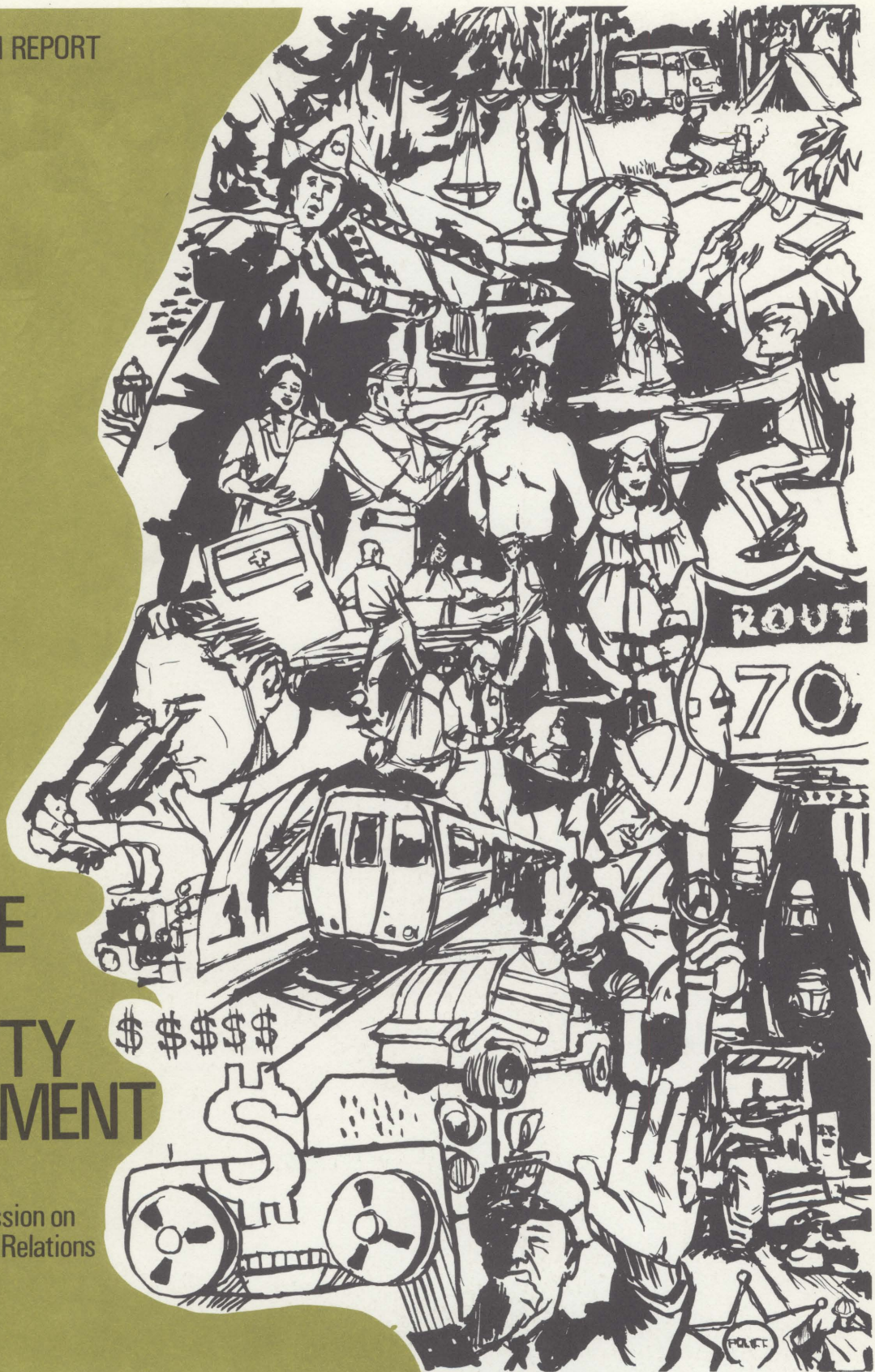


AN INFORMATION REPORT



PROFILE OF COUNTY GOVERNMENT

Advisory Commission on
Intergovernmental Relations

JANUARY 1972

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**ADVISORY COMMISSION ON
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PREFACE

In this report, the staff of the Advisory Commission on Intergovernmental Relations has assembled a substantial body of information on county government. Much of the data is based on a joint survey conducted by the Commission, the National Association of Counties, and the International City Management Association. Hopefully, readers can use this document to acquire an updated picture of county government characteristics.

Other purposes of the report include presenting a summary of needed county government modernization measures; a general profile of their creation, form, structure, and functions; an analysis of single-county Standard Metropolitan Statistical Areas; and an assessment of the progress made to date in county reform.

This report is a staff document only. It contains no new policy recommendations and has not been the subject of action by the Advisory Commission on Intergovernmental Relations.

Robert E. Merriam
Chairman

ACKNOWLEDGEMENTS

This report is based upon a survey conducted by the ACIR Governmental Structure and Functions Division in conjunction with the National Association of Counties and the International City Management Association. The staff work was conducted by Charles W. Washington under the supervision of James H. Pickford, Senior Analyst. Chapter VII is the result of a survey and analysis done by Carl W. Stenberg, Senior Analyst and Chapter IV is primarily the work of John Callahan, former staff member. Secretarial-clerical services of Betty Waugh, Linda Parker, Barbara Slade, Jennifer Russel, and Inna Winn were, of course, indispensable.

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In addition, the Commission and staff received the cooperation of the counties whose structure, organization, and functions are examined in this study. Without the response of the county commissioners, clerks, administrative assistants, managers, and mayors, this report could not have been written.

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PROLOGUE

SOME QUESTIONS FOR CONSIDERATION

In a very real sense, the counties are at the crossroad. During each of the past three decades, half of the counties lost population. At the same time, the population of many urban counties has skyrocketed. Perhaps, more than any other unit of general government, the county has been hit most directly by the impact of the various imbalances, caused by recent urbanization trends. The fiscal, functional, racial, and administrative challenges granted by these developments have affected all governments. But the county with its rural and urban counterparts has had to face both the dilemma of rural decline and suburban expansion. And though these challenges require different approaches, they combine to force the inescapable question: Can counties undergo the legal, structural, procedural and financial reforms needed to make them viable and responsive units of government in rural as well as urban America?

The data on population are a commentary on the dilemma which the counties now face. About 41 percent of all the nation's counties have a population of less than 25,000. In more than half the States, a majority of counties are rural. In 15 States, 90 percent of the counties have populations of less than 50,000. On the other hand, there are large urban counties in many States: 32 counties in ten States exceed one million in population, and a total of 315 counties located in 44 States have a population of more than 100,000. In certain States such as California and New Jersey, heavily populated counties are the rule rather than the exception; 76 percent of New Jersey's counties exceed 100,000, and nearly 60 percent of those in California exceed that figure. Nine of these California counties exceed one million.

Now, what does all this mean? It means that both

urban and rural counties are, or should be, facing a period of massive readjustment. For the urban counties:

It means having to recognize and respond to the increased demand and need for governmental services that often are urban in nature and areawide in scope.

—But, most urban metropolitan counties still operate as an administrative arm of the State performing essentially State duties as mandated by law and do not possess powers of self-determination. Yet, more metropolitan counties than non-metropolitan counties are performing certain "urban-type" functions, such as sewage disposal, solid waste disposal, air and water pollution abatement, police and fire protection, flood and drainage control, and special education programs. People-related functions and programs such as public housing, urban renewal, industrial development and mass transit are virtually ignored by most urban counties.

It also means possessing and utilizing the legal authority to make structural and procedural adaptations to assure adequate government responsiveness to areawide needs.

—But, comparatively few States have liberalized their laws regarding optional forms of government, even though they have enacted measures broadening the extent to which counties may utilize inter-local agreements, transfer of function, and inter-local contracting. However, many respondents to the

survey appeared unaware of the extent to which they could undertake inter-local agreements. These procedural rather than structural adaptations are preferred by most counties. Structural changes, almost exclusively, are instituted in urban counties of 100,000 population or more, as is the case with the county administrator and county executive forms of government. The few structural adaptations that are considered more politically difficult to implement—city-county and county-county consolidation—are also confined to urban areas, but with only few instances of initiation even among these counties.

It means controlling, abolishing, or stopping the proliferation of special districts that criss-cross local units of government within and across counties in order to make them more responsive to related areawide needs.

—But, little has been done by most States and urban or rural counties to restrict the proliferation of special districts. The rate of growth continues to be a problem not effectively dealt with. The most significant influence that most urban counties have over special districts is in deciding whether there will be a special district. California counties seem to be taking some initiative in constraining special districts through the use of a Local Agency Formation Commission. There is not enough data provided by the survey to draw any conclusions regarding the Michigan, Minnesota and other State experiences in regulating special districts.

The implications for rural counties are not much different from those for urban counties. For rural counties:

The challenge means reorganization in some instances—basic internal structural reforms or county-county consolidation—to help compensate for out-migration and a declining tax base in order that an adequate level of essential services may be provided or maintained.

—But, virtually all rural counties operate under the traditionally organized form of government burdened with many required State offices. The county administrator or county executive form of government is found in no

more than 13 percent of the non-metropolitan counties surveyed. In face of the fiscal and population changes, most rural counties have simply continued to serve in their traditional role as an administrative arm of the State. Few, if any, instances of county consolidation within rural counties have been reported.

It means some, if not extensive, utilization of procedures to bring about cooperation between and among units of government and the supervision of special districts.

—But, the weak plural executive form of county government, most commonly found in rural areas, works against establishing procedures for control over the creation of special districts and supervision of their operation and programs. Furthermore, the presence of special districts seems to be compatible with the plural executive form of government characterized by many independently elected officials.

These contrasts between potential and actual performance have been with us for some time. But they became more apparent during the past decade as the need for an effective areawide governmental unit below the State and above the municipality grew more pressing. Despite positive actions by individual counties and certain States, the gap between promise and performance actually widened during the sixties, thanks to the mounting pace of urbanization and the effort of other levels to deal with the many related fall-out problems.

During the last decade, federal aid to State and local governments experienced more than a four-fold increase. Much of this aid was project oriented and geared toward the pressing problems of the urban and rural areas of counties. Other grants-in-aid were of regional or areawide focus seeking to fill the planning, administration, and programming void created by State and county unresponsiveness, or inability to respond, and the failure of many States to face the mushrooming problems that transcended municipal and county boundaries. In most States, constitutional and statutory constraints inhibit the ability and authority of a county and its citizenry to respond to rapidly changing conditions. The net effect has been, among other things, federal encouragement of regional bodies—generally mean-

ing some body other than county government—as substate mechanisms for planning, fostering inter-local cooperation, and for dealing with specific “regional” problems. The States have not been far behind the Federal partner in sponsoring multi-county districts for various purposes.

The Federal Government has recognized for special grant program purposes approximately 3,000 areawide entities other than—but in some instances including representatives from—county governments. These have been created to qualify for financial assistance in certain Federal programs. At least half cover more than one county. Excluding the more than 21,000 non-school special districts and the almost 22,000 independent school districts, there are now some 345 councils of governments; 464 State planning and development districts; 381 substate clearinghouses responsible for A-95 review and comment functions; 481 law enforcement and criminal justice planning regions; 957 single and multicounty Community Action Agencies; 419 substate CAMPS committees; 129 regional comprehensive health planning agencies; 232 Air Quality Regions; 50 Local Development Districts; 68 Resource Conservation Development Districts; and approximately 109 Economic Development Districts. In addition, 38 States are in various stages of establishing substate district systems. What this means is that there is a new kind of areawide agency proliferation that now is part of the mosaic of substate government.

These and related developments suggest that the counties have competition. Whether these other areawide bodies win out is anyone’s guess at the present time. But one thing is certain, the pressure for areawide mechanisms for areawide problems will not fade away. To date, the special program people appear to be winning out. But questions of accountability and multi-functional capability can not be shunted aside forever. Once they are confronted, the role of reformed counties will assume paramount significance.

The New Jersey County and Municipal Government Study Commission concluded that, “Even if county government had not existed in the Anglo-American structure it would have to be invented now.” The practical problem of achieving an effective governmental mechanism below State level and above the localities is beset by many roadblocks. The consequences of inaction should spur public officials to seek reform—do we want more mandated areawide institutions? Do we want more special districts? Do we want a further weakening of general units of government at the local level? Do we want to concede that counties have no future role in meeting areawide needs?

The counties in at least ten States have surmounted this “crisis of confidence” and are in the middle of today’s dynamic State-local relationships. They have shown that it can be done. What remains to be achieved in the other States involves nothing less than the future of the federal system.

THE DIMENSIONS OF REFORM

To solve the problems of a highly urbanized and technologically developed society, intergovernmental fiscal and functional cooperation is increasingly significant and necessary. What State and local governments are doing, or should be doing, to improve the prospects of successful management of their programs to the full advantage of their resources in urban and rural areas is of fundamental interest to the Federal as well as State and local governments.

Considerable discussion and debate of proposals for improving Federal and State functional, structural, and fiscal powers and responsibilities have taken place within the past decade. Much attention also has been given to municipal and metropolitan problems. Increasing, but not enough, attention has been given to county governments.

Often criticized and condemned, county government serves as both the whipping boy and scapegoat of the American governmental system.¹ It has been characterized by some as the dark continent of American government. Some have criticized it, justly or unjustly, for taxing city residents to provide services for unincorporated areas. Some say that the powers of county government have lagged behind their potential. Still others say that even if county government were given the power and authority to become more responsive to previous problems, the initiative would be lacking—that the parochial interest of county governments precludes any effective response. On the other hand, others say that county government, rather than any other general purpose government, is the only areawide unit of government that makes any geographic sense; that the county has long been restricted from making necessary adjustments essential to providing the services that would make it a more responsive and viable unit of govern-

ment; that once freed from State constraints and restrictions, counties can and will become a more active partner in the federal system. Regardless of one's viewpoint, however, there now appears to be almost general agreement that there is a real need for a viable level of government below the State and above the municipalities. The vital question is: "Will county government assume this role?"

Colonial experience with British administrative districts, the shire (county), as an administrative district of the National Government, influenced the development of State constitutions within this country providing for the establishment of county government as an administrative arm of the State.² The provisions concerning county government in many of these constitutions today are basically the same as they were in the original document and have impeded efforts to make counties more relevant in dealing with today's problems. Such constraints imposed by constitutional provisions include inflexibility as to structural form, prohibition of "home rule" charters, limitation on the types of services counties may perform, and unrealistic limits on powers to raise revenues for necessary services.

Yet, recent urbanization trends are influencing, if not forcing, reform of county government to the extent that, in the opinion of some, "county government has emerged as a full-fledged partner in America's government structure."³ Many of the functions counties are now performing are "urban" or "municipal-type" services necessary to meet the needs of densely populated areas. William Colman, former Executive Director of the Advisory Commission on Intergovernmental Relations, has stated:

"Counties perform two types of functions—those which

the State requires of them and those which the State permits but does not require them to perform. The extent to which States assign these functions to counties rather than carrying them out directly varies widely from State to State . . .

In addition to being a subdivision of the State, the county is increasingly being recognized as a unit of local self-government with powers of independent action. Some of the more recent activities which the counties have launched and supported on their own initiative are air pollution control, zoning, parks and recreation. These services are provided not because they are required by the State law, but because their citizens have felt a need for them."⁴

Appeal for County Reform

The need for stronger county government is echoed by county officials, the National Association of Counties (NACO) and its 14 associated functional organizations such as the National Association of County Engineers, the National Association of County Administrators, the National Association of County Recorders and Clerks, the National Association of County Treasurers and Finance Officers and the National Association of County Civil Attorneys.⁵

The Advisory Commission on Intergovernmental Relations has proposed and discussed State legislation for modernizing county government in its *1970 Cumulative State Legislative Program* and chronicled it in its 1970 and 1971 Annual Reports. Other proposals have been made in the Commission's *Handbook for Interlocal Agreements and Contracts* and its *County Reform* action packet.⁶ The Committee for Economic Development in its publications *Reshaping Government in Metropolitan Areas* and *Modernizing Local Government* supports the need for State liberalization of their restraints on county powers, functions and fiscal capabilities. Finally, the National Association of Counties (NACO) has called for a broad program of county reform. NACO's publication *The American County* (a monthly journal) and its weekly *NACO News and Views* along with its New County-U.S.A. Center, established in 1969, provide valuable services to counties across the country. Further, the newly established NACO Council of Elected County Executives is an example of new initiative taken by county officials to gain increased State legislative and Congressional consideration of counties' needs and their posture in the federal system.

Robert E. Merriam, Chairman of the Advisory Commission on Intergovernmental Relations, has asserted that "the need for strong county government is critical" . . . when effective regional answers to urban service problems are being considered.⁷ He main-

tains that concerned citizens are seeking effective county government in a majority of cases:⁸

- "When we struggle with the imbalances that characterize recent urban growth and . . . the plight of rural areas suffering from out migration, economic decline, and costly services, we squarely confront the burdensome agenda now troubling hundreds of rural counties;
- When we criticize the proliferation and frequent lack of accountability of special districts in both rural and urban areas, we, in effect, are criticizing a shackle that limits all too many counties;
- When we come to grips with the areawide implications of environmental problems and proposals requiring our urgent attention, we see a new role for many counties;
- When we weigh the pros and cons of new towns and rural growth centers, we end up assessing the capabilities of the counties affected, since counties have a prime role in coping with many of the governmental needs of such communities;
- And finally, when reconciliation of bitter differences between the States and many of their larger municipalities is sought, we are in reality seeking an effective intermediary force that can help arbitrate these destructive conflicts—hopefully, the counties".⁹

Proposed County Reform to Date

County reform depends largely upon State constitutional and legislative reform. Herbert Sidney Duncombe asserts that county progress in the future requires changes in the organization, services, finance and intergovernmental relations of county governments. Duncombe takes the position that the rapidity of county adjustment to changing needs will depend, in part, upon the flexibility and authority granted them by State constitutions and State laws. In part, the rapidity of change will depend upon the willingness of county officials to support changes and on better public understanding of the achievements and potentials of county governments.

What are the proposed reforms to date to modernize county government? The National Association of Counties in its *American County Platform* has made three basic recommendations for State constitutional and legislative reform to strengthen counties:

1. That State constitutions grant, via popular referendum, selected units of local government all functions and financing powers not expressly reserved, pre-empted, or restricted by the legislature. In effect, that counties be extended "home rule" powers of functions and finance under constitutional provisions after popular referendum.
2. That State constitutional and statutory re-

strictions limiting county debt based on local property tax be lifted.

3. That State legislatures grant county governing bodies authority to issue bonds subject to permissive referendum, only upon petition. In the case of a referendum, a simple majority of the votes cast should determine the question.

The Advisory Commission on Intergovernmental Relations in its 1971 action packet, *County Reform*, and in earlier reports, proposes suggested State legislation to strengthen counties including:¹⁰

1. Provisions for the voluntary transfer of functions between municipalities and counties within metropolitan areas to the extent agreed upon by their governing boards and permitting, by concurrent action of governing boards, the county to assume functions throughout the county area across municipal lines;
2. Authorization of counties of population over 100,000 to perform on their own initiative certain functions and services of a municipal character throughout all or part of its jurisdictions, such as domestic water supply and distribution, sanitary and storm sewer collection and disposal, airport and air transport facilities, trash and refuse disposal, library facilities and services, park and recreation facilities and services, planning, and zoning, should, among possibly others, be functions counties are permitted to perform in the unincorporated portion of the county;
3. Authorization of counties to adopt one of several optional forms of government most suited to the individual county's needs;
4. State statutory provisions increasing county and State supervision of special districts in counties requiring:
 - a) county and State approval of land acquisitions by special districts under prescribed circumstances;
 - b) advisory review by county government and State agencies, where appropriate, of proposed capital improvements by a special district;
 - c) notification be given by special districts to a county and State official of activities of existing and newly created special districts;
 - d) that counties in preparing annual reports include per-

manent information on the activities of special districts operating within their territory;

5. State legislation or constitutional amendment granting counties the authority to establish subordinate service areas within the county and tax appropriately the service area in order to provide any governmental services or additional countywide services in such areas the county is otherwise authorized to provide by law;
6. County authority to review and approve certain planning and zoning actions of existing municipalities within the population range 5,000-30,000 and complete review and approval power in zoning matters in municipalities less than 5,000 population;
7. The establishment by the State legislatures of a procedure in metropolitan areas for county review and approval of certain planning and zoning actions of municipalities that have an effect beyond local boundaries, or that have countywide impact;
8. County authorization to review zoning, subdivision regulation, and official map of municipalities, provided that the county has adopted a comprehensive plan or development policy document;
9. State enabling legislation authorizing governing bodies of two or more counties to enter into agreement to consolidate their counties, effective only after popular referendum granting approval by a majority vote;
10. Legislation permitting the State to provide financial assistance to governing bodies effecting county consolidation up to a maximum of five years and up to 20 percent of the real property tax collections of the combining units for the fiscal year preceding the merger;
11. Authority to exercise joint powers with other governmental entities through written agreement and contracts between or among localities whether or not they are located within a single State;
12. Authority to establish a joint local agency of elected city and county leaders to review petitions for incorporation of and annexation to cities, and the creation, reorganization, consolidation or dissolution of special service districts;

13. Authority to provide a broader range of county government services on an areawide basis, such as urban renewal, low-rent housing for low-income families, and areawide vocational education programs;
14. Authority to establish metropolitan study commission on local governmental structure and services; and
15. Authority to create metropolitan area planning bodies and agencies that may be utilized for purpose of resolving disputes among local units of government within the metropolitan area.

These and other reform proposals will serve as a reference point in the presentation of the questionnaire data and the activities of counties in this report.

Objectives of the Report

The objectives of this report are severalfold. The primary objective is to provide information gained from a mail questionnaire and data from various articles, surveys, and reports on county government characteristics. The intent is to pull together this information in one place so that counties and other levels of government may have as clear and updated a picture of counties as possible, given available data and time constraints. Other objectives are:

To present a summary of needed reforms to achieve county government modernization;

To provide a general profile of the characteristics of county governments in the federal system—their creation, form, structure, and functions performed;

To present a limited profile of Single-County Standard Metropolitan Statistical Areas, county land use and zoning involvement, and the extent to which there is administrative and political decentralization of government among selected counties;

To integrate into each of the above the applicable portion of the analyzed results derived from a comprehensive survey of all counties conducted by the Advisory Commission on Intergovernmental Relations (ACIR), the National Association of Counties (NACO), and the International City Management Association (ICMA); and

To assess county reform to date and its implica-

tions and raise pertinent questions regarding county viability in the 21st century.

