INTERGOVERNMENTAL COOPERATION

This chapter reviews various areas and levels of cooperation among governmental agencies and offers strategies for improving existing intergovernmental relationships and fostering new relationships that will improve the quality of life in the Rocky Mount community.

I.   EXISTING CONDITIONS

Intergovernmental cooperation has been a subject of much discussion since the founding of the United States. For example, more than 200 years ago, the Federalist Papers discussed how the central or federal government could cooperate with state and local government in the new democracy of the United States. As we head into the twenty-first century, intergovernmental cooperation and the nature, objects and scope of that cooperation continue to be relevant issues.

Over fifty years ago, Dwight Eisenhower founded the American Assembly to illuminate issues of vital public interest, and in the aftermath of the terrorist attacks, the Assembly asserted that exploring ways to improve cooperation among governmental as well as nongovernmental sectors was a vital issue that needed illumination.   One of the outcomes of the Ninety-Ninth Assembly (which convened two months after the 9-11 terrorist attack) was a report entitled "Uniting America: Collaborating to Make Democracy Work." After reviewing responses to the terrorist attacks, other crises and general intergovernmental cooperation, the report lists factors that promote and inhibit cooperation. Some of those factors are listed under Objective 1 in the Strategies and Objectives section of this chapter as a source for developing guidelines for assessing and improving intergovernmental cooperation in Rocky Mount.

In addition to providing possible guidelines for assessing and improving intergovernmental relations, the Uniting America report quotes psychiatrist and noted author Scott Peck as explaining that, "we build community out of crisis and we build community by accident, but we do not know how to build community by design. The problem with building community out of crisis, he contends, is that once the crisis is over so is the community."' In response to a recent crisis of its own, the devastation wrought by Hurricane Floyd and the flooding that followed it, Rocky Mount experienced the community building out of crisis cited by Peck. In response to this natural disaster, a spirit of cooperation emerged among governmental agencies at all lev-

Nash County Office Building

Edgecombe County Courthouse

els as well as among the private sector and individuals. As the flood recovery effort begins to wind down, the challenge is to use the spirit of cooperation and community building efforts that emerged in response to the flood to improve intergovernmental cooperation and build the Rocky Mount community by design.

However, in building the community by design, the City of Rocky Mount should guard against going so far as to incorporate intergovernmental cooperation into the City Charter. In the eighth edition of the National Civic League's (NCL) Model City Charter Revision Project, the NCL raises the issue of expanding the model city charter to include language that promotes intergovernmental cooperation. The NCL presents the following options: (1) Expand the model city charter to include language that promotes intergovernmental cooperation or (2) Leave the model city charter as it is, which is consistent with the local planning guidelines of the American Planning Association.[2]   As Rocky Mount looks to the future of intergovernmental cooperation, the City will have to explore the pros and cons of pursuing either of these options for its city charter.

Recent events, such as the globalization of the economy, the 9-11 terrorist attacks and natural disasters have caused governmental agencies at the federal, state and local levels to seek ways of improving intergovernmental cooperation to more effectively and efficiently meet these challenges.

Table 13-1: Magnitude of Intergovernmental Cooperation

Level of Linkages	Number of Linkages
Federal Government	51
State Government	124
Regional Agencies	36
Local Agencies	11
TOTAL	222

Source: Coastal Plains Consulting and the City of Rocky Mount Planning and Development Department

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[1]The Report of the Fifth Assembly in the Uniting America Series, The American Assembly, Columbia University, December 2001.

[2]Model City Charter Revision Project-Eighth Edition, The American National Civic League, 2002.

