



CLARKSVILLE-MONTGOMERY COUNTY
**REGIONAL PLANNING
COMMISSION**

U.S. Department of Housing and Urban Development

Community Planning and Development

Pathways to Removing Obstacles to Housing (PRO Housing)

FR-6700-N-98

1 October 2024

This Document is an initial draft of Clarksville Montgomery County Regional Planning Commission's HUD PRO Housing Proposal. This proposal is published for review and comment by stakeholders and public.

Comments will be collected and compiled until 3:30 PM on 15 October 2024 to meet the submission deadline.

TABLE OF CONTENTS

EXHIBIT A: EXECUTIVE SUMMARY.....2

EXHIBIT B: THRESHOLD AND OTHER SUBMISSION REQUIREMENTS.....3

EXHIBIT C: NEED.....5

EXHIBIT D: SOUNDNESS OF APPROACH.....12

EXHIBIT E: CAPACITY.....19

EXHIBIT F: LEVERAGE.....22

EXHIBIT G: LONG TERM EFFECT.....23

ATTACHMENT A: SUMMARY OF COMMENTS.....25

ATTACHMENT B: GRAPHIC REPRESENTATIONS.....26

ATTACHMENT C: IMPLEMENTATION PLAN.....28

ATTACHMENT D: COMMITMENT LETTER.....29

ATTACHMENT E: HUD PRO HOUSING CERTIFICATION.....30

ATTACHMENT F: CODE OF CONDUCT.....31

ATTACHMENT G: BUDGET SUMMARY.....37

ATTACHMENT H: INTERLOCAL AGREEMENT.....38

DRAFT

EXHIBIT A: Executive Summary

The Clarksville-Montgomery County Regional Planning Commission (CMCRPC), Tennessee seeks \$2,000,000 from the U.S. Department of Housing and Urban Development (HUD) for the implementation of this PRO Housing Proposal to remove barriers to housing in Clarksville and Montgomery County, Tennessee.

Type of Applicant	Other (25) Multi-jurisdiction Entity
Type of Jurisdiction	City and County
Target Area	City of Clarksville and Montgomery County, Tennessee
PRO Housing requested	\$2,000,000.00
Total Proposal Need	\$2,400,00.00
Leverage Commitment	\$400,000 of CMCRPC General funds committed

The lead agency on this grant will be the CMCRPC. The CMCRPC will collaborate with the Clarksville Community and Neighborhood Services (CCNS), Clarksville City Council and Montgomery District Commission members to study, develop and implement a modernized zoning and land use regulations that will promote desired population density, reduce development and planning fees, provide a diverse mix of housing types for all income levels, promote desegregation across all communities and ultimately increase housing affordability across Montgomery County.

A significant amount of time as well as fiscal resources have been invested into this effort with the development of the Comprehensive Plan, conducting a community Housing Needs Assessment and finally beginning the Zoning code study and rewrite for the city and county. Well over \$550,000 in local funds. This Comprehensive Plan is already implemented as a lens with which the CMCRPC reviews all zoning, site plan and subdivision requests each day. Unfortunately, there are still gaps in where we are and where we need to go and how we get there as a community.

The funding requested will take the goals and guiding principles from the plan and apply significant action with several key phases over the 6-year performance period (*Attachment B*).

Through this period the CMCRPC will target four key Barriers they have identified to housing

1. Ordinances & Regulations
2. Growth with Supply & Demand issues
3. Expensive Land Prices
4. Lack of Financial Literacy & Agency

EXHIBIT B: Threshold and Other Submission Requirements

Resolution of Civil Rights Matters

The Clarksville-Montgomery County Regional Planning Commission (CMRPC) does not have any outstanding litigation in regards to civil rights matters, therefore is considered an eligible applicant.

Timely Submission of Applications

The CMCRPC will not be requesting an extension or waiver and will comply with the application deadline as listed in the NOFO (15 October 2024 at 11:59 ET).

Eligible Applicants

The CMCRPC is applying for The HUD PRO Housing Grant as a Multi-Jurisdictional Entity. The Clarksville-Montgomery County Regional Planning Commission (CMCRPC) is an independent government body established in 1963 under State Law. The Joint resolution between Montgomery County and Clarksville is in (Attachment H).

Number of Applications

The CMCRPC is complying with the NOFO and is only submitting one application.

Limited English Proficiency (LEP)

The CMCRPC complies with Title VI, Prohibition Against National Origin Discrimination Affecting Limited English Proficient Persons, by maintaining a contract with LanguageLine Solutions (<https://www.language.com/>) in order to provide on demand or as needed translation services to the public.

Physical Accessibility

All in person meetings will be ADA accessible at the CMCRPC office (329 Main st, Clarksville, TN 37040). All in person meetings will be live streamed on the CMCRPC YouTube channel for review, for those unable to attend.

Environmental Review

The CMCRPC will comply with all environmental review requirements as listed in 24 CFR Parts 50 and 58. Upon review, CMCRPC's Proposed Plan is exempt from Environment Assessments (EA), under Title 24 CFR 58.35 (b) (6) Affordable housing pre-development costs including legal, consulting, developer and other costs related to obtaining site options, project financing, administrative costs and fees for loan commitments, zoning approvals, and other related activities which do not have a physical impact.

Federal Assistance Assurances

1. SF-424 submitted on Grants.gov
2. HUD-424-B submitted on Grants.gov
3. HUD-2880 submitted on Grants.gov
4. SF-LL submitted on Grants.gov

Code of Conduct

CMCRPC has included it's Code of Conduct with this application to be kept on file with HUD. It is certified current by the Director, Jeffrey Tyndall, included on the cover letter.

424-CBW Budget Form

An activity level budget has been included on the provided 424-CBW excel form. This is in *Attachment F*.

DRAFT

EXHIBIT C: NEED

Demonstrate your progress and commitment to overcoming local barriers to facilitate the increase of affordable housing production and preservation, primarily by having enacted improved laws and regulations.

a. Improved laws, regulations, or land use local policies

One important step to remove a key barrier to housing production was to allow for increased density and development on smaller lots through the establishment of an R-2D infill single-family district in 2022 classifications within the Clarksville City limits to accomplish increase infill opportunities on underdeveloped or vacant lots throughout the city. The change allowed for higher density single family housing types to be built with reduced setbacks of adjoining or traditional residential single-family lots, allowing more buildable area on smaller lots. This change has sparked development throughout the city on once less than ideal lots, that were once not worth the cost to develop a single-family home or couldn't meet old zoning requirements. This was a good proof of concept for the development and planning community on what a small change to regulation can make a large impact. Resulting development also provided a much-needed uptick in key missing middle housing option for residents.

This adjustment may have pre-dated the Comprehensive Plan adoption, but it fully aligns and set the ground work for the next step in the implementation, and was a proof of concept to local builders on how it could be done. The Clarksville - Montgomery County Regional Planning Commission has completed a two-year process and officially adopted their first Comprehensive Plan in April 2024. This living document will be the guiding policy for all future land use decisions and the modernization of the City and County's Zoning ordinances and Subdivision regulations. This will in turn support a variety of housing choices throughout the Community. Core policy directives under the "Housing and Neighborhoods" chapter 5 of the Comprehensive Plan will promote and implement housing choices that meet the needs of residents at all incomes, ages, and stages in life.

With funding from the City and County CMCRPC has begun the study and re-write of both the City and County zoning codes, to properly align with the needs of the community. The contract has been awarded to Houseal Lavigne Associates Planning consulting firm in August 2024 with an estimated completion of December 2025. This complete study and overhaul of the Community's Zoning Regulations is aimed at key issues identified by Planning staff, Board of Zoning Appeals, stakeholders and developers. Trends include removing or reducing minimum parking requirements, minimum lot sizes, complete street design, Landscape design, increased green infrastructure and environmental resiliency.

Another key barrier to affordable housing that CMCRPC has kept at bay and prided itself on is the efficiency and cost effectiveness of the review process. Each calendar month all re-zoning, large land subdivisions and civil site plans are reviewed on a four-week internal review cycle

culminating in a commission recommendation at the regularly scheduled meeting on week three. This allows for all re-zonings to meet either the City or County Agenda's and be either approved or disapproved within a minimum period of 6-8 weeks or 45-60 days. The time saved is directly correlated to savings in fees and developer overhead as sites can pull permits and begin the construction process. Compared to several jurisdictions across the nation a similar process can range from 90 days to 6 - 9 months. This low time cost eliminates the barrier of entry for smaller developers to also speculate and execute on property without the same means of larger development companies.

b. Other recent actions taken to overcome barriers to facilitate the increase of affordable housing production and preservation

Another way the City of Clarksville & Montgomery County are identifying and attempting to remove barriers to affordable housing is by funding a Housing Needs Assessment (*September 2024*), findings of which have been released. This County wide study has identified significant shortfalls in housing types of both rental and owner-occupied units over the next five years. This is based on units being built, proposed, approved versus existing housing stock and those in need of rehab all aligned with proposed expected population and demographic growth. This key information has been provided to stakeholders such as community leaders, land developers, builders and realtors to steer housing development in a targeted approach. Taking it one step further, the housing assessment, as part of this proposal, will be updated annually to ensure the needs of the community are still on track, providing a key metric to all stakeholders.

Do you have acute need for affordable housing? What are your remaining affordable housing needs and how do you know?

Montgomery County is a Priority Geography as identified by HUD. Specifically, Clarksville and Montgomery County's growth in population and jobs is exceeding the ability of the community to provide adequate affordable and attainable housing choices. Manufacturing, Healthcare and Education, and Retail Jobs represent almost half of the workforce in Clarksville and Montgomery County, yet salaries for the majority of our workforce leave 44% of renters and 20% of home buyers housing cost burdened with over 30% of their gross income going towards housing, of those 18% of renter households and 8% of owner-occupied households are severely cost burdened, spending 50% or more of their income on housing. (*American Community Survey, 2023*). While home values continue to remain high coupled with high interest rates, wages have remained relatively flat. Compared to the median income of the rest of the state of Tennessee, Clarksville is 4% lower in median income at \$67,372 per household.

