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**SHELF**

# **STUDY OF CITY AND COUNTY CONSOLIDATIONS**

**PREPARED FOR THE  
CITY OF MEMPHIS AND SHELBY COUNTY**



**MAY, 1977**

Price  
Waterhouse & Co.

# SHELF

## STUDY OF CITY AND COUNTY CONSOLIDATIONS /

PREPARED FOR THE  
CITY OF MEMPHIS AND SHELBY COUNTY / *part*

"There is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success, than to take the lead in the introduction of a new order of things."

The Prince, Chapter 6  
by: Nicolo Machiavelli  
(1469 - 1527)

PRICE WATERHOUSE & CO. /



OFFICE OF GOVERNMENT SERVICES  
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WASHINGTON, D.C. 20006  
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May 31, 1977

Mayor Wyeth Chandler and Members of the Memphis City Council  
Mayor Roy Nixon and Squires of the Shelby County Court  
Memphis, Tennessee 38103

Dear Ladies and Gentlemen:

As requested by the Memphis-Plough Charitable Trust in the interest of the future of Memphis and Shelby County, we have conducted a Study of City and County Consolidations. We are pleased to submit the final report resulting from our study.

The overall objective of our study was to provide Memphis and Shelby County with an understanding of the issues related to the consolidation of city and county governments -- particularly as reflected in the experiences of four areas which have undergone governmental consolidation. The areas studied are:

<u>County</u>	<u>Largest City</u>
Dade, Florida	Miami
Marion, Indiana	Indianapolis
Davidson, Tennessee	Nashville
Duval, Florida	Jacksonville

Our report presents the facts related to the consolidation experiences of the particular areas studied, the viewpoints and opinions of persons within those communities, and the conclusions or "lessons" which may reasonably be drawn from these experiences. The report does not include recommendations to the City of Memphis and Shelby County regarding specific modifications to the structure or operation of government. It is, however, designed to serve as a primary source of information in developing and analyzing the governmental forms which would best meet the unique requirements of the Memphis/Shelby area.

The report is organized as follows:

<u>Section</u>	<u>Purpose of Section</u>
I. Conclusions of the Study	Presents the major general findings and conclusions of the study; summarizes the findings on each major issue which are discussed in greater detail in Section V.



- |                                                          |                                                                                                                                                                                                                                                                                                                                         |
|----------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| II. Objectives and Scope of the Study                    | Discusses the objectives of the study and summarizes the methodology used in carrying it out.                                                                                                                                                                                                                                           |
| III. Introduction to the Issue of Consolidation          | Defines the term and concept of "consolidation;" summarizes the reasons that cities and counties have consolidated.                                                                                                                                                                                                                     |
| IV. The Consolidation Experiences                        | Summarizes for each area studied: the impetus for government reorganization, the process of consolidation, the resultant government form and the impact of consolidation. This section is designed to provide the reader with an understanding of the major characteristics of each area and the nature of the consolidated government. |
| V. Consolidation Issues and Impacts                      | Discusses the major issues related to city-county consolidation which were considered most significant by the areas studied and by officials of Memphis/Shelby.                                                                                                                                                                         |
| VI. Components of the Successful Campaign to Consolidate | Summarizes the actions taken by each of the four areas studied which contributed to the successful government reorganization in each area.                                                                                                                                                                                              |
| Appendix                                                 | Lists the persons interviewed in the four areas studied and presents a bibliography of the major source materials used in the study.                                                                                                                                                                                                    |

In view of the large volume of material presented and the complexity of the issues involved, we encourage the readers of this report to study the entire document. As an aid to the reader, we have referenced the conclusions in Section I to the pertinent discussions in Section V.

The conduct of this study was greatly facilitated by the many persons interviewed in the four areas who gave us hours of their time so that we might have a first-hand account of the processes of government reorganization.



We believe that you will find this study useful in your consideration of the consolidation of all or part of the Memphis and Shelby governments. We are proud to have participated in this important study and would be pleased to respond to any questions you may have.

Very truly yours,

*Price Waterhouse & Co.*

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## **I. CONCLUSIONS OF THE STUDY**

## I. CONCLUSIONS OF THE STUDY

### A. General Findings

1. The cities and counties studied as part of this project are generally satisfied with their decisions to adopt consolidated forms of government. Our evidence reveals that both government officials and the public believe that the consolidations have significantly improved the effectiveness of the governments. Only in the Miami-Dade area, are considerable discussions of alternative approaches still being conducted.

2. The major benefits achieved as a result of consolidation in the 4 city-county areas studied are to:

- facilitate county-wide planning, financing and delivery of services,
- eliminate "buck-passing" between the city and county,
- eliminate duplication of functions,
- ease central city financial problems and city-county fiscal inequities,
- enhance opportunities to attract Federal government funds and new business investment to the area, and
- encourage public confidence in local government.

In all of the locations studied, proponents of government reorganization had originally predicted that consolidation would "save money" and result in lower taxes. Despite the generally excellent financial performances of the consolidated cities studied, it is not possible to trace the precise impacts of consolidation on property tax rates or overall budget requirements. It is also almost inevitable that, over the long-run, tax



rates and city government expenditures will increase -- due to inflation, the need for new services, etc. -- regardless of local government decisions and actions. Officials of all the cities studied, therefore recommended that reductions in property tax rates not be used as a "selling point" for consolidation -- lest an unrealistic burden for lower tax rates be placed on the new consolidated government.

3. In those cities and counties studied during this project, certain specific conditions have existed within the communities and contributed to the successful consolidations. The most critical of these conditions have been:

- The existence and the public recognition of a particular problem or impetus to consolidate,
- The active participation of a broadly based and highly effective group of community leaders,
- The recognition by all interest groups of the need for compromises in developing the final approach to consolidation; and the understanding that these compromises may reduce the efficiency of the new government,
- Where necessary, the willingness and ability to eliminate from the consolidation considerations, issues which are so divisive that compromise is impossible at the time of consolidation,
- The willingness to commit an extensive amount of time and money to the efforts of developing, "selling" and organizing the new government, and
- The organization and implementation of an effective campaign to "sell" consolidation to the public, to the State legislature and to various community groups.

4. There is no one approach to consolidation which is appropriate for all areas or which may be used as a model for all communities to follow. (Exhibit I.A.1 compares the major features of the four city-county areas studied.)

EXHIBIT I.A.1  
COMPARISON OF THE FOUR CITY-COUNTY AREAS STUDIED

	<u>Miami-Dade</u>	<u>Indianapolis-Marion</u>	<u>Nashville-Davidson</u>	<u>Jacksonville-Duval</u>
1. Year of Consolidation or Federation	1957	1969	1962	1967
2. 1970 Census population.	1,267,792	729,768	426,029	504,265
3. Consolidated Government or Second Tier Chief Executive Officer	Non-partisan Metro Dade County Manager	Party politics mayor	Non-partisan mayor	Non-partisan mayor
4. Legislative Body	Board of County Commissioners - 9-member body, 8 members elected from districts in at-large elections; the Mayor is presiding officer and is elected at-large	City-County Council - 29-member body, 25 members elected by district and 4 members elected at-large	Council - 41 members, 35 members elected by district and 6 members elected at-large	Council - 19 members, 14 members elected by district and 5 members elected at-large
5. Number of Municipalities in the First Tier or Number of Excluded Municipalities Which Survived Consolidation	26 municipalities	4 municipalities	6 municipalities	4 municipalities
6. Use of Service and and Taxing Districts	County-wide tax is applied to support county-wide services; separate tax is applied by the county to the <u>unincorporated areas</u> for the provision of municipal services to these areas; separate tax is applied by each of the 26 municipalities for the provision of certain municipal services	Multi-tax and service districts, center township, school districts, fire service district, police service district, sanitation district, library district, etc. Each separate district is taxed uniformly and a uniform level of service is provided within each district	1 urban services and 1 general services district, Each separate district is taxed uniformly and a uniform level of service is provided within each district.	5 urban service districts - old City of Jacksonville, Atlantic Beach, Neptune Beach, Jacksonville Beach, and Baldwin; and 1 general services district. Each separate district is taxed uniformly and a uniform level of service is provided within each district

The governmental forms of the four areas studied are a function of unique, historical, political, legal, social, economic and geographic characteristics which existed in each area. Similarly, the particular characteristics of the City of Memphis and Shelby County can and should have a major impact on any change in the form of government for the City and County.

5. Each of the four city-county consolidated governments studied have separate and distinct characteristics which may be summarized as follows:

- The Miami-Dade\* two-tier government stops short of total consolidation, with a county-wide Metro government and 26 separate municipal governments. However, over the years there has been a gradual shift of functions from the 26 municipalities to Metro. The two-tier approach may provide a useful example for areas that, for one reason or another, must aim toward a gradual consolidation of government.
- Indianapolis or Unigov\* preserves and uses as taxing units the many towns, municipalities, townships, school districts, and municipal corporations which were in existence prior to consolidation. The consolidation was primarily with respect to the City and County legislative and executive government functions. The dual governments were merged into a single central government for the county. Indianapolis provides a viable route for an area which wishes to maintain certain municipal corporations, boards or authorities while at the same time infusing the central government with a greater degree of effectiveness and efficiency.
- The Nashville\* Metro government merged city and county legislative and executive government functions and the provision of municipal services. An Urban Service District was created to correspond to the old City of Nashville to designate special levels of service for the urbanized area of Davidson County. Residents of

\* For purposes of simplicity and uniformity, the four areas studied shall be referred to in this study as Miami-Dade, Indianapolis, Nashville and Jacksonville. County names will be used only when required for specific references.

the General Service District (or all county residents) are responsible for payment of taxes to support services provided county-wide. The General Services District is coterminous to Davidson County. Nashville is an example of almost total consolidation which successfully accommodates rural, suburban and urban areas within a unified government.

- The Jacksonville\* consolidated government also merged the legislative and executive government functions of the city and the county. Similar to Nashville, Jacksonville designated an Urban Services District to correspond to the old City of Jacksonville and in addition, designated the excluded cities in Duval County as 4 additional Urban Services Districts. As the Urban and General Services District scheme is utilized in Jacksonville, the Urban Services Districts have been phasing down with only a couple of distinct services provided. The Jacksonville experience is, therefore, a model for an area with relatively homogeneous characteristics that desires close to total consolidation.

B. Major Consolidation Issues and Impacts

This section summarizes the major issues and impacts of city-county consolidation. These issues have been included in the study because of their importance in the four areas studied, and their relevance to the specific concerns of Memphis and Shelby County. The page numbers included at the end of each issue title provide a reference to the more detailed discussions in Section V of this study.

1. Nature and Power of the Executive

Since consolidation represents a centralizing of government responsibility and authority, there are significant issues relative to the degree of power which is provided to the executive -- mayor or city manager -- and there are various methods of adjusting these powers.

*Issue #1: What Is the Relationship of the City Manager/Mayor to the Legislative Body in the Legislative and Budgetary Process and How Does the Election or Appointment of the Chief Executive Officer Affect Executive Power? (See page V-3 for discussion of this issue)*

When a county manager form of government is used, as in the Metro Government of Miami-Dade, executive (county manager) involvement in the legislative process is minimized; and primary power and responsibility is held by the legislative body. This occurs because the county manager is appointed by the legislature and because the mayor is actually a member of the legislature.

In Indianapolis, Nashville and Jacksonville, where the elected mayor is the chief executive, there is more legislative initiative and leadership exercised by the executive. The relative power -- mayor vs. legislature -- is then determined by such factors as the limitation on the number of terms, the powers of the mayor to veto legislation, and the use of independent authorities and boards outside the direct control of the mayor.

A non-elected city or county manager, serving at the pleasure of the legislative body, will tend to operate as a chief administrative officer, rather than executive officer. On the other hand, the elected mayors of Nashville, Jacksonville and Indianapolis all consider their role to be that of initiating policies, administering departments, and exercising strong political leadership.

*Issue #2: How Does the Organization and Administration  
of the Government Affect Executive Authority?  
(See page V-12 for discussion of this issue)*

All cities which were studied use a combination of executive departments/agencies and independent and quasi-independent boards, authorities and commissions. The degree to which the appointment of board members and the budgets of these boards are under the control of the mayors in the cities studied has a direct impact on the overall power of the chief executives of the consolidated governments. Naturally, the legal authorities vested in these independent or quasi-independent bodies and the motives and attitudes of their members also affect the powers of the chief executives. In general, the more consolidated governments of Jacksonville and Nashville have provided their mayors with greater appointment and budgetary authorities over the independent bodies than have Indianapolis or Metro Dade.

2. The Nature, Power and Responsibilities of the  
Legislative Body

*Issue #1: How Does the Size and Organization of  
the Legislative Body Affect Its Operation?  
(See page V-36 for discussion of this issue)*

The size and organization of the consolidated legislatures vary considerably as summarized on Exhibit I.B.1. In Nashville and Jacksonville, there were mixed opinions as to the impact of so large a number of legislators. While some felt that operations were unwieldy, others maintained that the use of committees enabled satisfactory operations.

From an historical perspective, the large number of legislators in these cities resulted from compromises made at the time of consolidation. Larger numbers of legislators enabled the drawing of smaller election districts to permit the feeling of a greater degree of citizen access and also to permit a larger number of the pre-consolidation city and county legislators to maintain their positions. It was virtually the unanimous recommendation of those persons interviewed during this study that a larger legislative body is a reasonable compromise to secure support for consolidation.

EXHIBIT I.B.1  
CHARACTERISTICS OF LEGISLATIVE BODIES

	<u>No. of Members in the Legislative Body</u>	<u>Organization</u>	<u>Term of Office</u>	<u>Type of Representation</u>	<u>Compensation</u>	<u>Est. No. of Registered Voters in Each District</u>
Miami-Dade	9 <sup>1</sup>	No Committee Structure	4 years	At-large	\$6,000 per annum	75,000
Indianapolis	29	Committee Structure - Internal Election of Presiding Officer	4 years	District/At-large 25/4	\$3,600 per annum Fixed by the City-County Council <sup>2</sup>	31,000
Nashville	41 <sup>3</sup>	Committee Structure	4 years	District/At-large 35/6	\$3,600 per annum (The Vice Mayor's salary is \$4,200)	6,500
Jacksonville	19	Committee Structure - Election of Presiding Officer	4 years	District/At-large 14/5	\$9,030 per annum. Fixed by the Council (The Chairman's salary is \$12,900)	14,000

1. Including the County Mayor who serves as Presiding Officer on the Board of County Commissioners.
2. A council person receives \$50 for each council meeting attended but cannot be paid for more than two meetings a month; the member also receives \$25 for each committee meeting attended but cannot be paid for more than three meetings a month.
3. Including one Vice Mayor elected at-large who serves as the Presiding Officer over the Metro Council.



*Issue #2: How Has Consolidation Impacted the Use of  
District vs. At-Large Elected Members?*

*(See page V-42 for discussion of this issue)*

In all the areas studied, except Metro Dade, a combination of district and at-large representation is used. Metro Dade has nine commissioners, elected at-large. The other three cities have used district representation as a method of ensuring adequate levels of representation for minority or rural members; and as a method of increasing the ease of access and the identification of citizens with their government. At-large representation provides a means of minimizing a parochial "district viewpoint" and of supporting a partisan mayor with a working majority in the legislature.

3. The Impact of Consolidation on the Delivery of Selected Municipal Services

*Issue #1: How Does Consolidation Encourage Centralized or Decentralized Delivery of Services and Does Consolidation Result in Elimination of Duplication and Economies of Scale? (See page V-48 for discussion of this issue)*

Although the methods of service delivery are varied and complex, certain patterns emerge. In all four areas studied, the following functions are performed on a county-wide basis -- health and hospital services, airport, housing and urban renewal, courts, jails and tax collection. In three of the four areas, the following functions are administered county-wide -- education, welfare, mass transit, planning and tax assessment. Exhibit I.B.2 depicts the delivery of specific services in the four city-county areas studied.

In spite of certain patterns, it is clear that there is no uniform approach applicable to all cities. Memphis/Shelby would have to develop its own distribution of functional responsibilities to match its specific service requirements and political realities.

The experience of the consolidated governments indicates significant opportunities for achieving economies of scale in the areas of government administration. However, in areas other than administration, there is little direct and firm evidence that major economies have resulted. Memphis and Shelby County cannot assume that savings will automatically result until in-depth studies are made of individual service areas. Areas in which opportunities for economies appear most likely include:

EXHIBIT I.B.2  
PROVISION OF SERVICES

<u>Function</u>	<u>Miami-Dade</u>	<u>Indianapolis- Marion</u>	<u>Nashville- Davidson</u>	<u>Jacksonville- Duval</u>
1. Public Education	A & D	D	A & D	A & D
2. Health	A	A & D	A & D	A
3. Hospitals	A & D	A & D	A	A & D
4. Welfare	A	A, B & D	A & D	A
5. Police	A & B	B, C & D	A & B	A & B
6. Jails	A	A	A	A
7. Fire	A & B	B, C & D	B, C & E	A & B
8. Highways	A & B	A & B	A, B & C	A, B & D
9. Mass Transit	A	A, B & D	A & D	A
10. Airports	A	A & D	A & D	A & D
11. Planning	A & B	A & D	A	A & D
12. Zoning	A & B	A	A & B	A, B & D
13. Housing	A	A & D	A & D	A
14. Urban Renewal	A	C	A & D	A
15. Sanitary Sewerage	A, B & D	B, C & D	C	A & E

Key

A - County, General  
Services District

B - Municipalities,  
Excluded Cities

C - Urban Service  
Districts (Old  
City of Nashville  
and Jacksonville,  
Center Township  
Indianapolis)

D - Special District,  
Independent  
Authority Board

E - Private

EXHIBIT I.B.2 (Continued)

<u>Function</u>	<u>Miami-Dade</u>	<u>Indianapolis- Marion</u>	<u>Nashville- Davidson</u>	<u>Jacksonville- Duval</u>
16. Water Supply	B & D	E	A & E	A & E
17. Refuse Collection	A & B	B, C & D	C & E	B & C
18. Refuse Disposal	A	B, C & D	A	B & C
19. Parks and Recreation	A & B	A, B & D	A & D	A, B & D
20. Libraries	A & B	A, B & D	A & D	A & D
21. Courts	A	A	A	A
22. Personnel	A & B	A & B	A & B	A, B & D
23. Purchasing	A & B	A & B	A & B	A, B & D
24. Records	A & B	A & B	A & B	A, B & D
25. Tax Assessment	A	A & B	A	A
26. Tax Collection	A	A	A, B & C	A
27. Utilities	B & E	A & D	A & E	A, B & D

Key

A - County, General  
Services District

B - Municipalities,  
Excluded Cities

C - Urban Service  
Districts (Old  
City of Nashville  
and Jacksonville,  
Center Township  
Indianapolis)

D - Special District,  
Independent  
Authority Board

E - Private

Note: When D appears with either A, B, or C, the service is performed by an authority, commission or board.

- Administrative Services
  - finance and accounting
  - legal
  - purchasing
  - personnel
  - data processing
  - property management
- Investment of surplus funds
- Overall planning
- Motor pool operations
- Tax assessment and collection

*Issue #2: How Does Consolidation Affect the Organization  
and Administration of Law Enforcement? (See page  
V-62 for discussion of this issue)*

The consolidated cities of Miami, Indianapolis, Nashville and Jacksonville resolved the issue of law enforcement administration in four distinct ways:

- The Metro Dade Chief of Police is appointed by the county manager and approved by the Board of County Commissioners. The Chief of Police is responsible for municipal police protection for, (1) the unincorporated areas of the county, and (2) any incorporated cities that have transferred municipal police functions to the county. In fact, most of the cities, including the City of Miami, have retained responsibility for basic police functions.
- Indianapolis preserved the County Sheriff as an elected law enforcement officer outside the Police District of Unigov. Inside the Police District, the Chief of Police, who is appointed by the mayor, is responsible for law enforcement.

- Nashville preserved the County Sheriff's position but left him with the duties of operating the county jail and civil processing. Law enforcement responsibilities for the entire County (excluding the small incorporated municipalities) were transferred to the Metro Chief of Police who is appointed by the mayor.
- Jacksonville made the elected County Sheriff responsible for law enforcement in Duval County, with the exception of the Beaches and Baldwin. The Chief of Police was subordinated to the County Sheriff.

In all four areas, different sets of political considerations existed. In each case, the resolution of the issue had important implications for the adoption of the consolidated government. A constitutional challenge on the issue in Indianapolis could have endangered the legitimacy of Unigov; the court action initiated by the Sheriff in Nashville failed, only because the people had agreed to the transfer of functions by referendum; and in Jacksonville, insistence upon a county-wide police chief might have precluded the necessary passage of the charter by the Florida General Assembly.

*Issue #3: How Does Consolidation Affect the Organization and Administration of Public Education?*

*(See page V-66 for discussion of this issue)*

Three of the four areas studied, have county-wide school systems. Miami-Dade and Jacksonville are county-wide in accord with Florida law; Nashville consolidated its schools as part of the primary 1962 consolidation; and Indianapolis, which excluded the schools from Unigov, administers the schools through 11 school districts. The exclusion of the schools from Unigov in Indianapolis is currently under challenge in the courts.

*Issue #4: How Does Consolidation Affect the Zoning Process? (See page V-70 for discussion of this issue)*

Although the detailed practices are unique to each city, all areas studied, except for Miami-Dade, have instituted a zoning process that is essentially county-wide. In Jacksonville and Nashville, only the municipalities excluded from the consolidated government retained the authority to approve zoning ordinances and variances. In Indianapolis, even the excluded municipalities must submit recommendations or exceptions requests to the Metropolitan Planning Commission. Miami-Dade maintains local municipal control over zoning.

*Issue #5: How Does Consolidation Affect the Organization and Administration of Tax Collection and Assessment? (See page V-74 for discussion of this issue)*

In all four areas, tax collection is a county-wide function. In Miami-Dade, Nashville and Jacksonville, tax assessment is a consolidated function. Only in Indianapolis is tax assessment performed on a decentralized basis -- using nine township assessors.

#### 4. Taxation and Finance

*Issue #1: What Has Been the Impact of Consolidation on City and County Tax Rates and Other Revenue Collection? (See page V-84 for discussion of this issue)*

In planning for consolidation, or other major changes in the form of government, all of the persons interviewed strongly urged that reduction in the "cost of government" not be used as a major selling point. While savings and economies have surely been effected, it is impossible to directly trace their impact on tax rates or overall budget requirements.

The cities/counties which have consolidated have been able to either reduce their tax levels or keep their increases below those of other comparable cities/counties. There is no evidence that, on a county-wide basis, consolidation will cause significantly higher taxes. In terms of various user fees and charges, consolidation has clearly increased the abilities of the cities to collect these non-tax revenues.

Within the county, there is evidence that county-wide (General Services District\*) taxes have increased relative to city (Urban Services District\*\*) taxes. This has occurred because: consolidation has encouraged a leveling of tax rates throughout the county to better match the actual service levels; services have

\* In the consolidated governments that utilize service districts for taxing purposes, the General Services District is coterminous to the entire county.

\*\* Urban Services Districts are used in Nashville and Jacksonville to designate the old city area or other urbanized areas that receive specific urban services for their tax dollars.



been extended to many county areas which previously did not receive services; and consolidation is generally used as a vehicle to upgrade the level of services.

*Issue #2: What Is the Impact of Consolidation on the Ability to Issue Debt and Bond Ratings? (See page V-109 for discussion of this issue)*

In three out of four cases, the bond ratings for the consolidated governments are higher than those for the preconsolidated cities and counties. Officials interviewed consistently felt that consolidation had a positive impact on bond ratings and, therefore, on the ability of the city to market its debt issues.

*Issue #3: What Has Been the Impact of Consolidation on the Flow of Federal Funds to the Areas? (See page V-111 for discussion of this issue)*

Both the fact of increased levels of Federal funds awarded to the consolidated cities, and the consistent opinions of local officials that consolidation has been an asset in receiving Federal support, indicate that consolidation has assisted the areas in increasing their shares of Federal funds.

5. Public Access To and Participation in the  
Government Process

*Issue: How Do Consolidated Governments Encourage Public  
Access and Participation in the Government  
Process? (See page V-116 for discussion of this  
issue)*

Although we did not conduct a citizen survey, our findings indicate that citizen involvement in consolidated government, through a variety of means, appears to have increased in all four areas studied.

All four areas use citizen-member boards, authorities and commissions to maximize citizen participation. In addition, Indianapolis and Nashville make extensive use of informal task forces to encourage public participation in resolving issues of concern to the community.

Public access to the legislative body is related to the issue of adequate representation. A majority of district representatives and smaller districts, with low numbers of voters per district, encourage citizen participation. Minority representation in the legislature has increased since consolidation in all areas studied -- however the percentage of minority legislators still does not match the percentage of minority citizens in the city-county.

6. Economic Growth and Development

Issue: What is the Impact of Consolidation on the Attraction of Business Investment to the Areas and on General Economic Growth and Development? (See page V-130 for discussion of this issue)

There is compelling evidence that consolidation has encouraged new investment in the areas -- particularly the downtown sections. City officials and representatives of those companies which had moved to the areas stressed that several factors were particularly important in causing this improvement:

- Simplification of the government and reduction in the number of agencies with which the businessman has to deal;
- A stronger local financial tax base; and
- The ability of the government to recruit and attract more professional and competent personnel, and, thereby improve management of government functions.

## **II. OBJECTIVES AND SCOPE OF THE STUDY**

## II. OBJECTIVES AND SCOPE OF THE STUDY

### A. Objectives of the Study

The overall objective of this study is to provide the City of Memphis and Shelby County with an understanding of the issues related to the consolidation of city and county government -- particularly as reflected in the experiences of other cities and counties which have undergone consolidation.

In a broad sense, there are many decisions required in the organization and structuring of a government. Three of the major issues are:

- The degree of organizational consolidation between the county and the various cities in the county in delivering government services or in administering the government;
- The extent of concentration of administrative authorities and responsibilities in the central governments, as opposed to vesting such powers in decentralized local community groups; and
- The division of responsibilities between professional and political leadership, including particularly the use of a professional city manager.

This study focuses on the issue of organizational consolidation and relationships between cities and counties. In discussing the issue of consolidation, the report will deal with many other aspects of local government; however, they are included only to the extent that they specifically impact the consolidation issue.

The specific objective of this study is to present:

- The major alternative forms of consolidated city-county government relationships;

- The results of the consolidations which have occurred in terms of the changes which have been brought about and the benefits and problems of the consolidation to the particular municipalities;
- An analysis of the major issues related to consolidation, e.g. form and organization of government, operation and financing of government services, citizen access to their government and the implementation of changes in city-county government; and
- The experiences and methods of other municipalities in effecting their respective forms of city-county government.

B. Scope and Methodology

The study covers the changes in government organization which occurred in the following four counties:

<u>County</u>	<u>Largest City</u>
Dade, Florida	Miami
Marion, Indiana	Indianapolis
Davidson, Tennessee	Nashville
Duval, Florida	Jacksonville

These counties/cities were selected for the study based on the following criteria:

- They represent a diverse group of forms of government -- from the two-tier arrangement of Miami-Dade, to the Indianapolis multi-service and tax district form, to the more fully consolidated governments of Nashville and Jacksonville, each using General and Urban Service Districts.
- They each have some characteristics comparable to Memphis/Shelby in terms of size, population, commercial activity, and demographic composition. All are counties with a large city and a spectrum of urban, suburban, and rural areas. An attempt was made to avoid either the extremely large or small (size and population) counties and cities.
- The changes in form of government were effected within the last several years and therefore can provide relevant and timely lessons to Memphis/Shelby.

The scope of the study included four major areas of analysis, selected because of their relevance to the issues of concern to Memphis/Shelby.

- The impetus for changes in the organization and operation of government;
- The process used in effecting government change
  - Development of alternatives and final approach to government organization
  - Method and persons used to draft the new charter
  - Development and encouragement of community support for the new charter
  - Timing and campaign tactics used to secure approval of the new charter
- The government structure and process which resulted from the new charter;
- The extent to which the new government structure met the objectives of the particular area; and the successes and problems which have resulted since consolidation.

Our approach to the study involved three major activities:

- Validating and updating studies which were previously conducted; to the extent possible, an attempt was made not to "reinvent the wheel" and repeat work already carried out;
- In-depth interviews with the persons in each area who had major roles in the consolidation process; in virtually all cases, the material presented in this report has been discussed and analyzed with the participants themselves. The project team spent one week in each of the four locations and interviewed over 40 persons.
- Identification, where possible and relevant, of specific conclusions, trends and results in the areas studied.



Within the framework of the study approach described above, the specific tasks carried out were:

1. Definition of project objectives and development of the detailed project work plan.
2. Preliminary identification of the areas to be visited for study.
3. Review of the previously conducted major studies on city-county consolidation -- including both general studies on the subject and those related to specific municipalities.
4. Final selection of the areas to be included in the report --

Miami-Dade  
Indianapolis-Marion  
Nashville-Davidson  
Jacksonville-Duval

5. Development of the interview guides to be used in collecting data at each of the areas to be visited.
6. Conduct of the field work at each of the specific areas. Approximately one week was spent at each site. Appendix I includes a list of the persons interviewed at each location and the major sources of information used.
7. Visit to Memphis/Shelby to meet with City and County officials. The primary purpose of the meetings was to provide the project team with an understanding of the specific issues of concern to local officials and citizens and to assure that the final report would be written with a sensitivity to these concerns.
8. Review, analysis and consolidation of the information collected.
9. Preparation of the outline of the final report.
10. Drafting of the final report and presentation to the City of Memphis and Shelby County.

### **III. INTRODUCTION TO THE ISSUE OF CONSOLIDATION**

### III. INTRODUCTION TO THE ISSUE OF CONSOLIDATION

#### A. What is City-County Consolidation?

City-county consolidation is defined by the Advisory Commission on Intergovernmental Relations (ACIR) as the "merger of a county with one or more of its municipalities within its borders into a single unit of government." These consolidations often involve special purpose districts (such as police service districts).

Three of the four areas studied are examples of city-county consolidation as defined by the ACIR: Indianapolis-Marion County, Nashville-Davidson County and Jacksonville-Duval County. Each of these city and county mergers occurred in a medium-sized metropolitan county as opposed to a sparsely populated, rural county; and each included a central city with a significant amount of the total county population. Each of the consolidation examples vary, however, as to (1) the extent to which the city and county offices were integrated prior to and after consolidation, and (2) in the numbers of autonomous or semi-autonomous districts or units which remain after unification. Indianapolis-Marion has maintained many semi-autonomous units and has left significant city and county offices operating separately. On the other hand, Nashville-Davidson and Jacksonville-Duval have largely integrated city-county functions (particularly Jacksonville) and have generally maintained a structure of two major service districts. In Jacksonville, the four municipalities excluded from consolidation are also designated as separate urban services districts.

The Advisory Commission on Intergovernmental Relations also defines the metropolitan federation as a process of "systematic sharing of public functions by jurisdictions in one or more levels within a large urban area." Dade County, Florida is an

example of a metropolitan federation. The area-wide government is concerned with activities which call for central policy-making or administration, and the provision of municipal services for unincorporated areas of the county. The smaller jurisdictions are concerned with the activities compatible with local decision-making and operation.

The federated approach involves specific relationships between the upper and lower tiers of government. The upper tier or the Metro government in Miami-Dade, typically applies careful and cautious controls over the 26 municipalities in the county, i.e. the lower tier. The federated approach is a middle course between the city-county consolidated government approach and polycentric government patterns in the majority of the United States' metropolitan areas; and as such has been included in this study of consolidation.

B. Why Do Cities and Counties Consolidate?

Over the past years, there has been a trend towards increased emphasis on regional or area-wide government planning and delivery of services. Federal grant programs frequently include financial incentives to combine smaller entities - cities and counties - into larger areas for various governmental purposes; political scientists have generally heralded the virtues of the "broader" viewpoints and resources of larger government units, and the possibilities of effecting economies of scale; and the mobility of modern society seems to encourage the notion that historically-drawn boundaries at the city limits may no longer be appropriate.

However, in the face of these factors, history has demonstrated that when the voter is given the choice of whether or not to consolidate city and county government, he usually votes -- No! There have been approximately 75 attempts at city-county consolidation in United States history with about one-third of these succeeding. The exact number of consolidated governments naturally varies with the precise definition used; however, the National Association of Counties lists only 21 consolidated governments (Exhibit III.B.1). The United States Advisory Commission on Intergovernmental Relations (ACIR) notes three groups of cities and counties which have successfully consolidated in the last 30 years.

- Rural western areas involving large land areas, but populations of less than 20,000.
- Several Virginia cities and counties have consolidated based on uniquely favorable constitutional and political situations.

EXHIBIT III.B.1  
CONSOLIDATIONS

Mergers by Legislative Action - 8

New Orleans - Orleans Parish, La.	1805
Boston - Suffolk County, Mass.	1821
Philadelphia - Philadelphia County, Penn.	1854
San Francisco - San Francisco County, Calif.	1856
New York - New York County, N.Y.	1874
New York and Brooklyn - Queens and Richmond Counties, N.Y.	1898
Honolulu - Honolulu County, Hawaii	1907
* Indianapolis - Marion County, Ind.	1969

Mergers by Referendum - 13

City and County of Denver, Colo.	1904
Baton Rouge-East Baton Rouge Parish, La.	1947
Hampton - Elizabeth City County, Va.	1952
Newport News, Warwick County, Virginia	1957
* Nashville - Davidson County, Tenn. (defeated in 1958)	1962
Virginia Beach - Princess Anne County, Va.	1962
South Norfolk - Norfolk County, Va.	1962
* Jacksonville - Duval County, Fla. (defeated in 1935)	1967
Juneau - Greater Juneau Borough, Alaska	1969
✓Carson City - Ormsby County, Nev.	1969
✓Columbus - Muscogee County, Ga. (defeated in 1962)	1970
Sitka - Greater Sitka Borough, Alaska	1971
Suffolk - Nansemond County, Va.	1972
Lexington - Fayette County, Ky.	1972
Anchorage - Greater Anchorage Borough, Alaska	1975
✓Anaconda - Deer Lodge County, Montana	1976
Butte - Silver Bow, Montana	1976

\* These are the cities visited for purposes of this study, in addition to Miami-Dade which is termed a metropolitan federation.

- Metropolitan counties combining with their central cities, including Jacksonville-Duval, Nashville-Davidson, Indianapolis-Marion, Lexington-Fayette, and Baton Rouge-East Baton Rouge Parish.

Clearly, with the small number of successful consolidations relative to the attempts, there must exist particular reasons why certain cities and counties have consolidated and others have not. The following are the major reasons for successful consolidation which have been cited:

1. Regional Planning and Delivery of Services

In many service areas, it is considered more effective to plan and provide city-county services on a regional basis, eliminating the historical boundaries of municipal governments. Examples of such services include:

- Mass transit
- Water and sewage
- Land-use planning
- Traffic engineering
- Environmental Protection
- Airport Facilities
- Seaport Facilities

It should be noted that county-wide planning or management of such services does not necessarily preclude differences in service levels for various parts of the county. Proponents of consolidation only claim that the services should be managed with a county-wide viewpoint -- and not that the service levels should always be constant county-wide.

2. Elimination of "Buck-passing" Between the City and County and Clearer Lines of Political Responsibility

The existence of many smaller units of government, in addition to the county-wide government, often confuses the citizen as to who is responsible for particular actions. The consolidation of governments would, it is hoped, more clearly establish authority and responsibility for programs, problems and specific citizen concerns.

3. Elimination of Duplication and Overlapping Functions

All areas surveyed have cited this as a primary reason for consolidation. In some cases, it is hoped to eliminate the duplication by combining separate city and county government into a single function (as in the cases of merging separate building inspection activities into one function). In other instances, elimination of duplication may be achieved by combining administrative activities of several city and county government departments into a single function i.e., a county-wide payroll system or purchasing arrangement.

4. Easing of Central City Financial Problems and City-County Fiscal Inequities

A common problem of many areas is the erosion of the inner-city tax base. Consolidation is viewed as a means to broaden the tax base which is available to support all services. In addition, consolidation can provide a more equitable distribution of costs for services which are provided county-wide, e.g. parks and recreation, transit, health-hospitals.



5. Requirement to Extend Municipal Services to Outlying Areas of the County on a More Uniform Basis

In most counties, the types and levels of services vary among the different incorporated and unincorporated areas of the county. Cities and counties may consolidate in order to provide a more uniform level of services throughout the county or to extend government services to new areas of the county.

6. Enhance the Opportunity to Attract Federal Government Funds to the Area

Consolidation may enable the area to more aggressively and effectively seek Federal grant funds or the location of government installations in the county. This enhancement may result from the ability to "speak with a single voice" instead of having components of the county competing for the same funds. It may also stem from a capacity to impress the Federal grant agency with the ability of the entire county to work together towards the accomplishment of a common objective.

7. Enhance the Opportunity to Attract New Business to the Area or to Otherwise Increase Economic Development

For reasons similar to those noted above, many areas have anticipated that consolidation would increase their ability to compete for the location of new plants/companies or for the expansion or retention of existing companies. Consolidation is often considered as a positive stimulus for economic development in the county.

8. Increase Public Confidence in Their Government  
and Respond to the Government Reformist Spirit

City-county consolidation has been undertaken in response to a lack of confidence in local government by the citizens. Some of the symptoms of this problem which have appeared include:

- Corruption of local government officials including major indictments;
- An inability of local governments to attract competent professional managers or political leaders; and
- Vocally expressed feelings on the part of citizens that access to government officials is limited and that representation of citizen needs is not adequate.

\* \* \*

One or more of the factors described above has been the incentive for virtually every city-county consolidation which has occurred in the United States. The descriptions of consolidation experiences presented in Section IV amply demonstrate the relevance of these factors to consolidation movements.

#### **IV. THE CONSOLIDATION EXPERIENCES**

#### IV. THE CONSOLIDATION EXPERIENCES

The purpose of this section is to describe the consolidation experiences of each area studied -- Miami-Dade, Indianapolis, Nashville and Jacksonville. The discussion of each area is divided into four sections:

1. Impetus for Government Reorganization
2. Process of Consolidation
3. Resultant Government Form
4. Impact of Consolidation

##### A. Miami-Dade

##### 1. Impetus for Government Reorganization

Dade County is a 2,352 square mile land area comprised of the City of Miami, a patchwork of unincorporated sections and 25 additional incorporated municipalities. The 25 cities include such well-known places as Miami Beach, Hialeah and Coral Gables. Within Dade County, the City of Miami, Miami Beach and Hialeah all have populations that exceed 60,000 people. Why should such a collection of people and places bent on their own directions choose to wrestle with consolidation?

The nature of the growth process in Miami-Dade was a positive factor in the development of a two-tier approach to local government. Population growth occurred rapidly -- from 1940 to 1950 population in Dade County roughly doubled. By 1950 the population had burgeoned to a half a million people and was still climbing. Soldiers who had been stationed in Dade County during World War II took advantage of Veterans Administration (VA) loans, Federal

Housing Administration (FHA) leniency and the \$5,000 Florida Homestead Exemption and returned to build homes. Many Florida settlers moved to the unincorporated areas of the county. Concomitantly, the population in the City of Miami declined as a percentage of the population of the entire county. The tax burden was not equally distributed among the property owners in Miami-Dade. Estimates point to the fact that, given the Homestead Exemption and low assessment rates, over half a million properties in Dade County were not taxed (A property valued at \$10,000 was assessed at 50% and then received a Homestead Exemption of \$5,000 -- thus, the homeowner did not pay a tax).