Description of the ACIR/NACO/ICMA Survey

In mid-February 1971, the Advisory Commission on Intergovernmental Relations, the National Association of Counties, and the International City Management Association conducted the first jointly sponsored survey of counties for the purpose of establishing a data file on county government.

Five aspects of county government were surveyed using an eight page questionnaire:

County structure—the form of government, method of creation, number of members, method of election, term of office, salary and related characteristics of county governing bodies.

Special districts—the relationship of counties to special districts, the number of single-purpose (school and non-school) and multi-purpose special districts within the county, the fiscal powers of special districts, and the power of counties over special districts within their boundaries.

Functions performed by counties—the legal basis and status of functions transferred from subcounty local governments to counties and vice versa, the kinds of functions performed by counties, and the extent to which the county performs functions via consolidation, or joint agreement, with another county.

City-county consolidation—the extent to which city-county consolidation is permitted in States as perceived by counties, the legal basis for city-county consolidation and local procedures required for implementation, the extent to which city-county consolidation is being studied by counties, and the prospects of voter referendum within the next two years.

Fiscal powers—the extent to which counties perform the property tax collection and distribution functions for school and non-school special taxing districts and general purpose local governments—municipalities and towns.

Data from the questionnaire survey have been published, in part, in an Urban Data Service Report published by the International City Management Association in May 1971. Much of the ICMA report has been integrated into this study in the form of comparative statistics utilizing summary tables and, in some instances, in the form of specific listing of selected characteristics of counties for specific purposes.

Sources, Reliability and Limitations of Data

The data in this report were derived primarily from the ACIR/NACO/ICMA questionnaire mailed to the chairman of county governing boards.¹¹ The 3,049 organized county governments were surveyed, and 34 percent (1,026) responded. The stratification of responses appears to be diverse enough in terms of population, geographic location, urban and rural characteristics, governmental organization, and degrees of reform to base cautious statements about the characteristics of counties generally.

In some instances, respondents gave very scanty and incomplete responses; in others, the responses went beyond the written requests. These factors account for the varying aggregate or total number of responses

found in the various tables. Where the responses were few in a particular subject area, or where there were ambiguous, contradictory or “none” responses, other data sources (primarily Bureau of Census, recent surveys of the National Association of Counties and the International City Management Association) are used to augment the questionnaire data.

The reliability of the data, of course, is only as good as the sources from which they were derived. The chief shortcoming resides in the incompleteness of many questionnaires and the response rate—34 percent. These shortcomings, however, may be overcome by future surveys. The need for accurate, reliable, and comprehensive data on counties, after all, is likely to persist for some time in the future.

Footnotes

¹ Vincent L. Marando and Dennis L. Thompson, *The Metropolitan County in Arizona* (Tucson, Arizona: University of Arizona Press, 1971), p. iii.

² Herbert Sidney Duncombe, *County Government in America* (Washington, D.C.: Arrow Press, 1966), p. 18.

³ Bernard F. Hillenbrand, “Reform—A National Mood in County Government,” *Public Management* (Washington, D.C.: ICMA, April 1971), p. 2.

⁴ William G. Colman, “Intergovernmental Relations,” *Guide to County Organization and Management* (Washington, D.C.: NACO, 1968), pp. 6–7.

⁵ *Ibid.*, p. 111.

⁶ See Appendix A for a composite of ACIR suggested legislation and constitutional revisions related to this report and which will bring about county reform.

⁷ Robert E. Merriam, “New County-U.S.A. and ACIR: A Productive Relationship for Progress,” Speech delivered before the 35th Annual Conference of the NACO, Atlanta, Georgia, July 29, 1969.

⁸ *Ibid.*, p. 1.

⁹ *Ibid.*, pp. 2–3.

¹⁰ U.S., Advisory Commission on Intergovernmental Relations, *County Reform* (Washington, D.C.: United States Government Printing Office, 1971), pp. 6–29.

¹¹ Although sent to the chairman of county governing boards, many returned questionnaires bore the signature and title of various county officials, e.g., county clerk, planning department director, purchasing agent and others.

Chapter II

STRUCTURE AND ORGANIZATION OF COUNTY GOVERNMENT

Not surprisingly, there is no typical county government within the American Federal system. They differ in a number of characteristics including population, form of government, fiscal capabilities and functions performed. But all are similar in that they are a basic geographic subdivision of the State.

State constitutional provisions stipulate in varying degrees of specificity, the organization and structure of counties and grant the State legislature the power and authority to pass general laws (and in some instances specific laws) regulating the internal affairs of counties. Nearly all State constitutions prescribe which county officers are to be elected or appointed, their term of office, method of election, and their specific functions and powers.

County-Type Areas: A Problem of Definition

There are 3,146 county-type areas in the United States that may be divided into two broad categories: (1) areas with independently organized county government having their own constituency and clearly defined political and geographic boundaries (this report's definition of a county), and (2) county-type areas without an independently organized county government. The former category totals 3,049 organized county governments.¹

County-type areas without an independently organized county government total 101 and may be broken down into four classifications: city-counties, metropolitan governments, independent cities, and areas having county offices and/or government shared by another level of government. There are five city-county consolidations or separations in which the governing body operates primarily as a city. These

include: the city and county of San Francisco, California; the city and county of Denver, Colorado; the city and county of Honolulu, Hawaii; the city of Nashville and Davidson County, Tennessee; and the city and borough of Juneau, Alaska.²

Certain county-type areas have county offices but either contain no distinctly organized county government or the county officials also serve as an official of a city, township, parish, or state government. This type of area is found in Louisiana, Massachusetts, New York, and Pennsylvania. In Louisiana, where county governments are called "parishes," the governing body of the parish of Orleans and East Baton Rouge is consolidated with the cities of New Orleans and Baton Rouge respectively, but neither parish possesses an independently organized parish government.³ A similar situation is found in Nantucket and Suffolk counties in Massachusetts where each governing body is combined with the governing body of a town and a city for governmental purposes. Five counties in New York are consolidated with New York comprising New York City. The same type of governing body consolidation is found in the City of Philadelphia and Philadelphia County.

Another type of county area without independently organized county government are those independent cities located outside of any organized county political and geographic area. These areas administer functions elsewhere performed by counties and have increased in number from 38 to 45. The 38 independent cities in 1967 included the District of Columbia, Baltimore (City), Maryland, St. Louis (City), Missouri, and 35 independent cities in Virginia.⁴ This increase of independent cities reflects the three newly established independent cities in Virginia (Bedford,

Emporia, and Salem) and four city-county consolidations (Florida's Jacksonville-Duval County, Georgia's Columbus-Muscogee County, Indiana's Indianapolis-Marion County, and Nevada's Carson City-Ormsby County).

Connecticut, Rhode Island, and South Dakota have unorganized areas designated counties but which have no county government. Both Connecticut and Rhode Island have retained county boundaries for election and judicial administration purposes, but neither the eight counties in Connecticut nor the five counties in Rhode Island have organized county governments. County government was abolished in Connecticut in 1960 and county functions were assumed by the State.⁵ In Rhode Island, county functions are performed by cities. In the same classification as areas in Connecticut and Rhode Island are three county-type areas in South Dakota: Shannon, Todd and Washabaugh counties. Like Rhode Island, Montana has at least one area that is similar in geographic boundary to organized counties—Yellowstone National Park—but is administered governmentally by another level of government, the Federal government.

Alaska has the greatest number of unorganized county-type areas (called census divisions) of all the States. In 1970 there were 29 census divisions which replaced the 24 election districts that existed in 1960. There are ten organized boroughs in Alaska, nine of which are county equivalents and one which is equivalent to a city-county consolidation, the city-borough of Juneau. Four of these boroughs are coterminous with census divisions (used in population counts) and are included in the 1971 census count of 3,045 organized county governments or equivalents. The remaining five boroughs are not coterminous with census divisions but are county equivalents and are, for the purpose of this report, included in the 3,049 counties.⁶ Therefore, 19 of Alaska's 29 census divisions do not conform to borough areas as either county or city-county equivalents. They are considered other unorganized county-type areas. Technically, however, there are no designated counties in Alaska, only their equivalents—organized boroughs.⁷

Area and Population of Counties

County geographic areas range from 24 square miles in Arlington County, Virginia to over 20,000 square miles in San Bernardino County, California. The number of counties per state in the 48 States having them ranges from three in Delaware to 254 in

Texas. More than half of all organized county governments are located in only 14 States. This means that just more than one half of all counties are found in just slightly more than one fourth of the States having counties. Following is a numerical distribution of States according to number of county governments within their boundary.⁸

County Governments	Number of States
100 or more	7
80 - 99	9
60 - 79	9
40 - 59	7
20 - 39	7
less than 20	9
None	2
<hr/>	
Total:	50

Population is one of the most significant characteristics that influence county variations. Population in America's counties ranges from 146 persons in Loving County, Texas to 7,032,075 persons in Los Angeles County, California. Seventy-eight percent of all county-type areas have populations under 50,000. These 2,362 counties serve fewer people than the more than 700 counties that serve populations of over 50,000. Of those counties having populations of 50,000 or above, approximately 42 percent (332 counties) of these serve populations above 100,000. California alone has 34 counties serving populations over 100,000 with Pennsylvania (28 counties) and New York (25 counties) having the next highest number of counties serving over 100,000 population.

Sixty-three counties located in 23 different States contain metropolitan areas of 500,000 or more population. Of these counties only 23 have populations of one million or more, serving a total population of 44,593,187. Below is a list of the 23 largest counties and the population served.

County	1970 Population
Los Angeles, California	7,032,075
Cook, Illinois	5,492,369
Wayne, Michigan	2,666,751
Kings, New York*	2,602,012
Queens, New York*	1,986,473
Philadelphia, Pennsylvania*	1,984,609
Harris, Texas	1,741,912
Cuyahoga, Ohio	1,721,300
Allegheny, Pennsylvania	1,605,016
New York, New York*	1,539,233
Bronx, New York*	1,471,701
Nassau, New York	1,428,080
Orange, California	1,420,386

Middlesex, Massachusetts	1,397,268
San Diego, California	1,357,854
Dallas, Texas	1,327,321
Dade, Florida	1,267,792
King, Washington	1,156,633
Suffolk, New York	1,124,950
Erie, New York	1,113,491
Alameda, California	1,073,184
Santa Clara, California	1,064,714
Milwaukee, Wisconsin	1,054,063
Total	44,629,187

* County-type areas not possessing an independently organized and distinct county government.

Forms of County Government Organization

There are at least three basic forms of county government organization: the plural executive (commission) form, the county administrator plan, and the county executive plan. Each of these basic organizational structures may exist in some modified form.

The plural executive (commission) form. The plural executive or commission form is the traditional form of county government. It is characterized by a number of independently elected county officials who share the policy and administrative responsibilities with the elected county board. Generally, these elected officials include: the sheriff, treasurer, attorney or solicitor, assessor, auditor or clerk, coroner, and county judicial officials.⁹

The board members of the plural executive or commission form serve as both the legislative and executive heads of government in varying degrees depending upon the number of independently elected officials sharing the executive role. There is no recognized single administrator in this form of county government. The board's functions are predominately administrative as defined by State legislation or constitutional provisions. However, county board members generally have powers to appoint certain other boards and commissions, adopt a county budget, pass resolutions, and enact ordinances and regulations as permitted under State laws. In some instances, the commission operates on a committee basis with each board member heading a committee responsible for a specific set of functions required of the county by the State constitution or by State legislation.¹⁰

The majority of governing bodies of the plural executive or commission form consist of from three to five members who are most frequently known as Board of Commissioners, but are sometimes called a Board of Supervisors or Commissioners' Court.¹¹

County administrator plan. Under the county ad-

ministrator plan, the governing body appoints the county administrative officer and retains for itself all legislative power and responsibility and varying degrees of administrative authority. This type may take a weak or strong administrative form, depending on the range of powers and responsibilities granted the appointed administrator and the extent to which the legislative functions are separated from the executive functions.

The weak administrator type may include the appointed chief administrative officer (CAO), the county administrative assistant, and the county administrator that is found in some metropolitan counties. The single administrator (County Commissioner or County Judge), who assumes most, if not all, responsibilities for the county government in sparsely populated rural areas also is included in this category.¹² The powers and responsibilities of these administrators may include acting as budget officer, preparing and submitting to the board reports on the activities of the county, preparation of recommendations for policy, drafting of ordinances and administering ordinances adopted by the board and assuming responsibility for the proper administration of the county along policy lines established by the board. Generally, the administrative officer does not have executive responsibility for overall direction of the county, although exceptions do exist in some sparsely populated rural counties. The administrator in these jurisdictions performs those functions delegated to him by the governing body or as prescribed by legislation but generally does not have exclusive appointive authority over administrative personnel.¹³

The stronger type of government under the county administrator form is the county manager plan. This type is called the urban county manager in some states such as Virginia, and in other places it is referred to as the county manager plan, such as Dade County, Florida, where the county manager exists along side an elected weak county mayor.

The county manager plan is characterized by an appointed manager who is granted considerable independence and sufficient authority to supervise county government administration. He may hire, fire, or suspend administrative personnel, review the administration and operation of county departments, forecast trends of county services and finances, negotiate contracts for the county, subject to board approval, recommend policies to the board regarding county programs and improvements, and prepare the annual operating and capital improvements budgets.¹⁴ His powers and duties are prescribed usually

by county charter or special legislation creating the manager form of government.

Under this plan, the governing body performs strictly as only a legislative body with general administrative oversight, but is restricted from interfering with the administration of county personnel appointed by the manager. It has the responsibility and authority to adopt the county budget, with or without amendment, and it sets all policies controlling county affairs via ordinance or resolution. The board members may be elected by districts or at-large. The chairman or president of the board may be rotated among the members or be an elected office, but in either instance he is otherwise of equal status as other board members.¹⁵

The strong county manager plan¹⁶ exists in States that have made "home rule" provisions for all counties, or by special legislation for specific counties. Where such a plan has been adopted, the functions of traditional independently elected officials are absorbed into departments whose heads are appointed by the manager with the approval of the governing body.

County Executive Plan

The elected county executive plan is characterized by the election of the chief executive responsible for the administrative affairs of the county. Even under this plan there are weak and strong variations. The weak variations include the county president form, board president form, and board chairman form. Under each of these variations, the chief executive is elected, not directly by the people, but by the county governing body. The strong version calls for an independently elected county executive elected by the voters of the entire county.

Weak variation. Under the weak form of county executive plan a board president or chairman is elected by fellow board members as the presiding officer of the board. He is a "strong" president in comparison to the board president found in the traditional plural executive (commission) form or any of the organizational types under the county administrator plan, but is weak in comparison to the elected chief executive plan. The board president assumes, generally, the responsibility for policy initiative, program direction, and preparation of the annual budget. He may also appoint and remove such county officers and members of agencies and other commissions as the governing body or charter may authorize. However, he does not have a veto vote over board matters and must exercise only a regular vote on policy pro-

posals. Generally, the day-to-day administration is performed by the board president, but may, in some instances, be performed by a county administrator appointed by the board president or the governing body.¹⁷

Under this variation, the county governing body usually has the power to remove the county administrator, approve of all appointments, suspensions, demotions, or removals initiated by the county administrator or board president, and approve the county budgets, with or without amendment. All other responsibilities, except those specifically granted to the administrator, board president, or chairman by charter, statute or ordinance, or elsewhere prohibited by statute or the constitution, are reserved to the governing body.

The primary responsibility of an appointed administrator under this type are coordination of county policies and the preparation of the budget. In some instances, his powers are quite limited although some appointive, suspension, and removal powers over county employees with the approval of the governing body are sometimes granted. The administrator generally reports to the board president or chairman, who provides county legislative leadership and policy initiative.

Strong variation. Under the elected county executive plan a clear division of powers is made between the executive and legislative branches of county government. This plan's counterpart in cities is called the strong mayor-council plan. The same identification is attached to some county governments. For example, in June of 1971, the Local Government Study Commission of Dade County, Florida, proposed a strong mayor-council plan of government to replace the present charter council (county) manager plan. The proposed plan has most of the characteristics of the elected county executive plan discussed here.

Executive and management functions are vested in the office of the county executive, who is elected by the voters usually for a four-year term. He may propose legislation to the governing body and, in many instances, has veto powers that may be exercised on ordinances he feels are not in the best interest of the county. The preparation of the operating budget, capital program and capital improvements budget also is the responsibility of the county executive.

Finally, he has broad authority in appointing and removing department heads. This authority, in some cases, is circumscribed where suspension or removal of an employee can be overridden by a two-thirds

vote of the governing body. In some instances, the chief administrative officer is appointed by the governing body. This procedure tends to reduce the political and administrative power of the elected executive.

Survey Results: Forms of County Government

The ACIR/NACO/ICMA survey and a 1970 survey by the National Association of Counties provided data on the existing forms of county government, the means by which they were established, the number of each type, and their metropolitan and non-metropolitan status. Table 1 provides data on three different forms of counties: county board with no recognized administrator, county administrator plan, and county executive plan.

Most (793) of the 993 counties have the plural executive or commission form; 18 percent (184) have the county administrator type; and only two percent (16) operate under the county executive plan. Only nine percent of the 793 jurisdictions that have county boards with no recognized administrator are metropolitan counties. However, these 87 jurisdictions represent 59 percent of the 148 reported metropolitan counties. Conversely, nearly three-fourths of the non-metropolitan jurisdictions operated under the same form of government. These 706 non-metropolitan

counties account for 84 percent of all the reporting non-metropolitan jurisdictions. The county administrator plan is found in 35 percent of the metropolitan counties and in 16 percent of the non-metropolitan jurisdictions. The weak variation of this plan is found in 29 percent of the metropolitan counties and 12 percent of non-metropolitan counties. But, overall, only 15 percent of reporting counties operated under this plan. The stronger version, the county manager plan, existed in only four percent of all the reporting counties and in six and three percent respectively of the metropolitan and non-metropolitan counties. The county executive plan was found in only two percent of all the reporting counties, and in six percent of all the metropolitan jurisdictions, and one percent of the non-metropolitan jurisdictions.

Table 2 shows the means by which the basic forms of county government are established. Data are provided on the number of each type established by State constitution, State law, county ordinance, charter provision, or a combination of State constitution and law, State constitution and county ordinance, and State constitution and charter provision. State constitution and legislation account for approximately 88 percent of the varying forms of county government found in the 993 jurisdictions. The others are established either by county ordinance, charter provisions, or a combination of these means.

TABLE 1
FORMS OF COUNTY GOVERNMENT:
METRO AND NON-METRO
May 1971

County Form	Counties Reporting		Metropolitan Counties			Non-Metropolitan Counties		
	No.	Percent of (A)	No.	Percent of (A)	Percent of (B)	No.	Percent of (A)	Percent of (C)
Plural Executive or Commission form	793	80	87	9	59	706	71	84
County Administrator	184	18	52	5	35	132	13	15
Weak Variation	(147)	(15)	(43)	(4)	(29)	(104)	(10)	(29)
County Manager Plan	(37)	(4)	(9)	(1)	(6)	(28)	(3)	(3)
County Executive Plan	16	2	9	(1)	6	7	(1)	1
TOTAL	993 (A)	100	148 (B)	(15)	100	845 (C)	(85)	100

Source: Derived from Table 1, International City Management Association, "County Government Organization and Services," *Urban Data Service Reports* (Washington, D.C.: May, 1971), p. 2.

TABLE 2
FORMS OF COUNTY GOVERNMENT: MEANS OF ESTABLISHMENT
May 1971

Form of government	No. of counties reporting (A)	% of total reported counties	State constitution		State law		County ordinance		Charter provision		State constitution and law		State constitution and county ordinance		State constitution and charter provision		Other	
			No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)
Total, all counties.....	993	100	427	43	385	39	74	7	23	2	62	6	1	1	1	1	18	2
Metro.....	148	100	43	29	64	43	11	7	12	8	14	9	1	1	0	0	4	3
Nonmetro.....	845	100	384	45	321	38	63	7	11	1	48	6	0	0	1	1	14	2
County Board with no recognized administrator																		
Total.....	793	80	393	50	295	37	38	5	6	1	50	6	0	0	1	1	10	1
Metro.....	87	59	34	39	38	44	2	2	1	1	10	12	0	0	0	0	2	2
Nonmetro.....	706	84	359	51	257	36	36	5	5	1	40	6	0	0	1	1	8	1
County administrator form																		
Board with appointed administrator																		
Total.....	147	15	30	20	63	43	31	21	7	5	11	8	0	0	1	1	4	3
Metro.....	43	29	8	19	16	37	9	21	5	12	3	7	0	0	0	0	2	5
Nonmetro.....	104	12	22	21	47	45	22	21	2	2	8	9	0	0	1	1	2	2
County manager form																		
Total.....	37	4	2	5	25	68	4	11	3	8	0	0	0	0	0	0	3	8
Metro.....	9	6	0	0	8	89	0	0	1	11	0	0	0	0	0	0	0	0
Nonmetro.....	28	3	2	7	17	61	4	14	2	7	0	0	0	0	0	0	3	11
County executive form																		
Total.....	16	2	2	13	2	13	1	6	7	44	1	6	1	6	1	6	1	6
Metro.....	9	6	1	11	2	22	0	0	5	56	1	4	0	0	0	0	0	0
Nonmetro.....	7	1	1	14	0	0	1	14	2	29	0	0	1	14	1	14	1	14

¹ represents less than .5%.

¹Source: Derived from Table 1, International City Management Association, "County Government Organization and Services," *Urban Data Service Reports* (Washington, D.C.: May, 1971), p. 2.

In non-metropolitan counties, virtually the same can be said. But, in metropolitan counties at least 15 percent of the organizational variation was established by county ordinance or charter provision or both, or by a combination of each of these and State constitutional provision.

Of the 793 jurisdictions that have county boards with no recognized administrator, one-half (393) reported the State constitution as the legal basis for a majority (51 percent) of the 706 non-metropolitan counties and slightly more than one-third (39 percent) of the 87 metropolitan counties having this form of government. State enabling legislation accounted for 37 percent of counties having this form of government and the combination of constitutional provisions and State law accounted for six percent. Only about seven percent of the reporting counties having this form were established by county ordinance or under charter provision.

