparently, Knoxville metropolitan council will operate for a purpose similar to those already in existence.

Mr. Hanson surveyed eight councils of governments established in metropolitan areas prior to the enactment of Section 701 (g) of the

¹⁶Hanson, op. cit., p. 59.

¹⁷Ibid., p. iii.

Housing Act quoted above. He noted that reasons for beginning and activities undertaken by these councils are varied. However, all are faced with an equally difficult task of coordinating governmental policies and programs. It was reported that:

Councils of government generally originate in three different ways: (1) upon the initiative of local officials themselves; (2) by local officials in response to outside stimulus; and (3) under sponsorship of existing organizations.¹⁸

Often groups commence as informal bodies attempting to find solutions to area-wide problems. This was the case in Salem, Oregon; Detroit, Michigan; and Washington, D.C. to mention a few areas. Eventually, each of these councils received statutory approval for official organization. The Association of Bay Area Governments (ABAG) was formed when "local government saw a threat to their autonomy from the state government. . . if they did not act independently to meet regional problems."¹⁹ The type of organizational structure a council chooses usually depends upon the number and function of governmental jurisdictions within the particular metropolitan area. In earlier stages, the structure should remain flexible to adapt to its most effective approach.

¹⁸Ibid., p. 3.

¹⁹Ibid., p. 4.

In some cases the council may include all elected members of governmental units in the metropolitan area. When there are too many governmental units, this becomes impracticable and representative members from governing bodies are selected.²⁰

Like the regional planning agencies discussed earlier, councils of governments employ staffs. However, few of the councils surveyed by Hanson had developed extensive staffs.

The elected officials interviewed in the study, and professional staff members of their governments were unanimous in sensing a need for stronger and more extensive regional staffs. One of the prime values in expansion of activities under the aegis of the 1965 Housing Act Amendment

701 (g) is that federal assistance thereby becomes available for both higher quality and larger staffs.²¹

This approach to solving metropolitan or regional problems is relatively new. With Section 701 (g) added to the Housing Act, the increasing number of multi-county SMSA's, and the requirement that planning include the total SMSA, its benefits and detriments should soon be known. Hanson says that:

The real test of these metropolitan organizations. . . is their effectiveness in meeting regional problems. While the voluntary

²⁰ Ibid., p. 15.

²¹ Ibid., p. 25.

cooperation movement is still young, it has nonetheless demonstrated that it can offer a fruitful approach to meeting metropolitan problems. Although the weaknesses of the groups are sometimes disappointing, their potential remains extremely high, especially when measured against feasible alternatives for specific areas.²²

Alternatives for the Nashville SMSA

With the federal government's policy having been stated, this leaves the formulation of an acceptable SMSA agency to local and/or state governments. For the physical, economic, and social betterment of Davidson, Sumner, and Wilson Counties, a coordinating agency could provide beneficial services. The type of multi-county organization that might be established here usually serves in an advisory capacity. Individual counties and municipalities would retain all powers of plan implementation relating to their jurisdiction. A Nashville SMSA planning agency could satisfy the missing link which seems to occur between local government, on the one hand, and state and federal agencies on the other.

A "semi-official" approach for coordination is reflected in the discussion about councils of governments. These councils generally

²²Ibid., pp. 5-6.

originate from local officials or from sponsorship by private or public organizations. Frequently, they are created outside of state enabling legislation, but may subsequently receive legislative sanction. The "metropolitan council" as discussed for the three-county Knoxville SMSA is not explicitly mentioned in the Economic Development Act of 1965.²³ This may not inhibit its coordinating effectiveness; however, Mr. Hanson noted, "While State law enabling this creation is extremely useful to the organization of such groups, it is not essential."²⁴

A council of governments may well serve as a beginning for Nashville's SMSA to accomplish a basic understanding of interrelated activities. At this writing, an economic development district does not exist for Nashville's region from which a council could be appointed. This is not to imply that a council cannot be organized through another means.