No governmental mechanism existed which was financially or administratively equipped to cope with (1) providing necessary municipal services to the growing unincorporated areas, (2) limiting and/or directing the establishment of new incorporated areas and providing direction for future growth, and (3) addressing emerging issues such as the need for mass transit and environmental protection which impacted upon the entire county.

The two-tier approach to consolidated government approved by the Dade County voters in 1957 was born out of practical necessity and political compromise. From a practical and functional perspective, the metropolitan Dade County government ("Metro") was created to cope with the aforementioned problems. Metro took on the responsibilities of (1) providing municipal services to the unincorporated areas, (2) providing county-wide services, and (3) performing general land use planning for the Dade County area. Politically, however, the 26 incorporated areas in Dade County, including the City of Miami, were not willing to accede total governmental control to a county government. They guarded their right to self-determination, zoning and the provision of specialized municipal services for the people living within the cities.

The answer to this dilemma was to preserve two layers of government. Metro government was to fill the vacuum of responsible government that had not existed before 1957 in the unincorporated areas and fulfill the need for the county-wide provision of basic services. The 26 municipal governments were to continue to exist, hold elections and set city priorities. The cities were to be responsible for many municipal services with the proviso that functions which had "area-wide impact" could be transferred to Metro if (1) the majority of affected individuals voted for such a change, or (2) the incorporated area failed to maintain a minimum level of service.

The charter consciously did three things:

- It built on a history of increasing county-wide government functions and vested Metro with the power to assume all service responsibilities on its own initiative; but
- It did not eliminate the 26 existing incorporated municipalities, and
- It did not stipulate which services would be provided by the county and which services would be retained by the localities (or how rapidly the assumption of power by the central government would occur!).

Charter drafters recognized: (1) the need for reorganization, (2) the impossibility of "selling" total consolidation to the cities, and (3) the need to preserve an element of flexibility in any proposed solution. The 1957 charter did not cast a government in concrete but served as a catalyst for discussion between the cities and Metro as to which services and functions would best be provided and implemented on a county-wide basis.

This continuing dialogue has seen the evolution of Miami-Dade toward a more total consolidation. Given the economic adversities faced by cities in the last two decades, more and more of the incorporated cities in Dade County have voted to transfer expensive municipal services to Metro. This trend seems to have been aided by the fact that incorporated areas are fast approaching the Florida ten-mill statutory limit\* for municipalities. Exhibit IV.A.1 shows the gradual transfer of functions and power to Metro. It should be noted that the cities have generally transferred their costly municipal services to Dade County and not their revenue producing functions.

## 2. Process of Consolidation

What types of people initiated this substantial change in local government and what kind of process did they use? One student of the Miami-Dade experience noted that two-tier government was the result of a cooperative effort by key representatives from the Chamber of Commerce, the League of Women Voters, the University of Miami, the local legal and insurance professions and the press. Preliminary studies were performed by consulting groups and in-house research teams, but the fact remained that widespread grass roots support for the two-tier approach never materialized. In 1957 after two unsuccessful attempts to consolidate Miami-Dade, only 26% of the registered Dade voters voted 51% to 49% to approve the two-tier approach as a starting point. Exhibit IV.A.2 enumerates the key events and dates in the evolution of Miami-Dade Metro government.

\* Florida State law restricts municipalities, counties and school districts from imposing ad valorem tax rates greater than 10 mills per \$1,000 of assessed value.

EXHIBIT IV.A.1  
CHRONOLOGICAL HISTORY OF MUNICIPAL MERGERS  
INTO THE COUNTY SERVICE AS OF JUNE, 1976

<u>Date</u>	<u>Function</u>	<u>Municipality</u>	<u># of Employees</u>	<u>Authorizing Document</u>
10/59	Traffic Enforcement & Fine Collection	Coral Gables	12	--
10/59	Voter Registration	All Municipalities	--	--
10/59	Municipal Court	Miami	20	Ord. 57-13 Estab. Metro Court
10/59	Crime Lab	All Municipalities, Except Miami	--	--
11/59	Communications (PSD)	North Miami	5	--
7/60	Traffic Engineering & Maintenance	Miami	30	Ord. 57-12 Unified Traffic Operations
	"	Coral Gables	5	"
	"	Hialeah	1	"
	"	Miami Beach	8	"
	"	North Miami	1	"
7/60	Seaport	Miami	38	--
10/60	Municipal Court	Miami	15	Ord. 57-13 Estab. Metro Court
2/62	Bus Operations	Transit Authority	99	Ord. 60-23



<u>Date</u>	<u>Function</u>	<u>Municipality</u>	<u># of Employees</u>	<u>Authorizing Document</u>
1/62	Traffic Court	Miami Beach	1	--
10/62	Crime Lab	Miami	--	--
6/63	Alcohol Breath Analyzer Tests	All Municipalities except Miami Beach, Homestead and Hialeah	--	--
6/64	River Patrol	Miami	--	--
7/66	Mental Health	State	10	--
10/66	Beach Maintenance (Park & Recreation)	Miami Beach	10	--
10/66	Tax Collection	Miami	3	Sect. 4.04(B) Home Rule Amend. & Charter
	"	Miami Beach	1	"
10/66	Tax Assessment	Miami	4	"
	"	Coral Gables	3	"
	"	North Miami	1	"
10/66	Fire	South Miami	14	Sect. 4.05 Para (D) Home Rule Charter
4/67	Soar Park	Miami	--	--
10/67	Neighborhood Rehab.	Miami	15	--
10/67	Bridge Operations	Miami	26	Ord. 7574
1/68	Arterial Streetlighting	Miami	--	--
1/68	Stockade	Miami	31	--

<u>Date</u>	<u>Function</u>	<u>Municipality</u>	<u># of Employees</u>	<u>Authorizing Document</u>
9/68	Fire	Fla. City	3	R-997-68
10/68	Trade Standards	Miami	4	Trade Standards Ordinances
6/69	Motor Vehicle Insp.	North Miami	4	--
10/69	Fire	North Miami	42	R-1169-69
1/71	E.O.P.I.	Federal	640	Ord. 68-82
10/71	Motor Vehicle Insp.	Miami	--	--
10/71	Fire	Bal Harbor	10	--
10/71	Fire	Bay Harbour Islands	7	--
11/71	Library	Miami	220	--
5/72	Jail	Miami	42	--
10/72	Municipal Court	Miami	13	--
10/72	Motor Vehicle Insp.	Hialeah	13	R-1441-72
10/72	Fire	North Bay Village	6	--
10/72	Fire	Opa-Locka	14	--
10/72	Fire	Surfside	7	--
4/73	Water & Sewer Authority	Miami	460	Ord. 72-94 R-375-73
4/74	Voter Registration	All Municipalities (City and County Elections)		
10/74	Motor Vehicle Insp.	Miami Shores	6	--
1/75	Library	Homestead	4	R-1426-74

<u>Date</u>	<u>Function</u>	<u>Municipality</u>	<u># of Employees</u>	<u>Authorizing Document</u>
7/75	Water & Sewer	Sweetwater	2	--
10/75	Fire Department	Miami Shores	9	--
10/75	Fire Department	City of Sweetwater	6	--
10/75	Bus System	Coral Gables	40	--

The establishment of Metro occurred amidst heated political controversy. Supporters of the charter were cast as "consolidationists" and opponents as "localists or autonomists." Political figures became identified with one side or the other and since these were the individuals who would need to work toward a more perfect union, the problems related to transferring municipal functions to Metro were exacerbated. The intensity of the old antagonisms has diminished in recent times for three reasons: (1) politicians who took sides on the issue are no longer in office, (2) the County has sought to "co-op" many anti-Metro leaders by involving them in participatory leadership functions, and (3) with the exception of the attempt to take over police and fire in 1968, the County has not initiated the takeover of functions.

Twenty years after the vote to establish a new type of government in Miami-Dade, evidences of polarization are still visible. The cities of Miami, Opa Locka and Hialeah, for example, are still generally critical of Metro. Residents of these cities complain that they are assuming a disproportionate share of the tax burden. Drs. Stiefbold, Kingsbury and Wood of the University of Miami note in their study entitled Citizen Support for Two-Tier Government, the Miami-Dade Experience, 1957-1973 that empirical evidence seems to suggest that the combination of tax and non-tax revenue sources is roughly equivalent to the level of service provided by Metro throughout the county. Nonetheless, peoples' perception of inequities, whether real or imagined, affect citizens support for government. Drs. Stiefbold, Kingsbury and Wood also note that despite its attributes, Metro Dade County is "vulnerable." They reason that the legitimacy of the Dade County government may be threatened by instability if the issue of the fairness of the tax burden and other user charges versus service benefits is not resolved.

EXHIBIT IV.A.2

MIAMI-DADE

KEY CONSOLIDATION EVENTS

May 27, 1943	Creation of county-wide public health system
June 14, 1943	The Greater Miami Port Authority was created
Aug. 22, 1944	The Dade County Coordinating Planning Council was organized
June 11, 1945	Greater Miami Port Authority abolished and Dade County Port Authority created
Oct. 2, 1945	Referendum to consolidate the area's 10 school districts into a single county-wide system approved by county voters
May 25, 1948	Dade County voters rejected a proposed amendment to Florida Constitution which would have consolidated Dade County, Miami, and four small cities
Jan. 1, 1949	Jackson Memorial Hospital was transferred by Miami to Dade County
Nov. 4, 1952	Permissive state-wide home rule amendment was defeated (the Dade County vote was favorable)
June 9, 1953	Referendum to abolish City of Miami and transfer functions to Dade County was defeated
July 1, 1953	City of Miami Commission created the 3M Board (Metropolitan Miami Municipal Board) which included: <ul style="list-style-type: none"><li>• City of Miami</li><li>• Dade League of Municipalities</li><li>• Dade County Commission</li><li>• School Board of Dade County</li></ul>

(Public Administration Service (PAS) of Chicago was engaged to conduct a fact-finding study of local government. Their recommendations became the basis of the charter)

3M Board and Dade delegation drafted a home rule amendment

- June 23, 1955 The Florida Legislature approved a resolution providing a Dade County home rule amendment to the Florida Constitution
- June 23, 1955 The first Charter Board was created by the state legislature (7 members of 3M Board appointed)
- Aug. 9, 1956 Second Charter Board was created, superceding the first Charter Board
- Nov. 6, 1956 The home rule amendment was approved in a state-wide election
- Apr. 15, 1957 Final draft of the home rule charter approved by members of the second Charter Board
- May 21, 1957 The home rule charter was approved by Dade County electorate
- Sept. 30, 1958 The autonomy amendment was defeated
- Oct. 17, 1961 Voters of Dade County rejected the McLeod amendment (The McLeod amendment contained 37 proposed changes, stripped Metro of its control over area-wide functions, abolished the council-manager form of government for a commission form, and combined administrative, executive and legislative functions.)
- 1968 Proposed public safety consolidation amendment was defeated soundly by more than 2-1
- 1972 Unsuccessful attempt to change the charter from a council-manager form to a strong mayor and provide for election of commissioner on a district basis.

3. Resultant Government Form

a. Metropolitan Dade County

Metro government is a commissioner-manager form of organization. The nine-member Board of County Commissioners is the legislative and governing body of the County. Eight commissioners are elected from districts in an at-large election. The County Mayor is elected at-large and serves as the Chairman and ninth member of the Board. The Board appoints a County Manager to head various administrative departments of the county.

Metro government provides the following municipal services:

- County-wide police service consisting of full service protection in the unincorporated areas and complementary service to municipal police forces (including jail operations and direct access to the National Crime Information Center in Washington D.C. and Florida Crime Information Center.)
- A uniform fire protection system, which complements the municipal fire services within ten municipalities and provides full service protection in the unincorporated areas and in 17 municipalities that have transferred municipal fire protection to Metro. Dade County has also established the emergency medical services division within the fire department to "respond to and provide on-site treatment to the seriously sick and injured."
- "Consolidated two-tier court system" comprised of: (a) the circuit court that handles domestic relations, felonies, probate, civil cases involving \$2,500 or more and appeals from the county court, and (b) the county court which handles violations of municipal ordinances, misdemeanors and civil cases less than \$2,500.
- Miami-Dade Water and Sewer Authority providing a county-wide water and sewer system.

- Coordination of various surface transportation programs including: (a) the planning and development of a unified rapid transit system, (b) a central traffic engineering and signal system, and (c) the regulation of all taxi cabs.
- A public library system for the county and 18 municipalities including the main library, 17 branches, and six mobile units.
- Property appraisal and tax collection functions (absorbed by county government by State law). All taxes are collected by the Dade County tax collector and distribution is, in turn, made to "the respective government entity according to their respective tax levies and the subsequent collection of same."
- Enforcement of minimum standards set by the Board of County Commissioners in such areas as building and zoning, environmental resources management, consumer protection, health, housing and welfare.
- Jackson Memorial Public Hospitals serving the County of Dade, clinics and public health services.
- Public welfare programs, including general assistance, surplus foods and indigent burials.
- Local planning services.
- Urban renewal services and public housing.
- Data processing services.
- Joint purchasing.
- Personnel recruitment and examination.
- Voting machines and voter registration roles.
- Public works and capital improvement.
- Pollution control operations.
- Port of Miami seaport facilities.
- Dade County Port Authority (airports).



- Youth services.
- Consumer protection.

Exhibit IV.A.3 depicts the present responsibilities for services in Dade County, i.e. services provided solely by the county, services partially consolidated (shared responsibility services) and services provided specifically by the 26 municipalities in Dade County. It is important to note that over 40 percent of the population of Dade County lives within the unincorporated areas of the county and that county government is, by far, the largest provider of municipal services.

b. City of Miami

The City of Miami employs a traditional council/manager form of government which is typical of the government organizations found within Dade County. The Board of City Commissioners is the legislative and governing body of the City. The Board consists of: (1) a Mayor who is elected at-large on a non-partisan basis, and (b) four commissioners elected at-large in staggered elections. The Mayor serves for two year terms and each of the four commissioners are elected for four year terms.

The City Manager is appointed by the Board of City Commissioners and holds his position at the pleasure of the Board. The City Manager is responsible for the day to day administration of city government. He has appointment powers for such positions as the Director of Finance and the City Clerk and has legal responsibility for the execution of services.

Services provided by the City of Miami include:

# EXHIBIT IV.A.3

## ALLOCATION OF SELECTED FUNCTIONS IN METRO-DADE

COUNTY FUNCTIONS	MIXED FUNCTIONS	CITY CONTROLLED FUNCTIONS
Master development plan highways arterials bridges arterial street lighting traffic engineering Zoning - establishment and enforcement of minimum standards Airport Transit Administrative Services tax assessment tax collection issue bonds, revenue certificates Water Transport & Terminals Control Special Districts Within County Sewerage regulation planning Health & Public Welfare general welfare hospital nursing homes public health alcohol rehabilitation water pollution control air pollution control urban renewal Traffic Courts Police training main crime lab criminal justice information system crime prevention crime reporting accident reporting	Waste Disposal Water Supply Sewerage distribution lines treatment/outfall Libraries Parks & Recreation Fire protection communications training Police harbor patrol communications alcohol test exam detention/corrections Housing Code--Enforcement Building Code-Enforcement Conservation Abandoned Autos Housing Authority	Waste Collection Street Cleaning & Roadside Maintenance Streets & Neighborhood Street Lighting Legal Services Police traffic regulation code--enforcement protection & patrol Land-use Regulation Zoning

- Police service
- Fire protection
- City planning
- Neighborhood street maintenance and lighting
- Parks and recreation
- Refuse removal
- Publicity and tourism
- Marinas
- Public convention facility

#### 4. Impact of Consolidation

Given the rapidity of population growth, especially in the unincorporated areas of the county, and the development of Miami-Dade as a significant urbanized area, a new form of government was essential to meet the service needs of the people. The resultant two-tier form of government combines an overall county government which provides basic municipal services to unincorporated areas and county-wide services to all areas and 26 separate municipal governments which provide municipal services. The two-tier compromise necessitated by the proliferation of cities appears to have achieved a practicable and workable solution for Dade County.

Although Metro government stops short of total consolidation, history documents a gradual shift of functions or power from the cities to the county (Metro) as the individual municipalities find it increasingly difficult to pay for expensive services. Metro may provide a useful example for areas that, for one reason or another, must aim toward a gradual consolidation of government.

Passions inflamed by the heated consolidation/autonomy controversy have cooled to a great extent. Citizens seem to support Metro government to an increasing degree, evidenced by their approval of the Decade of Progress bond issue in 1972 which provided over \$550 million for capital expenditures in eight major areas. However, in the area of fiscal accountability, Miami-Dade may be vulnerable. If citizens perceive an unequal distribution of the tax burden, they may withdraw support for the government and cause instability. People are deeply concerned about this issue in Miami-Dade. Steps must be taken to establish whether the financial burden assumed by the taxpayer matches the services provided and adjustments must be made for imbalances.

• B. Indianapolis

1. Impetus for government reorganization

Before consolidation, Indianapolis, the capital city of Indiana, represented roughly one-fourth of the 388 square mile land area of Marion County. Marion County also included nine townships, 16 towns, 11 school corporations, four municipalities, two library boards and five independent municipal corporations, in addition to the old city of Indianapolis.

The demographic and economic trends in and around the City of Indianapolis were common to many U.S. cities. Although population growth within the city continued to increase, population growth in the suburbs of Marion County outstripped that of the city. In addition, greater commercial and industrial development occurred in the suburbs. Whereas Indianapolis had 77 percent of the assessed valuation in 1950, city assessed valuation dropped to 60 percent in 1966 and continued to decline thereafter. Annexation, which was attempted by Indianapolis in the post World War II era, failed to provide a practical answer to the problems of the urban growth. An annexation proposal, by Indiana State law, requires approval by county residents and city residents; therefore, county residents could have successfully blocked a move by the city to annex outlying portions of the county.

Since, in Indiana, all of the structures, powers and processes of local government units are proscribed by State law, the city sought and received the required grants of authority from the State General Assembly to extend certain city-type services beyond the limits of Indianapolis to outlying areas. Home rule is, according to Professor York Willbern of Indiana University, a "subject only for the wistful discussion by local officials."

Among the functions that were extended beyond the city limits are those described below:

- The city's sewer and sanitation department was assigned a separate taxing district status and empowered under an administrative board (membership was appointed by the City mayor and the County officials) to exercise "extra-territorial jurisdiction" beyond city limits.
- Special taxing districts extending beyond the city boundaries were established for parks and recreation, airports, air pollution, street and highway construction and flood control.
- All local planning and zoning functions within Indianapolis, the smaller cities (which had a combined population of approximately 45,000) and 17 other small towns and villages were consolidated in a single planning and zoning agency.
- A county health and hospital corporation came into being and a county-wide authority was created to promote a funding vehicle for county exhibition halls.
- The school system was reorganized in 1962 and the number of school districts was reduced from 13 to 11. School districts were run by elected school boards that imposed an independent tax levy.

Various special purpose taxing districts were created in Marion County (even if the boundaries coincided with the general purpose unit) because Indiana State law prohibits borrowing by municipal corporations beyond two percent of its assessed property valuation.

The result of urban growth in Marion County and the stop-gap measures effected to cope with its attendant problems was a complex grouping of special taxing districts and authorities or "annexation by function." The mixture was governed by the Mayor and Council of Indianapolis and the Marion County Commission and Council in a somewhat shared, confusing and ineffective fashion. For example, in the western and eastern areas of the county, two major automotive corporations owned and operated plants that

employed thousands of Marion County workers. Road access to the plants was insufficient. It took two to three years to rectify the problem because so many units of government had to be consulted for approval to widen the roads. Decision-making in many areas of county-wide concern was fragmented and tortuous to the point of being an impediment to progress.

Two important political situations developed as a result of the existing government organization (or disorganization). First, a City Mayor who ran for election on the basis of what he could accomplish was finding it nearly impossible to establish and implement policy. Second, the make-up of the County Council, resulted in its dominance by the interests of the City, - to a degree disenfranchising the people who lived in the County\*.

The goal of government reorganization in Indianapolis was to create a more efficient and effective government to coexist with the successful methods that had already been devised to stretch debt limitations and cope with urban growth. Unigov provided a practical solution to the problem. It resulted in a government centralized in a single layer, a City-County Council and six administrative departments. Representation was shared in a meaningful fashion and decision-making was facilitated. County offices mandated by the State constitution were preserved and the special taxing districts and authorities remained out of practical and financial necessity.

\* The County Council was comprised of five members elected by district. Three of the five members came from districts coterminous to the old city limits and formed a majority of the County Council. Not suprisingly, these Council members represented the interests of the City more than those of the entire County.

## 2. Process of Consolidation

How was Indianapolis able to wrest power from various city and county entities in an environment further complicated by highly partisan politics. The answer is a combination of three factors: (1) strong leadership, (2) partisan politics, and (3) fortuitous timing. Mayor Richard Lugar was elected mayor of the old City of Indianapolis in November 1967. His co-workers in Indianapolis-Marion perceive Lugar as an articulate, intelligent and aggressive man whose talents have taken him to the U.S. Senate. When he took office he quickly understood the impossible constraints within which he must work. He found himself saddled with full political responsibility for a government over which he did not have full authority.

He was also a Republican city mayor - at a time when a Republican candidate swept the national presidential race, a Republican governor had been elected in Indiana, Republican majorities existed in the Indiana House and Senate, Republicans comprised the majorities of the Indianapolis City Council and Marion County Council and a strong Republican Party County Chairman was elected with sufficient clout to direct the County Commission. Most all of these influential figures supported consolidation.

The Democrats had previously attempted consolidation in an effort spearheaded by a Democratic Mayor of Indianapolis. The effort, which was perceived as a "power grab", failed. With regard to the Republican effort, the Democrats charged that Unigov was not far-reaching enough and fell far short of total consolidation. They also demanded a referendum on the issue. Given the historical and statutory lack of reliance on referenda in Indiana, the Republican Party argued persuasively against what would have been a costly, time consuming and difficult process.



Mayor Lugar mobilized the Greater Indianapolis Progress Committee, Civic and business leaders, representatives of minority groups and members of his personal staff in an effort to sell consolidation. A team of legal experts helped draft the charter with the advise and consent of the Progress Committee and Lugar himself. Everyone helped persuade the Marion County State legislative delegates and the Indiana General Assembly to pass the act.

In short, forcefully directed by Richard Lugar, a broadly-based coalition of individuals helped to rally support for Unigov. Mayor Lugar took advantage of a unique time in Indianapolis-Marion County history which witnessed a virtual monopoly of Republican power and used partisan politics to gain his end. Champions of Unigov point to Lugar's overwhelming re-election in 1971 as a demonstration of citizen support for Unigov and a de facto referendum on the issue of consolidation.

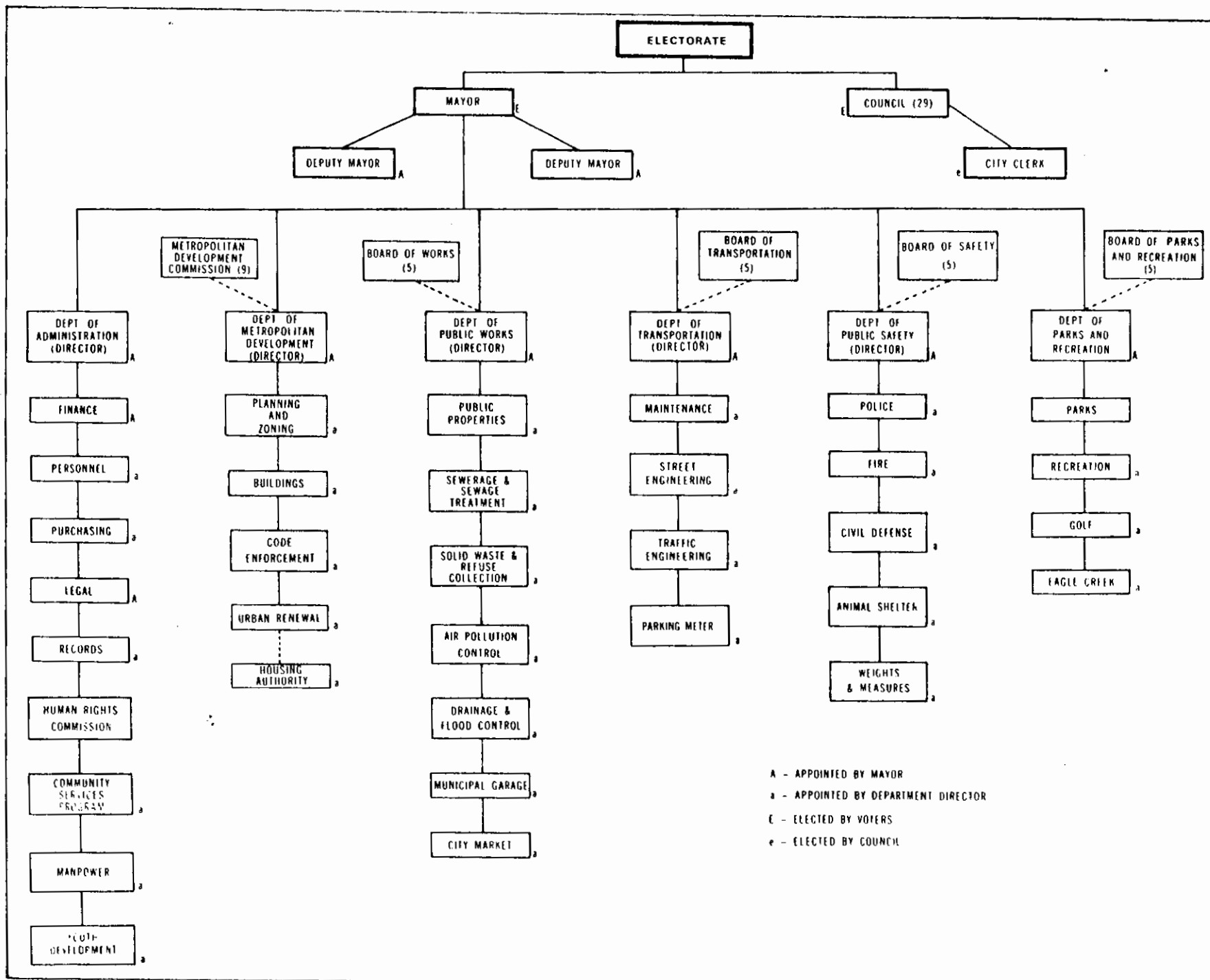
### 3. Resultant Government Form

#### a. Central Government

The new government of Indianapolis-Marion County consolidates the executive, administrative and legislative functions of the old city and county governments. Exhibit IV.B.1 presents an organization chart of Unigov.

The Mayor of Indianapolis-Marion County is elected by the entire County every four years and serves as a full-time chief executive. Mayoral power is strengthened by appointment powers (1) to the six administrative departments including the Department of Administration, the Department of Metropolitan Development, the Department of Parks and Recreation, the Department of Public

# UNIGOV ORGANIZATION CHART CONSOLIDATED GOVERNMENT FOR INDIANAPOLIS - MARION COUNTY



Safety, the Department of Public Works, and the Department of Transportation; and (2) to the boards and commissions.\*

The City-County Council is comprised of 29 members. Twenty-five members are elected from single-member districts and four council-persons are elected at large. Indianapolis-Marion County is divided into 25 councilmanic districts, each with a population of approximately 31,000 people. Exhibit IV.B.2 shows the councilmanic districts in Marion County. It should be noted that the excluded towns also vote for the Mayor, the at-large council-persons and a district councilperson. Their right to vote helps avoid the charge of "taxation without representation."

In the execution of its duties, the City-County Council is organized into committees that (1) correspond to the six administrative Departments and (2) are deemed necessary and proper by the Council. The Council appropriates money, levies taxes, passes ordinances, makes appointments and approves or disapproves mayoral appointments.

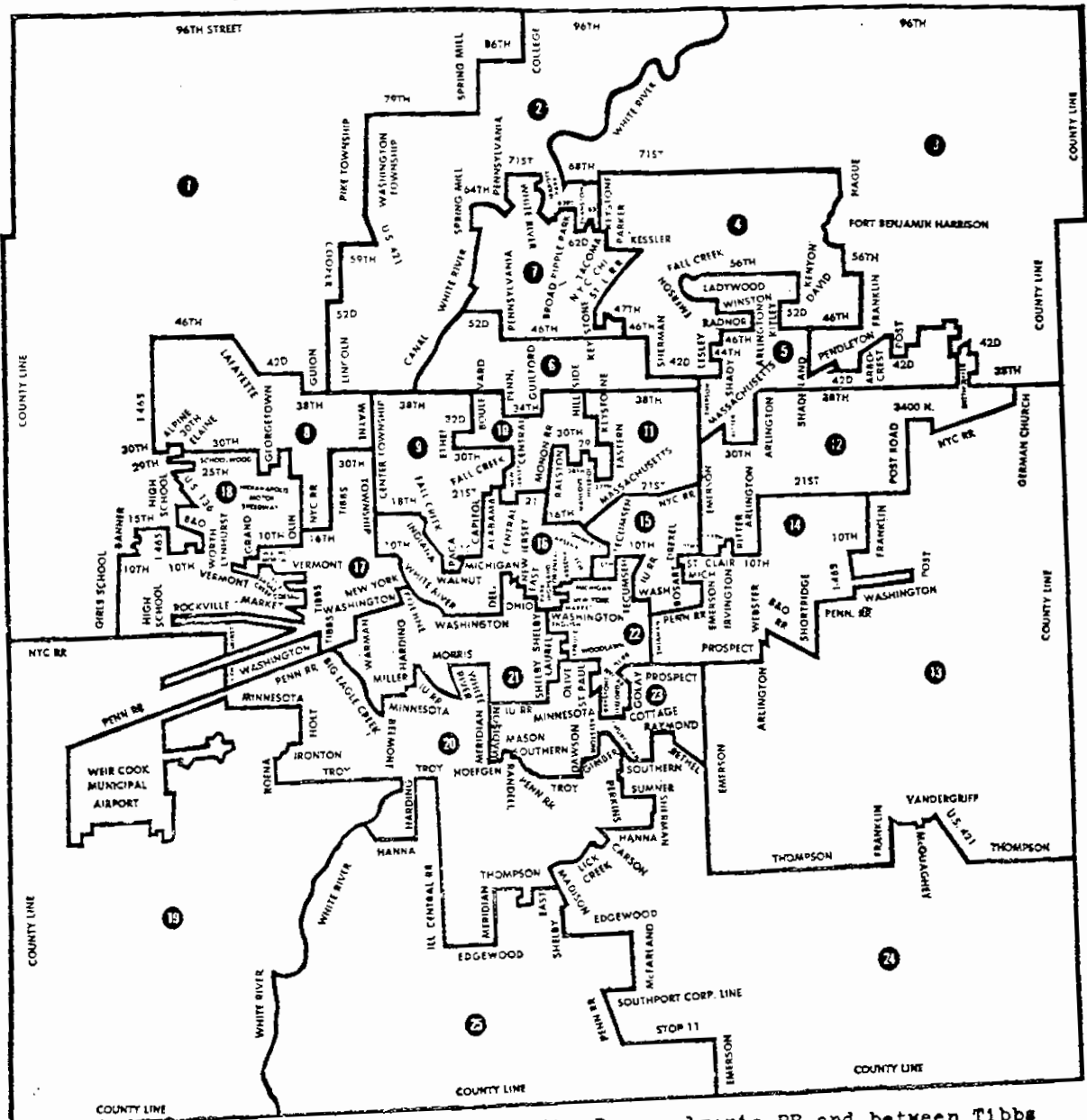
b. Special Taxing Districts

As has been mentioned, Unigov preserves the towns, municipalities, townships, school districts and other municipal corporations that existed in Marion County before government reorganization. The maintenance of these many districts maximizes the overall borrowing capacity of the area, since most municipal

\* A majority of the members of the boards are appointed by the Mayor with the exception of the Metropolitan Development Commission. The Mayor and the appointed department directors execute the laws passed by the City-County Council and supervise the spending of Council appropriated funds. The Mayor is responsible for roughly half of the \$370 million budget.

EXHIBIT IV.B.2

# City-County Council Districts



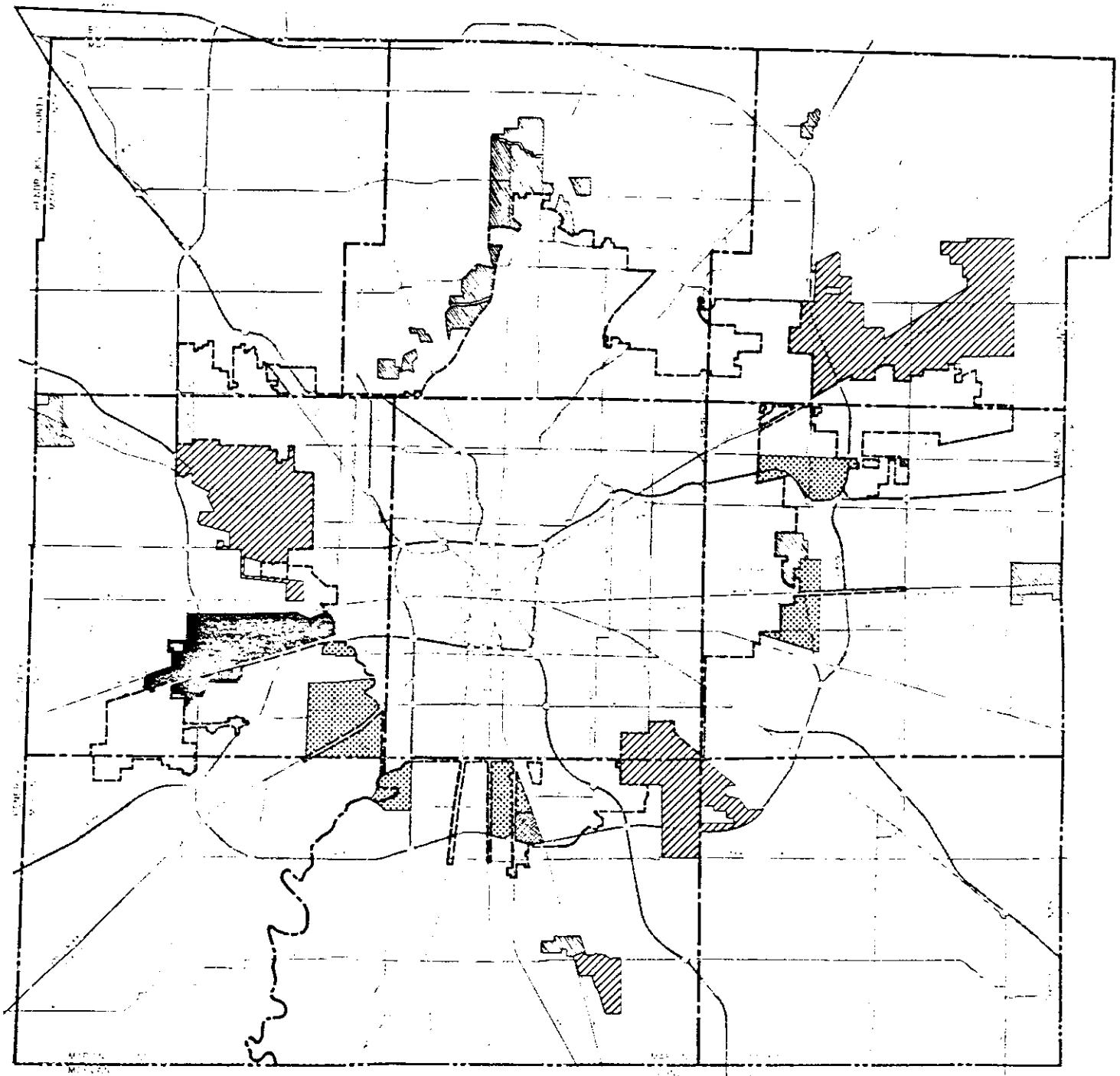
Area between Washington Street and the Pennsylvania RR and between Tibbs and Lynhurst is District 18.  
Map reproduced from the Indianapolis Star.

Election of councilmen to take office on January 1, 1976 will be in accordance with new districting. The above districts are in effect until that time.

corporations are bound by the two percent debt limit. Exhibit IV.B.3 is a map of Marion County and the special taxing districts. These districts are:

- Center Township - The center township which includes about 270,000 people is responsible for the "poor relief" or general assistance welfare.
- Indianapolis School District - This unit is one of the eleven school districts in Marion County with the largest budget of any single government entity in the County.
- Fire Service District - The fire district is approximately the size of the old City of Indianapolis. The fire district may be extended if a majority of the taxpayers in the proposed areas of inclusion vote for the enlargement. Outside the fire district, fire protection is provided by effective and politically powerful volunteer fire departments.
- Police Service District - The police district, once the same size as the fire district, has been enlarged since 1968 to include some of the major industries in the county. The assessed valuation has increased proportionately. Outside the police district, the County Sheriff is the chief law enforcement officer.
- Sanitary District - The sanitary district is responsible for sewage and trash collection. Larger than the police district, the sanitation district is expanding as the city's Department of Public Works is able to provide sewers etc., to an increasing number of families.
- Housing Authority - Jurisdiction of the housing authority is larger than the sanitation district and extends five miles beyond the old City of Indianapolis limits.
- The Consolidated City - This district includes the area of Marion County except for the four excluded cities. Only the urban renewal districts, coterminous to the consolidated cities since 1972, have levied a tax on this base.
- The Library District - The library district includes the consolidated city and two excluded municipalities.

- IV-27 -  
EXHIBIT IV.B.3



## TAXING AREAS IN MARION COUNTY, JULY 1971

- INDIANAPOLIS SANITARY DISTRICT
- BEN DAVIS CONSERVANCY DISTRICT
- INDIANAPOLIS POLICE AND FIRE DISTRICT
- POLICE DISTRICT BEYOND FIRE DISTRICT
- INSIDE FIRE DISTRICT, BUT OUTSIDE INDIANAPOLIS SCHOOL DISTRICT
- EXCLUDED CITIES AND TOWNS
- INCLUDED TOWNS
- TOWNSHIP LINE
- COUNTY LINE

NOTE: All units of government are listed by name in Table PT-1

PREPARED BY DEPT. OF METROPOLITAN DEVELOPMENT  
DIVISION OF PLANNING & ZONING  
INDIANAPOLIS, MARION COUNTY, INDIANA  
OCTOBER 1971



- Marion County District - The County provides a financial base for health and hospitals, parks and recreation, planning and zoning, airports, etc., in addition to preserved county functions.

#### 4. Impact of Consolidated Government

The Unigov reorganization in Indianapolis reflects a consolidation of legislative and executive/administrative government functions. Reorganization was unable to bring the delivery of services under one taxing district given the borrowing constraints imposed by Indiana law. Similarly, the County officials proscribed by the State constitution had to be preserved. The compartmentalized nature of Unigov is at once more difficult to understand and more complex to implement. Government officials in Indianapolis-Marion County also registered complaints about the size of the City-County Council. The Mayor and his staff are forced to work with a large and relatively unwieldy representative body and, despite the at-large representation, it is often difficult for the Mayor to maintain a working majority in the Council.

Citizen support for government is high, supported by (1) adequate representation on the City-County Council, (2) public involvement in the various citizen boards and commissions, (3) continued use of the Mayor's Greater Indianapolis Progress Committee as a vehicle for citizen participation, (4) a more streamlined and easy-to-understand government form, and (5) business investment which has been encouraged by Unigov. Investors term Unigov a "positive step to create a more efficient and effective local government."

