

City County Consolidation And Its Alternatives Reshaping The Local Government Landscape

Designed to convey the excitement of studying cities while developing a set of formal tools for analyzing their economies. KEY TOPICS: The book attempts to remove the division between “urban” economics and “regional” economics by demonstrating that the traditional intermetropolitan models of specialization and trade can also be extended to intrametropolitan analysis, thus unifying their treatment. In the 1950s and '60s Jacksonville faced daunting problems. Critics described city government as boss-ridden, expensive, and corrupt. African Americans challenged racial segregation, and public high schools were discredited. The St. Johns River and its tributaries were heavily polluted. Downtown development had succumbed to suburban sprawl. Consolidation, endorsed by an almost two-to-one majority in 1967, became the catalyst for change. The city's decision to consolidate with surrounding Duval County began the transformation of this conservative, Deep South, backwater city into a prosperous, mainstream metropolis. James B. Crooks introduces readers to preconsolidation Jacksonville and then focuses on three major issues that confronted the expanded city: racial relations, environmental pollution, and the revitalization of downtown. He shows the successes and setbacks of four mayors--Hans G. Tanzler, Jake Godbold, Tommy Hazouri, and Ed Austin--in responding to these issues. He also compares Jacksonville's experience with that of another Florida metropolis, Tampa, which in 1967 decided against consolidation with surrounding Hillsborough County. Consolidation has not been a panacea for all the city's ills, Crooks concludes. Yet the city emerges in the 21st century with increased support for art and education, new economic initiatives, substantial achievements in downtown renewal, and laudable efforts to improve race relations and address environmental problems. Readers familiar with Jacksonville over the last 40 years will recognize events like the St. Johns River cleanup, the building of the Jacksonville Landing, the ending of odor pollution, and the arrival of the Jaguars NFL franchise. During the administration of Mayor Hazouri from 1987 to 1991, Crooks was Jacksonville historian-in-residence at City Hall. Combining observations from this period with extensive interviews and documents (including a cache of files from the mezzanine of the old City Hall parking garage that contained 44 cabinets of letters, memos, and reports), he has written an urban history that will fascinate scholars of politics and governmental reform as well as residents of the First Coast city. A volume in the Florida History and Culture Series, edited by Raymond Arsenault and Gary R. Mormino

City-County Consolidation and Its Alternatives: Reshaping the Local Government Landscape
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This book addresses two issues related to the structure of local government: the determinants of consolidation and the potential impact of consolidation on local government spending. This is a narrow undertaking and leaves important elements of local government reform for future analysis. The study's primary foci are examining the factors that influence city-county consolidation, considering the impact of city-county consolidation on local government spending, and estimating the potential savings that could result from the scale economies and efficiency gains from consolidating local government units. While other regions of the United States are considered in this study, but the analysis focuses primarily on the Midwest where population declines and changes in the employment base and state policies (such as property tax caps in Indiana) have had dramatic effects on the fiscal viability of local governments. The current economic climate, along with policy changes related to property tax restructuring in many states, has led to substantial reductions in local governments' budgets. As a

result, many local governments are in crisis and are considering some level of consolidation. Statistical methods and data on consolidation referendum attempts in the United States since 1970 are used to test whether governments that have consolidated (i.e., voters approved the consolidation referendum) had higher spending prior to their consolidation (as measured by local government employment rates, payrolls, and expenditures) compared to the average local government in the state. The effects of city-county consolidation are explored; using consolidation referendum data, the impact of consolidation on local government employment rates, payrolls, and expenditures is examined. The influence of consolidation on economic development is also investigated with some interesting results. The study also used two methods to estimate the savings from government consolidation and presents aggregate models to examine the potential savings from economies of scale and efficiency improvements. The book also helpfully provides a helpful discussion of the economies of scale and efficiency for several functional areas, including police and fire protection, sewerage, solid waste, public welfare, administration, health, education, and libraries. This book will be an essential resource for political scientists and policy makers interested in American government. Written in a highly accessible manner, it will also be a valuable read for students and general readers.