The Tennessee State Planning Commission which includes the Governor and eight citizen members has the authority to create planning regions composed of ". . . two (2) or more contiguous whole counties"²⁵ Under this provision, the three-county, Nashville SMSA

²³Beehan, op. cit., pp. 40-43.

²⁴Hanson, op. cit., p. 5.

²⁵Beehan, op. cit., p. 5.

could be designated as a planning region. The Tennessee State Planning Commission designates or appoints from five to fifteen members to the regional planning commission.

The regional commission is permitted to appoint an executive secretary and other staff to carry out its work. "It shall be the function and duty of a regional planning commission to make and adopt a general regional plan for the physical development of the region."²⁶ The regional commission is also empowered to enforce subdivision regulations and prepare zoning ordinances for the region. However, municipalities in the region may choose not to come under the regional plan. Since Metropolitan Government of Nashville-Davidson County is vested with both municipal and county powers, its position here is not clear. Probably it could choose the most advantageous method. Paragraph 13-208 gives further duties of the regional commission which are relevant to this thesis.

13-208. Powers and functions of commission. --
It shall be the further duty of a regional planning commission to promote the mutual co-operation of the planning commissions of municipalities within the region and the coordination of the plans of such municipalities with the plan of the region, and generally to confer with and advise municipal

²⁶Ibid., p. 10.

and county executive and legislative bodies and officials for the purpose of promoting a coordinated and adjusted development of the region. Any such commission may also advise county courts and municipal legislative bodies with respect to the formulation of public improvement programs and the financing thereof. It may also cooperate with the planning, legislative or executive authorities of neighboring states, regions, counties or municipalities for the purpose of promoting coordination between the development of the region and adjoining or neighboring territory.²⁷

Tennessee's regional planning legislation provides the necessary authority for the Nashville SMSA to engage in effective planning while coordinating activities. It gives the planning commission more than "advisory powers" so it may implement its plans. Therefore, it should be the intent of any group formed to coordinate programs among Davidson, Sumner, and Wilson Counties to work towards the objective of regional planning as permitted under Title 13 of the Tennessee Code Annotated.

A regional planning agency established pursuant to this code should have no difficulty in qualifying for federal grants and aids under Section 701 (g) of the Housing Act of 1954, as amended. With adequate staff, it could concentrate on improving several phases of planning simultaneously--placing initial emphasis on Sumner and Wilson

²⁷Ibid., p. 11.

Counties. This commission could provide technical assistance to municipal planning agencies in Nashville's SMSA. Overall, this approach seems to be a rational procedure through which conflicts in policies and programs may be diminished. Since Metropolitan Nashville has "little to lose and much to gain" from a SMSA coordinating activity, it probably should consider financing the initial program to permit eligibility for additional federal grants and aids. The amount of funds for a three-county agency would be relatively small when compared to the federal funds not received when no multi-county organization exists.

On November 3, 1966, Congress enacted Public Law 89-754 which further encourages expeditious formation of a Nashville SMSA regional planning agency.²⁸ Under Title II of the Demonstration Cities and Metropolitan Development Act of 1966 it states:

Sec. 204. (a) All applications made after June 30, 1967, for Federal loans or grants to assist in carrying out open-space land projects or for the planning or construction of hospitals, airports, libraries, water supply and distribution facilities, sewerage facilities and waste treatment works, highways, transportation facilities, and water development and land conservation projects within any metropolitan area shall be submitted for review--

²⁸United States Congress, Senate, Public Law 89-754, Demonstration Cities and Metropolitan Development Act of 1966, 89th Congress, 2d Session, S. 3708, November 3, 1966 (Washington: Government Printing Office, 1966), p. 7.