. C. Nashville

1. Impetus for Consolidation

Davidson County, Tennessee is one of the 13 counties in the upper middle area of the State. Nashville (the capital of Tennessee), Belle Meade, Berry Hill, Forest Hills, Goodlettsville, Lakewood, Oak Hill, and substantial unincorporated areas comprise the 533 square mile county. According to the 1970 Census figures, the combined population of the small cities of Davidson County is under 25,000 people.

During the post World War II era, the population increases in Davidson County began to accelerate in the suburban areas outside the core city. Nashville, like Miami and Indianapolis, faced the problems identified with urban sprawl. How could the City of Nashville and Davidson County best facilitate the delivery of necessary municipal services to a growing urban population? The core city, which provided both urban services to the city population, and services such as the airport, which benefited the entire county, had an insufficient tax base to extend municipal services. The particular problems caused by the absence of sanitary sewers in the suburbs, limited police and fire protection for a growing urban area, and the County's inability to provide parks and recreation areas for fringe districts, motivated the political and business leaders of the City and the County to seek an immediate solution.

After the passage of a State constitutional amendment and enabling legislation in the State General Assembly, the leaders of Nashville seriously addressed consolidated city-county government. A Charter Commission, comprised of ten members, five appointed by the City Mayor and five appointed by the County Judge, proposed a merger of the two units of government. The



first charter envisioned a single 15-member legislative body and one chief executive. The Charter eliminated duplication of services in the areas of tax assessment, education and law enforcement. City-County health services had previously been consolidated by a separate act of the State General Assembly. The Charter preserved County offices which were mandated by the State constitution. However, some County offices were stripped of major functions. For example, although the County Sheriff continued to be responsible for civil processing and the jail, his law enforcement responsibility was transferred to the Chief of Police. City and County Chief executives, civic and business groups, and two traditionally opposing newspapers all supported consolidation.

Yet, when the Charter was presented to the Davidson County voters on June 17, 1958, the City voted to approve the Charter 7,797 to 4,808 and the County turned down consolidated government 19,235 to 13,794. Because Tennessee law requires a majority vote in the county and a majority vote in the city to approve government reorganization, the Charter was defeated.

The City of Nashville was still faced with the problem of having to depend upon a limited tax base to deliver urban services to its population. As a result, the Mayor of the City proposed, and the City Council approved, annexation of two areas of the County. The first annexation included substantial business investment while the second annexed area increased the city by 40 square miles and increased the city population by over 80,000 people.

Both annexations substantially broadened the tax base of the City. However, industry was dismayed by the Mayor's move because various companies had already invested in the provision of private sanitation, fire protection and security services. Also, the

suburban area residents annexed into Nashville were distressed at having to pay more taxes while receiving very little more (and sometimes less) in the way of services. This attempt by the City Mayor to cope with the urban troubles of Nashville served to renew interest and strengthen the case for consolidation.

The then County Judge realized that, given the prevalent dissatisfaction with annexation, consolidationists had gained a wider base of support. Predictably, the Mayor of Nashville had changed his position and now opposed City-County consolidation. In the political battle which ensued, the consolidationists established a Charter Commission comprised of several of the same individuals who had drafted the first charter. The redrafted second charter was very similar to the 1958 version. However, certain key compromises were made; for example, the legislative body was increased from 15 to 40 members. A full-fledged campaign to support the consolidation effort proved successful. In the vote taken June 28, 1962, City voters approved the charter 21,064 to 15,598 and County voters supported the charter 15,914 to 12,519.

## 2. Process of Consolidation

The events described in the preceding section were heavily impacted by key individuals who played major roles in the inception of the idea and in bringing government reorganization to fruition. County Judge Beverly Briley, perhaps more than any other single individual, conceived the idea of consolidation. He lobbied for government reform and visited other areas of the United States and Canada to discuss the issues and major problems of city-county government. Judge Briley was a substantial political figure in Davidson County. He placed his political future, his personal reputation and his well-organized political base behind the move to consolidate city and county government.

Davidson County delegates to the Tennessee General Assembly also put themselves "on the line" for consolidation. State delegates were responsible for: (1) supporting "home rule" and consolidation in a limited constitutional convention, (2) supporting passage of a State constitutional amendment to that effect, (3) enactment of enabling State legislation, and (4) enactment of necessary private State legislation. These steps, which represented a decade of hard work and perseverance, were essential to the eventual passage of consolidation.

Nashville Mayor Ben West's role was also a pivotal one. Like Beverly Briley, West led a significant political organization. Passage of city-county consolidation was characterized as a vote against Ben West as much as it was approval for Beverly Briley and a new form of government. West was distrusted by residents of the County as an unwavering champion of urban causes. After the defeat of the first Charter Commission, his move to annex portions of the County pushed his credibility with the County residents to the limit. The areas surrounding Nashville became concerned that they might be the next sections to be annexed into the core city. They were not represented in City government and, after the courts upheld the first and second annexations, they had no weapons with which to fight West and the City Council. Rural State delegates also withheld their support for West's position. Chiefly because of the posture of rural delegates throughout the State, Davidson members of the General Assembly were able to build majorities for passage of necessary legislation.

The press also played an important part in the consolidation campaign. During the first effort to change governments in Nashville-Davidson, two newspapers historically dissimilar in their views supported the Charter. Some government figures in Nashville felt that the voters were uneasy with this camaraderie.

During the second consolidation fight, the papers aligned themselves with the opposing sides led by Briley and West. Constant press coverage kept voter identification with the issue high.

Business and civic leaders of the community were involved in drafting the charters. These individuals donated significant amounts of time, energy and money to the cause. Opposed to consolidation at the outset, well liked and respected black representatives worked actively for a consolidated government that would ensure them what they perceived as adequate representation and help surmount the financial difficulties of the core city in which they lived. Despite the actions of black leaders, however, post-election analysis showed that black residents within the City of Nashville opposed consolidation. Women's groups were also consciously involved in the second consolidation campaign because women represented more than 50 percent of the population.

In short, community leaders who favored consolidation sustained energy and enthusiasm for a decade. They learned from their mistakes in 1958 and applied these lessons in 1962. For example, to build support in 1962 they made specific compromises such as proposing the establishment of an interim school board and increasing the number of members of the legislative body. Although the charter drafting process did not involve formalized citizen input or advisory committees, the campaign to pass the charter involved a broad cross section of the public. The first unsuccessful attempt at consolidation, speakers bureaus and press coverage educated the people as to the major issues and problems in city-county government.

Exhibit IV.C.1 provides a list of key events in the process of establishing the Nashville-Davidson County consolidated government.

EXHIBIT IV.C.1  
NASHVILLE-DAVIDSON  
KEY CONSOLIDATION EVENTS

1951	Tennessee Taxpayers Association issued a report recommending total consolidation
1951	Tennessee General Assembly authorized a study of government reorganization
June 1952	Community Services Commission issued a report wherein the merits of a unified government structure for the county were recognized
1952-1953	Limited State Constitutional Convention was held which included an adjustment to the State Constitution to permit home rule and consolidated government
Nov. 3, 1953	Amendment ratified by a state-wide referendum
1955	Passage of annexation statute in the General Assembly which allowed annexation by cities without the consent of those being annexed
1955	Nashville Davidson County Planning Commission again studied the area. This study recommended consolidated government
1957	Passage of the State Metropolitan Government Consolidation Act - enabling legislation
1957	The first Charter Commission was approved
June 17, 1958	Referendum for approval of the Commission's consolidation plan defeated (received "yes" vote in the city and a "no" vote outside)
July 16, 1958	The city annexed 6.91 sq. miles and 4,587 people. (this was challenged and upheld in court on July 26, 1961)
Apr. 29, 1960	City annexed 42.46 sq. miles and 82,512 people
June 28, 1962	Voters approved the second charter by referendum
Nov. 1962	40 councilpersons and a mayor were elected
Apr. 1, 1963	Metropolitan government began to function

3. Resultant Government Form

The outcome of the 1962 election was a government with single executive and legislative branches for Nashville-Davidson County. The Mayor serves as a full-time chief executive. He is elected at-large for four year terms and cannot succeed himself more than twice. A single City-County legislative branch of government is composed of 40 members, 35 of whom are elected by districts and five of whom are elected at-large. A council person is also elected for four year terms and serves as a part-time public servant. A Vice Mayor is the presiding officer of the Metro Council and is elected at-large for a four-year term. The Vice Mayor has committee appointment authorities, although the charter requires frequent changes in committee chairpersons.

As has been mentioned, constitutionally mandated County offices were in some instances stripped of their functions. The charter directs the County Sheriff to be responsible for the County jail and civil processing. Law enforcement is carried out by the Chief of Police. The precedent of transferring functions to other offices within the City-County government was tested and upheld in the courts. The courts relied upon the fact that the people had agreed to such a shift of functions by referendum.

In addition, the City and County school systems were consolidated. They are now run by an independent school board. The first interim school board (the only part of the new government to take office in 1962) included the then-City and County superintendents who were both at retirement age. The school board presently operates in an independent fashion with regard to the operation of the schools and the development of a budget. If the budget is disapproved or reduced upon submission to Metro government, the charter also provides that the school board can

hold a referendum on the issue and overrule the wishes of the executive and legislative branches of government.

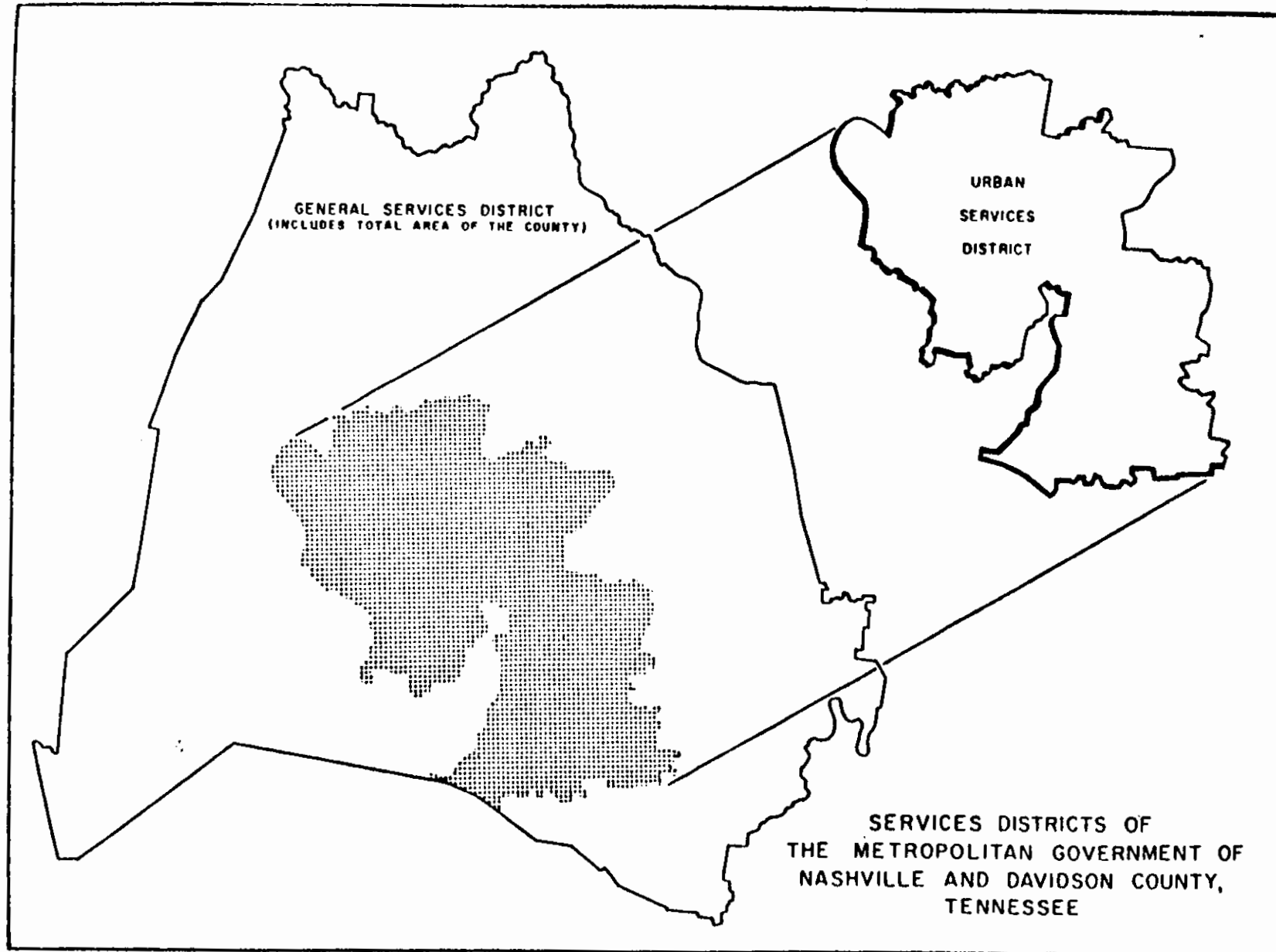
Overlapping functions were maintained in certain areas of the new government.

- The County Public Works and Highway Department and the City Highway Department, continued to operate as separate departments in the new government until the present mayor consolidated the functions.
- Local zoning was another area that could not be resolved at the time of consolidation. It was not until years after 1962 that a comprehensive zoning ordinance was passed and the City and County Zoning Boards were consolidated. Despite the comprehensive ordinance, the incorporated municipalities excluded from the Nashville-Davidson consolidation still make their own zoning decisions.
- The former City Comptroller, who had collected taxes, assumed responsibility for back taxes only, and the County Trustee collected taxes county-wide.
- Old County Courts were carried forward and called Metropolitan Courts and the General Sessions Court was maintained in the County. In 1971, however, the Metropolitan Courts were abolished and the jurisdiction of the General Sessions Courts was expanded to cover the entire Metropolitan region.

Independent boards and commissions -- members of which are appointed by the Mayor primarily to staggered terms of office -- are responsible for employee benefits, libraries, parks and recreation, public health and hospitals, civil service, Metropolitan transportation, planning and electric utilities. Although the Mayor has appointment powers over the boards and commissions, the staggered terms limit his power over the operation of these various bodies.

Two taxing districts were established to finance municipal services within Nashville-Davidson County. (See Exhibit IV.C.2)

EXHIBIT IV.C.2





The General Services District, which is coterminous to Davidson County, taxes all county residents for the provision of police protection, street and road construction and maintenance, education, parks and recreation, libraries, health services, hospitals and welfare. The Urban Services District was so termed because it is roughly congruent to the old city of Nashville. Additional services, such as intensified police protection, fire protection, water and sanitary sewers, storm sewers, street lighting and cleaning, refuse collection and wine and whiskey supervision, are provided for the residents of the Urban Services District. The Urban Services District line cannot be extended without a guarantee that all of the urban services can be delivered to the newly included area within one year of the collection of ad valorem taxes. In the case of sewers, the limit is set at 36 months.

#### 4. Impact of Consolidation

The Nashville consolidation has apparent wide-support by citizens of the entire County. Service levels which have increased in the City and investment in the downtown area provide a positive picture to Nashville visitors. Levels of service in the County have also increased and, according to opinion polls, County residents do not seem distressed at paying higher taxes for new services and/or old services which they use. Community leaders took advantage of government reorganization to set a higher level of service goals for local government and people have responded positively to these changes.

Many duplicate functions that were retained in 1962 have since been consolidated with a gradual trend toward centralization. Architects of consolidation in Nashville stress the need for sensitivity to the impact of consolidating certain functions on the acceptability of reorganization. They suggest that resolution of controversial issues, for example, zoning, might better be

remanded to a later time if forcing such issues jeopardizes overall reorganization.

Strong and talented leadership obviously played an important part in the Nashville consolidation. County Judge Beverly Briley went on to become the first Mayor of consolidated Nashville and served for three consecutive terms. Despite the criticisms of his political opponents, he deserves much of the credit for the success of consolidated government. Passage of the 1962 Charter was in a sense a beginning point. Briley provided continuity and able guidance during the crucial period which followed.

Mayor Fulton has continued, in conjunction with a relatively large and diverse Council, to make adjustments and refinements to the government structure, particularly in the elimination of duplication and the professionalization of the operation of government functions.

D. Jacksonville

1. Impetus for Consolidation

In August, 1967 the City of Jacksonville, Florida increased in size from approximately 40 square miles to 800 square miles. This new City, coterminous to the County of Duval, became the largest City in land area in the contiguous United States. Population increased in one day from 190 thousand people to almost 600 thousand people. The citizens of Duval County which included the old City of Jacksonville, three small beach communities, a small rural community and unincorporated area voted to transform separate Jacksonville City and Duval County governments into one mayor/council system. Through their "quiet revolution" they created a county-wide city.

The impetus behind this dramatic change in government form is similar to that observed in the other cities studied. Suburban areas outside the City of Jacksonville had increased in population, while at the same time population in the core city decreased. The people moving to the suburbs generally had higher incomes, higher levels of education and were white. The developing sections of the County had to depend upon an archaic County Commission structure to service their increasingly urban needs. The County government, designed to meet the needs of a rural/agrarian society and dependent upon a State Legislature that met every two years, found itself unable to deal with such problems as millions of tons of raw sewage being dumped into the St. John's River and a school system that was threatened with loss of its accreditation.

At the same time that the County government found itself unable to cope with Duval County problems, the core city was deteriorating. A large share of the population of the City

of Jacksonville was poor and relatively uneducated. The tax base was insufficient to pay for adequate urban services. Certainly, the City government did not have the resources to address the water pollution crisis or education dilemmas any better than the County government. When voters demanded government accountability, the County government shifted the blame to the City government and the City government, in turn, accused the County.

The situation reached crisis proportions in 1964 when the Southern Association of Colleges and Schools denied accreditation to the Duval high schools. In 1966, a stream of City officials including council members, commissioners and the City Auditor were indicted. Business, political and civic leaders met and discussed the options that they could pursue to deal with the crisis in local government. These community leaders dedicated themselves to the development to a new and better government system. They organized, researched, questioned and held public hearings for two years before they released a "Blueprint" for a new city - county structure. This document although slightly revised by the State legislative delegation, provided the basis for a consolidation of (1) the outdated County Commission government and (2) the City Council and Commission organization into the nearest example of total consolidation of city-county government which has occurred in the United States in recent years.

## 2. Process of Consolidation

In 1965, one year after the disaccreditation of high schools in Duval County, a group of community leaders, at the instigation of Claude Yates who was the president of the Chamber of Commerce, met in a downtown Jacksonville hotel and signed the "Yates Manifesto". Written on a napkin, the Manifesto reads:

- *We, the undersigned, respectfully request the Duval County Delegation to the Florida Legislature to prepare an enabling act calling for the citizens of Duval County to vote on the consolidation of government within Duval to secure more effective government under one governmental body.*

The leaders pledged themselves to what was to be a long and difficult three-year road to consolidation. Exhibit IV.D.1 lists the key events in the consolidation of Jacksonville-Duval County.

A Study Commission composed of 50 people was established to explore just how the new government should be structured. Divided into task forces and assisted by an advisory committee representing 26 organizations in the county, the Commission worked on the "Blueprint" for nearly two years. The Study Commission had been designed by the State Duval County Delegation to involve as many different kinds of people as possible. These individuals aided by a professional urban planner, Lex Hester, rolled up their sleeves and worked side by side for long hours on the project. Government officials in the City and County governments were required by law to assist the Commission members gather the information required for their analysis and decision-making.

Upon completion of the "Blueprint", the County delegates to the State General Assembly revised the city-county consolidation plan. For example, they reduced the size and altered the composition of the proposed legislative body and gave the small incorporated areas of Duval, namely Jacksonville, Neptune and Atlantic Beaches and Baldwin, the right to maintain their own self-determination. After political debate in Tallahassee between State Delegates who favored consolidation and others who preferred the status quo, the revised charter was approved by the House and Senate of Florida. Governor Kirk signed into law the bill which provided for a special election to decide the issue. On August 8, 1967,

EXHIBIT IV.D.1  
JACKSONVILLE-DUVAL  
KEY CONSOLIDATION EVENTS

Nov. 1964	Disaccreditation of Duval high schools by Southern Association of Colleges and Schools
Jan. 19, 1965	Yates' Manifesto
Apr. 21, 1965	A Study Commission was voted into existence
July 22, 1966	First indictments against two city councilmen and former Recreation Department Executive Secretary
Nov. 23, 1966	Blueprint completed
Jan. 23, 1967	Blueprint released to the public
Apr. 10, 1967	Duval delegation review and modification of the Study Commission Plan
June 20, 1967	Hans Tanzler, Sallye Mathis and Mary Singleton are elected on "reform" platform
June 21, 1967	Florida House vote on amended charter
June 22, 1967	Florida Senate approves plan
June 23, 1967	Tanzler is sworn in
June 27, 1967	Five days after passage in Senate the bill was signed by Governor Kirk, becoming a law
July 9, 1967	Tanzler publicly and officially endorses the consolidation plan
Aug. 8, 1967	Special election passed consolidation
Oct. 1967	Primary elections
Dec. 5, 1967	New slate of officials elected to hold 34 elective offices (from 67)
Mar. 1, 1968	New officials were sworn in to begin preparing for a new government form and to provide a transition

July 31, 1968	Council approved budget
Aug. 1, 1967	Council empowered to take action in mayor's budget
Oct. 1, 1968	The new consolidated city became operational (pre-consolidation units remained in existence until that date)

after a heated political campaign, consolidation passed by a sweeping 2 to 1 vote.

Dedicated, talented and sophisticated leadership in all of the preceding steps was an important factor in the eventual overhaul of faltering City and County governments in Duval County. Business leaders, like Claude Yates and J.J. Daniel who headed the Study Commission, exhibited a single-purpose dedication toward their objective. They understood the need to involve and depend upon a true cross section of the people in the formulation process and had the political acumen to organize, finance and wage an all out political campaign.

Many prominent black leaders joined in the effort to help devise a plan for a government that would represent the black community and provide access to the City and County governments that had previously not existed in Duval County. Earl Johnson, who served as Secretary of the Study Commission, and might have been the first black mayor of the old City of Jacksonville, chose to work for consolidation. One newly elected black city councilwoman supported City-County consolidation as did scores of others. Speakers such as Claude Yates addressed groups of black people, regardless of size, to explain the "Blueprint" and how it might help to solve the City and County problems.

The press also played an important role in consolidation. A TV station and the major newspapers in Jacksonville provided positive press coverage. A reporter was assigned to attend all of the Study Commission meetings, public hearings, etc. and wrote a series of articles and editorials featured by the Jacksonville Times Union. Given the short period of time which the proponents of consolidation had to wage their campaign, the



contribution of the press to identify issues and educate the public was invaluable.

Last, although certainly not insignificant, was the role played by Jacksonville's Mayor Hans G. Tanzler, Jr., elected as a reform candidate just months before the August special election. Tanzler, a former County Judge, was a popular and respected political figure in City-County politics and one of the few leaders with a reputation that survived the Jacksonville "quiet revolution". In early July 1967, he publicly endorsed consolidation. Given the people's support for Tanzler, his public vote of confidence for the new government undoubtedly brought in votes. Hans Tanzler went on to become the first Mayor of the consolidated City of Jacksonville and is still serving in that capacity.

Without the type of stewardship that these men and women provided it is difficult to say whether the consolidation would have passed or failed. However, the single biggest impediment to city-county consolidation is often the people's reluctance to change. Although the problems were great, the community leaders in Jacksonville and Duval County were dedicated and creative enough to devise and agree upon an answer for their community.

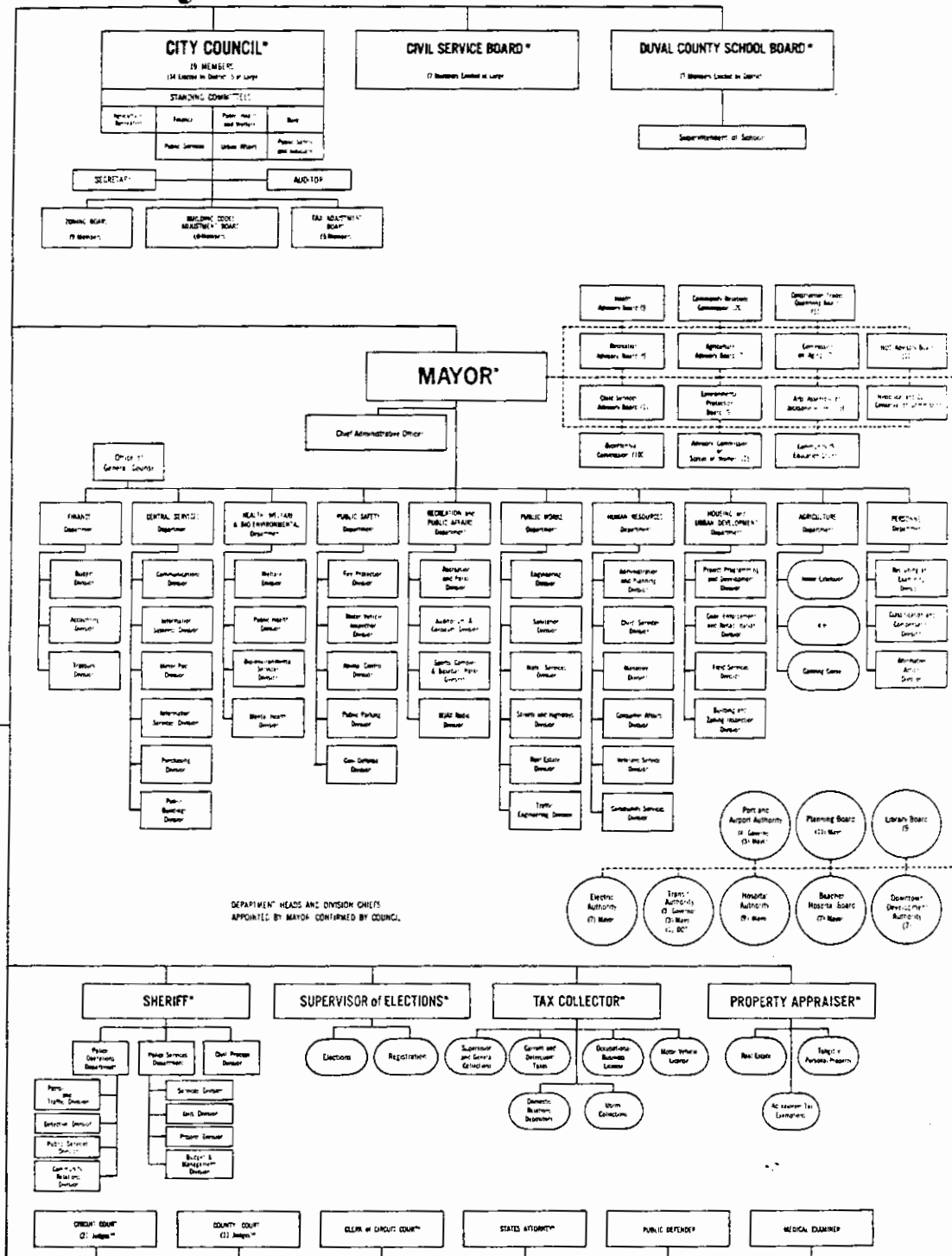
### 3. Resultant Government Form

As a result of the August referendum, a fragmented government was transformed into a centralized mayor-council form of government. Exhibit IV.D.2 provides an organization chart of the Jacksonville government.

The Mayor of Jacksonville heads the executive branch and appoints department heads, division chiefs and members of commissions and authorities. The Departments of City government include:

EXHIBIT IV.D.2

# City of Jacksonville, Florida



LEGISLATIVE

EXECUTIVE

JUDICIAL

the Finance Department; the Health, Welfare, Bio-environmental Department; the Central Services Department; the Public Safety Department; the Recreation and Public Affairs Department; the Public Works Department; the Human Resources Department; the Housing and Urban Development Department; the Agriculture Department and the Personnel Department. As a full-time chief executive, the Mayor is responsible for the operation of the administrative departments, the proposal of laws and ordinances to the Council and, on a yearly basis, development and presentation of his budget. In most all cases, the Mayor has veto authority over legislative actions.

The City Council is a 19-member legislative body. Fourteen members are elected from single-member districts and five members are elected at-large. Councilpersons are elected for four-year terms and receive an annual salary of \$8,400.

Members of the Council elect a President and President Pro Tempore to serve for a one year term. The Council is organized into seven standing committees, select committees and special committees. The President of the Council has Committee appointment powers and can act as a tie breaker in any committee to discharge legislation.

The Jacksonville City Council has the authority to enact legislation and may override a mayoral veto by a 2/3 vote. The Council also has responsibility for a line item review of the Mayoral budget and its ultimate approval.

Independent authorities provide the citizens of Jacksonville such facilities and services as public utilities, expressways, airport facilities, hospitals, libraries and area planning. People who serve on these authorities are appointed by the Mayor and confirmed by the Council. The autonomy of independent authorities was designed purposefully to take some of the difficult

decisions like utility rate setting out of the direct influence of politics.

The Duval County school system (county-wide by State law) is now fully accredited by the Florida Department of Education and the Senior High Schools by the Southern Association of Colleges or Schools. The schools are run by a seven-member School Board which is elected by the people. School taxes in Florida may not exceed the 10 mill rate and, within that ceiling, the School Board levies its own taxes.

The law enforcement function was consolidated in 1967. An elected Sheriff runs the police department for the entire County, which along with fire protection, is part of the Department of Public Safety. The fire department also provides emergency medical care to the people of the County. The consolidated government has succeeded in upgrading the quality of public safety in Jacksonville.

The Jacksonville Tax Collector and Tax Assessor are elected offices. (Charter drafters had envisioned these two offices, the Sheriff, the Clerk of the Court and the Civil Service Board as appointed offices, but the State legislative delegation insisted upon public election in all cases). The Tax Assessor is responsible for annual assessment of property at 100% valuation. The Tax Collector collects taxes from the five taxing districts established in the charter.

Like Nashville, Jacksonville created Urban and General Services taxing districts when City and County governments consolidated. The largest Urban Services District (USD) is coterminous to the old City of Jacksonville, and the smaller Urban Services Districts (USD's) correspond to the city limits

of: Atlantic Beach, Neptune Beach, Jacksonville Beach & Baldwin. The General Services District (GSD) includes the entire County of Duval. The General Services District is responsible for the operation of such facilities as airports, child care, courts, hospitals, parks and recreation and welfare services.

A significant selling point for the new charter was a legislated ceiling on tax rates lower than the 1966-1967 tax rates in both the City and the outlying areas of the County. When the Beach communities and Baldwin voted to retain their independence within the consolidated government, they agreed to assume responsibility for their own municipal services. However, the four incorporated cities argue that they are subjected to some amount of double taxation. They claim that they do not receive as much for their General Services District tax dollar as they deserve. Aside from this controversy, Jacksonville citizens seem pleased with consolidated government and point to improvements that have been made in almost every service area.

#### 4. Impact of Consolidation

In almost every area of municipal service, the Jacksonville consolidation was marked by significant increases in the quality and quantity of service. The following are a few specific service improvements brought about by consolidation:

- Bridges that span the St. Johns River were approved by the Expressway Authority. The bridges have facilitated transportation in the county and encouraged development.

- Law enforcement, once understaffed and fraught with corruption, was significantly improved. At the time of consolidation, the decision was made to increase personnel by one to two percent and increase the level of service. Centralized dispatching, communications and reporting systems were instituted and modern equipment such as helicopters were purchased to realize first rate police protection.
- With respect to fire fighting, the consolidated government spent three times as much on fire protection and hired twice as many people. Full time fire fighters were assigned to volunteer stations and hydrants were installed in areas of the County that had relied upon pump trucks. Responsibility for emergency medical services was also assumed by the fire department. Fire insurance rates went down as a result of these efforts and the people of Jacksonville enjoyed much improved fire protection.
- Unable to shift blame or responsibility to another entity, the consolidated government has invested over \$200 million to stem the tide of raw sewage pouring into the St. Johns river. In a matter of months, Mayor Tanzler will authorize virtual elimination of all sewage discharge to the river which winds through the city.
- Twenty-nine thousand street lights were installed.
- Bi-weekly garbage collection was instituted.

An effective consolidated government has financed and directed the provision of these new and improved services. The higher quality and quantity of municipal services and the efficient posture of consolidated government has encouraged investment in Duval County. Since 1967, approximately \$1.5 billion worth of construction has occurred in the city. Far from deteriorating, the downtown area houses high rise buildings, such as that of Gulf Independent Life, which were erected after 1967. This new construction attests to the economic viability of the core city. One has the feeling that Jacksonville has taken a giant step towards the solution of its problem and that the improvements

- IV-52 -

made in the last 10 years bode well for the future. Undoubtedly the 1967 election has changed the course of history for citizens of Duval County Florida and the new form of government continues to impact positively upon the people and problems in the County.

**V. CONSOLIDATION ISSUES AND  
IMPACTS**



## V. CONSOLIDATION ISSUES AND IMPACTS

### A. The Nature, Power and Responsibilities of the Executive

When cities and counties discuss various consolidated or two-tier approaches to government, a basic decision must be made as to what authority is vested in the executive branch. City and county governments have traditionally taken the route of either a mayor/council or council/manager form of organization.

The mayor/council form is a "strong-executive" option such as is seen on the national government level. Executive power is vested in a chief executive officer who is responsible for the administrative operation of the government and the implementation of the laws of the community. The legislative body, the council or the board of commissioners, votes yea or nay to executive policy proposals and also passes laws on its own initiative. Among the laws passed is a yearly budget appropriation. The mayor and the council check and balance one another, as do the President of the United States and Congress. Of the cities visited for this study, Indianapolis, Nashville and Jacksonville use a mayor/council form of government.

An alternative to a "strong mayor" system is the council/manager or "weak mayor" form. In many local governments around the country, power is vested in an elected council, board or commission which, in turn, appoints an administrative manager. The manager, who serves at the pleasure of the council, is responsible for the administrative workings of the government and the implementation of legislation. If a mayor exists in this organizational form, he often serves as a part-time executive with many ceremonial and political duties, hence the term "weak mayor." The Miami-Dade Metro government is an example of the council/manager form.

The following section explores executive authority as it is exercised in the four cities studied. The checks and balances, or limitations of one branch upon another, are discussed in the context of:

- The Relationship of the Mayor or City Manager to the Council in the Legislative and Budgetary Process, and The Election of the Chief Executive Officer; and
- The Administrative Operation of the Executive Branch (Such as the use of departments, boards and commissions).

In each of these areas, the various approaches to executive power taken in Miami-Dade, Indianapolis, Nashville and Jacksonville are explained and summarized. A conclusion section analyzes the impact of limits imposed upon the executive branch and their effects upon consolidated government.

1. Issue: What is the Relationship of the Mayor or City Manager to the Council or Board of County Commissioners in the Legislative Process and How Does the Election or Appointment of the Chief Executive Officer Affect Executive Power?

- a. Summary of Findings

In the council/manager form of government in Miami-Dade, the exercise of executive authority in the legislative process is all but nonexistent. When the appointed manager offers a legislative recommendation or submits a budget to the Board of County Commissioners, his involvement in the law-making process is, for all practical purposes, terminated. The eight-member body assumes responsibility for review, revision, passage or disapproval of the legislation.

Although the quality of legislation may be impacted negatively by its exposure to only one branch of government, a council/manager form of government has certain advantages. Given the facts that: (1) Dade County voters have traditionally been opposed to the strong mayor concept (the 26 municipalities all have council/manager forms of government) and (2) the 26 municipalities are greatly concerned with their autonomy, it would have been tempting fate to centralize Metro power in a strong chief executive. A referendum in 1972, which included partial district representation on the Board of County Commissioners, failed because it was coupled with strengthened powers of the mayor. When charter drafters composed a new form of government, despite their "good government" sentiments, they had to consciously take into consideration the views and sentiments of the public to ensure passage.

In Indianapolis, Nashville and Jacksonville, cities and counties were consolidated to a much greater degree into a centralized government. The legislative process involves an interaction between the executive and legislative branches with checks and balances on each. Yet, even in these three cities, budgetary authority of the executive, a reliable indicator of executive power, varies. In Indianapolis, the mayor's power is limited by the fact that he cannot impact directly upon over half of the budget. This restriction on mayoral power may, in turn, impact upon the mayor's working majority in the council. Mayor Hudnut is presently experiencing difficulty in assuring a majority of the City-County Council in support of his legislative proposals.

In Nashville and Jacksonville, the mayors have much more authority to propose and veto portions of the budget. The mayor of Jacksonville is not encumbered with restrictions in the exercise of his line item veto and the mayoral budget in Nashville can become law automatically if the council fails to act. In Nashville and Jacksonville, the mayors are justifiably held responsible for their fiscal policies by the voters of the county.

With respect to the election or appointment of the Chief Executive Officer, the non-elective status of the chief executive officer in a council/manager form of government tends to limit his executive power since he serves at the pleasure of the legislative body. The county manager may better be described as a chief administrative officer of the county rather than as its chief executive officer.

In Indianapolis, Nashville and Jacksonville, the mayors act as chief executive officers. They all have a political base of power from which to propose policy because they are elected by

the people. The limitation on consecutive terms of office for the mayor is always an issue. It is not at all clear at which point the power and continuity accruing from consecutive terms ceases to be of benefit to the community and becomes a source of concern over "loss of touch" with the people.

b. The General Legislative Process

The mayors of Indianapolis, Nashville and Jacksonville, all operate as duly elected executives who formulate policy and submit proposed legislation to the councils. The advocating of certain bills or ordinances occurs in these cities in much the same manner as at the Federal level. After the proposed legislation is submitted to the council, draft bills are referred to the committee with jurisdiction over the issue. Following committee deliberations, the council may approve, disapprove or amend a piece of legislation which is in turn, subject to mayoral veto. The veto powers of the mayor are limited in such areas as the internal operation of the councils.

The Metro Dade county manager is strictly concerned with the administrative operation of the County, and his input to policy formulation is limited. The county manager has no authority to approve or disapprove measures passed by the Board of County Commissioners. The manager is also seen as an administrative arm of the legislative body, since his authority comes from the Board of County Commissioners rather than the voters of the County. Although he may make informal recommendations as to the efficient and effective operation of the government, the manager does not have a political base of power from which to lobby for changes or improvements.

c. The Budgetary Process

The budgetary process is, perhaps, the most important example of legislative-executive checks and balances. In the case of Dade County, the manager recommends to the board a "proposed budget presenting a complete financial plan, including capital and operating budgets for the ensuing fiscal year." The county commissioners, including the mayor as the titular head, appropriate such funds as they deem necessary. No further checks or balances on the system exist.

The procedure in Indianapolis, Nashville and Jacksonville is considerably different. After the finance director has developed a budget for the portions of the city-county government that fall under the purview of the executive branch, the proposed financial plan is submitted to the mayor. The mayor, as chief executive, will increase or reduce the budget to reflect his priorities and then submit his budget to the council. The legislative body, after the appropriate public hearings, formal mark-up procedures, and line item review of the executive budget, passes an appropriations bill or ordinance of its own. This legislation may or may not coincide with the funding levels established in the executive budget. The appropriation passed by the council is sent back to the mayor who reviews the legislative financial package. Mayors in Indianapolis, Nashville and Jacksonville may veto a portion or line item of the appropriations bill (with various restrictions) and return that portion of the budget bill to the legislative body. If the council musters a two-thirds vote to override the mayoral veto, the appropriations levels established by the legislative body become law.