The Table shows that one-fifth of all reporting counties have either the appointed administrator, county manager, or county executive form. The primary means of establishing these forms are through State legislation (generally special legislation applicable to certain counties), charter provisions, and county ordinances. Fifteen percent (147) of all reporting counties have county boards with an appointed administrator, of which 104 were non-metropolitan and 43 were metropolitan. Forty-three percent of these boards with appointed administrators were formed under provisions of State law; 20 percent under the State constitution or constitutional provision and State legislation. As few as five percent, most of which were metropolitan counties, were created under charter provision.

The county manager and county executive forms are usually established by State enabling legislation and the adoption of a local charter. Only 37 of the 933 counties reported use of the county manager form—nine in metropolitan counties and 37 in non-metropolitan counties. Eighty-nine percent of the metropolitan county manager forms were created by State legislation, the remainder by charter provisions. Sixty-one percent of the non-metropolitan county manager forms were created under special enabling legislation.

The county executive form usually is created under a combination of constitutional provisions, State enabling legislation and local charter. Fifty-six percent of the metropolitan and 29 percent of the non-metropolitan county executive forms were established by charter provision.

Location of county administrator and county executive plans. The National Association of Counties in a 1970 survey of the county executive and county administrator reported the county administrator plan in 142 counties located in 19 States, and the county executive plan in 45 counties located in 16 States.¹⁸ The report found that over 50 percent of all county administrator positions were located in counties with population of 250,000 or more and that 70 percent of these had been established since 1960. During the same period, according to the NACO survey, urban counties with populations between 100,000-600,000 modernized their governmental structures twice as frequently as urban areas over 600,000.¹⁹ Since 1965, the county administrator position was established in one-half of the counties with population under 100,000, in 23 percent of those between 100,000 - 250,000, 17 percent of those between 250,000 - 600,000, and in 13 percent of those counties over 600,000 population.²⁰

Table 3 summarizes by population category the States in which the county administrator form of government is located. California, North Carolina and Virginia lead in total number with 30, 28, and

TABLE 3
APPOINTED COUNTY ADMINISTRATORS:
LOCATION AND POPULATION
June 1970

State	POPULATION GROUP				Line Totals
	A Under 100,000	B 100,000- 250,000	C 250,000- 600,000	D Over 600,000	
Arizona	1	0	0	1	2
California	13	9	8	6	36
Colorado	1	2	0	0	3
Florida	0	1	3	1	5
Georgia	3	5	0	1	9
Maryland	4	0	1	1	6
Michigan	0	4	2	2	8
Minnesota	1	1	0	1	3
Nebraska	0	0	1	1	2
Nevada	0	0	1	0	1
North Carolina	23	3	2	0	28
New Jersey	0	1	1	0	2
New Mexico	7	0	1	0	8
New York	0	1	0	1	2
Ohio	1	1	1	2	5
Oregon	1	2	0	0	3
South Carolina	0	0	1	0	1
Virginia	24	3	1	0	28
Wisconsin	0	1	1	0	2
	79	34	24	17	154

Source: National Association of Counties, "National Survey of the County Administrator and the County Executive," (Washington, D.C.: June, 1970), p. 2.

28 counties respectively, most of which are under 100,000 population.²¹

According to the National Association of Counties, 45 counties are using the elected county executive form of government.²² Table 4 shows the States where such plans have been adopted and the population size of the counties with this form of government. Fifty-seven percent of the counties using the

**TABLE 4
ELECTED COUNTY EXECUTIVES:
LOCATION AND POPULATION
June 1970**

State	POPULATION GROUP				Total
	Under 100,000	100,000-199,000	250,000-599,000	600,000-Above	
Alaska	8	1	0	0	9
California	0	0	0	1	1
Colorado	0	0	1	0	1
Delaware	0	0	1	0	1
Florida	0	0	1	1	2
Georgia	0	1	0	0	1
Hawaii	3	0	0	1	4
Indiana	0	0	0	1	1
Louisiana	0	0	3	0	3
Maryland	1	0	2	2	5
Missouri	0	0	0	2	2
New York	0	3	1	5	9
Oregon	0	0	1	0	1
Tennessee	0	0	1	0	1
Washington	0	0	0	1	1
Wisconsin	0	2	0	1	3
	12	7	11	15	45

Source: National Association of Counties, "National Survey of the County Executive and the County Administrator," (Washington, D.C.: June, 1970), p. 2. Updated: October, 1971.

plan have population of 250,000 or more. Alaska and New York lead in the number of counties using the plan.

Governing Bodies of Counties

The Bureau of Census in a 1965 report stated that there are at least five "arbitrarily" defined types of county governing boards based on official titles and responsibilities.²³ These were:

	Total No.	No. of States
Boards of Commissioners or Supervisors	2,084	42
Boards of Township Supervisors	299	4
Judges and Justices of the Peace Boards	299	4

Judges and Commissioner Boards	322	4
Other County Governing Boards	45	4

Boards of commissioners and supervisors as used in 42 States are made up of elected officials whose primary responsibility and accountability are to the county government. Boards of township supervisors consist of members who represent township and municipal governments but have dual accountability serving as county governing board members and as township or city officials. Judges and justices of the peace boards in four States are comprised of members with dual accountability as county governing board members and as judicial officials. County judges and commissioner boards in four States consist of a presiding officer who is also an elected judicial official and other board members who do not possess any judicial status. Finally, 45 counties in four States have types of governing bodies that the Census Bureau classified as "other governing bodies." Those in this category are the single judicial officer and single non-judicial officer (the single county commissioner in some Georgia counties) who constitute the county governing board and those county boards whose membership consists of some or all ex-officio mem-

**TABLE 5
SIZE OF COUNTY GOVERNING BOARDS:
1965**

Size of Boards	No. of Counties
1 member	35
2 members	15
3 members	1,330
4 members	52
5 members	914
6-9 members	220
10-14 members	92
15-19 members	79
20-24 members	76
25-29 members	61
30-39 members	76
40-49 members	48
50-59 members	31
60-99 members	18
100-or more members	2

Source: U. S. Bureau of Census, "Governing Boards of County Governments: 1965," *State and Local Government Special Studies*, No. 49, (Washington, D. C.: April 1965), p. 3.

bers. Appendix A-5 lists the various titles predominantly used in each State to identify the governing boards of counties.

Governing bodies of counties vary in size and in

manner of selection. The majority of county governing boards are made up of three or five members. The larger boards are found in such States as Arkansas and Tennessee, where a majority of the county governing boards are composed of a county judge and justices of the peace, and in Illinois, Michigan, New Jersey, New York and Wisconsin, where township representation is provided on the county board.²⁴ Table 5 summarizes the number of county governing boards by size. A majority of all governing boards

**TABLE 6
MEANS OF SELECTING
COUNTY BOARD REPRESENTATIVES:
1965**

Type of Selection	No. of Counties
All elected—	
At large	533
At large with local-area residence requirement	580
By local area	
Total	1,187
Township and city	298
Precincts, wards, and districts	889
Presiding Officer elected at large and other members elected—	
At large with local-area residence requirement	40
By local areas	666
Appointed	12
Other types of selection	31

Source: U. S. Bureau of Census, "Governing Boards of County Governments: 1965," *State and Local Government Special Studies*, No. 49, (Washington, D. C.: April 1965), p. 3.

are elected by single-member districts.²⁵ Table 6 shows the means of selecting representatives on county governing bodies in 1965.

Tables 7 through 10 show the variation in membership size, term of office and salary found in metropolitan and non-metropolitan counties responding to the 1971 ACIR/NACO/ICMA survey. Governing bodies with district representation tend to have larger boards than do governing bodies comprised of representatives elected at-large. The median for the term of office for at-large membership on county boards is between two to four years. County board members elected at-large are paid a higher salary than board members elected by single or multi-member districts. The gap between the median annual salary for multi-member district board members and members elected at-large is some \$2,850, nearly 2½ times the median salary of multi-member district board members. The salary differentiation in metropolitan areas ranges from \$7,500 median annual in-

**TABLE 7
MEMBERS OF COUNTY GOVERNING
BODIES ELECTED AT-LARGE: MEDIAN
LENGTH OF TERM AND MEDIAN
ANNUAL SALARY
May 1971**

Classification	No. of counties reporting	Members	Median range length of term (in years)	Salary
Total, all counties	380	3	2-4	\$5,250
Metropolitan status				
Metro	80	3	2-4	10,000
Nonmetro	300	3	2-4	4,200
Professional management ¹				
With administrator	65	3	2-4	3,400
Without administrator	305	3	2-4	5,460

¹Counties did not report professional management.
Source: International City Management Association, "County Government Organization and Services," *Urban Data Service Reports* (Washington, D.C.: May, 1971), p. 3.

**TABLE 8
SINGLE-MEMBER DISTRICT MEMBER
OF COUNTY GOVERNING BODIES:
MEDIAN LENGTH OF TERM AND
MEDIAN ANNUAL SALARY
1971**

Classification	No. of counties reporting	Members	Median range length of term (in years)	Salary
Total, all counties	519	4	2-4	\$3,500
Metropolitan status				
Metro	60	5	4	7,500
Nonmetro	459	4	2-4	3,200
Professional management				
With administrator	116	5	4	4,500
Without administrator	403	4	2-4	3,400

Source: International City Management Association, "County Government Organization and Services," *Urban Data Service Reports* (Washington, D.C.: May, 1971), p. 3.

TABLE 9
MULTIMEMBER DISTRICT COUNTY
GOVERNING BODIES: MEDIAN MEM-
BERSHIP, TERM OF OFFICE & ANNUAL
SALARY
1971

Classification	No. of counties reporting	Members	Median range length of term (in years)	Salary
Total, all counties.....	88	4	2-4	\$2,400
Metropolitan status				
Metro.....	10	4	4	9,000
Nonmetro.....	78	4	2-4	2,301
Professional management				
With administrator.....	15	5	4	3,040
Without administrator.....	73	4	2-4	2,393

Source: International City Management Association, "County Government Organization and Services," *Urban Data Service Reports* (Washington, D.C.: May, 1971), p. 3.

come in single member districts to a median annual income of \$10,000 in metropolitan counties with board membership elected at-large.²⁶

Other Independently Elected or Appointed Officials

A majority of counties provide for the election of the auditor, treasurer, county clerk, recorder, sheriff, assessor, superintendent of schools and the district

TABLE 10
MEDIAN NUMBER OF MEMBERS OF
COUNTY GOVERNING BODIES: LENGTH
OF TERM AND ANNUAL SALARY¹
May 1971

Classification	No. of counties reporting	Members	Length of term (in years)	Salary
Total, all counties.....	73	4	4	\$4,000
Metropolitan status				
Metro.....	11	5	4	10,570
Nonmetro.....	62	4	4	3,380
Professional management				
With administrator.....	12	5	4	2,000
Without administrator.....	61	4	4	4,500

¹All those not included in Tables 7, 8, and 9.
 Source: International City Management Association, "County Government Organization and Services," *Urban Data Service Reports* (Washington, D.C.: May, 1971), p. 3.

attorney, while the comptroller, county counsel and county engineer are appointed in most counties (see Tables 11 and 12). Surprisingly, differences between metropolitan and nonmetropolitan counties were not substantial except for the offices of clerk, superintendent of schools, counsel and engineer, where the former are more likely to make the office an appointive one. The office of county comptroller was reported by only 13 percent of the counties while the offices of sheriff, district attorney, and recorder were reported by 100, 95, and 94 percent of the respondents.

TABLE 11
INDEPENDENTLY ELECTED COUNTY OFFICIALS
May 1971

Office	Total no. of counties reporting position (A)	No. of counties electing position		% of metro counties electing position	% of nonmetro counties electing position	% of counties with no administrator electing position	% of counties with administrator electing position
		No.	% of (A)				
Auditor.....	654	330	51	44	52	54	39
Treasurer.....	962	838	87	79	83	90	74
County clerk.....	889	722	81	69	83	85	67
Recorder.....	669	628	94	94	94	95	90
Sheriff.....	1,016	1,013	100	99	100	100	100
Assessor.....	846	554	66	61	66	68	54
Comptroller.....	137	44	32	33	32	49	14
Superintendent of schools.....	694	355	51	35	54	56	33
District attorney.....	858	818	95	92	96	95	94
County counsel.....	554	224	40	18	46	48	17
County engineer.....	692	259	37	28	39	41	23

Source: International City Management Association, "County Government Organization and Services," *Urban Data Service Reports* (Washington, D. C.: May, 1971), p. 4.

TABLE 12
APPOINTED COUNTY OFFICIALS
May 1971

Office	Total no. of counties reporting position (A)	No. of counties appointing position		% of metro counties appointing position	% of nonmetro counties appointing position	% of counties with no administrator appointing position	% of counties with administrator appointing position
		No.	% of (A)				
Auditor.....	654	324	50	56	48	46	61
Treasurer.....	962	124	13	21	11	10	26
County clerk.....	889	167	19	31	17	15	34
Recorder.....	669	41	6	6	6	5	10
Sheriff.....	1,016	3	.. ¹	1	.. ¹	.. ¹	1
Assessor.....	846	292	35	39	34	32	47
Comptroller.....	137	93	68	67	68	51	86
Superintendent of schools.....	694	154	22	26	22	22	23
District attorney.....	858	41	5	8	4	5	6
County counsel.....	554	330	60	82	54	51	84
County engineer.....	692	435	63	73	60	59	78

.. represents less than .5%.

Source: International City Management Association, "County Government Organization and Services," *Urban Data Service Reports* (Washington, D. C.: May, 1971), p. 4.

Concluding Observations

The diversity that exists among county governments in terms of their form of government, organizational structure and selection of county officials reflects the diversity and heterogeneity that exists in all local governments. The extent to which proposed reform measures for modernizing structure and organization have been adopted is not altogether impressive. Approximately 85 to 90 percent of all counties are still operating only as administrative arms of the State with several independently elected local officials and fragmented administration of power and influence to determine and set policy for the county's development.

Few counties, although the number is increasing, have adopted more progressive forms of county gov-

ernment. Even where State legislatures have taken the initiative to "unshackle" counties, counties have been slow to take advantage of structural reform. Less than two percent have elected chief executives and less than ten percent have any type of professional administrator. The traditional form of county government still prevails in spite of, or perhaps because of, its shortcomings which tend to reduce local government efficiency and responsiveness.

The cry for county structural reform is being heard and responded to in a growing number of States. But many observers feel that the key to upgrading the role and responsiveness of county government to local needs rests as much, if not more so, with the attitude and initiative of counties toward modernization as with State constitutional and statutory liberalization.

FOOTNOTES

¹The total number of counties according to the Bureau of Census, Governments Division differs slightly from the 3,049 reported here. The 1972 *Census of Governments* will report 3,045 organized counties, four less than reported here, due primarily to city-county consolidations. The 3,045 will include only four of the nine boroughs in Alaska and excludes the city-borough consolidation. The reported 3,049 includes the nine boroughs and excludes only the city-borough consolidation.

²The Bureau of Census, Governments Division, classifies Nashville-Davidson County, Tennessee as a metropolitan government, but is not very clear in its rationale for this classification. For this report, it is classified as a city-county consolidation that is more extensively consolidated than each of the other city-county consolidations listed.

³The National Association of Counties does not consider the New Orleans-Orleans borough governmental structure to be the same type as

found in the East Baton-Baton Rouge county-type area. Both are referred to frequently, however, as organized county executive forms of county government. The Juneau city-borough of Alaska is also considered an organized county government by NACO.

⁴The independent cities of Virginia include: Alexandria, Bristol, Buena Vista, Charlottesville, Chesapeake, Clifton Forge, Colonial Heights, Covington, Danville, Falls Church, Fairfax, Franklin, Fredericksburg, Galax, Hampton, Harrisonburg, Hopewell, Lexington, Lynchburg, Martinsville, Newport News, Norfolk, Norton, Petersburg, Portsmouth, Radford, Richmond, Roanoke, South Boston, Staunton, Suffolk, Virginia Beach, Waynesboro, Williamsburg and Winchester.

⁵Connecticut county-type areas include: Fairfield, Hartford, Litchfield, Middlesex, New Haven, New London, Tolland and Windham. Rhode Island county-type areas include: Bristol, Kent, Newport, Providence, and Washington.

⁶The Bureau of Census, Governments Division, in its 5-year regular publication, *Governmental Organization*, includes only those four Alaskan boroughs that are coterminous with census divisions in its total count of 3,045 counties.

⁷The bulk of the data in this explanation of counties and county-type areas was taken from the 1967 Census of Governments, *Governmental Organization*, Bureau of Census and from updated working papers for the 1972 edition of the same publication.

⁸U.S. Department of Commerce, Bureau of Census, Census of Population, Advanced Reports, vols. 1-50. (Washington, D.C.: United States Government Printing Office, 1971).

⁹Herbert Sidney Duncombe, *County Government in America*, p. 10.

¹⁰In some counties, such as the 25 in Georgia, the governing body consists of only a single commissioner who assumes responsibility for county government. See Paul M. Hirsch's "Facts and Figures About Georgia County Commissioners," *Georgia County Government Magazine*, XXII, No. 8 (Georgia Association of County Commissioners, 1970), p. 23.

¹¹U.S. Department of Commerce, Bureau of Census, "Governing Boards of County Government: 1965," (Washington, D.C.: U.S. Government Printing Office, 1965), pp. 3 and 21.

¹²In 1965, the U.S. Department of Commerce, Bureau of Census, reported in a Special Studies report that there were 35 counties with county government controlled and administered by a single individual, a single administrator, usually a judicial officer called the county chairman, ordinary, or supervisor. Thirty-four of these were reported to be in Georgia and one in South Carolina. In 1969, the Georgia General Assembly passed legislation requiring uniform titling of county governing bodies and replacing the county ordinary with a county government.

¹³The International City Management Association has a set of criteria for determining what it calls General Management Positions. See Appendix A for these criteria.

¹⁴William V. Musto, *County Government: Challenge and Change* (New Jersey: New Jersey County and Municipal Government Study Commission: 1969), pp. 114-115.

¹⁵*Ibid.*, p. 113.

¹⁶The International City Management Association uses a seven point criteria for determining and certifying the existence of the council-manager (county manager) form of government in counties. To be qualified as a council-manager form by ICMA (upon application), the manager position must meet the criteria. See Appendix A.

¹⁷Musto, *op. cit.*, pp. 121-124.

¹⁸National Association of Counties, "National Survey of the County Administrator and the County Executive," (Washington, D.C.: NACO, June 1970), p. 2.

¹⁹*Ibid.*, p. 6.

²⁰*Ibid.*, p. 5.

²¹*Ibid.*, p. 2.

²²*Ibid.*, p. 2.

²³U.S. Bureau of Census, "Governing Boards of County Governments: 1965," *State and Local Government Special Studies, No. 49*, (Washington, D.C.: United States Government Printing Office, April 1965), p. 2.

²⁴ *Ibid.*, p. 3.

²⁵ Single-member district as used here includes all geographic subdivisions of counties used for electing county representatives: commissioner districts, supervisory districts, levy court districts, justices of peace districts, magistral districts, police jury wards (Louisiana), precincts (Texas), and unorganized townships (Arkansas and parts of South Carolina) as well as organized townships and municipalities in Illinois, Michigan, New Jersey, New York and Wisconsin.

²⁶ The salaries in Tables 7 through 10 represent payment received by governing board members on an annual basis. Board chairman salary is not included.

Chapter III

SERVICES AND FUNCTIONS PERFORMED BY COUNTIES

Certain governmental services are mandated by State legislation or constitutional provisions. These administrative services have come to be called "traditional" county functions. Among these functions are: tax assessment and collection, election administration, judicial administration, public record keeping, issuance of licenses, sheriff's office, provision of agricultural services in rural counties, provision of health and welfare services and provision of roads and highways. Responsibility for performing these traditional functions often was placed in a host of independently elected county officials found in most counties including: the tax assessor, election supervisor or auditor, prosecuting attorney, coroner, clerk, superintendent of schools, comptroller, public defender, and county judges.

In addition to providing these services, more and more counties are undertaking "urban-type" services which in the past have been regarded as being a function of municipal government. Such services tend to be provided by those more densely populated areas of counties within metropolitan areas. These "urban-type" services often include: fire and police protection, provision of libraries, construction and maintenance of expressways, operation of airports, operation of parks and recreation facilities, provision of water and sewage facilities, street construction, street lighting, garbage collection and disposal, air and water pollution control, mass transportation, and health and urban development programs.

Functions Provided by Counties

Table 13 lists 58 functions performed by county governments responding to the 1971 ACIR/NACO/

ICMA survey. Although the Table results are based on only 34 percent of all counties, the responses appear to be representative of the various types of counties and therefore should provide a relatively good index of functions most counties in the United States are performing.

Eighty percent or more of the respondents provide police protection and the services of a coroner's office, tax assessment and collection, and jails and detention homes. Only slight differences occurred between the average number of metropolitan (86 percent) and non-metropolitan (84 percent) counties performing the same functions. Eighty-five percent of all counties are responsible for jails and detention facilities. The "traditional" functions: police protection, services of the coroner's office, provision of roads and highways, tax collection, court administration, prosecution and agricultural extension services are provided in 75 percent or more of the counties, except for prosecution, where about two-thirds of all counties account for this function. In metropolitan counties the percentage performing the prosecution function is higher by 17 percent than in non-metropolitan counties.