Table 13-2: Intergovernmental Cooperation at the Federal Level	
FBI	Office of Community Development
American Public Power Association	Social Security Administration
Environmental Protection Agency	Transportation Safety Institute - Pipeline Safety Division
Equal Employment Opportunity Commission (EEOC)	U.S. Dept. of Justice - Civil Rights Division
Fannie Mae	US Army Corps of Engineers
Federal Communications Commission	US Census Bureau
Federal Emergency Management Agency	US Coast Guard
Federal Highway Administration	US Department of Agriculture
Federal Transit Administration	US Department of Health and Human Services
Freddie Mac	US Department of Justice
Housing and Urban Development (HUD)	US Department of Social Services
Institute of Museum and Library Sciences	US Dept of Agriculture-Fiscal Section
Internal Revenue Service	US Dept of Commerce-Economic Development Administration
International Association of Fire Chiefs	US Dept of Energy-Fiscal Section
International City Management Association	US Dept of Health and Human Services, Empowerment Zone-Fiscal Section
International Downtown Association	US Dept of Transportation-Federal Highway Admin.
National Community Reinvestment Coalition	US Dept of Transportation-Federal Transit Admin.
National Endowment for the Arts	US Dept. of Energy-Energy Information Administration
National Fire Academy	US Dept. of Justice (COPS Grant) - Community Policing Consortium
National Fire Protection Association	US Dept. of Transportation-Office of Pipeline Safety, Research and Special Programs Administration
National League of Cities--urban revitalization	US Economic Development Administration
National Low Income Housing Coalition	US Fish and Wildlife
National Oceanic and Atmospheric Administration	US Geological Survey
National Parks Service	US House of Representatives
National Trust for Historic Preservation	US Senate

Table 13-3: Intergovernmental Cooperation at the State Level

Arts Council	NC Environmental Management Commission
Administrative Office of the Courts	NC Fire Marshal's Association
Agencies within NC Criminal Justice System	NC Firemen's Association
Alcohol Law Enforcement	NC Forestry Service
Archives and History	NC Governor's Highway Safety Program
Center for the Prevention of School Violence	NC House of Representatives
Community College Network	NC Human Relations Commission
Crime Prevention Division	NC Institute of Government
Cultural Resources	NC Justice Academy
Division Of Criminal Information	NC League of Municipalities
Division of Social Services	NC Local Government Commission
Electri-Cities of North Carolina	NC Minority Economic Development Association
Employment Security Commission	NC MLK, Jr. Commission
Fountain Correctional Center for Women	NC Municipal Gas Association
Governor's Crime Commission	NC Rural Economic Development Center
Highway Patrol	NC Senate
Nash and Edgecombe Juvenile Crime Prevention Councils	NC Utilities Commission
NC Administrative Office of the Courts	NC Victim Assistance Network
NC Association of CDCs	Neighborhood Reinvestment Association
NC City and County Management Association	North Carolina Arts Council
NC Clean Water Management Trust Fund	North Carolina Association of Community Development Corporations
NC Community College System	North Carolina Downtown Development Association
NC Department of Transportation	North Carolina Home Builders Association
NC Dept of Commerce	North Carolina Housing Finance Agency
NC Dept of Cultural Resources	North Carolina Real Estate
NC Dept of Revenue	North Carolina State Building Council
NC Dept of State Treasurer	North Carolina State Qualifications Board
NC Dept. of Corrections	Office of State Fire Marshal, Fire and Rescue Services
NC Dept. of Environment and Natural Resources	Office of the Governor
NC Dept. of Health and Human Services	Professional Housing Rehabilitation Association of NC
NC Dept. of Insurance	Rural Development Center

Table 13-3: Intergovernmental Cooperation at the State Level (continued)

NC Dept. of Justice	State Bureau of Investigation
NC Dept. of Juvenile Justice and Delinquency Prevention	State Historic Preservation Office
NC Dept. of Labor	NC State University
NC Dept. of Public Instruction	University of North Carolina
NC Development Initiative, Inc.	US Department of Agriculture Rural Development
NC Division of Motor Vehicles	Victims' Compensation Services Division
NC Emergency Management	Youth Advocacy and Involvement Office