First published in 1993, this analysis of America's cities should be of interest to city planners, scholars, and citizens alike. It argues that America must end the isolation of the central city from its suburbs in order to attack its urban problems.

The anthrax incidents following the 9/11 terrorist attacks put the spotlight on the nation's public health agencies, placing it under an unprecedented scrutiny that added new dimensions to the complex issues considered in this report. *The Future of the Public's Health in the 21st Century* reaffirms the vision of Healthy People 2010, and outlines a systems approach to assuring the nation's health in practice, research, and policy. This approach focuses on joining the unique resources and perspectives of diverse sectors and entities and challenges these groups to work in a concerted, strategic way to promote and protect the public's health. Focusing on diverse partnerships as the framework for public health, the book discusses: The need for a shift from an individual to a population-based approach in practice, research, policy, and community engagement. The status of the governmental public health infrastructure and what needs to be improved, including its interface with the health care delivery system. The roles nongovernment actors, such as academia, business, local communities and the media can play in creating a healthy nation. Providing an accessible analysis, this book will be important to public health policy-makers and practitioners, business and community leaders, health advocates, educators and journalists.

This reference book on North Carolina county and municipal government provides a comprehensive treatment of the legal foundations, organization, and the administration of the state's counties and cities. This book describes the legal framework and common administrative practices that are currently in use and explains what counties and cities in North Carolina do, and how they do it. *County and Municipal Government in North Carolina* is designed to meet the needs of elected and appointed county and city board members and the employees who, on a day-to-day basis, carry out the functions mandated and authorized for North Carolina local governments. It will also appeal to citizens, civic leaders, high school and college students, state employees, legislators, members of the media, and any others who need basic information about the legal authority and responsibilities of North Carolina counties and cities. Individual chapters in PDF format are available for purchase (<https://www.ncleg.gov/Research/County-and-Municipal-Government-in-North-Carolina>):

[//www.sog.unc.edu/publications/books/county-and-municipal-government-north-carolina-second-edition-2014-hard-copy-format /](http://www.sog.unc.edu/publications/books/county-and-municipal-government-north-carolina-second-edition-2014-hard-copy-format/)).

In the 1840s, Philadelphia was poised to join the ranks of the world's great cities, as its population grew, its manufacturing prospered, and its railroads reached outward to the West. Yet epidemics of riot, disease, and labor conflict led some to wonder whether growth would lead to disintegration. As slavery and territorial conquest forced Americans to ponder a similar looming disunion at the national level, Philadelphians searched for ways to hold their city together across internal social and sectional divisions—a project of consolidation that reshaped their city into the boundaries we know today. A bold new interpretation of a crucial period in Philadelphia's history, *In Union There Is Strength* examines the social and spatial reconstruction of an American city in the decades on either side of the American Civil War. Andrew Heath follows Philadelphia's fortunes over the course of forty years as industrialization, immigration, and natural population growth turned a Jacksonian-era port with a population of two hundred thousand into a Gilded Age metropolis containing nearly a million people. Heath focuses on the utopian socialists, civic boosters, and municipal reformers who argued that the path to urban greatness lay in the harmonious consolidation of jarring interests rather than in the atomistic individualism we have often associated with the nineteenth-century metropolis. Their rival visions drew them into debates about the reach of local government, the design of urban space, the character of civic life, the power of corporations, and the relations between labor and capital—and ultimately became entangled with the question of national union itself. In tracing these links between city-making and nation-making in the mid-nineteenth century, *In Union There Is Strength* shows how its titular rallying cry inspired creative, contradictory, and fiercely contested ideas about how to design, build, and live in a metropolis.

City-county consolidation builds upon the Progressive tradition of favoring structural reform of local governments. This volume looks at some important issues confronting contemporary efforts to consolidate governments and develops a theoretical approach to understanding both the motivations for pursuing consolidation and the way the rules guiding the process shape the outcome. Individual chapters consider the push for city-county consolidation and the current context in which such decisions are debated, along with several alternatives to city-county consolidation. The transaction costs of city-county consolidation are compared against the costs of municipal annexation, inter-local agreements, and the use of special district governments to achieve the desired consolidation of services. The final chapters compare competing perspectives for and against consolidation and put together some of the pieces of an explanatory theory of local government consolidation.