Functions performed by three-fourths of all the responding counties included:

- Police Protection
- Services of Coroner's Office
- Jails and Detention Facilities
- General Assistance and Public Welfare
- Maintenance of Roads and Highways
- Public Health
- Tax Assessment and Collection
- Court Administration
- Agricultural Extension Services

TABLE 13
RANK ORDER OF FUNCTIONS PERFORMED BY COUNTY GOVERNMENTS
May 1971

Function	All counties		Metro		Nonmetro	
	No.	% of total	No.	% of total	No.	% of total
Total, all counties responding to questionnaire	1,026	100	150	100	876	100
Jails & Detention Homes	874	85	145	97	729	83
Tax Assessment & Collection	853	83	125	83	728	83
Police Protection	836	82	117	78	719	82
Coroner's Office	816	80	130	87	686	78
General Assistance						
Public Welfare	805	79	114	76	691	79
Roads & Highways	780	76	117	78	663	76
Courts	775	76	130	87	645	74
Agricultural Extension						
Services	764	75	112	75	652	74
Public Health	772	75	120	80	652	74
Medical Assistance	693	68	105	70	588	67
Prosecution	672	66	120	80	552	63
Mental Health	615	60	104	60	511	58
Probation & Parole Service	607	59	119	79	488	56
Elementary Schools	583	57	56	37	527	60
Libraries	575	56	86	57	489	56
Secondary Schools	552	54	58	39	494	56
Planning	536	52	114	76	422	48
Crippled Children	507	49	78	52	429	49
Veteran's Affairs	500	49	86	57	414	47
Fire Protection	453	44	47	31	406	46
Zoning	439	43	82	55	357	41
Soil Conservation	418	41	59	39	359	41
Special Education Programs	415	40	57	38	358	41
Hospitals	401	39	61	41	340	39
Ambulance Service	387	38	34	23	353	40
Parks & Recreation	387	38	83	55	304	35
Animal Control	334	33	75	51	258	30
Airports	332	32	36	24	296	34
Public Defender	320	31	77	51	243	28
Subdivision Control	308	30	77	51	231	26
Solid Waste Disposal	298	29	55	37	243	28
Sewers & Sewage Disposal	263	26	50	33	213	24
Refuse & Garbage Collection	234	23	31	21	203	23
Flood & Drainage Control	231	23	51	34	180	21
Code Enforcement	219	21	63	42	156	18
Cemeteries	217	21	24	15	194	22
Water Supply	207	20	31	21	176	20
Livestock Inspection	201	20	34	23	167	19
Personnel Services	196	19	52	35	144	16
Central Purchasing	180	18	60	40	120	14
Auditoriums	170	17	26	17	144	16
Industrial Development	169	17	32	21	137	16
Mosquito Abatement	166	16	56	37	110	13
Junior Colleges	165	16	40	27	125	14
Fish & Game	153	15	12	8	141	16
Air Pollution	139	14	55	37	84	10
Public Housing	135	13	28	19	107	12
Museums	134	13	25	17	109	12
Power Supply	132	13	3	2	129	15
Data Processing	130	13	65	43	65	7
Water Pollution	122	12	45	30	77	9
Parking	93	9	17	11	76	9
Irrigation	64	6	5	3	59	7
Urban Renewal	52	5	13	9	39	5
Cultural Affairs	45	4	11	7	34	4
Ports & Harbors	38	4	13	9	25	3
Four-Year Colleges	35	3	13	9	22	3
Mass Transit	14	1	7	5	7	1

Functions provided by three-fourths of all metropolitan counties include those listed above plus:

- Probation and Parole Services
- Medical Assistance
- Judicial Prosecution
- Planning

Finally, functions performed by three-fourths of all the non-metropolitan counties included:

- Police Protection
- Services of Coroner's Office
- Jails and Detention Facilities
- General Assistance and Public Welfare
- Maintenance of Roads and Highways
- Tax Assessment and Collection

Table 14 compares the functions performed by a majority of the metropolitan counties and a majority of the non-metropolitan counties. Most of the non-metropolitan counties are located in the north central states: North Dakota, Minnesota, South Dakota, Kansas and Missouri, and in the Southern and Western states. The more metropolitan and urbanized counties are located in the Northeastern States.

Twenty percent or fewer of all counties provide centralized services such as personnel management, data processing and purchasing. Between 5 percent and 17 percent of the responding counties provide other services such as regulation of ports and harbors, environmental pollution control, irrigation, fish and game regulation, public housing, urban renewal, industrial development, power supply, and cultural

TABLE 14
COMPARISON OF FUNCTIONS PERFORMED:
METRO AND NON-METROPOLITAN COUNTIES
1971

Functions Performed by a Majority (51% or more) of Metropolitan Counties		Functions Performed by a Majority (51% or more) of Non-Metropolitan Counties	
Function	Percent of Counties	Function	Percent of Counties
Police Protection	78	Police Protection	82
Coroner's Service	87	Coroner's Service	78
Jail and Detention Facilities	97	Jail and Detention Facilities	83
General Assistance Public Welfare		General Assistance Public Welfare	79
Crippled Children's Aid	52		--
Libraries	57	Libraries	56
Public Health	80	Public Health	74
Mental Health	69	Mental Health	58
Animal Control	51		--
Parks and Recreation	65		--
Medical Assistance	70	Medical Assistance	67
Tax Assessment	83	Tax Assessment	83
Courts	87	Courts	74
Prosecution	80	Prosecution	63
Public Defender	51		--
Planning	76		--
Zoning	55		--
Subdivision Control	51		--
Veteran Affairs	57		--
Agricultural Extension Services	75	Agricultural Extension Services	74
Elementary Schools	57	Elementary Schools	60
Secondary Schools	54	Secondary Schools	56
Roads and Highways	76	Roads and Highways	76
Mean Number of Counties Performing Service Above: 105		Average Number of Counties Performing Services Above: 613	
Mean Percentage Providing All Services: 70.		Mean Percentage Providing All Services: 70.	

*Total number of counties responding: 1,026.

programs and facilities. Only one percent of the responding counties have assumed the mass transit functions.

Governmental Arrangements for Provision of Services

As population, economic and social changes occur, a continuing evaluation of governmental structural and procedural adaptations for the provision of public services and functions is required. Counties, particularly are faced with the problem of governmental adaptation and modifications in the public service area. Such adaptations may be structural, such as the establishment of metropolitanwide general governments like those in Miami-Dade County and Nashville-Davidson County, the annexation of unincorporated territory to existing communities; the incorporation of new communities, county consolidation or city-county consolidation.¹ Procedural adaptations may take the form of informal agreements and understanding—exchange of information, sharing facilities, rendering mutual aid, and entering joint agreements—or binding legal arrangements based on formal agreements or contracts, such as the transfer of functions between or among units of government.

The ACIR/NACO/ICMA questionnaire queried counties on certain procedural and structural adaptations. Included is the extent to which there exists State authorization of transfer of functions from general units of government to the county; the legal basis and required local procedures necessary to carry out such transfers; the number of such transfer of functions undertaken over the past decade; the extent to which county consolidation is permitted by States (as perceived by counties) and local procedures required; and the status of city-county studies being undertaken by counties. In addition, the extent of county performance of functions for or with other local governments on a consolidated, contracted or joint powers agreement basis is explored, as well as the area in which such functions are performed.

Transfer of Functions. Although the Commission stated in its 1967 information report, *A Handbook for Interlocal Agreements and Contracts*, that “all states authorize agreement and contracts at least among some local governments for certain purposes,” Table 15 reveals considerable disagreement among counties within each State as to whether local units of government and a county may undertake a transfer of functions. The data show that the consensus among the counties of 21 of the 48 States is that such trans-

TABLE 15
TRANSFER OF FUNCTIONS AUTHORIZATION: COUNTY CONSENSUS AND NUMBER OF TRANSFERS
1971

State	No	Yes	Nr	County* Consensus	Transfers Between 1960-1970
Alabama	14	7	3	N	3
Alaska	1	4	1	Y	5
Arizona	7	1	--	N	1
Arkansas	14	11	1	N	1
California	6	29	1	Y	17
Colorado	13	9	2	N	0
Delaware	1	1	--	None	0
Florida	13	11	5	None	5
Georgia	25	15	18	None	3
Hawaii	1	--	1	None	0
Idaho	11	6	8	None	2
Illinois	23	7	9	N	1
Indiana	19	10	6	N	5
Iowa	27	11	7	N	3
Kansas	22	15	6	N	8
Kentucky	11	5	3	N	4
Louisiana	10	4	4	N	0
Maine	5	3	1	N	0
Maryland	5	4	2	None	5
Massachusetts	7	2	0	N	1
Michigan	9	18	4	Y	7
Minnesota	20	22	1	None	19
Mississippi	3	3	2	None	0
Missouri	11	8	3	None	2
Montana	8	12	3	Y	2
Nebraska	24	13	8	N	5
Nevada	2	3	1	None	2
New Hampshire	0	1	1	None	0
New Jersey	10	6	1	N	3
New Mexico	9	2	3	N	2
New York	7	12	1	Y	10
North Carolina	20	15	5	None	10
North Dakota	--	--	--	--	--
Ohio	13	11	3	None	5
Oklahoma	10	8	7	None	2
Oregon	10	11	0	Y	5
Pennsylvania	21	7	1	N	3
Rhode Island	--	--	--	--	--
South Carolina	12	3	1	N	2
South Dakota	15	10	6	None	4
Tennessee	13	9	4	None	2
Texas	55	14	--	N	3
Utah	8	7	0	N	3
Vermont	2	1	2	None	0
Virginia	7	5	3	None	0
Washington	10	7	5	None	7
West Virginia	6	2	4	None	0
Wisconsin	19	5	4	N	10
Wyoming	6	2	2	N	0

*Majority consensus exists when the sum of "NO" responses and the non-responses (NR) is equal to less than the "YES" responses which must be at least a majority of all responses. The reverse is true for a majority "NO" consensus. None consensus or uncertainty exists when neither the "YES" nor "NO" response is greater than the sum of either the "NO" and "NR" response or the "YES" and "NR" responses.

TABLE 16
**AUTHORIZED TRANSFER OF FUNCTIONS BY POPULATION
 CATEGORY AND LEGAL BASIS
 1971**

Transfer of Functions Authorization & Legal Basis	Population Groups						
	Over 1 Million	500,000 1 Million	250,000 499,999	100,000 249,999	50,000 99,999	25,000 49,999	Below 25,000
Y-C&S	2	7	10	12	12	24	59
Y-S	4	6	15	28	43	39	108
Y-C	2	2	3	2	3	5	26
Y-Co/Co	-	1	1	2	4	5	6
Total:	8	16	29	44	62	73	199

Key: Y-C&S = Authorization granted by constitutional and statutory provision.
 Y-S = Authorization granted by State statute, usually special enabling legislation for particular county or counties.
 Y-C = State constitution provides basic authorization.
 Y-Co/Co = Transfer of function may be effected simply by action of county and concerned local units of government.

fers are not authorized. No clear consensus exists in 20 States because of the near equal distribution between counties that thought authorization existed and those that thought it did not, or were unsure and did not respond.² A majority consensus that authorization existed for transfer of functions was reported by counties in only six States: Alaska, California, Michigan, Montana, New York and Oregon.

Counties reporting transfers of functions indicated that State statutes are usually the legal basis for such authorization. The greater number of transfers within the past decade took place in counties with population of 25,000 or less located in Minnesota, California, New York, North Carolina and Wisconsin (see Table 16).

In some counties authorization for transfer of functions is inherent in the powers of local units of government and requires only local initiative and action, such as passing an ordinance or joint powers agreement by the county and the concerned unit or units of local government. In those counties where specific authorization is granted by the State constitution or statutes, or both, local action required to effect transfer usually involves passing of ordinances by the county and local unit of government within the county, and approval by a simple majority vote in a county-wide referendum. This procedure was reported by counties of 32 States. In several States, approval is required by a majority of voters in both the affected incorporated area and all the unincorporated area of the county. This procedure is used in some of the counties in Florida, Georgia, Illinois, Indiana, Kansas, Michigan, Minnesota, Montana, New York,

Ohio, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Virginia, and West Virginia. Finally, in some States many counties indicated that where constitutional and/or statutory authorizations exist a joint powers agreement would effect transfers.

Appendix B provides the county-by-county re-

TABLE 17
**TRANSFER OF SELECTED FUNCTIONS:
 SUBCOUNTY GOVERNMENTS TO COUNTIES
 TO SUBCOUNTY GOVERNMENTS
 BETWEEN 1960 AND 1970**

FUNCTION	No. of Counties Reporting (A)-78		Transfer from Subcounty to County		Transfer from County to Subcounty	
	Total No. Counties—1,026	% of A	No.	% of A	No.	% of A
Police Protection	31	40	2	3		
Correction Jails & Detention Homes	21	27	1	1		
Fire Protection	10	13	6	7		
Public Welfare	18	23	0	0		
Education	9	12	4	5		
Libraries	29	37	4	5		
Roads and Highways	18	23	7	9		
Sewers & Sewage Disposal	17	22	4	5		
Refuse & Garbage Collection	18	23	2	3		
Parks & Recreation	10	13	3	4		
Hospitals	8	10	1	1		
Other Health Services	34	46	0	0		
Natural Resources Services	0	0	0	0		
Housing & Renewal	6	7	0	0		
Water Supply	8	10	1	1		
Transportation	3	4	1	1		
Power Supply	0	0	0	0		
Planning	35	45	5	6		
TOTAL			275		41	

response to selected inquiries regarding undertaken transfers of functions. The ACIR/NACO/ICMA survey revealed that less than 10 percent of the responding counties (78 of 1,026) had transfer of functions either from a subunit of government or transfer to some other unit of government. These 78 counties reported a total of 275 transfers were made in selected functional areas. Table 17 shows that planning, police protection, health services, and libraries are the most common functional areas in which counties have assumed countywide responsibilities. The Table also reveals transfers from the county level to subcounty units of government with only 41 such transfers reported taking place between 1960 to 1970.

The States in which the most activity was reported on county involvement in transfer of functions in rank order, according to total number of transfers are: Minnesota, North Carolina, New York, California and North Dakota. In three of the five States, functions most frequently transferred were police protection, health services other than hospitals, sewage, refuse and garbage collection. In New York, the responsibility for sewers and sewage disposal ranked second to general health services. Corrections ranked highest in North Carolina, and police protection, public welfare, libraries, refuse and garbage collection functions were transferred in approximately equal proportions in each State.

Functions Performed "For" Local Governments on Contractual Basis. Three dimensions of transfer of functions are the extent to which counties 1) perform functions "for" individual local governments on a contract basis, 2) perform functions "with" local governments within the county on a joint or consolidated basis, and 3) perform functions "jointly" or under contract with another county.

The well-known Lakewood Plan of Los Angeles County, California, is a contract plan for providing municipal type services to a municipality by a county government. Since the establishment of the plan in 1954, Los Angeles County has entered into more than 1,500 separate service contracts with 77 incorporated municipalities within its boundaries covering a wide range of services. Exclusive municipal services are provided for 32 of the municipalities on a contract basis.³

To what extent is the Lakewood Plan or some similar service plan arrangement found in other counties? They survey results (see Appendix B) that about 296 or 29 percent of the responding counties provided one or more municipal-type services for individual local

governments within their boundary on a contractual basis. The same percentage of counties performed functions with local governments in the county on a joint or consolidated basis. Finally, about 23 percent of the counties performed services on a joint basis with one or more other counties.

City-County Consolidation: Structural Adaptation For Providing Functions. One of the more politically difficult of the structural adaptations, that counties can take to meet service demands placed upon them by increasing metropolitanization, is city-county consolidation. This step involves the merger of a county with some or all of the municipalities within its borders into a single unit of government.⁴

Consolidation may constitute either consolidation of functions, which occurs when a function or functions are shifted to a higher level of government, or a consolidation of units of government, or degrees of both. Therefore, city-county consolidation may be complete or partial. Complete consolidation is the creation of a new government formed from a complete amalgamation of county and municipal governments structurally and functionally. There have been only two near complete city-county consolidations since 1907. Partial consolidation may take two forms: 1) merger of most county functions with a city or cities to form a new consolidated government, but retaining the county government to perform a few functions required by the State constitution and 2) the merger of most, but not all, municipalities with the county resulting in a new unified city-county government, structurally and functionally, for the provision of government and services to the unified areas.⁵

City-county consolidation is peculiarly a 19th and mid-20th century phenomenon. Between the 1800's and the early 1900's consolidation was the result of direct action by the State legislatures with little say by the electorate. During this period, seven city-county consolidations without referenda took place. They included:

	Year
New Orleans—Orleans County, Louisiana	1805
Boston—Suffolk County, Massachusetts	1821
Philadelphia—Philadelphia County, Pennsylvania	1854
New York—New York County, New York	1874
New York and Brooklyn—Queens and Richmond County, N.Y.	1898
Denver—Denver County, Colorado	1902
Honolulu—Honolulu County, Hawaii	1907

After the Honolulu—Honolulu County consolidation in 1907, the next merger did not take place until 1947. With one exception, Indianapolis—Marion County, each required voter approval. These include:

	Year
Baton Rouge—East Baton Rouge Parish, Louisiana	1947
Hampton—Elizabeth City County, Virginia	1952
Miami—Date County, Florida	1957
Nashville—Davidson County, Tennessee	1962
Virginia Beach—Princess Anne County, Virginia	1962
South Norfolk—Norfolk County, Virginia	1962
Jacksonville—Duval County, Florida	1967
Juneau—Greater Juneau Borough, Alaska	1969
Carson City—Ormsby County, Nevada	1969
Indianapolis—Marion County, Indiana	1969
Columbus—Muscogee County, Georgia	1970

City-county consolidations to date have been at most partial consolidations. The Nashville-Davidson County consolidation is classified by the Bureau of the Census as the only metropolitan government. Here the consolidation constituted the first most complete consolidation of a city and county in the country within the 20th century era of consolidation. The next major partial consolidation was that of Jacksonville-Duval County in Jacksonville, Florida, patterned much after the Nashville-Davidson County consolidation. Similar to these consolidations in terms of structure and extent of governmental and functional consolidation is the Indianapolis-Marion County consolidation.⁷ These three consolidations have in common the division of the consolidated area into a “general services” district and an “urban services” district. The former encompasses the entire county area residents to whom certain services are provided, such as schools, public health, public welfare, public housing, urban renewal, streets and roads, traffic control, transit, libraries, refuse collection, building and plumbing, and housing code enforcement for which residents pay a special tax. The latter, “urban services” district, provides to its municipal residents essentially “urban-type” services which are paid for only by the urban residents.

The Miami-Dade County partial consolidation or two-tier approach does not have service zones or districts. The consolidation primarily consists of a reallocation of functions rather than basic changes in

governmental structure. Under the Florida constitution, service zones as taxing districts are not permitted and therefore an ad valorem property tax is paid at the same rate by residents in the unincorporated area and the 27 municipalities of Dade County for certain services provided by the county.

The Baton Rouge-East Baton Rouge consolidation initiated the service or taxing zone in 1947. More recent partial consolidations, such as the Carson City-Ormsby County and Indianapolis-Marion County, utilize to a lesser extent service districts or taxing zones. The Indianapolis-Marion County consolidation is the only recent organization resulting from the passage of an act of the State legislature without referendum approval.

City-county consolidation, or some other form of structural and functional reorganization within the past decade, has been, or is under consideration in several counties across the country. Appendix B includes a list of counties that are studying or have given consideration to such governmental reorganization within the past five years. The National Association of Counties reports that at least 100 counties presently are considering city-county consolidations.

Areas in Which Functions Are Performed

Given the number and kinds of services provided by counties, respondents to the ACIR/NACO/ICMA questionnaire were asked to indicate the area served by each of their county services, that is, whether the service is provided countywide, for unincorporated areas only, or for incorporated areas only. Such information, it was felt, would enable researchers to more fully understand the county's role in providing “traditional” county services and “municipal-type” services. Table 18 then lists 58 county functions and the prevailing practice regarding the area of service. An additional feature of the Table shows the extent these services or functions were funded by user chargers or special tax levies.

A larger number of counties in each category provided the function on a countywide basis than on an exclusively incorporated or unincorporated area basis. Functions performed countywide by 75 percent or more of all counties responding (1,026) include: jails and detention facilities, tax assessment, coroner's service, roads and highways, and public health. Fifty percent of the counties provide, in addition to the above functions, medical assistance, probation and parole services, crippled children care, elementary

land secondary education, libraries, planning, public and mental health, courts, prosecution, and agricultural extension services.

Functions performed on a countywide basis by at least 97 percent of the jurisdictions providing that function are:

- Services of Coroner's Office
- Jails and Detention Facilities
- Probation and Parole Services
- Public Welfare:
 - General Assistance
 - Medical Assistance
 - Crippled Children Care
- Junior College
- Public Health
- Mental Health
- Air Pollution Control
- Courts
- Prosecution
- Public Defender
- Veterans' Affairs

- Agricultural Extension Services
- Livestock Inspection
- Fish and Game Preservation and Control

The functions performed most often in the unincorporated areas only are: police and fire protection, planning, zoning, subdivision control, code enforcement, and roads and highways. In the incorporated areas only, the most frequently provided services are: sewer and sewage disposal, refuse and garbage collection, water supply, police and fire protection, airports, and libraries.

With two exceptions—zoning and subdivision control—the majority of functions are funded from the general fund. Where funding of services from sources other than the general fund is used, special tax levies were favored over user charges in all but nine functional categories—zoning, subdivision control, auditoriums, flood and drainage control, water supply, power supply, sewers and sewage disposal, refuse and garbage collection, and solid waste disposal.