Table 13-4: Intergovernmental Cooperation at the Regional Level

Edgecombe County Health Department	Nash County Emergency Services
Region 4 Central Coastal Plain North Carolina Downtown Development Association	Nash County Health Department
Carolinas Gateway Partnership	Nash County Planning Dept.
Down East HOME Consortium	Nash County Sheriff's Department
Edgecombe County	Nash County Tax Department
Edgecombe County Emergency Services	Nash DSS
Edgecombe County Health Department	Nash-Edgecombe Transportation Services
Edgecombe County Schools	Nash-Rocky Mount Schools
Edgecombe County Sheriff's Department	NC Eastern Municipal Power Agency
Edgecombe County Tax Department	Rocky Mount-Wilson Airtport
Edgecombe County Water and Seed Dept.	Self Help Credit Union
Edgecombe DSS	Southeastern Association of Fire Chiefs
Edgecombe-Nash Mental Health	Tar Pamlico Basin Association
Global Transpark	Tarboro Parks and Recreation
Halifax County	Upper Coastal Plain Council of Governments
HEW Alliance	Wilson County
Metropolitan Planning Organization	Wilson Parks and Recreation
Nash County	

Table 13-5: Intergovernmental Cooperation at the Local Level

Braswell Memorial Library	Local Law Enforcement Agencies
City of Wilson	Wilson County Government
Edgecombe County Government	Municipalities in Edgecombe County
Halifax County Government	Municipalities in Nash County
Nash-Rocky Mount School System	Rocky Mount Housing Authority
	Town of Enfield

A. Magnitude of Cooperation

A review of the current level of governmental cooperation between various departments within the City of Rocky Mount and federal, state, regional and local governmental agencies suggests that Rocky Mount is enjoying good intergovernmental cooperation with a charter that is consistent with the local planning guidelines of the American Planning Association. Table 13-1 shows that the 17 City of Rocky Mount Department and Divisions that responded to an informal survey on their intergovernmental relations formally cooperate with 222 different federal, state, regional and local agencies.

B. Scope of Cooperation

A complete listing of the various agencies that the City cooperates with at the federal, state, regional and local levels is in Tables 13-2, 13-3, 13-4 and 13-5. A review of these tables shows that the scope of this intergovernmental cooperation ranges from economic development and transportation to health care and education. Rather than provide a comprehensive review of each of the intergovernmental relationships, three such relationships will be reviewed as cases that demonstrate how intergovernmental cooperation takes place and the benefits and challenges of maintaining these relationships.

1. Disaster Response

No recent event has more emphasized the need for and benefits of intergovernmental cooperation than this area's response to Hurricane Floyd and the flooding that followed. Immediately after the flood, various federal, state and local agencies responded to the crisis, and within one month, these agencies, along with various local community based organizations, formed the Twin County Recovery Task Force. The task force included the following governmental agencies:

- City of Rocky Mount
- Town of Princeville
- Town of Tarboro
- Town of Nashville
- Town of Sharpsburg
- Edgecombe County
- Nash County
- Rocky Mount Housing Authority
- Tarboro Redevelopment Commission
- Upper Coastal Plains Council of Governments
- Carolina's Gateway Partnership
- Federal Emergency Management Agency
- Small Business Administration

These governmental agencies, along with various community based organizations, developed a formal action plan for recovery, and that plan has helped the community make

great strides in the flood recovery process. For example, Tarboro and Rocky Mount have nearly completed the repair and/or demolition of flood damaged homes and businesses, such as Universal Leaf, have been recruited back to the area to provide employment for many of those displaced as a result of the flood.

In addition to helping develop a formal action plan for flood recovery in the Twin Counties, the City of Rocky Mount worked with the Federal Emergency Management Administration (FEMA), the State of North Carolina Emergency Response Team and other agencies to establish a Hazard Mitigation Program that has made astounding progress in helping Rocky Mount homeowners recover from the flood. By the close of the project, Rocky Mount's Office of Hazard Mitigation has purchased more than 700 housing units in Rocky Mount that were in the floodplain. This means that those homeowners will have received payments for flooded properties and can use those funds to acquire new residences that are not in the flood plain. However, as laudable as many of these accomplishments are, the outcome that might prove most beneficial to this area is the spirit of cooperation and common purpose that emerged in response to the disaster.

