

Facts regarding City County Consolidation (C³): Developing Metro Government

Presented Dec. 3, 2009 by
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Introduction

This report was created to assist the Commission and policymakers charged with the responsibility of studying the consolidation of the Cities of Arlington, Bartlett, Collierville, Germantown, Lakeland, Memphis, Millington and Shelby County governments and/or certain specific departments and functions of these entities. This contains a compilation from reports, personal experience and recent specific discussions addressing consolidation, including reports recently prepared by the various Shawnee County elected officials and department heads and is meant to inform regarding government consolidations for Shelby County. This also documents issues to consider when studying consolidation. Requests for additional specific information regarding any information contained in this report should be addressed to the presenter.



County Governments

- 3,069 Counties in the USA
- 35 City County Governments Merged
- Between 1921 and 1996
 - 132 formal consolidation attempts
 - Only 22 successes upon public votes
 - This represents a success rate of 16%.
- In Tennessee, between 1958 and 2008
 - 18 consolidation votes
 - Only three successes (Nashville-Davidson County, Lynchburg-Moore County, and Hartsville-Trousdale County).
 - Also 16.67%



39 City County Consolidations

1. New Orleans-Orleans Parish, Louisiana - 1805
2. Nantucket Town-Nantucket County, Massachusetts - 1821
3. Boston-Suffolk, Massachusetts - 1821
4. Philadelphia-Philadelphia, Pennsylvania - 1854
5. San Francisco-San Francisco County, California - 1856
6. New York (5 Boroughs), New York - 1890's
7. Denver-Denver County, Colorado - 1902
8. Honolulu-Honolulu County, Hawaii -1907
9. Baton Rouge-East Baton Rough Parish, Louisiana - 1947
10. Hampton-Elizabeth City County, **Virginia** - 1952
11. Newport News-Warwick County, **Virginia** - 1957
12. Chesapeake-South Norfolk-Norfolk County, **Virginia** - 1962
13. Virginia Beach-Princess Anne County, **Virginia** -1962
- 14. Nashville-Davidson County, Tennessee – 1962** population 569,891
15. Jacksonville-Duval County, Florida - 1967
16. Juneau-Greater Juneau County, Alaska - 1969
17. Carson City-Ormsby County, Nevada - 1969
18. Indianapolis-Marion County, Indiana - 1969
19. Columbus-Muscogee County, **Georgia** - 1970
20. Sitka-Greater Sitka County, Alaska - 1971
21. Lexington-Fayette County, Kentucky - 1972
22. Suffolk-Nansemond County, **Virginia** - 1972
23. Anchorage-Greater Anchorage County, Alaska - 1975
24. Anaconda-Deer Lodge County, Montana - 1976
25. Butte-Silver Bow County, Montana - 1976
26. Houma-Terrebonne Parish, Louisiana - 1984
- 27. Lynchburg City-Moore County, Tennessee – 1988** population 5,740
28. Athens-Clarke County, **Georgia** - 1990
29. Lafayette/Lafayette Parish, Louisiana - 1992
30. Augusta/Richmond County, **Georgia** - 1995
31. Kansas City/Wyandotte County, Kansas - 1997
- 32. Hartsville/Trousdale County, Tennessee – 2001** population 7,259
33. Haines-Haines Borough, Alaska – 2002
34. Cusseta-Chattahoochee County, **Georgia** - 2003
35. Louisville/Jefferson County, Kentucky - 2003

1800's	6
1900 – 1959	5
1960's	7
1970's	7
1980's	2
1990's	4
2000's	8
Georgia	7
Virginia	5
Alaska	4
Louisiana	4
Tennessee	3
2 Each-KY, MA, MT	6
States with 1	9

36. Georgetown/Quitman County, **Georgia** -2006
37. Tribune/Greeley County, **Kansas** - 2007
38. Preston/Webster County, **Georgia** - 2008
39. Statenville/Echols County, **Georgia** -2008