While these issues are the similar to issues plaguing most of the nation, however a known external factor that is unique to Montgomery County is the proximity to a major military Installation Fort Campbell, Ky. This large operating base contributes a significant amount of tax revenue through the local economy through sales tax. However, a lesser known impact is the inflation of the rental and housing market due to the annual Basic Allowance for Housing (BAH) increases for Active Duty Members and Cost of Living Adjustments (COLA) or locality pay

increases that are provided for civilians who work on post. These rate amounts are public knowledge and well known throughout the realty community, as a result the base rents can and in most cases are set by the minimum BAH rate artificially driving up the cost of what could be affordable rental options. This also applies to the housing market as builders and developers know that close to 20% or 47,800 (American Community Survey, 2023 Estimates) of the local population is made up of Active Duty and Military Retirees who have access to a VA (Veteran Affairs) loan. This in conjunction allows the housing prices to be set on average higher than surrounding areas, as a VA loan requires very low, and in some cases a zero-down payment, increasing the affordability to veterans but in turn raising the market value and cost for the remainder of residents. Despite this Clarksville has a median home value that is 11% lower than the state median value. Conversely and possibly directly correlated to the proximity of the base, rents are on average \$100 more than the state average (*Housing Needs Assessment, Pg II-7, 2024*).

To put this impact into perspective, Montgomery County has a Veteran population percentage at 18% which is more than any other county in the State. For perspective the closest county is Blount County at 8.9%, which has a total population of roughly 140,000, which is still less than half of just the Active Duty members that are stationed at Fort Campbell.

What key barriers still exist and need to be addressed to produce and preserve more affordable housing?

Barrier #1: Ordinances & Regulations

Current Zoning and Subdivision Regulations are outdated and do not fully align with the newly adopted Comprehensive Plan. Since adoption (April 2024), the Plan has been used as the overarching guide and lens for which the CMCRPC processes zoning changes, civil cite plans and subdivision requests. The Goals and Guiding principles outlined are used to ensure what is being requested or changed aligns with what the community has voiced and adopted as the overall vision for development. Issues arise when coupled with outdated or incomplete acceptable use zones, overly stringent lot dimensions such as setbacks and minimum lot area, and minimum parking standards eating up buildable lots to maximize housing units. The Zoning study and overhaul is underway already with an expected delivery and adoption date of December 2025, which will go a long way to assist with the barriers mentioned above.

The next phase of the regulation updates pertains to the subdivision regulations. Based on Tennessee state code as long as the proposed subdivision meets all the adopted regulations, the Regional Planning Commission is obligated to approve the applicants request. The issues arise when verbiage that is ambiguous or less pointed in the current regulations, makes the regulations unenforceable to the desired effect. Usage of terms such as “should or “may” and instead of

“shall” or “will” for example, leave extra room for exploitation of regulations, that don’t allow for proper enforcement of desired community intent. Less than clear terminology could also create a barrier of entry to start up developers or companies outside of the community who are not familiar with the process who would otherwise have interest or investment in our community. All of these factors increase time of CMCRPC staff to explain or interpret the regulations for the public, developers, enforcement officials and elected members, which in turn is a drain on resources that will only compound as development only increases in the coming years. This time cost translates over to developers as well increasing revisions of plans, project delay costs due to resubmittals and waiting for approval. These costs can also inflate the overhead price for the property reducing affordability to the end user. An ancillary barrier that is being identified is the wasted use of required neighborhood amenities for larger cluster subdivision developments. These types of developments benefit from slightly reduced setbacks, with a requirement of sidewalks to be added throughout the development. The land developer is then also required to dedicate a percentage of the subdivided property as Open space restricted from development. Below is an excerpt from the City of Clarksville Zoning Ordinance concerning open space.

Open space shall be provided at the rate of fifteen (15) percent for the entire master plan. Open space must be for the common use of all residents within a residential cluster development, and shall be for amenity or recreational purposes and may include sidewalks, and walking trails, but shall not include streets and parking areas as part of the fifteen (15) percent for open space.

The use of less than pointed verbiage again, results in unkept vacant, overgrown areas that ultimately aren’t utilized as parks or recreational spaces. Apprehension of home buyers to seek out neighborhoods with Home Owners Associations (HOA) in an effort to save money makes these developments out of date and inefficient. This wastes developable space that could be used for housing, specifically mixed smaller housing types, such as cottage courts or neighborhood commercial areas that would reduce trips outside of neighborhoods for essentials. This would increase tax revenue for the city, reduce costs to the surrounding households that would otherwise be paying HOA fees.

Barrier #1: Removal Plan

The first step to the removal of this barrier is already underway, with the funding of the City and County Zoning study and re-write. This will allow for additional housing options to be built in more zoning districts, with appropriate setbacks, reduced parking requirements that maximize the use of the land for housing and appropriate street and access designs. This will lay ground work for the next phase of the Comprehensive Plan implementation, aligning Subdivision regulations. Our proposal will utilize the associated funds to hire a consulting firm to study and rewrite the City & County Subdivision regulations.

The goal and desired results for both the Zoning codes and Subdivision Regulations are streamlined, easy to understand and enforce regulations for all. This effort will include multiple

stakeholder engagement meetings and technical committees including City & County engineers and utility departments, public outreach to high need areas (Persistent Poverty Locations) as well as the rest of the community. This effort will consolidate all users and impacted shape the end product, much like with the development of the Comprehensive Plan. Taking the community development lens one step further is the development of Area plans. These are unique place-oriented plans that have unique characteristics to and establish a sense of place that represent each area. These plans will further guide development, but also incorporate more focused agency and stakeholder engagement in those specific Planning Areas. Based on need and priority, the persistent poverty areas will be completed first as laid out in this proposal.

1. New Providence Area Plan
2. Downtown Urban Core Area Plan
3. Lafayette – Peachers Mill Area Plan
4. South Clarksville Area Plan

These Area Plans will be completed at a pace of two per year starting in 2025.

Barrier #2: *Growth with Supply & Demand issues*

Migratory Population growth to Montgomery County is outpacing home availability. Data from the Housing Needs Assessment highlighted an average of 3,000 new housing units needed a year for the next 5 years. More specifically, the age group demographics expected to grow the most are those in aged 55 and over, with a 30% expected increase by 2029. This identifies a specific need for increased senior and accessible housing (elevator served units, attached single story/zero- entry cottage or duplex units) for this at-risk group. This not only applies to affordable or entry level homes and rental units but high-level income housing as well. The lack of mid to high level housing options reverberates down as less households are moving on from starter homes and those already housing burdened and severely housing burned, can easily become unhoused if rents continue to outpace their income. Additionally, as noted in the Housing Needs Assessment, significant economic development projects currently under construction or recently completed in Clarksville and outlying areas of Montgomery County, the economy within both will likely continue improving for the foreseeable future. As this positive economic activity will contribute to the ongoing demand for housing in Clarksville and Montgomery County, it is important that an adequate supply of income-appropriate housing is available to capture new residents and retain existing residents.

Barrier #3: *Expensive Land Prices*

Truly affordable rate and even workforce rate housing is difficult to obtain and build when land prices aren't fixed or subsidized in some way. Average price per acre of land in Montgomery county, like most areas of the country is only rising. As of September 2024, on various realty sites such as Zillow, Landwatch and Realtracs the average residential for sale lots in the state of Tennessee are listed for ~\$21,000 an acre. In contrast buildable residential lots for sale within the Clarksville city limits are listed on average at ~\$75,000 an acre across all residential zoning districts, with some areas seeing as high as ~\$200,000 an acre. Land costs eat up 18% of builder's budgets nationwide (National Homebuilders Association, 2022). Smaller grass roots developing and building companies make up the majority of Clarksville and Montgomery County's development community, and when an almost 20% cost of finished lots makes an affordable rate price near impossible. Another issue that can add to the land cost is the presence of challenging topography, sink holes, drainage and flood plain issues that are abundant in our community. This can exponentially drive up the cost of finished and buildable land development.

Barrier #2 & #3: Removal Plan

To remedy both of these barriers, CMCRPC is proposing a several prong approach. Establishing a land trust and fund within the community will remove a high cost to builders that could be building more affordable units. With a 20% decrease in cost those savings can be passed on to the user.

Development of Pre-approved ADUs and House Plans, for immediate building. This step will be dependent on updating the zoning regulations before implementation as needed but this added change will remove 2-5% of costs per unit to builders due to plan inspection and Architecture Plan fees. The allowance of additional or multiple small units in traditionally just single-family lots, will provide a quick boost to housing stock that would usually be slowed by development of roads and infrastructure on large vacant lots.

Barrier #4: *Financial Literacy & Agency*

One significant barrier that was noticed through adoption of the Comprehensive Plan and the Housing Needs Assessment was the absence of nonprofit Community Development Corporations (CDC) within Montgomery County. The housing Needs Assessment These grass roots organizations, that are place based and invested in the neighborhoods and are comprised of religious organizations and people they represent play a major role in successful cities. Lack of CDC organizations within Clarksville specifically has led to underrepresentation and lack of involvement of key stakeholders in some of the most impoverished and minority dense census tracts. This can be seen in the New Providence, Downtown Urban Core and South Clarksville planning areas (*Attachment B*). These highly impoverished areas are also home to some of the lowest education levels and disproportionally higher renters to owner occupied household ratios, compared to the rest of the County. Increasing representation to these groups ensure the needs of these communities are being fought for from a vested source acting in and for their best interest.

These at-risk groups that within Clarksville will benefit from focused efforts and advocacy to increase access to education, health care, financial literacy, amenities and a well-built neighborhood environment.