TABLE 18
FUNCTIONS PERFORMED BY COUNTIES: AREA OF SERVICE
1971

Function	Total No. Counties Responding 1,026-(A)	Total No. Counties Providing Function		Area of Service:						Services are funded by:			
		Countywide area		Unincorporated areas only		Incorporated areas only		User charge		Special tax levy			
		No. (B)	% of (A)	No. (B)	% of (A)	No. (B)	% of (A)	No. (B)	% of (A)	No. (B)	% of (A)		
Public Safety:													
Police Protection		437	43	270	(62)	111	(25)	56	(13)	26	(5)	372	(85)
Fire Protection		439	43	272	(62)	111	(25)	56	(13)	26	(5)	224	(51)
Coroner's Office		816	80	804	(99)	10	(1)	2	*	19	(2)	350	(42)
Corrections:													
Jails & Detention Homes		880	86	856	(97)	15	(2)	9	(1)	17	(19)	366	(38)
Probation & Parole Services		594	58	588	(99)	4	*	2	*	8	(1)	259	(44)
Public Welfare:													
General Assistance		804	78	802	(99)	1	*	1	*	5	*	356	(44)
Medical Assistance		691	67	690	(99)	1	*	0	-	8	(1)	327	(47)
Crippled Children		503	49	503	(100)	0	-	0	-	7	(1)	208	(41)
Education:													
Elementary		575	56	549	(95)	11	(2)	15	(3)	3	*	296	(51)
Secondary		526	51	500	(95)	10	(2)	16	(3)	3	*	289	(68)
Special Education Programs		409	40	394	(96)	5	(1)	10	(2)	13	(3)	100	(49)
Junior Colleges		160	16	155	(99)	2	(1)	3	(2)	18	(11)	79	(49)
4-Year Colleges		30	3	28	(93)	1	(3)	1	(3)		(3)	11	(36)
Libraries		542	53	461	(85)	37	(7)	44	(8)	63	(12)	279	(51)
Transportation:													
Roads and Highways		785	77	661	(85)	112	(14)	12	(2)	28	(4)	375	(48)
Parking		89	9	56	(63)	7	(8)	26	(29)	11	(12)	24	(27)
Mass Transit		13	1	9	(69)	1	(8)	3	(23)	3	(23)	4	(31)
Ports & Harbors		36	4	33	(91)	2	(5)	1	(3)	7	(19)	21	(58)
Airports		331	32	276	(83)	7	(2)	48	(15)	40	(12)	135	(41)

Function	Total No. Counties Responding 1,026-(A)	Total No. Counties Providing Function		Area of Service:						Services are funded by:			
		No. (B)	% of (A)	Countywide area		Unincorporated areas only		Incorporated areas only		User charge		Special tax levy	
				No.	% of (B)	No.	% of (B)	No.	% of (B)	No.	% of (B)	No.	% of (B)
Sanitation:													
Sewers & Sewage Disposal	261	25	112	(43)	38	(15)	111	(43)	83	(32)	82	(31)	
Refuse & Garbage Collection	229	22	110	(48)	28	(12)	91	(40)	70	(31)	61	(27)	
Solid Waste Disposal	295	29	212	(72)	41	(14)	42	(14)	57	(19)	45	(15)	
Health:													
Public Health	771	75	759	(98)	8	(1)	4	*	18	(2)	360	(47)	
Mental Health	611	60	608	(99)	1	*	2	*	24	(4)	288	(47)	
Air Pollution	134	13	130	(97)	4	(31)	0	-	1	*	55	(41)	
Water Pollution	120	12	112	(93)	6	(5)	2	(2)	1	*	47	(39)	
Mosquito Abatement	166	16	137	(82)	11	(7)	18	(11)	4	(2)	74	(45)	
Animal Control	334	33	294	(88)	30	(9)	10	(3)	41	(12)	118	(35)	
Hospitals	397	39	374	(94)	2	*	21	(5)	77	(19)	168	(42)	
Ambulance Service	379	37	351	(93)	10	(3)	18	(5)	88	(23)	133	(35)	
Parks & Recreation :													
	390	38	319	(82)	45	(12)	26	(6)	29	(7)	162	(42)	
Financial Administration:													
Tax Assessment & Collection	837	81	812		15		10		24		383		
Personnel Services	191	19	156		32		3		4		92		
Central Purchasing	174	17	133		37		4		5		72		
Data Processing	154	15	93		57		4		13		51		
General Control:													
Courts	700	68	688	(98)	3	*	9	(1)	34	(5)	32	(46)	
Prosecution	676	66	664	(98)	5	*	7	(1)	16	(2)	26	(4)	
Public Defender	319	31	314	(98)	3	*	2	*	8	(3)	133	(42)	
Planning	525	51	423	(81)	87	(18)	15	(3)	18	(3)	206	(39)	
Zoning	438	43	311	(71)	95	(22)	32	(7)	26	(59)	169	(39)	
Code Enforcement	233	33	132	(57)	64	(27)	16	(69)	21	(9)	74	(32)	
Subdivision Control	310	30	209	(67)	87	(28)	14	(45)	23	(74)	107	(35)	
County Buildings & Public Works :													
Auditoriums	29	3	15	(52)	6	(21)	8	(28)	8	(28)	6	(21)	
Museums	144	14	130	(78)	6	(4)	8	(6)	7	(5)	9	(6)	
Miscellaneous:													
Cemeteries	203	20	139	(68)	42	(21)	22	(11)	27	(13)	81	(40)	
Veterans' Affairs	491	48	485	(98)	2	*	4	*	8	(2)	222	(45)	
Cultural Affairs	45	4	41	(91)	0	--	4	(9)	7	(16)	15	(33)	
Agricultural Extension Services	764	74	756	(99)	7	*	1	*	13	(2)	339	(44)	
Livestock Inspection	196	19	190	(97)	6	(3)	0	--	20	(10)	51	(26)	
Natural Resources:													
Flood & Drainage Control	227	22	199	(88)	24	(11)	4	(2)	18	(8)	110	(48)	
Irrigation	58	6	42	(72)	14	(24)	2	(3)	16	(28)	21	(36)	
Soil Conservation	419	41	395	(94)	24	(6)	0	--	21	(5)	143	(34)	
Fish & Game	139	14	137	(99)	2	*	0	--	18	(13)	35	(25)	
Housing & Urban (Rural) Development :													
Public Housing	137	13	81	(59)	15	(11)	41	(30)	21	(15)	23	(17)	
Urban Renewal	58	6	31	(53)	4	(7)	23	(40)	5	(9)	10	(17)	
Industrial Development	170	17	143	(84)	4	(2)	23	(14)	9	(5)	44	(26)	
Public Utilities:													
Water Supply	202	20	90	(45)	26	(13)	86	(43)	58	(29)	39	(19)	
Power Supply	127	12	95	(75)	4	(3)	28	(22)	58	(46)	11	(9)	

*Less than one percent but greater than one-tenth of one percent.

Summary and Conclusions

A profile of county government provision of services and functions may be outlined as follows:

—Most counties, metropolitan and non-metropolitan, still operate primarily as administrative arms of the State performing "traditional" type functions of public safety, general assistance to

the poor and elderly, limited general health services, courts, the maintenance of roads and highways and agricultural extension services.

—More metropolitan counties increasingly are performing "urban-type" functions than are non-metropolitan counties.

—Approximately one-third of all metropolitan

counties provide such services as special education programs, sewers and sewage disposal, solid waste disposal, air and water pollution abatement, and flood and drainage control. Non-metropolitan counties are less involved, but not much less so.

- The more politically controversial human resource programs, except for special education programs, such as urban renewal, public housing, and industrial development, have been nearly ignored by both metropolitan and non-metropolitan counties. Less than one-fifth of the counties have undertaken these programs.
- Between 35 and 43 percent of all counties are involved in performing the less politically controversial housekeeping functions, such as centralized data processing, personnel management, and purchasing.
- Procedural adaptation rather than structural reorganization has been and continues to be the preferred arrangement for counties providing services for subunits of government within their boundary or on a countywide basis.
- Much uncertainty appears to exist among counties as to whether transfer of functions from other units of local government to the county is authorized. There existed no consensus on authorization of transfers of functions in nearly half of the responding counties. Only counties in six States demonstrated a clear consensus that transfer of functions was authorized. The consensus in the remaining counties was that authorization did not exist.
- Most States have liberalized their laws affecting counties to the extent that interlocal agreements

and transfer of functions can be implemented with local units of government subject to approval by popular referendum, but many areas have not taken the initiative to win popular approval for transfers.

- Within the past decade, county governments have had transferred to them more functions from subcounty local governments than have been transferred from the county to units of local government. However, the level of transfer of functions activity has not been impressive. Only 78 counties of 1,026 surveyed reported such transfers within the past ten years.
- Counties in general tend to differentiate the type of services to be performed in unincorporated areas or countywide. Functions most often performed in the unincorporated areas include police protection, planning, fire protection, zoning, subdivision control, code enforcement, and the provision of roads and highways. Incorporated areas are most frequently provided sewers and sewage disposal service, refuse and garbage collection, police and fire protection, and library facilities.
- Less than one-half of one percent of all counties have made structural adaptations such as city-county consolidation and other urban county approaches to enhance the scope and quality of services provided on a countywide basis within their borders. Thus, structural adaptations have been frequently proposed, often defeated, seldom understood political gewgaws of no positive consequence. Serious questions must be raised about local sincerity and political effort to educate the citizenry to assure updating of county government.

FOOTNOTES

¹ U.S., Advisory Commission on Intergovernmental Relations, *A Handbook for Interlocal Agreement and Contracts* (Washington, D.C.: United States Government Printing Office, 1967), p. 1.

² Even in those States where a majority of the counties indicated that authorization did not exist, some counties indicated that transfers were made.

³ Interview with Joe Pollard, City-County Division, Chief Administrative Office, Los Angeles, California, (Washington, D.C. Office), December 1971.

⁴ U.S., Advisory Commission on Intergovernmental Relations, "Summary of City-County Consolidation Developments," Bulletin No. 69-26, December 1969, (Washington, D.C.: United States Government Printing Office, 1969), p. 1.

⁵ Joseph F. Zimmerman, "Metropolitan Reform in the U.S.A.: An Overview," *Public Administration Review* V (September/October, 1970), pp. 531-33.

⁶ The two tiered functional and structural approach of Miami-Dade County is considered by some to be a comprehensive urban county.

⁷ Zimmerman, *op. cit.*, p. 532.

Chapter IV

COUNTY GOVERNMENT INVOLVEMENT IN ZONING SUBDIVISION AND LAND-USE CONTROL

Zoning and subdivision control are land-use functions that have been traditional responsibilities of sub-county units of local government. Zoning originated in a municipal context¹ and until quite recently has not had an area-wide focus. Indeed, the 1922 and 1926 drafts of the Standard State Zoning Enabling Act enumerate only cities and incorporated villages as local governments responsible for zoning powers.²

Traditional Patterns in Zoning and Land-Use Controls

Sub-county predominance in land-use matters has continued over time. As late as 1966 Anderson and Boswig noted that 12 States still did not grant counties zoning powers; 17 other States did not confer subdivision control powers on counties.³ Moreover, most State legislation limited county land-use activities to unincorporated areas. Only in rare instances does State legislation permit county controls to override those of sub-county units of government.⁴ These legislative restrictions are clearly reflected in the fact that as of 1968 less than 24 percent of all counties had enacted a zoning ordinance; only 29 percent of all counties had adopted subdivision regulations as of that date.⁵

Even though zoning and subdivision controls are primarily municipal functions, they have always been subject to some extralocal scrutiny. Basset reported that local efforts at adopting a zoning ordinance were only successful after the passage of a State zoning enabling act. The use of zoning powers solely on the basis of home rule status was not allowed.⁶ In more recent times, a number of recom-

mendations for more direct extralocal involvement in the zoning process have been made. For as Babcock has stated, "The error in zoning today is not that the decision-making is exclusively municipal; the flaw is that the *criteria* for decision-making are exclusively local, even when the interests affected are far more comprehensive."⁷

New Developments in Zoning and Land-Use Controls

The specific proposals for extralocal involvement in land-use controls have been varied ones. As early as 1965, the ACIR recommended county review of municipal zoning actions as well as direct county zoning powers being exercised in smaller localities.⁸ By 1967, the ASPO report on zoning in Connecticut recommended that a State planning and development agency serve as an administrative agency for the final hearing of local zoning appeals.⁹ This recommendation followed Babcock's earlier appeal that the State set policy standards by which the equity of local zoning decisions could be judged.¹⁰ Other zoning proposals were soon forthcoming formed by overlying governments.¹¹ The Douglas Commission recommended State legislation granting counties exclusive land-use control authority in metropolitan jurisdictions of less than 25,000 population or having an area less than four square miles.¹² The Commission also recommended that the State planning agency be authorized to prepare State and regional development plans which would be guidelines for local land-use decisions.¹³

Proposals for this type of extralocal involvement in land-use matters have stimulated a number of

legislative proposals and enactments at the State and Federal level in recent years. Presently, several Congressional bills express a greater national concern for more effective land-use controls in the area of shoreline control,¹⁴ coastal zone management,¹⁵ and electric power plant siting.¹⁶ Several others seek to encourage greater interstate, State, and metropolitan involvement in land-use areas such as river basin planning,¹⁷ coastal zone management,¹⁸ housing,¹⁹ and comprehensive land-use planning.²⁰ The enactment of these proposals would most definitely circumscribe local land-use powers in a number of selective areas.

State governments, in several instances, have already enacted legislation which establishes extra-local controls in the zoning and subdivision function. Examples of recent legislation include:

- Maine's 1970 Site Location Law which requires commercial and industrial developments involving more than 20 acres or single structures in excess of 60,000 square feet to receive permit approval from the State Environmental Improvement Commission.²¹
- Delaware's recent Coastal Zoning Act which

strictly regulates industrial development along most of that State's coastline.²²

- Vermont's legislation requiring a State permit for all commercial, industrial, and residential development above 2,500 feet.²³
- Massachusetts Zoning Appeals Law which permits the State to override local land-use decisions which unduly restrict or exclude development of publicly assisted housing.²⁴
- Oregon legislation which requires all counties to adopt a zoning ordinance by 1971 or face the alternative of State zoning in the affected county.

Survey Results

Analysis of the questionnaire data indicates that counties have increased their land-use control activities since 1968. Forty percent of all responding jurisdictions have adopted zoning ordinances for unincorporated areas as of 1970, and 39 percent of all counties have adopted a comprehensive land-use plan. Moreover, 45 percent of all counties have enacted subdivision regulations that apply to unincorporated areas.

Counties, however, still appear reluctant to supplant zoning regulations for incorporated areas as of 1970; only 24 percent of reporting counties applied county subdivision controls to incorporated places. Not only are counties reluctant to apply direct land-use controls in incorporated areas, but they are also reticent in matters concerning the review of municipal land-use decisions. Less than 35 percent of all reporting counties reviewed the zoning ordinances, subdivision regulations, and subdivision plats of constituent localities. In matters of extraterritorial review, only nine percent of all jurisdictions reviewed zoning ordinances and subdivision regulations adopted outside of the reporting county. The relative lack of county review powers indicates that most such governments function with a tacit division of labor in the land-use controls area, leaving municipalities to set land-use matters in unincorporated areas.

There are pronounced regional variations in the exercise of county land-use powers. Counties are least active in the New England Region and most active in the Pacific region. Counties tend to be moderately involved in land-use controls in the East North Central, Mountain, and West North Central regions. Counties are less involved in land-use func-

TABLE 19
**COUNTY LAND-USE POWERS
NATIONAL SUMMARY
1971**

Land-Use Power	Total Counties Responding	Percent Responding "Yes"
County Adoption of Comprehensive Land-Use Plan	983	39.4%
County Zoning for:		
Unincorporated Places Only	944	39.5
Incorporated Places	780	20.8
County Subdivision Regulations for:		
Incorporated places	799	24.1
Unincorporated Places Only	867	45.3
County Review and Comment on:		
Incorporated area zoning	962	25.6
Incorporated area subdivision regulations	909	24.2
Incorporated area subdivision plats	927	30.5
Zoning ordinances outside of county	903	8.6
Subdivision regulations outside of county	906	8.8

TABLE 20
REGIONAL VARIATIONS IN COUNTY LAND-USE POWERS
(Percent County Affirmative Response)*
1971

Region	Land-Use Plan	County Zoning In		County Subdivision Controls In	
		Unincorporated Areas	Incorporated Areas	Incorporated Areas	Unincorporated Areas
New England	8%	0%	4%	0%	0%
Middle Atlantic	49	10	10	48	25
East North Central	47	53	24	26	66
West North Central	34	39	24	16	32
South Atlantic	51	49	17	19	50
East South Central	25	28	32	34	27
West South Central	19	14	16	15	24
Mountain	43	42	19	25	57
Pacific	90	70	44	59	94
U.S. TOTAL	42	39	22	25	43

*All Averages are unweighted.

County Review and Comment on:

Region	Zoning Ordinances	Subdivision Regulations	Subdivision Plats	Extracounty	
				Zoning	Subdivision
New England	3%	3%	0%	0%	0%
Middle Atlantic	76	70	68	23	14
East North Central	33	34	47	8	11
West North Central	24	19	29	10	8
South Atlantic	17	17	18	5	4
East South Central	21	27	30	8	6
West South Central	10	18	22	3	8
Mountain	32	24	30	15	16
Pacific	58	55	57	10	12
U.S. TOTAL	29	27	31	9	9

*All Averages are unweighted.

tions in the South Atlantic, East and West South Central regions. This latter fact is noteworthy due to the relatively simple governmental structure in the South. As expected, there are the usual within-region exceptions to these regional trends. Thus, Missouri and Texas fall well below the regional norms for county land-use practices in their regions while Maryland is significantly above its region in county land-use activities.

The metropolitan counties in the ACIR/NACO/ICMA survey tended to be more active in land-use matters than nonmetropolitan ones. Although following the general pattern of exercising land-use planning powers and zoning and subdivision powers in unincorporated areas rather than being active in matters of land-use controls in incorporated areas, metropolitan counties have exhibited a willingness to become involved in fashioning comprehensive land-use control programs, that is supplementing county land-use planning with a set of attendant controls that can be used to implement that com-

prehensive plan. Moreover, in some regions such as the Middle Atlantic and the West North Central, metropolitan counties were particularly active in matters of land-use review with a majority of metropolitan counties reviewing land-use control programs in incorporated areas and with at least 20 percent counties having powers of review over extra-county zoning and subdivision regulations.

Looking specifically at 45 of the largest metropolitan counties in the country, the aforementioned generalizations also hold true with some exceptions. A large number of counties have generally adopted comprehensive plans (78 percent) and zoning regulation (68 percent) and subdivision controls (75 percent) that apply to unincorporated areas. Moreover, approximately four out of ten counties review municipal zoning ordinances, subdivision regulations and subdivision plats. However, only 19 percent of these 45 counties have adopted zoning regulations for incorporated places, and only one-fifth or less have extraterritorial review powers over zoning and

TABLE 21
REGIONAL VARIATIONS IN METROPOLITAN COUNTY LAND-USE POWERS
(Percent Counties with Affirmative Response)
1971
Land-Use Question No.

Region	31	32	33	34	35	36	37	38	39	40
New England	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Middle Atlantic	59	10	8	56	35	84	81	75	24	19
East North Central	77	67	23	34	76	53	42	55	10	7
West North Central	65	85	20	27	97	48	55	70	20	20
South Atlantic	78	72	29	34	84	25	19	20	11	11
East South Central	53	27	58	75	43	15	24	26	0	4
West South Central	43	43	41	17	63	25	44	52	4	21
Mountain	93	86	40	25	100	27	33	33	14	14
Pacific	91	100	5	0	100	15	30	21	2	7
U.S. TOTAL										

*All Averages are unweighted.

EXPLANATION OF COLUMN NUMBERING

Column number	County has:	County reviews and comments on:
31	Adopted comprehensive land use plan.	36 zoning ordinances and amendments proposed for adoption by incorporated places.
32	Adopted zoning ordinance for unincorporated places only.	37 subdivision ordinances and amendments proposed for adoption by incorporated places.
33	Adopted zoning ordinance for incorporated places.	38 subdivision plats proposed for adoption by incorporated places.
34	Adopted subdivision regulation for incorporated places.	39 zoning ordinances and amendments proposed for adoption by jurisdictions outside the country.
35	Adopted subdivision regulation for unincorporated places only.	40 subdivision plats and ordinances proposed for adoption by jurisdictions outside the country.

TABLE 22
COUNTY LAND-USE POWERS IN
SELECTED LARGE METROPOLITAN
COUNTIES
1971

Land-Use Power	Total Responding to Question	Percent Responding Affirmatively
Adopted a Comprehensive Land-Use Plan	40	78%
Zoning Ordinance for:		
Unincorporated Areas	41	68
Incorporated Areas	32	19
Subdivision Regulations for:		
Incorporated Areas	33	45
Unincorporated Areas	36	75
County Review of:		
Zoning Ordinances	42	40
Subdivision Regulations	39	31
Subdivision Plat	39	44
Extraterritorial Zoning	41	17
Extraterritorial Subdivision Control	41	20

subdivision activities. Since these counties are almost always in multicounty metropolitan areas, the chances of regulating metropolitan land-use conflicts may be reduced when there are few effective extra-territorial land-use powers in these areas. Moreover, these central counties still have only an indirect input, if they choose to exercise it, into municipal land-use policies. Especially with regard to newly incorporated and fast growing municipalities, direct county land-use controls in these jurisdictions are most probably not being exercised.

Summary Observations

The main trends in county land-use may be summarized as follows:

- Most counties tend to confine their land-use controls to unincorporated areas. County controls in incorporated areas are minimal and county review of municipal land-use

policies is not widely practiced. Extra-territorial review of land-use decisions is almost non-existent.

- Metropolitan counties, however, are more active in land-use matters than non-metropolitan ones. Rural areas may become more active as they become urbanized. Metropolitan counties, however, still frequently do not have land-use control programs that affect incorporated areas whether these be in the form of direct land-use controls or review of municipal land-use decisions. This pattern holds true in even the very largest metropolitan counties where fragmented land-use controls can create serious public policy problems such as exclusionary zoning.

- Western and North Central counties are more active in land-use matters than Northeastern and Southern regions. The lack of county activity in land-use matters in the South is noteworthy given the relative prominence of counties in that region.
- Proposals for extralocal involvement in land-use policy have met with success in numerous States and various Federal legislation also raises the possibility of greater national, regional, and metropolitan involvement in land-use matters. If counties continue to be unwilling to adopt areawide land-use programs, metropolitan, regional, State, and Federal governments may find the field clear for their involvement in land-use problems.

FOOTNOTES

¹ Edward Basset, *Zoning* (New York: Russell Sage Foundation, 1940), pp. 23-26; S.J. Makielski Jr. *The Politics of Zoning: The New York Experience* (New York: Columbia University Press, 1966), Ch. 1.

² American Law Institute, *A Model Land Development Code: Draft No. 1* (Philadelphia: American Law Institute, 1968), p. 213.

³ Robert Anderson and Bruce Boswig, *Planning, Zoning, and Subdivision: A Summary of Statutory Law in the 50 States* (Albany: New York State Federation of Planning Officials, 1966), pp. 182-185.

⁴ Solberg reports of only four States where county regulations can override those of constituent localities. See Erling Solberg, *Experience with Rural Zoning* (Washington, D.C.: Economic Research Service, Department of Agriculture, 1967).

⁵ National Commission on Urban Problems, *Local Land and Building Regulations* (Washington, D.C.: U.S. Govt. Printing Office, 1968), p. 24.

⁶ Bassett, *Zoning*, pp. 14-17.

⁷ Richard Babcock, *The Zoning Game* (Madison: University of Wisconsin Press, 1966), p. 153.