Although a frequently discussed reform, campaigns to merge a major municipality and county to form a unified government fail to win voter approval eighty per cent of the time. One cause for the low success rate may be that little systematic analysis of consolidated governments has been done. In *City-County Consolidation*, Suzanne Leland and Kurt Thurmaier compare nine city-county consolidations—incorporating data from 10 years before and after each consolidation—to similar cities and counties that did not consolidate. Their groundbreaking study offers valuable insight into whether consolidation meets those promises made to voters to increase the efficiency and effectiveness of these governments. The book will appeal to those with an interest in urban

affairs, economic development, local government management, general public administration, and scholars of policy, political science, sociology, and geography.

This handbook provides a comprehensive overview of the various forms of government below the state level now in use in the United States of America. It sorts through the traditional commission, mayor-council, strong mayor, and council-manager models for counties, cities, townships and school districts. The book also treats those entities that transcend the traditional boundaries of cities and counties, including the evolving residential community associations and regional government structures. Further examination is given to sub-metropolitan districts such as municipalities and boroughs. A clear basis for assessing the productivity and effectiveness of the various forms of government is provided by 38 contributors in 45 essays, considering such issues as revenue, privatization, strategic planning, suburbanization, city-county consolidation, and other urban and rural topics. The proper roles for elected and appointed officials in all models are explored.

On November 7, 1972 the voters of the City of Lexington and Fayette County, Kentucky overwhelmingly approved a comprehensive consolidation plan and the merged "Urban County Government" was officially launched January 1, 1974 to become the state's first and the nation's twelfth successful consolidation of city and county governments. The purpose of the research reported in this article is to offer some plausible explanations, based on document data, newspaper sources, personal observation and interviews, to the frequently-cited question, why consolidation was an acceptable alternative. The following are some of the findings of this study. (1) The Lexington experience may be viewed as a typical city-county consolidation in that it occurred in a medium-sized Southern metropolis and it took place under threat of annexation. (2) The Lexington experience tends to confirm the view that the occurrence of a critical circumstance, in addition to usual favorable conditions, would assure the success of consolidation campaign. What is unique and not found in the previous consolidation attempts, however, is the fact that the merger campaign in Kentucky's second most populous area was initiated and carried out in the midst of the probability that Lexington, then a second class city, would be reclassified as a first class city due to a rapid population increase and the municipal classification system prescribed by the state constitution. (3) While the community environment provided a set of favorable conditions for the consolidation campaign, it seems likely that the success of the Lexington merger might have been attributed to stimuli generated by the previous consolidation experiences, notably those of the Nashville metro, the Indianapolis Unigov and Jacksonville-Duval County. In fact, these areas had been considered as "model cities" in the consolidation campaign. (4) In view of the fact that the campaign was not well-organized, limited, and low-keyed, it can be suggested that the question of how much trust voters have in consolidation campaigners is more critical than how they perceive campaign strategies or governmental change itself. The validity of this conclusion can only be verified by a comprehensive survey of voter attitudes toward the consolidation plan.

Different forms of city government are in widespread use across the United States. The two most common structures are the mayor-council form and the council-manager form. In many large U.S. cities, there have been passionate movements to change the structure of city governments and equally intense efforts to defend an existing structure. Charter change (or preservation) is supported to solve problems such as legislative gridlock, corruption, weak executive leadership, short-range policies, or ineffective delivery of services. Some of these cities changed their form of government through referendum while other cities chose to retain the form in use. More than Mayor or Manager offers in-depth case studies of fourteen large U.S. cities that have considered changing their form of government over the past two decades:

St. Petersburg, Florida; Spokane, Washington; Hartford, Connecticut; Richmond, Virginia; San Diego, California; Oakland, California; Kansas City, Missouri; Grand Rapids, Michigan; Dallas, Texas; Cincinnati, Ohio; El Paso, Texas; Topeka, Kansas; St. Louis, Missouri; and Portland, Oregon. The case studies shed light on what these constitutional contests teach us about different forms of government—the causes that support movements for change, what the advocates of change promised, what is at stake for the nature of elected and professional leadership and the relationship between leaders, and why some referendums succeeded while others failed. This insightful volume will be of special interest to leaders and interest groups currently considering or facing efforts to change the form of government as well as scholars in the field of urban studies.