Barrier #4: Removal Plan

To address this barrier the CMCRPC, through partnerships with local at needs organizations will begin a solicitation and mentorship for the formation of a Clarksville Community Development Corporation no profit agency. The Pilot program will be focused in the priority focus areas (Persistent Poverty Locations), specifically New Providence area. The funds requested will be used to fund operations of a Director and a staff data analyst for a year, to get the 501c off and running.

This mentorship program will be place based and built on the five Social determinates of health and will host a board of advisors that is made up of local area experts from each of the 5 Social determinates of health. Priority will be given to those who live within the area, if not all the areas can be filled from within the area, these will be either appointed or filled by application on a case by case basis. In addition, this potentially has the opportunity to uncover additional barriers in these areas, that the City of Clarksville may have blind spots to, that maybe isn't necessarily evident from a data driven perspective.

EXHIBIT D: SOUNDNESS OF APPROACH

What is your vision?

Just as was noted previously in the *Need* section of this proposal, Clarksville and Montgomery County have acute and significant barriers to housing. What we propose will meet the following HUD National Objectives:

- 1. Benefit to low- and moderate- income (LMI) persons*
- 2. Aid in the prevention or elimination of slums or blight*

This is outlined below with the focus of persistent poverty areas for efforts aligned to Barriers #1 - #4. By increasing redevelopment and offering aid the removal of vacant and undeveloped properties will address national objective #2

Barrier #1: Ordinances & Regulations & Barrier #2: Growth with Supply & Demand issues

Eligible Activities Proposed - Planning and policy activities supporting affordable housing

- 1. Subdivision Regulations*
- 2. Pre-Approved ADU & House Plans*

3. Area & Neighborhood Plans

4. Housing Needs Assessments

Eliminating these first two barriers started with the implementation of the Comprehensive Plan and the Zoning code study and rewrite. Activities 1 & 3 will continue the alignment of overarching policy to regulations to encourage enforcement, understanding and approval of desired and needed development into each Planning Area.

Activity 2 will provide a quick and efficient, yet aesthetically appealing solution to a missing housing stock. Allowing these in traditionally single-family lots or neighborhoods will allow for a quick boost of unit stock and the smaller footprint will allow for ease of placing even on some of the most challenging or constrained lots, with little alteration.

Activity 4, will be used as a metric and wayfinding metric each year to ensure all agencies are aligned in the effort and hitting the marks housing marks the community still needs.

Barrier #2: Growth with Supply & Demand issues & Barrier #3: Expensive Land Prices

Eligible Activities Proposed – Development Activities

Land Bank & Land Trust

Establishing a land bank, which has been absent in Montgomery County will allow development agencies to capitalize on less than desirable lots, combine, develop resell or clean delinquent titles for affordable housing and increased housing stock production.

Barrier #4: Financial Literacy & Agency

Eligible Activities Proposed – Preservation Activities

Financial Literacy and Community Development Corporations

The barrier removal, with increased advocacy and agency will be with the mentorship and implementing a Community Development Corporation within the New Providence Area. Mentorship and establishment of the initial CDC will provide the proof of concept to invite other grass roots development non-profits to begin in the other areas in need. This will allow access to additional CHDO funds that the City of Clarksville is currently unable to spend or allocate due to the lack of a qualified organization to execute the funds.

All of these activities as shown Align with HUDs guidelines of this NOFO but also the Comprehensive Plan, Community's vision and needs. The significant investments in time and resources already allocated show the willingness of the community to progress and grow more resiliently.

Environmental Risks

Montgomery County it's fair share of environmental risk factors to include, floods and seasonal severe weather.

- a. Flood ways adjacent to the Cumberland River that bounds the City limits to the South East and bi sects the county limits development along the river's edge with current regulations not encouraging development within floodways. In recent years there has been considerable flooding due to excessive rainfall with a mostly (clay soil content) dryer seasons are more prone to flash flooding issues with reduced ground absorption rates for porous surfaces not exclusively in flood areas.
- b. Severe Weather events such as Tornados and damaging wind events have increased in recent years with the shifting of Tornado Alley more to the east. The most recent event was a significant winter outbreak on December 9th 2023, that damaged thousands of homes in Northern Clarksville, resulting in a declaration of a national disaster area by FEMA.

These impacts only solidify the proposed plan to increase residential density on prime land, and increase the already strained housing stock. Any additional disasters will only further strain the already thin housing stock.

One way the city and county already promote environmental resiliency is by requiring indigenous trees and plantings in each landscape plan, this ensure survivability of the landscape and reduces erosion risk but also aids in drainage issues that would be otherwise covered by an impervious surface.

Possible Road Blocks

The main road blocks expected will be from local builders, developers and even local leadership who may be apprehensive to significant changes that could disrupt how the process of development has been conducted in this community in the past 30 years.

Some developers have strong political influence within the CMCRPC, City Council and County Commission, either as sitting members or local relationships. This could slow adoption or shape overall influence of the plan away from the desired intent if proper education and engagement is not implemented early in the process.

To mitigate these impacts, each step of the process will have significant stakeholder education and engagement meetings throughout the process to ensure full understanding of all involved.

What is your geographic Scope?

The Proposal efforts will directly impact the Montgomery County area as our jurisdiction area of responsibility. This area spans roughly 539 square miles, and includes a population of 239,872 (American Community Survey, 2023), the largest incorporated city is the City of Clarksville, that houses a population of 180,705 (American Community Survey, 2023). Montgomery County is also a HUD PRO Housing Priority Geographic location. These populations expressed in terms of households, Clarksville has 68,847 households currently and is expected to grow to 76,443 by 2029 (Housing Needs Assessment, 2024).

Indirectly, Montgomery county is contiguous with seven neighboring counties in both Tennessee and Kentucky with an additional total population of 277,727 (2020 U.S. Census) who benefit from both labor opportunities as well as support amenities that Clarksville and Montgomery County provide. Just a few examples include an extensive parks and recreation program as well as Veteran Support services. Two of these contiguous counties, (Houston County and Stewart County) to the west are also PRO Housing Priority Geographic locations. It is evident, that these efforts in the proposal will not only have a measurable effect on Montgomery County but provide ripple effects of opportunity in neighboring counties across the region.

Who are your key stakeholders? How are you engaging them?

The Key Stakeholders in Montgomery County include, the underserved community populations of which 44% of renters and 20% of mortgage holders are cost burdened of those 35% are Persons of Color and the majority reside in consistently impoverished neighborhoods, such as in the South Clarksville, New Providence Area, Lafayette Peachers Mill Area and Downtown Urban Core Community. Montgomery County is also home to a large military population, located directly adjacent to Fort Campbell Army Installation, Ky. With upwards of 65,000 civilians and active duty members working on the installation and residing in the surrounding community. Additional stakeholders include the development community to include various home builders, realtors and real estate investment companies. Industrial and large businesses such as Google, Hankook Tire and LG Chem, also have significant investment in the County in recent years and continue to expand operations, further fueling the need for affordable housing.

Outreach has been ongoing starting with the Comprehensive Plan and will be a continuing. Starting back in the summer of 2022 with the launch of the Comprehensive plan, three in person visioning workshops were hosted throughout the county as well as a host of multi-media and internet-based surveys for citizens to participate. Input and feedback from over 550 stakeholders were incorporated to develop the goals and guiding principles for the Comprehensive Plan. A continuation of this and implementation of the Plan is as a key portion of the Housing Needs Assessment in June 2024, two surveys were conducted one targeted at Stakeholders and another at Employers in the community.

Input from stakeholders indicated that Clarksville is most in need of housing that is affordable to lower income households (Rentals priced below \$1,250/ month and housing for sale below \$200,000). (Housing Needs Assessment, Pg II-11).

Of note as well housing types missing or most needed according to survey takers are mixed use, duplex/triplex/townhomes and multifamily apartments. Last 64% of stakeholders noted an establishment of a land bank and trust could help to eliminate barriers to more housing options through-out the city. Throughout our period of performance, we plan on conducting repeat housing needs assessments each year to provide a tangible metric to track progress towards our goals of 15,000 housing units by 2029. As part of the annual updates we continue to survey and engage our stakeholders.

PRO Housing Grant Proposal Feedback

On September 24th 2024, at the CMCRPC's regularly scheduled meeting, a public hearing was held to announce the CMCRPC's intent to apply for the PRO Housing Grant for fiscal year 2024. Samuel McCanna, presented background information on the Grant Notice of Funding opportunity and presented how the CMCRPC intended to use the funds if awarded, along with associated project timelines. The CMCRPC staff fielded questions from the Commission members regarding match amounts and concerns on who would oversee the Land Trust and Land Bank. After the presentation a public comment period was opened and but no in person comments were received. The meeting was recorded and live streamed on YouTube as well. Staff highlighted the process and options to collect comments via in person, email and by phone. As of this point no additional comments have been received.

Throughout the development of the Comprehensive Plan, spanning the past 3 years, feedback from the public, development community, City Council and County Commission has guided and shaped this PRO Housing Grant application. Specifically, the themes listed in *Chapter 5 - Housing and Neighborhoods*. Listed below are the common and reoccurring input from stakeholders regarding housing issues:

1. Develop affordable housing stock, especially for seniors and working class such as teachers and caregivers.
2. Support Mixed use development
3. Address the need for mixed income housing development.
4. Address the lack of housing and development in low income areas.

The adoption of the Comprehensive Plan (2024) affirms these for the community as guiding goals and principles for our neighborhoods and housing and will be aligned and intact and enforceable with the updated Zoning ordinances and Subdivision Regulations.

How does your proposal align with requirements to affirmatively further fair housing?