Although the budgetary processes in Indianapolis, Nashville and Jacksonville are similar, the actual executive power over funds in the three cities varies. The mayor of Indianapolis has,

perhaps, the most limited power over appropriation levels. Of the approximate 370 million dollar budget, the mayor can impact upon only half of these funds. The mayor does not have the power to propose or veto funds in the following two significant areas of the City-County budget:

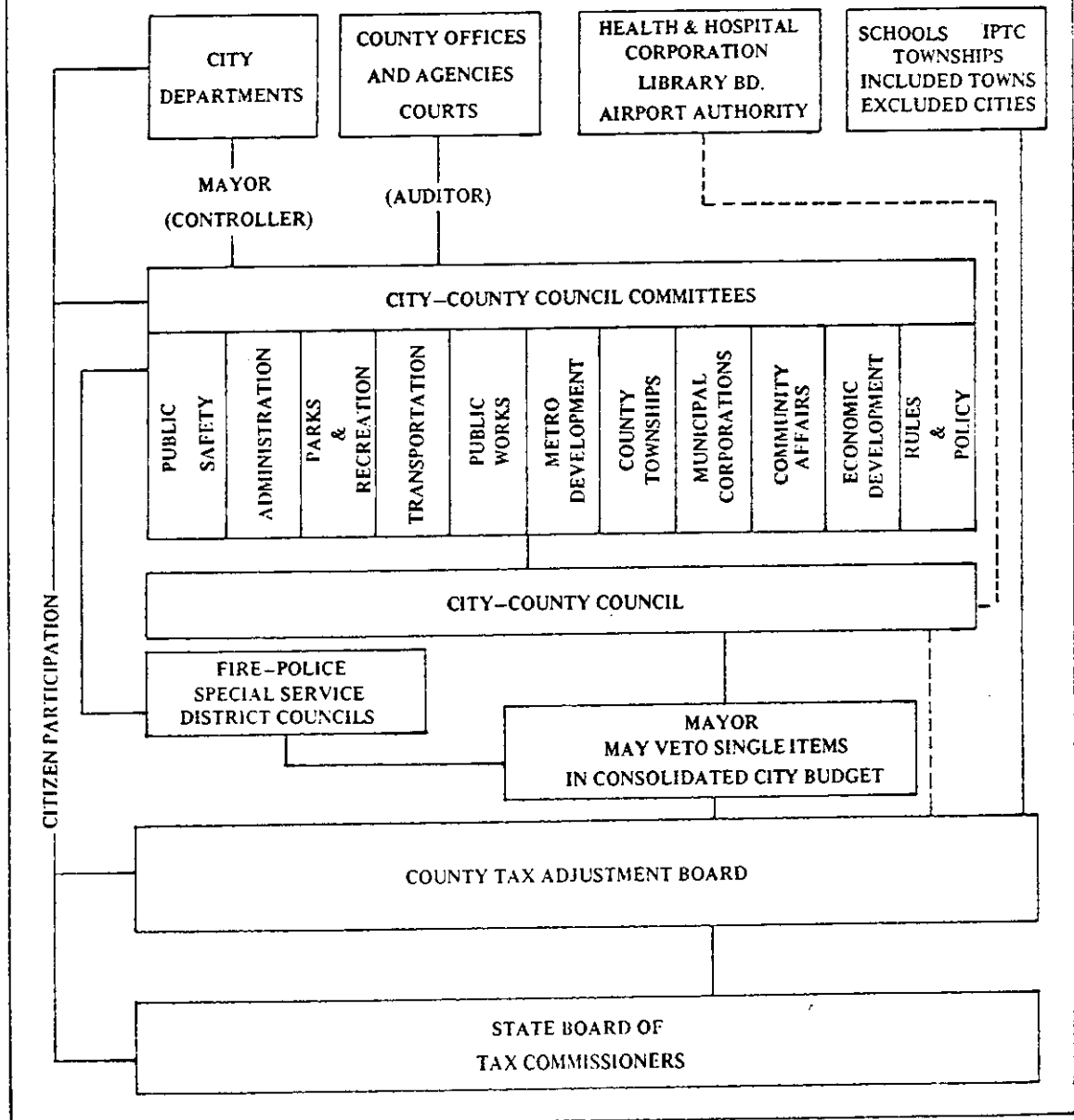
- Independent corporations (including schools), and
- Elected County officials.

The numerous "independent" or municipal corporations that exist in Indianapolis submit budgets to the City-County Council. The 11 school districts which are operated by independent and elected school boards comprise approximately one-quarter of the total budget. Elected County officials, such as the Tax Assessor and the Sheriff, also submit budgets to the Council and are only required to report expenditures to the mayor. The mayor's budget, therefore, covers only the central government and the six administrative departments of Unigov; and he has veto powers only over those portions of the budget. Exhibit V.A.1 summarizes the flow of budget requests in Indianapolis-Marion County.

The mayor of Nashville has much greater control over the budget process. When the mayor submits a budget to the Metro Council on May 15, the Council must act upon the budget before June 30 or the mayor's budget becomes law. In 1967, Mayor Beverly Briley had proposed tax increases over the objections of the Council. Briley suggested to the Council that it not act upon the mayoral budget and he would assume political responsibility for the imposition of unpopular taxes. Although, the Council did not take Briley's suggestion, it was a very real possibility. When the Council acts upon the mayor's budget, he may, in turn, reduce or disapprove "any one or more items or parts of items in any ordinance appropriating money, except for

EXHIBIT V.A.1

FLOW OF BUDGET REQUESTS IN MARION COUNTY





debt service, employee benefits or independent audits." Both the mayor and the Council have the right to reduce the school budget. However, the School Board, by two-thirds vote, may call a citizens' referendum on the issue, propose an addition of funds to the school budget and with public approval, overrule the executive and legislative branches.

In Jacksonville, although the School Board and the independent agencies submit budgets to the Council, the mayor has no limitations upon his veto authority. The mayor may "disapprove the sum of money appropriated by any one or more items, or parts of items in any ordinance appropriating money for the use of the consolidated government or any independent agency." In addition, once funds have been appropriated, the charter allows the mayor to (1) transfer appropriated funds within organizations, and (2) to transfer funds appropriated between the GSD and the USD.

d. The Appointment of a Manager as Chief  
Executive Officer

Because the mayor of Dade County serves as the chairman of the Board of County Commissioners, and performs only the ceremonial functions of a mayor, he is not, in fact, a chief executive officer.

The Dade County Charter requires the Board of Commissioners to appoint "a county manager who shall be the chief executive officer and head of the administrative branch of county government." The Board is responsible for establishing the manager's salary and the manager need not be a resident of the County or State. Subject to Civil Service requirements, the Dade county manager has the authority to appoint and suspend an administrative department head of the government with approval of the

Board. The manager is responsible to the Board for the operation of all administrative units and for carrying out the Board policies. Since the county manager is not an elected office in a council/manager form of government, he has no direct political base upon which to rely. The manager serves at the pleasure of the Board of County Commissioners and, as such, his position is tenuous.

e. The Election of a Mayor as Chief Executive Officer

The elected mayors of Indianapolis, Nashville and Jacksonville are the chief executive officers of the consolidated governments. Indianapolis elects a mayor every four years in a county-wide election. The mayor of Indianapolis by law, must be at least a five-year resident of the consolidated city and at least 21 years of age. The mayor's salary is fixed by the City-County Council. Significantly, he cannot serve more than two consecutive four-year terms.

In Nashville, the mayor is also elected by the entire County to four-year terms. He must be at least 30 years of age and a resident of the area of metropolitan government for at least three years. The mayor is compensated at the rate of \$25,000 per year. The Nashville mayor can serve three consecutive terms or a total of 12 years before he must step down. Beverly Briley, the first Mayor of the consolidated City of Nashville-Davidson County, served for a full three terms.

The mayor of Jacksonville must be a resident of Duval County for at least five years and be a qualified elector before he assumes office. The mayor is elected for four-year terms, cannot succeed himself more than once, and is compensated at a rate of \$30,000 per annum.

The restriction placed upon the mayor's term of office is, perhaps, the most important limitation imposed upon the chief executive with respect to the election process. In all three cities with mayor/council forms of consolidated government, the first chief executive officer elected by the people served for the full complement of terms. In Indianapolis and Jacksonville, the first mayor was elected twice\* and Briley was elected three times. Observers of the Nashville government suggest that the length of time that the mayor remains in office may make him more insulated from the wishes of the people and the mood of the Council. Undoubtedly, as a chief executive becomes more entrenched in a system, his power increases.

For example, by the time the mayor in Nashville begins his third term of office, he will have had the opportunity to appoint most of the members of the "independent" boards and commissions and, therefore, increased his political base of support within the government. In his third term of office, critics of Beverly Briley accused him of "high-handed" action. They claimed he had lost touch with the legislative branch, an observation born out by the fact that it became increasingly difficult for the Mayor and the council to compromise on issues.

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\*Hans Tanzler, in Jacksonville, is still serving his second term.

2. Issue: How Does the Organization and Administration of the Executive Branch Affect Executive Authority?

The administrative units of the Executive Branch of the four cities studied take two major forms: (1) departments of the Executive Branch, and (2) independent bodies such as boards, commissions and authorities. All of the cities visited use the two forms to a varying degree.

The chief executive of the consolidated governments has appointment powers over department heads and division chiefs, operational control over the departments, and the power to set spending limits, although the legislative body shares executive authority, particularly in the budgetary process.\* The mayor or county manager has a cabinet relationship to department heads and, through them, is responsible for the administrative operation of government.

The second major operational unit of the Executive Branch is the "independent body." The use of boards and commissions to carry out certain functions imposes limitations on the power of the chief executive officer of the consolidated government. Naturally, the extent to which these boards are employed, who appoints the members, and what services they provide for the government, affect the limitations imposed on executive authority.

Summary

In Dade County, the appointed county manager has the responsibility for administering orders, rules and regulations

\*In Dade County, the Board of Commissioners has total authority over the budget after it is submitted by the county manager.

promulgated by the thirty departments of the Metropolitan government. The county manager is also responsible for the hiring and firing of department heads. The power and administrative authority of the county manager has increased since 1957. Many present departments of Dade County, such as the Seaport, were once semi-autonomous authorities within the two-tier government.

On the other hand, the continued use of six boards in Miami-Dade does minimize executive authority in that the members of the boards or authorities are appointed in most cases by the Board of County Commissioners rather than the county manager.

In Indianapolis, the administration of local government is extremely fragmented. Although the mayor, as the chief executive officer, is responsible for the administrative operation of the six departments, he must share policy-making authority with four boards and one commission in the areas of metropolitan planning, public safety, transportation, public works, and parks and recreation. The mayor, City-County Council, and County Commission each appoint a specific number of members to the boards and commissions.

In addition, independent municipal corporations are run by boards, commissions or authorities appointed jointly by the mayor and the City-County Council. The use of these independent corporations weakens the influence of the mayor in that: (1) in most cases, the terms of the members of the boards, commissions and authorities are staggered; and (2) the mayor cannot decrease or increase budget appropriations for the independent corporations.

In Nashville, the mayor has the traditional administrative power and authority over the ten departments of the Metropolitan government. The influence of the mayor is minimized, however, by the 30 boards, commissions and authorities that perform advisory, regulatory and policy-making functions for the government.

Members are chosen almost exclusively by the mayor with confirmation by the Council and they serve for an average of four to six years. Although the appointment of members to staggered terms again weakens the mayor's authority, election of the mayor to three consecutive terms provides the opportunity to appoint a majority of the board, commission and authority members. Nashville is the only area studied which allows the mayor to run for election for three consecutive terms of office.

In Jacksonville, the mayor is granted administrative powers over the nine departments of the consolidated government. The mayor is also responsible for appointing many of the members to the boards, commissions and authorities that provide services to the consolidated government. In some instances, the appointment powers of the mayor are shared by the Governor of Florida and the City Council. Again, the requirement that terms of office be staggered, diffuses executive power in certain fundamental areas--for example, the provision of electric power, health services and county expressways.

The following provides additional detail on the organization of administrative functions in the four governments studied.

a. Miami-Dade

The 1957 Dade County Charter established the following departments of the federated system:

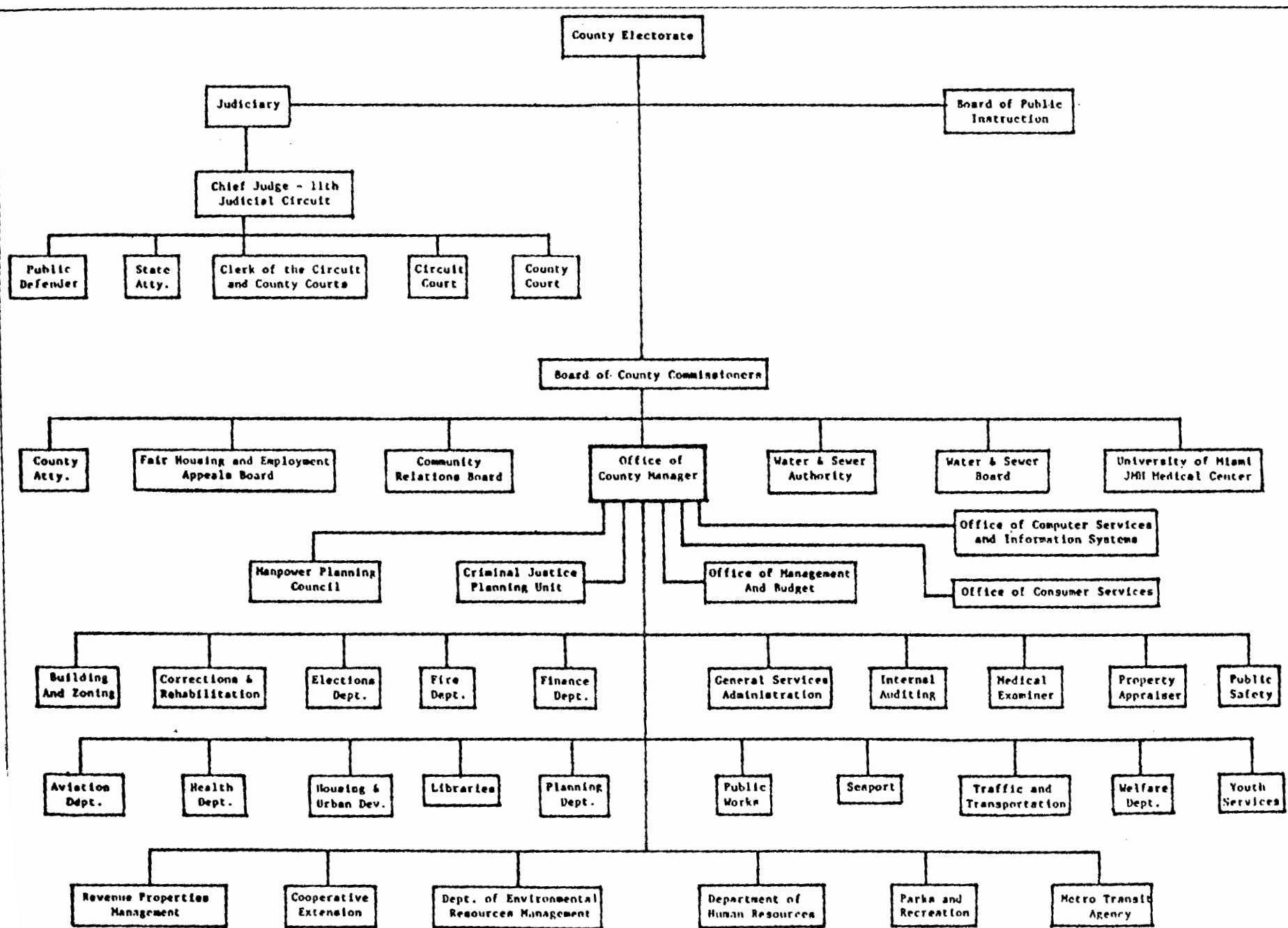
- Finance Department;
- Personnel Department;
- Planning Department; and
- Law Department.

The Dade county manager has the power to "issue and place into effect, administrative orders, rules, and regulations," and is responsible for the operation, including hiring and firing, of the departments. His actions may be countermanded, however, by the Board of County Commissioners.

The number of departments in Dade County have increased considerably since 1957. (See Exhibit V.A.2. for an organization chart of the Metropolitan government.) The departments of county government now include:

- Building and Zoning;
- Corrections and Rehabilitation;
- Elections;
- Fire;
- Finance;
- General Services Administration;
- Internal Auditing;
- Medical Examiner;
- Property Appraiser;
- Public Safety;
- Aviation;
- Health;
- Housing and Urban Development;
- Libraries;
- Planning;
- Public Works;
- Seaport;
- Traffic and Transportation;

## THE METROPOLITAN GOVERNMENT OF DADE COUNTY





- Welfare;
- Youth Services;
- Revenue, Properties and Management;
- Cooperative Extension;
- Environmental Resources Management;
- Human Resources;
- Parks and Recreations; and
- Metro Transit.

Exhibit V.A.3. also depicts seven advisory, regulatory and policy-making boards within the Metropolitan government structure and their functions, membership, membership terms and methods of appointment.

b. Indianapolis

The executive branch of the Indianapolis government is composed of the elected mayor and six departments. The departments and a brief description of their functions are as follows:

- The Department of Administration - The functions of the controller, personnel office, purchasing departments, legal departments, and data processing services are performed by this Department.
- The Department of Metropolitan Government - This Department is responsible for general housing and development functions including housing, code enforcement, buildings, urban renewal, and planning and zoning.
- The Department of Parks and Recreations - The Parks and Recreations Department is responsible for 130 properties in Marion County covering 8,000 acres. The facilities include nine golf courses, 27 community centers, ten swimming pools, five ice-skating rinks, baseball diamonds, horseshoe pits, tennis and basketball courts.

EXHIBIT V.A.3  
MIAMI-DADE BOARDS, COMMISSIONS OR AUTHORITIES

<u>Boards, Commissions, Authorities</u>	<u>Number of Members</u>	<u>Appointment Power to the Board, Commission, or Authority</u>	<u>Term of Service</u>	<u>Duties</u>
1. Fair Housing and Employment Appeals Board	9 members	Members appointed by the Board of County Commissioners	Range of 1 - 3-year staggered terms	<ul style="list-style-type: none"> <li>o Investigates housing and employment discrimination charges.</li> <li>o Serves as appeals board for individuals who receive finding of cause.</li> <li>o Levies fines for non-compliance.</li> </ul>
2. Community Relations Board	30 members	Steering Committee of the Community Relations Board submits a list of names to Board of County Commissioners from which the Commissioners select members.	1, 2 or 3-year staggered terms	<ul style="list-style-type: none"> <li>o Fosters mutual understanding between socioeconomic and ethnic groups.</li> <li>o Advises other departments and agencies.</li> </ul>
3. Water and Sewer Authority	7 members	The Authority submits a list of names to the Board of County Commissioners from which the Commissioners select members.	5-year staggered terms	<ul style="list-style-type: none"> <li>o Operates public water and sewer facilities in the county.</li> </ul>
4. Water and Sewer Board	7 members	Members appointed by the Board of County Commissioners.	4-year staggered terms	<ul style="list-style-type: none"> <li>o Regulates privately-owned water and sewer utilities.</li> <li>o Sets rates and service delivery standards for private utilities.</li> </ul>
5. University of Miami Medical Center (Jackson Memorial Hospital)	15 (including 6 ex officio members) members	Trustees appointed by the Board of County Commissioners.	3-year staggered terms	<ul style="list-style-type: none"> <li>o Serves as governing board to the Jackson Memorial Hospital Center.</li> </ul>
6. Manpower Planning Council	40 members	Board of County Commissioners submits a list of names from which the consortium or council selects its members.	1 - 2-year terms	<ul style="list-style-type: none"> <li>o Makes recommendations on programatic issues, target groups and activities.</li> <li>o Task forces study issues such as business participation in government, new training programs, and estimated demand in Dade County for services.</li> </ul>
7. Miami-Dade School Board	7 members	2 members are elected at-large and 5 members are elected by district in non-partisan elections.	4-year staggered terms	<ul style="list-style-type: none"> <li>o Is responsible for the operation of the public school system.</li> </ul>

- o The Department of Public Safety - The Department is responsible for police and fire protection, civil defense, and weights and measures.
- o The Department of Public Works - The Department is responsible for the operation of a sewage system, regular trash and garbage collection, water purification, and flood control.
- o The Department of Transportation - Road, street and mass transit responsibilities rest with the Department.

Exhibit V.A.4. shows the organization of the six Unigov departments, the divisions within each department and the boards and commissions which relate to the departments.

Exhibit V.A.5. describes the boards, commissions and authorities that perform advisory, regulatory and policy-making functions in Indianapolis.

c. Nashville

When the consolidated government of Nashville was formed, the administrative functions of the government were assumed by ten separate departments. The departments and a brief description of their functions are:

- o The Aviation Department - The Aviation Department is charged with the responsibility for promotion and development of Nashville's commerce and industry through air transportation. The Nashville metropolitan airport comes under the jurisdiction of the Department of Aviation.
- o The Civil Defense Department - The Civil Defense Department is headed by a director with Civil Service status. The Department is responsible for planning and execution of all emergency functions required in case of enemy attack or natural disaster. The functions include fire service, rescue, police, communications, radiation information, warning, emergency welfare, emergency transportation, and temporary restoration of public utilities.

**UNIGOV ORGANIZATION CHART  
CONSOLIDATED GOVERNMENT FOR INDIANAPOLIS -- MARION COUNTY**

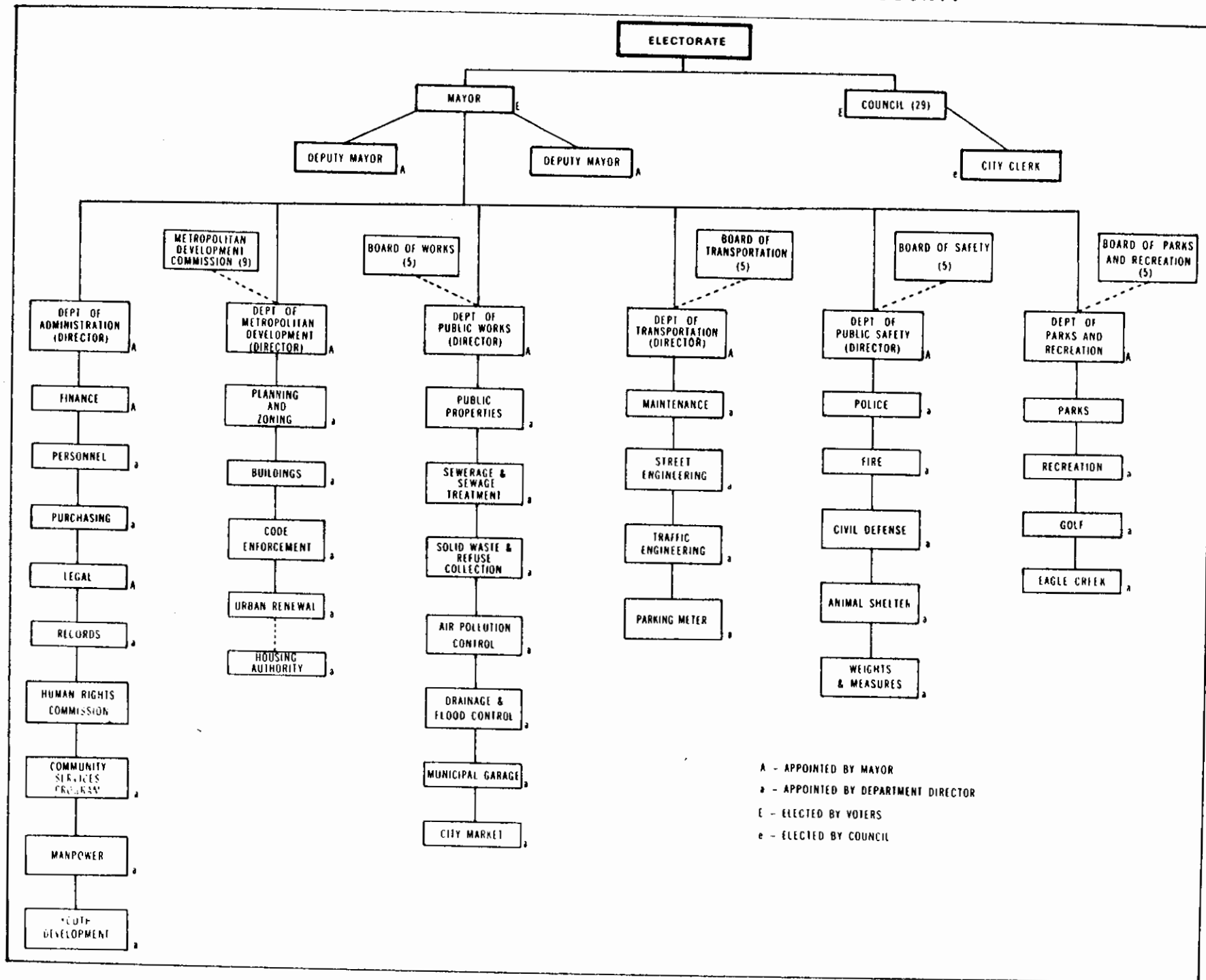


EXHIBIT V.A.5  
INDIANAPOLIS-MARION BOARDS, COMMISSIONS OR AUTHORITIES

<u>Boards, Commissions, Authorities</u>	<u>Number of Members</u>	<u>Appointment Power to the Board, Commission, or Authority</u>	<u>Term of Service</u>	<u>Duties</u>
1. Metropolitan Development Commission	9 members	4 members are appointed by the mayor (no more than two of whom may belong to the same political party); 3 members are appointed by the City-County Council (no more than two of whom may belong to the same political party); 2 members are appointed by the Board of County Commissioners (each of whom must belong to different political parties).	1-year term	<ul style="list-style-type: none"> <li>o Is responsible for area-wide planning and redevelopment.</li> <li>o Enforces its action.</li> <li>o Grants zoning variances.</li> <li>o Submits proposed zoning ordinances to Council.</li> </ul>
2. Board of Parks and Recreations	5 members	2 members are appointed by the mayor; 2 members are appointed by City-County Council and the Director of the Department is automatically the presiding officer.	1-year term	<ul style="list-style-type: none"> <li>o Reviews budget prepared for the department and budget revisions or adjustments submitted to the City-County Council.</li> <li>o Establishes building and sinking funds.</li> <li>o Approves, awards and amends department contracts.</li> </ul>
3. Safety Board	5 members	2 members are appointed by the mayor; 2 members are appointed by City-County Council and the Director of the Department is automatically the presiding officer.	1-year term	<ul style="list-style-type: none"> <li>o Makes public safety policy and management suggestions to the Department Director.</li> <li>o Reviews budget prepared for the department and budget revisions or adjustments submitted to the City-County Council.</li> <li>o Approves, awards and amends department contracts.</li> </ul>
4. Board of Public Works	5 members	2 members are appointed by the mayor; 2 members are appointed by City-County Council and the Director of the Department is automatically the presiding officer.	1-year term	<ul style="list-style-type: none"> <li>o Reviews budget prepared for the department and budget revisions or adjustments submitted to the City-County Council.</li> <li>o Approves, awards and amends department contracts.</li> </ul>

EXHIBIT V.A.5 (Continued)  
INDIANAPOLIS-MARION BOARDS, COMMISSIONS OR AUTHORITIES

<u>Boards, Commissions, Authorities</u>	<u>Number of Members</u>	<u>Appointment Power to the Board, Commission, or Authority</u>	<u>Term of Service</u>	<u>Duties</u>
5. Transportation Board	5 members	2 members are appointed by the mayor; 2 members are appointed by City-County Council and the Director of the Department is automatically the presiding officer.	1-year term	<ul style="list-style-type: none"> <li>o Determines construction and reconstruction projects necessary for the public welfare.</li> <li>o Draws up plans, specifications and cost justifications for these projects.</li> <li>o Reviews budget prepared for department and budget revisions or adjustments submitted to the City-County Council.</li> <li>o Approves, awards and amends department contracts.</li> </ul>
6. Health and Hospital Corporation	6 members	3 trustees are appointed by the mayor and 2 trustees are appointed by the City-County Council.	4-year staggered terms	<ul style="list-style-type: none"> <li>o Promotes improved public health.</li> <li>o Operates and manages tax-supported hospitals and clinics.</li> <li>o Enforces health laws.</li> <li>o Tracks births and deaths.</li> <li>o Conducts school health programs.</li> </ul>
7. Capital Improvements Board	5 members	3 members are appointed by the mayor and 2 members are appointed by the City-County Council.	2-year staggered terms	<ul style="list-style-type: none"> <li>o Acts as trustee of the civic center and all construction projects for the purpose of civil improvement.</li> </ul>
8. Airport Authority	4 members	3 members are appointed by the mayor and 1 member is appointed by the City-County Council.		<ul style="list-style-type: none"> <li>o Operates and maintains the airport facilities.</li> </ul>
9. County Department of Public Welfare	5 members	Members are appointed by the Circuit Judge	4-year terms	<ul style="list-style-type: none"> <li>o Administers welfare assistance, i.e. aid to dependent children (emergency or 60-90 day relief is provided by the townships in the form of "poor relief.")</li> </ul>

- The Department of Codes Administration - The Department has total responsibility for enforcing the laws, ordinances and regulations relating to weights and measures, electrical installations, building and construction, plumbing, the Housing and Building Codes, and the Zoning Codes. The Department collects fees for building, electrical and plumbing inspections. The Metropolitan Housing Code provide minimum standards for such functions as plumbing and heating.
- The Finance Department - The Metropolitan Finance Department, headed by a financial director, administers the financial affairs of the metropolitan government and supervises the Divisions of Accounts, Budget, Public Property Administration, Purchases, and Treasury.
- The Fire Department - The Fire Department is responsible for protecting life and property against fire within the Urban Service District and governmental institutions in the General Service District.
- The Department of General Services - The purpose of the Department is to relieve the various departments of many secondary responsibilities such as the maintenance of vehicles, reproduction and printing, communications, maintenance of facilities and minor construction within the various governmental buildings of the metropolitan government.
- The Department of Law - The Department of Law is responsible for the supervision and control of all legal work of the metropolitan government (except for that of the Electric Power Board, which has its own counsel). The duties of the Department include furnishing legal advice to the mayor, the council, all officers of the metropolitan government, the departments, boards and commissions. The Department represents the metropolitan government in all litigation and approves all contracts, bonds, deeds, and the like to which the government is a party.
- The Police Department - The Department, which is headed by the Chief of Police, is responsible for the preservation of the public peace, prevention and detection of crime, apprehension of criminals, protection of personal property rights, and enforcement of state, criminal laws and the metropolitan laws.
- The Public Works Department - The duties of the Department of Public Works include design, contracts, maintenance and cleaning of roads, highways, streets,

alleys and storm sewers and constructing of capital improvement projects of the metropolitan government.

- The Department of Water and Sewerage Services - The Department of Water and Sewerage constructs, operates, and maintains all water and sanitary sewer facilities of the metropolitan government and collects all charges for the use of such facilities.

Exhibit V.A.6. depicts the organization of the Metropolitan government of Nashville and Davidson County. The exhibit indicates the 10 administrative departments and the many boards, commissions and agencies within the government.

Eighteen of the 33 boards, commissions and agencies which function within the Metropolitan government are described in Exhibit V.A.7.

d. Jacksonville

The consolidated government of Jacksonville has nine executive departments, and 18 boards and authorities. The following is a list of the administrative departments and a brief description of their functions:

- The Department of Finance - The Finance Department is responsible for the administration of the financial affairs of the consolidated government. The Finance Department includes budget, accounting, and treasury divisions.
- Central Services Department - The Central Services Department includes the personnel, purchasing, legal services, motor pool, data processing, and public relations divisions. The Director of the Central Services Department has responsibility for the management, operation and control of all of the central services established by the consolidated government and furnished to the independent agencies.
- The Health and Welfare Department - The Health and Welfare Department administers the health and welfare



## STRUCTURE

THE METROPOLITAN GOVERNMENT  
OF  
NASHVILLE AND DAVIDSON COUNTY, TENNESSEE

## EXECUTIVE

Metropolitan County Mayor

## DEPARTMENTS

Aeriation

Civil Defense

Code Administration

Finance

Fire

General Services

Law

Police

Public Works

Water and Sewerage Services

Wine and Whiskey Supervision

## BOARDS, COMMISSIONS, AGENCIES

Building Code Appeals Board

Metropolitan Board of Electrical Examiners &amp; Appeals

Metropolitan Board of Housing Code Appeals

Metropolitan Board of Plumbing Examiners &amp; Appeals

Metropolitan Action Commission

Agricultural Extension Board

Nashville Municipal Auditorium Commission

Metropolitan Beautifical Commission

Bear Farm Board

Civil Service Commission

## BOARDS, COMMISSIONS, AGENCIES

Metropolitan Board of Education

Electric Power Board

Employee Benefit Board

Board of Equalization

Metropolitan Board of Fair Commissioners

Farmers Market Board

Metropolitan Board of Health

Historical Commission of Metro Nashville &amp; Davidson Co.

Metropolitan Board of Hospitals

Nashville Housing Authority

Human Relations Commission

## BOARDS, COMMISSIONS, AGENCIES

Metropolitan Industrial Development Board

Public Library Board

Metropolitan Board of Parks &amp; Recreation

Metropolitan Planning Commission

Public Records Commission

Taxicab Licensing Board

Metropolitan Traffic &amp; Parking Commission

Metropolitan Transit Authority

Metropolitan Wage Determination Board

Metropolitan Welfare Commission

City of Nashville Board of Zoning Appeals

Davidson County Board of Zoning Appeals

## LEGISLATIVE

Metropolitan County Council

Urban Council

## JUDICIAL

Metropolitan Courts  
Divisions I, II, IIIChancery Courts  
Parts I, II

Quarterly County Court

Circuit Courts  
Parts I, II, III, IV, V, VI

County Probate Court

Criminal Courts  
Parts I, IIGeneral Sessions Courts  
Parts I, II, III, IV, V, VI

Juvenile Court

EXHIBIT V.A.7  
EIGHTEEN OF THE THIRTY-THREE NASHVILLE-DAVIDSON BOARDS, COMMISSIONS OR AUTHORITIES

<u>Boards, Commissions, Authorities</u>	<u>Number of Members</u>	<u>Appointment Power to the Board, Commission, or Authority</u>	<u>Term of Service</u>	<u>Duties</u>
1. Building Code Appeals Board	7 members	Members are appointed by the mayor and confirmed by the Council (the membership must include: civil or construction engineer, architect, building construction representative and representatives of labor and business or finance).	4-year staggered terms	<ul style="list-style-type: none"> <li>Hears appeals from rulings of the Director of the Department of Codes Administration where the owner feels the code provisions do not apply, have been misinterpreted, or produce undue hardship.</li> </ul>
2. Housing Code Appeals Board	5 members	Members are appointed by the mayor and confirmed by the Council (the membership must include: civil or construction engineer, architect, building construction representative and representatives of labor and business or finance).	5-year staggered terms	<ul style="list-style-type: none"> <li>Hears appeals from rulings of the Director of the Department of Codes Administration where the owner feels the code provisions do not apply, have been misinterpreted, or produce undue hardship.</li> </ul>
3. Electrical Examiners and Appeals	7 members	Members are appointed by the mayor and confirmed by the Council (the membership must include: civil or construction engineer, architect, building construction representative and representatives of labor and business or finance).	4-year staggered terms	<ul style="list-style-type: none"> <li>Hears appeals from rulings of the Director of the Department of Codes Administration where the owner feels the code provisions do not apply, have been misinterpreted, or produce undue hardship.</li> </ul>
4. Plumbing Examiners and Appeals	7 members	Members are appointed by the mayor and confirmed by the Council (the membership must include: civil or construction engineer, architect, building construction representative and representatives of labor and business or finance).	4-year staggered terms	<ul style="list-style-type: none"> <li>Hears appeals from rulings of the Director of the Department of Codes Administration where the owner feels the code provisions do not apply, have been misinterpreted, or produce undue hardship.</li> <li>Considers applicants for licenses as plumbers and electricians.</li> </ul>
5. Civil Service Commission	5 members	Members are appointed by the mayor and confirmed by the Council (the membership of the Committee must include: a practicing lawyer, a representative of business or industry and a labor representative).	5-year staggered terms	<ul style="list-style-type: none"> <li>Develops and fosters services in the Metropolitan government based on open competitive examinations with advancement or merit.</li> </ul>

EXHIBIT V.A.7 (Continued)  
EIGHTEEN OF THE THIRTY-THREE NASHVILLE-DAVIDSON BOARDS, COMMISSIONS OR AUTHORITIES

<u>Boards, Commissions, Authorities</u>	<u>Number of Members</u>	<u>Appointment Power to the Board, Commission, or Authority</u>	<u>Term of Service</u>	<u>Duties</u>
6. Board of Education	9 members	Members (1 from each of the 9 school districts) are appointed by the mayor and confirmed by 2/3 vote of the entire Council.	6-year staggered terms	<ul style="list-style-type: none"> <li>• Operates and maintains efficient and accredited comprehensive schooling.</li> </ul>
7. Board of Health	5 members	Members are appointed by the mayor and confirmed by the Council (three of the members must be doctors of medicine certified by the Tennessee Board of Medical Examiners; one of these doctors must have special training, practice and psychiatric medicine).	5-year staggered terms	<ul style="list-style-type: none"> <li>• Controls communicable diseases.</li> <li>• Operates clinics.</li> <li>• Inspects foods.</li> <li>• Inspects nursing homes.</li> <li>• Provides day care centers.</li> <li>• Operates hospitals.</li> </ul>
8. Housing Authority	5 members	Members are appointed by the mayor and confirmed by the Council.	5-year staggered terms	<ul style="list-style-type: none"> <li>• Authorizes clearing of slums or blighted areas.</li> <li>• Provides homes for low income families.</li> <li>• Replans or redevelops obsolete areas for housing, business and industry.</li> </ul>
9. Human Relations Commission	15 members	Members are appointed by the mayor and confirmed by the Council (members must represent social, economic, religious, cultural, ethnic and racial groups in Nashville-Davidson).	2-year staggered terms	<ul style="list-style-type: none"> <li>• Receives complaints, initiates investigations, and recommends methods for elimination of discrimination.</li> </ul>
10. Board of Hospitals	7 members	Members are appointed by the mayor and confirmed by the Council (members must include 3 experienced doctors of medicine, with one trained in psychiatry, and a registered nurse).	5-year staggered terms	<ul style="list-style-type: none"> <li>• Sets policies for the two municipally-owned hospitals.</li> <li>• Reviews actions of hospital administrators on significant issues.</li> <li>• Administers care of indigent patients.</li> <li>• Confirms hiring of hospital administrators by the Director.</li> </ul>
11. Public Library Board	7 members	Members are appointed by the mayor and confirmed by the Council.	7-year staggered terms	<ul style="list-style-type: none"> <li>• Expends money appropriated for the library and money collected from fines or received from other sources.</li> <li>• Approves all building sites.</li> <li>• Accepts gifts, bequests, and contributions from public and private sources.</li> </ul>

EXHIBIT V.A.7 (Continued)  
EIGHTEEN OF THE THIRTY-THREE NASHVILLE-DAVIDSON BOARDS, COMMISSIONS OR AUTHORITIES

<u>Boards, Commissions, Authorities</u>	<u>Number of Members</u>	<u>Appointment Power to the Board, Commission, or Authority</u>	<u>Term of Service</u>	<u>Duties</u>
12. Board of Parks and Recreations	7 members	5 members are appointed by the mayor and confirmed by the Council, 1 member is from the Planning Commission and 1 member is from the Board of Education.	5 members appointed by the mayor serve 5-year staggered terms; other members serve 1-year terms.	<ul style="list-style-type: none"> <li>• Supervises, controls and operates the parks and recreation system.</li> </ul>
13. Planning Commission	8 members and 2 ex officio members - the mayor and the Chairman of the Metropolitan Council Committee on Planning and Zoning.	Members are appointed by the mayor and confirmed by the Council.	4-year staggered terms	<ul style="list-style-type: none"> <li>• Develops over-all long-range plans for the growth and development of the county.</li> </ul>
14. Electric Power Board	5 members	Members are appointed by the mayor and confirmed by the Council.	5-year staggered terms	<ul style="list-style-type: none"> <li>• Operates and maintains the public power system for the county.</li> </ul>
15. Traffic and Parking Commission	9 members	7 members are appointed by the mayor and approved by the Council and 1 member is the Chief of Police.	1-year terms	<ul style="list-style-type: none"> <li>• Makes roads, streets and other public ways safe for all users.</li> <li>• Facilitates the traffic flows.</li> </ul>
16. Metropolitan Transit Authority	5 members	2 members are appointed by the mayor and confirmed by the council and the other 3 members include: the Chief of Police, the traffic engineer, and the Metropolitan clerk.	5-year staggered terms	<ul style="list-style-type: none"> <li>• Serves as a municipal regulatory agency.</li> <li>• Establishes bus routes and schedules.</li> <li>• Adjusts transit fares for the 3 companies.</li> <li>• Places a limitation on earnings by establishing a fair and reasonable relationship between the expenses and gross revenues.</li> </ul>
17. Welfare Commission	7 members	Members are appointed by the mayor and approved by the Council.	5-year staggered terms	<ul style="list-style-type: none"> <li>• Administers a general assistance program which includes supplying food, clothing, and shelter to indigents on a 60-day basis.</li> <li>• Administers 2 Knowles Homes for the indigent aged and the Children's Home.</li> </ul>

EXHIBIT V.A.7 (Continued)  
EIGHTEEN OF THE THIRTY-THREE NASHVILLE-DAVIDSON BOARDS, COMMISSIONS OR AUTHORITIES

<u>Boards, Commissions, Authorities</u>	<u>Number of Members</u>	<u>Appointment Power to the Board, Commission, or Authority</u>	<u>Term of Service</u>	<u>Duties</u>
18. Board of Equalization	5 members	Members are appointed by the mayor and confirmed by the Council.	2-year terms	<ul style="list-style-type: none"> <li>• Examines and equalizes the assessment of property and merchants' ad valorem assessments.</li> <li>• Publishes increases or decreases if they should occur in assessments.</li> </ul>

functions of the consolidated government. The Department is broken into divisions which include, the Welfare Division, responsible for indigent aide, and the Public Health Division which includes mosquito control and air pollution control.