⁸ ACIR. *1970 Cumulative ACIR State Legislative Program* (Washington, D.C.: U.S. Govt. Printing Office, 1969), pp. 31-34.

⁹ American Society of Planning Officials, *New Directions in Connecticut Planning Legislation* (Chicago: ASPO, 1967), p. 171.

¹⁰ Babcock, *op. cit.*

¹¹ The American Law Institute, *A Model Land Development Code*, p. 3.

¹² National Commission on Urban Problems. *Building the American City* (Washington, D.C.: U.S. Govt. Printing Office, 1968), p. 237.

¹³ *Ibid.*, p. 240.

¹⁴ S. 280, 92nd Congress, 1st Session.

¹⁵ S. 582, S. 631, 92nd Congress, 1st Session.

¹⁶ H.R. 1079, 92nd Congress, 1st Session.

¹⁷ S. 632, 92nd Congress, 1st Session.

¹⁸ S. 638, 92nd Congress, 1st Session.

¹⁹ H.R. 7594, 92nd Congress, 1st Session.

²⁰ S. 992, 92nd Congress, 1st Session.

²¹ Me. Rev. Stat. Ann. tit. 38 & 481 et seq.

²² Ch. 171, Vol. 58, (1971), Delaware Acts.

²³ Vt. Stat. Ann. tit. 10, & 6021 et seq.

²⁴ Mass. Ann. Laws ch. 40B, & 21 et seq.

Chapter V

COUNTY AND SPECIAL DISTRICTS RELATIONSHIP

With the exception of Alaska, special districts are found in every State. Special districts are organized governmental units operating outside the realm of general county government established to perform a single function or multifunctions as authorized by the enabling body creating them. As defined here, they include public authorities, but do not include subordinate special taxing areas, which are subareas of the county created by county governments to provide specific improvements or services within a defined area. These subordinate taxing areas, individually, serve a portion rather than all of the county. The county may levy a tax on the assessed value of property within the area to pay for improvements in services, or for new services provided.¹ In 1967, there were 5,910 such areas in 647 counties covering 21 States.

Number and Characteristics of Special Districts

In 1967, there were at least 21,264 non-school special districts in the United States—a total that exceeds the number of all cities and counties com-

bined.² Table 23 shows the growth of special districts between 1942 and 1967.³

In 1967 eleven States had at least 700 special districts each, accounting for two-thirds of all special districts. Included were:

**TABLE 24
STATES WITH GREATEST NUMBER
OF SPECIAL DISTRICTS
1967**

State	Special Districts
Illinois	2,313
California	2,168
Pennsylvania	1,624
Kansas	1,037
Texas	1,001
New York	965
Nebraska	952
Washington	937
Oregon	800
Colorado	748
Missouri	734

Source: U.S., Department of Commerce, Bureau of Census, *Census of Governments*, Vol. 2, (Washington, D.C.: United States Government Printing Office, 1967), p. 23.

The existence of such a large number of special districts and the trend of the continued increase in these governmental bodies have intensified the splintering of local government. There are approximately seven times as many non-school special districts as there are counties. Within the five-year period between 1962-67 the number of special districts increased by 16 percent. Factors compelling such proliferation are, among others: (1) the refusal or inability of many States to relax or remove their restrictive tax and debt limits upon traditional units of local government as they face up to new problems; (2) the reluctance or inability of counties

**TABLE 23
SPECIAL DISTRICT PROLIFERATION:
1942 - 1967**

Year	Number
1942	2,941
1952	12,340
1957	14,424
1962	18,323
1967	21,264

Source: U.S., Department of Commerce, Bureau of Census, *Census of Governments*, Vol. 2, (Washington, D.C.: United States Government Printing Office, 1967), p. 23.

to face up to new problems using general revenues; and (3) the continued existence of restrictions upon county governments to use discretion in differentiating throughout their territory the level of service to be provided and the tax rate to be imposed.⁴

Special district boundary lines overlap and frequently are unrelated to boundaries of county governments or other general purpose local governments. They often are unresponsive to control by the general public and operate in an "aura of anonymity" with a low level of citizenship participation in electing governing board members and in deciding bond issues, or in registering general dissatisfaction or preference in the voting booth.⁵ Table 25 shows that in 1967 only 12 percent of all non-school special districts were coterminous with county governments. More than 16,000 special districts were noncoterminous with any local unit of government.

The Advisory Commission on Intergovernmental Relations stated in its 1970 *Eleventh Annual Report* that there is a need for State government involvement in rationalizing and making less harmful the existence and effects of the complex array of overlapping local governments that characterize the country's major metropolitan areas. State constitutions and statutes should contain provisions to ensure that:

there will be a halting of the proliferation of special districts and small nonviable units of local government in metropolitan areas; and

the formation of special districts will be made more difficult, but consolidation or elimination of such districts made easier, increasing their visibility and political accountability and requiring them to coordinate their operations with those of counties and municipalities.

Survey Results

The ACIR/NACO/ICMA survey reveals that urban and rural counties have been previously affected by the proliferation of special districts. Special districts were found in 73 percent of the 713 responding counties. Such districts were reported by 82 percent and 72 percent of the metropolitan and non-metropolitan counties respectively.⁶ The form of county government made no difference in the incidence of special district.

The most commonly found special districts in

metropolitan areas are: education, soil conservation, sewerage, fire protection, libraries, water supply, parks and recreation, and drainage. Each of these special districts was found in 25 percent or more of the metropolitan counties. At least a third of the counties had special districts for education, fire protection, and sewerage. Special districts for education rank first, with 60 percent of the metropolitan counties having such a district (see Table 26).

TABLE 25
NUMBER OF NON-SCHOOL SPECIAL
DISTRICTS COTERMINOUS WITH
LOCAL UNITS OF GOVERNMENT
1967

Geographic Region	County-Wide	City-Wide	Township-Wide	Non-Coterminous
Northeast	88	716	721	2,198
North Central	1,084	344	456	5,136
South	1,007	324	5	3,179
West	310	202	16	5,488
Total	2,479	1,586	1,198	16,001

Source: U.S., Department of Commerce, Bureau of Census, *Census of Governments*, constructed table, (Washington, D.C.: United States Government Printing Office, 1967), pp. 72-73.

The most commonly found special districts in non-metropolitan counties are: education, soil conservation, fire protection, hospitals, and libraries. The education special district is also found most frequently among non-metropolitan counties. All types were found in one fourth or more of the non-metropolitan counties.

The extent to which counties have control over special districts may be determined in part from the relative fiscal independence of special districts and the authority by which counties may consolidate or abolish such districts. Table 26 shows that special districts in the reporting counties enjoy a relatively high degree of fiscal independence. At least 75 percent of the special districts in metropolitan counties in 13 of the 17 functional categories have the power of taxation. These include special districts for drainage, irrigation, flood control, fire protection, water supply, cemeteries, education, school building, highways, parks and recreation, hospitals, and libraries.

Only in the area of drainage are 70 percent of the special districts in non-metropolitan areas empowered to tax, the highest percentage of districts in any of the functional areas having this power. Between 50 percent and 64 percent of the special

TABLE 26
SPECIAL DISTRICTS IN COUNTIES BY FUNCTION AND
COUNTY FISCAL POWER OVER SPECIAL DISTRICTS
1971

	Number of Counties Reporting District (A)	% of Total Counties Reporting	District Power to Tax		District Power to Issue Bonds	
			Number	% of (A)	Number	% of (A)
Education-Total	509	50	269	53	224	44
Metro	90	60	58	64	46	51
Nonmetro	419	48	211	50	178	42
Soil Conservation-Total	420	41	83	20	29	7
Metro	61	41	9	15	6	10
Nonmetro	359	41	74	21	23	6
Fire Protection-Total	377	37	238	63	98	26
Metro	52	35	40	77	18	35
Nonmetro	325	37	198	61	80	25
Libraries-Total	281	27	129	46	41	15
Metro	44	29	25	57	13	30
Nonmetro	237	27	104	44	28	12
Hospital-Total	265	26	128	48	101	38
Metro	32	21	20	63	21	66
Nonmetro	233	27	108	46	80	34
Water Supply-Total	221	22	101	46	98	44
Metro	44	29	25	57	23	52
Nonmetro	177	20	76	43	75	42
Cemeteries-Total	205	20	115	56	30	15
Metro	26	17	19	73	9	35
Nonmetro	179	20	96	54	21	12
Sewerage-Total	194	19	101	52	85	44
Metro	54	36	34	63	29	54
Nonmetro	140	16	67	48	56	40
Drainage-Total	185	18	131	71	66	36
Metro	37	25	27	73	13	35
Nonmetro	148	17	104	70	53	36
School Buildings-Total	179	17	83	46	65	36
Metro	17	11	12	71	9	53
Nonmetro	162	18	71	43	56	35
Parks & Recreation-Total	172	17	80	47	44	26
Metro	39	26	24	62	20	51
Nonmetro	133	15	56	42	24	18
Highways-Total	119	12	74	62	35	29
Metro	19	13	15	79	7	37
Nonmetro	100	11	59	59	28	28
Flood Control-Total	131	13	71	54	37	28
Metro	34	23	21	61	14	41
Nonmetro	97	11	50	52	23	24
Irrigation-Total	106	10	68	64	35	33
Metro	20	13	13	65	9	45
Nonmetro	86	10	55	64	26	30
Solid Waste-Total	84	8	23	27	7	8
Metro	16	11	4	25	1	6
Nonmetro	68	8	19	28	6	9
Housing & Renewal-Total	84	8	7	8	11	13
Metro	25	17	3	12	6	24
Nonmetro	59	7	4	7	5	8
Air Pollution-Total	51	5	16	31	8	16
Metro	22	15	5	23	2	9
Nonmetro	29	3	11	38	6	21

¹Percentages are based on the total number of Counties responding to the questionnaire (Total, all Counties, 1,026; Total, all metro Counties, 150; Total, all nonmetro Counties, 876).

districts for education (50 percent), fire protection (61 percent) and irrigation (64 percent) are empowered to tax. Forty percent or more of the special districts for libraries, hospitals, water supply, sewerage, school buildings, and parks and recreation have the same power to tax as those above.

The power to issue bonds ranges from seven percent of all the soil conservation districts to 44 percent of water supply and sewerage districts. For the metropolitan counties the range is from six percent of the solid waste districts to 66 percent of the hospital districts. In non-metropolitan counties the range is from eight percent of the housing and urban renewal districts to 42 percent of the education and water supply districts. In each of the functional areas special districts in varying number possess either the power to tax or the power to issue bonds, or both. This demonstrates some degree of independence of special districts from other units of general local government. How much of a relative degree of special district independence can be approximated from Table 26.

Interestingly, in terms of possessing the power to tax and to issue bonds, special districts in non-metropolitan counties appear to be less independent than special districts in metropolitan areas.

County Power Over Special Districts

The power of counties to approve, consolidate,

abolish, approve the budgets or tax rate of, or to provide financial assistance to special districts provide a more complete measure of special district autonomy. The strongest single control counties possess over special districts is the power to approve their formation or creation. Eighty percent, or more, of the counties, according to Table 27 are authorized to approve formation of eight types of special districts: drainage, irrigation, flood control, air pollution, solid waste, water supply, housing and urban renewal and sewage. Fifty percent, or more, of all the responding counties were empowered to approve special district formation for all categories, except education.

One-third or more of the counties were empowered to approve the budgets of and provide financial assistance to each of the listed special districts. An average of 47 percent of the counties had the power to approve the tax rate and method of taxation of special districts, and an average of just more than one-fourth could abolish special districts. Some counties, then, possess control over special districts that might make them more accountable to the public and the county governing body. Appendix B provides a county-by-county listing of selected special districts and the powers possessed by the county over these districts as reported by the responding counties.

TABLE 27
COUNTY POWER OVER SPECIAL DISTRICTS

District	No. of Counties Reporting (A)	Approve Formation of S.D.		Consolidate S.D.		Abolish S.D.		Provide Financial Aid to S.D.		Approve Budgets of S.D.		Approve Tax Rate and Method of Taxation for S.D.	
		No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)
Soil Conservation	297	176	59	57	19	69	23	113	65	106	36	97	33
Drainage	167	136	81	52	31	62	37	57	34	66	40	94	56
Irrigation	89	72	81	25	28	27	30	26	29	29	33	33	37
Flood Control	110	88	80	32	29	37	34	48	44	45	41	51	46
Air Pollution	81	65	80	21	26	21	26	38	47	35	43	33	41
Solid Waste	144	126	88	39	27	43	30	65	45	64	44	68	47
Fire Protection	253	191	76	59	23	68	27	88	35	114	45	132	52
Water Supply	152	131	86	41	27	42	28	51	34	46	30	59	39
Housing and Renewal ...	67	58	87	21	31	22	33	30	45	19	28	17	25
Cemeteries	156	110	71	23	15	30	19	42	27	55	35	71	46
Sewerage	153	132	86	45	29	44	29	58	38	59	39	71	46
Education	181	89	49	43	24	43	24	70	39	81	45	107	59
School Buildings	91	50	55	20	22	17	19	28	31	36	40	51	56
Highways	153	111	73	42	23	40	26	69	45	75	49	85	57
Parks and Recreation ...	169	127	75	46	27	45	27	73	43	79	47	88	52
Hospitals	196	149	76	51	26	59	30	81	41	79	40	100	51
Libraries	213	142	67	45	21	46	22	95	45	80	38	108	51

Source: International City Management Association, "County Government Organization and Services", *Urban Data Service Reports*, (Washington, D.C.: May 1971), p. 8.

Summary and Conclusions

There are at least five conclusive statements that can be made regarding the relationship of the county to special districts.

- — Between 1962 and 1967, the growth rate of special districts was 16 percent. There has been little progress in implementing the ACIR recommendations calling for restricting the proliferation of special districts and enhancing county and State supervision of special district programs, capital improvements, budgets and overall activities.
- — Seventy-five percent of special districts for drainage, irrigation, flood control, fire protection, water supply, cemeteries, education, school buildings, highways, parks and recreation, hospitals, and libraries possess independent fiscal power to tax

without much control by the county governing body.

- — Other than the power to decide the formation of special districts, only about half of the responding counties have the power to approve the rate and method of taxation used by such districts.
- — For the most part, except for deciding whether a special district shall exist, counties have little or no control over these units of government that crisscross the boundaries of counties and municipalities.
- — There are more special districts found in non-metropolitan counties than in metropolitan counties, primarily because there are more non-metropolitan counties.
- — In terms of having the authority to tax and issue bonds, special districts in metropolitan counties are more independent than special districts in non-metropolitan counties.

FOOTNOTES

¹The total number of special districts does not include school districts, but does include single-purpose (function) and multipurpose (function) special districts. Also included as a single function district are school building districts.

²U.S. Department of Commerce, Bureau of Census, *Census of Governments*, Vol. 1, (Washington, D.C.: United States Government Printing Office, 1967), p. 23.

³*Ibid.*, p. 4.

⁴Advisory Commission on Intergovernmental Relations, *Eleventh Annual Report* (Washington, D.C.: U.S. Government Printing Office, 1970), p. 6.

⁵Institute for Local Self Government, *Special Districts or Special Dynasties?* (Berkeley, California: 1970), pp. 15-17.

⁶Special districts as defined in the ACIR/NACO/ICMA survey included both school and non-school districts. The data in Table 26 are, therefore, not comparable to the data in the previous discussion of the number of non-school special districts. Only in this summary Table are both types special districts indirectly accounted for.

Chapter VI

SINGLE-COUNTY STANDARD METROPOLITAN STATISTICAL AREAS

This chapter focuses directly on the structural and functional profile of single-county standard metropolitan statistical areas for two basic reasons: 1) to explore the potential of the single-county SMSA as a nucleus for areawide government in terms of population density, governmental structure and existing trends in providing services on an areawide basis, and 2) to point out the difference, if any, that may be found between the functions performed by single-county SMSA's and those provided by nonmetropolitan areas.

General Characteristics of Single-County SMSA's

The 1967 publication, *Standard Metropolitan Statistical Areas* and its 1968 and 1971 supplements, prepared by the Office of Statistical Standards, Bureau of the Budget, lists a total of 247 SMSA's.¹ Of this number, 112 are single-county SMSA's.

Every State that has organized county government or its equivalent, except Alaska, Maine and North Dakota, has at least one single-county SMSA. States with the largest number of single-county SMSA's are Texas (14), California (12), Michigan (6), Pennsylvania (6), and Florida (6). In the 45 States with SMSA's, the average number is three.

The increased population concentration in metropolitan areas (particularly in the suburbs) between 1960-1970 and the changing character of the central city population of SMSA's have produced greater demands in multi-county SMSA's, as well as single-county SMSA's, for increased services traditionally provided by municipal units of general purpose government.²

Sixty of the 112 single-county SMSA's responded

to the ACIR/NACO/ICMA questionnaire representing 53 percent of all single-county SMSA's.³ The responding counties were sufficiently diverse in population characteristics and location to provide a profile of single-county SMSA's. Their population ranges from 57,978 in Brazo County, Texas, to over seven million in Los Angeles County, California. Incorporated places in each county average 26 and range from one to 135. The land area in square miles ranged from 152 to over 9,000. The median size was approximately 887 square miles.

Structure of Single-County SMSA's

Of the 60 single-county SMSA's responding to the ACIR/NACO/ICMA questionnaire, a majority had county boards with no recognized administrator. A little more than a third had county boards with an appointed administrator. Only five percent had the county manager form, and five percent had the county executive form of government. Table 28 shows that the State constitution was the legal basis for 19 of the 32 counties without any recognized administrator and for just more than a fourth of the appointed county administrator forms. State enabling legislation and charter provision accounted for 16 of the 28 combined county administrator and county executive forms. In 27 percent of the counties with an appointed administrator, enactment of a county ordinance was the means of establishing the form of government.

Most of the members of governing bodies of single-county SMSA's are elected from single-member districts. In 37 of the 60 single-county SMSA's reporting, 317 members of the governing bodies

were elected by single-member districts, an average of nine per county. The median number of board members elected in this fashion is five. The median term of office for single-member district members is four years.

The median salary for single-member district members is \$11,108. However, compensation ranges from \$25 per diem in some counties to more than \$33,000 annual salary in Los Angeles County, California. Members elected at-large range in number from one in Nevada counties to seven in New Jersey counties, such as Cumberland and Atlantic. The median number of members elected at-large is three. Salaries for at-large members range from \$2,450 in Bernalillo County, New Mexico to over \$13,000 in Reading, Blair, Erie, and Luzerne Counties in Pennsylvania. The median salary for board members elected at-large is \$10,600, and the median term of office is four years. Board members elected from multi-member districts range from two to seven in eight counties, with an average of seven per county. The median term of office is four years with an average salary of nearly \$10,000. Several members of governing boards in other States are elected from townships on a population basis for a two year term and are paid on a per diem basis.

Functions Performed by Single-County SMSA's

Many single-county SMSA's perform several of

the "municipal-type" services traditionally performed by towns and municipalities. Nearly all perform functions designed to improve health, education and welfare service delivery. The survey indicates that all of the single-county SMSA's reported carrying on the following functions on a countywide basis:

- Corrections:
 - Probation and Parole Service
- Public Welfare:
 - General Assistance
 - Medical Assistance
 - Crippled Children Care
- Transportation:
 - Operation of Ports and Harbors
- Health:
 - Mental Health
- Financial Administration:
 - Tax Assessment and Collection
- General Control:
 - Courts for Judicial Functions
 - Prosecution
- Miscellaneous:
 - Veteran Affairs
 - Cultural Affairs

A significant majority (75 percent or more) of the single-county SMSA's performed on a countywide

TABLE 28

SINGLE-COUNTY SMSA'S FORMS OF COUNTY GOVERNMENT: MEANS OF ESTABLISHMENT 1971

Forms of Government	Number of Counties Reporting	% of Total Reported Counties	State Constitution	State Law	County Ordinance	Charter Provision
County Board with no recognized administrator						
Total	32	53	19	11	2	
County Administrator Form						
Board with Appointed Administrator						
Total	22	37	6	7	6	3
County Manager Form						
Total	3	5		2		1
County Executive Form						
Total	3	5		1		2
Total - All Counties	60	100	25	21	8	6

basis, in addition to those functions above, the following:

- Services of Coroner's Office
- Jails and Detention Homes
- Elementary and Secondary Schools
- Junior and Four-Year Colleges
- Special Education Programs
- Libraries
- Airports
- Public Health
- Air and Water Pollution Abatement
- Mosquito Abatement
- Hospitals
- Flood and Drainage Control
- Irrigation
- Soil Conservation
- Fish and Game Administration and Control
- Industrial Development
- Tax Assessment and Collection
- Court Administration and Prosecution
- Planning
- Agricultural Extension Services

Nine of the listed functions are provided by less than a majority (51 percent or more) of the responding single-county SMSA's on a countywide basis. These include:

Percent Performing Function	
Fire Protection	36
Roads and Highways	49
Parking	33
Sewers and Sewage Disposal	28
Refuse and Garbage Collection	39
Solid Waste Disposal	45
Water Supply	25
Code Enforcement	50
Cemeteries	37

Those functions performed more often in the unincorporated areas than on a countywide basis are fire protection, roads and highways, parking, sewer and sewage disposal, cemeteries, power and water supply, refuse and garbage collection. In land-use control and regulation activities, only a marginal difference exists in terms of where the single-county SMSA performs the functions. Planning functions

are performed by 53 percent of these counties on a countywide basis and by 45 percent in the unincorporated areas only. Similar percentages are found for zoning, code enforcement and subdivision control. The greatest variation between counties performing these functions countywide rather than in the unincorporated areas is only four percent (see Table 29). Twenty percent of the counties were involved in providing public housing, with urban renewal and industrial development activities each provided by 17 percent of the jurisdictions.

The greatest involvement in the transportation category is in the area of roads and highways (78 percent). But only 10 percent of all the single-county SMSA's are involved in parking facilities. The second highest involvement in the transportation field is in the provision of airports (27 percent). Only one of the counties was involved in the provision of mass transportation, and even in this instance, the function was performed for the incorporated areas only. About 12 percent of the counties provided functions related to ports and harbors operation.

In the area of sanitation, more single-county SMSA's are providing sewers and sewage disposal and refuse and garbage collection functions on an unincorporated areas only basis than on a countywide basis. In each instance, however, the percentage of counties involved is not very significant. In the area of sewer and sewage disposal a majority of the counties reported providing the function for only unincorporated areas. Overall, however, about one-third of the responding counties provide sewers and sewage and solid waste disposal functions. About one-fourth are active in the area of refuse and garbage collection.