The Proposal is fully aligned with AFFH. A few examples are highlighted below:

1. Determine who lacks access to opportunity and address any inequity among protected class groups:

CMCRPC's proposal has identified through census track data via American Community Survey data as well as the Housing Needs Assessment, the inequity throughout the New Providence, Downtown, South Clarksville and Lafayette-Poachers Mill Area Census tracks (*Attachment B*). These areas are predominately minority race groups and of those are more than 20% below the poverty line. (*American Community Survey, 2023*). The households in these same areas are predominately renter occupied, with a disproportionate owner-occupied household as well when compared to the rest of Clarksville and Montgomery County (*Attachment B*). Additionally, the predominate zoning of one of the persistent poverty locations, New Providence area has the highest concentration of mobile home park zoning district areas in the City. Historically these dwelling units don't retain value or appreciate in value like traditional built homes adding to the disparity in poverty.

2. Promote integration and reduce segregation:

The Comprehensive Plan implementation and updates to the Zoning regulation will guide and implement a more equitable zoning district and allowed use. The high amount of Mobile home parks zones located within and the absence of single-family zones away from these areas in particular aid in perpetuating the low property values and less than desirable aesthetic of the area. This coupled with lack of new investment and property redevelopment in the area, due to the low-income levels creates a cycle of segregation that has been persistent. The CMCRPC's proposal aligns with AFFH Objectives in two ways. First, with equitable use Zoning districts City wide, this will look to allow more mixed housing options throughout the city and create less concentrations of mobile home or strict for rent housing in low income areas. Increasing diversity of income and race. The addition of pre-approved ADUs or house plans will look to spark redevelopment on vacant lots in these existing neighborhoods aiding in drawing in new racial and income diversity for the area.

3. Transform racially or ethnically concentrated areas of poverty into areas of opportunity

Last with the implementation of a Land Bank and Land Trust, the primary focus locations will be in these identified as persistent poverty locations. Land in need of redevelopment and reinvestment will be acquired and sold to build additional housing or sold to meet identified neighborhood needs or for areas of increased opportunity (Parks or Neighborhood Markets).

Continued concentrated redevelopment and new development outside of the Urban Core and away from Persistent poverty locations targeting higher income households has propagated further segregation of these neighborhoods and areas which happen to house the highest and poorest minority populations. This has resulted in loss of amenities, lack of potential additional commercial investment into these areas and increasing neglected properties

Increased Housing Choice

The Comprehensive Plan, has laid out a framework of future land use and desired developments. Following structure this will eliminate overconcentration of affordable housing in low opportunity areas. These low opportunity areas are identified as areas to develop and provide additional amenities in the Plan. The approval of preapproved ADUs and housing plans, coupled with updated Zoning Ordinances to allow mixed housing types and neighborhoods will provide for mixed income neighborhood developments in traditionally just single-family neighborhoods. This will open up properties in traditionally unaffordable neighborhoods, and eliminate the barrier to entry of ownership in these at-risk areas.

Unique Needs

The Preapproved House Plans & ADUs will provide a range of options all that are ADA accessible and built to those standards. The options will provide a wide range of use needs for varying bedroom types to meet a wide variety of household sizes identified in the Housing Needs Assessment. These plans will also provide elevators serviced building for senior housing if multiple floor layouts are built.

Alignment with Consolidated Plan (Fair housing Plan)

These efforts of increasing density and housing supply units align with the City of Clarksville's Consolidated Plan. This plan outlines a plan to construct 1 affordable rental unit and provide Direct Financial assistance to 4 homebuyers through the use of CDBG & HOME funds. The Consolidated Plan also has unspent funds each year that is set aside for CHDO or (Community Housing Development Organizations), for 2024-2025 it is \$1,000,000. This aligns and is supported by this proposal to fund and start a CDC within Clarksville which can put these funds to use on projects that would have a direct impact on these persistent poverty locations.

Displacement Risk

With any redevelopment and new investment into any neighborhood, there is a risk of displacement or gentrification. The goal of the CDC we start is to help mitigate this through Agency, rental assistance and financial literacy classes to these at-risk areas. The increased housing options and right sizing that the zoning study will aim to accomplish will aid in price stabilizing these areas, as more and more housing stock can be built on smaller parcels of land.

Equity Related Resources

For the founding structure and framework of the funding and mentorship of the Community Development Corporation (Barrier #4) the 5- Social Determinates of Health will be used to stand up the initial CDC. These include:

1. Healthcare access and quality
2. Education access and quality
3. Social and community context
4. Economic stability
5. Neighborhood built environment.

These pillars as well as overall community input have been used to shape our proposal.

Evaluation Metrics

The Annual Housing Needs re-assessments will be our key metric to measure our effectiveness of our plan each year. This will be used to inform decision making, adjust areas of focus based on market, population or household fluctuations. Annual ACS survey estimates will be used to assess the progress and changes to these neighborhoods. Last, through agency and engagement with the CDC that is established we will have an increased pulse on these historically misrepresented stakeholder population. Through this relationship, needs of these communities can be heard and addressed.

What are your budget and timeline proposals?

The provided budget in the HUD excel sheet (HUD-424CBW CMCRPC) represents estimates by several industry consultants for time as well as cost. Total cost was divided by the timelines to get a cost per day estimate. The direct labor costs by the CMCRPC staff was computed over a 6-year period and with various levels of weekly involvement. Logically, the Strategic Planner and main Planner assigned to project management will have the most involvement weekly (15 hours) and the Director will have the least (1 hours), others fall within the range, administrative support to financial reporting.

Proposal timeline and schedule are included as well in *Attachment B* of this application. This shows how the 6 different goals will be accomplished between FY 24 and FY 29. If the funds provided by HUD are less than requested, CMCRPC would prioritize the use to complete the following needs in this order:

1. Subdivision Regulation Study and Overhaul.
2. Stand Up a Community Development Corporation (CDC)
3. Establish a Land Trust & Fund
4. Pre-approved House Plans & ADUs
5. Annual Housing Needs re-assessments
6. 12 Area Plans Completed (2x per year)

If the requested funding were to be cut in half, the project would be cut accordingly. The Subdivision regulations, Land Trust and Community Development Corporation would remain the priority with an estimated cost of \$1,000,000. These priorities would allow the CMCRPC to put the Comprehensive Plan into enforceable policy action, and make significant impact in the housing needs of the community.

EXHIBIT E: CAPACITY

What capacity do you and your Partner(s) have? What is your staffing plan?

The CMCRPC will act as the lead entity in implementation initially of these proposed programs. The staff Organization of the CMCRPC is shown in *attachment B*. The full extent of staff which will implement or are expected to be doing project management of the proposal are outlined in Red. Staff time is also included and those referenced in the budget worksheet (*Attachment G*).

More specifically, Silas Matchem Sr, Strategic Planner, will be lead project management for the Community Development Corporation mentorship program as well as the implementation of the Land Trust and Bank.

The overall Project management of the Subdivision Regulation and Pre-approved ADU/ House plans will be handled by Samuel McCanna, Planner. The Subdivision regulation study will be hired out to a planning consultant firm, by State law it will be through competitive bid process due to the amount of the contract. The firms competing will be required to show similar successful projects of scale and scope as well as references, to ensure ability to manage and complete the project.

For the Pre-approved ADU/ House plans a request for proposals will be advertised for bidding to Architects. This much like the Subdivision Study will require portfolios of styles and scope previously performed. This will ensure capacity and experience of the hired firm also meets the desired effect.

Experience

As a Planning agency, the CMCRPC staff has a wide range of experience of coordinating, writing and adopting policy. Along with that experience, hiring of planning consultants and research firms has been used recently to produce the Comprehensive Plan, conduct a Housing Needs Assessment and most recently conduct a Zoning Code re-write, which is currently on-going. Providing local experience with national third-party perspectives provides the CMCRPC lessons learned from other communities.

- **Silas Matchem, *Strategic Planner***

Silas brings a decade of hands-on experience in community development, honed through his tenure as Executive Director of the Evansville, Indiana Promise Zone. His journey has been defined by spearheading housing initiatives, facilitating community betterment projects, and fostering collaborations with diverse government and community-based organizations. Silas also brings the unique perspective of running and founding various other non-profits throughout his professional career.

Silas' extensive background in navigating complex, long-term projects, coupled with a nuanced understanding of local issues and resources, positions him to guide communities toward sustainable transformation. Mostly recently, Silas helped the City of Evansville Indiana secure a 30 million Promise Neighborhood grant.

Silas holds a bachelor's degree in organizational communication and master's degree in administrative leadership and public administration. He is currently a steering committee member for the *Our Places of Impact* Community of Practice (CoP) a part of HUD's focus on supporting community-driven revitalization and the communities undertaking them. Silas also serves on the Housing Advisory Committee for the Urban League branch in Tennessee. In addition, on serving on various boards across the states.

- **Samuel C. McCanna, *Planner***

Sam has over 14-years of military experience with over 9-years supervising and managing teams and projects of various scope and size in some of the most challenging locations, with limited resources. With a background in Meteorology and Operational Forecasting he brings a unique environmental perspective to the Planning Commission and areas land development.

Samuel holds an associate's in meteorology and a bachelor's in urban planning, and is pursuing a master's in architecture. His roles and projects at the RPC have included assisting with the completion of the Comprehensive Plan, Addressing management and process overhaul and the management of the RPC's all in one application and reporting database upgrade. A modernization effort that was 10 years overdue, removing numerous redundant tasks. Finally, he led the inaugural PRO Housing Grant Proposal in 2023 for the Planning Commission.

Financial Experience

The CMCRPC has over 35 years' experience in managing federal funds, with over \$77 million successfully stewarded by the Metropolitan Planning Organization (MPO) under the CMCRPC since inception. This encompasses an annual federal budget of \$2.9 million from the Federal Highway Administration (FHWA) and Federal Transportation Administration (FTA), managed by the MPO. Of that \$2.2 million is allotted to the City and County for various transportation projects. The requested grant amount of \$2,000,000 falls well within the scope of the CMCRPC staff to successfully administer.

Authorship

This FY2024 PRO Housing Grant Application was written by the CMCRPC Planning staff to include collaboration with Director Jeffrey Tyndall, Strategic Planner Silas Matchem Sr. and compiled/submitted by Planner Samuel McCanna all are full time staff.