Failed Consolidation Vote Examples

- 1990 Gainesville/Alachua County, Fla.
- 1990 Sacramento/Sacramento County, Calif.
- 1990 Roanoke/Roanoke County, Va.
- 1990 Owensboro/Davis County, Ky.
- 1990 Bowling Green/Warren County, Ky.
- 1991 Griffin/Spalding County, Ga.
- 1992 Ashland & Catlettsburg/Boyd County, Ky.
- 1994 Des Moines/Polk County, Iowa
- 1994 Douglasville/Douglas County, Ga.
- 1994 Metter/Candler County, Ga.
- 1995 Wilmington/New Hanover County, N.C.
- 1995 Spokane/Spokane County, Wash.
- 1996 Knoxville/Knox County, Tn.
- 1997 Griffin/Spalding County, Ga.

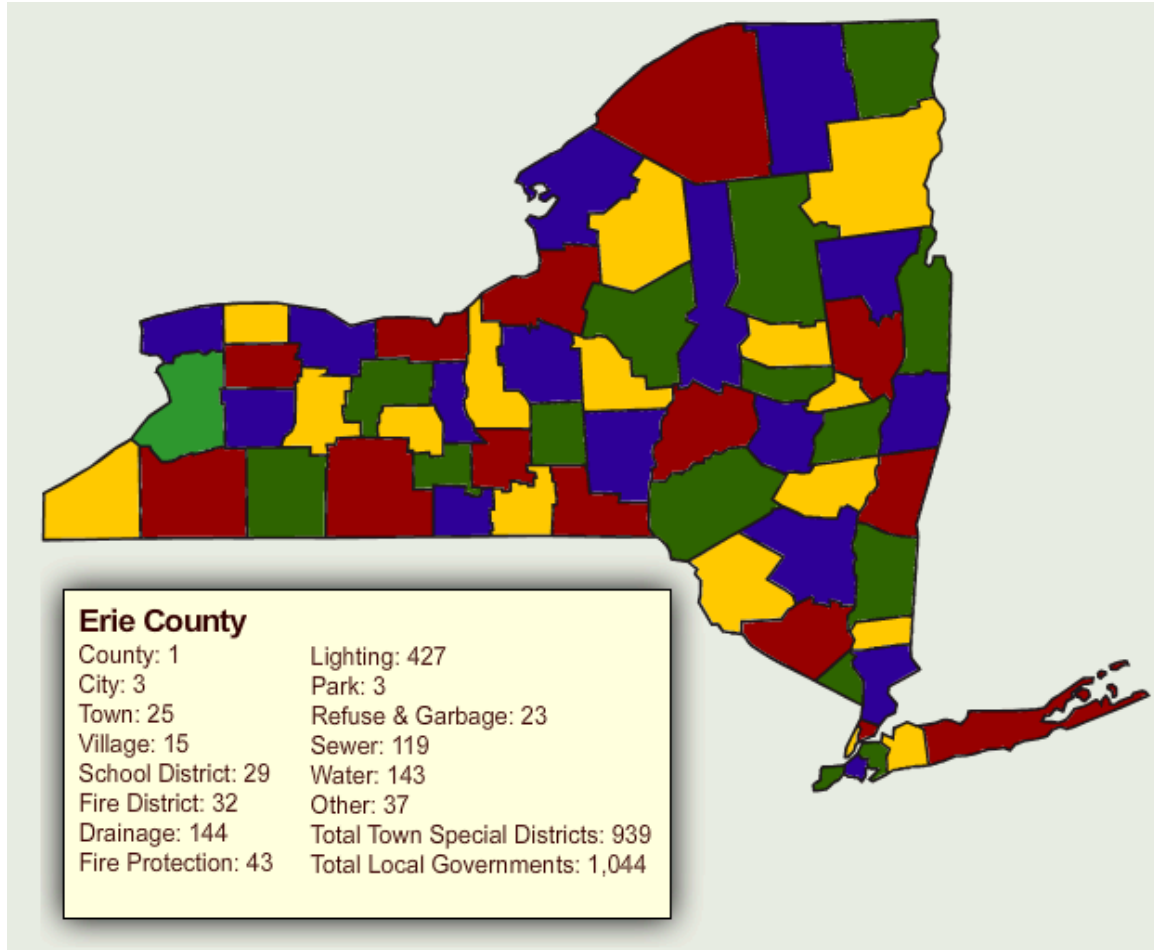


Other Examples

- Athens – Clarke, GA (1969 and 1972, 1982, 1990)
- Atlanta – Fulton, GA
- Augusta – Richmond, GA (1971, 1974, 1976, 1988 and 1995)
- Buffalo – Erie, NY **FAILED**
- Chattanooga – Hamilton, TN (1962, 1964, 1970, 1984) **FAILED**
- Columbus – Muscogee, GA (1962, 1970)
- Des Moines – Polk, IA (1994, 2004) **FAILED**
- Detroit – Wayne, MI
- Knoxville – Knox, TN (1959, 1978, 1996) **FAILED**
- Macon/Bibb County, GA (1933, 1960, 1972, 1976)
- Nashville – Davidson Co, TN (1958, 1962)
- Pittsburgh – Allegheny, PA (1928 Succeeded/1929 Succeeded) **FAILED**
- Topeka – Shawnee, KS **FAILED (2005)**



Buffalo, NY



Tennessee C³ Process

- Constitutional Amendment 1953
 - Charter Commission
 - Charter Adopted or Rejected
 - Vote
 - 2 Separate Votes
 - Countywide –
 - » Yea or Nay
 - » Must Pass in Both Geographies
 - a. City
 - b. Outlying County
 - Minor municipalities
 - » Level of Involvement
- Rejection leads to 3 year moratorium on the issue



Regional Economic Competitiveness

Regional Economic Performance is:

When state-local relations are:

centralized

decentralized

total

Worst
-.73

fair
1.64

fair
1.97

best
5.12

better
3.67

better
3.44

When decision-making in the region is:

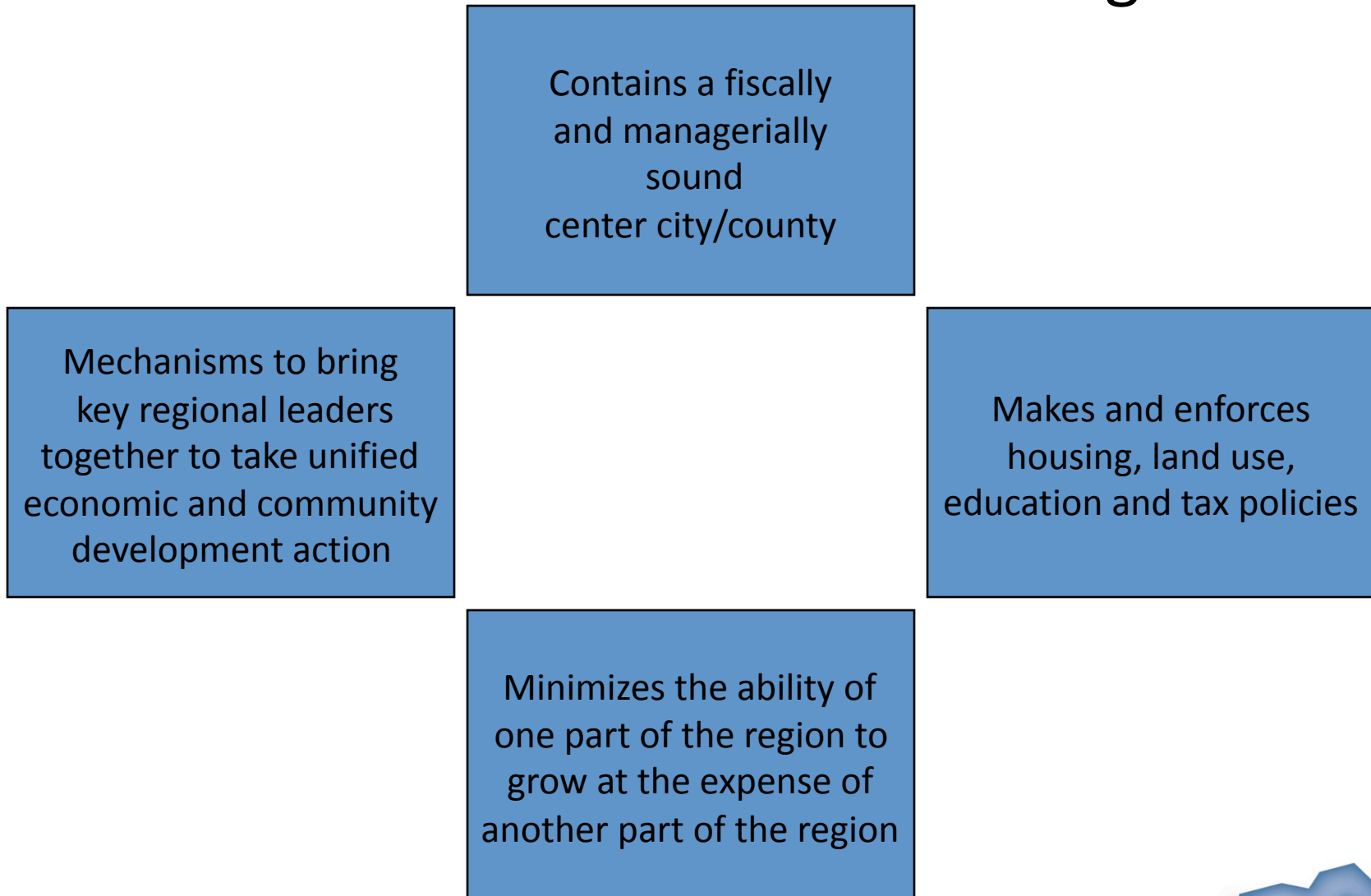
diffused

unified

total



Miller's Criteria for Successful Regions



Types of issues Prompting C³

- Population Change or Shift
- Racial or Ethnic Demographic Change or Shift
- Quality or Quantity of government services
- Rarely about efficiency and economy of govt.



Process

- Past Attempts
- Characterized by common factors
 - Crisis Identified
 - Public outcry for some change to respond to Crisis
 - Accelerator Event
- Regional Vision for Economic Development
Success



Factors in Success and Failure

- The impetus behind most consolidation attempts is more expedient and responsive economic development. Such focus is mostly pursued by partnerships between public and private sector leaders such as elected officials, business executives, influential organizations and associations, etc.
- Voters perception that minority populations across the population of the whole consolidated area of representation must be preserved, or substantive opposition will likely be generated against consolidation.
- Efficiency-related or economy of scale arguments are generally not enough to generate support for passage of consolidation.
- The size of the proposed new jurisdiction will not increase or decrease the odds of successful passage.
- “Overwhelming support of elected officials is essential to any pro-consolidation campaign.”



