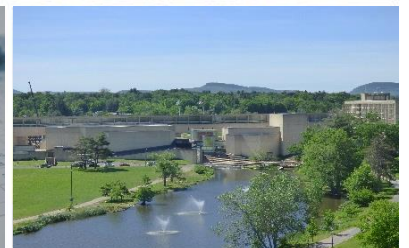




Administrative Consultation to the Greater Boston Regional Economic Compact **Report of Findings & Recommendations**

October 2018



Acknowledgements

The findings and recommendations outlined in this report emerged through a combination of research into effective practices in the field coupled with more than 30 hours of interviews with representatives to the Greater Boston Regional Economic Compact (also referred to as GBREC or the Compact). For some of those interviews, the GBREC representatives were joined by other colleagues working on economic development issues at the municipal level.

We wish to thank each person who contributed to the development of this report. From filling out surveys, to attending project meetings, to talking with us in one-on-one interviews, to reading and reflecting on a variety of suggestions and ideas, each piece of input we received was essential and valuable.

The GBREC mayors, city managers, and principal Compact representatives who have supported and/or participated in this work, include:

Boston – Martin Walsh, Mayor

- GBREC Representative: *Andrew Grace, Director of Economic & Strategic Planning*
- *John Barros, Chief of Economic Development*
- *Kate Davis, Director of Operations, Office of Economic Development*

Braintree – Joe Sullivan, Mayor

- GBREC Representative: *Jeremy Rosenberger, Zoning Administrator*

Cambridge – Mark McGovern, Mayor, and Louis A. DePasquale, City Manager

- GBREC Representative: *Pardis Saffari, Senior Economic Development Specialist*
- *Lisa Hemmerle, Director of Economic Development*

Chelsea – Thomas G. Ambrosino, City Manager

- GBREC Representative: *John DePriest, Director of Planning & Development, MAPC Exec Committee*
- *Karl Allen, Economic Development Planner*

Quincy – Thomas Koch, Mayor

- GBREC Representative: *Nick Verenis, Director of Economic Development*
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Somerville – Joe Curatone, Mayor

- GBREC Representative: *Thomas Galligani, Director of Economic Development*
- *Ben Sommer, Economic Development Specialist*

We would also like to acknowledge and express our special gratitude to Andrew Grace and Jeremy Rosenberger, who helped arrange meetings, provide numerous documents and general information about GBREC, and answer our many questions throughout the project.

The research, review process, and final report were designed, conducted, and developed by Dr. J. Lynn Griesemer, Sonia Bouvier, and Sharon Vardatira of the University of Massachusetts Donahue Institute (UMDI). In addition, the process was informed by UMDI's Economic & Public Policy Research group, which has been concurrently providing the Compact with consultation focused on defining GBREC's priority goals and initiatives.

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Introduction

Recognizing the increasing impact of global forces on the Greater Boston Region, while also understanding that some community challenges can only be solved across jurisdictions, the municipal leaders of Boston, Braintree, Cambridge, Chelsea, Quincy, and Somerville launched the Greater Boston Regional Economic Compact (the Compact or GBREC) in 2015 to address regional issues by focusing on key points of collaboration and pursuing joint projects to help grow the region and enhance their communities.

The GBREC municipalities collectively include 15 percent of the population of the Commonwealth and comprise the economic hub of New England. Moreover, they have some of the most innovative and forward-thinking municipal governments and some of the most skilled and knowledgeable planning and economic development departments in the Commonwealth. In short, the impact of the Compact's work is potentially enormous.

In order to sustain a stable partnership capable of advancing the collective economic interests of the municipalities, in May 2018, the Compact engaged the University of Massachusetts Donahue Institute's (UMDI) Nonprofit Funding & Fiscal Solutions business group to advise on the proper governance, administration, and staffing model for the Compact. UMDI experts in private and public organizational structures, staffing, and cross-regional collaboration worked over the next six months to identify and recommend sustainable administrative processes, procedures, and organizational structure. This report is the culmination of that inquiry. It combines research findings on best practices in collaborative economic development from across the country with information gathered directly from GBREC representatives and municipalities.

Shortly after the UMDI administrative consultation began, the Compact enlisted UMDI's Economic & Public Policy Research group to help its members define the Compact's vision, goals, priorities, strategies, and measures of success. In short, while the administrative consultation focused on helping the Compact decide *how to organize itself and manage its work*, the programmatic consultation – which will be continuing through FY 2019 – focused on helping the Compact define *what issues to prioritize and work to accomplish*. Determining these priorities is made more complex by the wide range of potential issues and challenges facing the Compact's six communities.

Although UMDI's administrative consultation and program consultation are distinct and largely separate initiatives, they are also closely aligned. Good organizational structure and design helps improve communication, increase productivity, and inspire innovation. It creates an environment where individuals and groups can work together effectively. Ultimately, solid organizational structure serves as the foundation for launching effective, ground-breaking programs. The administrative recommendations outlined in this report are intended to support the Compact's success no matter what strategy the group ultimately decides to pursue.

Most [city] challenges span multiple jurisdictions. Carbon emissions don't stop at city borders. Workers look for housing and jobs, consumers buy groceries and other goods, and parents seek out schools for their children across city, county, and even state lines. Cities and suburbs are deeply interconnected and thus need each other to tackle the major issues of our time. The best local climate change plans will reflect regional commuting patterns and industry activities, just as the most effective economic strategies will connect neighborhoods to broader regional opportunities."

- Brookings, A modern case for regional collaboration (2018)

Executive Summary

The Greater Boston Regional Economic Compact began meeting in 2015, and a Compact Memorandum of Agreement (MOU) was signed in June 2016 by the executives of Boston, Braintree, Cambridge, Chelsea, Quincy and Somerville for the purpose of advancing the economic interests of Greater Boston by collaborating on joint economic development, transportation, sustainability, and housing issues. Since climbing out of the last recession, Massachusetts has led the Northeast in both population and jobs growth, and much of this growth is concentrated in the GBREC region. Accounting for only 15 percent of the state's population, this region has been responsible for about one-third of Massachusetts' recent population growth – adding the equivalent of another Quincy to the region's population in only seven years. In terms of employment, the pace of growth in the GBREC region was over 50 percent faster than the rest of Massachusetts between 2010 and 2017, and the region was responsible for one-third of all statewide jobs gains. Recognizing that the global economy views these municipalities as one entity, the Compact's chief executives pledged to focus on projects that cross jurisdictional boundaries for the enhancement of all the Compact cities.

Although Compact partners have continued to meet regularly since GBREC's initial launch, the group's ability to take on new initiatives and move an ambitious agenda forward has been hampered by several factors, including insufficient staffing, cost reimbursement financial structure, identification of the fiscal agent (now the City of Boston), and need to identify and articulate long-range strategic goals and implementation objectives. To address the challenges related to administrative capacity, the Compact enlisted the UMass Donahue Institute (UMDI) in May 2018 to advise the group on establishing effective governance, administration, and staffing systems.

Concurrent with the hiring of UMDI's administrative consultation team, the Compact also engaged the Economic & Public Policy group at UMDI to provide programmatic consultation focused on the Compact's four focus areas (transportation, economic development, housing, and sustainability) and developing a programmatic action plan, with strategic priorities.

Although UMDI's administrative and programmatic consultation teams are focused on different goals, we have convened frequently over the past six months to ensure that our approaches and any emerging recommendations are aligned. This alignment is intentional, as all aspects of an organization's structure, from the creation of subcommittees, staffing plans, and decision-making authority, are ideally made while keeping the organization's strategic intent in mind. By design, the recommendations and administrative action plan contained in this report are timed to phase in through the end of FY 2020 to allow for GBREC's goals and strategic priorities to be fully developed as part of the programmatic consultation.

To develop the recommendations outlined in this report, the UMDI administrative consultation team conducted extensive research into regional economic development collaborations across New England and the U.S.; reviewed government sources for specifics on structural options; interviewed Compact members; and integrated our own content expertise on organizational capacity building and development.

Some key points emerged from the third party research:

- Collaboration around regional economic development is a growing trend, driven in large part by the need to solve issues across jurisdictions.
- A wide variety of organizations have emerged across the Commonwealth and the U.S., often focused on similar, overlapping areas. Duplication of effort and/or working at cross purposes is a real concern.

- What an organization or group is able to achieve is driven – and also limited by – its organizational and governing structure.
- Effective, successful regional economic development collaborations can take years to develop. Once developed, however, they can be highly successful at driving regional planning and economic development, stimulating investment, increasing housing options, modernizing transportation networks, providing a focus on sustainability, creating opportunities for job growth, etc.

The benefits of regional collaboration are substantial – reduced competition between municipalities, increased coordination and communication, shared voice on collective advocacy, and shared benefit from pooling resources are only a few. Emerging trends and practices in regional collaboration include:

- **A networked approach**, decentralized collaborative processes that engage a broad range of stakeholders.
- **Paid professional staff** to provide stable, consistent, full-time leadership.
- **Foundation involvement**, with one or more foundations coming together to both support and advance regional economic development efforts.

Research also shows that a wide range of diverse organizational structures can be effective, depending on the priorities of the organization and the needs of the region. In considering the structural options available to the Compact, the consulting team focused, in particular, on: 1) having a fiscal agent – municipality or private organization – serve as fiscal agent; 2) establishing as a nonprofit; and 3) forming as a quasi-public organization. It is important to understand that quasi-public agencies are highly diverse and span a spectrum of organizations, from fully public agencies to private nonprofits; thus *quasi-public* and *private nonprofit* are not mutually exclusive.

The following recommendations outlined in this report reflect a combination of research into best practices in organizational management and lessons learned in advancing regional economic development collaboration, coupled with the suggestions, observations, and hopes of the GBREC partners as expressed in the interviews.

Overview of Key Recommendations:

- **Revise and renew the Compact MOU** to reflect the new structure, decision-making body, and financing agreement.
- **Articulate a clear mission, vision, purpose, strategic directions, and priorities** as part of the long-range planning process being facilitated by UMDI's programmatic consulting team.
- **Establish the Compact as a quasi-public nonprofit**, effective 7/1/2019. Continue with the City of Boston as fiscal agent until that time. A quasi-public nonprofit is an organization incorporated as a nonprofit with private legal status (i.e. a 501c3 organization), but which has some degree of public governance (i.e. having at least one director who is appointed by a unit of government). The quasi-public nonprofit structure provides several key benefits:
 - **Flexibility/nimbleness.** With the municipal representatives together serving as the primary decision-making body (the board), the Compact would be able to pursue a variety of initiatives and priorities and partner with public sector agencies, businesses, universities, foundations, civic groups, and others to advance the public good through long-term plans and activities, as well as through a coordinated response to an urgent critical need.
 - **Accountability to municipal executives.** Through the board representatives, the work of the Compact would continue to be informed by the priorities of the chief executives of each municipality, as well as guarantee information flow back to the chief executives.
 - **Ability to leverage private foundation grants and contributions**, and forge alliances with foundations.
 - **Differentiates Compact from legislatively enabled quasi-public agencies, such as MAPC.**

- **Matches desired characteristics for organizational structure** as described by Compact members, including ability to: 1) maintain control, including the vote on all decisions; 2) jointly market the region and its advantages; 3) engage in joint planning; 4) engage in regional policy development; 5) speak and advocate with a unified voice on policy issues; 6) receive and expend funds to support initiatives; and 7) remain flexible and nimble.
- **Allows for evolution of purpose/goals/priorities over time**, including the possibility that other entities, such as a legislatively enabled quasi-public offshoot of the Compact, or a for-profit social enterprise, might be established by the Compact's board in future years.
- **Financial and fiscal management to transition to GBREC** as of 7/1/2019, to be overseen by Compact fiscal support staff or bookkeeping service.
- **Municipal partners continue to provide financial support to the Compact** at the current pre-set annual level (\$25,000/municipality) using the fees/dues structure established through the new MOU. A less cumbersome alternative to the current cost reimbursement arrangement is strongly preferred (i.e. dues or annual fee) to provide ready income to enable the Compact to hire staff and spearhead new initiatives without first having to expend the money.
- **Hire a full-time Regional Coordinator** – an employee – to advance the Compact's work in partnership with the board. We strongly advise hiring an employee instead of an interim consultant for several reasons. First, an employee will provide the Compact with consistency, dependability and availability. In addition, an employee will be motivated to focus on Compact goals, rather than those of other clients. And finally, the Compact's ability to control and manage quality and deadlines will be greater with an employee than with a consultant. Important note: during the process of finalizing the structure and job description, the Compact should consider changing the title of this position to Executive Director and/or Chief Operating Officer (CEO). This creates stature for the individual parallel to organizations that the Compact may collaborate with and sends a message about the person's ability to represent the Compact.
- **Compact meetings to include** monthly meetings of the leadership group/board; regular meetings of board sub-committees focused on the Compact's priorities; annual planning and evaluation retreat; and annual public meeting (to begin in 2020).
- **Board and organizational capacity-building** activities to be phased in through FY 2020 include board orientation; board training on fiduciary responsibilities; development of board handbook; mentoring of new members by seasoned members; establishment of written board, personnel, and financial policies and procedures; development of a communications plan; on-going team-building activities; and establishment of an intra-organization communications system.
- **Evaluation and accountability** is embedded into multiple recommendations. Related activities focus on reporting (monthly report, annual report); annual planning and evaluation retreat; and integration of progress measures into all action plans.

Together, these strategies will position GBREC to not only forge a vibrant and accountable organization, but also to build a solid foundation for launching ground-breaking initiatives that engage key stakeholders across sectors and positively impact the entire region.

Eight appendices appear at the end of the report.

Research Findings / External Sources

Research Methods

The UMDI consultation team synthesized information from a wide variety of external sources to learn about other regional collaborations, including focus and structure of regional collaborations in Massachusetts and in other cities, states, and regions across the United States. UMDI employed the following research methods focused on external (non-GBREC) sources of information:

- Review of existing research articles and publications on regional collaborative efforts, with a particular focus on benefits, challenges, best practices, structures.
- Review of different types of regional organizations and organizational structures
- Review of Massachusetts General Law and government websites for specifics on structural options in the Commonwealth
- Review and identification of relevant IRS nonprofit classifications

In addition to research conducted through external sources, the consultation team also interviewed key Compact informants from each municipality, reviewed Compact documents, and surveyed municipalities on human resources and fiscal issues in relation to the Compact (see GBREC Materials and Interviews section).

Regional Economic Development – A Complex, Fragmented, and Changing Landscape

There are a wide array of organizations, collaborations, public entities, and other types of groups across the country that have convened to advance economic development and support local communities and regions. Like GBREC, most of these groups have formed in recognition of the fact that many of our most vexing challenges cannot be solved by single towns or cities working in isolation from their neighbors. However, just because collaboration may be essential does not mean it is easy or comes naturally. Economic development across regions is complex. It requires expertise in group dynamics, negotiation, and shared decision-making, along with strong team-building, organizational development, and planning skills. In addition, participants must possess patience, resolve, and the capacity to motivate others, all in equal measure. And, not infrequently, local representatives will be required to make sacrifices for the greater good.

Collaboration can be lengthy and time-consuming, often involving educating and sometimes completely changing the minds of entire groups of people affected by a particular issue. At the same time, regional development collaborations have limited staffing capacity, which can make it difficult for municipalities to effectively participate in planning and decision-making. During our own interviews with Compact partners, limited staffing capacity was commonly cited as a significant obstacle to progress.

The challenges of collaboration aside, a further complication is the high number of groups engaged in regional economic development, both in Massachusetts and across the country. As recently noted in a publication of the Massachusetts Department of Housing and Community Development, *“There is a confusing proliferation of economic development organizations and programs.”*¹ With so many groups working in this area, duplication of effort is a real possibility. Or, even worse, groups in overlapping areas may find themselves working at cross purposes, advancing conflicting goals or priorities. Unifying fragmented local economic development systems is a real need.

¹ MA Department of Housing and Community Development (2016). *Organizing for Economic Development: Models and Options*. Retrieved from <https://www.mass.gov/files/documents/2016/07/qs/organizing4economicdevelopment.pdf>

Finally, what an entity is able to achieve is driven – and also limited by – its organizational and governing structure. For example, municipal functional agencies and elected and appointed quasi-independent bodies such as planning boards may be able to advance region-wide goals-setting and issue priorities while having limited capacity and/or authority to implement comprehensive economic development solutions.

Although it is difficult to achieve, the desired approach is to convene diverse stakeholders and professionals in planning and economic development to coordinate or be part of a comprehensive action plan that is based on a common understanding of shared goals and agreed-upon strategic approaches. Moreover, because a single economic development entity is rarely able to carry out an entire economic development agenda of a city, town, or region, coordination between different economic development groups and initiatives is essential. Economic development entities must take concrete steps to coordinate their efforts, build on one another's strengths, and eliminate duplication. Effective, successful regional economic development collaborations can take years to develop.

Growing Trend: Regional Collaboration for Economic Development

A recent Brookings blog, “A Modern Case for Regional Collaboration” described the range of issues and urgent needs metro area leaders are facing, including economic mobility and growth, climate change and sustainability, lack of adequate or affordable housing, and the need for improved infrastructure and transportation systems (the same four areas GBREC has chosen as priorities). The systems in each of the four areas are complex, and they are also highly interdependent. As Compact members recognize, these challenges cross jurisdictional boundaries.² Moreover, metro areas are not governed by single governments, but by numerous elected officials, and they are further influenced by CEOs and coalitions of business, foundations, neighborhood groups, academic institutions, and others.³

Given these realities, it is not surprising that regional collaboration is a growing trend across the country. Increasingly, city and metro leaders are recognizing the need for key stakeholders to work together to address a range of complex challenges that cross jurisdictional boundaries. As a result, public, private and institutional leaders in regions across the country have come together to jointly invest and plan around shared priorities to develop a unified voice, leverage resources, and seek flexibility to:⁴

- Develop regional plans and align policies and regulations
- Attract new businesses, stimulate investment, create opportunities for job growth, and support existing businesses
- Modernize transportation and freight networks
- Create a variety of housing options

As the Brookings blog noted, “No single mayor or leader can effectively move these levers.”⁵

“Regional collaborations do already exist, but today’s economic and political realities demand more of them if cities and metro areas are to remain epicenters of national progress.”

- Brookings, A modern case for regional collaboration (2018)

² Liu, A. (2018, February). (2018, February). *A Modern Case for Regional Collaboration*. Retrieved from <https://www.brookings.edu/blog/the-avenue/2018/02/22/a-modern-case-for-regional-collaboration/>.

³ Carlson, Pete. (2011) *Building Regional Partnerships for Economic Growth and Opportunity*. Retrieved from <https://bit.ly/2q6xL6j>.

⁴ Welch, Clark (2017) *Organizing for Success: Regional Economic Development*. Retrieved from <http://files.constantcontact.com/52f3d7d4401/6cb2abc0-d81a-4991-9444-e92f62daa434.pdf>.

⁵ Liu. (2018).

Advantages of Regional Approaches

Areas that implement regional strategies for economic development stand to realize significant efficiencies:⁶

- Reduced competition between municipalities within the same region.
- Increased coordination and communication among jurisdictions, as well as (often) reduced overlaps, duplication, and competing efforts.
- Shared benefit from pooling resources (marketing, data, expertise, experience, shared policies).
- Shared voice on collective advocacy to support mutually beneficial legislation.
- Shared capacity (among staff) and shared hiring of consultants.
- One marketing voice and aligning policies makes the region more competitive and attractive to businesses.

Along with the benefits, there are also a number of challenges and barriers to collaboration. Some of these are the same issues any collaboration might face, including questions of equitable participation and responsibility. Do some members feel disproportionately burdened by their responsibilities, commitment of time, resources and benefit? Do others feel marginalized in the process? It is not uncommon for urban areas or larger municipalities to sometimes be perceived as receiving a greater share of benefit from regional initiatives. Unattended, these issues can loom large. In one case study, negative attitudes towards collaboration were identified as a key factor hindering success.⁷

Other barriers, more specific to regional collaboration, can include political risk, lack of stable funding, and protracted time to implement (years). As one economic development council observed, *“It is not hard to understand why many local leaders remain skeptical of calls for regionalism.”*⁸ Local politicians may not be able to move beyond the framework of jurisdictional competition, a barrier that must be overcome to achieve successful regional collaboration. And, finally, as noted above, building regional partnerships for economic growth and opportunity is an enormously complex task, requiring considerable skill and energy.⁹

Best Practices and Factors for Sustained Success

Successful regional economic development efforts share these common characteristics:¹⁰

“The crucial factor for each is not some key element of the structure. It is not the model, the structure or the voting system that will make the difference; it is the underlying culture - the personal and corporate interrelationships, the motivations, the value systems - that requires attention.”

**- City-Region Studies Centre,
University of Alberta (2007)**

⁶ Welch. (2017).

⁷ Vinodrai, Tara (2015) *What Works for Regional Collaboration: Lessons from Canada and the United States*. Retrieved from <https://bit.ly/2Pha4pV>.

⁸ Welch. (2017).

⁹ Carlson. (2011).

¹⁰ Welch. (2017).

- **Trust & supportive relationships.** Political leaders, business leaders, and economic development officials trust one another and buy into the process. Moreover, successful groups provide ongoing support for partner relationships and engagement.
- **Enthusiasm for mission and plan.** The organization has a clear mission and plan (both administrative and strategic), with a core group of enthusiastic leaders and regional champions.
- **Diverse participation.** Multiple sectors and stakeholders are engaged in developing and implementing plans.
- **Accountability.** Accountability is built into the execution of the plan, specifying individuals responsible, timeline for task completion, and indicators of success. While regional groups can be effective in developing plans for collaboration, a common weakness is failure to implement the plan.