Clarksville Montgomery County Regional Planning Commission’s Authority to Administer Proposal

The CMCRPC is an Independent Government Agency (Multi-Jurisdictional Entity) established by an interlocal agreement with the City of Clarksville and Montgomery County (*Attachment H*) to provide recommendations for current and future land use development. The plans and policy writing of Zoning code and Subdivision regulations falls under the role of Planning Commissions in the State of Tennessee.

In exercising several of its duties, including the adoption of a regional plan, subdivision regulations and zoning ordinances, planning commissions are charged with identifying areas with inadequate or nonexistent public or private services and facilities necessary for development to occur and including such considerations in the plans, regulations and ordinances. In order that the regional planning commission may accomplish its functions, it is granted certain statutory powers. One of the most significant is the authority to adopt regulations governing the subdivision of land within its jurisdiction; these regulations provide the requirements for plat approval. Counties may require legislative body approval of subdivision regulations or amendments enacted by

(Tennessee Code Annotated, 13-3-104).

This section of the code empowers the CMCRPC to proceed with updating and adopting an updated Subdivision Regulation. As an independent Government Agency (Multi-Jurisdictional entity) the CMCRPC is able to independently hire consultants for use in planning studies as well as additional staff for increased responsibilities.

The commission may hire employees, with some restrictions, and it may contract with planners and other experts.

(Tennessee Code Annotated, 13-3-103).

EXHIBIT F: Leverage

Are you leveraging other funding or non-financial contributions?

The CMCRPC with support of the City of Clarksville and Montgomery County, has already dedicated \$300,000 of locally raised funds to conduct and adopt the Comprehensive Plan, an additional \$30,000 to conduct a Community Housing Needs Assessment and \$225,000 for a City and County Zoning code rewrite. While this is money already spent, and doesn't count toward the match to the requested funds, it should be noted of the efforts and investment this community has already made to addressing these issues. In addition, The CMCRPC through its general fund is committing an additional 20% (\$400,000) of the total funds requested for the proposal (\$2,000,000), over the 6 - year period. The commitment letter is signed and can be seen in (*Attachment D*).

EXHIBIT G: Long Term Effect

What permanent, long-term effects will your proposal have? What outcomes do you expect?

The overall goal is to meet the needs outlined in the housing needs assessment, 15,000 housing units added by 2029. This mark won't be met or caught in the first year, however the goal will to be on pace and caught up by year 5. This will allow time for the Zoning and Subdivision regulations to have been in place, ADU and house plans available to and implemented to increase the housing stock in an efficient and concerted effort. The Housing Needs Assessment as mentioned earlier, this will be updated and assessed annually, providing the community with Realtime data annually on how we are meeting or not meeting these goals.

The goal for Pre-approved ADUs and house plans is to account for 10% of all new residential development by year 5. This matches the case study of south bend and with an absence of these housing type units within the community once the process is established and zoning aligned this could easily be met and surpassed.

The quantified goal for the CDC is to be stood up and fully functional by mid Fiscal year 2027. This impact will be less quantifiable at first but once up and running, the metric of renters to owner households within the persistent poverty locations will be the most telling impact of progress for this area. The goal is to decrease the ratio from 80% renter's household to more in line with the rest of the county by year 6 to a 40% renter occupied household and 60% owner occupied.

For the Land Trust and Fund, by year 2030 the goal will be to have acquired and released buildable lots for development of 15% of the needed low-income entry-level homes (< \$133,833) as identified in the housing needs assessment, for a total of 85 units with an anticipated land cost of \$10,000 per unit.

The desired long-term effect will be the sustainment of healthy, safe, equitable and complete neighborhoods for years to come. The goals outlined in the Housing and Neighborhoods chapter of the Comprehensive plan will be our desired outcomes

1. Promote Diverse housing options and right sized density around nodes throughout the City, Urban Growth Area and targeted areas in the county.

2. Research and integrate attainable housing options throughout all areas of the community, avoiding over concentration of such development.
3. Promote and incentivize the preservation of historic assets by encouraging adaptive reuse.
4. Strengthen the identity of Neighborhoods through creative placemaking strategies throughout the community.
5. Conduct public outreach and education to inform neighborhood and area planning efforts.
6. Build residential developments with sustainability best practices to mitigate natural disasters and extreme weather events.

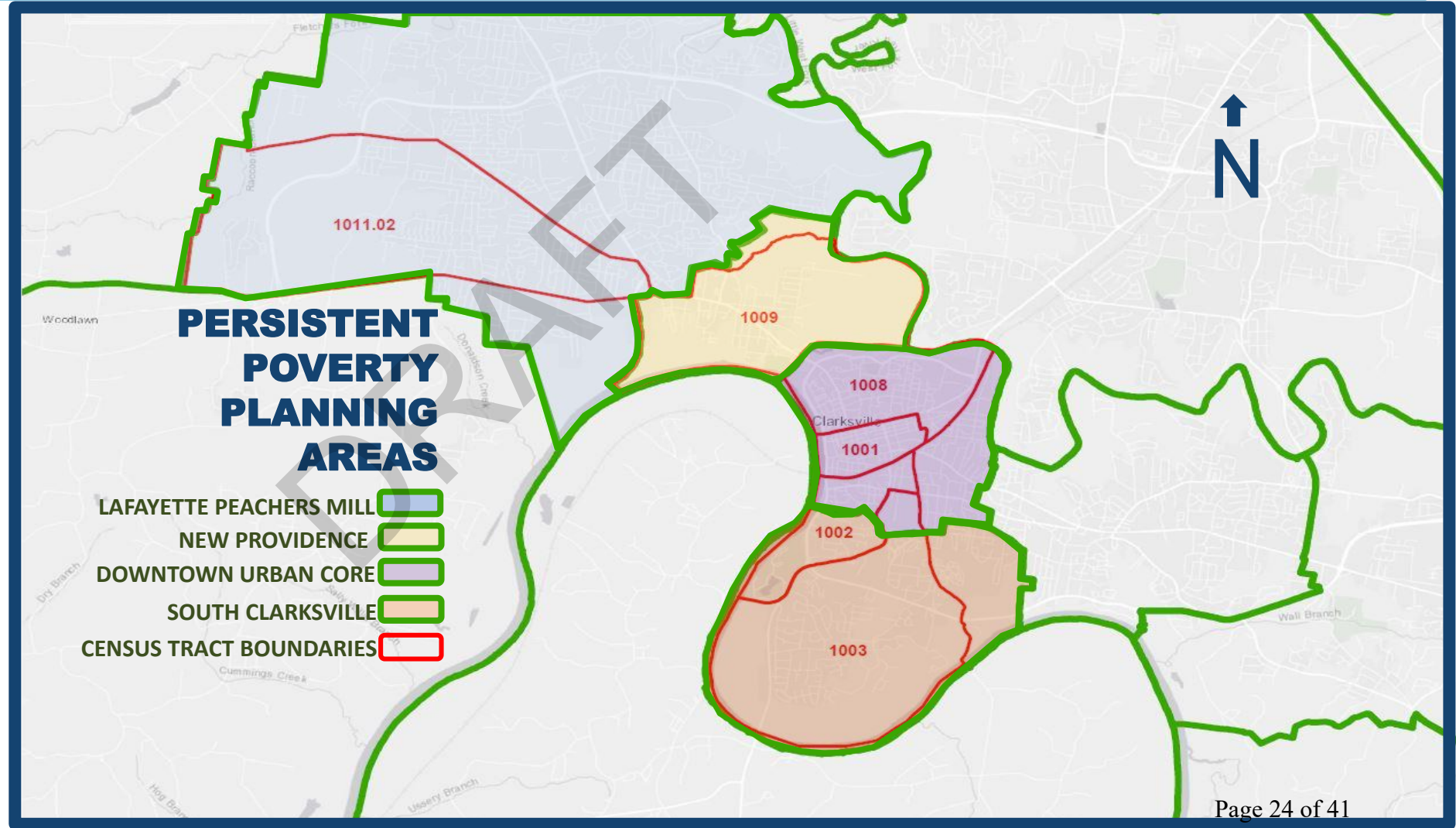
In chapter 11, the Implementation chapter of the Comprehensive Plan, these goals are given priorities and anticipated timelines and costs. As the Comprehensive plan evolves these goals and action items are reviewed and reported on each year in the first quarter of the calendar year. This report is provided to City and County and any adjustments or amendments will be adopted accordingly.

This crucial step adds a layer of accountability to the plan to act on what the community has voiced as a priority for them as a whole. This will be our main measure of success in our efforts as a whole for not only this proposal but for all future development and land use for Clarksville and Montgomery County. This process and approach to community development could be a model for accountable and measurable planning and development for other communities to emulate.