(1) to an areawide agency which is designated to perform metropolitan or regional planning for the area within which the assistance is to be used, and which is, to the greatest practicable extent, composed of or responsible to the elected officials of a unit of areawide government or of the units of general local government within whose jurisdiction such agency is authorized to engage in such planning. . . .²⁹

Section 206 of this Act permits supplementary grants not exceeding 20 percent of the project cost where metropolitan-wide planning and programming is being carried out. This is official recognition by Congress with added incentive (not a policy decision by the Department of Housing and Urban Devevelopment) that metropolitan areas (SMSA's) "shall" improve upon current procedures of coordinating their development activities.³⁰

With this opportunity, the Nashville SMSA governmental units can hardly afford to proceed under their present method. Should one of the governmental units desire recreational land under the Open-Space Land Program, it would not be authorized since no SMSA planning or coordination exists. If a coordinating agency is established, then a 50 percent open-space grant is available under Title II of the 1961 Housing Act, as amended, and 20 percent would be permitted under supplementary

²⁹Ibid., p. 8.

³⁰Ibid., p. 9.

grants for planned metropolitan development.³¹

The 1968 Budget of the United States calls for \$127 million in open-space grants, \$280 million for hospitals, \$75 million for airports, \$175 million for water and sewer facilities, and \$47.5 million for "701" planning.³² None of these funds will be available to Nashville's SMSA unless a multi-county planning operation is initiated.³³

An agency serving these three counties could be advantageous while not eliminating all problems. Actually, detrimental ramifications may be experienced from such a program. For example, if extensive urban services were provided in Wilson and Sumner Counties (which have low tax rates) due to the supplemental grants then Davidson County could experience population out-migration. On the other hand, if no agency is created other counties surrounding Nashville's SMSA will assume a more favorable position, because grants and loans remain available to the non-SMSA counties. In either case population

³¹Office of Economic Opportunity, Catalog of Federal Programs for Individual and Community Improvement (Washington: Government Printing Office, 1965) , pp. 110, 126, 127, 242-260.

³²The Budget of U. S. Government for the Fiscal Year Ending June 30, 1968 (Washington: Government Printing Office, 1967) Appendix., pp. 406, 412, 441, 442, 533, 534, 544, 545, 664, 665, 781, 782.

³³The 1968 Budget is subject to adjustments, since it has not been approved at this writing.

dispersion from Davidson County might occur.

Possibly, the SMSA is not appropriate for delineating an effective multi-county planning agency. The policies of the Department of Housing and Urban Development are designed to induce cooperation among contiguous SMSA counties as defined by the Bureau of the Budget. By bringing SMSA counties together through supplemental grants, etc., it may cause increasing disparity between SMSA counties and non-SMSA counties. On one side the policy is purporting cooperation while generating conflicts from another perspective. Additional factors besides criteria in Appendix B to fit local situations might be more realistic. Counties which are borderline cases for meeting SMSA criteria should perhaps be given a choice of becoming part of a SMSA. Greater flexibility could lead to better coordination since there are no clear-cut answers as yet to many of the problems involved.

CHAPTER V

SUMMARY AND CONCLUSION

The United States has rapidly become an urbanized nation where two-thirds of the population live in or around metropolitan areas. From a slow beginning in the 1930's, local, state, and federal governments have become increasingly concerned with urban housing and development. The federal and local public officials, with state sanction, have created a cooperative relationship in attempting to provide an improved urban environment.

Policy set at the federal level calls for adjustments by local governments. This thesis explores a situation where federal policy encourages multi-county planning for Nashville's Standard Metropolitan Statistical Area.

Chapter III surveys the physical, economic, and governmental characteristics of each county to portray similarities and differences. Significant physical and economic relationships are shown to prevail among these three counties, although each remains politically separate.

Physiography, transportation routes, and employment opportunities promote interaction among Davidson, Sumner and Wilson Counties. The continued trend towards nonagricultural employment and the

completion of interstate routes in this region may lead to further expansion of the present conditions. It suggests a need for closer development coordination among governmental units.

It is apparent that Wilson and Sumner Counties' governmental structures are not suited for effective administrative requirements of an urbanizing era. Like most Tennessee counties, too little authority is vested in the chief executive with no clear distinction between legislative and administrative responsibilities. Physical and economic ties could be augmented through better intergovernmental relations among all three counties.

Chapter IV deals with problems of administering an acceptable multi-county planning program in Nashville's SMSA. Weaknesses are noted in Sumner and Wilson Counties' planning operations relative to Metropolitan Nashville's activity. These should be rectified to improve a unified multi-county procedure.