With respect to best practices in structure, research does not suggest a clear best model. Indeed, a wide range of diverse organizational governance mechanisms and structures, including public, private nonprofit, and quasi-public can all be effective depending on the priorities of the organization and the needs of the region. At the same time, effective structures do share these common characteristics:

- Use oversight structures to increase transparency and accountability
- Accommodate multiple diverse stakeholders
- Provide for flexibility in funding to determine resource allocation at the regional level
- Support strong relationship building and sustainability

Emerging Approaches in Regional Collaboration

The 2011 U.S. Department of Labor report, *Building Regional Partnerships for Economic Growth and Opportunity*, provides “key lessons learned so far about what kind of partnership structures regions are putting in place to promote economic growth and opportunity, where the leadership is coming from for those efforts, and in particular, how workforce issues are being addressed in the context of regional growth strategies and regional partnerships.” The report identifies these emerging trends and practices in regional collaboration:¹¹

- **A networked approach.** Concept of “new regionalism” involves decentralized collaborative regional development processes that engage a multitude of stakeholders (e.g. networking and planning between multiple organizations) and allow/support each organization in the network/partnership to do their own work. “In an organic, networked process, somebody has to perform the core functions of a regional partnership: bringing people together; developing a common plan; and overseeing its implementation.”
- **Paid professional staff.** “Increasingly, paid professional staff develop policies and strategies, manage projects, provide a public point of contact, and represent the organization in coalitions and on the boards of other organizations.” They can provide the stable, consistent, full-time leadership needed to launch and sustain collaborative regional initiatives.
- **Greater leadership and engagement of a broad range of stakeholders from business, universities and nonprofits.** “Heads of universities and medical centers are playing an increasingly prominent leadership role in regional partnerships; these institutions are often the largest and most stable source of new jobs in many regions. In addition, universities are sometimes incubators for new businesses and often supply much of the talent needed to grow their regions’ economies.” (Note: Some of the organizations profiled in Appendix B provide examples of this.)
- **Foundation involvement:** “Many community foundations are also providing leadership to regional growth efforts because they, too, are recognizing the importance of a growing economy to achieving their goals.” (Note: The Itasca Project, and its subsequent Minneapolis Saint Paul Regional Economic Development Partnership, both profiled in Appendix B, are examples of this.)

¹¹ Carlson. (2011).

Regional Collaborative Models

Through a review of a wide array of external research, including journal and research articles and a review of existing regional organizations in Massachusetts and across the country, we found many different types of regional organizations that are working to address economic development, planning, transportation and sustainability. As organizations evolve or are formed to address regional challenges that cross jurisdictional boundaries, many have adopted structures and characteristics that are typical of both public and private organizations. (Some of the reasons for this will be presented below.) Regional organizations addressing these issues most commonly fall into the following categories:

1. No formalized organizational structure, but typically members agree upon approaches to planning, communication, and decision making
2. Affiliated with fiscal agent (another organization or institution serves as the entity's fiscal agent)
3. Consolidated public agency
4. Quasi-public agency formed through legislation
5. Quasi-public nonprofit
6. Private nonprofit
7. Quasi-public corporations
8. Public-private partnerships (may involve legislation)

Of these common structural models for regional economic development entities, we identified and examined in greater depth the structures that are most relevant to the current composition, purpose, and potential future work of the Compact. The following sections include: definitions of these structural models; exploration of the advantages and possible pitfalls of the different models; overview of relevant Massachusetts legislation; and, for each type of structure, an organization in Massachusetts or elsewhere that exemplifies that structure.

Spectrum of Organizational Models from Quasi-Public to Private Nonprofit

Although different sources may refer to *quasi-public* and *private nonprofit* as clear and distinct separate categories, in actuality there is significant variability in how these terms can be applied. This is true across the research, where it is not unusual for different researchers to establish their own nomenclature to distinguish one type of quasi-public entity from another. For the purposes of this report, we are using the definitions summarized below, but it should be noted that these terms may be interpreted differently outside of this report. For example, while we draw a distinction between *quasi-public nonprofit* and *private nonprofit*, there are undoubtedly private nonprofits that describe themselves as such even when they have public officials (or individuals appointed by public officials) represented on their board. Bottom line, there is no single definition for a quasi-public agency – in fact, quasi-publics exist along a spectrum. On the extreme “public” side of the spectrum are quasi-public agencies that function, essentially, as extensions of public governmental agencies, and on the opposite, “private” side of the spectrum, quasi-publics are organized as private nonprofit organizations. As might be expected, there may also be overlap between different types of quasi-public entities. Although this list does not include all the possible quasi-public or private structures that exist (for example, it does not include private corporations or government agencies), it does provide an overview of quasi-public and private structures most relevant to the Compact's work.

Table 1: Quasi-Public Organizations Defined

<p style="text-align: center;">More Public ↑ ↓ More Private</p>	<p>Quasi-Public Agency. These agencies are “publicly chartered, but governed by an independent board comprised of public and private sector representatives. Since the majority, or all, of the board is appointed by local and state public officials, the public sector still maintains ultimate control over the direction of the institution.”¹² According to MASSPIRG, there are 42 quasi-public agencies that work at the regional or state level in Massachusetts.¹³ Within regional quasi-public agencies, research sometimes makes a distinction between special districts and public authorities.</p> <p>Public-Private Partnership (formed through special charter legislation). In Massachusetts, this type of public-private partnership is formed through special charter legislation as a Quasi-public Corporation. However, according to the MA brief, “What distinguishes a partnership from governmental agencies and private sector organizations is that the board is not appointed by the public sector, but rather elected by its membership that includes representatives of both the public and private sectors.”¹⁴</p> <p>Quasi-Public Nonprofit: Sometimes also referred to as a <i>quasi-governmental organization</i>, this is an organization incorporated as a nonprofit with private legal status (i.e. a 501c3 organization), but which has some degree of public governance (i.e. having at least one director who is appointed by a unit of government).¹⁵ Unlike a private nonprofit, a key differentiating feature of a quasi-public nonprofit is that some of the board members are appointed by government or public sector officials.¹⁶</p> <p>Quasi-Public Corporations: A subset of public-private partnerships (see above), this is a type of corporation in the private sector that is backed by a branch of government that has a public mandate to provide a given service.¹⁷</p> <p>Public-Private Partnership (nonprofit formed without special legislation). This type of partnership is established as a standard nonprofit development organization. Like public-private partnerships formed through special charter legislation, the board is comprised of representatives of both the public and private sectors; board members are elected by the organization’s members.</p> <p>Private Nonprofits: Private nonprofits differ from quasi-public nonprofits by having boards that are elected or appointed by members of the nonprofit or their existing board members. For federal tax purposes, an organization is considered nonprofit and exempt from taxation if it is organized and operated exclusively for religious, charitable, scientific, public safety, literary, educational, prevention of cruelty to children or animals, and/or to develop national or international sports.¹⁸ Note that nonprofits can also be quasi-public organizations and public-private partnerships.</p>
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Types of Nonprofits

There are three types of nonprofits most commonly engaged in economic development and planning. Thus, when considering the relative benefits of organizing as a nonprofit – regardless of whether that nonprofit is

¹² MA Department of Housing and Community Development. (2016).

¹³ MASSPIRG Education Fund. (2010) *Out of the Shadows: Massachusetts Quasi-Public Agencies and the Need for Budget Transparency*. Retrieved from <https://masspirg.org/sites/pirg/files/reports/MASSPIRG%20Out-of-the-Shadows.pdf>.

¹⁴ Ibid.

¹⁵ Mead, Joseph and Warren, Katherine. 2016. *Quasi-Governmental Organizations at the Local Level: Publicly Appointed Directors Leading Nonprofit Organizations*. Nonprofit Policy Forum 7 (3): 289-309.

¹⁶ Mead. (2016).

¹⁷ UpCounsel. *Quasi Public Corporations: Everything You Need to Know*. (n.d.). Retrieved from <https://bit.ly/2PSH06A>.

¹⁸ Cornell Law School Legal Institution Institute. *Nonprofit Organizations*. Retrieved from <https://bit.ly/2Ph09z7>.

quasi-public, private, or a public-private partnership – it is necessary to understand which type of nonprofit most closely aligns with the economic development organization’s goals and potential work. Each category of nonprofit allows specific types of work, and, as the chart below shows, there are associated limitations with each of these structures. Note that this chart does not include classifications of nonprofits outside the scope of the Compact’s work (i.e. 501c7 for social and recreational clubs).

Table 2: Differences between Selected 501c Categories

CATEGORIES	501c3	501c4	501c6
Primary Purpose	Organization must serve the general public and the members of the selected industry.	Organization must engage in activities which promote social welfare and may engage in political activity.	Organization must provide benefits to members of the industry, not necessarily the needs of the general public.
Examples of economic development work	Services to support or incubate new business, technology centers, strategies to advance resource sharing, alternative energies, transportation, etc.	Community association that works to improve public services, housing, or an organization that tries to encourage industrial development to relieve unemployment.	Business leagues, chambers of commerce, real estate boards, boards of trade and professional football leagues.
Charitable Contributions	Yes. Organization may accept charitable contributions.	No. Organization may not accept charitable contributions.	No. Organization may not accept charitable contributions.
Grants and Contract (foundation/ government grant) Restrictions	No. Most private foundations and public agencies require 501c3 status.	Yes. Many foundations and all public agencies limit or exclude giving to 501c4 nonprofits.	Yes. Most foundations and public agencies designate giving to agencies serving the public good, not the industry.
Limits on Lobbying Expenditures	Yes. Organization has limits on lobbying expenditures.	No. Organization does not have limits on lobbying expenditures.	No. Organization does not have limits on lobbying expenditures.
Political Campaign Restrictions	Yes. Organization has restrictions on political campaigning. May educate legislators, but may not attempt to influence legislation as a substantial part of its activities. May not campaign for or against political candidates. ¹⁹	No. Organization does not have restrictions on political campaigning though campaigning cannot be their primary activity.	No. Organization does not have restrictions on political campaigning though campaigning cannot be their primary activity.
Income-Support Restrictions	Yes. Organization has restrictions on how much of its income can be unrelated business income.	Yes. Organization has restrictions on how much of its income can be unrelated business income.	Yes. Organization has restrictions on how much of its income can be unrelated business income.
Subject to Unrelated Business Tax	Yes	Yes	Yes

Compiled by the Nonprofit Resource Network, 2008; adapted by UMDI

¹⁹ IRS. Retrieved from <https://www.irs.gov/charities-nonprofits/charitable-organizations/exemption-requirements-section-501c3-organizations>.

Advantages & Disadvantages of Quasi-Public Structures

Table 3: Contrasting Quasi-Public Structures		
	Quasi-Public Agency	Quasi-Public Nonprofit
Reasons for growth in Quasi-Publics	<ul style="list-style-type: none"> • Need to work, plan or implement programs across municipal boundaries for expanded government planning and operation • Can be used to address areas where government or business alone has been unable to address regional challenges 	
Advantages of both forms of Quasi-Publics	<ul style="list-style-type: none"> • Promotes balance between government influence and independence • Can serve as facilitators of detailed coordinated planning efforts and can embody “the details of an agreement between various partners,” specifying control over aspects of a project, including the details of joint work between different government bodies. • Can be somewhat insulated from government control, which is useful when some independence from government control is desired (for example, to support autonomous decision-making and progress on longer range priorities). • Not necessarily dependent on state or general funds; can be self-financing and raise own revenues which also allows enables a level of independence. (MassPIRG) • Potentially less dependent on budgetary allocations. • More flexibility in staffing and management than municipal departments (Quasi-Public Nonprofits offering even more flexibility). 	
Advantages Specific to Each Model	<ul style="list-style-type: none"> • Somewhat insulated from individual chief executives and political changes – they are created intentionally to operate as an “independent body, corporate and public.” (MGL Ch. Q21 B, 121 C) • Still largely controlled by elected officials who appoint board members. • More flexibility in staffing and management than municipal departments/agencies. 	<ul style="list-style-type: none"> • Not as subject to government funding cuts; public departments can be dissolved, but “transfer of ownership of public property of a legally private institution may be irreversible.” • Not being bound by the same requirements as public entities, which can be advantageous and help cut through “red tape.” • The term “private nonprofit” can engender trust.²⁰
Risk/Challenges of both forms of Quasi-Publics	<ul style="list-style-type: none"> • Sometimes strained relationships among partners in collaborative efforts. • May lack public accountability and oversight; some quasi-publics have lost public trust with cost overruns and misuse of fund scandals. 	
Risks/Challenges Specific to Each Model	<ul style="list-style-type: none"> • Quasi-publics are exempt from some normal transparency and oversight rules. Due to concerns about budget transparency, 30 states have established budget transparency websites. 	<ul style="list-style-type: none"> • Organizational independence may in fact be illusory, as public representatives may be able to exert outsized influence; in these situations, the private aspect of the organization can provide cover for officials wanting to control certain outcomes.

Massachusetts Law on Organizational Structures

There are a number of laws and structures relevant to the Compact’s interest in planning, economic development, housing and transportation. Below are brief summaries of Commonwealth statutes granting powers to regional planning agencies, economic development commissions, as well as transportation and housing agencies and organizations. As in the prior sections, this is not a comprehensive list, and includes only

²⁰ Mead, (2016).

those laws and options most relevant to the Compact's interests. The Compact should confer with legal counsel before adopting any particular structure/model.

Regional Planning Agencies (MA Regional Planning Law; Chapter 40B. S1-8)

This enabling legislation for Regional Planning Agencies, known as the Regional Planning Law, permits cities or towns to plan jointly by **forming a planning district** that governing bodies of cities and towns can agree or consent to join. Each planning district has a planning commission consisting of one member of the planning board of each member city or town. An executive committee can be established within the commission. Planning commissions make studies of resource problems, possibilities, and needs; prepare development plans; and make recommendations for physical, social, governmental or economic improvement of the district. These agencies are charged with promoting efficiency and economy and coordinated development.²¹ According to the Massachusetts chapter of the American Planning Association, all twelve Massachusetts regional planning agencies are public organizations that encompass a multi-jurisdictional regional community. They are founded on, sustained by, and directly tied to local and/or state government laws, agreements, or other actions. A regional council serves the local governments and citizens in the region by dealing with issues and needs that cross city, town, county and even state boundaries through communication, planning, policymaking, coordination, advocacy and technical assistance. A regional council seeks to build partnerships and programs that reflect the regional community. Through its regional council, the regional community can pool its resources to meet challenges involving solid waste, water and wastewater systems, housing, crime, transportation, workforce training, services for elderly, economic development, and other issues that cross jurisdictional boundaries.²² Examples of Massachusetts Regional Planning Agencies include:

- Berkshire Regional Planning Commission
- Boston Region Metropolitan Planning Organization (MPO)
- Cape Cod Commission
- Central Massachusetts Regional Planning Commission
- Franklin Regional Council of Governments
- Martha's Vineyard Commission
- Merrimack Valley Planning Commission
- Metropolitan Area Planning Council
- Montachusett Regional Planning Commission
- Nantucket Planning and Economic Development Commission
- Northern Middlesex Council of Governments
- Pioneer Valley Planning Commission
- Old Colony Planning Council
- Southeastern Regional Planning and Economic Development District

Economic Development Regional Commissions

Under Section 5B, a planning commission for a single municipality or a region may also agree to act as an economic development regional commission, provided they are eligible under federal law. Commonly, these entities are referred to as an Economic Development Regional Commission. They can conduct economic development programs, feasibility and implementation studies, and develop public and private development projects. In addition, they can advertise and promote the implementation of its plans and recommendations for the development of a region. Funding is based on a per capita assessment. These commissions can also contract

²¹ Massachusetts General Laws Chapter 40B, Section 1-8 as retrieved from <http://srpedd.org/manager/external/ckfinder/userfiles/resources/Annoucements/SRPEDD%20Enabling%20Legislation.pdf>

²² Massachusetts Chapter of the American Planning Organization. (2018). *Massachusetts Regional Planning Agencies*. Retrieved from <http://www.apa-ma.org/resources/massachusetts-regional-planning-agencies>.

with federal or state government to do planning studies and provide services.²³ Regional examples in Massachusetts include:

- Regional Economic Development Commission of the Central Massachusetts Regional Planning Commission
- Southeastern Regional Planning and Economic Development District
- Nantucket Planning and Economic Development Commission

Transportation Structures

In some cases the same region can be designated as “the state-designated Metropolitan Planning Organization (MPO) in accordance with federal transportation law.” For example, the Southeastern Regional Planning and Economic Development District’s (SRPEDD) region is the state-designated MPO in accordance with federal transportation law. As the MPO for Southeastern Massachusetts, SRPEDD is the lead agency, working alongside MassDOT in planning and programming all modes of travel including highways, transit, freight, bicycle and pedestrians. SRPEDD also provides technical assistance to the cities and towns and the region's two transit authorities. There are several other potentially relevant options under MA General Law, including Urban Redevelopment Corporations, Housing and Regional Housing Authorities, and Community Economic Corporations, all of which can promote economic growth and community development.²⁴

In choosing a structure, consideration should be given to the community and geographic region and what structure best aligns with those characteristics and, most critically, the strategies and priorities to be undertaken by the economic development organization.

Organizational Profiles

Appendix B includes detailed profiles of the following organizations, selected because they represent examples of structures most commonly adopted by regional economic development collaborations:

- **The Itasca Project** is not an incorporated organization, but has formal communication and decision-making processes. (Notably, the Itasca Project subsequently formed as a 501c3 private nonprofit, also profiled.)
- **Cape Cod Commission** is a quasi-public agency, formed by legislation to serve as a regional planning, economic development, regulatory, and enforcement organization.
- **Southeastern Regional Planning and Economic Development District** is a quasi-public agency formed through legislation as a regional planning agency, economic development district. It also serves as the lead contact to the transportation authority.
- **SouthCoast Partnership** is organized under another organization (UMass Dartmouth) and functions as a public-private partnership.
- **Minneapolis Saint Paul Regional Economic Development Partnership** is a 501c3 public-private partnership that evolved from the Itasca Project.

²³Massachusetts General Laws as retrieved from <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleVII/Chapter40B/Section5>

²⁴Massachusetts General Laws as retrieved from <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXVII/Chapter121>

GBREC Materials & Interviews

GBREC Materials Review

In order to better understand the history of the Compact, its evolution over the past few years, and current approach to structure, governance, and decision-making, the UMDI team reviewed a variety of internal documents, memoranda of understanding, marketing materials, etc., as shown in Table 4.

Table 4: Documents Reviewed as Part of Administrative Consultation	
Category	Document
Background Documents	<ul style="list-style-type: none"> • GBREC RFQ Regional Coordinator 2016 • GBREC Memorandum of Agreement 6/8/2016 • GBREC Operating Principles • Regional Coordinator Job Description 2018
GBREC Summit Planning Documents	<ul style="list-style-type: none"> • Working Group Summit Issues and Opportunities discussion guide • GBREC Summit draft agenda • Summit planning notes
Policy Documents and Information	<ul style="list-style-type: none"> • Boston employment agreement • Boston funds transfer policy and HR requirements • Braintree funds transfer policy and HR requirements (pending) • Cambridge ADA Act Tax Compliance Anti Collusion Department • Cambridge Certificate of Authority for Corporation • Cambridge Certificate of Authority for Limited Liability • Cambridge Certificate of Authority for Partnership • Cambridge Certificate of Authority for Sole Proprietor • Cambridge CORI Compliance Form • Chelsea hiring and contract requirements (e-mail) • Quincy funds transfer policy and HR requirements (pending) • Somerville Grant Services Template Agreement • Somerville non-civil service new employee hiring process
News Coverage (hyperlinks to news coverage where available)	<ul style="list-style-type: none"> • Boston Globe • Boston Herald • WBUR • Wicked Local • Massachusetts Municipal Association • Economic Development Blog • Boston and Somerville news blogs • Cambridge city website news • Mass.gov news

GBREC Vision & Mission

One of the areas explored by the UMDI consultation team was the extent to which GBREC members shared a common understanding of the Compact's vision and mission. This exploration began by paying close attention to expressions of vision/mission within the GBREC documents listed in Table 4. Notably, although no single GBREC vision/mission statement seems to exist, some of these documents do contain language that is suggestive of vision and mission. The UMDI team has synthesized this language, as shown below, into general vision and mission themes.

Vision & Mission Themes Extracted from GBREC Documents

1. To succeed as individual cities as we face 21st Century challenges, we must develop our strengths as a region.
2. To collectively address regional forces to grow the region, and enhance our communities.
3. Shared vision and collaborative strategies for regional economic development.
 - Understanding that some of our greatest obstacles are not contained within city lines and that regional challenges require regional solutions.
 - Working together with our partners to overcome obstacles and grow across sectors and across borders.
 - Strategize and solve common issues in the areas of housing, transportation, sustainability, and economic development that would benefit from a regional response.

While these themes are in no way a true mission statement – true vision and mission evolves from the members, ensuring enthusiastic buy-in and commitment across the group – these themes can serve as a starting point for developing a single, cohesive GBREC vision and mission statement.

Although crafting vision and mission statements might seem like an unnecessary exercise, another delay on the path to “real work,” the vision and mission statement provides an important foundation on which to build the organization's priorities and strategic directions. Clear, coherent, and meaningful vision and mission statements embody the spirit of the organization, provide unanimity of purpose to the organization, and imbue staff, board, and participants with a sense of belonging and identity. Indeed, vision and mission statements are embodiments of organizational identity. Since they define the reason for the organization's existence, these statements are also indicators of the direction in which the organization must move to actualize the goals in the vision and mission statements.

GBREC Interview Findings

The primary source of information about GBREC was gained through interviews conducted with representatives from each of the Compact municipalities – Boston, Braintree, Cambridge,

“Thinking how can we do this synergistically and not competitively could empower the people at a local level to think more broadly – then it can become a more important part of their jobs as opposed to a burden.”

**- GBREC Member Interview
(Summer 2018)**

Chelsea, Quincy, and Somerville. The UMDI interviewers asked questions focused on GBREC's current structure; perceptions about vision, mission and role of the Compact; financial support; the role of the coordinator; and expectations and challenges. Responses have been grouped together and summarized under each of these categories.

Throughout this section, unless otherwise indicated, responses reflect only the ideas and opinions of the individuals being interviewed, not the interviewers. Thus, for example, points included under the question of structural options summarize the interviewees' thoughts about how the Compact should be structured.