TarryTown Mall after the 1999 Flood

2. The New Braswell Library

Although plans for the new Braswell Library were well underway before the flood, the spirit of cooperation and unit that emerged after the flood certainly helped in completing the project. The City of Rocky Mount, Nash County and Edgecombe County jointly committed $7.5 million toward the new $6.8 million facility. Individuals, corporations, community based organizations and foundations provided the remaining $1.5 million. The new 56,000-square-foot facility is evidence of how governments can work together to provide community facilities that are beyond the individual scope of a single institution.

3. Rocky   Mount   Transit/Nash-Edgecombe Transit Service (NETS) Merger—

Another area in which the benefits of intergovernmental cooperation are clearly evident is transportation. The recent merger of Rocky Mount Transit and Nash-Edgecombe Transit Service (NETS), now called Tar River Transit, is the result of cooperation between the City of Rocky Mount, Nash and Edgecombe Counties and state and federal departments of transportation. This merger will provide a continuous, public transportation system that extends throughout Rocky Mount and Nash and Edgecombe Counties, connecting rural communities with Rocky Mount. A single public transportation system will provide higher quality and more efficient service and avoid the duplication of service for riders.

C. Opportunities for Expanded Cooperation

Despite recent success of intergovernmental cooperation in responding to disasters, building community facilities and improving public transportation, the area in which intergovernmental cooperation is often most noted is economic development. In the Rocky Mount area, The Carolina's Gateway Partnership, Global TransPark and North Carolina Department of Commerce have cooperated to boost local economic development (see Chapter 8). However, the globalization of the economy and intensification of economic com-

[3]What Is A Citistate? Citistates Group, 2002.
[4]Ibid.
[5]Ibid.
[6] Citistates Strategies: From Raiding to Alliances, Citistates Group, 2002.

petition is causing sectors of government throughout the United States to explore new approaches to intergovernmental cooperation. A common thread of these new approaches is the need for regions and other units of local government to shift from competing against one another to banding together to compete with other entities in the global marketplace. Two similar models of intergovernmental cooperation in economic development are citistates strategies and clusters of innovation.

1.   Citistates Strategies

Neal Peirce and Curtis Johnson developed the term citistate in 1993 to describe how metropolitan regions have begun to organize themselves and operate in the new, post-Cold War world economy.   They explain that rather than being a specific geographic area, a citistate extends beyond any physical boundaries to include what a regional economy does.   Peirce and Johnson offer the following formal definition of a citistate:

> **Citistate** — n. — A region consisting of one or more historic central cities surrounded by cities and towns which have a shared identification, function as a single zone for trade, commerce and communication, and are characterized by social, economic and environmental interdependence[3]

Peirce and Johnson explain that modern citistates are "Similar to city states of antiquity (i. e. Athens, Rome, Carthage) or medieval times (i. e. the Hanseatic League), except that modern citistates engage in instant electronic communication and capital transfer, and are the chief recipients of world population growth."[4]

Peirce and Johnson explain that the dawn of the information age in the past decade has accelerated global economic expansion, and to compete in the emerging global economy, citistates must cooperate across governmental sectors to remain competitive.[5]

Ioanna T. Morfessis, a proponent of the citistate model of intergovernmental cooperation for economic development asserts that we already are witnessing many examples of citistate alliances. She cites an international trade and economic development alliance between the states of New Mexico and Chihuahua, Mexico; a sharing of technology, business and university resources by the three metropolises of the Diamond Alpine Region – Lyon, France; Turin, Italy and Geneva, Switzerland; and an international tourism campaign and program being implemented by Maryland, Virginia and the District of Columbia as examples of the citistate model of intergovernmental cooperation for economic development. [6]

2. Clusters of Innovation

In contrast to the citistates model which simply describes existing and emerging patterns of relationships between various governmental sectors, the clusters of innovation model offers specific strategies for improving intergovernmental cooperation in the realm of economic development. Clusters are defined as "geographically proximate groups of interconnected companies, associated institutions in a particular field, linked by customer, supplier, or other relationships."[7]