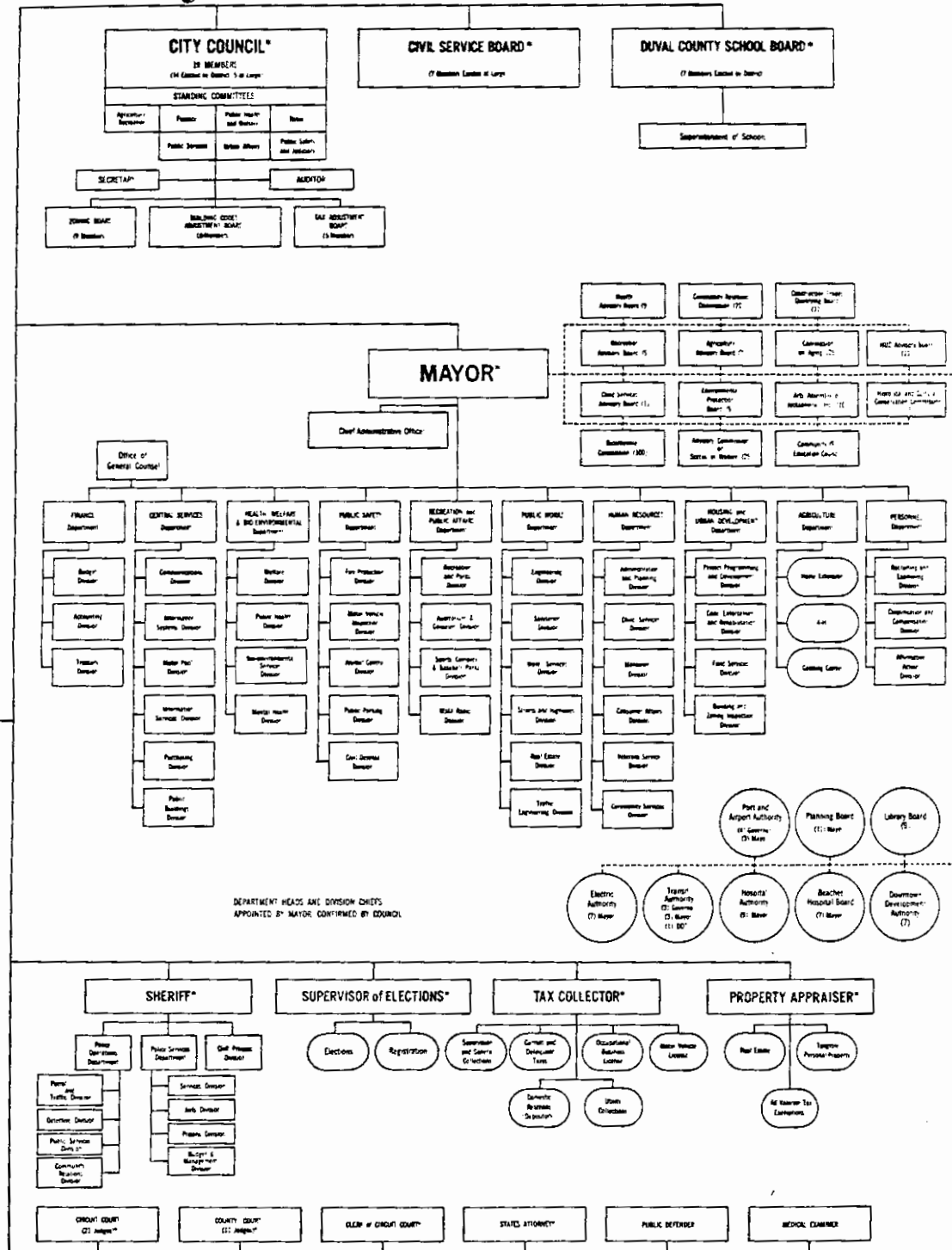
- The Public Safety Department - The Public Safety Department has the general responsibility for police protection, fire protection, building inspection, weights and measures and civil defense.
- The Recreation and Public Affairs Department - The Recreation and Public Affairs Department is responsible for informational facilities and programs established by the consolidated government, the Gator Bowl, Wolfson Baseball Park, Dirky Field, the Coliseum, the Auditorium, and radio broadcasting station facilities.
- The Public Works Department - The Public Works Department is responsible for planning, construction and administration of all public works in the consolidated government. The duties of the Department include planning public works projects, planning and operating the streets and highways, garbage collection and street cleaning, building maintenance, and the operation of central water and sanitary sewer systems.
- The Agriculture Department - The Agriculture Department is responsible for the implementation of Federal and state laws in the area of agriculture.
- The Department of Child Services - The Department is responsible for all child care functions of the consolidated government. The divisions of the Department include the Institutions Division, the Administration and Planning Division, the Training and Professional Services Division, and the Division of Social Services.
- The Housing and Urban Development Department - The responsibilities of the Housing and Urban Development Department include the relocation of displaced persons, elimination of unsafe buildings and structures, and the rehabilitation, conservation and redevelopment of slums or blighted areas in the City of Jacksonville. The heads of the aforementioned Departments are appointed by the mayor of the consolidated City of Jacksonville and approved by the City Council.

Exhibit V.A.8. is an organization chart of the consolidated government. Exhibit V.A.9. describes 13 of the 18 boards, commissions and authorities established by charter.

# EXHIBIT V.A.8

## ORGANIZATION OF THE CONSOLIDATED CITY OF JACKSONVILLE

### City of Jacksonville, Florida



Designed and prepared by the Information Services Division, Department of General Services, Consolidated City of Jacksonville, July 1975

\*ELECTED OFFICIALS



EXHIBIT V.A.9  
THIRTEEN OF THE EIGHTEEN JACKSONVILLE-DUVAL BOARDS, COMMISSIONS OR AUTHORITIES

<u>Boards, Commissions, Authorities</u>	<u>Number of Members</u>	<u>Appointment Power to the Board, Commission, or Authority</u>	<u>Term of Service</u>	<u>Duties</u>
1. Duval County Beaches Public Hospital Board	5 members	Members are appointed by the Governor of Florida and they must reside in the Beach communities.	4-year staggered terms	<ul style="list-style-type: none"> <li>• Sets policy for the Hospital.</li> <li>• Exclusively controls monies collected or paid to the credit of the Hospital Board.</li> <li>• Has the power to purchase a site or construct any hospital building.</li> </ul>
2. Duval County Hospital Authority	7 members	Members are appointed by the mayor and confirmed by the Council.	4-year staggered	<ul style="list-style-type: none"> <li>• Has the power to acquire, hold, construct, improve, maintain, operate and repair hospitals and clinics in Duval.</li> <li>• Provides for construction, reconstruction, improvement and alteration of housing projects.</li> </ul>
3. Planning Board	7 members	Members are appointed by the mayor and confirmed by the Council.	4-year staggered terms	<ul style="list-style-type: none"> <li>• Develops comprehensive plans for the physical and economic development of the county.</li> <li>• Conducts studies; collects and analyzes data prepares maps, charts, and tables to carry out its purpose.</li> <li>• Reviews zoning requests, requests for exceptions, etc. and refers recommendations to the Zoning Board.</li> </ul>
4. Jacksonville Electric Authority (JEA)	7 members	Members are appointed by the Mayor and confirmed by the Council.	4-year staggered terms	<ul style="list-style-type: none"> <li>• Acquires, improves, constructs, maintains the public electrical system.</li> <li>• Regulates and collects rates and charges.</li> </ul>
5. Expressway Authority	5 members (including 1 ex officio member)	2 members are appointed by the Governor of Florida, 2 members are appointed by the mayor and confirmed by the Council, and 1 ex officio member is from the State Road Department.	4-year staggered terms	<ul style="list-style-type: none"> <li>• Acquires, holds, constructs, improves, maintains and operates the expressway system.</li> <li>• Establishes and collects fees, etc. for the services and facilities of the expressway system.</li> </ul>

the two separate school systems hampered the sensible allocation of resources available for public education.

The single school system in Nashville-Davidson permitted the transfer of children from over-crowded schools to those with more space, facilitated the equitable allocation of fiscal resources, improved the ability of the school system to plan for growth, and equalized city and county teachers' salaries.

It might have been more difficult to achieve consolidation of the school systems in Nashville if the superintendents had not both been at the point of retirement. To ease the transition from two systems to a consolidated school system, the charter drafters established an interim School Board composed of the superintendents of both systems, two additional representatives of the City and the County school boards, and three members specified by Private Act of the Tennessee General Assembly. The interim School Board was the only portion of the consolidated government to assume immediate authority after passage of the charter in 1962. The other consolidated government entities were not operative until April, 1963.

The interim School Board lasted for the proscribed term. Presently, the nine-member Board is appointed by the mayor and confirmed by two-thirds vote of the Council. Each member of the Board serves for a six-year, staggered term. The School Board submits a budget and the requisite tax rates to the mayor and the City Council for approval. However, by two-thirds vote, the School Board may call a referendum to increase or reduce the Metro budget as approved by the Council.

4. Issue: How Does Consolidation Affect the Zoning Function?

a. Summary of Findings

Since consolidation, Indianapolis, Nashville and Jacksonville have all instituted new zoning procedures. In the cases of Nashville and Jacksonville, only the cities excluded from the consolidated government retained their authority over zoning. In Dade County, the 26 municipalities retained zoning authority although each city must comply with the general land use plan developed by the Metro Planning Department.

In Indianapolis, a Metro Planning Commission makes recommendations directly to the City-County Council which must disapprove a Planning Commission proposal by a two-thirds vote. The Metro Planning Commission also grants variances within the consolidated city of Indianapolis and the excluded cities. Members of the Planning Commission are appointed by the mayor, the Council and the County Commission.

In Nashville and Jacksonville, a planning commission or board, appointed by the mayor, makes recommendations to the zoning board which is appointed by the Council. The zoning board, in turn, refers its recommendations for zoning ordinances to the city council for their vote.

b. Discussion

Prior to consolidation, incorporated municipalities of Dade County had zoning authority over their areas. When the city and county governments consolidated in a two-tier federation, two decisions had to be made:

- Whether to centralize the zoning function or continue to allow separate entities to maintain zoning authority, and
- What process could effectively and efficiently result in zoning decisions for the reorganized government.

The retention of the 26 municipalities in the Miami-Dade two-tier government made comprehensive zoning an impossibility. Although all of the 26 municipalities must conform to a general land use plan developed by the Metro Planning Department, each of the municipalities maintains the authority to pass zoning ordinances and grant variances. Not surprisingly, zoning practices are inconsistent throughout the County. For example, the City of Coral Gables, which is a wealthy residential area with some commercial interests, turns down almost all zoning variance requests.

In Indianapolis, the Metropolitan Planning Commission consists of members appointed by the mayor, the City-County Council and the County Commission. The Planning Commission makes zoning recommendations to the City-County Council and grants variances for the entire County. However, Commission recommendations to the City-County Council may be disapproved by a two-thirds vote of the Council. The Council may either consider the recommendation of the Metropolitan Planning Commission directly, or place the recommendation on the agenda and hold a public hearing before consideration. Zoning in Indianapolis is, therefore, very much a county-wide function performed by a Commission which represents the executive and legislative branches of the consolidated government.

In Nashville, the question of zoning was not resolved when the City and County governments were consolidated. After 1962, separate City and County zoning boards continued to exist. The

satellite cities of Belle Meade, Goodlettsville, Oak Hill, Barryhill, etc., also retained zoning authority within their incorporated city boundaries.

After consolidation, each of the zoning boards referred recommendations to the Metro Council for consideration and passage. However, a "Back Scratching" situation evolved with councilpersons willing to trade their support for zoning ordinances affecting a certain area or district if that district's representative agreed to reciprocate. The situation reached a climax when some councilpersons were accused of being bribed to make "zoning deals". As a result, a comprehensive zoning ordinance was enacted eight years after consolidation.

The City and County boards merged into a single entity so that the Metropolitan Planning Commission now makes recommendations to a single Board of Zoning. The Zoning Board, in turn, submits its recommendations to the City Council.

In Jacksonville, community leaders regard land use planning and zoning since consolidation as being improved. Charter drafters combined a fragmented system of zoning and compartmentalized land use planning into an integrated multi-step process. The mayor appoints a Planning Board which is charged with the responsibility of submitting recommendations to a Zoning Board, appointed by the City Council, in turn refers their recommendations to the Urban Affairs Committee of the Council, where public hearings are held. The full Council must disapprove or approve the measure in the form of an ordinance or law.

Whereas the Planning Board has traditionally been composed of middle-class businessmen, the Zoning Board represents a broader cross-section of the community. The present composition

of the Zoning Board includes, among others, a black member, a mortgage banker, environmentalists and realtors. With the exception of the Beach communities and Baldwin which make their own zoning decisions, Jacksonville has effected a comprehensive county-wide zoning procedure.

In Indianapolis, Nashville and Jacksonville, the legislative bodies, with a mix of district and at-large representation, impact upon zoning decisions to a much greater extent than the chief executive. Charter and legislation drafters were unwilling to vest the mayor with undue authority over zoning issues. They recognized that zoning is a municipal function which is jealously guarded by incorporated cities and towns and any attempt to insulate this authority from the representation that the legislative bodies provide might have endangered the consolidation efforts. In Nashville, the problem was so controversial that charter drafters postponed consideration of the issue until subsequent scandals provided the impetus to zoning reform.

5. Issue: How Does Consolidation Impact the Tax Assessment and Collection Functions?

In Miami-Dade, Nashville and Jacksonville a single tax assessor assesses property county-wide. The function was consolidated in these governments to eliminate duplication and to assure uniform assessment practice. In all areas but Miami-Dade, the tax assessment function is performed by elected officials.

The office of the elected County Tax Assessor in Miami-Dade was abolished by the 1957 Dade County Charter. The Tax Assessor is presently appointed by the Dade county manager and confirmed by the Board of County Commissioners.

In Nashville, tax assessment is performed by a County Tax Assessor elected to a four-year term of office. The Tax Assessor is required to separately assess property in the Urban Services District and the General Services District.

Jacksonville also elects a County-wide Tax Assessor. The incumbent is required to be a qualified elector of Duval County and is elected to a four year term of office. In Jacksonville, the original "Blueprint" and charter for the consolidated government proposed the appointment of the tax assessor by the mayor since community leaders did not believe that an elected assessor and unpopular assessment decisions were compatible. However, when the charter was referred to Tallahassee for consideration by the State delegation, the Representatives and Senators from Duval County insisted upon maintaining the elective status of the Tax Assessor.

Indianapolis-Marion is the only city-county area with a decentralized method of tax assessment. Nine township assessors assess property within their districts.

With regard to tax collection, all four areas organize and administer the function on a county-wide basis. Operationally, tax collection lends itself to the use of data processing and other techniques which, under the consolidated approach, can yield economies of scale. The tax collector is an elected office in all areas but Miami-Dade where he is appointed by the county manager.



6. Summary of the Impact of Consolidation on  
Selected Municipal Services

Although the scope of this project did not include a study of the effectiveness of municipal services, Exhibit V.C.5 provides examples of service related achievements in each of the four city-county areas. The consensus opinion of those government officials and private citizens interviewed in each of the areas studied was that the scope and quality of services had improved following consolidation.

Some patterns of centralization and decentralization of service administration emerge in the four city-county areas studied. In the areas of health and hospitals, airports, housing and urban development, the courts, jails and tax collection services are administered on a county-wide basis. In three out of the four city-county areas, public education, welfare, mass transit, planning and tax assessment are administered on a county-wide basis.

Decentralized functions within the four governments include: public safety, road and highway construction and maintenance, zoning, water and sewer facilities, garbage collection and disposal, parks and recreation, libraries and central services.

There are also significant opportunities for economies of scale in local government; however, the magnitude and nature of the opportunities are related to the specific nature of the service activity involved. Memphis and Shelby County cannot assume that savings will result, until in-depth studies are made of individual service areas. The areas where economies are most likely include:

EXHIBIT V.C.5  
ACCOMPLISHMENTS OF CONSOLIDATED GOVERNMENTS

INDIANAPOLIS

Economies of scale:

Purchasing for city and county has been combined.

Improved accounting and data processing equipment and procedures have been instituted.

Increased insurance coverage has been obtained for lesser premiums.

Interest income on city funds is higher.

Unigov agencies employ significantly fewer total personnel than did predecessor agencies but salaries have been substantially increased.

Unigov is much more aggressive in seeking Federal funding.

Greater growth in the tax base allowing a decline in property tax rate.

NASHVILLE

Consolidation of public education allowed:

- extensive administrative reorganization
- salaries equalized
- teacher transfers made easier
- flexible rezoning allowed transfer of former city students to county and vice versa saving considerable construction costs (over \$1 million 1st year)

The county-wide professional police system resulted in a 7% decrease in crime in 1965, compared to a 5% increase nationally.

Road maintenance was improved - were able to purchase specialized equipment which neither the city or county could have justified before consolidation.

Parks and recreational facilities were combined to provide optimum services to all residents of the area.

Metro extended health, hospital, welfare, and branch library service into old county.

Street lighting was extended to county line.

Eliminated about 800 job slots where there was duplication or overlapping.

The amount of interest earned by Metro on surplus funds since 1963/64 has increased significantly.

JACKSONVILLE

Property tax rate declined in each of the first 3 years of consolidation.

The consolidated government has maintained an aggressive program of attracting Federal funds.

Widely praised new services was a Rescue Service System that handled over 18,000 patients in 1970 (average response time 4.2 minutes).

Almost 8,000 street lights were added in 1970, mainly benefiting suburbs.

Addition of 200 firemen -- giving old county volunteer fire departments at least 2 full-time firemen.

Some 200 additional police -- upgrading police service in suburbs.

Complete overhaul of child services program.

\$½ million savings through Central Services purchasing patrol cars.

Savings by all agencies use of the Legal Division of Consolidated Government -- provides coordination and liaison between agencies.

Savings in validation and approval of over \$100 million in bonds.

Improved investment practices raised percent of city funds invested to 96.2% with increased earnings attributed to better investment practices.

Miami-Dade

Considerable elimination of duplication through the unification under the county of: property assessment, tax billing and collection; traffic engineering and traffic courts; elections registration, and tourist publicity.

The establishment of central purchasing and competitive bidding saved the county in the first year a reported 40% on printing and furniture and 15% on food purchases.

Recreation programs in the unincorporated area were non-existent prior to Metro. Using utility tax revenues derived from the unincorporated area, parks were acquired, developed and programmed.

New functions provided by Metropolitan Dade County:

- Air and Water Pollution Control
- Alcoholic Rehabilitation
- EDP Police Services
- Housing and Urban Renewal
- Abandoned Auto Program
- Beach Erosion Control
- Model Cities/Community Action Agencies
- Neighborhood Service Centers
- Community Relations
- Citizens Information Centers
- Fair Employment Practices
- Fair Housing Practices
- Manpower Programs
- Services to Elderly

ACCOMPLISHMENTS OF CONSOLIDATED GOVERNMENTSINDIANAPOLISNASHVILLE

Increased equity in tax burdens.

Fire Department has significantly increased personnel and its training programs and has initiated five fire prevention programs.

In 1966 it was estimated that at least 10% of the septic tanks serving suburban Nashville would be found discharging sewage to the surface of the ground at any given time and that 25% of the septic tanks in use in Davidson County operated dangerously, if at all. In response to this obvious environmental hazard, the Metro Department of Water and Sewerage Service scheduled a water and sewerage construction program at a cost of almost \$150 million. This program was established at no additional burden to the property tax because the Water and Sewerage Department had become completely self-supporting.

JACKSONVILLE

A major water and sewer program -- reconstructed collapsing lines in old city areas.

New division of Consumer Affairs handled over 11,000 complaints in 1971.

Recreation programs have been expanded, primarily with Federal funds.

MIAMI-DADE

- o Animal Control
- o Criminal Justice System Planning

NOTE: It should be understood that the above listing is not represented as all inclusive. It should be further noted that certain city/county consolidations have received more attention than others and, therefore, information regarding their accomplishments was more readily available.

SOURCES: Regional Governance: Promise and Performance, Substate Regionalism and the Federal System, Volume II, Case Studies, Advisory Commission on Intergovernmental Relations, May 1973.

Consolidation: Partial or Total, National Association of Counties, 1973.

Nashville Metropolitan Government, The First Decade, The Bureau of Public Administration, The University of Tennessee, 1974.

Metropolitan Federalism: An Evaluation of the Dade Experiment in Government Reform, Volume III, University of Miami, May 1976.

- Administrative Services
  - finance and accounting
  - legal
  - purchasing
  - personnel
  - data processing
  - property management
- Investment of surplus funds
- Overall planning
- Motor pool operations
- Tax assessment and collection

Many persons interviewed cautioned against projecting significant gains. For example:

- Local police functions may each require their own administrative support units;
- Unified tax assessment may often result in increased travel requirements;
- City and county requirements are often so dissimilar as to require separate staffs; and
- Program requirements are expanding so drastically that economies of scale may be even more difficult to achieve and measure in future years.

The administration of certain services within the four areas constituted points of controversy in the reorganization of government. In law enforcement, the fate of the county sheriff was a central point of discussion. Dade County abolished the function; Indianapolis maintained the law enforcement function of the Sheriff outside the Police District; Nashville retained the

position but shifted the Sheriff's law enforcement functions to the Chief of Police; and Jacksonville vested the County Sheriff with the law enforcement responsibility for the entire County excluding the Beaches and Baldwin.

In public education, three out of the four areas have county-wide public school systems. Whereas Dade and Duval counties were required by law to operate county-wide school systems, Nashville-Davidson County consolidated its schools as a major part of the reorganization of the City and County governments. Indianapolis-Marion County left the school systems out of consolidation using the rationale that an earlier reorganization of the schools provided efficient and effective public education for the county. Unigov has been challenged on that action in the court with no resolution on the issue to date.

With respect to zoning, three out of the four areas have instituted a comprehensive zoning process. The Indianapolis Metropolitan Planning Commission (appointed by the Mayor, the City-County Council and the County Commissioners) grants zoning variances for the entire County and makes ordinance recommendations to the legislative body. The City-County Council can only disapprove a recommendation with a two-thirds majority vote.

Nashville and Jacksonville utilize a three-step process: (1) a Planning Board or commission submits a recommendation to the zoning board, (2) the zoning board forwards a recommendation on the measure to the city council, and (3) the council disapproves or approves the ordinance. In Nashville and Jacksonville, each of the excluded cities has zoning authority over its own area.

Miami-Dade County is the only consolidated city-county area where comprehensive zoning was not instituted. Although the Metro

government has devised a general land use plan to which the 26 municipalities must conform, the individual incorporated cities retained their right to pass zoning ordinances and grant variances.

Three out of the four cities perform tax assessment functions on a county-wide basis. The Dade county manager appoints the county tax assessor while the Nashville and Jacksonville tax assessors are elected. In Indianapolis, assessments are the responsibility of nine township assessors.

In all four cities, the tax collection function is county-wide. The tax collector is an elected office in all areas but Miami-Dade where he is appointed by the county manager.

EXHIBIT V.A.9 (continued)  
THIRTEEN OF THE EIGHTEEN JACKSONVILLE-DUVAL BOARDS, COMMISSIONS OR AUTHORITIES

<u>Boards, Commissions, Authorities</u>	<u>Number of Members</u>	<u>Appointment Power to the Board, Commission, or Authority</u>	<u>Term of Service</u>	<u>Duties</u>
6. Port Authority	7 members	2 members are appointed by the mayor and confirmed by the Council and 5 members are appointed by the governor and confirmed by the Senate of the of the State of Florida.	4-year staggered terms	<ul style="list-style-type: none"> <li>• Constructs, acquires, establishes, improves, extends, enlarges, reconstructs, repairs and operates any project which relates to seaport facilities, harbors, canals and navigable waters.</li> <li>• Fixes rates for wharfage, dockage, warehousing, etc.</li> </ul>
7. Board of Zoning	9 members	Members are appointed by the Council.	2-year terms	<ul style="list-style-type: none"> <li>• Serves as an advisory and recommendatory capacity to to the Council in all zoning matters.</li> </ul>
8. Zoning and Building Codes Adjustment Board	9 members	Members are appointed by the Council.	2-year staggered terms	<ul style="list-style-type: none"> <li>• Acts as advisory body and adjustment board on questions involving housing standards and zoning variances.</li> <li>• Interprets city building code and advises chief building inspection.</li> </ul>
9. Equalization Board	5 members	Members are appointed by the Council (2 members must own property inside the Urban Services District and 2 members must own property outside the Urban Services District).	2-year staggered terms	<ul style="list-style-type: none"> <li>• Has the responsibility for powers and duties imposed by general or specific laws upon the County Commissioners.</li> </ul>
10. Agricultural Advisory Board	7 members (the Chairman of the Agriculture Committee of the Council is an ex officio non-voting member.)	Members are appointed by the mayor (members of the Board must include: row crop farmer, dairy farmer, cattle farmer, service farmer, implement dealer, tree farmer).	2-year staggered terms	<ul style="list-style-type: none"> <li>• Advises the mayor and the sheriff with respect to the operation of the City's agricultural farm properties.</li> <li>• Advises mayor of needed or desirable agricultural programs.</li> <li>• Promotes agricultural areas in the City for recreation.</li> </ul>

EXHIBIT V.A.9 (continued)  
THIRTEEN OF THE EIGHTEEN JACKSONVILLE-DUVAL BOARDS, COMMISSIONS OR AUTHORITIES

<u>Boards, Commissions, Authorities</u>	<u>Number of Members</u>	<u>Appointment Power to the Board, Commission, or Authority</u>	<u>Term of Service</u>	<u>Duties</u>
11. Air Pollution Control Board	5 members	Members are appointed by the mayor and confirmed by the Council.	4-year staggered terms	<ul style="list-style-type: none"> <li>• Studies and recommends to the Council the appropriate rules and regulations necessary for effective and continuing control of air pollution.</li> <li>• Investigates air pollution control programs and activities.</li> <li>• Conducts investigative hearings on complaints.</li> <li>• Enforces standards, such as the amount of sulphur dioxide (SO<sub>2</sub>) which is emitted in the ambient air.</li> </ul>
12. Water and Sewer Regulatory Board	5 members	Members are appointed by the mayor and approved by the Council.	4-year staggered terms	<ul style="list-style-type: none"> <li>• Makes and promulgates rules and regulations governing the operation of water systems and sewer systems i.e., sets minimum standards of operation with respect to quality, quantity, pressure of water, treatment and disposal of sewage.</li> <li>• Fixes rates, connection charges, etc. of private utility companies.</li> <li>• Determines uniform system of accounting to be used by private utilities and requires such companies to file annually or more often as is deemed necessary.</li> </ul>
13. Duval County School Board	7 members	Members are elected in a non-partisan district election.	4-year staggered	<ul style="list-style-type: none"> <li>• Is responsible for efficient and effective operation of the public school system including operation and maintenance of school facilities and designation of the superintendent of schools.</li> </ul>



B. The Nature, Power and Responsibilities of the  
Legislative Body

The legislative bodies of the four cities studied, are unique in size, use dissimilar means of organization, and employ various election schemes. Exhibit V.B.1 describes each council or board in terms of its size, organization, term of office of members, type of representation, compensation and estimated number of registered voters in each district.

The crucial issues related to the legislative body can be grouped into two areas: (1) the size and organization of the council or board, and (2) the degree of district and/or at-large representation on the legislative board. The following is a discussion of these issues and their relationships to consolidated government.

1. Issue: How Does the Size and Organization of the Legislative  
Body Affect Its Operation?

a. Summary of Findings

It is clearly impossible to define a single solution or formula for the number of representatives on the legislature of a consolidated government. Each city-county area must take into consideration its total population and the optimum number of people in any one district and weigh these factors against any political considerations and the specific demands for representation in the community.

One can make certain generalizations with regard to organizational structure, however. If the number of persons on a council is severely limited, a committee structure may not be workable or necessary. In cases where the legislative body is

EXHIBIT V.B.1  
CHARACTERISTICS OF LEGISLATIVE BODIES

	<u>No. of Members in the Legislative Body</u>	<u>Organization</u>	<u>Term of Office</u>	<u>Type of Representation</u>	<u>Compensation</u>	<u>Est. No. of Registered Voters in Each District</u>
Miami-Dade	9 <sup>1</sup>	No Committee Structure	4 years	At-large	\$6,000 per annum	75,000
Indianapolis	29	Committee Structure - Internal Election of Presiding Officer	4 years	District/At-large 25/4	\$3,600 per annum Fixed by the City-County Council <sup>2</sup>	31,000
Nashville	41 <sup>3</sup>	Committee Structure	4 years	District/At-large 35/6	\$3,600 per annum (The Vice Mayor's salary is \$4,200)	6,500
Jacksonville	19	Committee Structure - Election of Presiding Officer	4 years	District/At-large 14/5	\$9,030 per annum. Fixed by the Council (The Chairman's salary is \$12,900)	14,000

1. Including the County Mayor who serves as Presiding Officer on the Board of County Commissioners.
2. A council person receives \$50 for each council meeting attended but cannot be paid for more than two meetings a month; the member also receives \$25 for each committee meeting attended but cannot be paid for more than three meetings a month.
3. Including one Vice Mayor elected at-large who serves as the Presiding Officer over the Metro Council.

greater than ten, it appears to be difficult to conduct municipal business effectively and efficiently without committees. Even in Dade County, with a nine-member body, the presiding officer of the Board of County Commissioners currently appoints informal committees to review portions of the budget.

b. Discussion

As a legislative body increases in size and more individuals are involved in the process, it becomes difficult and time consuming to build a consensus and arrive at timely decisions. On the other hand, a legislative body must represent the people and provide public access into the system. These "good government" factors must be taken into consideration when a legislative body is established in a consolidated government.

Another aspect to determining the size of the legislature is the need to account for the political realities which exist. Given the facts that: (1) the legislative bodies in the city and in the county often merge in a consolidated system, and (2) people are unlikely to give support to a plan that eliminates their jobs, a larger council should increase the probability that political leaders will support consolidation.

In Indianapolis and Nashville, the issues of representation and political realities both impacted the size of the councils. Following their good government instincts, the Indianapolis charter drafters originally drafted a legislative proposal that recommended a much smaller City-County Council. When the lawyers submitted the draft plan to the Greater Indianapolis Progress Committee, which represented a considerable cross-section of the community, the Committee insisted that the size of the legislature be increased. To maintain the required base of support, the

number of districts was increased. It should be noted, however, that despite the number of districts, each district includes over 30,000 people.

Similarly, the first Nashville Charter Commission submitted a plan to the voters, which was ultimately defeated, that called for a 15-person County Council. Two reasons given in Nashville for the defeat of the first charter were: (1) the proposed legislative body was not sufficiently large to properly represent the people, and (2) the proposed size of the council did not give enough of the office holders at the time a chance to maintain their positions in the community. In both Indianapolis and Nashville, many of the former legislators were elected to the new consolidated councils; and both councils instituted committee systems to facilitate their work.

In Jacksonville, several of the city legislators were involved in political scandals or corruption charges. As a result, the pro-consolidationist community leaders made little appeal to the politicians in office for support. Very few of the "old guard" members of the city government survived consolidation. The Council in Jacksonville is, as a result, smaller and more manageable than the Indianapolis and Nashville councils and is organized into standing, select and special committees. Exhibit V.B.2 shows the organization of the Jacksonville Council.

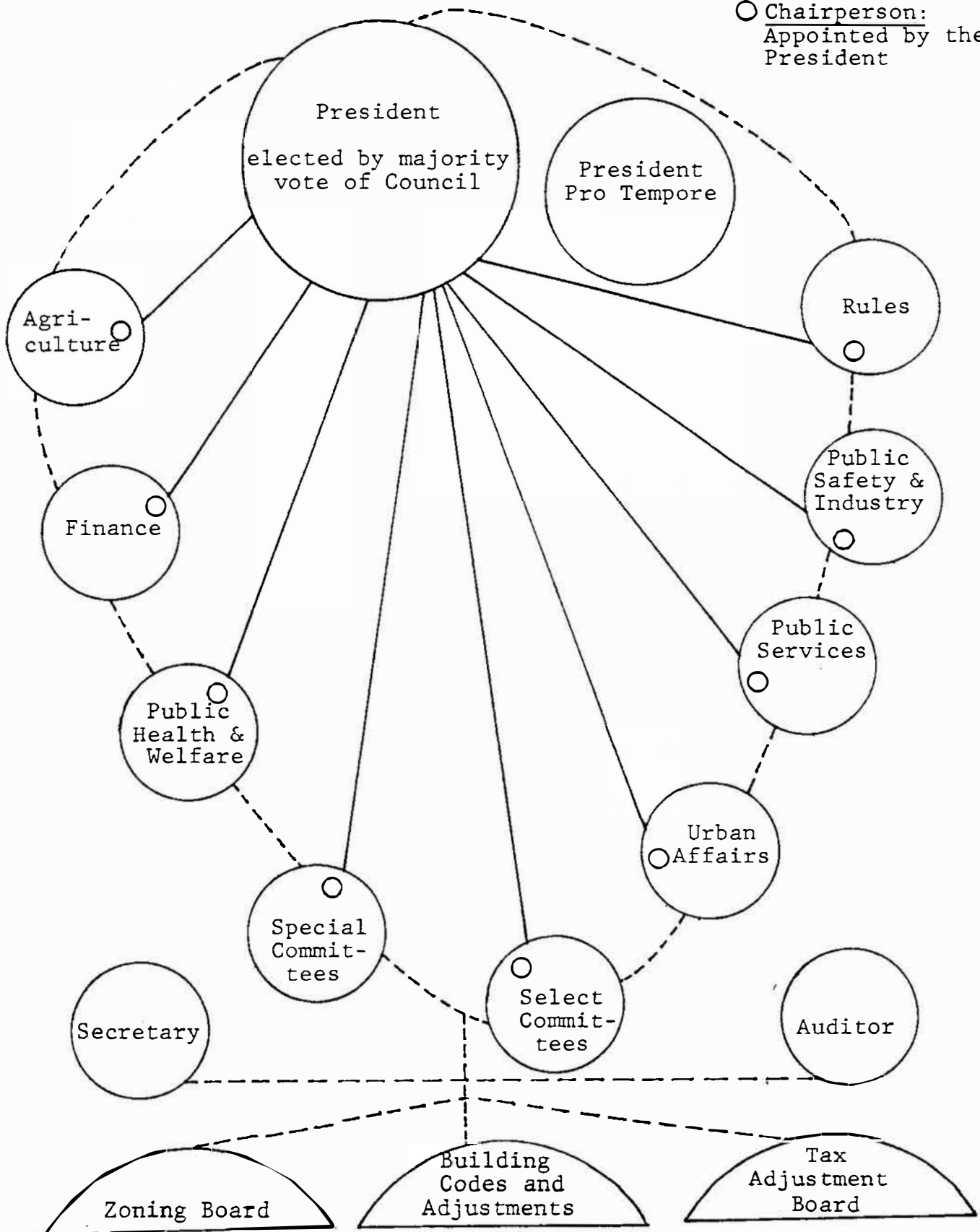
The 1957 Miami-Dade Charter called for a five-person Board of County Commissioners with one additional person elected from every city with over 60,000 in population. At the time of charter passage, only the City of Miami had the requisite population to require a representative. Within a few years, Miami Beach and Hialeah had grown in population such that they were eligible to elect representatives to the board. Other cities

EXHIBIT V.B.2

JACKSONVILLE CITY COUNCIL

14 Councilpersons elected by District  
and 5 councilpersons elected at-large

○ Chairperson:  
Appointed by the  
President



were fast approaching the population limit. Because the Board (which is not organized into committees) was growing unwieldy, the charter was changed in 1963 and presently limits the Board to nine members. This number includes the mayor, who acts as the presiding officer. The question of numerical representation was not as strong an issue in Miami-Dade as in Indianapolis, Jacksonville, and Nashville because of the two-tier approach to consolidated government and the resultant continuation of local legislative bodies.

The impact of the size and organization of each of the four legislative bodies on the operation of consolidated government also varies. In Nashville, whereas those interviewed agreed that the Council is too large, they admit that it was necessary and is a workable compromise. In Indianapolis, people are less willing to say that the answer was a practical solution. The Mayor is presently experiencing difficulty in trying to build a working majority. The injection of party politics into the legislative body further complicates the issue, a factor which is explored in the following discussion of district versus at-large representation.