Current GBREC Structure

- The current structure of GBREC consists of six municipalities: Boston, Braintree, Cambridge, Chelsea, Quincy, and Somerville.
- All members are equal in status.
- All members get one vote on any decision.
- All members have pledged the same amount of money, which at this time is \$25,000 per year for two years.
- Representatives to the Compact are primarily from municipal economic development and planning offices of their respective municipalities. While membership has been fairly constant throughout this study, it has varied over the 2+ years the Compact has existed.
- One municipality (Boston) is currently identified as the fiscal agent. Although Quincy considered accepting the role of fiscal agent, based upon municipal regulations it was determined to be too cumbersome. As of October 2018, no money had actually been sent by any municipality to the fiscal agent.

Strengths of the Current Structure

- **Flexibility:** GBREC benefits from shared leadership on projects, hosting of monthly meetings across municipalities, and ability to participate by conference call.
- **People:** The membership of GBREC supports professional growth and is built upon many initial and growing personal connections.
- **Communications (within the group):** GBREC encourages members to converse about economic development, trends, businesses, and challenges.
- **Communications (with each other's municipality):** GBREC facilitates connections across municipalities, especially in areas of common interest.

An example of success is that five of the present GBREC members are also members of the Life Sciences Corridor, jointly participating in the Annual Bio Conference. This collaboration recognizes the strength of that industry regionally and organizes the municipalities in representing the growth of that industry through a coordinated marketing effort. It also reduces the cost of attendance for each of the participating municipalities at the Annual Bio Conference.

"The need is coordination on policy more so than anything else. That's something that could be incredibly impactful. As cities form different policies mostly in reaction to something like Airbnb (or the scooters that just arrived in our area), it becomes counter-productive for each city to be doing separate policies independent of each other. We should be trying to have similar shared housing policies, for example. I think that could be a really powerful outcome of this coordination."

- GBREC Member Interview (Summer 2018)

Concerns about Structure

- **Present Structure**
 - Most of the group's time has been spent dealing with human resources, administrative issues, and organization – not economic development.
 - The various municipalities are concerned about being subsumed by Boston and its economic agenda.
 - There is a strong desire that all municipalities benefit, not just a few.
- **Future Structure**
 - Sustainability of GBREC is a concern, given future changes in administration/leadership.
 - GBREC could become a defunct organization, similar to others.
 - Perceived redundancy – there are so many redundant groups with overlapping membership.
 - Perception that this is a new duplicative layer of government.

“I would be a strong proponent of resolving conflict at the staff level rather than the political level. But the reality is there's always conflict. But the promise I see is that some of these things can be seen and discussed at a non-political level.”

**- GBREC Member Interview
(Summer 2018)**

What Needs to Change

- Clarify structure, mission, vision, target audience.
- Establish shared and mutually agreed upon organizational priorities that are understood across the membership – and reaffirmed on a regular basis.
- Develop clear onboarding processes for new members or those with transitions in leadership of the lead elected official and/or municipal manager.
- Hire a Coordinator.
- Develop clear process to deal with conflict at a non-political level.
- Increase speed with which business is handled (e.g., hiring, award of contracts).

Structural Options

During the interviews, the interviewers described several possible organizational options and some of their characteristics, including the following:

- **A single municipality as fiscal agent**
 - Continue with Boston or another city as fiscal agent.
 - This model accepts that, ultimately, City Council is the final authority.
- **An existing non-municipal organization becomes fiscal agent**
 - Another existing nonprofit organization serves as fiscal agent.
 - This model accepts that, ultimately, the board of the existing organization is the final authority.
- **Establish as a nonprofit**
 - Form as a new nonprofit with its own board.
 - Municipalities retain a voice, while insulating institutions from broader politics, and can address boundary issues that other structures do not allow.
- **Quasi-public**
 - Form a new quasi-public corporation with its own board.
 - Depending on the type, a quasi-public may or may not require legislation (see Table 1, page 9).
 - Municipalities retain a voice, while insulating institution from the broader politics.
 - Can address boundary issues that many other structures do not allow.

Preferred Structure for GBREC

While there was some variation in partners' responses, interviewees overall expressed a strong preference for an organization that would enable the municipalities to:

- Form an organization with its own board (although most suggested a nonprofit representing all of the municipalities, the final determination would be made with the advice of legal counsel)
- Maintain control including the vote on all decisions
- Jointly market the region and its advantages
- Engage in joint planning
- Engage in regional policy development
- Speak and advocate with a unified voice on policy issues
- Receive and expend funds to support initiatives
- Remain flexible and nimble – able to respond to current/ immediate issues

Vision/Mission/Role of Compact

- **Tailor planning and services to the Urban Core**
 - Increase and demonstrate success in marketing.
 - Opportunity to look, think, and coordinate more broadly than single municipality.
 - Advocate for changes in laws and policy.
 - Look for potential areas where policies can be aligned.
 - Collaborate and advance shared interest (requires relinquishing some power for greater impact).
 - Increase ability to engage corporations in regional response.
 - Examine where components of plans overlap.
 - Develop guiding principles (differentiate GBREC from MAPC, Chambers of Commerce, etc.).
 - Respond to Requests for Proposals (RFPs).
 - Manage a planning process.
 - Provide oversight/reporting in implementation of larger multi-municipal projects.
 - Use data but not be a source for data.
- **At the same time, avoid**
 - Workforce development
 - Too grandiose a plan to begin with

Future Financial Support

- Presently each town has committed \$25,000 for two years.
- Other potential sources of revenue should include:
 - Additional public and private grant money
 - State and federal grants, as well as private match grants.
 - Private funding (donations, private grants).

Regional Coordinator Position

Individual should have/be:

- Masters in planning, public policy, and/or business development, etc.
- Experience in city planning, economic development (minimum of 5 years of experience)

“I would want the Compact staff person to have government and possibly private sector background – substantial experience to manage a group of six different towns and communities. You’d have to be a highly qualified individual, able to go after grants from the feds and the states and the nonprofits. I’m assuming the coordinator would spearhead that effort.”

- GBREC Member Interview
(Summer 2018)

- Possible private sector background (e.g. commercial development, urban industrial development)
- Energetic and nimble
- Vision, and long-term commitment
- Peer in status and educational level, but an employee of the board
- Ability to seek out funding opportunities and oversee proposal effort
- Ability to be autonomous, take independent initiative, but maintain strong connections and base with partners
- Maintain a presence in each of the communities
- Manage day to day operations
- A resource

There is an overall desire that the Coordinator have some presence in each of the communities, although how to accomplish this remains a question. There is also a concern that the Coordinator cannot do everything.

GBREC Members: Commitment, Expectations, and Challenges

- Each municipality should participate on board and subcommittees.
- Each municipality should be clear about their level of commitment.
- Some municipal representatives need to take a leadership role, with the Coordinator's support.

The smaller municipalities tended to be concerned with having fewer staff (and thus greater proportional burden) than other members. It was acknowledged that that this reality would mean some having less availability to participate in subcommittees. They felt this needs to be discussed and understood within the group.

Additional Findings

- Are there municipalities that should be added? If so, the group will need a process to decide on whether to add a new municipality and how to onboard new members (and staff, administrations, etc.).
- The Compact needs a strategic plan.
- The Compact needs by-laws.

“When we first tried to determine which issues we wanted to be involved in, we wrote all of them on a white board, voted, and chose six. A shorter list would have been better. It’s difficult to overstate the importance of carefully selecting issues where you believe you actually can make a difference, rather than those where you would like to. The key is to select the pressure points of issues on which a group...can have an impact.”

- Itasca Project, *Doing Well by Doing Good: A Leader’s Guide* (McKinsey Quarterly, 2013)

Recommendations

In developing the following administrative recommendations, the consultation team took into account all the information outlined above, including findings from the external research and internal interviews and conversations, as well as our own understanding of organizational development, dynamics, and effective practices. Consensus among GBREC partners – for example around staffing and structure – was given significant weight. Thus, these recommendations for establishing sustainable administrative systems reflect a combination of best practices in organizational management, lessons learned in advancing regional economic development collaboration across the country, and, most importantly, the suggestions, observations, and hopes of the GBREC partners.

I. Memorandum of Understanding Revised/Renewed

A first priority for the Compact is to revise and renew the Compact MOU, the agreement originally signed by the Compact partners on 6/8/2016 (see Appendix A). The current agreement is in effect through 6/8/2019, making this an optimal time to craft a new agreement that supports the Compact's new direction and structure for the next 3-5 years, including transition from the City of Boston as fiscal agent to establishing the Compact as a separate organization effective 7/1/2019. We recommend that the new MOU be developed by the Compact partners with support from their respective legal counsels. The MOU will ideally include the following features:

- Specify that the Compact board will be comprised of one voting municipal representative from each municipality, appointed by the Chief Executive in that municipality (e.g., the mayor or city manager).
- State commitment of each municipality/partner to support establishment of the Compact as a quasi-public nonprofit effective 7/1/2019 – specifically, a 501(c)(3) nonprofit organization (or other non-sponsored structure) with a board of directors comprised of municipal representatives from each of the members.
- State that the organization (e.g. quasi-public nonprofit) exists for the purposes of carrying out the mission and vision of the Compact.
- Indicate commitment to continue to serve on board and support planning, implementation, and evaluation of activities
- MOU to be signed no later than 3/31/2019 and continue for 3-5 years (ideally five, but no less than three years in duration).
- Indicate commitment of each municipality to continue to support the Compact through an annual dues structure in lieu of the current cost reimbursement structure.
- Indicate commitment to pay \$25,000/year to the operations of the Compact as of 7/1/2019 and through the period of the MOU. (Partners may want to include ability to re-evaluate this dues structure after two years or some other designated point in time.)
- Indicate expectation that additional funds will be leveraged through private foundations, corporations, donors, as well as public opportunities (state and federal funds) at the direction of the Board of Directors.
- Indicate commitment to hire and supervise a director/coordinator who, based upon a proposed organizational plan and budget, will hire and supervise additional staff.
- Grant the Compact leadership group (the board) the authority to develop by-laws and other formal filing documents to establish the new structure of the Compact.
- Provide for appointment of alternative representatives and/or addition of new jurisdictions at the discretion of the Compact Board of Directors.
- Unless otherwise determined by law, the signing of the Compact is the vote to create the new organization.

II. Administrative Goals and Vision

Organizations that effectively serve the public good, including regional economic development collaborations, share the following common characteristics and qualities.

- **Clear mission, vision, and purpose.** The most fundamental quality of an effective organization is clarity about its mission – both what it seeks to accomplish and why this purpose is important. The Compact will be developing a vision and mission in the coming months, with support from UMDI’s programmatic consulting team (Economic & Public Policy Research). The importance of this work cannot be overstated. Once established, we recommend that the Compact communicate its mission clearly to all its stakeholders – municipal partners and the general public – so that everyone understands its goals and works toward a common purpose. All the Compact’s administrative systems and programs should be aligned to advance its mission.

As part of the visioning process, the Compact will need to consider the value it expects to add to the regional economic development landscape, as well as how its services will meet real demands, fill gaps, and effect change in a unique way. This will include articulating how the Compact’s role differs from and complements other regional economic development organizations, including MAPC.

For the sake of clarity, the following definitions are used to distinguish between vision, mission, and purpose in relation to the Compact:

- **Vision** is the most global concept. A vision is quite literally a mental image of the successful accomplishment of the mission, and thus the purpose of the Compact. The Vision Statement, typically about a page in length, expounds on how the partners see the Compact impacting communities in five to eight years. The Vision Statement usually answers the question, *“If this effort is as successful as we would like it to be, what would the Compact be and be doing in five to ten years? What would be the evidence of its success?”* It is generally written in the present tense, as though the writer is commenting on the present status of the organization, as viewed in the future. The Vision Statement is one of the most important tools used to define an organization’s next steps.
- **Mission** is typically understood as a broad concept. Mission is synonymous with mission statement and includes three major concepts: the purpose, the “business” an organization engages in to achieve this purpose, and a statement of values guiding the accomplishment of the mission.
- **Purpose** is an end result, a goal that an organization is seeking to accomplish. Purpose is the answer to the question, *“Why does the Compact exist?”* The answer is to achieve the purpose. Purpose statements are a number of short, dynamic statements that support the Mission Statement while providing a clear set of value laden statements on what is most important to the Compact. These are the statements that make it clear to everyone what this organization really stands for and seeks to achieve.
- **Strategic Planning.** Effective organizations work from written strategic plans, which commonly include mission and vision statements, organizational profile and history, critical issues and strategies, program goals and objectives, and management goals and objectives. Ideally, the planning process will serve as a framework through which the Compact and its key stakeholders can exercise their shared responsibility for shaping the future of the organization. The planning process to be facilitated by the programmatic consultation team will help focus the group’s purpose and work, as well as articulate the ongoing processes by which members and other key stakeholders can participate in working toward GBREC’s vision for the future.

UMDI’s use of a results-oriented planning framework is designed to maximize commitment and support from all segments of the organization, the partners, executives, and key stakeholders, and result in a proactive, rather than reactive, blueprint for the future. Ideally, the resulting GBREC plan will exhibit three crucial characteristics: it will be realistic; capable of being implemented and evaluated through

demonstrable measures of achievement; and will have the support and commitment of all Compact partners.

- **Organizational & Program Development.** The following recommendations are designed to foster stable governance, leadership, and staffing:
 - **Meet requirements for establishing new organizational structure** by 7/1/2019 (i.e. write by-laws and meet requirements for nonprofits outlined in Appendix D).
 - **Seek regular input from partners and other key stakeholders.** Take steps to involve community partners, foundations, and other key constituents in planning and evaluation, not just in implementing eventual programs.
 - **Establish a communication plan** by 12/30/2019, including setting specific, measurable communications goals; identifying target audiences; determining how to align the Compact's work with what those audiences care about; conducting research to understand how to move those audiences; crafting tailored messages to resonate with those audiences; and combining all of that into a detailed communication plan that will guide outreach efforts and success. Set benchmarks to assess communications progress and make midcourse corrections as needed.
 - **Ensure that staff and partners are able to articulate key accomplishments,** lessons learned, and future directions.
 - **Establish written policies** to set expectations, increase efficiency, and promote transparency and accountability in day-to-day operations (by 9/30/2019). The purpose of such policies is to protect and steer the staff and decision-making body (board) as they fulfill the mission of the Compact. They are a reference tool for appropriate action, ethical decision making, and for dealing with potential or actual conflicts. Policies can paraphrase a law, explain a procedure, clarify a principle, or express a desired goal. They are the protocol to follow that, when properly used, helps diminish embarrassing or potentially harmful situations, improper behavior, and ineffective decision making. An organization usually has board-related, personnel, and financial policies.

III. Organizational Structure

Based on the best information we have gathered from both research and the Compact partners to date, the UMDI administrative consultation team recommends that the Compact transition from its current structure with oversight through a fiscal agent to form as a quasi-public nonprofit 501c3 organization effective 7/1/2019. Over the next eight months, the Compact will be engaging in a long-range planning process (facilitated by UMDI's programmatic consulting team) to solidify its mission, goals, and priorities. Because what evolves through that process could influence the Compact to set priorities that might align more closely with a different structure, the period of time between November 2018 and April 2019 should be seen as an opportunity to either further reinforce the decision to establish as a quasi-public nonprofit 501c3, or to opt for a different structure.

Definition of a Quasi-Public Nonprofit²⁵

Sometimes also referred to as a quasi-governmental organization, this is an organization incorporated as a nonprofit with private legal status (i.e. a 501c3 organization), but which has some degree of public governance

²⁵ The definition provided here is not a legal definition, but a working definition used in this report and often among other researchers. There is no legal definition for quasi-public nonprofits; they are considered a private nonprofit organized under section 501c3 of the Internal Revenue Code: "To be tax-exempt under section 501(c)(3) of the Internal Revenue Code, an organization must be organized and operated exclusively for exempt purposes set forth in section 501(c)(3), and none of its earnings may inure to any private shareholder or individual." (<https://www.irs.gov/charities-nonprofits/charitable-organizations/exemption-requirements-section-501c3-organizations>).

(i.e. having at least one director who is appointed by a unit of government). Unlike a private nonprofit, a key differentiating feature of a quasi-public nonprofit is that one or more of the board members are appointed by government or public sector officials. In basic terms, such organizations are simply known as private nonprofit organizations with a board comprised of one or more publicly appointed individuals. Unlike a quasi-public agency, the quasi-public nonprofit is not enabled through legislation, but registers as a private nonprofit organization with the state and IRS. Note: In the particular case of the GBREC, all board members would be from the public sector appointed by the Mayor or City Manager.

Rationale for Becoming a Quasi-Public Nonprofit

The quasi-public nonprofit structure provides several key and unique benefits to Compact members:

1. **Flexibility/nimbleness.** With the municipal representatives together serving as the primary decision-making body (the board), the Compact would be free to pursue a variety of initiatives and priorities, unencumbered by the need to first obtain legislative approval or other comparable formal approval from all municipalities (except in particular situations that could be made explicit in the by-laws). In the event of a natural disaster or other sudden cross jurisdictional need, the Compact could respond almost immediately, leveraging funding opportunities, forging partnerships, and conducting community outreach. The recent gas explosions in Lawrence, Andover and North Andover, for example, have required a cross-jurisdictional, multi-level, speedy response from multiple sectors, including in the area of economic development. The Compact would be perfectly positioned to partner with public sector agencies, businesses, universities, foundations, civic groups, and others to advance the public good through long-term plans and activities, as well as through a coordinated response to an urgent critical need.
2. **Accountability to municipal executives.** Through the Board representatives, the work of the Compact would continue to be informed by the priorities of the chief executives of each municipality. At the same time, the Board representative along with the Director/Coordinator bears the primary responsibility of keeping the municipal executives informed of the Compact's actions and/or impending actions.
3. **Ability to leverage private foundation grants, raise funds through charitable contributions, and forge partnerships with private foundations.**
 - Private foundations typically carry out their philanthropy by making grants to recognized public charities. This includes any organization that qualifies as a 501c3 charity according to the IRS. Private foundations are generally precluded from making grants to political campaigns or organizations that exist to influence legislation and voting, such as 501c4 nonprofits.²⁶

“Funders and frontline communities’ relationships cannot be purely transactional. The best grantor-grantee relationships go far beyond a well-written grant application and a check. Funders can also do smaller things to strategically support organizations such as help find them other funding sources or invite them to events and make in-person introductions to other philanthropists. The time invested pays important dividends.”

**- Jonathan Cunningham,
Seattle Foundation
(April 2018)**

²⁶ IRS, “Private Foundations” (<https://www.irs.gov/charities-nonprofits/charitable-organizations/private-foundations>).

- Private nonprofit organizations that fall under section 501c3 can receive tax-deductible donations from individuals.²⁷ Not every nonprofit structure allows for these deductions. For instance, social welfare and civic organizations registered under section 501c4 can receive donations, but those donations are generally not tax-deductible.²⁸
 - Notably, one of the emerging trends in regional economic development is the formation of strategic alliances between foundations and frontline organizations that are convening community stakeholders to identify economic development challenges and solutions.²⁹ As a private nonprofit organization, the Compact would be well positioned to spearhead conversations with funders, government, business, and civic groups; explore issues of accountability; surface real-world actions; and collaborate on implementing long-term solutions.
4. **Ability to engage in advocacy and lobbying, albeit with limitations.** Although 501c3 organizations are not allowed to take part in a political campaign on behalf of any candidate for public office, there are no such restrictions on cause-related advocacy. The law does allow nonprofits to be involved in political efforts that help to advance their causes, including supporting specific legislation, participating in lobbying, and advocating for their cause, as long as it's not a major part of the nonprofit's programs and activities. Under the following definitions, a 501c3 organization *is allowed* to engage in the following activities, which are not considered lobbying, without jeopardizing its nonprofit status:³⁰
- Efforts to make an administrative agency of the government change its policies, rules or regulations, or to adopt new ones.
 - Seek to persuade, educate, or build relationships with a political executive (e.g. a mayor or governor) so long as the individual is not being asked to promote, discourage, or veto legislation.
 - Develop a general policy position directed at issues as long as the issues have not been reduced to a specific legislative proposal.
 - Testify before a legislative committee on a matter for which the organization has received a written request from the committee to testify.
 - Non-partisan voter registration drives are also allowable, as is voter educational material so long as such material: 1) states the position of all candidates without any evaluation/endorsement of the candidates; 2) covers a broad range of issues without any particulate bias toward such matters; and/or 3) describes the candidates' positions in ways that do not show bias on the issues or a preference.
- Individual staff or board members of a 501c3 can advocate individually or join volunteer advocacy groups formed to advance positions as long as the group has no connection to the exempt organization with which the individual is associated.
5. **Differentiates Compact from legislatively enabled quasi-public agencies.** As a 501c3, the Compact would differ in structure, governance, and potential breadth of purpose and work from groups such as MAPC and the Cape Cod Commission. (See Tables 1 and 2, pages 9 and 10, respectively.)

²⁷ Intuit/TurboTax, "Charitable Contributions You Think You Can Claim but Can't/Updated for Tax Year 2018" (<https://turbotax.intuit.com/tax-tips/charitable-contributions/charitable-contributions-you-think-you-can-claim-but-cant/L2XnoskD>).