Indianapolis Case Study

No Vote

Same Party held the Gov., House, Senate, Mayor

25 Representative Districts

4 At Large Districts

Duplication or Specialization

County, City, Township and Parks

Streets/Public Works

1960's were different

Volunteer Fire

Industrial Base



Indiana Local Tax Abatement

Percent of Assessed Value Not Taxed

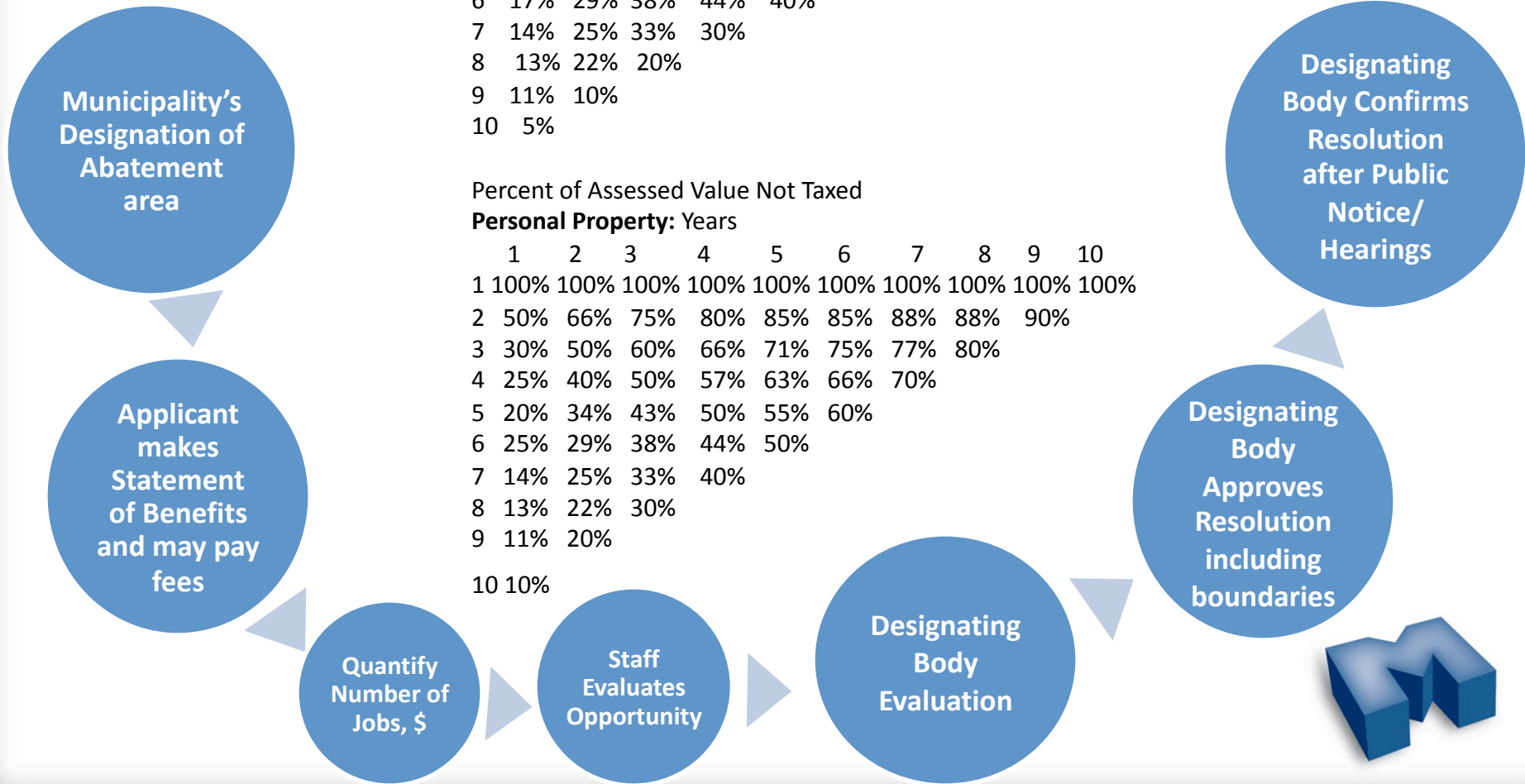
Real Property: Years of Deduction

	1	2	3	4	5	6	7	8	9	10
1	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
2	50%	66%	75%	80%	85%	85%	88%	88%	95%	
3	33%	50%	60%	66%	71%	75%	77%	80%		
4	25%	40%	50%	57%	63%	66%	65%			
5	20%	34%	43%	50%	55%	50%				
6	17%	29%	38%	44%	40%					
7	14%	25%	33%	30%						
8	13%	22%	20%							
9	11%	10%								
10	5%									