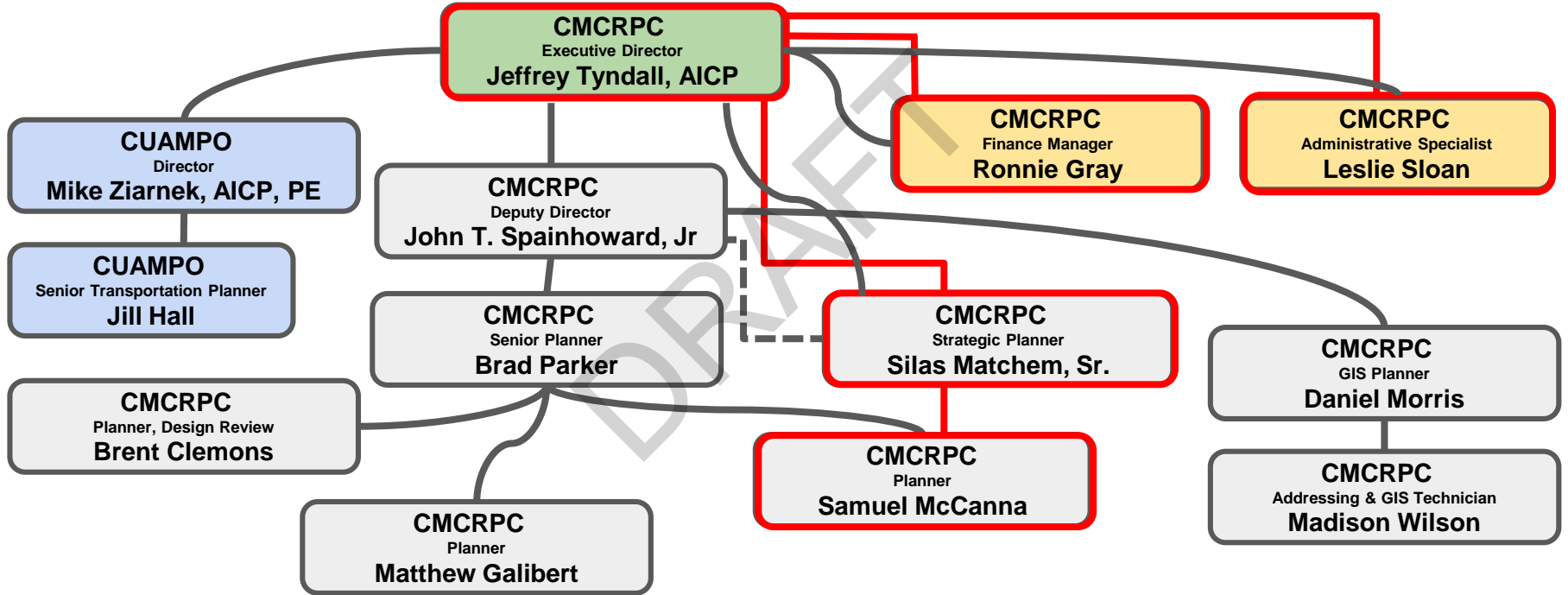
Priority Focus Areas

- **Persistent Poverty Locations:** Greater than 20% of Population at or below Poverty line.
- **Minority Populations Below Poverty Level by location:**
 - 1001 = 80%
 - 1002 = 46%
 - 1003 = 37%
 - 1008 = 26%
 - 1009 = 68%
 - 1011.02 = 12%



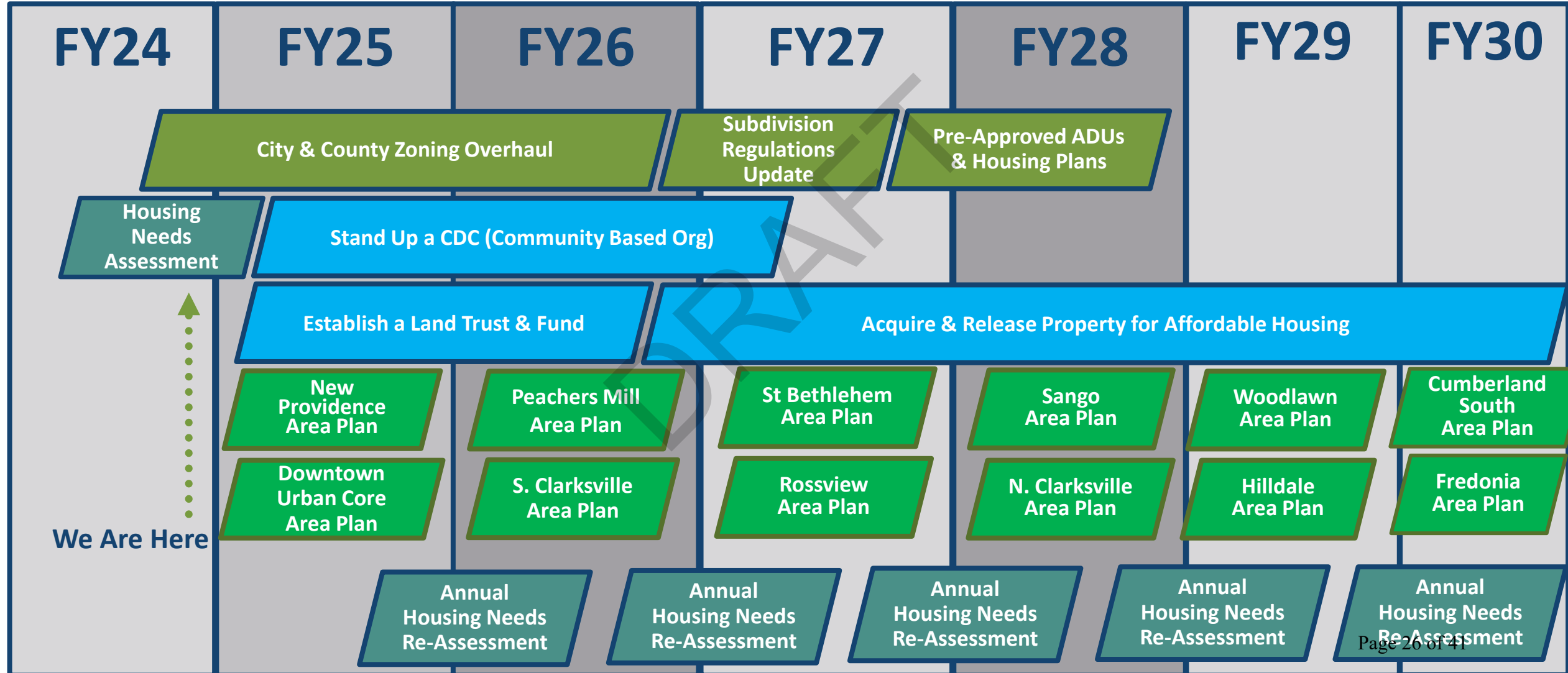


CLARKSVILLE-MONTGOMERY COUNTY REGIONAL PLANNING COMMISSION Organization Chart



 HUD PRO Housing Proposal Aligned Staff

The Proposed Plan & Timeline





27 September 2024

HUD Pathways to Removing Obstacles to (PRO) Housing Commitment letter

On behalf of the Clarksville-Montgomery Regional Planning Commission (CMCRPC), I am pleased to provide this letter expressing our organization's financial, physical and overall commitment to The Clarksville-Montgomery County Regional Planning Commission's HUD PRO Housing Grant Proposal for FY2024. Over the next six years (FY25 – FY30) this will be accomplished through five key contributions.

Contribution 1. Along with the Funds requested from the HUD PRO Housing Grant (FR-6700-N-98), The CMCRPC will commit \$400,000 from its General Fund over six years (FY25 – FY30), to aid in the completion of these projects.

Contribution 2. The CMCRPC will provide space in which to host meetings or events. The space is ADA-Accessible, secure and can host 100 people safely. In order to maximize stakeholder engagement, the CMCRPC has the ability to live stream all meetings and broadcast on YouTube for those unable to physically attend.

Contribution 3. Promote these efforts at all City of Clarksville Council Sessions and Montgomery County District Commission meetings (4 per month) as well as throughout the community by hosting engaging and promoting stakeholder events at key stages of the projects and beyond completion.

Contribution 4. Throughout the various stages of the proposed projects, CMCRPC will coordinate and manage the in-house storage of the main databases to supplement and aid the ongoing studies.

Contribution 5. The CMCRPC will continue to provide the same contributions to the Clarksville-Montgomery County community beyond the grant-funded project period to support sustainability.

A handwritten signature in black ink, appearing to read 'Jeffrey Tyndall', is written over a horizontal line.

Director, Clarksville-Montgomery Regional Planning Commission

Jeffrey.Tyndall@cityofclarksville.com

PRO HOUSING CERTIFICATIONS FOR MULTIJURISDICTIONAL ENTITY APPLICANTS

The multijurisdictional entity applicant, Clarksville-Montgomery County Regional Planning Commission (CMCRPC), certifies that:

Affirmatively Further Fair Housing -- The jurisdiction(s) will affirmatively further fair housing.

The Uniform Relocation and Real Property Acquisition Policies Act of 1970, as amended (URA) --

It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, (42 U.S.C. 4601-4655) and implementing regulations at 49 CFR Part 24.

Anti-Lobbying --To the best of the jurisdictions' knowledge and belief:

No Federal appropriated funds have been paid or will be paid, by or on behalf of it, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement;

1. If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, it will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions; and
2. It will require that the language of paragraph 1 and 2 of this anti-lobbying certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

Authority of Jurisdiction(s) -- The submission of the PRO Housing application is authorized under State and local law (as applicable) and the jurisdiction(s) possesses the legal authority to carry out the programs for which it is seeking funding, in accordance with applicable HUD regulations.

Consistency with plan -- If any member(s) of the multijurisdictional entity applicant is a recipient of funding under Title I of the Housing and Community Development Act of 1974, the entity certifies that the housing activities to be undertaken with PRO Housing funds are consistent with the strategic plan in the jurisdictions' consolidated plan.

by a source other than PRO Housing funds if the jurisdiction certifies that it lacks PRO Housing funds to cover the assessment.

Excessive Force -- Each member State or local government has adopted and is enforcing:

1. A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and
2. A policy of enforcing applicable State and local laws against physically barring entrance to or exit from a facility or location which is the subject of such non-violent civil rights demonstrations within its jurisdiction.

Compliance with Anti-discrimination laws -- The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 U.S.C. 2000d) and the Fair Housing Act (42 U.S.C. 3601-3619) and implementing regulations.

Lead-Based Paint -- Its activities concerning lead-based paint will comply with the requirements of 24 CFR part 35, subparts A, B, J, K and R; and EPA's lead-based paint rules (e.g., Repair, Renovation and Painting; Pre-Renovation Education; and Lead Training and Certification (40 CFR part 745)).

Compliance with RFRA -- The grant will be conducted and administered in conformity with the requirements of the Religious Freedom Restoration Act (42 U.S.C. 2000bb) and 24 CFR 5.109, allowing the full and fair participation of faith-based entities.