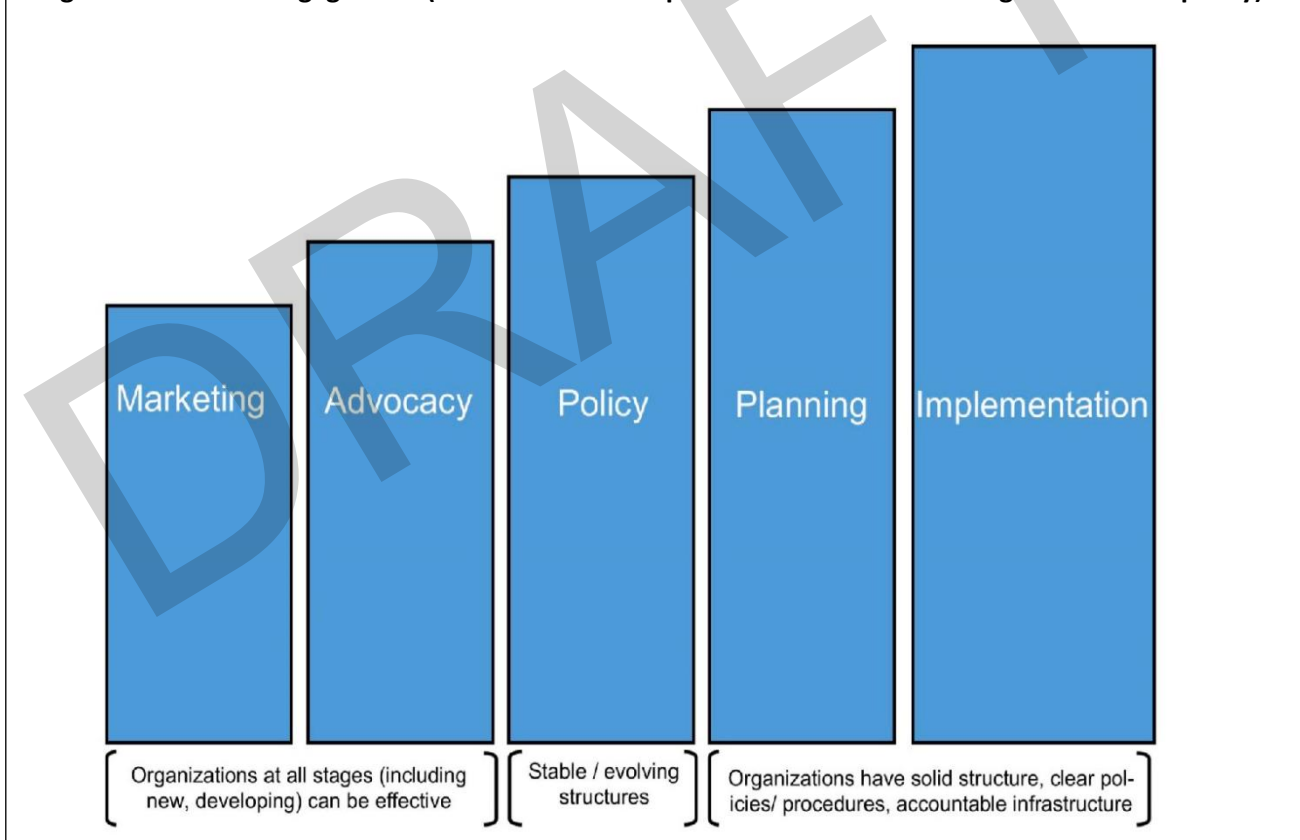
²⁸ Two types of 501c4 organizations – veterans' organizations with 90 percent war vet membership and volunteer fire departments – do qualify for charitable deductions.

²⁹ Cunningham, Jonathan, "The Importance of Being Nimble to Support Communities in Need," *Philanthropy Northwest* (4/20/2018) (<https://philanthropy.org/news/importance-being-nimble-support-communities-need>).

³⁰ Raffa, Thomas (Raffa and Associates), "Advocacy and Lobbying Without Fear: What Is Allowed within a 501c3 Charitable Organization," *Nonprofit Quarterly*, 9/21/2000 (<https://nonprofitquarterly.org/2000/09/21/advocacy-lobbying-501c3-charitable/>).

6. **Matches desired characteristics for organizational structure.** In the overview of the interview findings (page 15), Compact members outlined several criteria for the new structure, all of which are satisfied by a quasi-public nonprofit 501c3. These criteria included forming an organization with its own board, which would enable Compact members to: 1) maintain control including the vote on all decisions; 2) jointly market the region and its advantages; 3) engage in joint planning; 4) engage in regional policy development; 5) speak and advocate with a unified voice on policy issues; 6) receive and expend funds to support initiatives; and 7) remain flexible and nimble.
7. **Allows for Evolution of Purpose/Goals/Priorities over Time.** Typically, newly formed organizations evolve over time, expanding their capacity to move their mission forward on multiple fronts. As shown in Figure 1, a newly formed economic development organization (such as the Compact) is more likely to be effective at marketing and advocacy work during its early stages. The more complex areas of policy development, planning, and implementation tend to emerge once an organization has established a stable, adequate infrastructure to support related work in those areas. The proposed quasi-public nonprofit structure can serve as a flexible foundation to all these issue areas as the Compact evolves and grows. It also allows for the possibility that other entities, such as a legislatively enabled quasi-public offshoot of the Compact, or a for-profit social enterprise, might be established by the Compact board in future years.³¹

Figure 1: Levels of Engagement (and the relationship between structure and organizational capacity)



³¹ A for-profit social enterprise is a business that, beyond the profit motive, has a social mission built into their business model; making the world a better place is a significant part of what they do and their purpose. Examples include stand-alone entities like Zipcar, or for-profits linked to nonprofits, such as iCater Boston, an award-winning social enterprise catering company. All proceeds from iCater Boston support the Food Services Training Program of the Pine Street Inn shelter for homeless individuals.

Steps to Establish a Quasi-Public Nonprofit

The recommendation to adopt the new structure on 7/1/2019, with the City of Boston continuing to serve in its current role as fiscal agent until that time, is advisable for several reasons. First, it allows the Compact to take necessary steps towards developing the documents required for registering and filing as a 501c3, receiving approvals, and transitioning from the current structure. Second, it enables the Compact to progress towards clarifying the group's mission, purpose, and objectives, all of which could influence the Compact's strategy and, possibly, final structure.

Activities associated with registering as a private nonprofit are included in the Administrative Action Plan beginning on page 31; additional detail is provided in Appendix D and E. Typically these steps include engaging legal counsel to guide the Compact through the registration process; finalizing the organizational mission statement, by-laws (see Appendix E), and list of Board members; and compiling and submitting a variety of other forms and documents.

Simultaneous with beginning operations under the new structure, the Compact should identify and purchase appropriate Directors & Officers insurance and consider whether other types of insurance (liability, non-owned/hired auto, etc.) might also be needed.

IV. Financing & Fiscal Management

- Board training in financial literacy.** Financial oversight is one of the most important responsibilities of a nonprofit board. Through effective financial oversight, the board assures the public-at-large that all resources and benefits received are used to support the nonprofit's mission. Thus it's important that financial literacy training be provided to the Compact board from the beginning in order to build a baseline level of knowledge that members can use to exercise their fiduciary responsibilities and assess the organization's financial stability. In addition to having board members take this training in the spring, prior to 7/1/2019, it is recommended that financial literacy training be incorporated into every new board member orientation and woven into regular board meetings. In addition, board members should be encouraged to attend workshops or webinars offered by other agencies that focus on financial literacy.
- Transition fiduciary responsibilities from City of Boston to established board under new structure.** In accordance with the new financial policies to be drafted as part of the process of registering as a nonprofit, the Compact will need to consider how financial transactions and report preparation will be managed. This includes clarifying policies around how income will be deposited, disbursements made (including payment of staff, taxes, benefits, etc.), and finances tracked and reported on a monthly basis to the board. We recommend that the Compact hire a part-time fiscal staff person or engage an external bookkeeping service that works with nonprofits to manage this work through FY 2020. This role can expand as the program grows and the Compact is able to leverage additional funding and grant support – possibly providing sufficient support to bring these functions inside the organization.
- Municipal partners continue to provide financial support to the Compact.** We recommend that all municipalities continue to fund at the current pre-set level (\$25,000/municipality), through the fee structure established through the new MOU. A less cumbersome alternative to the current cost reimbursement arrangement is strongly preferred (i.e. dues or annual fee). Annually, prior to the municipal budget cycle, the Compact should re-evaluate distribution of the payment amount per municipality – and whether some other basis for calculating the distribution should be used. Even if the distribution per municipality eventually changes, we strongly recommend that all municipal partners continue to provide a meaningful contribution to the Compact as a way of fostering buy-in and ongoing participation from all municipalities.

- **Seek grant support and partnerships with private and corporate foundations.** One of the benefits of the private nonprofit structure is the potential for leveraging grants from private and corporate foundations, as well as public sector state and federal contracts. Responding to requests for proposals can begin in earnest once confirmation of 501c3 status is pending, although the Compact's ability to search out funding opportunities and write proposals is likely to be limited until the Coordinator is hired. A critical related activity will be forging relationships with area foundations and corporations based on shared objectives and priorities. For example, the Compact might convene a consortium of partners (including multiple private or corporate foundations) to pool resources and focus on a common purpose. Factors that typically support a foundation participating in a consortium with multiple foundations:³²

- The problem or geographic region is large
- Foundation's resources alone are much too small for the strategy envisioned
- Potential exists for leveraging greater resources and institutional partners (higher education, government, and public donors)
- Prospective partners are compatible in decision-making style
- Grant-making strategy is straightforward
- Foundation expects to make long-term commitment
- Foundation has staff available to participate in joint decision-making
- Public announcement of partnership can draw attention to neglected issues or region

We recommend that the Compact board and staff identify and seek to forge meaningful relationships (including possibly convening a consortium of funders and other partners) with at least 2-3 private and/or corporate foundations annually.

"Foundations and corporations can be highly effective when joining forces to influence policy or to encourage transparency and accountability. Their credibility as independent conveners within very different spheres of influence enables them, when working together, to mobilize communities, civil society, government and industry. Together, foundations and corporations can build coalitions, pool knowledge, and shape policy recommendations in ways that neither of their separate constituencies can ignore."

- Uncommon Partners: The Power of Foundation & Corporation Collaboration, Kennedy School of Government, Harvard University (2006)

³² MacArthur Foundation, "Foundation Collaborations," 10/2003 (<https://www.macfound.org/press/publications/foundation-collaborations/>).

V. Staffing & Supervisory Structure

UMDI is recommending that the Compact hire a full time staff person, the Regional Coordinator, to “build a cross-municipal program to implement the Compact’s vision for regional development.” Ideally, the hiring process will be initiated in May 2019, with a proposed start date of July 1, 2019, once the Compact’s new structure has been finalized and approved. Prior to the Coordinator’s start date, the Board will have developed an onboarding/orientation process and be prepared to provide the Coordinator with ongoing supervision.

As with any hiring process, the steps include establishing the hiring committee, advertising/announcing the opening, conducting interviews, doing reference checks, and making the offer. A revised job description for the Regional Coordinator, as well as job descriptions for the Compact board and Compact board members are included in Appendix F. To recruit quality candidates, the Compact will need to create a realistic compensation and benefits package. Set a top limit for salary, and then explore other, non-monetary opportunities that could help you attract the best candidates. Although time consuming, the Compact can always re-offer the position with a different salary and benefits package if an appropriate candidate is not identified in the first round.

Important note: during the process of finalizing the structure and job description, the Compact should consider changing the title of this position to Executive Director and/or Chief Operating Officer (CEO). This creates stature for the individual parallel to organizations that the Compact may collaborate with and sends a message about the person’s ability to represent the Compact.

VI. Intra-Organization Communications & Decision-Making

Effective internal communications practices — how information is shared within an organization — are crucial to a group’s ability to build knowledge within the team and effectively coordinate activities to maximize impact. Compact members need to keep one another informed. This task is particularly important because members are located in different municipalities and even the Coordinator is likely to be on the move at various times, coordinating with municipalities, foundations, and other partners. Whether it’s about the status of a grant proposal, questions about specialized topics, responding to an urgent need, or even guidance offered to one another, effective communication is essential. The following recommendations are designed to help build effective systems for communicating, making decisions, and building connections and relationships between Compact members and staff:

- **Compact meetings.** Minimally, the Compact should convene as follows:
 - Leadership body/board of directors to meet monthly, at least through FY 2020.
 - The leadership body should establish sub-committees based on priority focus areas identified through programmatic consultation process. Frequency of sub-committee meetings will depend on the focus of the group’s work and the sub-committee action plan.
 - Compact decision-making body/board to hold annual retreat each year to focus on planning, evaluation, and team building. This should not be considered a public-facing event, but a time for the board members to work together to revise and devise strategies for advancing the mission, addressing challenges, etc.
 - Compact to hold an annual public meeting starting in 2020. Attendees at this outward-facing event will ideally include Compact members, legally elected municipal officials and managers, and other key Compact stakeholders. For some nonprofits, having an annual meeting is a legal requirement, with the organization reviewing its previous year’s achievements and disclosing account information at that annual meeting. The Compact would ideally view this event as an important opportunity to demonstrate transparency and help raise awareness of the value of the Compact to the region. Speakers might be invited who can testify to the agency’s impact, importance, or to highlight a region-wide need. Bottom-line, this should be viewed as a milestone event in the annual life of the Compact.

- **Formal reporting.** Once hired, the Coordinator should disseminate progress and financial reports to all the members prior to each monthly board meeting.
- **Intra-organization communications system.** Because members of the Compact won't usually be sharing the same physical space, the group needs to be intentional about building communications systems that save time, build connections, and advance the desired results. The leadership team should explore the feasibility of using a virtual communications system such as Google docs (designed to be a repository of key documents), [Slack](#) (designed to unify an entire team's communications and workflow), [SmartSheet](#) (a virtual project management system), and/or [Zoom](#) (on-line conferencing and training platform). If no one system is able to meet all the Compact's communications needs, the group should set priorities and find the system that best meets those needs. It is likely that the Compact will need to employ more than one system to meet different needs.
- **Team-building.** As research has shown, building the organization's team and intra-team relationships is essential to the long-term effectiveness of collaborative initiatives (and really any organization). An outside facilitator can be helpful as an organization sets out to do team-building activities, particularly because members may initially dismiss the value of team-building, essentially dooming the activities to fail. Approaches to team building for the Compact could include:
 - Practical activities, like role playing (to develop skills), group activities (to observe group dynamics or team roles), group drawing (to develop shared vision), questionnaires (to explore team roles), pairs and small group work. Team building activities based on improvisational theater are used to challenge team members to be creative and respond effectively to new information and situations.
 - Workshops tailored to the team's needs and goals. These can include group exercises, "think tank" sessions, and information exchange. A good workshop will mix practical activities that generate experience with reflective time, group discussion to share learning and draw conclusions, and planning to put new ideas into practice.
 - Meeting ice breakers, where each person is asked to respond to a prompt, typically happen through quick round robin sharing sessions at the start of a meeting. This activity enables team members to connect on a personal level, learn about each other's influences and expertise, and grow to appreciate and understand their colleagues.

VII. Onboarding & Expansion of Partners

How a new board member or organizational partner is introduced to the board will set the tone for everything that follows. When the orientation is thorough, welcoming, and supportive, new members will come to their first board meeting with full confidence that they are joining a great organization. Orientation is also extremely useful to ensure that all members are operating from the same "script." We recommend that the Compact take the following steps in designing and implementing the board orientation, first with all current board members and, over time, as new individuals are appointed or join the group. Periodically refreshing members on talking points, policies, and other relevant information is also key.

- **Board Handbook.** Develop and continuously update a handbook for representatives to leadership body/board, to include:
 - Organizational information (case statement, member roster, program overview, development plan, bylaws and budget, etc.).
 - Leadership body/board information (member job descriptions, roster, meeting schedule, strategic and communications plans, sub-committee overview, chairs and members).
 - Meeting materials (schedule of meetings, agendas and minutes).

- a) **On-on-one orientation.** Provide new representatives (and also new member partners) with one-on-one orientation with two designated Compact representatives.
- b) **Match each new member with a seasoned member** to facilitate their adjustment to the new role. (This also helps build relationships and intra-team connections.)
- c) **Welcome reception.** Host a welcome reception (may be part of a regular Compact meeting), and announce new member participation publicly.
- d) **Assess composition of Compact** (partners, board members). On an annual basis (at retreat or other meeting) assess the composition of the leadership body and take steps, if needed, to add representation from other municipalities or other types of members (i.e. community residents, business, fiscal experts, foundation reps, etc.).

VIII. Evaluation, Accountability & Evolution of Organization

Done well, straightforward, relevant evaluation activities can significantly improve a program's effectiveness. As if that wasn't enough, there are a variety of other reasons to build evaluation into program plans from the beginning. Through evaluation, organizations:³³

- Prove they are **worthy of the public trust** and the dollars given
- Show various contributors that their **social investment is working** – in today's parlance, *what's the Return on Investment (ROI)?*
- Ensure that the communities for whom the organization exists are receiving **tangible, real benefits**
- Better understand **staffing patterns** and the **delivery of programs** from a management perspective

Related recommendations include:

- **Evaluation coupled with planning.** Evaluation of all Compact activities to be embedded into all planning processes and planning documents. This includes focusing on evaluation of the prior year's activities – in relation to the workplan and progress made towards priority goals – at the annual planning retreat.
- **Annual report.** Compact to prepare annual report (beginning in FY 2020) to serve as publicly-facing overview of the Compact's accomplishments, challenges faced, and impact of programs on the region. The report will also serve to increase organizational transparency.
- **Monthly report to board/decision-making body.** The Coordinator's monthly report to the leadership body/board to include an overview of progress made in the prior month, status update on action plan(s), challenges, issues needing to be resolved, and finances.
- **Assess alignment between strategy and structure.** Annual retreat planning and evaluation process to include assessment of whether organizational structure matches strategy. As needed, alternative entities/structures may be formed, partnered with, and/or legislatively enabled to advance specific projects or overall Compact work.

³³ Linnell, Deborah, "Why evaluation is important for your nonprofit," TSNE/MissionWorks, 2014 (<http://tsne.org/blog/why-evaluation-important-your-nonprofit>).

Eight-Month Action Plan

Greater Boston Regional Economic Compact Administrative Action Plan / November 2018 – June 2019

Activity	Nov-Dec	Jan-Feb	Mar-Apr	May-June	FY 2020	Person/Group Primarily Responsible	Progress Made
I. Memorandum of Understanding (MOU) Revised/Renewed							
a) Write a new MOU to cover, ideally 3-5 years from 3/31/2019. Include features outlined in the Recommendations section.	X	X	X			Leadership body ³⁴	
b) Execute/have MOU signed by chief executives in each municipality.			X			Leadership body	
II. Administrative Goals & Vision							
a) Establish GBREC mission, vision, and purpose (with UMDI programmatic consulting team).	X	X	X			Leadership body	
b) Engage in strategic planning process – or other comparable planning process – to articulate GBREC goals, objectives, and strategic priorities (with UMDI programmatic consulting team).			X	X	X	Leadership body	
c) Meet requirements for establishing sustainable organizational structure (see Section III, below, for detail) on 7/1/2019.	X	X	X	X		Leadership body	
d) Develop communications plan by 12/30/2019, set benchmarks to assess communications progress and make midcourse corrections.					X	Leadership body and Coordinator	
e) Establish written organizational policies and protocols related to board, personnel, and financial policies.		X	X	X		Leadership body	
III. Organizational Structure³⁵							
a) City of Boston to continue as fiscal sponsor to Compact through 6/30/2019.	X	X	X	X		City of Boston	
b) Engage legal counsel to provide guidance to the Compact in registering as a public charity (quasi-public nonprofit).		X	X	X		Leadership body	
c) Finalize mission statement and by-laws.	X	X				Leadership body	

³⁴ “Leadership body” refers to the approved decision-making body at the time. This is currently the existing decision-making body (representatives from the participating municipalities); as of 7/1/2019, it is recommended that this become the board of directors (or other comparable fiduciary body).

³⁵ Steps outlined in Section III presume the evolution of the Compact from its current structure to a 501(c)3 quasi-public nonprofit. Should the Compact ultimately opt for a different structure, such as a quasi-public agency with enabled legislation, the steps in this plan would need to change accordingly.