Functions not performed at all by single-county SMSA's in the unincorporated areas only are:

- General Assistance
- Medical Assistance
- Crippled Children Care
- Elementary Schools
- Mass Transit
- Ports and Harbors
- Mental Health
- Airports
- Tax Collection and Assessment
- Probation and Parole Services
- Veteran Affairs
- Cultural Affairs
- Courts
- Prosecution

TABLE 29

**SINGLE-COUNTY SMSA'S: FUNCTIONS,
AREA OF SERVICE & FUNDING METHOD
1971**

Function Total Number Single-County SMSA's Responding 60 - (A)	Total Number Single-County Performing Function (B)	% of (A)	Area of Service:						Services Are Funded By:			
			Countywide Area		Unincor- porated Areas Only		Incor- porated Areas Only		User Charge		Special Tax Levy	
			No.	% of (B)	No.	% of (B)	No.	% of (B)	No.	% of (B)	No.	% of (B)
Public Safety:												
Police Protection	56	92	29	(52)	27	(48)	-	-	1	(2)	23	(42)
Fire Protection	25	42	9	(36)	15	(60)	1	(4)	4	(17)	15	(60)
Coroner's Office	54	90	53	(98)	1	(2)	-	-	1	(2)	25	(46)
Corrections:												
Jails & Detention Homes	59	98	58	(98)	1	(2)	-	-	-	-	27	(46)
Probation & Parole Services	52	87	52	(100)	-	-	-	-	1	(2)	22	(42)
Public Welfare:												
General Assistance	46	77	46	(100)	-	-	-	-	-	-	16	(35)
Medical Assistance	44	73	44	(100)	-	-	-	-	1	(2)	19	(39)
Crippled Children	33	55	33	(100)	-	-	-	-	1	(3)	15	(46)
Education:												
Elementary	12	20	11	(91)	-	-	1	(8)	-	-	10	(83)
Secondary	18	30	15	(83)	2	(11)	1	(6)	-	-	10	(56)
Special Education Programs	21	35	18	(86)	2	(10)	1	(4)	2	(9)	11	(52)
Junior Colleges	10	17	8	(80)	1	(10)	1	(10)	2	(20)	5	(50)
4-Year Colleges	6	10	5	(83)	1	(17)	-	-	-	-	2	(33)
Libraries	37	62	28	(76)	7	(19)	2	(5)	2	(5)	18	(49)
Transportation:												
Roads & Highways	47	78	23	(49)	24	(51)	-	-	5	(11)	21	(45)
Parking	6	10	2	(33)	4	(67)	-	-	5	(83)	1	(16)
Mass Transit	1	2	-	-	-	-	1	(100)	1	(100)	-	-
Ports & Harbors	7	12	7	(100)	-	-	-	-	2	(29)	7	(100)
Airports	16	27	14	(87)	-	-	2	(13)	5	(31)	11	(69)
Sanitation:												
Sewers & Sewage Disposal	18	30	5	(28)	11	(61)	2	(11)	9	(50)	8	(44)
Refuse & Garbage Collection	13	22	5	(39)	6	(46)	2	(15)	8	(62)	6	(46)
Solid Waste Disposal	22	37	10	(45)	9	(41)	3	(14)	11	(50)	7	(32)
Health:												
Public Health	53	88	50	(94)	3	(6)	-	-	2	(4)	24	(45)
Mental Health	46	77	46	(100)	-	-	-	-	-	-	19	(41)
Air Pollution	31	52	30	(97)	1	(3)	-	-	-	-	12	(39)
Water Pollution	21	35	20	(95)	1	(5)	-	-	-	-	9	(43)
Mosquito Abatement	22	37	20	(91)	2	(9)	-	-	1	(5)	11	(50)
Animal Control	32	53	19	(59)	13	(41)	-	-	5	(16)	13	(41)
Hospitals	31	52	29	(94)	1	(3)	1	(3)	7	(22)	11	(36)
Ambulance Service	20	33	13	(65)	6	(30)	1	(5)	3	(15)	7	(35)
Parks & Recreation	41	68	26	(64)	15	(36)	-	-	7	(17)	16	(39)
Natural Resources:												
Flood & Drainage Control	29	48	23	(79)	6	(21)	-	-	-	-	15	(52)
Irrigation	6	10	5	(83)	1	(16)	-	-	1	(16)	3	(50)
Soil Conservation	16	27	15	(94)	1	(6)	-	-	1	(6)	9	(56)
Fish & Game	11	18	10	(91)	1	(9)	-	-	1	(9)	2	(18)
Housing & Urban (Rural) Development:												
Public Housing	12	20	7	(58)	3	(25)	2	(17)	2	(17)	5	(42)
Urban Renewal	10	17	7	(70)	1	(10)	2	(20)	1	(10)	3	(30)
Industrial Development	10	17	8	(80)	1	(10)	1	(10)	-	-	8	(80)
Public Utilities:												
Water Supply	4	7	1	(25)	2	(50)	1	(25)	4	(100)	2	(50)
Power Supply	2	3	-	-	1	(50)	1	(50)	1	(50)	1	(50)

Function Total Number Single-County SMSA's Responding 60 - (A)	Total Number Single-Counties Performing Function (B)	% of (A)	Area of Service:						Services Are Funded By:			
			Countywide Area		Unincor- porated Areas Only		Incor- porated Areas Only		User Charge		Special Tax Levy	
			No.	% of (B)	No.	% of (B)	No.	% of (B)	No.	% of (B)	No.	% of (B)
Financial Administration:												
Tax Assessment & Collection	49	82	49	(100)	-	-	-	-	2	(4)	19	(39)
Personnel Services	33	55	21	(64)	11	(33)	1	(3)	-	-	10	(30)
Central Purchasing	23	38	13	(57)	9	(39)	1	2	2	(9)	11	(48)
Data Processing	28	47	19	(68)	9	(32)	-	-	4	(14)	14	(50)
General Control:												
Courts	47	78	47	(100)	-	-	-	-	1	(2)	19	(40)
Prosecution	45	75	45	(100)	-	-	-	-	-	-	19	(42)
Public Defender	38	63	37	(97)	1	(3)	-	-	1	(4)	17	(45)
Planning	47	78	25	(53)	21	(45)	1	(2)	2	(4)	18	(38)
Zoning	39	65	20	(51)	19	(49)	-	-	1	(3)	16	(41)
Code Enforcement	30	50	15	(50)	15	(50)	-	-	3	(10)	13	(43)
Subdivision Control	25	42	13	(52)	12	(48)	-	-	4	(17)	16	(64)
County Buildings & Public Works:												
Auditoriums	17	28	16	(94)	1	(6)	-	-	1	(6)	8	(47)
Museums	11	18	10	(91)	1	(9)	-	-	1	(9)	4	(36)
Miscellaneous:												
Cemeteries	8	13	3	(37)	5	(63)	-	-	-	-	5	(63)
Veterans' Affairs	33	55	33	(100)	-	-	-	-	-	-	13	(39)
Cultural Affairs	5	8	5	(100)	-	-	-	-	-	-	8	(100)
Agricultural Extension Services	45	75	44	(98)	1	(2)	-	-	1	(2)	20	(45)
Livestock Inspection	14	23	12	(86)	2	(14)	-	-	2	(14)	6	(43)

These functions, then, are provided either on a countywide basis or in incorporated areas only, or both. Very few services, according to Table 29, are performed in the incorporated areas only. The greatest number of counties performing any particular service in this area is only three—solid waste disposal—not enough to have any positive meaning.

Single-county SMSA functions performed by area of service may be summarized as follows:

- Functions provided by single-county SMSA's more frequently in unincorporated areas than on a countywide basis are:

- Fire Protection
- Roads and Highways
- Sewers and Sewage Disposal
- Refuse and Garbage Collection
- Water Supply
- Power Supply
- Cemeteries

- Health functions (public health, mental health, hospitals, air and water pollution abatement, mosquito abatement, and ambulance services) are performed by 65 percent or more of all counties on a countywide basis. Only ambulance service is provided in the unincorporated area only by as much as a third of the counties.

- Fire protection, special education programs, secondary school education, ambulance services, code enforcement, subdivision control, roads and highways, airports, power and water supply and cultural affairs tend to be financed by a special tax levy, generally throughout the entire county area.

- Central administration services—personnel, purchasing, and data processing—are provided on a countywide basis by a majority of the counties.

- Sanitation functions, utilities, and cemeteries were financed by a combination of special tax levy and user charges.

- Finally, 10 percent or less of the single-county SMSA's performed the following functions in the unincorporated areas only:

- Coroner's Office
- Jails and Detention
- Elementary, Secondary, Special and College Education
- Refuse and Garbage Collection
- Public Health
- Air Pollution Control

Mosquito Abatement
 Parole and Probation
 Water Pollution
 Hospitals
 Soil Conservation
 Fish and Game Control
 Urban Renewal
 Industrial Development
 Public Defender
 Auditoriums
 Museums
 Agricultural Extension Services

County-County Consolidation

Seventeen of the single-county SMSA's indicated that county consolidation was authorized in their State. The source of such authorization in most instances was State legislation. A county-wide referendum with simple majority approval is required in 10 of these counties before county consolidation could be implemented.

There seemed to be very little active consideration of city-county consolidation as a structural adaptation within the 60 responding single-county SMSA's. Only 15 percent indicated that city-county consolidation was being studied.

In only three counties were any functions provided in incorporated areas only.

According to other data provided by the questionnaire, slightly more than half of the 33 counties in which authorization for transfers existed had experienced transfers within the past decade (see Appendix C). However, when considering all single-county SMSA's (112), this amounts to transfers by less than 20 percent of the total.

Further, the number of counties assuming functions from subunits of government may not reflect the complete picture of functions performed for subunits by single-county SMSA's. Some single-county SMSA's have utilized other means of providing services for subunits of government and with other counties. Twenty-eight percent performed functions for individual local governments within the county on a contractual basis and 47 percent performed functions on a joint or consolidated basis. Only 18 percent performed jointly, or under contract functions with another county.

Single-County SMSA Transfer of Functions

Table 30 shows that more than half of the 60 single-county SMSA's reporting indicated that general units of government within their boundaries were authorized by their respective States to transfer functions to the county. Nearly two-thirds of these counties designated State legislation as the legal basis for this authority. One-third of the counties could effect transfer only after gaining majority approval in a countywide referendum. The county and affected city in some instances are required to pass local ordinances in conjunction with the referendum approval. In 30 percent of the counties, transfer of functions could be implemented simply by joint power agreements or passing an ordinance in the city and county stipulating the conditions of the transfer.

TABLE 30
**AUTHORIZATION FOR TRANSFER OF FUNCTIONS:
 LEGAL BASIS AND LOCAL ACTION REQUIRED
 1971**

	Legal Basis		Required Local Action				
	CO	LO	CR-SM	JPA	CO/LO	NRG	TOTAL
Y-C	1			1			2
Y-S	2	4	6*	2	4	2	20
Y-B	3		5*		3		11
Total: Yes	6	4	11	3	7	2	33

* Includes the requirement for passing a local ordinance in the affected city and a county ordinance in the county.

Coding: Y-C—authorized by state constitution; Y-S—authorized by state statute; Y-B—authorized by state statute and constitution; CO—county ordinance; LO—local ordinance; CR-SM—county referendum requiring simple majority approval; NRG—no response given to the local procedure required; JPA—joint powers agreement.

Single-County SMSA's and Special Districts

According to Table 31, a wide range of special districts exist in the 52 single-county SMSA's which indicated that there were special districts within their borders. Ranked in order of number, the five most frequently reported special districts were: education (654); water supply (330); fire protection (298); sewage (181); and street lighting (177). Some of the functions listed were performed by a special district in only one or two counties. For instance, a special district for airports, weed control, inlet management and navigation each was found in only one county. On the other hand, more than 25 percent of the counties reported an average range of from three to 17 special districts per jurisdiction for such functions as soil conservation, drainage, fire protection, sewerage and education.

The Table shows the total number of special dis-

tricts existing among the reporting single-county SMSA's and the number of counties in which each of the listed special districts is found. The functional areas in which the highest number of special districts was reported, were: water supply, fire protection, sewerage, and street lighting.

Single-county SMSA's in California, such as Stanislaus, Fresno, Monterey and San Joaquin, have community or county service areas, or both, in addition to single purpose special districts. Special districts, other than those listed on the ACIR/NACO/ICMA questionnaire, were reported in many of the single-county SMSA's. Included were special districts for police protection, utilities, highway lighting, community services, port and inlet control, reclamation, transit, levee protection, mosquito prevention, navigation, weed control, and airports.

Summary and Conclusions

- Some evidence exists to support the thesis that single-county SMSA's are in fact area-wide governments since they tend to provide services more frequently on a countywide basis than either on an incorporated areas only, or unincorporated area only.
- However, slightly more than a majority of single-county SMSA's still operate under the plural executive (commission) form of government.
- Many States grant the authority to counties to utilize both procedural and structural adaptations, and some appear to have taken advantage of either of these.
- Nearly half of the single-county SMSA's have adopted government structural arrangements such as the county administrator or county executive form of government.
- Though State granted authority to single-county SMSA's is sufficiently broad to allow these counties to operate without the need of many special districts, there appears to be as much a problem of special district proliferation among these counties as among non-single-county SMSA's.
- Single-county SMSA's in only a few instances have utilized local agency formation commissions to increase local government control over special districts.

TABLE 31

SPECIAL DISTRICTS BY FUNCTIONS IN SINGLE-COUNTY SMSA'S

Special District Function	Counties Having District	Total Number Among All Counties
Soil Conservation	28	71
Drainage	25	122
Irrigation	15	87
Flood Control	21	49
Air Pollution	11	12
Solid Waste	7	13
Fire Protection	28	298
Water Supply	20	330
Housing & Renewal	11	40
Cemeteries	16	122
Sewerage	27	181
Education	38	654
School Buildings	6	118
Highways	8	31
Parks and Recreation	16	39
Hospitals	18	45
Libraries	17	62
Irrigation & Water	3	24
Street Lighting	7	177
Electrical Power	2	2
Police Protection	1	1
Utilities	1	1
Highway Lighting	3	41
Mosquito Control	6	23
Port District	3	3
Transit	3	3
Levee Protection	1	1
Navigation	1	1
Inlet District	1	1
Weed Control	1	1
Airport	1	1
County Service Areas	6	61
Community Service Areas	3	36

—There is no great difference in the percentage of single-county SMSA's and the percentage of counties in general that perform such functions as urban removal, public housing, water

supply, public utilities, mass transit, sewers and sewage disposal, refuse and garbage collection, and solid waste disposal, but a difference is seen in terms of the area of service.

FOOTNOTES

¹An SMSA is defined by the Bureau of Census as an integrated economic and social unit with a large population nucleus. Each SMSA must contain at least one city of 50,000 inhabitants or two cities having contiguous boundaries and constituting, for economic and social purposes, a single community with a combined population of at least 50,000, the smaller of which must have a population of at least 15,000. When two or more cities of 50,000 inhabitants are within 20 miles of each other, they are included in the same area unless the cities are *not* economically and socially integrated.

²According to census data, in 1970 139.5 million of all U.S. population lived in the metropolitan areas of SMSA's, 68.6 percent of all U.S. population. Nearly one third of this population lived in the central cities, a near 4 percent increase in the number living in the central cities in 1960. Thirty-seven percent lived outside the central cities of metropolitan areas in suburban areas, an increase of nearly 16 percent between 1960-1970. Nonmetropolitan population in 1970 numbered 64 million, less than a third of the total population.

The metropolitan population character reveals that about 60 percent of the 120 million whites living in metropolitan areas live outside the central city. The other 40 percent live in the central city. There is a 16 percent increase in white population living in metropolitan areas outside central cities between 1960-1970, nearly equal to the 17 percent increase that occurred between 1950-1960.

Conversely, in 1970, 74 percent of the total black population lived in metropolitan areas, and only 26 percent lived in nonmetropolitan areas. Of the 16.8 million black people living in metropolitan areas, more than three-quarter (13.1 million) lived in the central cities, a 3.2 percent increase in the number living in the central city in 1960. The percentage increase in blacks living in central cities between 1950-1960 was 3.3 percent.

³Appendix C includes a complete listing of single-county SMA's—their population, central city's population and population change between 1960-1970.

DECENTRALIZATION OF SERVICES IN COUNTY GOVERNMENT

The 1960's witnessed a disturbing physical and psychological gap between the three levels of government and the citizens they serve. As a consequence, decentralization of services has become a critical public policy issue confronting American federalism in the 1970's. Particularly at the Federal and local levels, growing attention is being given to decentralization as a means of increasing bureaucratic responsiveness, improving service delivery effectiveness, and reducing citizen alienation.

A number of operations of local government, of course, have been decentralized for years. Police stations, fire houses, schools, and libraries are common examples of local facilities that have been organized on a neighborhood basis. Recently, however, municipal and county reformers have advocated various decentralization approaches that depart substantially from these traditional devices. The most common proposals deal with citizen complaint handling machinery, branch offices for the chief executive officer, multi-service centers, and community development corporations. At the same time, they prescribe various types of citizen participation in the planning and execution of local programs, ranging from advisory committees to resident control of such functions as education and police.

In order to determine the extent to which local governments have decentralized services and have given citizens more access to decision-makers and influence in public policy determination, in March, 1971, the Advisory Commission on Intergovernmental Relations—in cooperation with the National League of Cities/U.S. Conference of Mayors, National Association of Counties, and the International City Management Association—surveyed all cities

and counties over 25,000 population. The questionnaire dealt with a wide range of decentralization-citizen participation devices, which can be classified under three progressively greater degrees of decentralization: territorial, administrative, and political.

Chairmen of the boards of supervisors of 257 of the 1,204 counties over 25,000 population replied to the questionnaire. Although the rate of return was fairly low, an examination of the aggregate responses to each question provides data as to the status of decentralization of services in county government.

Compared with the results of the city survey, relatively little decentralization activity is occurring in counties. Overall, 33 percent of the respondents have not established any of the decentralization-citizen participation devices covered in the questionnaire. Most of those counties taking action, as discussed below, have followed the more limited decentralization approaches.

Territorial Decentralization

Territorial decentralization involves measures to bring government physically closer to the people. Its purpose is to facilitate the expression of resident needs and preferences during the formulation of public policies and to provide a channel through which citizens can obtain remedial action to poor quality and unresponsive service delivery. The pattern and frequency of city hall or county courthouse-neighborhood interaction are determined on a territorial basis and no delegation of substantive policy-making or discretionary authority is made.

Face-to-face meetings with the chief executive, legislative body, or various public agencies on a regular

basis in neighborhood areas, setting up citizen complaint handling machinery, or creating resident advisory committees are examples of this approach. Of course, the dispersal of certain local facilities to geographically defined sub-areas of a county or city—such as police precincts, fire stations, and branch libraries—is a standard type of territorial decentralization, but since this involves merely the field delivery of services rather than citizen-official interaction, it was not probed in the poll.

About one-fifth of the respondents have adopted one or more territorial decentralization devices. With respect to official meetings in neighborhood areas, 22 percent of the jurisdictions reported county boards and commissions holding such meetings, in 13 percent the county executive regularly holds “town hall” or question-and-answer sessions in neighborhoods, and in ten percent regular legislative sessions of the governing body are convened in these areas. Special neighborhood meetings dealing with the delivery of public services are most often sponsored by the county governing body or civic associations.

For the most part, counties have been slow to establish complaint handling machinery. Only 14 percent have designated a special telephone number for citizens to use to register complaints. A special bureau to receive complaints concerning public service delivery has been set up in only 15 percent of the counties reporting. One-half of these county bureaus are authorized to handle grievances regarding both public agencies and private organizations and 89 percent may follow-up on action taken by departments on referrals.

Only nine percent of the respondents have appointed ombudsmen, neighbormen, or community service officers to answer inquiries and investigate complaints regarding public service deficiencies. In 67 percent of these jurisdictions, such officials are appointed by the chief executive officer and in 38 percent, neighborhood residents or groups have a voice in their selection. Yet, 90 percent of the counties reported that these officials are responsible for performing liaison functions between the courthouse and neighborhoods.

Approximately one-half of the respondents have established countywide citizen advisory committees. Most of these bodies have been federally, State, or locally initiated rather than citizen inspired. The citizens committee device is used most frequently in the planning and zoning, welfare, and health and hospitals functional areas, and least often in street, police, and school matters.

Administrative Decentralization

Administrative decentralization is devolution of the administration of particular public services to neighborhood areas with delegation of substantial decision-making authority, discretionary power, and program responsibility to subordinate officials. Actions taken here include the establishment of neighborhood councils or boards, appointment of neighborhood managers, and creation of little county courthouses and multi-service centers.

Neighborhood, area, or district councils representing county residents have been established by 42 of the respondents. In a majority (28 counties) such bodies serve in an advisory capacity in reviewing program plans, although several perform various policy-related functions including: setting goals (23 counties); formulating general policies (17 counties); and determining specific service levels (15 counties). Less than half of the councils play an ombudsman role in acting as an advocate for citizens (19 counties) and channeling resident complaints (15 counties). Relatively few have been assigned significant administrative, fiscal, and personnel powers, such as: reviewing the budget (14 counties); approving program plans (13 counties); monitoring service adequacy (12 counties); determining multi-service center locations (ten counties); and hiring professional staff (three counties).

The methods of selecting council members are fairly evenly divided among election (17 counties), appointment by neighborhood organizations (16 counties), and appointment by the chief executive officer (16 counties). Yet, 74 percent of these organizations are accountable to the governing body.

Only six counties have appointed one or more neighborhood, area, or district managers, accountable to the chief executive officer, who is responsible for overseeing the administration of functions by various public agencies in neighborhood areas.

With respect to action taken by county governments on the branch office front, 16 reported having established little county courthouses to serve as an arm of the county executive, while 35 have set up multi-service centers for public or private agencies to use in dispensing government-type services. Little county courthouses tend to be found in jurisdictions from 100,000-250,000 population and in those counties located in the West. They are commonly responsible for welfare, health and hospitals, police, clerk and recorder's services, and sanitation. In addition to the first three of these functions, multi-service centers

usually provide community action, recreation, library and employment services, and senior citizens' activities. They are associated with counties from 50,000-250,000 population and over 500,000 population in the West and Northeast. The median budget for the smaller group of jurisdictions (nine counties) was \$50,000, and for the larger (11 counties), \$114,407.