Jacksonville seems to have agreed upon the optimal size and composition of its Council with the result that legislators, community leaders and the public seem satisfied with the operation of the legislature.

2. Issue: How Does District and/or At-Large Election  
of Members Affect Representation?

a. Summary of Findings

Although the responsibilities of the legislative branch are similar in the cities studied, the size, organizational characteristics and representation of these bodies vary. In the decentralized two-tier form of government in Dade County, the Board of County Commissioners is composed of only eight members plus the mayor. This small number is contrasted with the Jacksonville Council which has 19 members, the Indianapolis City-County Council which has 29 members, and finally, the Nashville Council, which has 41 members.

The public officials in Indianapolis seemed the most distressed about the size of the legislative body. They contended that the size of the body and partisan politics obstructed the decision-making ability of the legislature. Nashville leaders said that they would reduce the size of the body as a matter of personal "good government" preference, but that the greater representation and widened base of support was absolutely necessary for passage of the charter reform. Public and private figures in Jacksonville seemed comfortable with the number of representatives established by charter. The three larger legislative bodies are organized into committees and even Metro Dade uses an informal committee structure to review the budget document.

Miami-Dade is the only government studied which elects all nine members at-large. Some spokespersons for the municipalities within Dade said that they felt little sense of identity with their elected County Commissioners and note this as a serious problem. Others stated that they felt adequately represented and

usually identified this with specific instances of commissioner support for an issue that affected their district.

Indianapolis, Nashville and Jacksonville all have a mix of district versus at-large representatives to serve one or more of the following purposes:

- Balance local outlooks with interest in the general welfare of the county;
- Mitigate block voting by a geographical area;
- Avoid "corrupt" ward politics;
- Give a partisan mayor a working party majority in the council; and
- Represent minorities.

The legislatures seemed to have been able to work with the district and at-large mix of members. Indianapolis is the only city to express concern over the mix of members since the mayor has not been able to build a partisan majority.

Minority participation in the legislative process has increased in all cases when measured in terms of the percentage of blacks in the population versus the percentage of minority representation in the legislative body.

b. Discussion

The issue of district and/or at-large representation is the second major question which arises in structuring the legislature of a consolidated government. As Exhibit V.B.1 shows, the Dade County Board of Commissioners is the only legislature composed of members who are all elected at-large. The rationale for this approach is to insure that the representatives will have the



EXHIBIT V.B.1  
CHARACTERISTICS OF LEGISLATIVE BODIES

	<u>No. of Members in the Legislative Body</u>	<u>Organization</u>	<u>Term of Office</u>	<u>Type of Representation</u>	<u>Compensation</u>	<u>Est. No. of Registered Voters in Each District</u>
Miami-Dade	9 <sup>1</sup>	No Committee Structure	4 years	At-large	\$6,000 per annum	75,000
Indianapolis	29	Committee Structure - Internal Election of Presiding Officer	4 years	District/At-large 25/4	\$3,600 per annum Fixed by the City-County Council <sup>2</sup>	31,000
Nashville	41 <sup>3</sup>	Committee Structure	4 years	District/At-large 35/6	\$3,600 per annum (The Vice Mayor's salary is \$4,200)	6,500
Jacksonville	19	Committee Structure - Election of Presiding Officer	4 years	District/At-large 14/5	\$9,030 per annum. Fixed by the Council (The Chairman's salary is \$12,900)	14,000

1. Including the County Mayor who serves as Presiding Officer on the Board of County Commissioners.
2. A council person receives \$50 for each council meeting attended but cannot be paid for more than two meetings a month; the member also receives \$25 for each committee meeting attended but cannot be paid for more than three meetings a month.
3. Including one Vice Mayor elected at-large who serves as the Presiding Officer over the Metro Council.

welfare of the entire County uppermost in mind rather than the interests of particular districts. With the exception of the mayor, who acts as presiding officer, the members are elected from specific districts in an at-large election. The fact that district lines cut through municipal boundaries may have been a reaction by the charter drafters to the tendency of the 26 municipalities within Dade County to pursue their parochial interests.

Those interviewed in the other cities studied believed that general welfare interests should be balanced by parochial or district representation in a legislative body. Each city devised a ratio of district and at-large representation as follows:

	<u>District</u>	<u>At-Large</u>
Indianapolis	25	4
Nashville	35	6
Jacksonville	14	5

One of the major elements of the district versus at-large representation issue is the need to assure representation for minority groups. Minority populations in Indianapolis, Nashville and Jacksonville demanded a voice in government and adequate representation in the legislative process. In particular, they argued for district lines in the consolidated cities which would give the black community the ability to elect representatives to the council in approximate proportion to their population.

Indeed, minorities had slowly been gaining as a percentage of the city population at the times of consolidation. For example, in Jacksonville, the black community was almost 50 percent of the population; in Nashville, over 30 percent of the

City; and in Indianapolis, approximately 27 percent of the City. These trends were modified when consolidation occurred, with the result that some felt that the city and county leaderships were attempting to dilute the increasing black vote. Other minority leaders believed, however, that maintenance of the status quo could result in a primarily black, but deteriorating city with few resources to meet its needs. Black support for consolidation was obtained with the assurance that (1) district lines would be drawn to insure minority representation, and (2) the majority of the members of the legislative body would be district representatives.

Present minority representation on the legislative bodies in the three cities, is as follows:

<u>City</u>	<u>Number and Percentage of Black Representatives on the Legislative Body</u>	<u>Estimated Black Percentage of the Total Population</u>
Indianapolis	5 - 17%	17%
Nashville	6 - 15%	20%
Jacksonville	3 - 16%	29%

In all cases, minority representation on the legislative councils has increased since consolidation, and in Nashville and Indianapolis, black representation has increased to the extent that they constitute a significant block with considerable influence. In Jacksonville, guaranteed reasonable representation was accompanied by the assurance of equal employment opportunity and affirmative action in the new government. In Dade County, while the black and Spanish-speaking populations are approximately 50% of the total population, only one County Commissioner directly represents these minority groups.

C. The Impact of Consolidation Upon the Delivery of  
Selected Municipal Services

This section explores the delivery of services by the consolidated governments. The impact of consolidation on service delivery in the four cities studied is discussed together with trends toward centralization or decentralization of particular functions.

This section also discusses the opportunities for economies of scale in local consolidated government, particularly in the areas of: administrative services, investment of city funds, and law enforcement.

The organization and administration of particular functions within the consolidated governments is examined in some detail. These functions, which often represented controversial consolidation issues in the four city-county areas studied, include: law enforcement, schools, zoning and tax assessment/collection.

Finally, this section presents certain findings and conclusions on service delivery in the consolidated governments studied. Although the scope of this project did not include an exhaustive study of each service, identifiable achievements in improved service delivery are documented in each of the four cities.

1. Issue: How Does Consolidation Impact General Service Delivery in Miami-Dade, Indianapolis, Nashville and Jacksonville and What Are the Potentials for Economies of Scale?

- a. General Service Delivery

Exhibit V.C.1 depicts how basic municipal services are provided in the four cities studied. Services are provided with revenues collected from (1) the entire County or the General Services District (in Nashville and Jacksonville), (2) the Urban Services Districts in Nashville and Jacksonville coterminous to the old core cities, (3) Special Service Districts in Indianapolis and Dade County, and (4) the 26 municipalities in Dade County and the incorporated cities excluded from consolidated government in Indianapolis, Nashville, and Jacksonville.

The distribution of municipal services shown on Exhibit V.C.1 indicates that, despite the fact that each city-county area has developed its own unique design for service delivery, some general patterns emerge. Health and hospitals, airports, housing and urban renewal, court systems, jails and tax collection are functions that are provided on a county-wide basis in all of the four areas studied.

In three out of the four city-county areas, public education, welfare, mass transit, planning and tax assessment are functions which are provided on a county-wide basis. The governments which do not provide the aforementioned services to the entire county have found interesting service delivery solutions. For example:

- Indianapolis-Marion public schools are operated by 11 school boards corresponding to 11 school districts. In the other three city-county areas, one school board runs a county-wide school system.

EXHIBIT V.C.1  
PROVISION OF SERVICES

<u>Function</u>	<u>Miami-Dade</u>	<u>Indianapolis-Marion</u>	<u>Nashville-Davidson</u>	<u>Jacksonville-Duval</u>	
1. Public Education	A & D	D	A & D	A & D	
2. Health	A	A & D	A & D	A	
3. Hospitals	A & D	A & D	A	A & D	
4. Welfare	A	A, B & D	A & D	A	<u>Key</u>
5. Police	A & B	B, C & D	A & B	A & B	A - County, General Services District
6. Jails	A	A	A	A	B - Municipalities, Excluded Cities
7. Fire	A & B	B, C & D	B, C & E	A & B	C - Urban Service Districts (Old City of Nashville and Jacksonville, Center Township Indianapolis)
8. Highways	A & B	A & B	A, B & C	A, B & D	
9. Mass Transit	A	A, B & D	A & D	A	
10. Airports	A	A & D	A & D	A & D	
11. Planning	A & B	A & D	A	A & D	D*- Special District, Authority, Commission or Board
12. Zoning	A & B	A	A & B	A, B & D	
13. Housing	A	A & D	A & D	A	E - Private
14. Urban Renewal	A	C	A & D	A	
15. Sanitary Sewerage	A, B & D	B, C & D	C	A & E	

\* When D appears with either A, B, or C, the service is performed by an authority, commission or board.

Function	Miami-Dade	Indianapolis-Marion	Nashville-Davidson	Jacksonville-Duval	
16. Water Supply	B & D	E	A & E	A & E	
17. Refuse Collection	A & B	B, C & D	C & E	B & C	
18. Refuse Disposal	A	B, C & D	A	B & C	
19. Parks and Recreation	A & B	A, B & D	A & D	A, B & D	
20. Libraries	A & B	A, B & D	A & D	A & D	<u>Key</u>
21. Courts	A	A	A	A	A - County, General Services District
22. Personnel	A & B	A & B	A & B	A, B & D	B - Municipalities, Excluded Cities
23. Purchasing	A & B	A & B	A & B	A, B & D	
24. Records	A & B	A & B	A & B	A, B & D	C - Urban Service Districts (Old City of Nashville and Jacksonville, Center Township Indianapolis)
25. Tax Assessment	A	A & B	A	A	
26. Tax Collection	A	A	A, B & C	A	
27. Utilities	B & E	A & D	A & E	A, B & D	D*- Special District, Authority, Commission or Board
					E - Private
<p>* When D appears with either A, B, or C, the service is performed by an authority, commission or board.</p>					

- Welfare is exclusively a county function in all cases except Indianapolis and Marion County. Unigov preserved the township entities when the government reorganized in 1967, and one of the only duties retained by the townships was "poor relief" or emergency welfare for the residents of the township. The residents of each township pay a tax to the consolidated government which is distributed back to the township for this function. The County also operates a welfare department with state, Federal and county monies for long-term welfare assistance.
- Indianapolis-Marion County operates a mass-transit or bus system administered by a board. The excluded cities contract with the board for bus service to their areas.
- In Miami-Dade, planning functions are still performed by some of the 26 municipalities, particularly the larger communities such as Miami Beach. However, these individual plans must fit into the Dade County General Land Use Plan developed by the Dade County Department of Planning.
- Nine township assessors perform the tax assessment function for Marion County.

Some of the municipal services are provided by the consolidated government and by the incorporated municipalities excluded from the consolidated government. These services include:

- Public safety;
- Highways;
- Zoning;
- Water and sewer;
- Garbage collection and disposal;
- Parks and recreations;
- Central services;
- Libraries; and
- Utilities.



In Dade County, the charter provides that municipalities may turn services over to the County as long as a majority of the affected populous agrees. Exhibit V.C.2, which shows the transfers of municipal services to Dade County that have occurred since 1957, clearly illustrates that several municipalities have asked Dade County to assume responsibility for such services as fire, water and sewer, garbage collection and parks and recreation. Taking into consideration the facts that (1) the 26 municipalities in Dade County have shown a trend towards transferring major functions to county government, and (2) that in Jacksonville, Nashville and, to a lesser degree, Indianapolis, most services are provided by a consolidated unit to major portions of the county--it would appear that consolidation has caused and continues to cause a steady movement towards centralization of service delivery.

b. Economies of Scale

The issue of economies of scale in local government is one of the most difficult for which to draw general conclusions. The organization of government functions must be tailored to the characteristics of the particular city and county; and there is no single most effective or efficient structure for all areas. There has been considerable research concerning the potential for combining various government organizations in order to achieve economies of scale. However, there is no universally agreed upon formula for determining when such economies can be effected and when diseconomies of scale begin to appear.

The issue of diseconomies is significant because most researchers agree that it is not necessarily better to combine government organizations or functions without any limit. At some point, the larger an organization becomes, the less efficient it becomes--as the large size becomes a hindrance rather than an advantage.

EXHIBIT V.C.2

CHRONOLOGICAL HISTORY OF MUNICIPAL MERGERS  
INTO THE COUNTY SERVICE AS OF JUNE, 1976

<u>Date</u>	<u>Function</u>	<u>Municipality</u>	<u># of Employees</u>	<u>Authorizing Document</u>
10/59	Traffic Enforcement & Fine Collection	Coral Gables	12	--
10/59	Voter Registration	All Municipalities	--	--
10/59	Municipal Court	Miami	20	Ord. 57-13 Estab. Metro Court
10/59	Crime Lab	All Municipalities, Except Miami	--	--
11/59	Communications (PSD)	North Miami	5	--
7/60	Traffic Engineering & Maintenance	Miami	30	Ord. 57-12 Unified Traffic Operations
	"	Coral Gables	5	"
	"	Hialeah	1	"
	"	Miami Beach	8	"
	"	North Miami	1	"
7/60	Seaport	Miami	38	--
10/60	Municipal Court	Miami	15	Ord. 57-13 Estab. Metro Court
2/62	Bus Operations	Transit Authority	99	Ord. 60-23

<u>Date</u>	<u>Function</u>	<u>Municipality</u>	<u># of Employees</u>	<u>Authorizing Document</u>
1/62	Traffic Court	Miami Beach	1	--
10/62	Crime Lab	Miami	--	--
6/63	Alcohol Breath Analyzer Tests	All Municipalities except Miami Beach, Homestead and Hialeah	--	--
6/64	River Patrol	Miami	--	--
7/66	Mental Health	State	10	--
10/66	Beach Maintenance (Park & Recreation)	Miami Beach	10	--
10/66	Tax Collection	Miami	3	Sect. 4.04(B) Home Rule Amend. & Charter
	"	Miami Beach	1	"
10/66	Tax Assessment	Miami	4	"
	"	Coral Gables	3	"
	"	North Miami	1	"
10/66	Fire	South Miami	14	Sect. 4.05 Para (D) Home Rule Charter
4/67	Soar Park	Miami	--	--
10/67	Neighborhood Rehab.	Miami	15	--
10/67	Bridge Operations	Miami	26	Ord. 7574
1/68	Arterial Streetlighting	Miami	--	--
1/68	Stockade	Miami	31	--

<u>Date</u>	<u>Function</u>	<u>Municipality</u>	<u># of Employees</u>	<u>Authorizing Document</u>
9/68	Fire	Fla. City	3	R-997-68
10/68	Trade Standards	Miami	4	Trade Standards Ordinances
6/69	Motor Vehicle Insp.	North Miami	4	--
10/69	Fire	North Miami	42	R-1169-69
1/71	E.O.P.I.	Federal	640	Ord. 68-82
10/71	Motor Vehicle Insp.	Miami	--	--
10/71	Fire	Bal Harbor	10	--
10/71	Fire	Bay Harbour Islands	7	--
11/71	Library	Miami	220	--
5/72	Jail	Miami	42	--
10/72	Municipal Court	Miami	13	--
10/72	Motor Vehicle Insp.	Hialeah	13	R-1441-72
10/72	Fire	North Bay Village	6	--
10/72	Fire	Opa-Locka	14	--
10/72	Fire	Surfside	7	--
4/73	Water & Sewer Authority	Miami	460	Ord. 72-94 R-375-73
4/74	Voter Registration	All Municipalities (City and County Elections)		
10/74	Motor Vehicle Insp.	Miami Shores	6	--
1/75	Library	Homestead	4	R-1426-74

<u>Date</u>	<u>Function</u>	<u>Municipality</u>	<u># of Employees</u>	<u>Authorizing Document</u>
7/75	Water & Sewer	Sweetwater	2	--
10/75	Fire Department	Miami Shores	9	--
10/75	Fire Department	City of Sweetwater	6	--
10/75	Bus System	Coral Gables	40	--

In spite of the problem of finding universal solutions, the cities studied all cited numerous instances of the elimination of duplication through consolidation. They also felt that consolidation had in many cases enabled them to perform the various functions more effectively, particularly in those areas where a regional or county-wide viewpoint was appropriate. The following discussion summarizes the major areas where duplication was eliminated as a result of consolidation.

#### Administrative Services

There is considerable evidence that savings can be gained, during consolidation, as a result of eliminating duplication in such administrative functions as finance and accounting, purchasing, personnel, motor pool, data processing and property management.

In Indianapolis, Unigov established the Department of Administration as one of the six unified departments. Some of the efficiencies cited by Unigov include:

- Comprehensive telephone utilization studies resulting in approximately \$40,000 savings;
- Savings of \$32,000 in duplicating services of all offices;
- Reduction in the number of insurance policies from 56 to 18, resulting in a savings of \$185,000 per year in premiums;
- Establishment of an Office of Property Management resulting in the sale of over 100 properties;
- Consolidation of the legal function, eliminating the need for some outside contracting, resulting in annual savings of over \$100,000;
- Consolidation of the purchasing functions; and
- Consolidation of automobile and gasoline purchasing, permitting use of volume buying.

In Jacksonville, one of the most significant impressions gained is the high degree of professionalism which exists in the finance, budget and other administrative areas. Consolidation enabled the City to attract better personnel through both higher salaries and a more professional and effective working environment. Jacksonville introduced program-oriented budgeting and cost accounting after consolidation and is able to develop clear and effective financial reports and budgets for the citizens and bondholders, as a result of the general upgrading of its financial systems. Jacksonville's unification of many administrative services (legal, motor pool, purchasing, data processing) has resulted in elimination of major duplications and, thus, has achieved economies of scale in these areas.

Nashville and Miami-Dade report similar savings through the consolidation of administrative functions.

#### Investment of City Funds

It is worth highlighting that in both Jacksonville and Nashville significant additional revenues were realized through the unified investment of surplus funds during the year. Unnecessary bank accounts were eliminated and funds were invested on a more systematic and consolidated basis. Both cities report that additional revenues of approximately \$500,000 per year have resulted from these practices.

#### Law Enforcement

Several examinations have been made of the law enforcement and police functions. A major study relative to consolidation, Consolidation of Police Services Case Study, was prepared for the Office of the Sheriff of Jacksonville, in 1973. This study concludes that, over the past 10-15 years, the nature and scope

of law enforcement activities have expanded and changed to such a significant extent that, while consolidation may result in some economies of scale, the benefits are absorbed by the overall increases in costs. It is not possible, therefore, to identify reduced total costs or personnel levels as a direct result of consolidation in the cities studied. Indeed Exhibits V.C.3 and V.C.4 show an increase of Jacksonville's overall annual law enforcement costs and per capita expenditures from 1966-1967 through 1971-1972. It must be remembered, however, that this increase occurred during a period in which law enforcement services were expanded in quality and scope throughout Jacksonville-Duval County. One centralized law enforcement function did realize savings in Jacksonville--the motor pool operations. These savings were significant in that motor pool costs in Jacksonville amount to over \$1 million and approximately 8% of the total law enforcement budget.

Certain law enforcement functions were combined in Miami-Dade County including traffic engineering, police training, communications, homicide investigations and criminal laboratory services. It can be seen that these are functions which lend themselves to consolidation because of the high degree of technical skills required, the heavy capital cost component, or both.

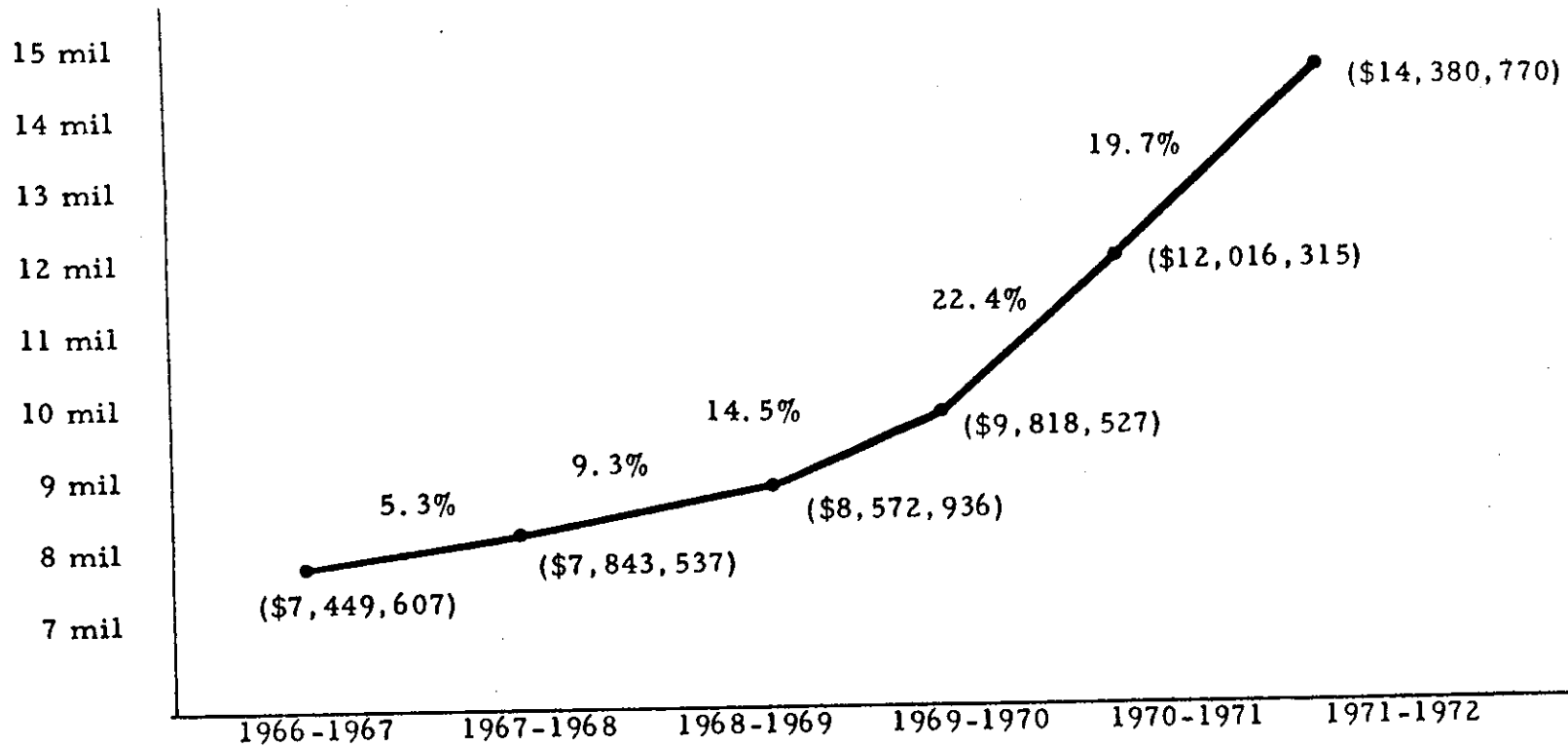
In summary, there are indications that certain selected law enforcement area-wide functions can be combined for both effectiveness and efficiencies. However, on the whole, major economies of scale have not been demonstrated and have certainly not been reflected in lower overall costs of law enforcement operations.

The impact of consolidation on the organization and administration of selected municipal services is discussed below. These specific services were chosen because they constituted major consolidation issues in the four city-county areas visited and because they are of particular interest to Memphis and Shelby County.



EXHIBIT V.C.3

LAW ENFORCEMENT COSTS FOR JACKSONVILLE-DUVAL COUNTY  
1968-1969 THROUGH 1971-1972 a/  
(Expenditures By Year and Percent Increase Between Years In Current Dollars)



a/ Duval County and City of Jacksonville, Annual Budgets, Consolidated City of Jacksonville  
Annual Budgets.

EXHIBIT V.C.4

POLICE SERVICES EXPENDITURES PER CAPITA

<u>Fiscal Year</u>	<u>Average Estimated Population <u>a/</u></u>	<u>Expenditures Per Capita (Adjusted Dollars)</u>
1966-1967	512,000	\$14.55
1967-1968	516,000	14.17
1968-1969	522,000	14.56
1969-1970	528,900	14.80
1970-1971	538,800	16.72
1971-1972	546,100	17.77

a/ With the exception of 1970-1971 figures, population estimates were provided through the Office of the Sheriff, Planning and Research Unit. 1970-1971 figures are drawn from the U.S. Department of Commerce, Bureau of the Census, 1970 Census of Population.

2. Issue: How Does Consolidation Affect the Organization and Administration of Law Enforcement?

Miami-Dade, Indianapolis, Nashville, and Jacksonville organized the law enforcement function in four different ways:

- The Metro Dade Chief of Police is appointed by the county manager and approved by the Board of County Commissioners. The Chief of Police is responsible for municipal police protection (1) for the unincorporated areas of the county, and (2) for any incorporated cities that have transferred municipal police functions to the County. In fact, most of the cities, including the City of Miami, have retained responsibility for basic police functions.
- Indianapolis preserved the County Sheriff as an elected law enforcement officer outside the Police District of Unigov. Inside the Police District, the Chief of Police, who is appointed by the mayor, is responsible for law enforcement.
- Nashville preserved the County Sheriff's position but left him with the duties of operating the county jail and civil processing. Law enforcement responsibilities for the entire County (excluding the small incorporated municipalities), were transferred to the Metro Chief of Police who is appointed by the mayor.
- The Jacksonville consolidated government made the elected County Sheriff responsible for law enforcement in Duval County, with the exception of the Beaches and Baldwin. The Chief of Police was subordinated to the County Sheriff.

In all four areas, different sets of political considerations existed in each case; and the resolution of the issue had important implications for the survival of the consolidated government. A constitutional challenge on the issue in Indianapolis could have endangered the legitimacy of Unigov; a court action initiated by the Sheriff in Nashville failed, only because the people had agreed to the transfer of functions by referendum;

and, in Jacksonville, insistence upon a county-wide appointed police chief might have precluded the necessary passage of the charter by the Florida General Assembly.

The direction and administration of the law enforcement function, and the role of the county sheriff, were major issues in the consolidation experiences in Indianapolis, Nashville, and Jacksonville. In each of these three areas, the resolution of the issue was impacted by a unique set of circumstances and political considerations.

In Indianapolis, where the greatest decentralization of service still exists, the County Sheriff enforces the law outside the Police Service District while the Chief of Police provides urban police protection within the District, which is just slightly larger than the center township. The County Sheriff is an elective office in Indiana, mandated by the State Constitution. The sheriff is charged, for example, with the responsibility for the county jail. The Chief of Police is appointed by the Mayor of Indianapolis.

The Unigov system of two operating law enforcement departments within the county is a compromise. The Police District, which provided police protection to the old city in 1967, could not afford to assume the burden of extending city law enforcement service to all of Marion County. In fact, the needs of the suburban and rural areas of the County did not require city police services. Instead, Unigov adopted the Service District concept, first employed by Nashville, to cope with the disparity of service needs.

As the needs of the outlying areas of Marion County become more urbanized, the Chief of Police may assume responsibilities for law enforcement in a greater number of areas. Some predict

that the Sheriff will eventually be relegated to operating the county jail as his major responsibility.

This is precisely the present situation in Nashville. The County Sheriff of Nashville-Davidson County is responsible for the operation of the jail and civil processing. Charter drafters transferred the law enforcement responsibilities of the Sheriff to the Chief of Police. Spokesmen from the first and second charter commissions stated that the move was designed to enhance the power and authority of the mayor.

Charter drafters in Nashville recognized that the mayor's ability to impact law enforcement, by appointing the chief law enforcement officer, would put the chief executive in a stronger political position. Beverly Briley, the County Judge and major proponent of consolidation, also advocated increased authority for the Chief of Police. This was not surprising in that Briley was, at the time, the most natural candidate for mayor of the consolidated city and county.

The Nashville charter was challenged by the Sheriff and other County officers whose responsibilities were shifted. These officials charged that the transfer of power and authority was unconstitutional. The courts, however, ruled for the consolidated government and permitted the transfer of functions. The court reasoned that, as long as the positions were retained, the people had the right to decide by referendum to transfer functions.

In Jacksonville, the responsibilities of the Chief of Police of the old city were assumed by an elected County Sheriff which was a position created by the State legislature during its consideration and revision of the original charter for consolidation. The present Mayor, and other spokespersons, all stated their objections to the present elected status of the chief law

enforcement officer. Despite the fact that the current incumbent is described as well-liked, well-trained, competent and honest, past Duval sheriffs have had poor reputations and records. Such a situation, in so vital a service area, would undoubtedly have a detrimental effect upon the credibility of the mayor and might potentially erode citizen support for the consolidated government. Government spokespersons made it clear that an elected Sheriff was a compromise made to ensure approval of the new charter.

3. Issue: How Does Consolidation Affect the Organization and Administration of Public Education?

Summary

Three of the four cities studied have county-wide school systems. Miami-Dade and Jacksonville-Duval have county-wide school boards as required by Florida State law. They act with a high degree of autonomy. The school boards in Dade and Duval counties are separately elected and, within the 10 mill limit, set their own millage rates.

In Nashville-Davidson, two school systems were consolidated by the voters in 1962. The school board is appointed by the mayor, subject to Council approval. The school board must submit a budget to the Metro government for its approval, but by two-thirds majority, can call a referendum to increase or decrease funding levels and overrule the executive and legislative branches of Metro.

In Indianapolis-Marion County, the school system was excluded from the consolidation of Unigov on the premise that the reorganization of schools in 1962, from 13 to 11 districts, had achieved an adequate and efficient education system for the County. The exclusion of schools was challenged in the courts and the final decision has still not been made. The 11 school boards in Marion County act autonomously in establishing the tax rates imposed upon the residents of the 11 school districts.

The administration of the public school systems in two of the four cities was another major issue. Because, by law, the school systems of Jacksonville-Duval were county-wide, the pros and cons of a consolidated school system were not direct issues in these areas.

The Miami-Dade schools are administered by a School Board composed of seven elected non-partisan members. All Board members serve for four-year staggered terms of office. Two of the members are elected at-large and five of the members are elected by district. The School Board does not submit a budget to the Board of County Commissioners but simply "certifies" the millage rate to the county.

The Duval County School Board consists of seven members elected in non-partisan district elections from School Board Districts which include two Council Districts each. Board members are elected for a term of four years. The Board levies its own taxes to cover the budgeted cost of operating the public schools but must submit its budget to the City Council for approval.

In Indianapolis-Marion, the schools were excluded from the consolidated government. Pro-consolidationists realized that inclusion of the school issue might have motivated opposition to Unigov. However, they also knew they might be open to court challenge if they left the schools completely unaffected. The team of lawyers that drafted the Unigov bill, judged, however, that the arguments in favor of not including the schools would be strong enough to win in the courts. They based their decision not to reorganize schools on the facts that: (1) the administration of schools had evolved away from civil government in Marion County up to a point, in 1967, where schools and civil government were two separate and distinct entities, (2) a thorough reorganization of schools had occurred on a state-wide basis just a few years before consolidation and (3) the reorganized school system provided what was considered to be an adequate and efficient education system in Indianapolis-Marion.

The overall issue of school organization in Indianapolis was also significantly affected by historical factors. In 1865, the



towns and townships of Marion County operated the school systems, with the administration of the schools controlled by a three-person township board elected by the people. These individuals were also responsible for "poor relief," and other aspects of civil government. As townships grew in population and the operation of the schools became a more complex responsibility, independent school boards assumed the duty of running the schools. By the 1950's, the schools in Marion County were run almost exclusively by independent school boards distinct from civil government.

In the 1950's, the State of Indiana acted to reorganize the schools in Marion County. The reorganization was necessitated by the fact that the schools in many rural areas of the county did not meet minimum educational standards. A 1961 plan to reorganize the 13 Marion County school districts to 11 school districts was approved by the State in 1962. Tax rates were increased in areas outside Indianapolis-Marion County to provide revenues to upgrade the sub-par rural schools. The exclusion of the schools from Unigov was, predictably, challenged in the courts and the issue has not been resolved to date.

In Nashville-Davidson County, the administration of the schools was a major consolidation issue. Separate city and county school systems existed in 1962.

At the same time that many city school classrooms were empty and unused, the county school system was trying to construct new classrooms and schools to keep pace with population increases. The problem was further complicated by the fact that, by Tennessee law, when the county issued bonds to build more classrooms and schools, it had to give the city an eight to nine percent share of the bond sale proceeds. The city however, did not necessarily need the funds to the extent required by the county. Therefore,

D. Taxation and Finance

The impact of consolidation on the financial condition and operation of the cities and counties is an issue of considerable controversy. In all of the locations studied, a selling point used during the early campaigns was that consolidation "would save money." In spite of some impressive financial results, senior officials in all locations generally regret that such promises were made; and they agree that it is virtually impossible to measure the precise impact of consolidation on local finances. This is true for several reasons:

- General economic and governmental conditions have changed dramatically since consolidation.
- Economy-wide price inflation has been significant.
- Government services have increased as a result of citizen demands in such areas as police services, health, and recreation.
- The Federal government has imposed major new requirements in such areas as environmental improvement, welfare, and elementary education.
- Comparative financial data are usually not available for the years prior to consolidation. The early financial records of the county, cities, or other municipalities were maintained separately and it is difficult to reconstruct past figures to match against current results.

This section discusses the patterns of taxation and finance in each of the areas studied, and the impact of consolidation on these patterns. The following specific areas are covered:

- Taxation
- Borrowing capacity and debt ratings
- Federal assistance

Unless otherwise noted, the sources for the exhibits in this section are the annual reports and budgets from each of cities-counties studied.

1. Issue: What Has Been the Impact of Consolidation  
on City and County Tax Rates and Other  
Revenue Collection?

Summary of Findings

As has been previously noted, the impacts of consolidation on levels of taxation and "costs of government" are difficult to measure. It is simply not possible to separate the impacts of the many events which have occurred and to attribute causes to particular events. Based on the trends which are highlighted in this section, however, the following findings can be reported:

(1) In planning for consolidation, or other major changes in form of government, all of the persons interviewed strongly urged that reduction in the "cost of government" not be used as a major selling point. While savings and economies have surely been effected, it is impossible to directly trace their impact on tax rates or overall budget requirements.

(2) The cities and counties which have consolidated have been able to either reduce their tax levels or to keep their increases below those of other comparable cities/counties. There is no evidence that on a county-wide basis, consolidation will cause significantly higher taxes. Consolidation has also clearly increased the abilities of the cities to collect such non-tax revenues as user fees and charges.

(3) Within the county, there is evidence that county-wide (General Services District) rates have increased relative to city (Urban Services District) rates. This has occurred because: consolidation has encouraged a leveling of tax rates throughout the county to better match the actual levels of service provided;

services have been extended to many county areas which previously did not receive services; and consolidation is generally used as a vehicle to upgrade the level of services, thus increasing taxes.

a. Jacksonville

Two General Funds are used for the consolidated City. The first supports the activities of the consolidated City as a whole and is called the General Services District (GSD). The second fund, the Urban Services District (USD), supports activities related only to the central city or the former City of Jacksonville. In addition, it should be noted that each of the four municipalities within Duval County which chose not to join the consolidated City of Jacksonville maintains its own Urban Services District.

The basic purpose of the Urban Services District is to enable citizens of the central city to be taxed for the extra urban-oriented services which they received. However, as this concept is applied in Jacksonville, the Urban Services District revenues have been phasing down, with only street cleaning and debt service now included in the USD. All other functions have been funded from the General Services District; and attempts have been made to extend these functions on an equitable county-wide basis.

The following figures summarize revenue decreases in the Urban Services District and the overall increases in the General Services District:

	<u>Dollars of Revenues in Thousands</u>				
	<u>1969</u>	<u>1971</u>	<u>1973</u>	<u>1975</u>	<u>1976</u>
General Services District	49,883	58,614	86,159	94,247	102,831
Urban Services District	<u>7,414</u>	<u>8,164</u>	<u>8,848</u>	<u>1,523</u>	<u>1,579</u>
Total City of Jacksonville	<u>57,297</u>	<u>66,778</u>	<u>95,007</u>	<u>95,770</u>	<u>104,410</u>

Exhibit V.D.1 presents the sources of revenue for the City of Jacksonville for the years since consolidation. These revenues include all items which are expended by the consolidated city government; they exclude school tax revenues and those revenues collected directly by the independent authorities and boards such as the Jacksonville Electric Authority and the airport. The following items are of note from Exhibit V.D.1:

- As described previously, virtually all revenues for the consolidated government are from the General Services District;
- The total General Services District property tax revenues have increased from \$14.6 million in 1969 to \$27.9 million in 1976, an increase of 91 percent or an average annual compounded increase of 9 percent. The nature of the property tax increase and the specific millage rates are discussed later in this section.
- A dramatic increase has occurred in the level of Federal and State grants flowing to Jacksonville, from approximately \$2.6 million in 1969 to \$24.6 million in 1976. In 1969, Federal and State funds accounted for 4.6 percent of total revenues; while in 1976, such funds represented 23.6 percent of all revenues. Even if one subtracts the average of \$11 million of Federal Revenue Sharing funds, which Jacksonville has received each year, this increase is impressive. A more detailed examination of the impact of consolidation on the receipt of Federal grant funds is presented later in this section.

The overall increase in revenues may be summarized as follows:

	<u>(\$ in Millions)</u>
Revenues in 1969	\$ 57.3
Revenues in 1976	<u>104.4</u>
Increase over 7-year period	47.1
Percentage increase over seven years	82%

EXHIBIT V.D.3

CITY OF JACKSONVILLE, FLORIDA

PROPERTY TAX RATES AND TAX LEVIES -  
ALL OVERLAPPING GOVERNMENTS  
Year ended September 30, 1976  
(Unaudited)

	Fiscal Year	Urban Services District	General Services District				Total
			Board of Public Instruction	Government	Other	Total	
Tax rates:	1968-69	6.0000	11.9283	8.4647	5.5353	25.9283	31.9283
	1969-70	6.0000	11.4074	8.3782	5.6218	25.4074	31.4074
	1970-71	5.5000	11.2226	7.5175	5.4825	24.2226	29.7226
	1971-72	5.5000	11.1549	7.9521	5.0479	24.1549	29.6549
	1972-73	4.0000	11.0542	6.8772	5.1228	23.0542	27.0542
	1973-74	1.1814	10.8734	6.7076	4.1251	21.7061	22.8875
	1974-75	1.2149	8.3678	6.3717	3.3412	18.0807	19.2956
	1975-76	1.2119	8.5866	6.4616	2.7746	17.8228	19.0347
Tax levies:	1968-69	\$4,361,500	\$21,382,267	\$15,013,268	\$10,147,732	\$46,543,267	\$50,904,767
	1969-70	\$4,407,488	\$21,051,927	\$15,512,923	\$10,409,088	\$46,973,938	\$51,381,426
	1970-71	\$4,247,459	\$22,360,114	\$14,985,213	\$10,928,633	\$48,273,960	\$52,521,419
	1971-72	\$4,324,167	\$23,560,651	\$16,796,545	\$10,661,448	\$51,018,644	\$55,342,811
	1972-73	\$3,401,411	\$26,352,104	\$16,664,274	\$12,412,489	\$55,428,867	\$58,830,278
	1973-74	\$1,168,168	\$31,315,885	\$19,616,366	\$12,065,375	\$62,997,626	\$64,165,794
	1974-75	\$1,370,460	\$31,491,268	\$23,967,372	\$12,588,210	\$68,046,850	\$69,417,310
	1975-76	\$1,452,938	\$36,517,179	\$27,480,929	\$11,800,508	\$75,798,616	\$77,251,554



However, if one excludes revenues from Federal and State sources and includes only locally generated funds, the increase appears far more moderate.