Activity	Nov-Dec	Jan-Feb	Mar-Apr	May-June	FY 2020	Person/Group Primarily Responsible	Progress Made
d) Compile Compact charter, articles of organization, articles of incorporation, agreement of association, written statement of purpose, organizational by-laws; and other required documents.		X	X			Leadership body w/ legal counsel	
e) File articles of incorporation with Commonwealth and request nonprofit status from the IRS.		X	X			Leadership body w/ legal counsel	
f) Finalize board of directors/officers and their addresses.		X	X			Leadership body	
g) Compile Schedule A-2 (for organizations that intend to solicit funds).			X			Leadership body w/ legal counsel	
h) Submit completed registration form and all required attachments (via legal counsel) to Attorney General's Office (AGO).			X	X		Leadership body via legal counsel	
i) Purchase D&O insurance (directors and officers) and consider (and periodically reconsider) whether organization needs purchase other insurance (liability, non-owned/hired auto, property insurance, etc.)				X	X	Leadership body and Coordinator	
j) Transition to new structure by 7/1/2019.					X	Leadership body	
IV. Financing & Fiscal Management							
a) Individuals to serve as board members under new structure participate in-person or on-demand in training on fiduciary responsibilities of board members; decoding financial statements, budget planning for boards, and other related topics.		X	X		X	Leadership body	
b) Transition fiduciary responsibilities from City of Boston to established board under new structure as of 7/1/2019.			X	X		Leadership body	
c) Identify how financial transactions and report preparation will be managed; ideally this function would fall to a part-time fiscal staff person or an external bookkeeping service or consultant. This role can expand as the program grows.		X	X	X		Leadership body	
d) All municipalities continue to fund at pre-set level (\$25,000/municipality).					X	Leadership body/partners	
e) Annually starting in spring 2020 re-evaluate distribution of payment amount per municipality (and whether other basis for distribution should be used).					X	Leadership body	
f) Actively seek and submit proposals for public and private grants on an ongoing basis (mission, purpose, goals/objectives, and focus of work is ideally well established at this point).					X	Coordinator	
g) Identify 2-3 major foundations each year to forge a partnership with, based on shared objectives and priorities.				X	X	Coordinator with Compact Reps	

Activity	Nov-Dec	Jan-Feb	Mar-Apr	May-June	FY 2020	Person/Group Primarily Responsible	Progress Made
V. Staffing & Supervisory Structure							
a) Finalize job descriptions for staff Coordinator and GBREC partners/representatives.	X	X	X			Leadership body	
b) Conduct hiring process for Coordinator (including establishing hiring committee and advertising and conducting interviews, reference checks, and making job offer). Begins in May 2018.				X	X	Leadership body	
c) Provide orientation, on-boarding, and regular supervision of Coordinator (from date of hire).					X	Leadership body	
VI. Intra-Organization Communications & Decision-Making							
a) Coordinator to prepare monthly report for dissemination to partners/municipalities.					X	Coordinator	
b) Explore feasibility of establishing on-line intra-team coordination/communication system (such as Slack or SmartSheet).	X	X	X			Leadership body	
c) Adopt a formal way of facilitating intra-team coordination/communications (preferably through a portable online system).			X	X	X	Leadership body and Coordinator	
d) Compact leadership body to meet monthly, at least through FY 2020.	X	X	X	X	X	Leadership body	
e) Establish sub-committees based on priority focus areas identified through programmatic consultation process.			X	X	X	Leadership body	
f) Compact decision-making body to hold annual planning and evaluation retreat in spring each year (this is not a public-facing event, but a time for the decision-making body to assess progress over past year, plan for the next year, and engage in team building activities). Commences fall 2019.					X	Leadership body	
g) Hold annual public meeting for Compact – to include members, legally elected municipal officials, and managers – starting fall 2020.					X	Leadership body and Coordinator	
h) Build team and intra-team relationships through: 1) annual retreat “think tank” sessions; 2) meeting ice breakers; 3) reserving time at meetings to share information about special projects, municipal challenges, etc.; and 4) intentionally embedding activities that break down barriers into regular meetings.	X	X	X	X	X	Leadership body	
VII. Onboarding and Expansion of Partners							
a) Develop and continuously update handbook for representatives to leadership body, to include: <ul style="list-style-type: none"> ➤ Organizational information (case statement, member roster, program overview, development plan, bylaws and budget, etc.). 				X	X	Leadership body and Coordinator	

Activity	Nov-Dec	Jan-Feb	Mar-Apr	May-June	FY 2020	Person/Group Primarily Responsible	Progress Made
<ul style="list-style-type: none"> ➤ Leadership body/board information (member job descriptions, roster, meeting schedule, strategic and communications plan, sub-committee overview, chairs and members). ➤ Meeting materials (schedule of meetings, agendas and minutes). 							
b) Provide new representatives (and also new member partners) with one-on-one orientation with two designated Compact representatives.				X	X	Leadership body	
c) Match each new member with a seasoned member to facilitate their adjustment to the new role. (This also helps build relationships and intra-team connections.)				X	X	Leadership body	
d) Provide new members with orientation handbook.				X	X	Leadership body	
e) Host a welcome reception (may be part of regular meeting) and announce new member participation publicly.				X	X	Leadership body	
f) On an annual basis (at retreat or other meeting) assess the composition of the leadership body and take steps, if needed, to add representation from other municipalities or other types of members (i.e. residents, business, fiscal experts, foundation reps, etc.).			X	X	X	Leadership body	
VIII. Evaluation, Accountability & Evolution of Organization							
a) Evaluation of all Compact activities to be embedded into all planning processes and planning documents.		X	X	X	X	Leadership body and Coordinator	
b) Annual retreat to include focus on evaluation of prior year's activities in relation to workplan and progress made towards Compact goals.					X	Leadership body	
c) Compact to prepare annual report (beginning in FY 2020) to serve as publicly-facing overview of Compact focus and work accomplished. Also serves to increase organizational transparency.					X	Leadership body and Coordinator	
d) Coordinator's monthly report to leadership body to include overview of progress, status update on action plan(s), challenges, and issues needing to be resolved.					X	Coordinator	
e) Annual retreat planning and evaluation process will include assessment of whether organizational structure matches strategy. As needed, alternative entities/structures may be formed, partnered with, and/or legislatively enabled to advance specific projects or overall Compact work.					X	Leadership body and Coordinator	

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Appendix A – Memorandum of Understanding (Compact Members)

DRAFT

BOSTON

BRAINTREE

CAMBRIDGE

CHELSEA

QUINCY

SOMERVILLE



GREATER BOSTON REGIONAL ECONOMIC COMPACT

Memorandum of Agreement by, between, and among the City of Boston, City of Braintree, City of Cambridge, City of Chelsea, City of Quincy, and City of Somerville.

This Agreement is dated as of June 8th, 2016, by, between, and among the CITY OF BOSTON (“Boston”), the CITY OF BRAINTREE (“Braintree”), the CITY OF CAMBRIDGE (“Cambridge”), the CITY OF CHELSEA (“Chelsea”), the CITY OF QUINCY (“Quincy”), and the CITY OF SOMERVILLE (“Somerville”) (hereinafter collectively “the Parties”).

RECITALS

WHEREAS, the Parties recognize the increasing impact of regional forces, challenges, and opportunities on the respective municipalities that are a part of this Agreement;

WHEREAS, the Parties are of the opinion that they will benefit collectively and individually from increased coordination and cooperation on issues of regional concern and scope;

WHEREAS, the Parties have jointly launched a cooperative initiative known as the Greater Boston Regional Economic Compact (“the Compact”), through which they intend to collaboratively address such regional forces, challenges, and opportunities; to grow the region; and to enhance each community within the Compact;

WHEREAS, the Parties intend to initially focus their collective work on the areas of transportation, economic development, housing, and sustainability;

WHEREAS, in order for the Parties to cooperate most effectively, it is desirable that they identify and provide for a person who shall serve as a central point of contact to support this effort and facilitate collaboration between the Parties.

NOW THEREFORE, in consideration of the mutual agreements and promises contained in this agreement, the sufficiency of which is hereby acknowledged by the Parties as good and sufficient consideration, the Parties agree as follows:

1. Compact decisions shall be made by majority vote, with each member of the Compact having one vote. In the event of a tie, the Parties shall consider means of breaking the tie and shall entertain motions to accomplish the same.
2. Each Party shall designate an employee for each of the following roles with respect to this Agreement. An employee may fill multiple roles.
 - a. The mayor or other chief executive officer (“Executive”);
 - b. The officer in charge of the office of economic development or other comparable office or agency (“Economic Development Officer”); and
 - c. The person who shall serve as the Party’s primary point of contact (“Representative”).
3. The Executives of the Parties shall meet on a regular basis, at a minimum once per year.
4. The Parties shall establish working groups that focus on transportation, economic development, housing, and sustainability as they pertain to regional economic development to advise the Executives of the Compact.
5. The Parties shall create a position known as the Regional Director (“Director), to be filled by a single individual, to serve as the lead point of contact and coordination among the Parties as they work on matters under the Compact.

6. The Director shall work with the Executives, Economic Development Officers, Representatives, and the Working Groups to build a cross-municipal program for regional economic development and cooperation. The Director will coordinate and facilitate regular meetings of the Executives and the working groups and collaborate with key staff from each community to implement strategies developed through the Compact.
7. Each Party shall pay \$25,000 every year to an entity ("Entity"), to be procured through a competitive Request for Proposal ("RFP") process, to reimburse it for expenses related to the employment of the Director, subject to all lawful approvals. The Parties shall review the budgeted amount for revision and adjustment annually.
8. The Entity shall serve as the hiring and supporting organization of the Director for purposes of paying the Director's salary and providing health, other employment-related benefits, work space, and any other benefits or support explicated in the RFP. The Director will be subject to the Entity's personnel rules, regulations, and benefits, unless otherwise described below.
9. Each Party's Representative, or his/her designee, shall serve on a Selection Committee to collectively determine who will be hired as the Regional Director by the Entity. The Selection Committee's first task shall be to determine how to conduct a screening and hiring process.
10. Each Party's Representative, or his/her designee, shall serve on a Performance Review Committee that will collectively review the Director's performance. The Performance Review Committee's first task shall be to establish a system for monitoring and evaluating the Director's performance, including frequency of review, and a process for initiating termination should the Director's performance fall below acceptable standards. If the Performance Review Committee suggests moving to terminate, such process shall be in accordance with all applicable state and federal law pertaining to employment practices and in accordance with the termination provisions to be outlined in the contract with the Entity.

11. Each Party shall provide work space to the Director at its City Hall or other primary municipal office building, on an as-needed basis.
12. The Director shall maintain a regular physical presence and regular contact with each of the Parties.
13. Each Party shall ensure that all matters that require the approval or guidance of its Executive are presented to him/her promptly.
14. This Agreement shall terminate three years from the date upon which it is fully executed. There shall be no termination of the Agreement during the first year, and each Party shall satisfy its commitments hereunder until at least one year from the date upon which the Agreement is full executed.
15. If one or more Parties desire to leave the Compact or are unable to secure authorization to financially support the Regional Director, the Executives of the Parties shall meet to determine an appropriate course of action.
16. If another community desires to join the Compact after the first year, the Executives of the Parties shall meet to determine an appropriate course of action.
17. All notice required by this Agreement shall be in writing and delivered either electronically or by first class mail upon the Parties as follows until such time as either party notifies the other of a change:

If to Boston: Mayor Martin A. Walsh
 Boston City Hall
 5th Floor
 One City Hall Sq.
 Boston, MA 02201
 mayor@boston.gov

If to Braintree: Mayor Joseph C. Sullivan
Braintree Town Hall
1 JFK Memorial Drive
Braintree, MA 02184
mayorsoffice@braintreema.gov

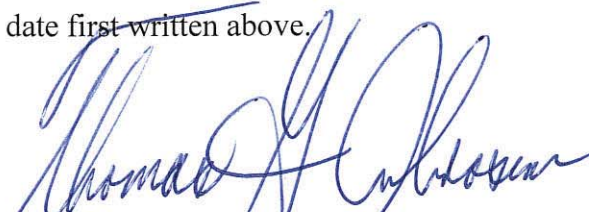
If to Cambridge: City Manager Richard C. Rossi
Cambridge City Hall
795 Massachusetts Avenue
Cambridge, MA 02139
rrossi@cambridgema.gov

If to Chelsea: City Manager Thomas G. Ambrosino
City Hall
500 Broadway
Chelsea, MA 02150
tambrosino@chelseama.gov

If to Quincy: Mayor Thomas P. Koch
1305 Hancock Street
Quincy, MA 02169
mayorkoch@quincyma.gov


If to Somerville: Mayor Joseph A. Curtatone
Somerville City Hall
93 Highland Ave.
Somerville, MA 02143
Mayor@somervillema.gov

IN WITNESS HEREOF, the Parties have caused this Agreement to be duly executed as of the date first written above.



Thomas G. Ambrosino, City Manager, Chelsea 6/8/16
Date


Joseph A. Curtatone, Mayor, Somerville 5/27/2016
Date


Thomas P. Koch, Mayor, Quincy 6/6/16
Date


Richard C. Rossi, City Manager, Cambridge 5/31/2016
Date


Joseph C. Sullivan, Mayor, Braintree 6/7/16
Date


Martin J. Walsh, Mayor, Boston 6-3-16
Date

Appendix B – Organizational Profiles

The Itasca Project

Type of Organization: “The Itasca Project operates as a virtual organization with no physical presence, staff or standing agenda.”³⁶

Website: <https://www.theitascaproject.com/index.html>

Mission: While there was no clearly stated mission statement on the website, the group selects priorities to address, “issues of regional economic vitality, quality of life, and prosperity for all.”

Region: The Minneapolis-Saint Paul metropolitan region including 3.4 million people. While the boundaries were not specified on their website, their region likely aligns with the Greater Minneapolis-Saint Paul Regional Economic Partnership (profiled below) as it originated from the Itasca Project.

Activities: A leadership team of CEOs assembles task forces that work in partnership with other organizations to address the priorities. Priorities have included college and career readiness; developing a regional indicators dashboard; developing a business case for and best practices to address social economic disparities.³⁷ The project has produced multiple reports that can be found here:

<https://www.theitascaproject.com/resources.html>

Membership: 50-plus leaders from business, philanthropic and public sectors, as well as public and nonprofit leaders, the governor’s office, mayors, university leaders, and foundations, with primary leadership coming from private-sector CEOs.

Formation: After declining venture-capital investment, and “slipping” as a hub for research, development and high-technology businesses, in 2000, the president of the University of Minnesota, convened 1,200 civic and business leaders to discuss regional competitiveness, and a task force of around 50 local leaders was formed. Members have stated, “It was a disaster.” Later, a smaller group met with the support of the McKnight Foundation, they conducted interviews with the region’s leaders to understand the region’s strengths and weaknesses, and the potential to influence them collectively.³⁸ In 2003, the governor, mayors, and civic and business leaders held the first organizational meeting.

Funding: Funded through area foundations and member organizations, which are primarily businesses. They have also received support from several areas foundations, and member organizations have provided rotating personnel, and support from universities.

Structure and Governance: Their website states they, “maintain a minimal structure as the backbone of our virtual organization; Itasca participants are responsible for shaping the focus of the group, and they own the execution of the strategies.” Using this networked approach, participants meet 4-5 times a year and agree on priorities. Members of working groups include private-sector CEOs, the mayors of Minneapolis and Saint Paul, the governor of Minnesota, and presidents of universities and other institutions.

Staffing and Role: No staff. Their website notes receiving support from foundations and partners with operations and logistics—such as preparing agendas and documents for meetings—and fact gathering.

³⁶ <https://www.theitascaproject.com/about-us.html>.

³⁷ <https://www.theitascaproject.com/priorities.html>.

³⁸ <https://www.mckinsey.com/industries/social-sector/our-insights/doing-well-by-doing-good-a-leaders-guide>

Cape Cod Commission

Type of Organization: This quasi-public agency is part of the Barnstable County regional government. It is a regional planning, economic development, and regulatory agency.

Website: <http://www.capecodcommission.org/>

Mission: The Cape Cod Commission's "mission is to...keep a special place special...to protect the unique values and quality of life on Cape Cod by coordinating a balanced relationship between environmental protection and economic progress."³⁹

Region: Barnstable County, including 15 towns, in Massachusetts.

Activities: The Cape Cod Commission was formed by the Cape Cod Commission Act. It carries out its mission by, "leading, supporting, and enforcing the development of regional plans, policies, regulations, and infrastructure to guide and manage growth, and by supporting (member towns) with professional and cost-effective planning and technical support services." The following regional plans are on their website: Regional Policy Plan, CEDS (Comprehensive Economic Development Strategies), Regional Transportation Plan, Water Quality Management Plan, an Ocean management Plan, and a multi-hazard mitigation plan. CCC houses the following departments: Economic Development, Planning and Community Development, Regulatory, Technical Services.

Membership: 15 towns

Formation: The Cape Cod Commission Act⁴⁰ was enacted in 1989 and describes the powers, responsibilities and structure of the agency. Previously, it was Barnstable County's Cape Cod Planning and Economic Development Commission (CCPEDC), which had worked since 1965, but had limited powers to engage all member towns in coordinated work.⁴¹

Funding: The Commission's revenue comes from three sources: a property assessment; federal, state, and private grants; and fees. The property assessment is entirely independent from a town's tax levy. The Commission's revenue is deposited into the Cape Cod Environmental Protection Fund (CCEPF).⁴²

Structure and Governance: The 19 Cape Cod Commission board members are all citizen volunteers. According to the CCC website, each of the 15 member towns appoints a representative. The board of Barnstable County Commissioners also appoints three members including a minority representative, a Native American representative, and a representative from their own board. The Governor's Office appoints the 19th commission member. Additional information is on CCC's website.⁴³

Staffing and Role: The website says staff have expertise in land use planning, community design, economic development, energy planning, affordable housing, , transportation planning, landscape architecture, resource management, data analysis and mapping. They develop regional plans (listed under activities above) and provide technical assistance to member towns.

³⁹ <http://www.capecodcommission.org/index.php?id=106&maincatid=2>

⁴⁰ <http://www.capecodcommission.org/index.php?id=15>

⁴¹ <http://www.capecodcommission.org/index.php?id=14&maincatid=2>

⁴² <http://www.capecodcommission.org/index.php?id=368&maincatid=2>

⁴³ <http://www.capecodcommission.org/index.php?id=16&maincatid=2>

Southeastern Regional Planning & Economic Development District

Type of Organization: The Southeastern Regional Planning and Economic Development District (SRPEDD) is a regional planning and economic development agency

Website: <http://www.srpedd.org/>

Mission: “The mission of the Southeastern Regional Planning and Economic Development District to plan for the future of southeastern Massachusetts that includes expansion of economic opportunity, protection of natural and historic resources and development of excellent physical and cultural amenities”.⁴⁴

Region: The website describes the region, as “a mix of urban, suburban and rural landscapes with a population of over 600,000 in 808 square miles.”

Activities: Their website states, “SRPEDD plans for the future of southeastern Massachusetts, including the expansion of economic opportunity, the protection of natural and historic resources and the development of excellent physical and cultural amenities. We plan for our region by researching, providing technical assistance, preparing bylaws and ordinances, programming funds and preparing plans.” These include comprehensive planning and housing, economic development, environment, municipal partnerships, technical assistance, and transportation.⁴⁵

Membership: 27 cities and towns in Southeastern Massachusetts

Formation: Enabling legislation in 1968, later amended as recently as 9/2018 according to a copy posted on the website.⁴⁶

Funding: According to the enabling legislation, expenses are to be paid by member communities on a per capita basis, assessed through taxes. The website also states that they received funding from the U.S. Economic Development Administration to conduct long range planning and to provide TA in the development of job-creating prospects in the region and economic development.

Structure and Governance: Commission with representatives from each member town, and six additional representatives of minority or low-income groups appointed by the Commission chair and the Executive Committee. Committees include the Joint Transportation Planning Group and the Regional Economic Strategy Committee (RESC).⁴⁷ Bylaws are posted on the website.

Staffing and Role: Staff include professionals in planning transportation, housing, and economic and community development.⁴⁸ Personnel and administrative policies are posted on the website.

⁴⁴ <http://www.srpedd.org/about-srpedd>

⁴⁵ <http://www.srpedd.org/what-we-do>

⁴⁶ <http://www.srpedd.org/enabling-legislation>

⁴⁷ http://srpedd.org/commissioners_committees

⁴⁸ <http://www.srpedd.org/staff>

SouthCoast Development Partnership

Type of Organization: Public-private partnership, housed at UMass Dartmouth.

Website: <http://www.southcoastpartnership.org/>

Mission: “The SouthCoast Development Partnership’s Mission is: to stimulate, facilitate, and support the economic prosperity of the SouthCoast through transformative innovation, educational attainment, and workforce development consistent with the UMass Dartmouth Strategic Plan. The SouthCoast Development Partnership aims to promote economic development, workforce readiness and educational attainment across the SouthCoast Massachusetts region.”⁴⁹

Region: Their website states that the South Coast region of Massachusetts includes 15 cities and towns, and covers 507 square miles with a population of 485,000.

Activities: Economic development, workforce training (goal of identifying the region’s workforce strengths and weaknesses and defining emerging economic opportunities and employment trends), and

Membership: 15 municipalities, as well as banks, areas businesses, area chambers of commerce, vocational technical school, municipal planning departments, Membership is paid, but specifics are not available on the website. Members can have the opportunity to join subcommittees and the executive board, and influence the direction of partnership’s initiatives. Their monthly meetings are members only, and are closed to the public. Membership benefits includes promotion of business (or other) logos on the website, opportunities to sponsor economic forums, a monthly newsletter, participation in bi-monthly membership meetings that provide opportunities to network with area CEOs, local officials, and leaders in industry and education.

Formation: Not described on website, but housed at UMass Dartmouth.

Funding: Presumably membership dues, based on size of the organization (e.g. number of employees).

Structure and Governance: Executive board and Executive Director with 5 subcommittees, including: Economic Development, Workforce Readiness, Educational Attainment, Mission & Governance, and Membership & Sustainability. It is housed at UMass Dartmouth. Members include representatives from municipalities businesses, and schools.

Staffing and Role: Not described on website.

⁴⁹ <http://www.southcoastpartnership.org/about/scdp/>

Greater Minneapolis-Saint Paul Regional Economic Development Partnership

Type of Organization: 501c3 nonprofit

Website: <https://www.greatermsp.org/>

Purpose: Greater MSP's mission is to accelerate job growth and capital investment in the 16-county region. Working with a broad array of Partners and Investors, the GREATER MSP staff, Board and Partner Advisory Council have developed the region's first Regional Economic Development Strategy, based on three key pillars: 1. Telling "Our Region's Story." 2. Retaining and attracting key talent with the launch of Make It. MSP., and 3. Building our "Sectors of Strength" for global leadership.⁵⁰

Geographic region: A 16 county metro-area including 46 communities, covering 611 square miles. The population of the region in 2014 was 1,152,425.

Activities: The Regional Indicators Dashboard is a set of shared metrics that tracks the region's change on critical economic, environmental, and social outcomes. Development of a Regional Business Retention and Expansion Coordination Strategy. The Make It MSP platform, includes efforts to welcome and connect newcomers, gathers and analyzes data and provides tools to support talent attraction and retention of staff.

Membership: Investors members are from cities and areas businesses. Benefits include being featured in publications and regional media and outreach initiatives, acknowledgement in program and investor directory, receive Greater MSP program updates, attend VIP and annual meeting events, serve on task forces to execute the Greater MSP mission and regional economic development strategy. Attend roundtable discussions, investment events, and workshops.

Formation: "In 2011, The Itasca Group and other key stakeholders decided to make a significant contribution to growing the local economy by creating a regional approach to economic development, leading to the creation of GREATER MSP."⁵¹

Funding: Investor contribution/dues and continued involvement from the McKnight Foundation.

Structure and Governance: Board of Directors and partnership advisory council. The President of the McKnight foundation is the Secretary of the Board. Board membership includes commissioners of county boards, university presidents, CEOs of banking and other businesses (e.g. Medtronic, Best Buy), and the Minneapolis Foundation.