Information on types of other selected SMSA programs is presented to offer a possibility for Nashville's SMSA. Generally, these were found to serve in an advisory capacity, but performing a prominent coordinating role.

Finally, it is indicated that existing enabling legislation permits Davidson, Sumner, and Wilson Counties to join together as a regional planning agency. Furthermore, a regional program could reduce

intercounty conflicts and entitle continued participation in federal programs with supplementary grants available.

Metropolitan Nashville-Davidson County has an admirable record for solving its jurisdictional problem. It is unfortunate that shortly after modernizing its governmental structure another burden was placed upon Metropolitan Nashville by a policy at the federal level. Could the SMSA planning requirement jeopardize or undermine development in Metropolitan Nashville-Davidson County where promises of "Metro government" are being fulfilled? Should Metropolitan Nashville be punished for Sumner and Wilson Counties' indifference towards planning? Are boundaries delineated and utilized for statistical purposes necessarily rational for planning areas? These are a few of the questions introduced during the preparation of this study that remain to be investigated.

Naturally, federal legislation and policy decisions for urban areas must be general for applicability throughout the United States. If special legislation were enacted to satisfy every "unique" municipality, it would become impossible to administer effectual programs. However, in attempting to bring about cooperation among local units, the federal agencies are overlooking the second aspect of President Johnson's Memorandum (see Appendix A) which states:

Boundaries for planning and development districts assisted by the Federal Government should be the same and should be consistent with established State planning districts and regions. Exceptions should be made only where there is clear justification.

Encouragement from the federal level for additional state participation in unifying local development policies might eliminate the need for SMSA agencies.

When compared to similar areas, the Nashville SMSA occupies an advantageous position for a multi-county coordinating activity. For example, Nashville and Davidson County have a consolidated government; relatively few governmental units are within this SMSA; no interstate conflicts exist; and enabling legislation already provides adequate powers for regional planning. The incentive grants provide a favorable attraction for these counties to join together for inhibiting conflicts in physical development problems.

Initially, difficulty may arise when trying to "sell" the program to residents of Sumner and Wilson Counties who are not experiencing daily pressures of urbanization. To achieve recognition, the process may begin slowly and gain momentum with worthy accomplishments. Public officials in these counties should use this opportunity to establish meaningful policies and programs in their jurisdictions. There is no excuse for indifference nor reason to believe urban development

should be permitted to move helter-skelter across the countryside.

No doubt the trend is established for increasing intercounty activity in Nashville's SMSA. Thus, the task ahead is to ensure that a harmonious pattern of physical development will occur within the political, economic, and social framework of this region.

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APPENDIXES

APPENDIX A

Memorandum from the President Requesting Coordination at the Federal Level. September 2, 1966.

Memorandum to: Secretary of Commerce
Secretary of Health, Education and Welfare
Secretary of Housing and Urban Development
Secretary of Interior
Secretary of Agriculture
Director, Office of Economic Opportunity
Co-Chairman, Appalachian Regional Commission
Director, Bureau of the Budget

Subject: Coordination for Development Planning

The Federal Government, through a number of departments and agencies, is now authorized to require and assist State and local governments and specialized agencies to formulate and carry out development plans.

Comprehensive planning covering wide areas is a promising and extremely important beginning to the solution of critical State, metropolitan, and regional problems. It is essential that it be done well.

At the Federal level, we must coordinate our efforts to prevent conflict and duplication among federally-assisted comprehensive planning efforts.

This should have two aspects:

State and local development planning agencies should be encouraged to work together in using common or consistent planning bases (i. e., statistical and economic estimates), and in sharing facilities and resources.

Boundaries for planning and development districts assisted by the Federal Government should be the same and should be consistent with established State planning districts and regions. Exceptions should

APPENDIX A (continued)

be made only where there is clear justification.

I am requesting the head of each of the departments and agencies concerned with these matters to work with the Director of the Bureau of the Budget to insure the fullest coordination in fixing the boundaries of multi-jurisdictional planning units assisted by the Federal Government.