Compliance with Laws -- It will comply with applicable laws.



Jeffery Tyndall

Director, Regional Planning Commission



Date



1 October 2024

Cover Letter for Code of Ethics (Conduct) Submission

Jeffrey Tyndall, Executive Director Regional Planning Commission

Email: Jeffrey.Tyndall@cityofclarksville.com

Phone: 931-645-7481

Mailing Address:

329 Main Street

Clarksville, TN 37040

DRAFT

**CODE OF ETHICS
CLARKSVILLE-MONTOMERY COUNTY
REGIONAL PLANNING COMMISSION**

The maintenance of high standards of honesty, integrity, impartiality, and conduct by members and employees of the Clarksville-Montgomery County Regional Planning Commission is essential to ensure the proper performance of Commission business and the maintenance of confidence by citizens in the Commission. The avoidance of misconduct and conflicts of interest on the part of Planning Commission members and employees is indispensable to the maintenance of these standards.

Definitions:

- (1) “Members and employees” means and includes any person appointed to or employed by, whether compensated or not, the Clarksville-Montgomery County Regional Planning Commission.
- (2) “Personal interest” means, for the purpose of disclosure of personal interests in accordance with this Code of Ethics, a financial interest of the member or employee, or a financial interest of the member’s or employee’s spouse or child living in the same household, in the matter to be voted upon, regulated, supervised, or otherwise acted upon in an official capacity.

Member and Employee Responsibilities:

Each member and employee shall avoid any action, whether or not specifically prohibited by statute, regulation, or this policy, which might result in or create the appearance of:

- (1) Using public office for private gain;
- (2) Giving preferential treatment to any person or organization;
- (3) Impeding government efficiency or economy;
- (4) Losing complete independence or impartiality;
- (5) Making a government decision outside official channels;
- (6) Affecting adversely the confidence of the public in the integrity of the agency.

Disclosure of Personal Interest in Voting Matters:

A member or employee with the responsibility to vote on a measure shall disclose during the meeting at which the vote takes place, before the vote and to be included in the minutes, any personal interest that affects or that would lead a reasonable person to infer that it affects the member’s or employee’s vote on the measure. In addition, the member or employee may, to the extent allowed by law, recuse himself or herself from voting on the measure.

Disclosure of Personal Interest in Non-Voting Matters:

A member or employee who must exercise discretion relative to any matter other than casting a vote and who has a personal interest in the matter that affects or that would lead a reasonable person to infer that it affects the exercise of the discretion shall disclose, before the exercise of the discretion when possible, the interest on the attached disclosure form and file the disclosure form with the Director of Planning. In addition, the official or employee may, to the extent allowed by law, recuse himself or herself from the exercise of discretion in the matter.

Acceptance of Gifts and Other Things of Value:

A member or employee, or a member's or employee's spouse or child living in the same household, may not accept, directly or indirectly, any gift, money, gratuity, or other consideration or favor of any kind from anyone other than the City of Clarksville, Montgomery County government, or the Regional Planning Commission:

- (1) For the performance of an act, or refraining from the performance of an act, that he/she would be expected to perform, or refrain from performing, in the regular course of his/her duties; or
- (2) That a reasonable person would understand was intended to influence the vote, official action, or judgment of the member or employee in executing Planning Commission business.

The prohibition on accepting gifts as described above does not apply to:

- (1) A gift given by an immediate family member, or by an individual if the gift is given for a non-business purpose and is motivated by a close personal friendship and not by the position of the member or employee.
- (2) Informational materials in the form of books, articles, periodicals, other written materials, audio tapes, video tapes, or other forms of communication.
- (3) Sample merchandise, promotional items, and appreciation tokens, if they are routinely given to customers, suppliers, or potential customers or suppliers in the ordinary course of business.
- (4) Unsolicited tokens or awards of appreciation, honorary degrees, or bona fide awards in recognition of public service in the form of a plaque, trophy, desk item, wall memento or other similar items; provided, that any such item shall not be in a form which can readily be converted to cash.
- (5) Food, refreshments, foodstuffs, entertainment, or beverages provided as part of a meal, or other event, if the value of such item does not exceed fifty dollars (\$50.00) per occasion; provided further that the value of a gift made pursuant to this paragraph may not be reduced below the monetary limit by dividing the cost of the item among two or more persons or entities identified above.

- (6) There may be circumstances where refusal or reimbursement of a gift or dining with a value exceeding fifty (\$50.00) dollars may be awkward and contrary to the larger interests of the Planning Commission. In such circumstances, the member or employee shall disclose the gift/dinner, including a description, estimated value, the person or entity providing the gift/dinner and additional explanations as needed within fourteen (14) calendar days of the occurrence to the Planning Director, or in the case of the Planning Director the chairperson of the Planning Commission shall be notified. A form for this purpose will be provided.
- (7) Food, refreshments, meals, foodstuffs, entertainment, beverages or intrastate travel expenses that are provided in connection with an event where a member or employee is a speaker or part of a panel discussion at a scheduled meeting of an established or recognized membership organization which has regular meetings.
- (8) Loans from established financial institutions made in the ordinary course of business on usual and customary terms.
- (9) Money, goods or any other commodity donated to a member or employee for the distribution to any segment of the general public. For example, money donated for the purpose of distributing food baskets at Thanksgiving or Christmas.
- (10) Food, refreshments, meals, foodstuffs, entertainment, beverages or travel expenses that are provided in connection with a conference in conjunction with a legitimate planning related purpose.

Financial Interests:

No member or employee shall enter into or derive any benefit, directly or indirectly, from any contractual arrangements with the Planning Commission. In recognition of the fact that many spouses have separate careers, the normal employment compensation of a spouse whose regular ongoing employer or business has a contractual arrangement with the Planning Commission shall not be considered a “benefit” to the member or employee, provided the contract with the Planning Commission was procured without any participation, assistance, or influence by the member or employee, and that the member or employee disclose such contracts.

No member or employee shall have a direct or indirect financial interest that conflicts substantially, or appears to conflict substantially, with his or her governmental duties or responsibilities. The member or employee shall disclose any known financial interests related to any topic, subject, or program that has Planning Commission interest or involvement. If a possible conflict could arise, the member or employee will disclose these concerns and interests and abstain from any decision-making processes or votes. “Indirect financial interest” in this case includes a substantial interest on the part of a parent, spouse, or minor child of the member or employee. This paragraph shall not apply to interests that have been placed into a “blind trust” arrangement pursuant to which the member or employee does not have knowledge of the retention or disposition of such interests. If, at the time the member or employee begins service with the Planning Commission, or at any subsequent time during such service, the member or employee acquires such direct or indirect financial interests prohibited by this part, that

interest shall be disclosed to the Planning Director, or in the case of the Planning Director shall be disclosed to the Chairperson of the Planning Commission within 14 calendar days.

Use of Information:

No member or employee shall, directly or indirectly use, disclose, or allow the use of official information which was obtained through or in connection with his or her Planning Commission membership or employment and which has not been made available to the general public for the purpose of furthering the private interest or personal profit of the member or employee.

No member or employee shall, directly or indirectly, engage in a financial transaction as a result of, or primarily relying upon, information obtained through his or her Planning Commission service.

Use of Planning Commission Property:

No member or employee shall make use of the facilities, equipment, personnel, or supplies of the Planning Commission for private use or gain, except to the extent that the use is incidental or is lawfully available to the general public.

Ethics Complaints:

Questions and complaints regarding violations of this ethics policy should be directed to the Planning Director. Complaints shall be in writing and signed by the person making the complaint, and shall set forth in reasonable detail the facts upon which the complaint is based.

The Planning Director shall investigate any credible complaint against a member or employee charged with violating provisions of this Ethics Policy, or may undertake an investigation on his own initiative when he acquires information indicating a possible violation, and take appropriate action. If the Planning Director is the subject of a complaint, the chairperson of the Planning Commission shall investigate the complaint and take appropriate action.

The Planning Director/Chairperson may:

- (1) refer the matter to the City or County attorney for a legal opinion and/or recommendations for action,
- (2) in the case of a complaint against a member of the Planning Commission, refer the matter to the full Commission which shall determine that the complaint has merit, determine that the complaint does not have merit, or determine that the complaint has sufficient merit to warrant further investigation. If the Commission determines that a complaint warrants further investigation, it shall authorize an investigation by the City or County attorney, or another individual or entity chosen by the Planning Commission.

- (3) In the case of a complaint against an employee, refer the matter to the official responsible for supervision of the employee for possible disciplinary action if the supervisor finds discipline warranted;
- (4) In the case involving possible violation of state statutes, refer the matter to the district attorney for possible criminal prosecution.

The interpretation that a reasonable person in the circumstances would apply shall be used in interpreting and enforcing this Code of Ethics. When a violation of this Code of Ethics also constitutes a violation of a personnel policy, rule, or regulation, the violation shall be dealt with as a violation of the personnel policy provisions rather than as a violation of this Code of Ethics.

Acknowledgement:

All members and employees will review this policy and be briefed on any issues of interest related to this policy. Members and employees will sign a form of understanding and agreement (to be provided) upon adoption of this policy. The signed form will be retained at the office of the Planning Commission. New members and employees will review and sign the form as part of their orientation.

This policy shall also be incorporated as Section 37 of the Personnel Policies and Procedures for employees of the Clarksville-Montgomery Regional Planning Commission.