Staffing and Role: Staff include directors and managers of research, business investment, marketing, a investor relationships, organizational development, trade and investment, and regional strategy.⁵²

⁵⁰ <https://www.greatermsp.org/partner-with-us/about-greater-msp/>

⁵¹ <https://www.greatermsp.org/partner-with-us/about-greater-msp/>

⁵² <https://www.greatermsp.org/staff-directory/>

Appendix C – Example of Quasi-Public Enabling Legislation

DRAFT

SRPEDD ENABLING LEGISLATION: M.G.L. c. 40B, as amended

<https://malegislature.gov/Laws/GeneralLaws/PartI/TitleVII/Chapter40B>

I. M.G.L. C. 40B, S. 1-8 THE REGIONAL PLANNING LAW.

SECTION 1. TITLE OF CHAPTER

This chapter will be designated and may be known as "The regional planning law".

SECTION 2. PURPOSE.

The purpose of this chapter is to permit a city or town to plan jointly with cities or towns to promote with the greatest efficiency and economy the coordinated and orderly development of the areas within their jurisdiction and the general welfare and prosperity of their citizens.

SECTION 2A. REGIONAL OR DISTRICT GROUPINGS; CONSENT TO PLACEMENT

No state agency shall place a city or town individually or severally, within a regional or district grouping without the consent of the governing body of such city or town. The governing body in a town shall be the town meeting and in a city, the city council.

**SECTION 3: PLANNING DISTRICTS; ESTABLISHMENT; NEW MEMBERS;
JURISDICTION AREA; RIGHTS AND LIABILITIES**

Any group of cities, towns, or cities and towns may, by vote of their respective city councils or town meetings, vote to become members of and thus establish a planning district, which shall constitute a public body corporate. After a planning district has been thus established, any other city or town within the district area as hereinafter defined may by vote of its city council or town meeting apply for admission. Upon the affirmative vote of two thirds of the representatives of the cities and towns comprising the district, said city or town shall become a member thereof. The area of jurisdiction of said district shall be an area defined or redefined as an effective regional planning region by the Massachusetts office of business development. All rights, privileges and obligations applicable to the original members of the district shall be applicable to the new members.

SECTION 4: DISTRICT PLANNING COMMISSIONS; MEMBERSHIP; EMPLOYEES; MEETINGS

In each planning district so established there shall be a district planning commission consisting of one member of the planning board of each city and town voting to join such district, elected annually by said planning board and certified in writing to the district planning commission. Said member may be replaced by a two thirds vote of his planning board before the termination of his annual appointment. In the case of the planning board's failure to elect a delegate in any year the previously named delegate shall continue to serve until his successor is qualified, as long as he shall remain a member of his local planning board. There may be an alternate designee, who may or may not be a planning board member, who shall be a resident of the city or town he represents, appointed annually and certified in writing to the district planning commission by the mayor in a city, confirmed by the council, or in the case of a city with a plan E form of government, appointed annually by the city manager, or in a town by the selectmen or in towns with a manager form of government, by the town manager, who may attend meetings of the district planning commission and who shall assume the rights and duties of the planning board member in his absence. The alternate designee shall be named in writing to the district planning commission annually in order that he may perform the duties and exercise the powers authorized in this section. In a member town which has not established a planning board, the selectmen shall annually appoint a member of the district planning commission. Such district planning commission shall annually elect a chairman, a vice chairman, a treasurer, and a clerk from among its members and alternate designees, and may elect an assistant clerk, from among such members and alternate designees. The treasurer and assistant treasurer shall give the commission a bond, with a surety company authorized to transact business in the commonwealth as surety, for the faithful performance of their duties in such sums and upon such conditions as the commission may require. The said commission may employ experts and clerical and other assistants. All meetings of the commission shall be held at the call of the chairman and at such other times as the commission may determine. A quorum of the commission shall consist of at least one fourth of the duly named members or alternate designees. Lack of a quorum shall not prevent the members at an officially called meeting from coming to order, making motions, discussing or passing a motion to continue said meeting to a later time. The commission shall establish rules of procedure for its activities and shall keep a record of its meetings, transactions, resolutions, findings and determinations, all of which shall be public records.

SECTION 4A: EXECUTIVE COMMITTEES; ESTABLISHMENT; MEMBERSHIP; POWERS AND DUTIES; REPORTS

Upon a two-thirds vote of all of the members of the district planning commission there may be established an executive committee, elected annually from the membership of the commission, and consisting of the chairman, vice chairman, if one is elected annually by the commission, the clerk, the assistant clerk, if one is elected annually, the treasurer and at least

one but no more than seven members elected at large from the commission membership annually, so that there shall be an uneven number of members of said committee. Actions taken by said executive committee shall be in the name of and on behalf of the commission. Such actions may include one or more of the following listed functions, but only if authorized by a two-thirds vote of the commission's total membership: employment of technical staff members, and other professional and clerical assistants; retention of consultants; the disbursement of commission funds based upon a warrant approved by a majority of the executive committee; the borrowing of funds in anticipation of receipt of revenue; applications for federal, state and local aid; the preparation of reviews and comments on proposals of a regional or intercommunity nature, including those referred to the district planning commission under the provisions of Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966, Title IV of the Inter-Governmental Cooperation Act of 1968, and Section 102 of the National Environmental Policy Act of 1969; proposed zoning changes near municipal boundaries of member cities and towns; requests for planning related advice; and the establishment of various technical advisory committees. Said executive committee shall report its actions to the full commission at least quarterly, and its authority to exercise such functions heretofore authorized shall be reconfirmed by a two-thirds vote of all of the members annually. Additional functions may be authorized for the executive committee from time to time. Such additions shall also be by a two-thirds vote of the district planning commission membership. The authority given to the executive committee to act on behalf of the commission may be terminated for any function by a majority vote of the commission members and thirty days' notice to said executive committee.

SECTION 4B: SEALS AUTHORIZED

Each planning district may have a seal consisting of a circular die bearing the words, "Commonwealth of Massachusetts _____ Regional Planning District, (insert year)", which seal may be used whenever deemed advisable by the district planning commission on papers and documents issued or executed by the commission or by any officer or employee designated by the commission.

SECTION 4C: FEDERAL MILITARY INSTALLATIONS WITHIN DISTRICTS; COMMANDING OFFICER AS EX OFFICIO MEMBER OF COMMISSION

Whenever there is located, wholly or partially, within a planning district established hereunder, a federal military installation having a resident population of at least five hundred persons according to the most recent available federal decennial census, the district planning commission may vote to offer to the commanding officer of said federal military installation the privilege of membership for himself or his designee. Upon acceptance by the commanding officer of this offer, he shall be deemed a member ex officio of the district planning commission, and shall assume the same rights and duties as other commission

members, except that this ex officio membership shall not continue except by an annual affirmative vote of the majority of the commission.

SECTION 5: POWERS AND DUTIES; REPORTS

A planning commission established hereunder shall make careful studies of the resources, problems, possibilities and needs of its district and, on the basis of such studies, shall prepare a comprehensive plan of development or a schematic study plan of such district or of such part or parts thereof as the commission may deem necessary and in such plans shall make such recommendations for the physical, social, governmental or economic improvement of the district as in their opinion will be in the best interest of the inhabitants of the district. Such plans and recommendations shall concern, among other things, the general use of the district, including land use, principal highways and expressways, bridges, airports, public utilities, public facilities, parks, recreational areas, public institutions and such other matters as in the opinion of said commission will be beneficial to the district and will promote with the greatest efficiency and economy the coordinated development of the district and the general welfare and prosperity of its people. Before the adoption of any such regional plan or a portion thereof, the district planning commission shall hold at least one public hearing thereon, notice of the time, place and subject of which shall be given. Written notice of such hearing shall be given to each planning board, board of selectmen, and city council. Notice of the time, place and subject of the hearing shall be published at least once in a newspaper having substantial circulation in the region at least ten days before such hearing. Adoption of such plan or portion thereof shall be by a majority vote of the representatives of the district planning commission. Such plan may be amended from time to time in the same manner as hereinbefore provided. A copy of the plan adopted by the commission or any amendments thereto signed by the chairman shall be filed with the town clerk of each member municipality not more than thirty days after commission action. Such plan or portion of a plan shall be a public record. Such district planning commission shall also assist the planning boards of the several cities and towns within the area of its jurisdiction in applying any district plans and recommendations so adopted to the local board's area of jurisdiction.

Such planning commission shall report annually to the city councils and town meetings of the cities and towns within its district, showing the status of its plans and recommendations. Such plans and recommendations shall be advisory only.

SECTION 5A: AGREEMENT FOR WATER FAVORABILITY STUDIES

Such commission may enter into an agreement with the water resources commission for the purpose of conducting water favorability studies under the direction of the water resources commission, as authorized by section nine of chapter twenty-one. The district's share of the cost of such studies shall be assessed against the constituent cities and towns in accordance with the provisions of section seven of this chapter.

SECTION 5B: ECONOMIC DEVELOPMENT REGIONAL COMMISSIONS; AUTHORIZATION TO ACT

A district planning commission may, by an affirmative vote of two thirds of the representatives of the cities and towns comprising the district, agree to act as, and to assume the duties, obligations, and responsibilities of, an economic development regional commission for as many of the cities and towns within its area of jurisdiction as it may deem proper and logical, subject to the availability of funds for such purpose; provided, however, that said cities and towns shall be eligible for designation as an economic development region, hereinafter called the region, in accordance with the provisions of the Public Works and Economic Development Act of 1965. Additional eligible cities and towns may be added to or deleted from the region by an affirmative vote of two thirds of the representatives of the cities and towns comprising the district.

The district planning commission members and alternate designees of the cities and towns comprising the region shall constitute the economic development regional commission. In addition, such technical and advisory committees as are necessary and required by the Public Works and Economic Development Act of 1965 may be appointed in accordance with the provisions of said Act for the purpose of providing advice and guidance to the region.

The economic development regional commission may prepare economic development programs which shall be public records and may be changed or supplemented from time to time by a majority vote of the representatives of the cities and towns comprising the region. Said regional commission may conduct feasibility and implementation studies for public facilities and programs and develop public and private development projects which are consistent with and which aid in implementing the objectives of said commission. Said regional commission may advertise and otherwise promote the implementation of its plans and recommendations for the economic and industrial development of the region and may sponsor conferences, institutes, seminars and training programs on behalf of the region.

SECTION 6: COOPERATION OF STATE AGENCIES WITH PLANNING COMMISSIONS

The several officers, boards, commissions, departments and divisions of the commonwealth and city and town officials may consult with any such district planning commission and shall furnish or make available to it on request all data and information within their knowledge and control pertaining to the area of jurisdiction of such commission.

SECTION 7: PREPARATION OF BUDGET; APPORTIONMENT OF COSTS; DISBURSEMENT OF FUNDS; RECEIPT OF GIFTS; CONTRACTS FOR PLANNING STUDIES AND SERVICES

Said commission shall, annually in the month of February, estimate the amount of money required to pay the costs and expenses of the district for the following fiscal year, shall fix and determine the proportion of such costs and expenses to be paid by the constituent cities and towns thereof during such fiscal year which, however, shall not exceed any per capita limit established by the vote of two-thirds of the city councils and town meetings of member cities and towns, and shall certify the amount so determined for each city and town to the assessors thereof who shall include the sum in the tax levy of such fiscal year, provided that the per capita limit of any new member municipality shall not be less than the per capita cost to the member municipalities in the district at the time the new member joined the district. Such apportioned cost shall be on a per capita basis in direct proportion to the population of the city or town and the planning district as they appear in the most recent national census, exclusive of the inmates of county, state or federal institutions, and exclusive of the resident population of federal military installations to which the privilege of ex officio membership has been extended as provided in section four C; provided, however, that the national census or the annual national census estimate, whichever is the most recent, shall be used in any planning district in which the governing body of each city and town comprising such planning district accepts the provisions of this proviso. Upon order of the commission, the treasurer of each constituent municipality thereof shall, from time to time, subject to the provisions of section fifty-two and section fifty-six of chapter forty-one, pay to the district treasurer sums not exceeding the amount certified by the commission as the city's or town's share of the costs and expenses of the district. The commission is authorized to determine the amount of payment to be made to the district during the first year of membership of a new city or town in its respective district, but such payment shall not exceed any aforementioned per capita limits. Any such district planning commission established under the authority of this chapter is authorized to receive for its own uses and purposes any funds or moneys from any source, including grants, bequests, gifts or contributions made by the federal, state or municipal governments or by any individual, corporation or association. Any such district planning commission may contract with the federal or state government, or a city or town within such district, or with another district planning commission or planning council for the performance of planning studies and services within the limits of funds available to the district planning commission for such purposes. The treasurer of the district planning commission or, in his absence, the assistant treasurer shall disburse the moneys so received upon an order approved by the chairman of the commission when so authorized by a majority vote of said commission.

SECTION 8: BORROWING IN ANTICIPATION OF REVENUE FROM MEMBER MUNICIPALITIES

The district may authorize debt by a majority vote of the commission in anticipation of revenue to an amount not in excess of that to be received during the current fiscal year from member cities and towns. Notes issued under authority of this section shall be in the name of and upon the full faith and credit of the district, and said notes shall be signed by the treasurer of the district, and the chairman of the district planning commission shall countersign and approve them in the presence of the clerk of the district who shall certify to the fact on the face thereof. Such notes shall be payable, and shall be paid not later than one year from their dates, and shall not be renewed or paid by the issue of new notes, except as provided in section seventeen of chapter forty-four.

II. M.G.L. C. 40B, S. 9-19 ESTABLISHMENT OF SOUTHEASTERN REGIONAL PLANNING AND ECONOMIC DEVELOPMENT DISTRICT

SECTION 9 - SOUTHEASTERN REGIONAL PLANNING AND ECONOMIC DEVELOPMENT DISTRICT; ESTABLISHMENT

The Executive Director of the Massachusetts Office of Business Development, hereinafter in this section and sections ten to nineteen inclusive, called the Executive Director, may establish a regional planning and economic development district consisting of all the cities and towns in the Southeastern Massachusetts Regional Planning District under this chapter, and the Towns of Plymouth, Plympton, Carver, and Kingston, to be known as the Southeastern Regional Planning and Economic Development District, provided a determination is made by the United States Secretary of Commerce that said area is eligible for designation as an economic development district in accordance with the provisions of the Public Works and Economic Development Act of 1965.

SECTION 10 – MEMBERSHIP; TERMINATION

Upon the designation of the regional planning and economic development district by the Executive Director, all cities and towns within the boundaries of the district shall become members of the district. The Executive Director may from time to time review the boundaries of the district so established and, if he deems it in the best interest of the district, he may with approval of a majority of the members of the regional development commission include additional cities and towns, or he may exclude cities and towns from said district; provided, however, that prior to such increase or decrease in the membership of the district, the Executive Director shall consult with the mayor of a city, or the city manager in a city having a Plan D or Plan E form of government, or the selectmen of a town to be included or excluded from such district.

The city or town may, after it has been a member of a regional planning and economic development district for a period of not less than five consecutive calendar years, terminate its membership in the district by a two-thirds vote of the city council or by vote of a town meeting or town in favor of terminating such membership. Said termination will become effective at the end of the calendar year within which said termination is voted.

SECTION 11 - DISSOLUTION OF REGIONAL PLANNING DISTRICTS; TRANSITIONAL PROVISIONS; PROCEDURE

If the district boundary of the regional planning and economic development district established in accordance with Section Nine includes a majority of cities and towns organized as a regional planning district pursuant to this chapter, said regional planning district shall be dissolved upon the organization of a regional planning and economic development district.

When the Southeastern Massachusetts Regional Planning District is dissolved and a successor district is established in accordance with the provisions of Section Nine, the jurisdiction and responsibility of said Southeastern Massachusetts Regional Planning District shall be transferred to the successor district and commission and all records, reports, studies, documents, plans and property including all assets and liabilities of said district or commission shall be transferred forthwith to the custody, control, and responsibility of the regional planning and economic development commission. Upon the effective date of any such dissolution, all of the permanent or temporary employees of such district or commission shall be transferred to the regional planning and economic development district without impairment of retirement rights and without reduction in compensation or salary grade; provided, however, that nothing in this section shall be construed to confer upon any employee any tenure of office of employment or any rights not held prior to such transfer. The adopted plans and policies of said district so dissolved pertaining to regional planning considerations shall be deemed to be and shall continue to have full force and effect until modified by the commission of the successor district. No such dissolution of a previously established district and no establishment of a district in accordance with Section Nine shall become effective except in compliance with the following procedure; upon receipt of notification from the executive director that he intends to establish a district in accordance with Section Nine, the city manager in a city having a city manager and the mayor in any other city, the board of selectmen, and the planning board of each city and town therein shall not later than twenty days from the date of notification appoint or designate the respective commission members to serve in the interim period until March thirty-first next, provided, however, that in the case of a planning board which had previously appointed a member of a regional planning commission established in accordance with this chapter, each such planning board shall appoint the same member to the commission established in accordance with Section Nine for said interim period if said member is willing to accept said appointment, but otherwise appoint in accordance with this section. The commission members so designated shall not later

than thirty-five days from the date of said notification, elect officers in accordance with Section Fifteen. Upon receipt of notification from the commission so established, that there has been compliance with the foregoing procedures, the executive director shall forthwith notify the state secretary who shall issue a certificate of organization to said district which shall be conclusive evidence of the establishment and organization of said district, and, the executive director shall forthwith dissolve the previously established regional planning district.

SECTION 12 - COMMISSION; MEMBERSHIP; APPOINTMENT; TERM

In the regional planning and economic development district established pursuant to Section Nine, there shall be a regional planning and economic development commission which shall consist of the mayor of each city, or in a city that has a Plan D or Plan E form of government the city manager, or their designee, a member appointed by the board of selectmen of each town included within said district who need not be a member of the board of selectmen, a member appointed by the planning board of each such city or town who need not be a member of the planning board. Each member shall be appointed for a term of one year commencing June first of the year appointed to May thirty-first of the succeeding year, and the appointment or reappointment of each member shall be certified annually to the commission by the appointing authority in the month of May. Notwithstanding any of the foregoing provisions, the commission may increase its membership by not more than six in order to provide representation to low-income and minority groups.

SECTION 13 - ADVISORY COMMITTEE; MEMBERSHIP; APPOINTMENT; TERM; REMOVAL; VACANCIES

Twenty-one persons residing within the district shall be appointed to an advisory committee for the purpose of providing advice and guidance to said commission and said persons shall be representative of business, labor, professional, and civic organizations and other economic interests within the district. Nine members shall be appointed by the Executive Director with approval of the Governor, and twelve members shall be appointed by the commission. Of the initial appointees of the executive director, three shall be appointed for a term of one year, three for a term of two years, and three for a term of three years. Of the initial appointees of said commission, four shall be appointed for a term of one year, four for a term of two years, and four for a term of three years. Upon the expiration of a term of a member of the advisory committee or upon written resignation, his successor shall be appointed in like manner for a term of three years, or for the balance of the unexpired term. A member may be removed and a vacancy declared by majority vote of the advisory committee at a regular meeting thereof, consequent upon three consecutive absences from regular advisory committee meetings, and his successor shall be appointed in like manner as the original appointment for the balance of the unexpired term. The commission shall, in its by-laws, provide appropriate procedures for the referral of problems, issues, and policies for deliberation by the advisory committee.

SECTION 14 - POWERS AND DUTIES

The regional planning and economic development district established under the provisions of Section 9 shall have the following powers and duties:

- (a) to adopt a corporate seal;
- (b) to sue and be sued, but only to the same extent and upon the same conditions that a town may sue or be sued;
- (c) to rent, lease or otherwise to acquire quarters for the housing of the commission and the staff thereof;
- (d) to receive and disburse funds from any public or private sources for any district purposes.

In addition to the foregoing, the district, acting through the commission or any committees thereof, shall have the following additional powers and duties:

- (a) to conduct studies of the resources, problems, and needs of the district, and, on the basis of such studies, to prepare and, from time to time, revise both comprehensive regional plans and comprehensive economic development programs for the district and for such part or parts thereof as the commission may deem advisable, including recommendations for the physical, social, and economic improvement of the district. Such plans and recommendations shall be adopted and may be changed or supplemented from time to time by a majority vote of the commission and shall be a public record; and to conduct feasibility and implementation studies for public facilities and programs and for public and private development projects which are consistent with and which would tend to implement the objectives and recommendations of the commission;
- (b) to conduct research, surveys, analyses and compile such data, maps, charts and tables and other pertinent or necessary information for the purpose of formulating regional and sub-regional goals, objectives, policies, plans, and programs and for project proposals related to the comprehensive physical, social, and economic development and redevelopment of the resources and facilities of the district and its sub districts;
- (c) to cooperate with and to assist each city and town in the district to coordinate its planning and economic development activities with the district so as to obtain maximum benefits for the district and for each city and town from such activities;
- (d) to cooperate with and to assist agencies of the Commonwealth and the United States Government in fulfilling the purposes and objectives of the district;
- (e) to recommend appropriate action by public and private organizations and agencies to implement the recommendations prepared by the commission;
- (f) to provide technical advice, assistance, and guidance to cities and towns, to other public agencies and to development organizations and to private businesses in the district in implementing the objectives and

recommendations of the commission, in undertaking planning and economic development programs, and in making application for federal financial assistance;

- (g) to compile and maintain a system for the collection and dissemination of information and statistics relevant to the district, and to make such information available to public agencies and to private organizations and individuals engaged in activities which tend to implement the objectives and recommendations of the commission;
- (h) to approve or disapprove by majority vote such plans for the development and redevelopment of the district or parts thereof as may be laid before it. The approval or disapproval of any such plans or any such recommendation of the commission shall be advisory only; provided, however, that the commission shall have the power to exercise such approval or disapproval as a regional or metropolitan planning or development agency acting pursuant to the requirements of the publicly aided program applicable to the district or to any part thereof;
- (i) to advertise and otherwise to promote the implementation of the plans and
- (j) recommendations of the commission and the economic and industrial development of the district;
- (k) to sponsor conferences, institutes, seminars, and training programs on behalf of the district and the cities and towns therein for the purpose of developing the capabilities of commission members, commission staff, other public officials and employees and development organizations, to assist in preparing and implementing the plans and recommendations of the commission;
- (l) to undertake comprehensive and special planning and economic development programs and projects for any part or parts of the district, and, for such purpose to assist inter-municipal cooperation and to delineate, establish, and administer sub-regional district organizations as administrative subdivisions of the district and commission.