	<u>(\$ in Millions)</u>
Locally generated revenues in 1969	\$54.7
Locally generated revenues in 1976	<u>79.8</u>
Increase over 7-year period	25.1
Percentage increase over 7 years	46%

In setting its property tax rates, Jacksonville has utilized a unique approach which has had significant impact on the City. The original drafters of the consolidation charter included a provision that the property tax millage rates must be rolled-back (reduced) each year by the same percentage as the average increase in assessed value of taxable properties -- unless a specific millage rate increase is proposed and enacted by the city government. This provision has had two primary effects. First, it addressed the concerns of the Jacksonville voters at the time of consolidation that tax rates would be increased dramatically by a new, more-powerful central government. Second, over the years it has had the effect of limiting tax increases. Since 1969, tax millage rates have dropped each year; and in all but two of those years the rates have dropped by the same percentage as the average increase in assessed values, thus leaving the taxpayer with no overall tax increase.

Exhibit V.D.2 summarizes the history of millage rates since consolidation; and Exhibit V.D.3 provides further details of the tax rates and levies. The exhibits clearly demonstrate the reduction in rates. These rates have left Jacksonville within statutory property tax limits imposed by the State and with an impressive record of tax rate containment since consolidation.

EXHIBIT V.D.2  
SUMMARY OF JACKSONVILLE  
AD VALOREM TAXES  
SINCE CONSOLIDATION

<u>Year</u>	<u>General Services District (County Rate)</u>	<u>Total General and Urban Services Districts (Total City Rate)</u>
1967	\$28.04	\$40.74
1968 (1st year of consolidation)	25.93	31.93
1969	25.41	31.41
1970	24.22	29.72
1971	24.16	29.66
1972	23.05	27.05
1973	21.71	22.89
1974	18.08	19.30
1975	17.82	19.04
1976	17.80	18.91

Under Florida law, property taxes must be based on an assessment of 100 percent of valuation.

EXHIBIT V.D.1

CITY OF JACKSONVILLE, FLORIDA

GENERAL REVENUE BY SOURCE  
Year ended September 30, 1976  
(Unaudited)  
(in thousands of dollars)

	1969		1970		1971		1972		1973		1974		1975		1976	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
General Fund - General Services District:																
Property taxes	\$14,649	25.58	\$15,401	23.51	\$14,994	22.45	\$16,967	21.59	\$16,798	17.68	\$19,408	20.56	\$24,019	25.08	\$ 27,883	26.71
Cigarette tax	4,920	8.57	5,490	8.38	5,810	8.70										
Utilities services tax	2,441	4.26	4,663	7.11	5,140	7.70	5,886	7.49	7,834	8.25	13,810	14.63	14,732	15.38	16,290	15.60
Other taxes	80	.14	125	.19	114	.17	98	.12	101	.11	56	.06	11	.01	12	.01
Licenses and permits	1,773	3.09	2,144	3.27	2,220	3.32	2,164	2.75	2,870	3.02	3,055	3.24	3,200	3.34	3,417	3.27
Federal and state grants	2,632	4.59	3,544	5.41	3,679	5.51	16,504	21.01	22,449	23.63	26,022	27.57	24,554	25.64	24,628	23.59
Charges for services	2,850	4.97	3,550	5.42	3,964	5.94	4,204	5.35	7,699	8.10	5,089	5.39	5,286	5.52	5,297	5.07
Fines and forfeits	1,173	2.05	1,386	2.12	1,527	2.29	1,870	2.38	1,880	1.98	2,017	2.14	2,104	2.20	2,381	2.28
Earnings on investments	982	1.71	1,828	2.79	1,458	2.18	1,145	1.46	1,464	1.54	2,068	2.19	1,130	1.18	1,103	1.06
Contribution from Jacksonville Electric Authority	17,514	30.58	18,308	27.94	18,693	27.99	20,084	25.57	24,355	25.63	20,532	21.75	17,949	18.74	19,998	19.15
Miscellaneous	869	1.52	795	1.21	1,015	1.52	960	1.22	709	.75	948	1.00	1,262	1.32	1,822	1.75
	<u>49,883</u>	<u>87.06</u>	<u>57,234</u>	<u>87.35</u>	<u>58,614</u>	<u>87.77</u>	<u>69,882</u>	<u>88.94</u>	<u>86,159</u>	<u>90.69</u>	<u>93,005</u>	<u>98.53</u>	<u>94,247</u>	<u>98.41</u>	<u>102,831</u>	<u>98.49</u>
General Fund - Urban Services District:																
Property taxes	4,258	7.44	4,292	6.55	4,116	6.16	4,330	5.51	3,381	3.56	1,140	1.21	1,358	1.42	1,473	1.41
Utilities services tax	3,039	5.30	3,565	5.44	3,753	5.62	4,147	5.28	5,181	5.45						
Earnings on investments	86	.15	155	.24	130	.19	106	.13	282	.30	238	.25	126	.13	62	.06
State Revenue Sharing													34	.03	41	.04
Miscellaneous	31	.05	273	.42	165	.26	110	.14	4		11	.01	5	.01	3	
	<u>7,414</u>	<u>12.94</u>	<u>8,285</u>	<u>12.65</u>	<u>8,164</u>	<u>12.23</u>	<u>8,693</u>	<u>11.06</u>	<u>8,848</u>	<u>9.31</u>	<u>1,389</u>	<u>1.47</u>	<u>1,523</u>	<u>1.59</u>	<u>1,579</u>	<u>1.51</u>
Totals	<u>\$57,297</u>	<u>100.00</u>	<u>\$65,519</u>	<u>100.00</u>	<u>\$66,778</u>	<u>100.00</u>	<u>\$78,575</u>	<u>100.00</u>	<u>\$95,007</u>	<u>100.00</u>	<u>\$94,394</u>	<u>100.00</u>	<u>\$95,770</u>	<u>100.00</u>	<u>\$104,410</u>	<u>100.00</u>

The impact of this property tax record is highlighted by a chart which appeared in the city's financial summary for 1976-1977, comparing the taxes one would pay on a \$25,000 home in 1968 with the taxes on a \$25,000 home in 1977 (Exhibit V.D.4). Even when one adds the effects of inflation on home values, the figures are dramatic.

Some of the reasons the real property tax rates are at these levels are:

(1) Jacksonville has tapped local sources of revenue other than the property tax.

- the cigarette tax was extended county-wide at the time of consolidation
- a sewer charge was imposed on city residents
- business license fees were extended county-wide
- a 10 percent utility tax imposed.

(2) The tax base in Jacksonville has been increased substantially. The assessed valuation of taxable properties increased from \$1.8 billion in 1968 to \$4.9 in 1976. Of this increase, the City estimates that at least \$1.5 billion resulted from new construction and investment in the city.

(3) Federal and non-local funds have increased sharply since consolidation.

(4) Consolidation brought some savings and efficiencies including an increase in earnings on investments from the newly consolidated bank accounts.

EXHIBIT V.D.4

JACKSONVILLE

PROPERTY TAXES ON A \$25,000 HOME

<u>Year</u>	<u>City and County Taxes</u>
1967	\$814.80
1968	638.60
1969	628.20
1970	549.40
1971	593.20
1972	541.00
1973	457.80
1974	386.00
1975	380.80
1976	378.20

<u>Agency</u>	<u>Special Tax District</u>	<u>Debt Limit</u>	<u>Area</u>
Division of Urban Renewal	Redevelopment District	1%	Consolidated City
Department of Parks and Recreation	Park District	2%	County-wide
Division of Flood Control	Flood Control District	2%	County-wide
Department of Transportation	Metropolitan Throughfare District	4%	County-wide

As a guide to the taxpayers, the County Treasurer prepares a notice which summarizes the various tax-rates for each area of the county. This notice (Exhibit V.D.6) clearly illustrates the enormous complexity of the Marion County and Unigov property tax system. Exhibit V.D.7 portrays the relationships of the many tax funds to the government organizations which they support.

In view of the complexities of the tax structure, it is difficult to provide a simplified summary of the impact of consolidation on taxation or the revenue history of the city. However, Exhibit V.D.8 summarizes the property tax millage rates in the center township from 1969-1976.



EXHIBIT V.D.6  
**NOTICE TO TAXPAYERS OF MARION COUNTY**

Notice is hereby given that the TAX DUPLICATES for State, County, Township, Schools and Corporations of Marion County for the year 1974 and payable in 1975 are now in the hands of the County Treasurer who is ready to receive the Taxes charged thereon. The following table shows the rate of taxation on each \$100.00 worth of taxable real and personal property in the several units.

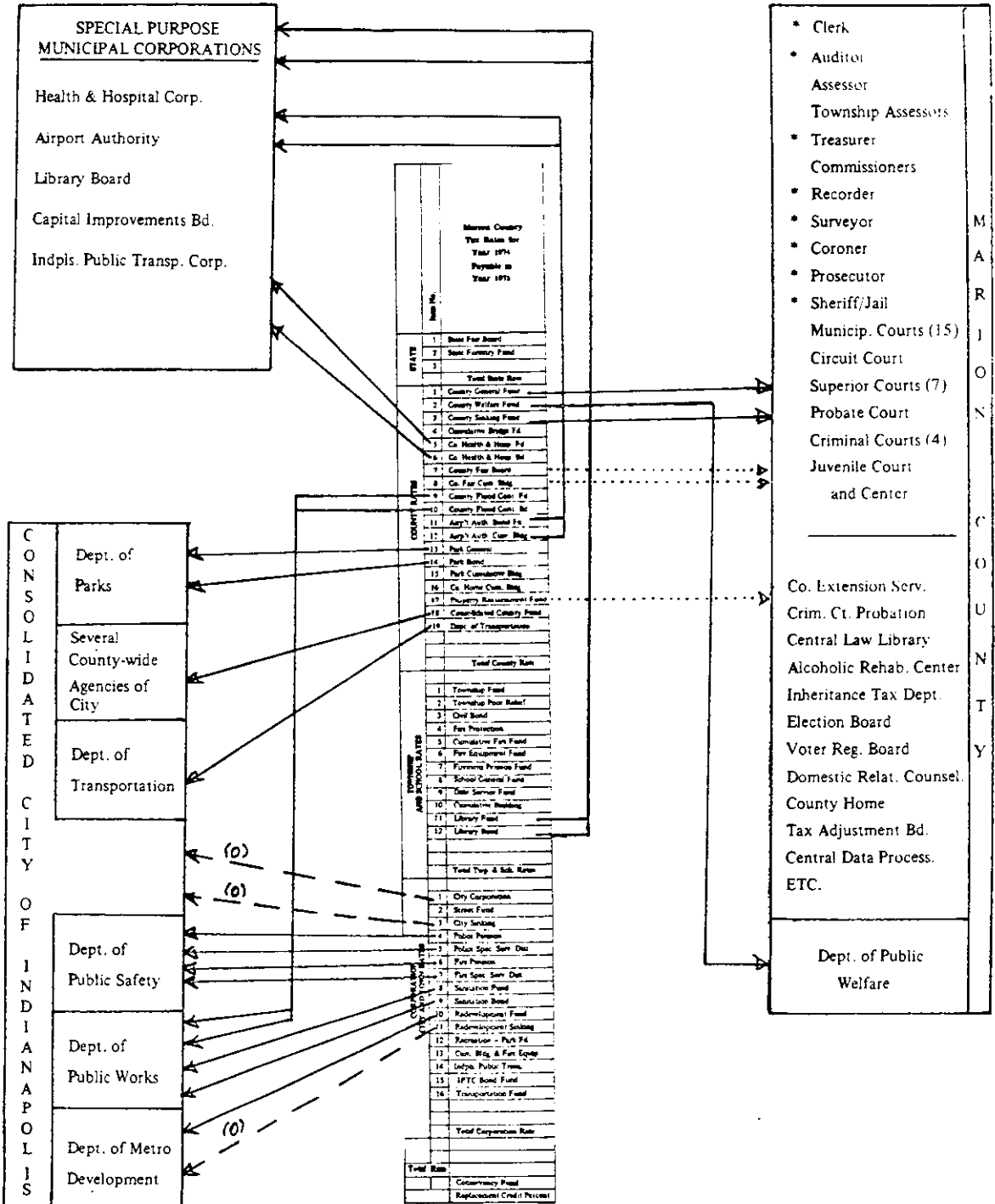
Taxes payable in the year 1975 are due and payable in two equal installments - First installment delinquent after May 12th - Second installment delinquent after November 10th.

[illegible]



# EXHIBIT V.D.7

## MARION COUNTY UNITS OF GOVERNMENT AND THE PROPERTY TAX LEVY FUNDS WHICH FINANCE THEIR ACTIVITIES



\* constitutionally elected officers



EXHIBIT V.D.8

INDIANAPOLIS CENTER TOWNSHIP MILLAGE RATES

<u>Year</u>	<u>City</u>	<u>County</u>	<u>Municipal Corporations</u>	<u>Other*</u>	<u>Total Center Township</u>
1969	4.021	1.345	1.051	4.958	11.375
1970	3.956	1.406	.914	5.153	11.429
1973	4.059	1.109	1.183	6.324	12.674
1975	4.096	1.150	1.113	6.225	12.584
1976	4.089	1.238	1.143	5.929	12.399
1977	4.439	1.228	1.172	5.855	12.694

\* Includes School District, Township and other taxes.

Note: This information was provided by the Indianapolis Office of the Controller.

c. Nashville

The Metro Government of Nashville-Davidson uses the General Services District (GSD) and Urban Services District (USD) approach. The GSD comprises all of Davidson County; and the USD includes the City of Nashville as it was before consolidation, plus a small area (Bordeaux-Haynes) which was added in 1972. All Davidson County property owners pay the GSD tax (\$4.11 per \$100 of assessed property value in 1975-1976). Those within the USD pay \$1.89 per \$100 of assessed property value (1975-1976) in addition to the county-wide GSD tax.

The extra services which the USD receives for the supplemental tax payment are: fire protection, street lighting, street cleaning, and refuse collection. The concept behind the USD is to relate, as closely as possible, the taxes paid with the services received.

It is interesting to note that while both Jacksonville and Nashville use the GSD-USD approach -- there is one major difference. Jacksonville has moved toward incorporating all services in the General Services District Fund with the Urban Services District now including only street cleaning and debt service. Nashville maintains a significant Urban Services District without an apparent intention to phase it down.

Exhibit V.D.9 summarizes the property tax rates for the consolidated government from 1962 through 1976. As can be seen, following consolidation in 1962 there was a shift of functions from the USD to the GSD, with resultant changes in tax rates -- particularly a tax increase for residents of Davidson County outside of the central City of Nashville. This represented an initial move toward greater uniformity of services in the county

EXHIBIT V.D.9

NASHVILLE METROPOLITAN GOVERNMENT

SUMMARY OF PROPERTY TAX RATES

(\$ per \$100 of Assessed Valuation)

	<u>Total</u>	<u>General Services District</u>	<u>Urban Services District</u>
1962-1963	\$5.32	\$2.32	\$3.00
1963-1964	5.70	3.70	2.00
1966-1967	5.30	3.50	1.80
1968-1969	5.30	3.50	1.80
1970-1971	5.30	3.50	1.80
1972-1973	6.00	4.11	1.89
1974-1975	6.00	4.11	1.89
1975-1976	6.00	4.11	1.89

and more equitable payment for county-wide services by those outside of the Urban Services District.

Exhibit V.D.10 summarizes the major sources of revenues for the consolidated government for the fiscal year of 1975.

The consolidated government of Nashville has noted the following major accomplishments in the finance area:

- The property tax rates have generally been stabilized. Since consolidation, the only major increase has occurred in the General Services District. The major complaints, therefore, have generally been from suburban residents.
- A sales tax was instituted at the time of consolidation with the funds earmarked for education.
- Consolidation has greatly increased the income from investment of cash balances.
- New or expanded sources of revenues, other than the property tax, have been tapped. These include increased water/sewer charges, permits and hospital fees. In addition, a \$15 automobile registration fee was instituted after previously being impractical from an enforcement viewpoint prior to consolidation.
- Major amounts of Federal funds were attracted to Nashville. Robert Horton, the Fiscal Advisor to the Metro government, noted in a conference held by the National Association of Counties in 1973, that Nashville ranked eighth in the nation as to Federal funding received, although they were 31st in city size.

EXHIBIT V.D.10  
METROPOLITAN GOVERNMENT OF NASHVILLE  
AND DAVIDSON COUNTY

SUMMARY OF MAJOR SOURCES OF REVENUES

(Dollars in Thousands)

<u>General Services District</u>	<u>Fiscal Year 1975</u>
Taxes	\$ 68,309
Licenses and Permits	38,261
Fines, Forfeits and Penalties	2,208
Revenue from Other Governments	56,353
Charges for Current Services	9,241
Other Sources	<u>6,702</u>
TOTAL	\$181,074
 <u>Urban Services District</u>	
Taxes	19,534
Licenses and Permits	3,016
Revenue from Other Governments	1,063
Other Sources	<u>1,534</u>
TOTAL	\$ 25,147

d. Miami-Dade

The many municipalities within Dade County, all having unique tax rates and financial objectives, make it difficult to present a clear picture of the finances of each.

Exhibit V.D.11 compares the property tax millage rates for the various municipalities and Metro in the last two fiscal years. The rates for many of the cities are increasing substantially due to the rapidly increasing costs of municipal services such as police, fire and street maintenance. The Metro Dade County rate, however, increased a relatively modest 1.54 percent in the two year period.

Exhibit V.D.12 summarizes the Dade County history of millage rates, county budgets and costs per capita. Exhibit V.D.13 summarizes the millage rates for the City of Miami, the largest City in the County.

As can be seen from both charts, the millage rates have generally been dropping over the years; however, the rates for both the County and the City of Miami are increasing for 1976-77 due primarily to economy-wide inflation. It is difficult to reach firm conclusions as to the effect of the establishment of the Metro government on taxation and finances. It is clear, however, that the costs of county government have increased. Aileen Lotz, the current Director of Human Resources for Metro Dade County, noted in a published study that there are several reasons for the increase:

- There was need during the early years, to upgrade the county government and its services; equipment was obsolete; administration was weak; and salaries were non-competitive.

EXHIBIT V.D.11  
SUMMARY OF PROPERTY TAX MILLAGE RATES  
FOR DADE COUNTY

<u>Cities</u>	<u>Fiscal Year 1975-1976</u>	<u>Fiscal Year 1976-1977</u>	<u>Percentage Difference</u>
Bal Harbour Village	6.5	6.5	0
Bay Harbor Island	4.5	4.5	0
Biscayne Park	4.9	5.143	4.9
Coral Gables	7.734	7.91	2.3
El Portal	3.597	3.681	2.3
Florida City	4.492	4.559	1.49
Golden Beach	9.55	10.00	4.71
Hialeah	4.07	5.73	35.46
Hialeah Gardens	4.00	4.80	20.0
Homestead	7.304	7.275	-0.39
Indian Creek Village	19.5	19.5	0
Islandia	9.707	9.707	0
Medley	9.069	9.5	4.7
Miami (proposed)	10.93	11.90	8.9
Miami Beach	9.23	9.83	6.5
Miami Shores	7.6	7.6	0
Miami Springs	7.151	8.00	11.8
North Bay Village	5.939	6.126	3.14
North Miami	6.701	6.89	2.8
North Miami Beach	7.95	7.95	0
Opa-locka	7.868	10.561	34.2
South Miami	3.843	5.437	41.4
Surfside	2.499	4.50	80.0
Sweetwater	3.00	3.00	0
Virginia Gardens	3.00	3.00	0
West Miami	6.009	7.50	24.8
Metro	7.86	7.983	1.54

EXHIBIT V.D.12  
SUMMARY OF DADE COUNTY  
TAXATION AND REVENUES

<u>Year</u>	<u>Millage</u>	<u>Total County Budget (\$ in Millions)</u>	<u>Cost Per Capita</u>
1958-59	15.900	\$ 45.2	\$ 50.90
1959-60	17.900	54.4	58.19
1960-61	19.150	59.9	62.18
1961-62	19.070	59.4	54.44
1962-63	18.670	62.6	58.67
1963-64	18.660	65.1	60.28
1964-65	8.130	65.8	58.85
1965-66	9.460	71.0	62.61
1966-67	9.400	76.2	64.91
1967-68	9.300	88.9	74.68
1968-69	10.390	102.8	85.65
1969-70	10.560	116.0	92.82
1970-71	9.000	128.1	101.02
1971-72	8.790	149.9	113.94
1972-73	8.790	173.0	128.15
1973-74	8.290	174.3	127.47
1974-75	7.150	192.8	122.83
1975-76	7.860	243.9	162.60
1976-77	7.983	263.7	172.83



EXHIBIT V.D.13  
CITY OF MIAMI  
MILLAGE RATES

<u>Year</u>	<u>Total Millage</u>
1959-60	20.69
1960-61	20.59
1961-62	20.34
1962-63	20.34
1963-64	18.34
1964-65	18.24
1965-66	18.24
1966-67	15.79
1967-68	15.79
1968-69	15.762
1969-70	15.762
1970-71	14.825
1971-72	14.755
1972-73	12.673
1973-74	13.436
1974-75	10.880
1975-76	10.930
Proposed 1976-77	11.903

- Functions have been transferred from the various cities to the county.
- The population of the area has grown enormously (although per capita costs have also increased).
- Services have been extended to the unincorporated areas.
- A significant number of the new population have required costly social services particularly designed for low income persons.

2. Issue: What is the Impact of Consolidation on the Ability to Issue Debt and on Bond Ratings?

Consolidation appears to have had a positive impact on the bond ratings assigned by the rating services and, therefore, on the ability of the consolidated governments to market their debt issues.

In three of the areas studied, bond ratings have improved since consolidation. This can be seen in Exhibit V.D.14 which compares the Moody's ratings for issues at the time of consolidation with those at present.

The finance directors interviewed believed that several factors accounted for the improved ratings:

- Consolidation increased the investors' perceptions of local financial stability,
- Economic conditions in each area have generally improved,
- Total outstanding debt for the areas have been kept to minimum thus enhancing the marketability of individual issues,
- The areas are attracting increased business investment, dramatically improving the county tax bases.

There are also significant examples of the willingness of the citizens of the areas studied to approve new bond issues. Most notably, the voters of Dade County approved a multi-million series of bond issues -- the Decade of Progress bonds; this approval bespeaks a high level of citizen confidence in local government.

EXHIBIT V.D.14  
SUMMARY OF BOND RATINGS  
BEFORE AND AFTER CONSOLIDATION

	<u>Rating at Time of Consolidation</u>	<u>Recent<sup>(1)</sup> Rating</u>
City of Miami	A <sup>(5)</sup>	A1
Indianapolis	Aa <sup>(2)</sup>	Aaa
Nashville	Aa <sup>(3)</sup>	Aa
Jacksonville	A <sup>(4)</sup>	A1

(1) From Moody's Bond Record, April, 1977

(2) From Moody's Municipals, 1971

(3) From interview with Joseph Torrence of Nashville

(4) From interview with Royce Lyle of Jacksonville

(5) From interviews with Miami officials

3. Issue: What Have Been the Impacts of Consolidation  
on the Flows of Federal Funds to the Areas?

a. Summary of Findings

The officials of the areas studied all felt that consolidation had significantly assisted them in securing Federal funds. This was true notwithstanding the fact that there is little inherent in the provisions of current Federal grant programs which would provide an advantage to a consolidated city/county. Federal programs are generally neutral on this issue.

b. Discussion

In addressing this issue, two major aspects should be examined:

(1) Whether the Federal statutes and regulations generally favor or penalize the consolidated city and county; and

(2) The extent to which consolidation has brought about changes within the consolidated areas which enable them to be more successful in attracting Federal funds.

In general, we find that the Federal government, while encouraging the formation of many types of regional planning and operating entities, is most often neutral as to city-county consolidation. No statutory or official advantage or disadvantage is given the consolidated city. However, the evidence also demonstrates that consolidated cities have significantly increased their shares of Federal funds. This success does appear to have resulted in large measure from consolidation.

There are several types of Federal grant program provisions which may influence the level of funds awarded to a consolidated city.

- o Minimum population size - Some Federal programs have minimum population requirements for grant eligibility. Examples include: Community Development funds of the Department of Housing and Urban Development, Law Enforcement Assistance Administration grants, and Comprehensive Employment and Training Act funds.
- o Planning grants - Some Federal programs have planning requirements which require a minimum population. The Comprehensive Health Planning program of HEW requires a minimum population of 200,000.
- o Low-income assistance programs - Levels of funds received from grant programs designed to assist low-income persons could be influenced either positively or negatively by consolidation. If the formula for distributing the funds is based on density of the low-income population -- the funding level would be reduced at consolidation. However, if the formula is based on total numbers of low-income persons -- the funding level would increase as a result of consolidation.

Even though the Federal government has not specifically used these types of provisions to encourage consolidation through its grant programs, the records of Nashville, Jacksonville and Indianapolis in attracting Federal funds have been outstanding.

- o Exhibit V.D.15 summarizes the growth in Federal and State funds (primarily Federal) which has been received by Jacksonville since consolidation;
- o In 1973, Nashville ranked eighth in the nation in total amount of Federal funding, although only 31st in city size (reported by Robert Horton, Fiscal Advisor, in a 1973 seminar of the National Association of Counties),
- o Mayor Hans G. Tanzler, Jr., of Jacksonville, reports that,

EXHIBIT V.D.15  
SUMMARY OF REVENUES FROM  
FEDERAL AND STATE GRANTS

- JACKSONVILLE -

<u>Year Ending 9/30</u>	<u>Dollars in Thousands</u>
1969	\$ 2,632
1970	3,544
1971	3,679
1972	16,504
1973	22,449
1974	26,022
1975	24,554
1976	24,628

EXHIBIT V.D.16  
SUMMARY OF FEDERAL FUNDS  
RECEIVED IN FISCAL YEAR 1974

	<u>1973 Estimated Population</u>	<u>Federal Revenues (\$ in 000's)</u>	<u>Per Capita Federal Revenues</u>
Indianapolis	728,344	36,081	\$49.54
Jacksonville	521,953	25,887	\$49.60
Nashville	427,064	25,621	\$59.99
Shelby County (Including Memphis)	737,489	35,850	\$48.61



E. Public Access to and Participation in the  
Government Process

One commonly held belief is that centralization of city and county governments will reduce public access to and participation in the local government process. The scope of this study did not include the use of survey techniques to explore whether citizens felt that they identified or interacted with the old government more than the new consolidated government. However, some indicators of public access to, and participation in, government can be observed in the four city and county areas.

The following two subsections discuss the formal and informal channels of public access to (1) the executive branch and (2) the legislative body.

1. Summary of Findings

Our findings, although not based upon formal citizen surveys, seem to show that consolidated government is not a detriment to citizen access to and participation in government. In fact, citizen involvement in consolidated government through a variety of means, has appeared to increase in all four city-county areas.

Miami-Dade, Indianapolis, Nashville and Jacksonville all employ formal mechanisms in the executive branch to encourage citizen participation. Consolidationists included boards, commissions and authorities in the organization of the new governments to maximize citizen involvement and support for the government, and to lower the cost of local government. Miami-Dade is the one area where citizens in many of the 26 municipalities do not appear to identify with Metro. This may be in part because Metro utilizes the fewest number of boards, authorities

and commissions and gives the individuals who serve on the five existent boards relatively little responsibility.

In addition to formal mechanisms, the Mayors of Indianapolis and Nashville use informal task forces to encourage citizen participation and to help build a consensus on policy issues.

Public access to the legislative body is related to the issue of adequate representation. The size of a member's district and whether he or she is elected at-large or by district also seems to affect the question of access. A majority of district representatives (80-90 percent of the elected body) and relatively low numbers of registered voters per district encourages citizen participation. Conversely, a majority of at-large representatives and relatively high numbers of registered voters per district, as is the case in Dade County, discourages citizen participation and contributes to a lack of identity with the government.

Minority representation in the legislative process has increased since consolidation in all four city-county areas. The three areas which (1) elect a greater amount of members in district elections, and (2) have relatively low numbers of registered voters per district, have a higher percentage of minority representation relative to the percentage of minority population than does Miami-Dade. (Indianapolis, Nashville and Jacksonville). In all three areas, our interviewees stated that the increased representation has permitted greater access by minority groups.

To facilitate citizen access in city-county government, the optimal approach would appear to be: (1) utilization of formal mechanisms such as boards, commissions and authorities which

require citizen participation, (2) use of informal committees or task forces to encourage citizen interaction with government and consensus building, and (3) a majority of district versus at-large legislative representatives and relatively low numbers of registered voters per district to promote citizen identity with the government. The benefits of citizen access to and participation in local government include:

- Citizen support for a government in which they are involved,
- Reduced cost of local government, and
- Integration of minority groups into the government decision-making process.

Even in the absence of the optimal approach described above, citizen access may be improved under a consolidated system that brings rationality to a government structure. Although the proof is not quantifiable, community spokespersons have suggested that the level of citizen participation increased in consolidated government because constituents could relate to a single government entity that is easier to understand than the pre-consolidation dual approach.

2. Issue: How Do Consolidated Governments Encourage  
Public Access to the Executive Branch?

The community leaders in each area who drew up blueprints and drafted the charters that provided for the consolidation of city and county governments generally came from a broad cross-section of the population rather than from any particular segment of the population. They operated on the basis of the following three hypotheses:

- (1) The more people are involved in their government, the more they will support and identify with the government's structure,
- (2) The impetus for "involvement" cannot simply be left to individual choice, hence the need for a mix of formal and informal mechanisms which encourages citizen access, and
- (3) Local government is expensive, and the use of community talent in advisory, regulatory and policy-making roles can often reduce the direct cost of government.

There are two primary techniques used by the consolidated governments to encourage citizen participation in executive branch activities -- (1) Governmental Advisory Boards, authorities and commissions; and (2) Non-governmental citizen groups to advise various city departments or offices.

a. The Use of Governmental Advisory Boards,  
Authorities and Commissions

The use of governmental advisory boards, commissions and authorities in the governments studied can be summarized as follows:

	<u>Number of Organizations</u>
Metro Dade	6
Nashville	30
Indianapolis	9
Jacksonville	18

Exhibit V.E.1 illustrates the use of such units in Metro Dade.

These boards and agencies are partially or totally appointed by the chief executive officer, often with the confirmation of the council. Their members are composed of private citizens in the community who, in most instances, serve the government without pay. In Indianapolis, for example, members appointed to the boards, commissions and authorities all participate in an annual day-long seminar which reviews the (1) organization and function of Unigov, and (2) the particular organization and function of the members' agency, board or authority.

Whereas Indianapolis, Nashville and Jacksonville make extensive use of boards, commissions and authorities, Miami-Dade Metro government includes only six boards. The impact of this, according to local government officials within the twenty-six municipalities, is that the constituents of these cities do not identify with the Metro government. It appears that the small number of formal mechanisms designed to encourage citizen participation in the Metro government contributes to a feeling of minimal involvement on the part of the constituents.

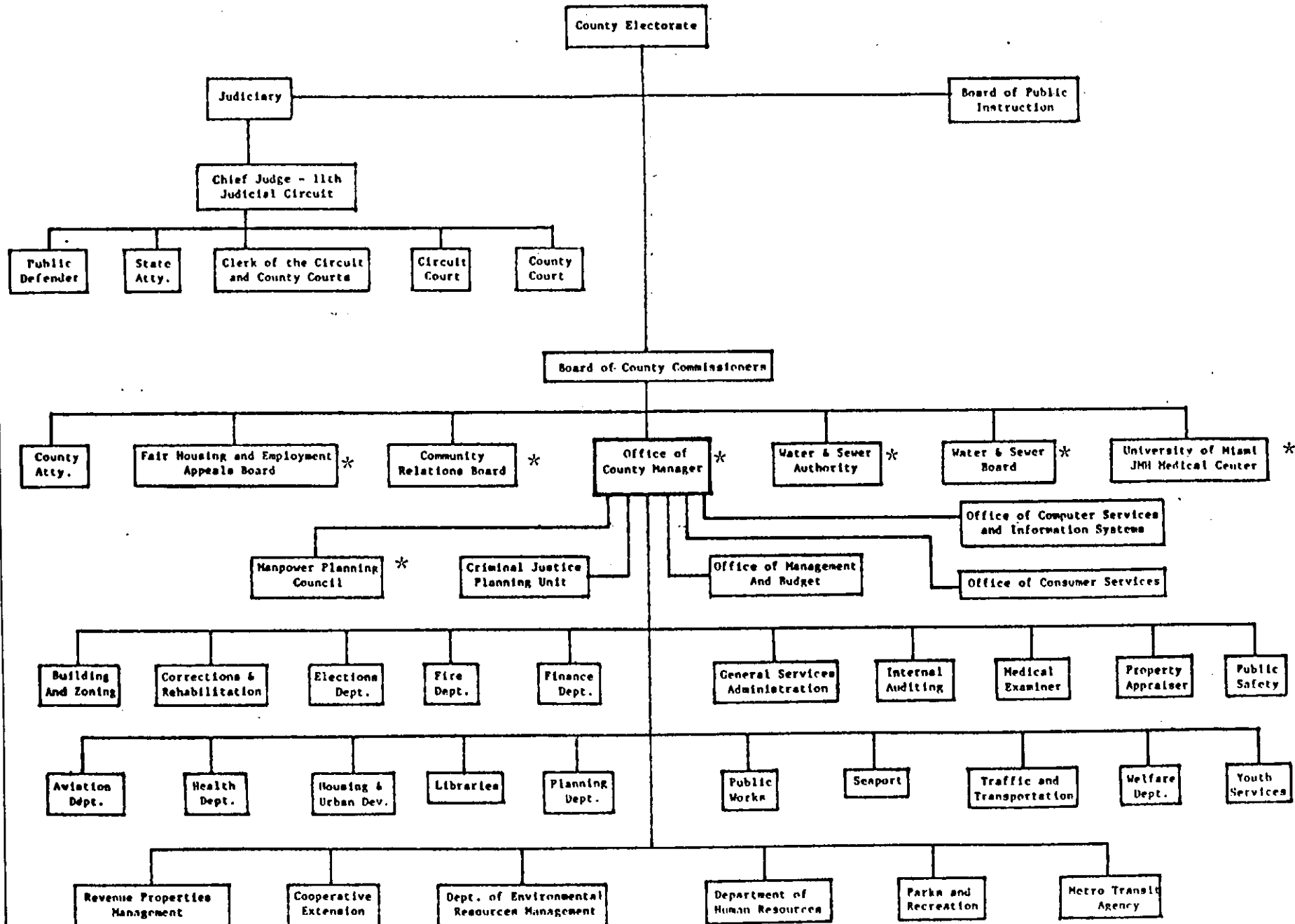
b. The Use of Non-Governmental Citizen Advisory Groups

The chief executives in two out of the four areas studied made significant use of informal mechanisms to encourage citizen

# EXHIBIT V.E.1

## THE METROPOLITAN GOVERNMENT OF DADE COUNTY

\*Boards and Commissions



participation. For example, Indianapolis has preserved and continues to use the Greater Indianapolis Progress Committee. The Committee was started in the early 1960's to assist the mayor formulate policy concerning urban renewal. The "Gypsy Committee," as it was nicknamed, was then used by former Mayor Richard Lugar to provide support for consolidation and input into the new Unigov structure. The Committee, which is composed of approximately 150 people that reflect a broad cross-section of the population is divided into subcommittees or task forces. Each mayor which has directed the Progress Committee infuses the group and the task forces with his personal management style and uses the Committee to address different issues. Mayor Hudnut uses the Progress Committee as (1) an informal mechanism to include citizen participation in Unigov, and (2) a forum in which a consensus can be developed concerning various economic development issues being considered.

Nashville also uses citizen task forces to a major extent. Rather than taking the approach of maintaining a large group of community representatives that meet regularly, the mayor appoints ad hoc task forces to deal with particular issues. Examples of present task forces are: (1) fire expansion and annexation, (2) substandard housing, and (3) a municipal stadium. The substandard housing task force, for example, includes twenty-five individuals which represent the interests of: the Chamber of Commerce, savings and loan institutions, Nashville banking institutions and minority groups. The purpose of the task forces, according to one community leader, is to resolve the major issues at the community level, before the matters are considered by the legislative body.

Summary

All four city-county areas utilize formal governmental mechanisms within the executive branch to increase citizen participation in local government. These boards, commissions and authorities perform advisory, regulatory and policy-making functions for the consolidated or two-tier governments; and they are used as a method of encouraging citizen participation in local government.

Miami-Dade which utilizes such formal advisory groups the least of the four areas, is also the area in which people do not (based on our interviews) seem to have a high sense of identity with the Metro government. We therefore conclude that such citizen participation may contribute to community feelings of government involvement.

Indianapolis and Nashville also employ informal non-governmental advisory groups to a major extent, to increase citizen participation in, and access to, local government. Indianapolis, particularly, uses a large group of individuals divided into task forces, both as a way to achieve involvement and to develop community-wide agreement on policy issues. The Mayor of Nashville assigns task forces to address specific issues to (1) encourage public participation and (2) to build a consensus on an issue prior to formal legislative consideration.



3. Issue: How Do Consolidated Governments Promote  
Public Access to the Legislative Body?

Public access and involvement in the legislative process seems to be directly related to the issue of adequate representation on the legislative board or council. In three out of the four city-county areas studied, government, community and business spokespersons felt that citizens were adequately represented on the legislative body and felt a high sense of involvement in the process. Furthermore, they stated that "involved" constituents were apt to participate in the legislative process beyond voting for candidates, by calling and writing their representative and registering their opinions.

The size of a representative's district and the method of a councilperson's election, seems to affect citizen access. Exhibit V.E.2 shows the number of councilpersons in each of the four legislative bodies, the district/at-large representation on the council or board, and the approximate number of registered voters in each of the districts.

Based on our interviews, the citizens of Nashville seemed to demonstrate an extremely high sense of identity with their respective councilperson. This undoubtedly has a great deal to do with the facts that: (1) a majority of the council members are elected by single member districts, and (2) the number of people in each district is relatively low. It should be remembered that the significant change in the second charter of Nashville was to increase the size of the legislative body. One reason given for the revision was to increase representation and encourage citizen participation.