Equally at home as a companion to an introductory text or as a stand-alone resource, *Virginia Government* offers an excellent introduction to the political institutions, actors, and policy processes of the Old Dominion State. Paying special attention to the governing arrangements that make Virginia unique, from statewide city-county separation to a single-term governor to shifting electoral alignments, Peaslee and Swartz strike the perfect balance, combining necessary background and historical analysis with current events and policy issues to make the information relevant and engaging for today's students. Grounded in the comparative method, the text provides useful comparisons with governing institutions, political processes, and public policies in other states and localities.

Facing cutbacks in federal and state assistance and a new wave of taxpayer revolts, local governments have renewed interest in local government consolidation as a way of achieving efficiencies of scale in response to citizen demands for services. Yet the vast majority of consolidation efforts fail, either during the process of drafting a charter or once they reach the ballot - only five have passed since 1990; only thirty-two have been successfully implemented since the first, when the city of New Orleans merged with Orleans Parish in 1805. What accounts for the high failure rate and what factors led to successful consolidations? This volume presents thirteen comparable case studies of consolidation campaigns and distills the findings.

Study was conducted to look at the feasibility and desirability of three options to pursue for the future of the city and county -- 1) merging the city and county into one unified government..2) functionally merging specific shared areas of service delivery..3) no change.

Although city-county consolidation has been urged for years as a solution for many urban problems, relatively few communities have come to the point of offering such an option to the voters and in most of the communities that have done so, the voters have rejected the idea. In 1972 the voters of Lexington and Fayette County, Kentucky, approved consolidation by a better than two-to- one margin. W. E. Lyons examines this victory for consolidation, comparing the Lexington setting with other places where merger has been attempted. For the first time in the literature, the details of actually drafting a consolidated city-county charter are described. Lyons shows that if either the city or the county government is hostile, the resulting problems are sufficient to stymie the whole undertaking. Even under the most favorable of conditions it is difficult for a commission of thirty citizens to develop the skills and maintain the patience and spirit of compromise necessary to produce a workable charter, acceptable to all members. This examination of a

successful consolidation fight includes the results of several surveys of Lexington voters before the referendum and an analysis of the election results. Lyons's description of the campaign strategies used and the reasons for their selection will be especially valuable to leaders considering consolidation in their own communities.

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This report concludes that, although evidence is mixed and effects difficult to measure, consolidating the City of Pittsburgh and Allegheny County could enhance economic development by unifying leadership, improving policy direction and coordination, and sharpening economic-development initiatives. Increased collaboration with the private sector also is important, and combining only two governments still leaves the region highly fragmented.

America's cities have symbolized the nation's prosperity, dynamism, and innovation. Even with the trend toward suburbanization, many central cities attract substantial new investment and employment. Within this profile of health, however, many urban areas are beset by problems of economic disparity, physical deterioration, and social distress. This volume addresses the condition of the city from the perspective of the larger metropolitan region. It offers important, thought-provoking perspectives on the structure of metropolitan-level decisionmaking, the disadvantages faced by cities and city residents, and expanding economic opportunity to all residents in a metropolitan area. The book provides data, real-world examples, and analyses in key areas: Distribution of metropolitan populations and what this means for city dwellers, suburbanites, whites, and minorities. How quality of life depends on the spatial structure of a community and how problems are based on inequalities in spatial opportunity--with a focus on the relationship between taxes and services. The role of the central city today, the rationale for revitalizing central cities, and city-suburban interdependence. The book includes papers that provide in-depth examinations of zoning policy in relation to patterns of suburban development; regionalism in transportation and air quality; the geography of economic and social opportunity; social stratification in metropolitan areas; and fiscal and service disparities within metropolitan areas.

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