Except as otherwise prohibited by law said district and commission is further authorized to act as and to assume the duties, obligations and responsibilities of an economic development district designated pursuant to the Public Works and Economic Development Act of 1965.

The commission shall report annually on or before Feb. 1 to the city councils and town meetings of the cities and towns in the district as to the plans and recommendations of the commission and the status thereof. The commission shall make and publish such reports as the commission shall deem appropriate for the purpose of accomplishing, promoting and explaining the objectives and recommendations of the district.

Said district may not authorize debt in anticipation of revenue to be received by the district unless the regional planning and economic development commission of said district so votes in accordance with Section 8.

SECTION 15 – EXECUTIVE OFFICERS; COMMITTEES; MEETINGS; RULES AND RECORDS; EXPENSES

The Commission shall elect annually at its meeting held in the month of June by and from its members a chairman, a vice-chairman, a secretary and a treasurer, each of whom shall hold office until his successor is elected and qualified. The commission shall from time to time fill any vacancy in such an office for the unexpired term thereof.

The immediate past chairman shall be an officer ex-officio.

The commission may also elect an assistant treasurer who may exercise all the powers and duties of the treasurer in the absence of the treasurer.

The commission shall meet during the months of February, April, June and October and at such other times as the commission shall determine.

The commission shall establish rules of procedure for its activities and the activities of all Committees, and shall keep a complete and accurate record of the substance of its meetings, transactions, resolutions, findings, and determinations, all of which shall be a public record.

The executive director, treasurer, and assistant treasurer shall give the commission a bond, with a surety company authorized to transact business in the Commonwealth as surety for the faithful performance of their duties in such sum and upon such conditions as the commission may require.

There may be an executive committee, elected annually, consisting of (1) the officers of the commission, who shall serve as the officers of the executive committee, (2) four members of the commission who shall be elected by a majority vote of the commission and who shall be selectmen or designees of selectmen, (3) four members of the commission who shall be elected by a majority vote of the commission and who shall be representatives of the planning boards, and (4) the mayor or city manager or his designee of each city serving as a member of the commission; provided, however, that each redevelopment area within the district as designated by the Secretary of Commerce of the United States pursuant to the Public Works and Economic Development Act of 1965, shall be entitled to have at least one member on the executive committee among the members who are either mayors or their designees or the selectmen or their appointees.

The commission may appoint from among its members such other special and standing committees as it shall deem necessary and all such committees shall exercise such powers, discharge such responsibilities, and perform such duties as the commission may delegate thereto by vote or by its by-laws. The commission, at its discretion, may appoint additional persons to any such committee from outside the membership of the commission; provided,

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that in no case shall the number of commission members on such standing and special committees, and if the application of the two-thirds percentage results in a fractional number, in order to facilitate such appointment, the number of such additional persons on said committees may be the next highest digit.

The members of the commission shall serve without compensation but the officers shall receive payment for necessary expenses, including travel incurred in the performance of their duties.

The commission shall establish such technical advisory committees as may be needed to assist the executive director in planning and developing the programs and projects of the commission. The commission, at its discretion, may appoint additional persons to any committee from outside the membership of the commission. The chairman, executive director, or head of any state, county or municipal agency, and any public authority operating within the district if permitted by its trust indentures to do so, shall delegate one or more well-qualified representatives from the agency or authority to serve on any of the said technical advisory committees when so requested by the commission.

SECTION 16 - EXECUTIVE DIRECTOR; EMPLOYEES; TENURE; COMPENSATION

The commission shall employ, and may remove, an executive director, who shall be qualified by education, training, and experience in economic development, regional and program planning, and community relations. The executive director, on behalf of and with the approval of the commission, shall employ and appoint all other employees of the commission, including temporary or part-time personnel. The executive director and other employees of the commission shall not be subject to Chapter Thirty-One nor to Section Nine A of Chapter Thirty. The commission shall determine and establish the compensation and other terms, conditions, and benefits of employment for all employees of the commission.

SECTION 17 - CONTRACTS; EXPENDITURES AND OBLIGATIONS

The commission is authorized to enter into contracts and agreements with any department, agency or subdivision of federal or state government and any individual, corporation, association or public authority to provide or to receive services, facilities, staff assistance or money payments in connection with the work of the commission, and the commission may contribute or receive services, facilities, staff assistance or money payments as consideration in such contracts or agreements. The commission shall approve all contracts, which shall be signed by the chairman and treasurer.

The commission may make expenditures and incur obligations for services and other expenses, subject to the following conditions and limitations: The commission may expend such amounts in addition to its annual assessment upon the cities and towns in the district

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as the commission may receive under any federal or state law, or by gift, grant, contract or agreement from any source, including grants, bequests, gifts or contributions made by any individual, corporation, association, public authority, or department, agency or subdivision of the federal or state government.

SECTION 18 - ESTIMATES OF COSTS; FISCAL YEAR; ASSESSMENT; LIMITATION; PAYMENT; RESERVE FUNDS; AUDIT

The commission so established shall not later than fifty days from the issuance of a certificate or organization by the state secretary prepare an estimate of the amount of money required to pay the costs and expenses of the district for the current fiscal year and, in the case of the district being dissolved for the purpose or organizing a district in accordance with Section Nine, the costs and expenses of said predecessor district incurred during the current fiscal year for which funds are not otherwise available, and, after first subtracting from such estimate of costs the amount of unexpended monies in the custody of the commission which were previously received by the predecessor district from member cities and towns for the expenses of the current fiscal year, the commission shall apportion, assess and certify for payment the amount so determined in accordance with this section.

Each city and town treasurer shall not later than thirty days from the receipt of said certification pay the amount so apportioned and certified from any monies available in the treasury of each such city or town, and the board of assessors of each such city or town shall include said amount in the assessment for the annual tax levy if such tax levy has not been assessed, but otherwise shall include said amount in the next annual tax levy in addition to any amount to be raised for the purposes of the commission for the next fiscal year in accordance with this section.

The commission shall operate on a fiscal year beginning with July 1 and ending with the following June 30. The commission shall, annually in the month of October, estimate and assess the cities and towns in the district the required amount of money necessary to pay the cost and expenses of the district for the following fiscal year. The amount so determined for the district shall not exceed a sum equivalent to thirty cents per capita of the population of the district or fifty thousand dollars, whichever is the greatest amount; and said amount shall be apportioned and assessed upon each city and town in the district in the proportion which the population of each such city or town bears to the total population of the district, provided, however, that the population of the district and of each city and town shall be the population as determined by the most recent state or national decennial census exclusive of the population in any county, state, or federal institutions otherwise included in such census. The amounts so apportioned for each city and town shall, prior to December 31 of each year, be certified by the district treasurer to the treasurers of each city and town within the district. Each city and town treasurer shall pay the amount so apportioned by the district treasurer not later than July 10 of the fiscal year for which the apportionment is made, and shall make such payment from any monies available in the treasury of each such city or town. The district treasurer shall submit a

duplicate copy of the aforementioned certificate to the board of assessors of each city and town, and each such board of assessors shall include said amounts in the assessment for the annual tax levy according to the procedures specified in Section Twenty-One of Chapter Fifty-Nine; provided, however, that if the annual tax levy is determined by any such board of assessors prior to receiving a copy of said certification, the board of assessors shall include as money to be raised in the tax levy an amount equal to twenty cents per capita of the population of the city or town as determined aforesaid, and, if said amount is less than the amount actually certified by the district treasurer, the difference shall be included as money to be raised in the next annual tax levy.

Payments for the expenses of the district shall be made by the treasurer or assistant treasurer only upon a warrant for such payment approved by a majority of the commission or, if so delegated, by a majority of the executive committee or by a majority of such other committee as the commission may delegate by its by-laws to exercise such approval.

Said regional planning and economic development districts may accumulate reserve funds for, but not limited to, the purposes of funding the purchase and replacement of capital equipment and participating in state and federal programs, provided, that such accumulated reserve funds may not exceed the estimated proportion of the district commission's costs and expenses to be paid by the member cities and towns during the next fiscal year.

The director of accounts in the Department of Corporations and Taxation shall annually cause an audit to be made of the accounts of the commission. A report thereon shall be made to the chairman of the commission and a copy thereof shall be sent in a city having a city manager to said city manager and in all other cities to the mayor, the board of selectmen of each town and to each planning board in the district.

SECTION 19 – DATA EXCHANGE BETWEEN AGENCIES

There shall be a mutual exchange between the commission and all agencies of the Commonwealth and of each political subdivision thereof within the district, of data, records, and information within their knowledge and control pertaining to the district, or to parts thereof which may be required for the preparation of programs designed to achieve the purposes of this chapter.

Appendix D – Commonwealth Filing Requirements for Nonprofits

Registering a Public Charity

CONTACT

Nonprofit Organizations/
Public Charities Division of the Attorney General's Office
Phone: (617) 727-2200, ext. 2101
Online: Charities@state.ma.us

All public charities doing business in Massachusetts must register with the Nonprofit Organizations/Public Charities Division of the Attorney General's Office (AGO) and file annual financial reports with the AGO. Upon registration, the AGO will assign the public charity an Attorney General Account Number (AG Number). Any charities that wish to solicit funds must also obtain a Certificate for Solicitation before engaging in fundraising activities.

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Massachusetts Entity - Registering After Initial Fiscal Year End Date

If your organization wishes to conduct business in Massachusetts and has either registered as a corporation with the Massachusetts Secretary of State or is otherwise a Massachusetts-based charitable entity, AND your first fiscal year end date is in the past you must send in the following in order to register your organization to legally conduct business:

1. A **completed Registration Form and Checklist**;
2. A copy of the organization's charter, articles of organization*, agreement of association; instrument of trust, or written statement of purpose, whichever is applicable;
3. A list of the current officers/directors and their addresses;
4. A copy of the organization's by-laws;
5. A copy of the IRS letter** designating the organization's 501(c)(3) status, if the organization has received one;
6. Initial registration fee of \$100, a check made payable to the "Commonwealth of Massachusetts";
7. A **Form PC (Instructions)**: Since the initial FYE date has passed, you must report that year's financial data on a **Form PC, Form 990**, and, as appropriate, reviewed or audited financial statements, to account for any activity (or lack of activity) from the date of the creation of your organization; and
8. The filing fee for the Form PC, a check made payable to the "Commonwealth of Massachusetts," based on Gross Support and Revenue (see chart below).

Gross Support and Revenue	Filing Fee
Less than \$100,000	\$35
\$100,001 to \$250,000	\$70
\$250,001 to \$500,000	\$125
\$500,001 to \$1 million	\$250
\$1,000,001 to \$10 million	\$500
\$10,000,001 to \$100 million	\$1,000
\$100 million +	\$2000

* "Articles of organization" are not the same as by-laws; the two are separate documents. A "statement of purpose" is an official document explaining in detail the organization's goals and practices.

** If the organization has applied for 501(c)(3) status, but not yet received it, **it is not necessary to send a copy of the IRS Form 1023**. It is best to note the application in a cover letter and submit a copy of the determination letter once received. The IRS determination letter is not the same as the state sales tax exemption, DOR Form ST-2. We do not require a copy of the ST-2.

The information a charity provides to the Secretary of the Commonwealth's Corporations Division (Corporation's Division) or the Internal Revenue Service (IRS) does not come to the AGO; the three are completely separate agencies with separate purposes and filing requirements. Although you may be registered as a not-for-profit corporation with the Secretary of the Commonwealth and file annual reports, your status as a public charity requires separate registration and filing with the AGO. Any documents submitted to the Corporations Division or the IRS, such as the Annual Report, Articles of Organization or IRS Form 990, will not reach the AGO.

Massachusetts Entity - Registering Before Initial Fiscal Year End Date

If your organization wishes to conduct business in Massachusetts and has either registered as a Massachusetts corporation with the Massachusetts Secretary of State or is otherwise a Massachusetts-based charitable entity, AND your first fiscal year end date is in the future, you must send in the following in order to register your organization to legally conduct business:

1. **A completed Registration Form and Checklist;**
2. A copy of the organization's charter, articles of organization*, articles of incorporation, agreement of association, instrument of trust, or written statement of purpose, whichever is applicable;
3. A list of the current officers/directors and their addresses;
4. A copy of the organization's by-laws;
5. A copy of the IRS letter** designating the organization's 501(c)(3) status, if the organization has received one;
6. Initial registration fee of \$100, a check made payable to the "Commonwealth of Massachusetts";
7. **If the organization does not intend to solicit funds**, it may send the first six required items in without any additional filings. It will be assigned an AG number and will be expected to file its "Form PC" four and one-half months after its fiscal year end. **If the organization has solicited or it intends to solicit funds**, or to have funds solicited on its behalf, then the organization must include the **Schedule A-2**; and
8. The **Schedule A-2** filing fee of \$50, a check made payable to the "Commonwealth of Massachusetts," if Schedule A-2 is part of the registration package. This is in addition to, and separate from, the \$100 registration fee. Neither the \$50 filing fee, nor the Schedule A-2, is required if the organization does not intend to solicit.

**"Articles of organization" are not the same as by-laws; the two are separate documents. Also note that a "statement of purpose" is an official document explaining in detail the organization's goals and practices.*

***If the organization has applied for 501(c)(3) status but not yet received it, **it is not necessary to send a copy of the IRS Form 1023**. It is best to note the application in a cover letter and submit a copy of the determination letter when it is received. The IRS determination letter is not the same as the state sales tax exemption, DOR Form ST-2. We do not require a copy of the ST-2.*

The information a charity provides to the Secretary of the Commonwealth's Corporations Division (Corporation's Division) or the Internal Revenue Service (IRS) does not come to the AGO; the three are completely separate agencies with separate purposes and filing requirements. Although you may be registered as a not-for-profit corporation with the Secretary of the Commonwealth and file annual reports, your status as a public charity requires separate registration and filing with the AGO. Any documents submitted to the Corporations Division or the IRS, such as the Annual Report, Articles of Organization or IRS Form 990, will not reach the AGO.

As retrieved from <https://www.mass.gov/info-details/registering-a-public-charity>

Appendix E – Key Elements of Organizational By-Laws

By-Laws

All nonprofit organizations need regulations that determine how they are governed. Bylaws are the legally binding rules that outline how the board of a nonprofit will operate. While they are unique to each organization, nonprofit bylaws generally have a similar structure and use.

How are bylaws used?

Bylaws are used to guide the board's actions and decisions. They are helpful in preventing or resolving conflict and disagreements. They can protect the organization from potential problems by clearly outlining rules around authority levels, rights, and expectations.

How are nonprofit bylaws created and amended?

The board creates bylaws when the organization is established. Don't operate without them. States have different statutes that apply to bylaws — some dictate specific provisions, while others give more general guidelines. Find the state regulations from your Secretary of State's office or your State Attorney General's office. If your organization operates in more than one state, follow the laws in the state where the organization is incorporated. Once created, an attorney can review them to ensure they meet the legal requirements of the state.

Bylaws are not static, and the board should review them regularly. They should accurately reflect how the organization works and remain relevant. This requires amending the bylaws periodically. Keeping bylaws simple in language and content can help ease this process. Some organizations appoint a task force to review the bylaws and make suggestions for revision to the whole board. If the board votes to amend the bylaws, mark the revisions on the bylaws and record the date that they were amended. If you made major structural or authority changes, you need to report them in your next Form 990.

What should you include?

Bylaws are individual to an organization, but they should cover certain issues:

- Name and location of organization
- Statement of purpose
- Election, roles, and terms of board members and officers
- Membership issues (categories, responsibilities)
- Meeting guidelines (frequency, quorum)
- Board structure (size, standing committees, if any)
- Compensation and indemnification of board members
- Role of chief executive
- Amendment of bylaws
- Dissolution of the organization

Hierarchy of laws

While bylaws are a detailed and immediate source of regulations, they must follow federal and state laws and comply with your organization's articles of incorporation. If there is a contradiction between the bylaws and these other regulations, that part of the bylaws is invalid. For bylaws to be concise, the board also should create comprehensive policies and resolutions.

What if bylaws are ignored or broken?

There may be several reasons why an organization does not follow the bylaws, and there are different ways to address this. In some situations, bylaws are ignored because they are no longer relevant to the organization. Either they are too broad, have not been revised for several years, or are not in practical or understandable language. If this is true, the board should make revision a priority.

Both board members and others involved with an organization should be concerned when bylaws are intentionally broken and not amended. There are a few avenues of recourse in this situation.

- **Internal** — If you are a board member, inform the board of your concern, and make sure your objections are noted in the minutes. As the bylaws are a legal document, similar to a contract, there can be legal repercussions if they are ignored; therefore, it is important for the board to take any concerns seriously. If you are not on the board, share your concerns with the board chair or chief executive, or, if the board holds public meetings, address your concerns there.
- **Chamber of Commerce or Better Business Bureau** — You can file a complaint with these organizations. These groups cannot enforce the bylaws, but they do keep records of complaints, and their public nature will give exposure to the issue. This may get other people involved who can encourage the board to comply.
- **Court** — The bylaws are a legal document, so there is a possibility for prosecution if they are intentionally broken. This is a long and expensive process, and often the courts are reluctant to get involved in internal organization issues. Going to court may also jeopardize the future of the organization as a whole.
- **State Attorney General** — This office has authority over all nonprofits, and it can require the organization to change its bylaws, comply with the original bylaws, or force the organization to close. Like the courts, however, state attorney generals are reluctant to get involved in internal organizational issues.

101 Resource | Last updated: June 2, 2016

Resource: *Better Bylaws: Creating Effective Rules for Your Nonprofit Board*

Appendix F – Job Descriptions for Regional Coordinator & Board Members

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REGIONAL COORDINATOR: JOB DESCRIPTION

(Amended based on research and interview findings. Amendments appear as text that is crossed out or added in “bold italics.”)

Recognizing the increasing impact of regional forces, the leaders of Boston, Braintree, Cambridge, Chelsea, Quincy, and Somerville recently launched the Greater Boston Regional Economic Compact (the Compact) to collaboratively address these forces, grow the region, and enhance their communities. The Compact seeks a Regional Coordinator to support this endeavor and facilitate collaboration between the communities, starting with the areas of transportation, economic development, housing, and sustainability.

THE ROLE OF THE REGIONAL COORDINATOR

Working with the executive offices of each of the member communities, the Regional Coordinator will build a cross-municipal program to implement the Compact’s vision for regional development. The individual will establish and facilitate regular meetings of the compact members, establish subcommittees that focus on the Compact’s four focus areas (transportation, economic development, housing, and sustainability) and facilitate regular meetings of each, and collaborate with key staff from each community to implement strategies developed through the Compact. ~~The Regional Coordinator will spend on average one day a week with each of the participating communities and will have work space at each municipality’s City Hall.~~ ***The Regional Coordinator will develop a schedule that allows them to maintain a presence in each community, including routinely spending time in each municipality as well as ongoing communications using various forms of technology.***

PRIMARY TASKS AND RESPONSIBILITIES

- ***Manage the day to day operations of the Compact.***
- Schedule regular meetings of the Compact leaders.
- Establish four subcommittees (transportation, economic development, housing, and sustainability) and schedule regular meetings of each.
- Facilitate regular meetings of the Compact and its subcommittees by collectively setting agendas and distributing minutes.
- Regularly update Compact members and relevant staff on progress and developments.
- Collaborate with relevant municipal staff to implement Compact strategies.
- Collect and analyze relevant data and conduct research.
- Prepare draft policy memos and white papers ***and serve as a resource on priority topics of the Compact.***
- ***Coordinate proposal development for Compact projects.***
- Liaise with regional partners and academic institutions.
- Coordinate with relevant municipal staff to distribute information to the public and the media.
- Plan and facilitate public events.

QUALIFICATIONS

- Bachelor's degree from an accredited college/university in **planning**, public **policy** or business administration/**development**, etc. or a related field required; Master's degree **strongly** preferred.
- Four (4) years of relevant experience, preferably in managing projects with diverse stakeholders, planning, **city planning, economic development and/or the private sector**.
- Ability to collaborate with CEOs and senior staff on strategy, policy, and operations
- Creativity, strategic thinking, problem solving, **ability to grasp the Compact's vision**, and leadership skills.
- Ability to be autonomous, take independent initiative, and at the same time connect with Compact partners.
- **Energetic, nimble and willing to make a long-term commitment.**
- Strong analytical, organization, writing, and speaking skills.
- Familiarity with the Greater Boston region.
- **Ability to seek out funding opportunities and oversee proposal development efforts.**
- Experience with rigorous data analysis and research.
- Excellent computer skills, including MS Office; knowledge of GIS, data analysis tools, and/or programming languages preferred.
- Ability to ~~work~~ **be present on a regular basis** in Boston, Braintree, Cambridge, Chelsea, Quincy, and Somerville.

The Purpose of the Leadership Body / Board of Directors

- Determine mission and purpose
- Select and hire lead staff (Compact Coordinator)
- Provide proper financial oversight
- Ensure adequate resources
- Ensure legal and ethical integrity and accountability
- Ensure effective organizational planning
- Recruit/orient board members
- Assess board performance
- Enhance the organization's public standing
- Develop, monitor, and strengthen the organization's programs
- Support the chief executive and assess his/her performance

Responsibilities of the Leadership Body

Representation	<ul style="list-style-type: none"> • Represent the stakeholders / municipalities • Carry the public trust • Facilitate member rejuvenation — organize the selection of new members
Decision-making and leadership	<ul style="list-style-type: none"> • Establish or affirm mission, establish and promote organizational identity. • Strategic Direction: Provide vision for the future; develop and implement the long-term plan; set or approve the general direction and financing of the organization; ensure that the organizational mission remains responsive to changes in the environmental context and organizational realities. • Provide an accountability structure to management; direct and advise management; select, support, evaluate and, if necessary, terminate lead staff. • Fiscal Oversight: Ensure that funds are expended for the purposes intended. • Fund Development: Participate in fund development planning and fundraising to secure long term sustainability of organization. • Human Resources Oversight: Develop framework of HR policies. • Managing transitional phases and critical events: act as organizational safety net. • Represent organization to the community.
Accountability	<ul style="list-style-type: none"> • Ensure transparency of the process • Monitor and evaluate performance • Responsibility and reporting to stakeholders • Act as the ultimate source of accountability under the law for the performance and actions of the organization.