The clusters of innovation approach to economic development asserts that regional economies are the building blocks of economic development and that sustained economic growth depends on increasing productivity. Dr. Michael E. Porter, a proponent of the clusters of innovation approach, explains that regional economies are composed of the following types of clusters:[8]

- Traded clusters—produce products and services that compete in the global marketplace
- Local clusters—produce goods and services tied to the local market
- Resource-driven clusters—based on abundant natural resources
- Local operations of clusters based elsewhere—involved in marketing and distribution

The central challenge for sustained economic growth within these various clusters is to create conditions for ongoing innovation and that ongoing innovation depends on the following four factors:[9]

Factor Conditions – The presence of high quality and specialized pools of human resources, applied technology, infrastructure and sources of capital that are tailored to meet the needs of industries within the region.

Demand Conditions – The presence of regional customers that press firms to improve and innovate to meet customer needs.

Context for Firm Strategy and Rivalry – The rules, incentives and pressures that govern the intensity of competition among businesses and encourage investment and foster productivity growth.

Presence of Related and Supporting Industries – Local sourcing from capable suppliers within the region that enhances productivity and innovation by allowing quicker and less costly communication, that facilitate and foster the flow of new ideas, and that enhance flexibility through outsourcing.

The fundamental roles for government in the clusters of innovation model are to cooperate across local, regional, state and federal sectors to do the following:[10]

- Improve the quality of inputs that businesses need, such as human resources and infrastructure.
- Create rules, regulations and incentives that encourage innovation.
- Build upon and reinforce the formation of local clusters.
- Educate the public about the need to embrace a regional rather than a local economic vision.

In a recent report on the clusters of innovation model for the Research Triangle area, Dr. Porter suggests that the Triangle Area expand from focusing on the current six counties to include a total of eighteen counties that would include Nash and Edgecombe counties.[11] Map 13-1 includes the six-county Research Triangle Park Region and the expanded, eighteen-county, Research Triangle Cluster of Innovation. Within this eighteen-county economic area, the textiles, chemicals and plastics clusters would be added to the Research Triangle's existing clusters of pharmaceuticals/biotechnology and communications. The net result would be sustained economic growth for the entire region. Medium and small businesses throughout the region would provide support services to larger businesses; land that is readily available in rural areas could be developed for housing and recreation, releasing pressure on the Research Triangle's overburdened infrastructure and excessive automobile traffic and advances in technology that would be applied to textiles and agriculture would improve productivity in those industries.

Currently, each county in North Carolina is part of an economic development region and Nash and Edgecombe counties, including the Rocky Mount metro area, are part of the Eastern Region. Through the Eastern Region, both counties have obtained substantial grant and loan funds for economic development projects. Citizens of both counties also have contributed to a loan pool through the payment of a $5 vehicle license tag fee, which is unique to counties in the Eastern Region and both counties recently have reiterated their support for membership in and retention of the Eastern Region.

While the counties remain in the Eastern Region, it behooves Rocky Mount, as the Clusters of Innovation model suggests, to establish strategic partnerships with industries and institutions of higher education in the Research Triangle area. One way of doing this would be to build upon the Carolina's Gateway Partnership's "Gateway Technology Corridor."

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[7]Research Triangle Clusters of Innovation Initiative, Monitor Group, 2002.
[8]Research Triangle Clusters of Innovation Initiative, Monitor Group, 2002.
[9]Ibid.

[10] Ibid.
[11] Ibid.

The Gateway Technology Corridor will combine the following elements:

- Industry Leadership in High-Technology Industries
- Extraordinary Business Inducements to Targeted Industries
- Enhanced Educational Opportunities for Engineering and Other Professional Employees

Industry Leadership — Ensuring that existing companies are well served is key to attracting new, high-technology companies. By reviewing ways to assist existing technology-intensive companies, it is likely that policies and regulations will be enacted that will benefit existing and new companies. Existing high-technology companies can point the way for customers and clients looking to expand or relocate.