Similarly, the team of lawyers which drafted the Indianapolis Unigov statute first proposed that the legislative body be smaller,

EXHIBIT V.E.2  
CHARACTERISTICS OF LEGISLATIVE BODIES

	<u>No. of Members in the Legislative Body</u>	<u>Organization</u>	<u>Term of Office</u>	<u>Type of Representation</u>	<u>Compensation</u>	<u>Est. No. of Registered Voters in Each District</u>
Miami-Dade	9 <sup>1</sup>	No Committee Structure	4 years	At-large	\$6,000 per annum	75,000
Indianapolis	29	Committee Structure - Internal Election of Presiding Officer	4 years	District/At-large 25/4	\$3,600 per annum Fixed by the City-County Council <sup>2</sup>	31,000
Nashville	41 <sup>3</sup>	Committee Structure	4 years	District/At-large 35/6	\$3,600 per annum (The Vice Mayor's salary is \$4,200)	6,500
Jacksonville	19	Committee Structure - Election of Presiding Officer	4 years	District/At-large 14/5	\$9,030 per annum. Fixed by the Council (The Chairman's salary is \$12,900)	14,000

1. Including the County Mayor who serves as Presiding Officer on the Board of County Commissioners.
2. A council person receives \$50 for each council meeting attended but cannot be paid for more than two meetings a month; the member also receives \$25 for each committee meeting attended but cannot be paid for more than three meetings a month.
3. Including one Vice Mayor elected at-large who serves as the Presiding Officer over the Metro Council.

but increased the size of the legislative body as a method of improving representation and citizen access.

In both Indianapolis and Jacksonville, community leaders did not register dissatisfaction with citizen participation in government. A member of the Jacksonville Council felt the fact that Florida governments work under a State "Sunshine" Act which requires most government meetings to be open to the public helped to educate the people on current issues, and aided citizen involvement.

As has been mentioned, in Miami-Dade people seem not to identify closely with Metro government. Spokespersons from some of the 26 municipalities said that, in many instances, they could not connect a member's stand on an issue with the interests of the district that he represents. These individuals stated that lack of identity with matters of district concern tends to lower the public sense of involvement in the process and discourages participation.

As Exhibit V.E.2 indicates, Miami-Dade has the highest number of voters in each district of all the areas studied. Dade County is also the only city-county area where all of the board members are elected by district at-large. Therefore, although the information is not conclusive, one might suggest that exclusive at-large representation on a legislative body (1) forces all the candidates to appeal to voters county-wide, minimizing the attention that a member can give to a single district, and (2) discourages citizen involvement in the process because he feels less of a sense of identification with his elected representative.

Whether or not consolidated governments achieve minority access to the legislative process is another very important

issue. Exhibit V.E.3 illustrates the percentage of district black representatives on the legislative body versus the percentage of black people living in each city-county area. The percentage differences are skewed, however, by the fact that the estimated percentage of minority population is higher than the minority percentage among registered voters.

In all city and county areas, government and community leaders felt that access to the legislative system has improved since consolidation. In Miami, no minority representatives served on the county government legislative body before consolidation. Today, one black individual serves on the Board of County Commissioners and all the commissioners are becoming increasingly sensitive to the needs of the Spanish-speaking community.

The five minority representatives serving on the Indianapolis-Marion County Council form a significant voting block, and can and do bargain for the interests of the minority community in exchange for their support on certain issues. Similarly, the six minority members of the Nashville Council control enough votes to make their interests heard within the legislative body.

In Jacksonville, the number of black representatives has also increased with consolidation. The black councilman who has been consistently elected at-large stated that he felt that consolidated government has encouraged all citizens to bring their complaints and opinions to City Hall, an effort they saw little point in making before 1967.

#### Summary

Public access to, and involvement in, the legislative process is related to the size and method of election of the legislative

EXHIBIT V.E.3  
INDIANAPOLIS AND NASHVILLE  
MINORITY REPRESENTATION

<u>City</u>	<u>No. of Council Members Elected by District</u>	<u>No. of Minority Representatives</u>	<u>% of Minority Representatives of the Members Elected by Districts</u>	<u>Estimated Minority Percentage of the County Population</u>
Indianapolis	25	5	20%	17%
Nashville	35	6	17%	20%

Miami-Dade and Jacksonville figures are not shown because in Miami-Dade, all representatives are elected by district at-large and in Jacksonville, one of the three minority representatives on the council was elected at-large.

body. Those cities whose legislators represent large numbers of citizens seem to have relatively poor citizen identification and contact with their representatives. For those cities with smaller election districts, public access and identification seem high.

Based on our interviews, citizens of Nashville, who elect 35 district and six at-large members to the council, seem to demonstrate the highest sense of identity with their representatives. On the other hand, people in the 26 municipalities of Dade County, who elect only nine at-large commissioners, find it difficult to identify with their representatives.

With regard to minority citizens access to the legislative body, evidence seems to suggest that councils or boards which are composed of a majority of district-elected representatives such as Indianapolis, Nashville and Jacksonville, encourage minority citizen participation and support for the government. Miami-Dade, with representatives elected at-large only, shows the largest disparity between the percentage of minority representation on the legislative body and the percentage of minority population in the county.

F. ECONOMIC GROWTH AND DEVELOPMENT

*Issue: What Is the Impact of Consolidation on the Attraction of Business Investment to the Area and on General Economic Growth and Development?*

a. Summary of Findings

Consolidation of the city and county governments has appeared to encourage new investment in the areas -- particularly in the downtown sections. City government officials and representatives of those companies which had moved to the areas stressed that several factors were particularly important:

- Simplification of the government and reduction in the number of agencies to deal with,
- A stronger local financial and tax base, and
- The ability of the government to recruit and attract more professional and competent personnel and, thereby, improve management of government functions.

b. Discussion

One of the major objectives of consolidation in each of the areas visited was to increase the attractiveness of the city for new business investment. Such investment may take the form of new companies or plants moving to the area; or it may take the form of an expansion in existing facilities or employment. The investment climate of an area is determined by many factors, including the availability of labor, transportation facilities, location, climate and esthetic considerations among others. The question which we addressed during this study was whether the actual consolidation of city and county government plus the results of such consolidation were major factors in attracting industry to the area.

This question was addressed in three ways.

- The government officials were questioned in each area as to their particular experiences,
- The relevant literature was reviewed concerning economic growth, and
- Senior officers of several companies which have moved to the areas following consolidation were queried as to whether consolidation played a role in their early decisions.

In general, the government officials of each area felt that consolidation had a major impact of the ability of the area to attract and hold industry. They believed this to be true for the following reasons:

1. The area could "speak with one voice" without having different parts of the overall county competing with themselves,
2. An image of a progressive and modern government was projected,
3. The elimination of duplication of functions and the reduction of "red-tape" appealed to many businessmen,
4. The tax base was generally improved, and the future financial situation did not portend major tax rate increases.

It is interesting to note that, in 1972, the Area Development Committee of the Indianapolis Chamber of Commerce asked The Fantus Company, Inc. of Chicago to prepare a development strategy for Indianapolis. The strategy concluded that investor ratings of the local government organization were "excellent". In addition, it noted that "UNIGOV represents a more positive step to create a more efficient and effective local government." Exhibit V.F.1 includes a discussion of Unigov as it impacts the attractions of



business to Indianapolis. The significant point is that the form and operation of local government is a factor in the economic development of the area.

Each of the areas studied showed successful efforts to increase industrial development. The following material summarizes some of the highlights.

#### Jacksonville

- Mayor Tanzler reports that since consolidation in 1969, Jacksonville has attracted approximately \$1.5 billion in new investment to the city. In 1969, the total assessed valuation (based on 100% of value) of taxable properties in Jacksonville was \$1.846 billion. The new investment since 1969 thus represents a significant bolstering of the economy.
- Jacksonville has at least 16 insurance companies with headquarters in the City and seven with local regional offices. These capital-intensive companies have expanded significantly since 1969, with the Gulf Life Insurance Company and the Independent Group constructing large new headquarters buildings in downtown Jacksonville.
- A major new subsidiary of Westinghouse Electric Company, Off-shore Power Systems, located in Jacksonville in 1972. Mr. William Staten, Vice President of Administration, informed us that the nature of the Jacksonville government played a major role in convincing the company to finally locate in the area. Some of the specific factors he cited include: the high caliber of persons on the appointed boards (Transportation, Port Authority); elimination of duplication of function of government agencies; and the improved tax base.

#### Nashville

- We spoke with a representative of Northern Telecom, Inc., which located in Nashville in 1974. The company had first studied the possibilities of moving to Dallas, Atlanta or Nashville finally settling on Nashville. Although the primary factors which influenced the company to move to Nashville were the strength of the economy, ease of transportation, and the facilities available, Northern Telecom noted that they were very impressed

with the Chamber of Commerce, the local banks, and the fact that the entire community spoke with a unified voice.

Indianapolis

- General Motors has recently invested \$100 million in a new facility.
- Merchant's Plaza, a large new office hotel, and store complex, is being developed in downtown Indianapolis with a considerable amount of private capital.
- A new Hyatt Hotel has just opened in downtown Indianapolis.

**VI. COMPONENTS OF THE SUCCESSFUL CAMPAIGN  
TO CONSOLIDATE**

## VI. COMPONENTS OF THE SUCCESSFUL CAMPAIGN TO CONSOLIDATE

Miami-Dade, Indianapolis, Nashville and Jacksonville are all examples of the successful "introduction of a new order of things" in municipal government. One of the purposes of visiting these four city-county areas was to learn what the consolidationists did right and what mistakes, given the advantages of 20-20 hindsight, they would wish to correct. In every city and county community, leaders cautioned that each area must find an answer for itself. The "father" of the Nashville Metro government put it more colorfully noting that "every tub must rest on its own bottom."

Despite the political and structural differences in all four city-county areas, a common framework exists within which business, government and civic leaders pursued a successful campaign to consolidate government. The purpose of this section is to highlight the lessons which may be learned from the successful consolidations which have occurred. Exhibit VI.1 summarizes the components of the successful campaigns to consolidate in the areas studied. There are four general steps in the overall consolidation process which were followed in each city:

- The identification of a group of leaders with the intelligence, stamina, commitment, creativity and political clout to come up with practical ways to address the existing problems.
- The identification of the goals and objectives relative to government organization and operation of the leaders and the particular interest groups that these community leaders represent.
- The development of the new form of government and the approach to its implementation.
- The conduct of the campaign to achieve approval of consolidation.

EXHIBIT VI.1  
COMPONENTS OF SUCCESSFUL CAMPAIGNS TO CONSOLIDATE

Step 1 - Identify Leadership

- A consolidation effort should include the active participation of a cross-section of the citizens.
- Political leaders with enthusiasm and a political base of support may provide an invaluable resource in an effort to consolidate.
- Professional expertise is necessary in a successful attempt to consolidate, e.g., urban planners, public administrators and educators.
- In recruiting leadership, the following selling points regarding consolidation have been used:
  - potential for increased business investment in the community,
  - likelihood of a more effective and efficient county-wide budget process under a consolidated government,
  - potential for increased bond ratings for the new government, and
  - promise of a more effective and efficient government operation.

Step 2 - Establish Goals and Objectives

- No one approach to consolidation will meet the needs of all areas.
  - 1) The two-tier structure may provide a solution for an area with a proliferation of municipalities,
  - 2) A multi-tax and service district organization may be the answer for an area with a high degree of functional consolidation already existent or an area with particular reasons to preserve separate taxing units.

- 3) Total consolidation may be advisable in a county with a central city and a limited number of incorporated towns and cities.
- There should be extensive community participation in establishing overall goals and objectives.

#### Step 3 - The Approach to Developing the Consolidation Plan

- A successful consolidation effort takes months and possibly years of active support and participation of leaders who represent many interest groups within the community.
- A successful attempt at consolidation takes involvement, and perhaps prior commitment of the media.
- Compromises which make a proposed reorganization of government less than perfect can and should be tolerated, if opposition to such concessions would jeopardize the entire move to consolidate.
- The desirability of independent authorities such as port, utility and expressway authorities should be determined in light of the relative freedom of independent boards to make the "tough decisions" versus the insulation of such boards from the political process.
- Other areas have provided guarantees that any employment reductions arising from consolidation should occur through attrition rather than layoffs.

#### Step 4 - Campaign to Sell Consolidated City and County Government

- One important concern of voters is the impact of consolidation on the level of taxes. The public must be assured, and perhaps guaranteed, that consolidation will not adversely affect tax rates. If tax ceilings do not already exist, one successful method has been to include upward tax limits in a proposed charter.
- A prevalent mistake made by proponents of consolidation has been to oversell the dollar savings which would result from government reorganization. Unrealistic consolidation campaign promises cannot be met and will only create negative public reaction to the new government. Resource limitations must be explained clearly to the voters to avoid unrealistic expectations.



- A general election increases voter participation in a vote on consolidation, while a special election, decreases the chance that any but those with strong commitments pro or con will vote on the issue. A special election does, however, allow the people to concentrate on the issue at hand rather than diffusing their interest on a lengthy ballot.
- In the four cases studied, proponents of reorganization waged a full-scale political campaign. Proponents of consolidation opened headquarters in the central city and campaigned throughout the county. In many cases, the campaign was organized and run by a professional. These campaigns included the use of bumper stickers, billboards, leaflets and speakers bureaus to educate the public and increase voter identification with the issue.

The remainder of this section addresses each of the four steps and discusses the pertinent examples, suggestions and admonitions offered by both the consolidationists and the opponents of consolidation.

A. Step 1 - Identify Leadership

In each of the city-county areas, a small group of leaders met to discuss the problems of the area, and decided that the problems were crucial enough to warrant action. The small group of leaders who supported consolidation, or in Miami-Dade supported a federation, knew that they could not effect the kind of major change in government that they were contemplating without bringing a broader representation of community groups into the decision-making process.

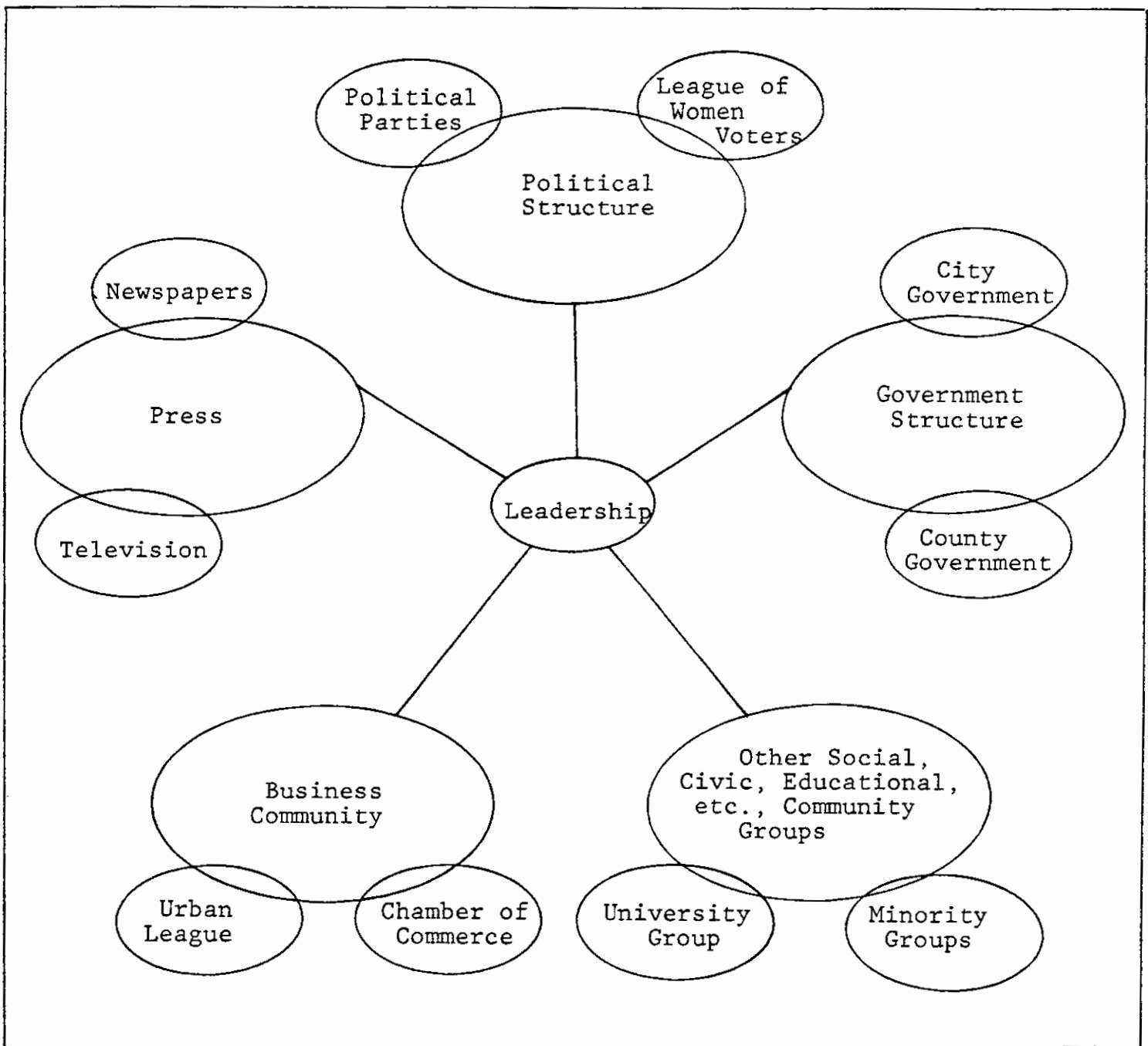
Exhibit VI.A.1 is a diagram of interest groups generally found in most American communities. In Miami-Dade, Indianapolis, Nashville and Jacksonville, key leaders made a concerted effort to include in the circle of leadership, representatives from many of these interest groups.

In Miami-Dade and Jacksonville, the citizens who first supported city-county reorganization included all of the significant interest groups with the notable exception of the politicians and government officials. Some government officials had dishonest reputations in both cities, and the credibility and objectivity of the cause would likely have been weakened by their support.

In Nashville, the political and government leaders who supported consolidation during the unsuccessful campaign, including Mayor West and Judge Briley were officially left out of the group of ten men who served on the Charter Commission. This was done



EXHIBIT VI.A.1  
TYPICAL COMMUNITY INTEREST GROUPS



because these men had taken firm, but opposite, positions on consolidation; and it would be difficult to reach agreement with them as members of the Commission. Instead, Mayor West and Judge Briley appointed five members each to the Commission from virtually all of the major community and interest groups.

In Indianapolis, the pattern of minimizing or downplaying the involvement of government and political structure, either officially or unofficially, was reversed. The government structure including the Mayor and the presidents of the County Council and the City Council were part of the inner circle of leaders. Political representatives, such as the Republican County Chairman, and key business leaders were also important members of the Mayor's policy committee. In addition to the political leaders, the Greater Indianapolis Progress Committee included members from all significant city-county groups.

B. Step 2 - Establish Goals and Objectives

All four groups sought an organizational and functional answer to the problems of city and county government. They next had to decide whether they should (1) radically reorganize the county and city governments into one consolidated unit, (2) establish a two-tier or federated form of organization, or (3) only address functional problems and limit reorganization as needed to specific services. In most instances, the latter alternative had been attempted in each of the city and county areas with varying measures of success. However, specific service consolidations had not solved the major organizational and functional difficulties.

In Miami-Dade the leaders were drawn together by their mutual exasperation with competing parochial interests. Some of the individuals within the leadership group advocated total consolidation of government with primary authority vested in a central government unit. Others desired a federated system of government which would maintain the existence of the 26 municipalities. The Dade County Charter, therefore, met the needs of the federationists by preserving the existence of the municipalities, while at the same time, providing the County with the authority to consolidate any municipal functions that have area-wide impact or fail to meet minimum standards.

In Indianapolis, Mayor Lugar and his Policy Committee set out to reorganize city and county government and bring the central government and administrative functions under one roof. Certain functions, such as health and hospitals, had already been consolidated within Marion County and it was clear that partial consolidation had not solved all major problems. The duality of government decision-making, between the city and the county, was

also untenable, exemplified by the fact that it took three years to widen an access road to one or two of the major employers of the county. Therefore, the answer for the area appeared to be a merger of city and county governments. The motivational forces behind the move to consolidate were more political than in Miami. Mayor Lugar recognized that no political figure could hope to make significant accomplishments without the power to develop and implement policies. In addition, the many boards, commissions and authorities which were in operation complicated the policy-making task of the chief executive.

Mayors West and Briley both set out to consolidate Nashville and Davidson County. They were the political and governmental forces behind the first ten-person Charter Commission. The Commission itself, however, was generally composed of those with "good government" motives.

The second consolidation attempt was a more politicized effort with the two primary political figures opposing one another and the two newspapers choosing sides. However, the second charter commission was composed of almost the same community leaders as the first. As would be expected, the charter they developed was very similar to the first proposed charter with one or two important exceptions.

In Jacksonville, Claude Yates and other influential civic leaders who signed the Yates Manifesto were motivated by wanting to (1) reverse the trend toward deterioration of the core city, and (2) gain the inclusion of the County residents into the decision-making process. The latter they viewed as a necessity for "good government" in Duval County.

C. Step 3 - The Approach to Developing the Consolidation Plan

In Miami-Dade, the Public Administration Service (PAS) from Chicago, Illinois was hired to perform an initial study of Miami-Dade and recommend an approach to government organization. In its study, PAS supported a federated approach to government for Dade County. PAS was also responsible for submitting the draft charter to the Charter Board. Daniel Paul, a lawyer in Miami, actually drafted the charter and infused the document with many elements of a consolidated government. Hence, the Dade Charter actually reads that the County government is authorized to provide all government services, without stipulating specifically which powers over municipal services will be exercised by the 26 municipalities and what powers the Metro government will exercise. Hearings were held on the charter, April 12, 1957 and all members of the Charter Board voted to endorse the final draft.

In Indianapolis, Mayor Lugar used an informal policy committee to develop the goals of the reorganization plan and to suggest its eventual form and character. He then appointed Lewis C. Bose, a local attorney, to head a team of ten to twelve senior lawyers from prestigious Indianapolis firms. These men actually developed and refined the draft Unigov statute.

The group of lawyers was paid \$25,000 for three months of concerted effort during the fall of 1968 with the senior partners of the major law firms in Indianapolis giving their time for minimum fees.

When the draft was completed and submitted to Richard Lugar, the Mayor asked the Greater Indianapolis Progress Committee, the group of business and civic leaders, for input. Among the suggestions

of this group of citizens was a proposal to increase the size of the legislative body. The legal team had originally suggested a 15-member City-County Council, but, as a result of the Progress Committee's suggestion, the Council presently includes 29 councilpersons.

In Nashville, the ten members of the first Charter Commission approached the problem in much the same manner as the Miami Charter Board. In this case, the Nashville Metropolitan Planning Commission provided the initial studies of local government in Davidson County. Those studies concluded that, given the serious problems of the City and County areas, consolidation was a desirable goal. The Charter Commission utilized the assistance of Edwin Hunt, who is a Tennessee State constitutional law expert. On the basis of Mr. Hunt's counsel, for example, the Charter Commission decided to preserve the constitutionally mandated public officials but, to transfer most of their functions to officials within the Metro government. The second Charter Commission made few actual changes in the first charter other than the significant change of expanding the size of the legislative body.

The citizens of Jacksonville and Duval County followed the most tortuous path to a consolidation charter. The Study Commission charged with the responsibility of developing the new government form was large and heterogenous and required the greatest leadership skills and a lengthy commitment of time by all those involved. A spokesperson for the initial group of leaders who signed the Yates Manifesto said that the group's single most important decision was to demand active citizen participation during the planning phase of the consolidation process rather than using outside consultants. He maintained that the more people who were involved in the planning process, the greater would be their support and assistance in selling the

plan. He also believed that the document that they produced with the benefit of many opinions was of a higher quality than any document that could be developed by a single individual or small group of individuals.

The Study Commission was composed of 50 people named by the Duval County delegation to the State legislative, who represented a cross section of the community. The Commission represented the following segments of the community: law, banking, insurance, advertising, retailing, accounting, architectural design, labor, and medicine. There were four Black members of the Commission and five women, including members of the League of Women Voters and housewives. By law, no member of the Study Commission could hold public office.

An Executive Committee of seventeen members was designated to lead the effort and elected the following two individuals to serve as the key officers. They were:

- Chairman - J. J. Daniel, Attorney, President of Stockton, Watley and Davan, and presently Editor of the Jacksonville Times Union; and
- Secretary - Earl M. Johnson, Attorney and presently the only Black member of the Jacksonville City Council to be elected at-large.

The enabling legislation also provided that \$40,000 would be appropriated for the Study Commission (\$20,000 each by the City and County governments) if the members could raise \$20,000 from private sources by January 1, 1966.

As a result of this requirement, Daniel's first act as chairman was to name a nine-member Finance Committee to raise money. The Finance Committee included: Hugh Abernethy, Vice President of the Prudential Insurance Company of America; Claude

J. Yates; Dr. W. W. Schell, Jr., President-Emeritus of the Jacksonville Urban League and Vice President of Greater Jacksonville Economic Opportunity; Guy W. Botts, President of the Barnett First National Bank; W. Ashley Verlander, President of the American Heritage Life Insurance Company; Mrs. Lyle Vernier, President of the Jacksonville League of Women Voters; Dr. Harlan Johnston, a physician and civic leader; Gert H. W. Schmidt, President of the Florida Tractor Equipment Company; and Walt H. Freeman, Executive Vice President of the First National Beach Bank.

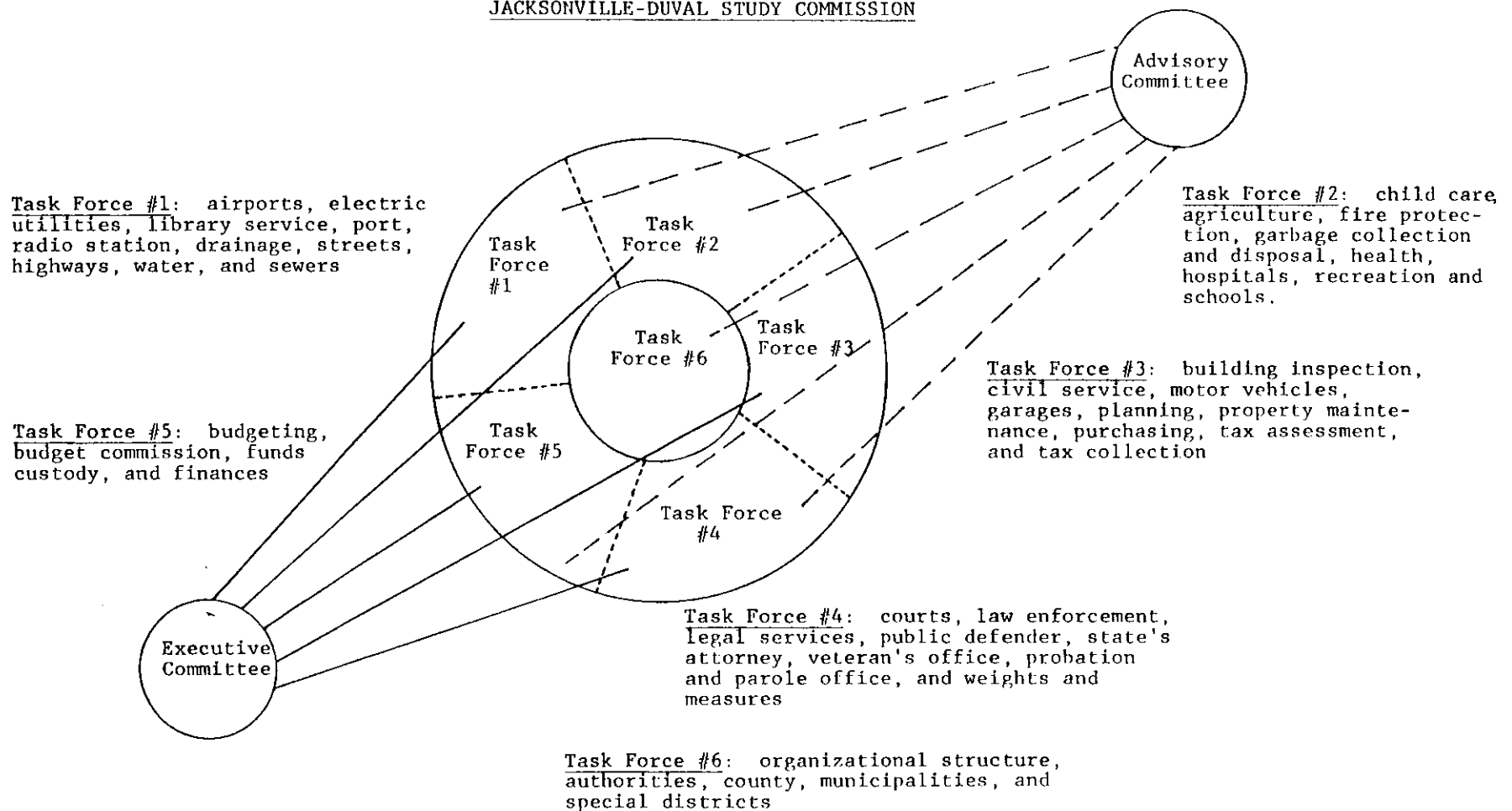
The funds were successfully raised from 44 different sources which included six insurance companies, seven banks, the Florida Publishing Company, two television stations, the Atlantic Coastline and Seaboard Airline Railroads, four of the largest retail stores, and even the cities of Jacksonville Beach and Atlantic Beach.

Another key decision that Daniel made was to appoint an executive director of the Study Commission. J. J. Daniel, himself, gives much of the credit for the success of the Jacksonville move to consolidate to the individual he named as executive director, Lex Hester. Hester had a background in public administration and served as the professional catalyst for the overall effort.

J. J. Daniel organized the 50 commission members into six task forces to conduct the study. Exhibit VI.C.1 shows the task forces and their assigned areas of investigation. Daniel also called monthly meetings of the entire Commission at which speakers from other consolidated areas often shared their thoughts on consolidation. Beverly Briley of Nashville was one of the early speakers.



EXHIBIT VI.C.1  
JACKSONVILLE-DUVAL STUDY COMMISSION



By November 23, 1966, the "Blueprint" was completed and on January 23, 1967, it was released to the public. It was then hurriedly translated into a proposed charter by a team of lawyers.

Major changes were subsequently made in the Blueprint For Improvement by the Duval State legislative delegation. J. J. Daniel and others spent a good deal of time commuting to Tallahassee to work out decisions and compromises on the controversial issues. The major revisions to the Blueprint included: (1) an elected, rather than appointed, Civil Service Board, Sheriff, Clerk of the Court, Tax Collector and Tax Assessor; (2) a 19-member council with 14 members elected by district and five members elected at-large in lieu of a council of 21 members, all elected by district; and (3) the granting to the four municipalities within the County two votes -- one to decide upon consolidation and the second to decide whether or not to become part of the consolidated government. The Beach communities and Baldwin supported consolidation but also voted to maintain their self determination.

D. Step 4 - The Campaign to Sell Consolidated City and County Governments

Once the charter was drafted, the supporters of the proposed consolidation or two-tier government form launched a full-scale campaign to gain public support.

The campaign to support the Dade County Charter for two-tier government was described by citizens of the county as "a media campaign." The effort was supported by the assistant editor of the Miami Herald, the Chamber of Commerce and the League of Women Voters. The campaign did not assume the aura or proportions of a "grassroots" effort typified by the fact that only 26 percent of the voters registered in Dade County turned out to vote on consolidated government.

The Miami Herald supported the two-tier form of government on the premise that the new organization would achieve savings. The marketing technique of the Herald included the presupposition that taxes would actually decrease. However, taxpayers found themselves paying as much, if not more, taxes after consolidation. The "sale" of consolidation on the basis of dollar savings or tax decreases subsequently required a new and struggling government to either realize an unrealistic expectation or jeopardize citizen support.

One consolidationist suggested, however, that any area that attempts to sell consolidation, should look for a graphic example of an organizational or functional weakness in the present structure and capitalize on it. Dade County, for example, was experiencing difficulties with weekend traffic congestion on the two or three bridges that spanned Biscayne Bay from Miami to Miami Beach and Key Biscayne. The weekend before voting on the Dade County

Charter, volunteers distributed leaflets to the beach goers sitting in their cars in the middle of the usual traffic tie-up. The leaflets promised that the new Metro government would eliminate the nuisance. Many believed that the leaflets, themselves, encouraged support for consolidation.

In Indianapolis, a referendum was not held on the consolidation issue. However, it is generally believed that the statute would not have been considered by the Indiana General Assembly without public support for the move.

The Greater Indianapolis Progress Committee was used not only to critique the functional and organization plan, but it also became the springboard from which Mayor Lugar launched a campaign to support Unigov. For example, John Walls, executive staff officer of the Committee, was of assistance in providing speakers throughout the community to (1) discuss City and County problems, (2) explain the proposed new structure, and (3) demonstrate how the new structure would address the problems in Marion County.

Evidence also suggests that the support of the Marion County Committee of the Indiana General Assembly was positively affected by public opinion. That committee was comprised of Marion County State Legislative Delegates and delegates from other areas in Indiana. In addition, the speaker of the Indiana General Assembly, who has the sole responsibility and authority to hand down bills for consideration, almost refused to allow the bill to be debated because he had received negative phone calls from Marion County constituents. Therefore, despite the fact that a referendum did not decide the issue, an informal campaign to encourage citizen support was invaluable. Some view Mayor Lugar's landslide win in 1971, as a de facto referendum vote.

After the charter drafting exercise in Nashville, an organization entitled Citizens for Better Government was established. The purpose of the group was to run a full-fledged political campaign to support the consolidation effort. Tim Roberson, who later was elected to the State legislature, was hired to run the Citizens for Better Government effort. Roberson and a small support staff rented headquarters in downtown Nashville and enlisted the aid of Charter Commission members and other government officials to participate in an active Speakers' Bureau.

As in Nashville, the proponents of consolidation in Jacksonville launched a political campaign to sell the proposed reorganization plan. Under the direction of Claude Yates, a group was formed in Jacksonville, also called the Citizens for Better Government. They raised in excess of \$60,000 and used the money "judiciously," to quote a participant in the group, to sell the concept.

The Citizens for Better Government also established a speakers bureau and an accompanying slide show. They visited, singly and together, over 350 organizations and small groups within the community to educate the people about the government reorganization plan. The local press of the Times Union assigned a full-time reporter, Richard Martin, to the consolidationist's team. Martin attended hearings and group meetings and wrote a steady stream of articles and editorials supporting consolidation. TV station Channel 4, which had covered the government scandals that led to the indictments of public officials, also provided a significant amount of media coverage.

The Citizens for Better Government set up headquarters in the City of Jacksonville and performed all the traditional campaign activities such as distributing bumper stickers and placing billboards throughout the County. In the final County vote, 47

percent of the electorate turned out to overwhelmingly endorse consolidation by a two to one vote.

An interesting issue related to securing passage is the timing of the consolidation referendum. The experiences of the three areas which held referenda are:

	<u>Elected Officials Took Office for the Term Preceed- ing Consolidation</u>	<u>Referendum to Consolidate or Reorganize Government</u>	<u>First Election of Government Officials Fol- lowing Reor- ganization</u>
Miami-Dade	January 1, 1957	May 21, 1957	September 9, 1958 <sup>1</sup>
Nashville	August 1, 1958 <sup>2</sup>	June 28, 1962	November 8, 1962 <sup>3</sup>
Jacksonville	June 23, 1967	August 8, 1967	December 5, 1967 <sup>4</sup>

1. No candidate for any of the six County Commission seats received a majority vote, necessitating a runoff election on September 30.
2. Ben West was last elected Mayor of the City of Nashville, August 1, 1959 and County Judge Beverly Briley was last elected in May, 1959.
3. Metropolitan government began to function officially April 1, 1963. The only entity which was immediately operative in 1962 was the Interim School Board.
4. New officials were sworn in March 1, 1968 to take charge of the transition government. The consolidated city became operational October 1, 1968.

In Miami and Jacksonville the elected officials in the administration preceeding consolidation had very recently taken office. In both cases the elected officials did not oppose consolidation and in the case of Jacksonville, Hans Tanzler endorsed the reorganization plan. In Nashville, both Mayor West and County Judge Beverly Briley had served in their positions for a few years. In all three cases, the first consolidated government election took place four to five months after the successful passage of the referendum.



**APPENDIX I**  
**PERSONS INTERVIEWED IN THE FOUR**  
**CITY-COUNTY AREAS**  
**BIBLIOGRAPHY**



PERSONS INTERVIEWED IN THE  
FOUR CITY-COUNTY AREAS

MIAMI-DADE

Maurice Ferre, Mayor, City of Miami

Joseph Grassie, Manager, City of Miami

John Gunderson, Director of Finance, City of Miami

Martin Gainer, Manager, City of Coral Gables

Dodd A. Southern, Manager, City of Miami Beach

Donald Harney, Executive Assistant to the City Manager of Miami  
Beach

Harold Toal, Executive Assistant to the Ctiy Manager of Miami Beach

William Hampton, Executive Assistant to the Dade County Manager

Aileen Lotts, Director of Human Resources, Dade County

William Baer, Director of Finance, Dade County

Daniel P. S. Paul, Attorney at Law and author of the Dade County  
Charter

Lester Freeman, Executive Director, Greater Miami Chamber of  
Commerce

Dr. Thomas Wood, University of Miami Department of Government

## INDIANAPOLIS

William H. Hudnut, III, Mayor, Indianapolis-Marion

David Frick, Head of the City Legal Department

L. Keith Bulen, Attorney at Law, Former County Republican Party  
Chairman

Lewis C. Bose, Attorney at Law

John Walls, Vice President for Governmental and Community  
Development, Merchants National Bank & Trust Company  
and Former Executive Officer, Greater Indianapolis Progress  
Committee

Michael A. Carroll, District Office Administrative Assistant to  
Senator Richard G. Lugar

Carl Dortch, Greater Indianapolis Chamber of Commerce Government  
Affairs Department

Fred L. Armstrong, City Controller

Faye Mowery, Director of Administration

## NASHVILLE

Richard H. Fulton, Mayor, Metropolitan Nashville-Davidson

Beverly Briley, Former Mayor of Metropolitan Nashville-Davidson  
and Former Davidson County Judge

Eddie Jones, Executive Director of the Nashville Area Chamber of  
Commerce

Wayne Witt, Managing Editor, the Nashville Tennessean

Thomas Schriver, Metropolitan Nashville-Davidson Attorney General

James R. McKinney, Davidson County State Representative

Harlan Dodson, Jr., Attorney at Law, Former Member of the First  
and Second Nashville-Davidson Charter Commissions

Joseph Torrence, Former Director of Finance, Metropolitan  
Nashville-Davidson and Former Director of Finance, City of  
Nashville

Robert Horton, Administrative Assistant to Mayor Fulton

Ken Schoen, Director of Finance, Metropolitan Nashville-Davidson

David Scobey, Vice Mayor, Metropolitan Nashville-Davidson

Larry Raybun, Mid Cumberland Council of Governments

JACKSONVILLE

Hans G. Tanzler, Jr., Mayor, Jacksonville

Guy R. Craig, Mayor, Jacksonville Beach

Royce Lyle, Director of Finance, Jacksonville

Lynwood Roberts, President, Jacksonville City Council

Earl M. Johnson, Member Jacksonville City Council, Former  
Secretary of the Jacksonville Study Commission

J. J. Daniel, Publisher, The Jacksonville Times Union, Former  
Chairman of the Jacksonville Study Commission

Claude J. Yates, Author of the "Yates Manifesto"

Ronald Johnson, Research Director, Jacksonville City Council

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