APPENDIX B

CRITERIA FOR ESTABLISHING STANDARD METROPOLITAN STATISTICAL AREAS AS DEFINED BY THE BUREAU OF THE BUDGET

CRITERIA

The definition of an individual standard metropolitan statistical area involves two considerations; first, a city or cities of specified population to constitute the central city and to identify the county in which it is located as the central county; and second, economic and social relationships with contiguous counties¹ which are metropolitan in character, so that the periphery of the specific metropolitan area may be determined. Standard metropolitan statistical areas may cross State lines, if this is necessary in order to include qualified contiguous counties.

POPULATION CRITERIA

1. Each standard metropolitan statistical area must include at least:

(a) One city with 50,000 or more inhabitants, or

(b) Two cities having contiguous boundaries and constituting, for general economic and social purposes, a single community with a combined population of at least 50,000 the smaller of which must have a population of at least 15,000.

2. If two or more adjacent counties each have a city of 50,000 inhabitants or more (or twin cities under 1 (b)) and the cities are within 20 miles of each other (city limits to city limits), they will be included in the same area unless there is definite evidence that the two cities are not economically and socially integrated.

¹ A "contiguous" county either adjoins the county or counties containing the largest city in the area, or adjoins an intermediate county integrated with the central county. There is no limit to the number of tiers of outlying metropolitan counties so long as all other criteria are met.

APPENDIX B (continued)

CRITERIA OF METROPOLITAN CHARACTER

The criteria of metropolitan character relate primarily to the attributes of the county as a place of work or as a home for a concentration of nonagricultural workers. Specifically, these criteria are:

3. At least 75% of the labor force of the county must be in the nonagricultural labor force.²

4. In addition to criterion 3, the county must meet at least one of the following conditions:

(a) It must have 50% or more of its population living in contiguous minor civil divisions³ with a density of at least 150 persons per square mile, in an unbroken chain of minor civil divisions with such density radiating from a central city⁴ in the area.

(b) The number of nonagricultural workers employed in the county must equal at least 10% of the number of nonagricultural workers employed in the county containing the largest city in the area, or be the place of employment of 10,000 nonagricultural workers.

(c) The nonagricultural labor force living in the county must equal at least 10% of the number of the nonagricultural labor

²Nonagricultural labor force is defined as those employed in nonagricultural occupations, those experienced unemployed whose last occupation was a nonagricultural occupation, members of the Armed Forces, and new workers.

³A contiguous minor civil division either adjoins a central city in a standard metropolitan statistical area or adjoins an intermediate minor civil division of qualifying population density. There is no limit to the number of tiers of contiguous minor civil divisions so long as the minimum density requirement is met in each tier.

⁴Central cities are those appearing in the standard metropolitan statistical area title.

APPENDIX B (continued)

force living in the county containing the largest city in the area, or be the place of residence of a nonagricultural labor force of 10,000.

5. In New England, the city and town are administratively more important than the county, and data are compiled locally for such minor civil divisions. Here, towns and cities are the units used in defining standard metropolitan statistical areas. In New England, because smaller units are used and more restricted areas result, a population density criterion of at least 100 persons per square mile is used as the measure of metropolitan character.

CRITERIA OF INTEGRATION

The criteria of integration relate primarily to the extent of economic and social communication between the outlying counties and central county.

6. A county is regarded as integrated with the county or counties containing the central cities of the area if either of the following criteria is met:

(a) If 15% of the workers living in the county work in the county or counties containing central cities of the area, or

(b) If 25% of those working in the county live in the county or counties containing central cities of the area.

Only where data for criteria 6 (a) and 6 (b) are not conclusive are other related types of information used as necessary. This information includes such items as newspaper circulation reports prepared by the Audit Bureau of Circulation, analysis of charge accounts in retail stores of central cities to determine the extent of their use by residents of the contiguous county, delivery service practices of retail stores in central cities, official traffic counts, the extent of public transportation facilities in operation between central cities and communities in the contiguous county, and the extent to which local planning groups and other civic organizations operate jointly.