Compact Member/Representative Job Description

Function:

- Provide governance to the organization, represent it to the community, and accept the ultimate legal authority for it.

Duties: Planning

- Approve the organization's philosophy and review staff and Compact sub-committee's performance in achieving it.
- Annually assess the environment and approve the organization's strategy in relation to it.
- Annually review and approve the organization's plans for funding its strategy.
- Review and approve the organization's financial goals.
- Annually review and approve the organization's budget.
- Approve major policies.

Organizations

- Elect, monitor, appraise, support, reward, and, when necessary, change lead managing staff.
- Be assured that management succession is properly being provided.
- Be assured that the status of organizational strength and project planning and individuals available to carry out the project are equal to the requirements of the long range goals.
- Approve appropriate compensation and benefit policies and practices.
- Fill leadership body vacancies as needed.
- Annually approve the Performance Review of the lead staff person and establish his/her compensation based on recommendations of leadership body.
- Form sub-committees and select members to participate in work of sub-committees in response to planning recommendations.
- Annually review the performance of the leadership body and take steps to improve performance.

Operations

- Review the results achieved by Compact in relation to organization's philosophy, annual and long range goals, and action plan objectives.
- Be certain that the financial structure of the organization is adequate for its current needs and its long-range strategy.
- Provide candid and constructive criticism, advice, and comments.
- Approve major actions of the Compact, such as capital expenditures and major program and service changes.

Audit (when Compact transitions to new structure)

- Be assured that the leadership body and its sub-committees are adequately and currently informed - through reports and other methods - of the condition of the Compact and its operations.
- Ensure that published reports reflect the operating results and financial condition of the Compact.
- Establish and regularly review appropriate policies to define and identify conflicts of interest and be diligent administering and enforcing those policies.
- Appoint independent auditors subject to approval by members.
- Review compliance with relevant material laws affecting the organization.

EVALUATING THE EFFECTIVENESS OF THE NONPROFIT BOARD OF DIRECTORS

The effectiveness of the nonprofit Board of Directors can be enhanced by regular assessment of its activities and performance. An assessment process can help board members to understand their role, and encourage fulfillment of board responsibilities. The process need not be complicated; it can be placed on the agenda of a board meeting, or occur regularly within board meeting discussions through questions that serve to refocus the board on larger issues. For example, a useful strategy is to conclude board meetings by asking board members to rate the meeting on an index card: Were the issues covered today significant? Did the materials you received prior to the meeting adequately prepare you to participate in the discussion? Did the board conduct matters of management or policy? Overall, was the meeting worth your time? A steady stream of feedback created by these responses and used by the board chair and executive director can greatly improve the value of board meetings.

An annual board assessment gives each board member the opportunity to evaluate the board's overall effectiveness at accomplishing its goals in a variety of activity areas. It can be scheduled to occur during a board meeting, or completed by board members on their own time and returned to the agency. Results of the evaluation can be shared at the next board meeting, and appropriate follow-up then determined. A ranking system reflecting the level of accomplishment within each task may be useful (1= effective performance, 2=adequate performance, 3=inadequate performance, U= uncertain), and activities can be grouped into the following categories:

- Knowledge of board financial, legal and public responsibilities
- Representation to the public by the board
- Understanding and communication of the organization's mission
- organization's compliance with legal regulations, licensing and other standards
- Effectiveness of board practice: Bylaws, committees, procedures
- Approval of outside counsel (legal, accounting, managerial)
- Relationship with the Executive Director
- Hiring, evaluating, managing, and compensating the Executive Director
- Strategic planning
- Policy development and approval
- Oversight of organizational financial structure and activity, including income, expenses, borrowing, insurance coverage, audits, bank relations, fund-raising, and other financial procedures
- Board performance: meeting attendance, discussion participation
- Board succession and nomination process
- New board member orientation

DESIRABLE BOARD MEMBER CAPABILITIES/PERSONAL CHARACTERISTICS

- Capability to: listen, analyze, think clearly and creatively, work well with people individually and in a group.
- Willing to: prepare for and attend board and committee meetings, ask questions, take responsibility and follow through on a given assignment, contribute personal and financial resources in a generous way according to circumstances, open doors in the community, evaluate oneself.
- Develop certain skills if you do not already possess them, such as to: cultivate and solicit funds, cultivate and recruit board members and other volunteers, read and understand financial statements, learn more about the substantive program area of the organization.
- Possess: honesty, sensitivity to and tolerance of differing views, a friendly, responsive, and patient approach, community-building skills, personal integrity, a developed sense of values, concern for your nonprofit's development, a sense of humor.

Appendix G – Itasca Article

Entitled “Doing well by doing good: A leader’s guide,” this article has been included in the attachments to this report because it outlines the steps Itasca took in developing their collaboration, and, more importantly, documents and reflects on the challenges and benefits inherent in building a regional collaboration focused on economic development.

DRAFT

McKinsey&Company

Social Sector

Article

McKinsey Quarterly

September 2013

Doing well by doing good: A leader's guide

By Mary Brainerd, Jim Campbell, and Richard Davis

Addressing community problems increasingly requires cooperation among the private, public, and not-for-profit sectors. Here, three executives explain how a civic alliance in America's Minneapolis–Saint Paul region may point toward an operating model.

The vitality of our communities has always required the involvement of the private sector, not just governments or not-for-profit organizations. Unfortunately, despite business leaders' best intentions, these collaborative efforts often founder, fueling skepticism about the private sector's ability to contribute meaningfully to civic advancement.

Changing this equation is in the interest of corporate leaders, for whom the ability to work across sectors is becoming a business necessity.^[1] It's in the interest of their companies, which require talented employees attracted to vibrant communities. And it's in the interest of the world's cities, which are confronting unprecedented challenges at a time when many national governments' resources and support mechanisms are wobbling.

Our group, the Itasca Project, has been experimenting for more than a decade with fresh collaborative approaches aimed at boosting the economic and social health of the Minneapolis–Saint Paul region of the United States, America's 16th-largest metropolitan area, with about 3.4 million people. If you've been to any meeting of your local Chamber of Commerce or Growth Association, you may think you know what a civic alliance such as Itasca does. Ten years ago, we would have thought so, too, because we and our companies had long been trying to work productively with governments and not-for-profit groups in the Twin Cities. But we would have been wrong. Although other organizations play a critical role in communities, Itasca is different. It's an employer-led civic alliance with no individual members, no office, and no full-time staff. We are quite prepared to end Itasca the minute we feel it is no longer adding value. In fact, we debated that very issue—*should we continue?*—at our fifth birthday and again this year, at our tenth.

We keep going because of the opportunities we see to make a difference. In the past decade, Itasca has forged links between the business community and our region's biggest university. It has improved the financial fitness of the region through educational programs and cast a national spotlight on growing socioeconomic disparities. Today, Itasca is working to improve higher education and generating quality-job growth, as well as advancing efforts to address transportation issues comprehensively.

We don't claim to have cracked the code to successful trisector partnerships. But we do think our approach—how we've organized, focused our efforts, relied on hard facts, and involved, personally, our region's key leaders—is different enough to spark useful ideas for corporate leaders in other communities. This article outlines that approach, which has not only made a difference in Minneapolis and Saint Paul but also been extraordinarily rewarding for us as individuals. (For more, see the video where the authors discuss the civic alliance's impact on the Minneapolis–Saint Paul region and them personally.)

Who we are

Understanding Itasca requires understanding its origins. After World War II, the state of Minnesota enjoyed dramatic economic growth, driven by locally based Fortune 500 companies such as General Mills, Minnesota Mining and Manufacturing (3M), and Northwest Airlines, as well as private, family-owned empires, including Cargill, Dayton, and Pillsbury. That lineup's not bad for a region that is, for many, flyover country. We don't enjoy sunshine 300 days a year. We don't have beautiful mountains or gorgeous seashore. But for the four decades from the 1950s onward, our focus on those factors we could control—such as the quality of life, education, and the arts—made our state incredibly special and a place where people wanted to live.

As the new century approached, though, our competitive edge dulled. Between 1990 and 1999, Minnesota's share of the nation's initial public offerings and venture-capital investment fell. We began losing the battle for emerging high-technology businesses and slipped as a hub for research and development. By March 2000, David Kidwell, then the dean of the University of Minnesota's Carlson School of Management, delivered a speech titled "Has the Twin Cities economy lost its blue chip status?" Deep down, we all knew the answer. The question was what could be done about it.

Later that year, Mark Yudof, at the time the president of the University of Minnesota, convened 1,200 civic and business leaders to discuss regional competitiveness, and a task force of around 50 local leaders from all sectors was formed. It was a disaster. A group of that many people, representing diverging constituencies and priorities, barely agreed on the shape of the table let alone a path to revitalize our competitiveness.

Yet a fuse had been lit. Rip Rapson, then the president of the McKnight Foundation,^[2] organized a breakfast meeting with a small group of business leaders who by now were convinced that something had to be done. Itasca eventually emerged from this, though its creation was far from a foregone conclusion in a region awash with groups ostensibly promoting economic growth and competitiveness.

To decide whether we could do anything worthwhile, we got in touch with leaders throughout the region and conducted interviews aimed at examining the Twin Cities' strengths and weaknesses and the degree to which those issues could be addressed collectively. What we found was room for a different kind of organization: one that was business led while

demanding all other perspectives as well and that took a long-term view, peering decades into the future rather than just to the next legislative session. Such an organization should prioritize regional vitality over business self-interest and be willing to take on issues that are inherently difficult to solve.

On September 12, 2003, Minnesota's governor, the mayors of both Minneapolis and Saint Paul, and about 30 other business and civic leaders attended the first organizational meeting. Ten minutes had been set aside for introductions; this stretched to nearly half an hour as participants expressed their passion for the Twin Cities and their hope that the new organization could make a difference. We all believed that a group driven by private enterprises but including a broad set of stakeholders could play a constructive role in reviving the economic competitiveness of Minneapolis and Saint Paul.

When it came to a name, we were inspired by what many regard as the Twin Cities' golden era of business-leader civic engagement. In the 1950s and 1960s, regional business leaders would assemble annually at a state park to discuss critical issues, setting aside rivalries between their companies to contribute to the state's prosperity. The park's name was Itasca.

Our different approach

All regions are unique. All have strengths and weaknesses. And all have organizations that see their role as promoting economic vitality, business growth, and community well-being. On this basis, you could consider Itasca and the Minneapolis–Saint Paul region as entirely ordinary. Yet we like to think that our results have been extraordinary—and that they are a direct result of the conscious, deliberate ways we sought to think differently about how a civic alliance should operate. (For more, see sidebar, “How Itasca has made a difference.”)

Organize for action

In the case of Itasca, “organization” refers to how we operate, not what we are. We’re not an organization. We work virtually, without a formal office. There’s no full-time staff, but we have been fortunate to receive support^[3] with operations and logistics—such as preparing agendas and documents for meetings—as well as some of the fact-gathering, which is so critical to our work. We leverage personal relationships rather than sell memberships. We have no public-relations people or thirst for recognition. And our budget process comprises a single annual meeting where the total estimated expenses for the year ahead are presented. Invoices are then sent to member companies, with payment optional. We collectively spend some two hours each year worrying about funding.

We do have some external financial supporters.^[4] However, we believe other civic alliances have the ability to adopt our overarching approach—all communities have smart people, companies, and institutions that can provide support—especially when the benefits of being freed from traditional organizational structures are so obvious. Being a virtual organization frees us to focus entirely on picking issues and driving for results. It’s a collective effort; while working groups are responsible for individual issues, none of us will hesitate to pitch in if we believe we can make a difference. We don’t expend time or energy perpetuating an organization for an organization’s sake, and if the day comes when we find there are no issues to address, we will walk away and Itasca will be no more.

Focus on specifics

Everyone learns from mistakes, and Itasca is no exception. When we first tried to determine which issues we wanted to be involved in, we wrote all of them on a white board, voted, and chose six. A shorter list would have been better.

It’s difficult to overstate the importance of carefully selecting issues where you believe you actually can make a difference, rather than those where you would like to. The key is to select the pressure points of issues on which a group such as Itasca—driven by the private sector but working collaboratively with all—can have an impact. When we targeted higher education in 2011, for example, our principal task was to narrow down potential action areas. Our taskforce, led by Cargill chairman and CEO Greg Page, included executives from major employers, such as Andersen Corporation, General Mills,

Target, and Wells Fargo. It recommended four priority areas: training students to meet the needs of employers, fostering a private–public ecosystem of research and innovation, forming new collaborations among higher-education institutions to improve efficiency, and helping to increase the number of students who graduate.

We immediately decided not to address the final priority—that's the responsibility of institutions themselves, with little role for the business community. But we knew Itasca could have an impact on the other three, and implementation teams have worked on each since late last year. Although the work is ongoing, early results are encouraging. To give just two examples: our state's conversation around the issue of higher education has shifted from cutting spending to increasing investment. In fact, Minnesota's 2013 legislative session was dubbed “the education session” for the way it prioritized investment. And the Minnesota State Colleges and Universities (MnSCU) system and Associated Colleges of the Twin Cities (ACTC) have been working in parallel on efficiencies. In fact, by adopting modern procurement practices, MnSCU has saved more than 30 percent on copier paper, and ACTC's board is determining the business case for shared services.

The effort to bridge the gap between education and employment fits neatly with Itasca's broader priorities. We view education, jobs, and transportation as a triangle, with socioeconomic disparities in the center, influenced by the other three. These centerpieces of *our* work have a critical factor in common: they are *local*. Education involves *our* children and students of all ages, as well as teachers. Jobs relate directly to *our* community and what we can do to increase opportunities and the region's attractiveness. Transportation includes *our* roads, bridges, and infrastructure. And the degree of disparity among *our* residents is influenced by all three factors. The bottom line is that these are challenges where we believe Itasca can make a difference.

Take a fact-based approach

Gathering the facts is critical to our success. While our working groups may be hypothesis driven, before any recommendation is contemplated they spend weeks or even months examining best practices in the United States and around the world, gathering data via interviews, surveys, and other approaches. Because every recommendation is firmly

grounded in fact, this approach underpins our credibility with partners and the broader community. They know that Itasca is— to the greatest extent possible—objective, nonpartisan, and driven only by the desire to improve our community.

Consider the issue that is central to all that we do: disparities. While the issue of socioeconomic inequality has taken center stage nationally in the past five years, Itasca prioritized it from our first formal meeting, in 2003. Even at that point, it was evident anecdotally that the Twin Cities were increasingly dividing into haves and have-nots, with all manner of deleterious effects on our community. Yet we weren't aware of any organization in our region tackling this issue, and, frankly, we were concerned that it couldn't be tackled—it was simply too big to be addressed, especially by a small, fledgling civic alliance.

Then we got lucky. We discovered that one of our primary supporters, the McKnight Foundation, was already working with the Brookings Institution's Metropolitan Policy Program to examine publicly available census data on several US cities and determine the types and impact of disparities. We immediately saw an opportunity to become involved, and the eventual report, *Mind the Gap*,^[5] was sobering. Although our region is generally regarded as highly educated, with relatively low rates of poverty and unemployment, the report showed worrisome trends emerging. In particular, it showed that fewer people of color attended college, their household incomes were lower, and they tended to live farther from areas where jobs were.

What made the report, released in 2005, so powerful was that it was grounded in facts—in this case, publicly available data—and that the recommendations based on our analysis came from a unique business perspective. Because all of our member companies are major employers, the fact that we were expressing concern about growing socioeconomic disparities and their potential impact on the future vitality of our region carried significant weight. Some eight years later, we can't claim to have solved the disparities issue. But it is now squarely at the center of all conversations about what kind of community people want the Twin Cities to be and the initiatives that should be pursued to achieve this goal. That would never have happened without the credibility of Itasca as a messenger and the rigor of our approach to understanding and analyzing issues.

Get leaders involved

When it comes to getting things done, there's no substitute for the direct involvement of those with authority. The members of Itasca who make up our working groups are private-sector chairmen and chief executives, the mayors of Minneapolis and Saint Paul, the governor of Minnesota, and presidents of universities and other institutions. There's no concern about miscommunication or making false promises that require the approval of others. We are all principals with decision-making authority, sitting in meetings as equal participants with equal voices.

Although this practice sounds like common sense, many civic alliances devolve into endless rounds of meetings attended by designated representatives who report back to others, adding layers of complexity and delays. Having principals at the table—principals whose time is precious and who are accustomed not only to making decisions but also to seeing tangible results—ensures our relevance and focuses our attention on what really matters. We all know that the work we do must be worth our time.

At one of our first meetings, for example, we discussed research and development undertaken by companies and public institutions in the Twin Cities. A vast amount of groundbreaking work was being done, yet there was little cooperation—research organizations worked in isolation and had done so for as long as anyone could remember. We all agreed this made little sense, and the then chairman and chief executive of 3M, Jim McNerney (who now holds the same roles at Boeing), immediately volunteered to chair a task force on the issue. Within seconds, another attendee, the president of the University of Minnesota, Bob Bruininks, piped up: "I'll co-chair." Six months later, the working group chaired by Jim and Bob had studied best practices, developed a deep fact base, formed recommendations, and pushed for changes that have transformed private–public sector collaboration across the state.

Finding deeper meaning

The effort Jim and Bob spearheaded had obvious direct benefits for both of their organizations. Yet not all Itasca initiatives do, which raises the question: why bother? Why do so many leaders of companies, organizations, and institutions devote so much time and effort—our core working group typically meets weekly—to do work that, in many cases, may not bear fruit for years or perhaps decades? If you ask these leaders, the answer is universal and simple: it's incredibly meaningful. The personal return on investment from their Itasca involvement exceeds that of pretty much anything else they've done, including their corporate careers. It's that significant.

Itasca provides a couple of rare opportunities at a personal level. Members interact in a noncompetitive environment with fellow leaders, and they exercise different parts of their brains. While we like to think that managing a major corporation is all about influence, the fact is that it's often just management: leaders make decisions, and others fall into line. At Itasca, it's all about influence. Ideas survive and thrive on the ability of members to bring their colleagues along with them. It's also creative. Our members have risen to their current positions by being very skilled at specific tasks in specific industries. Yet at Itasca, they may be examining a problem they have little expertise in, which is itself exhilarating. Not only that, they also have permission to try more things and make more mistakes—a luxury that quickly disappears in their day jobs. Don't get us wrong; we are determined to reach the right answer to a given problem as quickly as possible. But there is leeway for experimentation and learning.

At a broader level, there's no doubting the significance and satisfaction from the altruistic element of civic work, as any executive involved in community groups can attest. We like to imagine it's more intense for participants in Itasca, who are at the front line of efforts to reinvigorate a region that is responsible for the livelihoods of millions of people, not to mention the well-being of the participants' companies. While the percentage of revenue that these companies derive from the Minneapolis–Saint Paul area has certainly declined in recent decades, the happiness and prosperity of our employees is linked as tightly as ever to the region's vitality. Knowing we are working to improve it is incredibly gratifying, even if the full benefits may not be realized in our time at Itasca or even our lifetimes.

Finally, Itasca provides lessons that can be applied day-to-day. Some members learn from observing their peers, gaining insight into the way other chief executives think, solve problems, or interact. Others directly implement changes based on findings from our work; for example, our deep understanding of socioeconomic disparities has resulted in formal goals at HealthPartners—to reduce health-care disparities and increase the leadership team's diversity—as well as changes to the company's incentive plan to drive results. All members grow personally as a result of their involvement and relish the opportunity to be involved. We've never had to recruit participants; they welcome the opportunity to be part of something bigger than they could be elsewhere.

We're obviously proud of our work at Itasca and believe the approach we've adopted can be implemented elsewhere. Yet we know none of this is easy. We have false starts when it comes to selecting issues. Some of our initiatives struggle to gain traction. And we have our share of executives who become consumed by their day jobs, letting Itasca fall by the wayside. However, while we are sometimes discouraged, we are never dissuaded. We know personally how meaningful it has been to try to improve the community in which we live and work. The way we see it, leaders spend decades acquiring influence that typically peaks when they reach the very top of their organizations. Wouldn't it be wonderful to have the opportunity, at that point in your life, to engage with others in the same position and do something bigger than all of you?

1. Dominic Barton, Andrew Grant, and Michelle Horn, "[Leading in the 21st century](#)," *McKinsey Quarterly*, 2012 Number 3.
2. The Minnesota-based McKnight Foundation, created in 1953 by 3M president and CEO William McKnight and his wife, Maude, provided seed money for Itasca and continues to be a financial supporter.
3. For more, see *Charting a new course: Restoring job growth in the Minneapolis–St. Paul region*, theitascaproject.com, April 2010.
4. Our support comes in the form of pro bono service from McKinsey & Company. However, potential sources of support include partnerships with universities, rotating personnel from member organizations serving in a full-time capacity for fixed periods, or both.

5. Itasca receives funding from the Bush Foundation, the Greater Twin Cities United Way, the McKnight Foundation, the Minneapolis Foundation, and the Saint Paul Foundation.
 6. For more, download the full report, *Mind the Gap: Reducing Disparities to Improve Regional Competitiveness in the Twin Cities*, Brookings Institution, October 2005, on [brookings.edu](https://www.brookings.edu/).
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About the author(s)

Mary Brainerd, president and CEO of HealthPartners, was chair of Itasca from 2008 to 2012. **Jim Campbell**, a retired chairman and CEO of Wells Fargo Bank Minnesota, was chair of Itasca from 2003 to 2008. **Richard Davis** is chairman, president, and CEO of US Bancorp and Itasca's current chair.

The authors wish to thank Tim Welsh, a director in McKinsey's Minneapolis office, and colleagues Allison Barmann, Beth Kessler, Jennifer Ford Reedy, and Julia Silvis, for their collective contributions to the Itasca Project since 2003.

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