Business Inducements — Working with the Nash and Edgecombe counties and the private sector, the City of Rocky Mount can develop an extraordinary business inducement plan to attract high-technology companies.

Enhanced Educational Opportunities — North Carolina's university system includes world-class research and teaching institutions. The City, along with the Carolina's Gateway Partnership should find ways to enhance the delivery of this research and teaching to employers throughout the region—doing so will help the region provide existing and new employers with a highly skilled workforce.

An example of how these elements can be combined is North Carolina State University's plan to offer a new distance education degree program, a Master of Science in Aerospace Engineering. By providing students, Honeywell Aerospace and Kidde Aerospace in Rocky Mount and the Naval Air Systems Command in Cherry Point will provide the industry leadership element of the Gateway Technology Corridor. Similarly, by offering the degree program, North Carolina State University is providing the enhanced educational opportunities element. Finally, by supporting this initiative, the City, counties, State of North Carolina and the private sector can provide the business inducements for element.

The result of intergovernmental initiatives like the Gateway Technology Corridor will be that Edgecombe and Nash counties can apply research and technology from the Research Triangle area in local businesses, thereby creating a traded cluster that competes in the global marketplace. These traded clusters will generate local clusters to produce goods and provide support services for local businesses and their employees. The net result will be sustained economic growth for the Study Area.

II. Goal

Foster and improve relationships among local, regional, state and federal government agencies that will improve the quality of life for residents of Rocky Mount and promote Smart Growth in the region.

III. Objectives and Strategies

A. Assess And Improve Existing Intergovernmental Cooperation Activities

1. Use the common characteristics of successful collaborations outlined in the <u>Report of the Fifth Assembly In The Uniting America Series: Collaborating to Make Democracy Work</u> to develop specific guide lines for assessing and improving existing intergovernmental cooperation activities

The City should develop specific criteria, like the following, to develop a means for assessing and improving existing intergovernmental cooperation activities:[12]

Factors that promote cooperation:

- Address demonstrated needs and concrete problems.
- Exhibit clear visions and tangible goals.
- Each agency has a well defined role.
- Partners have shared values related to the problems, agreement on approaches to solve them, and mutual respect and trust.
- Have strong leadership who stay the course and partners who anticipate a long time horizon.
- All partners have the potential to derive clear benefits from the engagement.
- Have core funding committed.
- Act strategically to identify the full range of stakeholders.
- Create horizontal collaborations that share power.

Factors that limit cooperation:

- Lack of continuity from high turnover of leadership.
- Constraints due to lack of time, personnel, and funding.
- Distortion of mission to attain measurable results.

[12]<u>The Report of the Fith Assembly in the Uniting America Series,</u> The American Assembly, Columbia University, December 2001.

2. Continue to use local planning model guidelines of the American Planning Association to promote intergovernmental cooperation

In the National Civic League's (NCL) Model City Charter Revision Project, the NCL raises the issue of expanding the model city charter to include language that promotes intergovernmental cooperation. Rather than expand its city charter to include language that promotes intergovernmental cooperation, the City of Rocky Mount should continue to address intergovernmental cooperation issues primarily through planning boards and ordinances as outlined in American Planning Association guidelines.

B. Take The Initiative With Other Governmental Agencies In Developing A Plan For Implementing The Clusters Of Innovation Model For Regional Economic Development

1. Develop a specific plan for implementing portions of the clusters of innovation approach as outlined in the <u>Clusters of Innovation Initiative</u>

The City should work with the Rocky Mount Chamber of Commerce, Carolina's Gateway Partnership, North Carolina's Eastern Region L and other governmental and non-governmental agencies and organizations to develop a strategic plan for implementing the clusters of innovation that links Rocky Mount to the Triangle Region yet retains the unique identity of Rocky Mount. This plan should identify opportunities for economic growth while maintaining the quality of life and distinctiveness that makes Rocky Mount a great place to call home.