Adopted March 28, 2007

Certified Current October 10, 2023

Draft Budget Estimates



Analysis of Total Estimated Costs		Estimated Cost	Percent of Total
1	Personnel (Direct Staff Labor)	\$250,000	10%
2	Fringe Benefits (TCRS, Insurance, etc)	\$150,000	6%
3	Land Bank Fund	\$850,000	35%
4	Land Trust Seed Fund	\$250,000	10%
5	Consultants (12 Planning Areas, Sub regs)	\$340,000	14%
6	Community Based Organization Seed Fund	\$375,000	16%
7	Housing Needs Assessments (6)	\$80,000	3%
8	Pre Approved ADU & House Plans / Study	\$105,000	4%
Total Proposal Costs:		\$2,400,000	100.00%
Federal Share:		\$2,000,000	80%
CMCRPC Match		\$200,000	20%

Total Proposal

\$2,400,000

HUD Funds Requested

\$ 2,000,000

CMCRPC Match

\$ 400,000

*Over a 6 year period

RESOLUTION RE: ()
JOINT CITY-COUNTY (JANUARY TERM, 1962)
PLANNING COMMISSION ()

The following resolution was presented to the Court:

WHEREAS, it is believed by the members of this Court that Montgomery County is greatly in need of a Planning Commission with full-time personnel, and the progress of the entire community comprising the Clarksville-Montgomery County area would be greatly benefitted by the establishment of a Regional Planning Commission serving said entire community; and

WHEREAS, the federal government has enacted legislation providing for appropriation of funds to help finance community planning commissions, such as the one under contemplation for Clarksville and Montgomery County, on a 2 to 1 matching basis;

NOW, THEREFORE, BE IT RESOLVED, by the Quarterly Court of Montgomery County, Tennessee, meeting in regular session on the 8th day of January, 1962, that the County Judge be authorized on behalf of Montgomery County to join with the Mayor or other appropriate officials of the City of Clarksville in executing an agreement for the establishment of a Regional Planning Commission for Clarksville and Montgomery County, which agreement would provide for the employment of a full-time planning engineer, a draftsman, an office secretary and appropriate office facilities equipment; that the County Judge be authorized on behalf of Montgomery County, to join with the Mayor or other appropriate officials of the City of Clarksville, to make application in the proper manner for matching funds from the Federal Government on a 2 to 1 basis to be used in the establishment and operation of said Planning Commission.

said Planning Commission for one year after its establishment; said increased appropriation to be designated Planning Commission and include under Miscellaneous appropriations, thereby, together with other amendments under Miscellaneous appropriations at this term of Court; increasing the total of said Miscellaneous appropriations from \$128,280.00 to \$133,280.00; said appropriation to be financed out of the estimated fund balance of the County General Fund of \$14,137.00, etc.

BE IT FURTHER RESOLVED that this resolution and the authorizations and appropriations provided herein shall become effective only if a similar resolution is passed by the City of Clarksville and the City of Clarksville appropriates a sum not exceeding \$6,000.00 for the purpose of defraying its share of the expenses incurred in the establishment and operation of said commission for the first year, and providing further that any expenditures actually made by the County less than \$4,000.00 be matched by expenditures in behalf of the City in a ratio of 3 to 2; and providing further that this resolution, and the authorizations and appropriations made herein shall not become effective unless and until matching funds from the federal government on a 2 to 1 basis have been applied for and secured.

After discussion of the foregoing resolution, by the Court, the same was adopted on roll call, by the following vote:

AYES: Dudley King, Joe Baxter, P. Humes Williams, W. B. Allen, Nelson Stokes, J. L. Lawrence, W. A. Meadows, A. D. Hunter, Noyal R. Welch, John R. Meacham, Ray Vaughn, J. E. Martin, J. F. Hutchison, Franklin Minnehan, Eugene Albright, Richard Head, Tandy W. Richardson, C. Buford Rudolph, Clarence G. Carney, J. C. Cotham, Jr., Edward P. Cutter, Henry C. Merritt, Robert Meek,

RESOLUTION RE: (
CLARKSVILLE-MONTGOMERY COUNTY)
PLANNING COMMISSION (

The following resolution was presented to the Court:

WHEREAS, the Quarterly Court of Montgomery County, Tennessee, at its regular January 1962 session of Court, and the City Council of the City of Clarksville, Tennessee, at its regular February, 1962, meeting, passed resolutions authorizing the appropriate officials of the respective governmental bodies to execute an agreement for the establishment of a Regional Planning Commission for Clarksville and Montgomery County, authorizing such officials to make application in the proper manner for matching funds from the federal government on a two-to-one basis to be used in the establishment and operation of said Planning Commission, authorizing amendments of the current budgets of the City and County to include funds to finance the city's and county's part in the establishment and operation of said Planning Commission for one year after its establishment; and

WHEREAS, Clarksville and Montgomery County have experienced rapid population and economic growth during the past decade, and may reasonably be expected to maintain or exceed this growth rate in the future; and

WHEREAS, as a direct result of this economic growth urban land development is occurring at an unprecedented level in Clarksville and Montgomery County; and

WHEREAS, the past, present and future urban growth has and will continue to create problems and conflicts in uses of land within the county, as its character changes from rural to urban; and

WHEREAS the need for guiding this growth and development will be greatly advanced through physical and fiscal development plans, and

WHEREAS, careful and far-sighted planning in every local governmental function, including but not limited to planning for schools, roads, governmental administration, budgetary and fiscal matters, utilization and conservation of resources, soil, forestry and agriculture, community recreation, health and welfare.

NOW, THEREFORE BE IT RESOLVED that Montgomery County Quarterly Court join with the City of Clarksville, Tennessee, in requesting the Tennessee State Planning Commission to create a Clarksville-Montgomery County Regional Planning Commission, as authorized in and in accordance with Sections 13-201 through 13-212, inclusive, Tennessee Code Annotated.

BE IT FURTHER RESOLVED that said Regional Planning Commission shall, in addition to serving as the official planning body for all the unincorporated areas of the County, serve also as the official planning body for the City of Clarksville, effective at such time as officially requested by resolution or ordinance of the Clarksville City Council.

BE IT FURTHER RESOLVED that all matters coming within the purview and scope of said Regional Planning Commission, when the same shall be brought before the City Council or Quarterly Court to be officially acted upon, shall, if they pertain solely to area or areas lying inside the City Limits of Clarksville, be acted upon only by the City Council and likewise, if the same shall pertain only to the area or areas lying outside the City limits of the City of Clarksville, shall be acted upon only by the Quarterly Court of Montgomery County.

BE IT FURTHER RESOLVED that said Commission shall have as its total

Montgomery County [TN] Archives. Minutes of the Quarterly Court, April Term, 1962. Vol 7:422-3

April Term, 1962

Montgomery County [TN] Archives. Minutes of the Quarterly Court, April Term, 1962. Vol 7-422-3

membership nine (9), and of this number five (5) shall represent the City of Clarksville and four (4) shall represent the remaining portion of Montgomery County outside the City limits of Clarksville.

BE IT FURTHER RESOLVED that of the five members representing the City of Clarksville, one shall be the Mayor, whose term shall ^{run} concurrently with his term of office one shall be a member of the City Council, whose term shall run concurrently with his term of office, and the remaining three shall be appointed by the Mayor for four-year terms, except that terms of three of the appointive members first appointed shall be one, two and three years respectively.

BE IT FURTHER RESOLVED that of the four members representing the County, one shall be the County Judge, whose term shall run concurrently with the term of his office, one shall be a member of the Quarterly Court, whose term shall run concurrently with his term of office and the remaining two shall be appointed by the County Judge for four-year terms, except that terms of the two appointive members first appointed shall be one and three years respectively.

BE IT FURTHER RESOLVED that said Commission shall have the power to appoint and fix the compensation of a Director and other staff that it may deem necessary, and it may receive and expand such funds as are appropriated or contributed for carrying out its work, all in accordance with Section 13-302 and other pertinent code sections of Tennessee Code Annotated.

Upon discussion by members of the Court, the foregoing resolution was adopted by the Court.

TENTATIVE COUNTY ()
1961-1962 ()
SCHOOL BUDGET ()

County Superintendent of Schools, William H. Sanford, filed with the Court his tentative budget for 1962-63, the same to be acted upon at the July Term of this Court.

RESOLUTION RE: ()
LEASE-PURCHASE AGREEMENT ()
ON VOTING MACHINES FOR ()
12th DISTRICT & ONE PRECINCT ()
IN DISTRICT # 7 ()

The following resolution was presented to the Court for its consideration:

WHEREAS, in the regular November election held on November 8, 1960, the last election held in this county, a total of 7,495 persons voted in the six precincts located in the City of Clarksville, consisting of the High School, the Courthouse, Armory, Summit Heights, VFW and CEMC, and the one precinct in New Providence, out of a total registration for said precincts of 9,939, and

WHEREAS, the number of registered voters for said precincts has now grown to and therefore it may be expected that a proportionately greater number of persons will actually vote in said precincts, and

WHEREAS, inasmuch as state law requires that not more than 1,000 persons vote against a single precinct, it would be necessary to add two additional precincts in the City of Clarksville and one additional precinct in New Providence for the August, 1962, Primary and General Elections, and

April Term, 1862

its passage, the Public Welfare requiring it.

The foregoing resolution was adopted, on roll call, by the following vote:

AYES: L. B. Kennedy, Dudley Ming, Joe Baxter, P. Humes Williams, W. B. Allen, Nelson Stokes, J. L. Lawrence, W. A. Meadows, A. D. Hunter, Noyal R. Welch, John R. Meacham, Ray Vaughn, James Brown, J. E. Martin, J. F. Nutchison, Franklin Minnehan, Eugene Albright, Richard Head, Tandy W. Richardson, C. Buford Rudolph, Clarence G. Carney, J. C. Cptham, Jr., Edward P. Cutter, Henry C. Merritt, W. G. Potter, Guy E. Hollis, W. A. Pardue, Billy Rinehart, Boyd Rinehart, Billy Joe Mayfield, Donald McCaslin, John Atkins, Donnie M. Bumpus, Dudley Baggett, O. W. Smith, H. A. Ellis, Jr., W. J. Powers, Joe Bryant, Ben Castleberry, George W. Chester, S. C. Dunbar, C. A. Bridgers, Freeman Hodges.

NOES: None

Court then adjourned until Court in course

William O. Beach
Judge