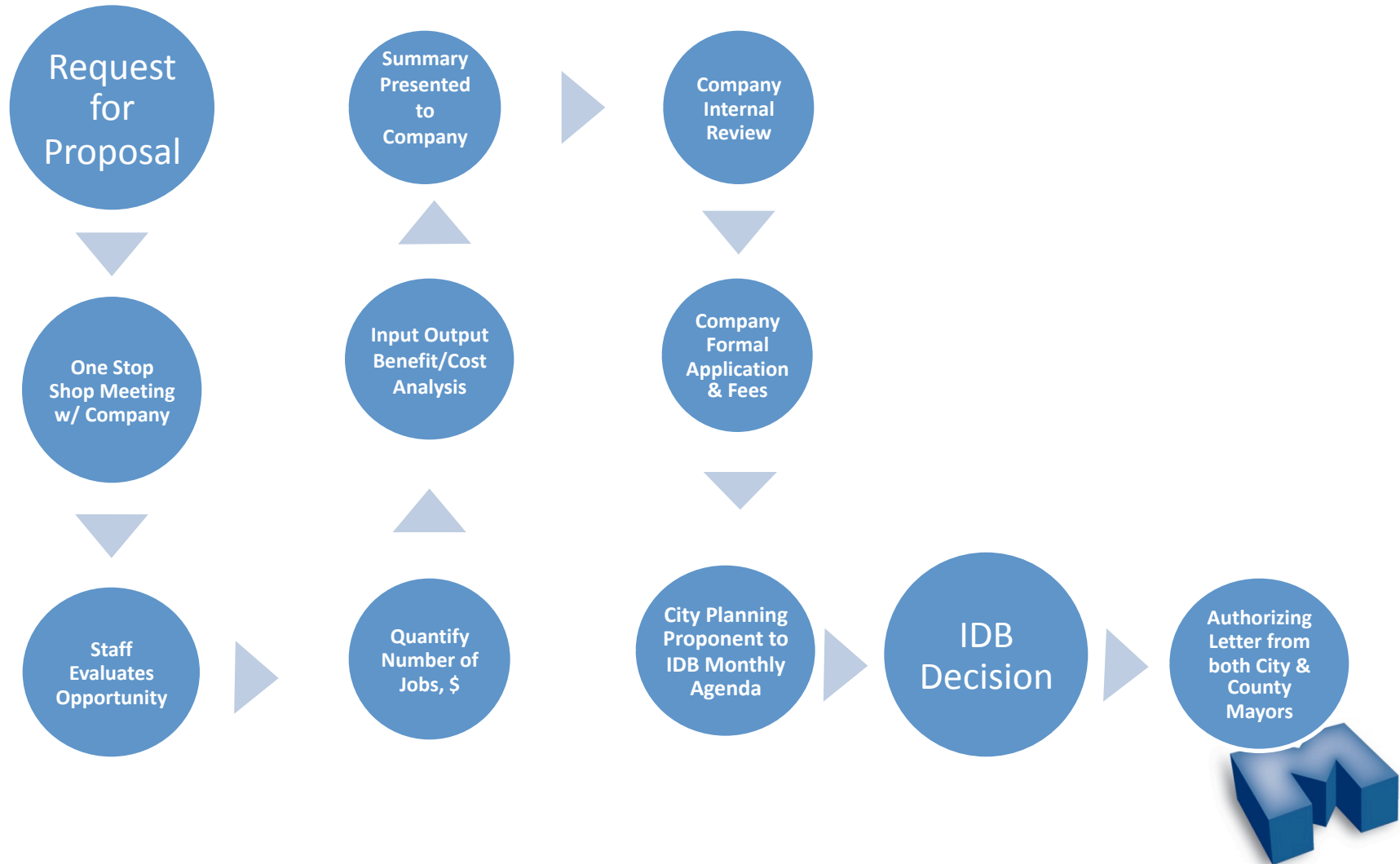
Percent of Assessed Value Not Taxed

Personal Property: Years

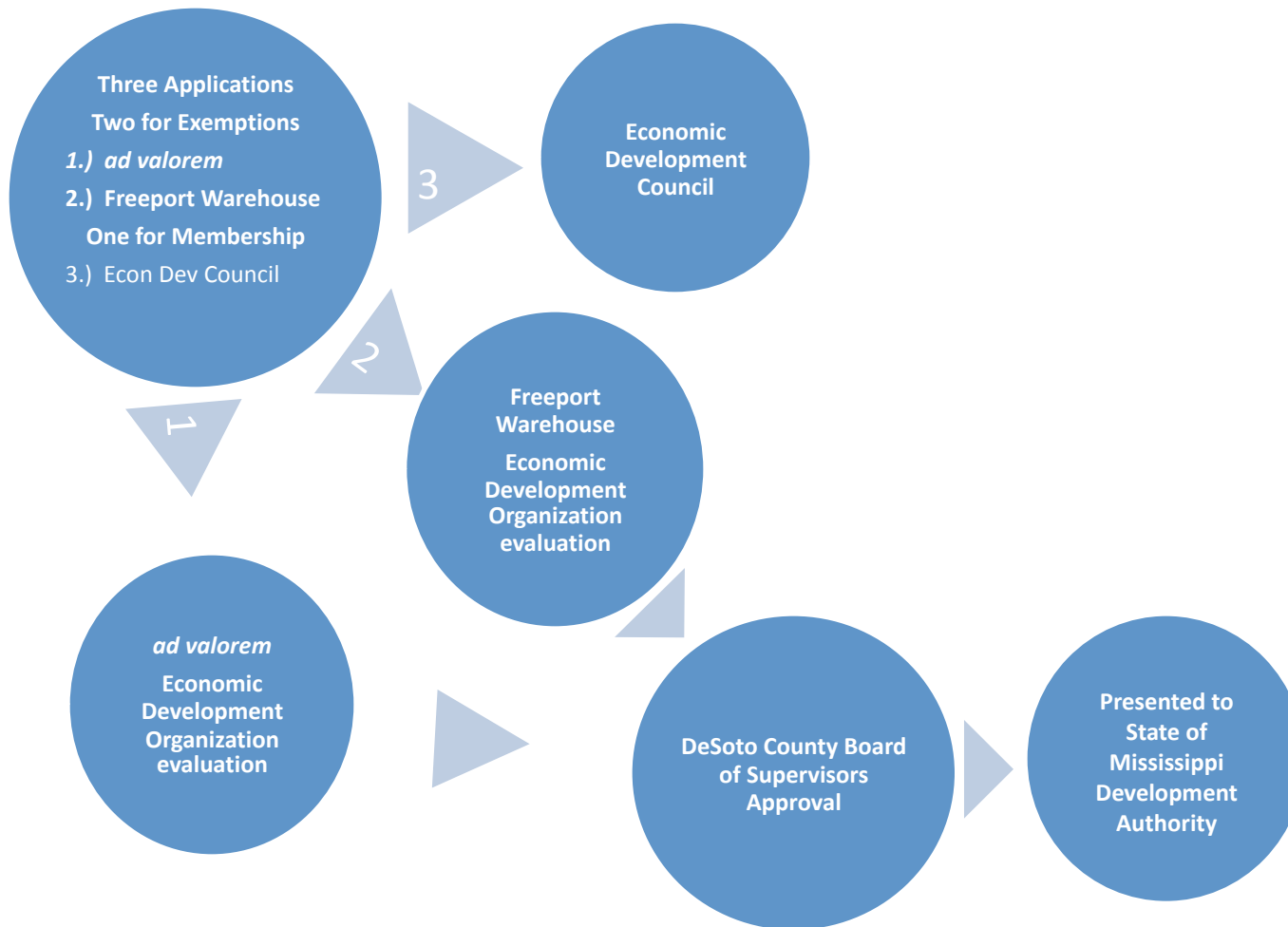
	1	2	3	4	5	6	7	8	9	10
1	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
2	50%	66%	75%	80%	85%	85%	88%	88%	90%	
3	30%	50%	60%	66%	71%	75%	77%	80%		
4	25%	40%	50%	57%	63%	66%	70%			
5	20%	34%	43%	50%	55%	60%				
6	25%	29%	38%	44%	50%					
7	14%	25%	33%	40%						
8	13%	22%	30%							
9	11%	20%								
10	10%									



Memphis Shelby County PILOT



Desoto County, MS



Reasons for concern

- Fewer serving more, poorer customer service
- Annexation “wars”
- Being a suburb in a vacuum
- Is resulting Metrogov Different? Better? Neutral?



Louisville Business First October 2009 Opinion Poll

What do you think the term limits should be for Louisville Metro Mayor?

- One term 4%
- Two terms 55%
- Three terms 18%
- No limit 23%

Votes Cast: 430



Thank You!

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