Citizen participation in these decentralized county units also tends to be minimal. Only five jurisdictions have resident advisory boards to the administrators of little county courthouses, and 15 have them for multi-service centers. For the most part, these resident bodies are responsible for channeling citizen complaints, reviewing program plans, and formulating general policies. No little county courthouse has a resident advisory board that reviews the budget or hires and fires staff. In only one jurisdiction does this citizen body monitor service adequacy, approve program plans, set goals, determine service levels, or act as an advocate for citizens. At the same time, multi-service center boards in three counties review the budget, in four they hire and fire staff, in seven they monitor service adequacy, and in eight they approve plans. Members of resident boards are usually named by the county chief executive, while in the case of multi-service centers they are appointed by either this official or neighborhood organizations.

Political Decentralization

Political decentralization involves efforts by local chief executives and legislators to redistribute political power and policy-making authority through the creation of new, autonomous sub-unit governments. These sub-structures would exercise substantial control over the delivery of certain services, and would possess significant independence regarding fiscal, programmatic, and personnel matters. They would be directly accountable to a neighborhood constituency and secondarily responsible to the central political unit.

This type of decentralization could be achieved through adoption of the ACIR neighborhood sub-units of government proposal, establishment of community development corporations, or creation of resident-controlled school boards, police districts, and other functions.¹

Counties show considerable reluctance to redistribute power to resident organizations. Just one county has established a modified neighborhood sub-unit of government. In July 1967, the San Mateo

County Board of Supervisors created and provided funds for the East Palo Alto Municipal Council to serve as the *de facto* "city government" for the 18,000 residents of that predominantly black, suburban, unincorporated section of the County. In November, 1967, members of the first Municipal Council were elected for a two-year term.

The Council's advisory committees and full-time staff work with the County in designing special programs to meet the needs of East Palo Alto residents in such areas as planning, police, probation, streets, and sanitation. County departments furnishing services directly affecting the community regularly refer proposals to the Municipal Council for review and comment prior to submission to the Board of Supervisors. The Council conducts hearings on zone changes and use permits and, with two community residents, serves as the San Mateo County Redevelopment Commission. It has initiated four community improvement projects—a storm drainage program, a community youth responsibility program to establish a juvenile justice system, a "701" planning grant, and a neighborhood development program to rehabilitate housing—totaling \$2.6 million in Federal funds. Recently, Governor Ronald Reagan signed a bill giving legal status to such municipal advisory councils similar to that created in East Palo Alto.

Only 19 percent of the responding jurisdictions have taken the initiative in assisting in the establishment of community development corporations. In several counties these organizations are responsible for low-income housing construction (21 counties), planning (19 counties), and the administration of such functions as health centers (16 counties), recreation (16 counties), day care nurseries (14 counties), youth services (13 counties), libraries (11 counties), and vocational education programs (ten counties). The total median 1970 budget of neighborhood corporations in eight counties was \$80,500.

Summary

Top county officials appear to be quite satisfied with the results of decentralization and citizen participation. With 56 counties reporting, 78 percent of the 96 classifiable official replies indicated that it has been "a difficult but very worthwhile experience resulting in increased trust and understanding between citizens, county courthouse officials, and public administrators." With regard to more unfavorable reactions, 16 percent of the replies from county officials pointed out that decentralization of services and citizen participa-

tion have produced very little change in citizen-courthouse official-public administrator relations,

while six percent contended it has led to a deterioration in these relationships.

FOOTNOTES

¹ See model bill in Advisory Commission on Intergovernmental Relations, "Neighborhood Subunits of Government," *1970 Cumulative State Legislative Program*, (Washington, D.C., August 1969), pp. 31-58.

APPENDIX A - 1

OPTIONAL FORMS OF COUNTY GOVERNMENT

The variation in social and economic conditions and the history of local government across the nation militate, quite properly, against any suggestion of a single ideal structural form of local government. During the current century most States have granted residents of municipalities the power to adopt various forms of local government based on the assumption that the individual municipality should have the discretion to determine, within limits, the structure of the municipal government best suited to carry out public functions that the local government was to perform.

It is now evident that similar authority should be granted to counties in those States where counties constitute an important unit in the governmental structure. Counties with rapidly expanding populations are forced to provide more and more general functions of local government, such as fire and police protection, and water and sewer facilities, that have traditionally been performed by municipalities. These additional functions are being imposed upon counties in both rural and urban areas. Other rural counties need to provide government services to an area with a declining population despite extreme difficulty for the county to support a large staff of government personnel which is required by a State statute or constitution. In both these instances it would be appropriate, within the limitations established by the legislature, to permit the residents of the county to determine that structure of county government which they feel most suited to the needs of the individual county.

Several States have attempted to resolve the constitutional problem of optional forms of county government in a manner consistent with individual needs. The variation in approach taken by the States is in itself indicative of the fact that the functions and responsibilities of counties vary greatly from State to State. The procedure to be taken in an individual State must depend upon its individual situation.

In view of the changing nature and responsibilities of counties in the governmental structure, it is essential that all States review existing constitutional provisions relating to the organization and structure of county government to determine what changes, if any, should be made in order to insure more effective and responsible local government within the state.

The following suggested act authorizes three basic forms of county government and requires voter approval before a change may be made. It is patterned after a North Carolina statute (North Carolina, General Statutes, Chapter 153, Article III.)

Section 1 permits any county in the State to adopt any one of the optional forms of county government provided in the act. Section 2 authorizes the "county commissioner" form in which the government is administered by a board of county commissioners. The number of commissioners may vary and they may be elected either for uniform or overlapping terms.

Section 3 authorizes the "manager" form of county government in which the board of county commissioners may appoint a county manager who is the administrative head of the county. He must be appointed with regard to merit only. The board, if it wishes, may confer upon the chairman of the board the powers and duties of a county manager. In this instance, the chairman will be a full-time official. Finally, this section permits the board to designate any other official of the county qualified to perform the duties of county manager.

Section 4 authorizes the “elected county executive” form in which the government is administered by a single county official, elected by the voters of the county. Under this form the board of county commissioners acts as the legislative body of the county.

Section 5 sets forth the procedures for changing the form of government. The board of county commissioners may, upon its own motion, or shall, upon receipt of a petition requesting action signed by a specified percent of the qualified voters, submit the question of the form of county government to referendum vote.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: “An act to authorize optional forms of county government.”]

(Be it enacted, etc.)

1 *Section 1. Optional Forms of County Government Authorized.* Any county in this state may,
2 pursuant to the provisions of this act and any other appropriate provisions of law, adopt any one of
3 the optional forms of county government herein provided.

4 *Section 2. [County Commissioners] Form.* (a) *[County Commissioners] Form Defined.* [The
5 county commissioners] form of county government shall be that form in which the government is ad-
6 ministered by [a board of county commissioners.]

7 (b) *Modification of Regular Forms.* There may be modification of the [county commissioners]
8 form adopted as hereinafter provided as follows: (1) the number of [commissioners] may vary in
9 number from [three] to [five]; and (2) all [commissioners] may be elected for uniform or overlapping
10 terms not exceeding [four] years.

11 *Section 3. Manager Form.* (a) *Manager Appointed or Designated.* The [board of county com-
12 missioners] may appoint a county manager who shall be the administrative head of the county govern-
13 ment, and shall be responsible for the administration of all departments of the county government
14 which the [board of county commissioners] has the authority to control. He shall be appointed with
15 regard to merit only, and he need not be a resident of the county at the time of his appointment. In
16 lieu of the appointment of a county manager, the [board] may impose and confer upon the [chairman
17 of the board of county commissioners] the duties and powers of a manager, as hereinafter set forth,
18 and under such circumstances said chairman shall be considered a full-time chairman. Or the [board]
19 may impose and confer such powers and duties upon any other officer or agent of the county who
20 may be sufficiently qualified to perform such duties, and the compensation paid to such officer or
21 agent may be revised or adjusted in order that it may be adequate compensation for all the duties of
22 his office. The term “manager” herein used shall apply to such chairman, officer, or agent in the per-
23 formance of such duties.

1 (b) *Duties of the Manager*. It shall be the duty of the county manager:

2 (1) to see that all the orders, resolutions, and regulations of the [board] are faithfully ex-
3 ecuted;

4 (2) to attend all the meetings of the [board] and recommend such measures for adoption
5 as he may deem expedient;

6 (3) to make reports to the [board] from time to time upon the affairs of the county, and
7 to keep the [board] fully advised as to the financial condition of the county and its future financial
8 needs;

9 (4) to appoint, with the approval of the [board], such subordinate officers, agents, and
10 employees for the general administration of county affairs as considered necessary; and

11 (5) to perform such other duties as may be required of him by the [board].

12 *Section 4. [Elected County Executive]. (a) [Elected County Executive] Form Defined.* The
13 [elected county executive] form of government shall be that form in which the government is admin-
14 istered by a single county official, elected at large by the qualified voters of the county. The [board of
15 county commissioners] shall act as the legislative body of the county under this form of county govern-
16 ment. The elected county executive shall be responsible for the administration of all departments of
17 the county government. Qualifications for the office of elected county executive shall be the same as
18 those for the [board of county commissioners].

19 (b) *Duties of the [Elected County Executive]*. It shall be the duty of the elected county execu-
20 tive:

21 (1) to see that all the orders, resolutions, and regulations of the [board] are faithfully ex-
22 ecuted;

23 (2) to attend all the meetings of the [board] and recommend such measures for adoption
24 as he may deem expedient;

25 (3) to make reports to the [board] from time to time upon the affairs of the county, and
26 to keep the [board] fully advised as to the financial condition of the county and its future financial
27 needs;

28 (4) to appoint, with the approval of the [board], such subordinate officers, agents, and
29 employees for the general administration of county affairs as considered necessary; and

30 (5) to perform such other duties as may be required of him by the [board].

31 *Section 5. Procedure.* The [board of county commissioners] may, upon its own motion, or
32 shall upon receipt of a petition so requesting, signed by at least [] percent of qualified voters with-
33 in the county, submit to referendum vote of all qualified electors within the county the question of
34 whether one of the optional forms of county government shall be established within a county. If a
35 majority of those voting on the question favor the adoption of a new form of county government,

1 election of county officers for such optional form of county government shall be held at the next gen-
2 eral election held within the county. If a majority of the voters disapprove, the existing form shall be
3 continued and no new referendum may be held during the next [two] years following the date of such
4 disapproval.

5 *Section 6. Effective Date.* [Insert effective date.]

VOLUNTARY TRANSFER OF FUNCTIONS BETWEEN MUNICIPALITIES AND COUNTIES

The legislative bodies of municipalities and counties located within metropolitan areas should be authorized to take mutual and coordinate action to transfer responsibility for specified governmental services from one unit of government to the other. This suggested legislation authorizes voluntary transfer of functions between municipalities and counties within metropolitan areas to the extent agreed by their governing boards. If desired, the statute could spell out the functions authorized for such voluntary transfer in order to make sure that responsibilities carried on by counties as agents of the State were not transferred to municipal corporations. By concurrent action, the governing boards might have the county assume functions throughout the area, relieving the municipalities of fragmented responsibilities. Conversely, they might agree that the county government should cease to perform certain functions within the boundaries of the municipalities, and the municipalities assume the responsibility on an exclusive basis.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act to provide for the transfer of functions between cities and counties."]

(Be it enacted, etc.)

1 *Section 1.* (a) "Metropolitan area" as used herein is an area designated as a "standard metropolitan
2 statistical area" by the U.S. Bureau of the Census in the most recent nationwide census of the popula-
3 tion.²

4 (b) "Local service function" as used herein is a local governmental service or group of closely al-
5 lied local governmental services performed by a county or a city for its inhabitants and for which, under
6 constitutional and statutory provisions, and judicial interpretations, the county or city, as distinguished
7 from the state, has primary responsibility for provision and financing. [Without in any way limiting the
8 foregoing, the following are examples of such local service functions: (1) street and sidewalk mainte-
9 nance; (2) trash and garbage collection and disposal; (3) sanitary and health inspection; (4) water supply;

¹ Some states may wish to grant such authority statewide, rather than only for metropolitan areas.

² Particular states may find it appropriate and desirable to apply a somewhat different definition from this, tailored to their particular circumstances. For example, a 1961 enactment in Colorado (H.B. 221) defines a metropolitan area as "a contiguous area consisting of one or more counties in their entirety, each of which has a population density of at least 15 persons per square mile."

1 (5) sewage disposal; (6) police protection; (7) fire protection; (8) library services; (9) planning and
2 zoning; (10) . . . , etc.]¹

3 *Section 2.* (a) Responsibility for a local service function or a distinct activity or portion thereof,
4 previously exercised by a city located within a metropolitan area, may be transferred to the county in
5 which such city is located by concurrent affirmative action of the governing body of such city and of
6 the governing board of such county.

7 (b) The [expression of official action]² transferring such function shall make explicit: (1) the
8 nature of the local service function transferred; (2) the effective date of such transfer; (3) the manner
9 in which affected employees engaged in the performance of the function will be transferred, reassigned
10 or otherwise treated; (4) the manner in which real property, facilities, equipment, or other personal
11 property required in the exercise of the function are to be transferred, sold, or otherwise disposed be-
12 tween the city and the county; (5) the method of financing to be used by the receiving jurisdiction in
13 the exercise of the function received; and (6) other legal, financial, and administrative arrangements
14 necessary to effect the transfer in an orderly and equitable manner.³

15 *Section 3.* (a) Responsibility for a local service function, or a distinct activity or portion there-
16 of, previously exercised by a county located within a metropolitan area may be transferred as herein-
17 after described to a city or cities located within such county.

18 (b) Responsibility for a county government's performance of a local service function within the
19 municipal boundaries of such city or cities may be transferred to such city or cities by concurrent af-
20 firmative action of the governing boards of such county and of such city or cities.

21 (c) The expression of official action transferring such responsibility shall include all of those
22 features specified in Section 2(b) above.

23 *Section 4.* [Insert appropriate separability section.]

24 *Section 5.* [Insert effective date.]

¹The list of illustrative functions may vary from state to state. Furthermore, the legislature may prefer to enumerate specifically the functions eligible for transfer.

²Insert appropriate language to describe the form that the official action required in subsection (a) of section 2 would take.

³States should insure that adequate provisions are made for residents of the area involved being informed at all times of which unit of government is responsible for a particular function. In addition, a state may desire to permit a proposal for the transfer of functions to be initiated through public petition.

COUNTY PERFORMANCE OF URBAN FUNCTIONS

This act would permit the county, on its own initiative, to perform certain functions and services of a municipal character throughout all or part of its jurisdiction. This involves the emergence of some counties from the status of State administrative units to that of a government performing an array of government activities. The performance of urban functions by the county may be restricted to the unincorporated portions of the county or the county might be given sole and exclusive authority to perform certain activities throughout the entire county including incorporated areas.

The legislation suggested below is written to permit the county to perform certain enumerated functions in the unincorporated portion of the county. It would not be practical to give the county sole and exclusive authority to perform a function in a municipality without providing first for a "charter reorganization" procedure that would allow the arrangement of functions to be ratified by the voters of the areas concerned.

Suggested Legislation

[Title should conform to state requirements.]

(Be it enacted, etc.)

- 1 *Section 1. Urban Functions Authorized.* Any county [with a population in excess of [one
2 hundred] thousand as determined by the latest U.S. Government census of population, and which
3 has an aggregate population density of at least [one hundred] persons per square mile]¹ may per-
4 form the following functions and services throughout the unincorporated portions of the county:
- 5 (1) domestic water supply and distribution;
 - 6 (2) sanitary and storm sewer collection, treatment, and disposal;
 - 7 (3) airports and air transport facilities;
 - 8 (4) trash and refuse disposal;
 - 9 (5) library facilities and services;

¹ This act could be made applicable only to certain counties by including the bracketed language on population qualifications.

1 (6) park and recreation facilities and services;

2 (7) planning and zoning;

3 (8) []²

4 This enumeration shall not be construed or applied to diminish or restrict any other grant of powers
5 to counties.

6 *Section 2. Assumption of Assets, Rights, and Liabilities.* A county acting under authority of
7 this act may assume, own, possess, and control assets, rights, and liabilities related to functions and
8 services defined in section 1. Local improvement and other special districts wholly within a county,
9 upon decision of the county governing body, may be divested of such assets, rights and liabilities in a
10 manner prescribed by the county governing body. Where a special district encompasses territory in
11 more than one county, adjoining counties may concurrently assume assets, rights, and liabilities as de-
12 scribed in this section. Decisions approving proposals for the merger, consolidation, or dissolution of a
13 special district shall provide for the equitable disposition of the assets of the subject district, for the ade-
14 quate protection of the legal rights of employees of the district as specified in [cite here statutes which
15 afford various civil service and tenure protection to employees of special districts], and for adequate
16 protection of the legal rights of creditors.

² Some states may wish to include additional functions.

SUPERVISION OF SPECIAL DISTRICTS

More than 21,000 “special districts” existed in the United in 1967, according to the *Census of Governments*; their total expenditures exceeded \$4.4 billion, and their current revenues, mostly from taxes and service and toll charges, exceeded \$3.8 billion.

These data clearly indicate the impact of special districts on local government in the United States. Despite this fact, the activities of special districts and the activities of State government and units of general local government frequently are not coordinated. In addition, adequate information concerning special district activities often is not available to the general public. Even where a special district is governed by elected officials, the turnout for district elections is extremely small and the availability of financial and other data relating to the district activities often is non-existent. This is true even in some States where statutes provide for a State agency to review, or at least be informed of, the financial operations of special districts.

The suggested act is designed to insure that special district activities are related to those of county government and to guarantee the availability to the general public of appropriate information concerning the activity of districts.

Section 1 sets forth the act’s purpose and Section 2, definitions. Section 3 requires approval by the county of land acquisitions by special districts located in the county. If the acquisition is near the boundaries of other jurisdictions, approval of these units is also required. Where the activity engaged in by the district affects a State function, approval by the appropriate State agency is required. If a local government or a State agency denies approval of the proposed land acquisition, the special district may seek judicial review of the decision.

Section 4 provides for an advisory review by a county government and, where appropriate, by State agencies of proposed capital improvements by a special district. Such a review is merely advisory.

Section 5 requires that notification be given a State official and a county official of activities of existing and newly created special districts.

Section 6 directs a State agency, to the extent feasible, to establish uniform budget and accounting standards for all special districts and to audit or approve private audits of district accounts.

Section 7 provides the means whereby taxpayers can be informed of all special district property taxes and assessments they pay when they are notified of county and municipal taxes and assessments.

Section 8 directs counties in preparing annual reports to include pertinent information on the activities of special districts operating within their territory.

Section 9 provides for review and approval of modification, by a State agency, of service charges or tolls assessed by special districts where such services and tolls are not already approved or reviewed by a county for a State or Federal agency.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act to coordinate special district activities with activities of other governments and to insure public availability of information relating to special district activities."]

(Be it enacted, etc.)

1 *Section 1. Purpose and Policy.* It is the purpose of this act to establish certain minimum proce-
2 dures to insure that the activities of special districts are properly coordinated with those of other govern-
3 mental units within the state. Further, it is essential that special districts as well as other governmental
4 units, take affirmative action to insure that the public is fully aware of the activities of all governmental
5 entities operating within a particular community.

6 *Section 2. Definitions.* As used in this act:

7 (1) "Special district" means [any agency, authority, or political subdivision of the state organized
8 for the purpose of performing governmental or prescribed functions within limited boundaries. It in-
9 cludes all political subdivisions of state except a city, a county, a town, or a school [district].

10 (2) "Governing body" means the body possessing legislative authority in a city, county, or special
11 district.

12 *Section 3. Land acquisitions by Special Districts.* (a) Prior to acquisition of title to any land by a
13 special district authorized by law to acquire land, the district shall submit to the city and/or county in
14 which such land is located a statement indicating its intention to acquire the land. If the land is located
15 within the territorial limits of two or more cities and/or counties, the statement shall be submitted to
16 each of them.

17 (b) The statement shall be in the form of a resolution adopted by the governing body of the dis-
18 trict, indicating the intention of the district to acquire the land, and shall contain a brief but appro-
19 priate identification of the land to be acquired, an indication of the use to which it will be put, and
20 other information the district deems appropriate.

21 (c) Within [30] days after receipt of the statement of intention to acquire land, the governing
22 body of the county and the governing bodies of those located within two miles of the proposed land
23 acquisition, shall by resolution indicate their approval or disapproval of the proposed acquisition; a
24 resolution disapproving the proposed acquisition shall state the reasons therefor.

25 (d) If the special district is performing a function which directly affects a program conducted
26 by the state, upon receiving approval for the acquisition pursuant to subsection (b), it shall transmit
27 a copy of its statement of intention and the approving resolution or resolutions to the [office of local
28 affairs or the secretary of state] who shall immediately refer the material to the [state agency responsible

1 for the administration of the state program involved]. The state agency shall, [30] days from receipt
2 of the material, either approve or disapprove the proposed acquisition. The agency shall approve the
3 proposed acquisition of land unless it finds that the acquisition or proposed use would be inconsistent
4 or in conflict with state policy or an approved state plan for providing governmental services. The
5 state agency's action shall be communicated to the governing body of the district by an order signed
6 by the [head of the state agency], and if the proposed acquisition is disapproved, the order shall
7 state the reasons therefor.

8 (e) Upon receiving approvals required pursuant to this section, a special district may proceed
9 with the acquisition of land as otherwise authorized by law.

10 (f) If any governing body of a city or county or a state agency refuses to give approval to the pro-
11 posed acquisition of land, the special district may challenge the decision by bringing suit in the [county
12 court of general jurisdiction] in which the land is located. The court shall review the material pertinent
13 to the proposed land acquisition and reasons for disapproval of the acquisition and shall render a deci-
14 sion either sustaining or overruling the disapproval. Finding of the agency or local government shall
15 be conclusive as to questions of fact. The court may affirm the decision or remand the matter for
16 further consideration. The court may reverse a denial where it finds that the denial was arbitrary or
17 capricious or characterized by abuse of discretion or clearly and unwarranted exercise of discretion.

18 *Section 4. Capital Improvements by Special Districts.* (a) Any proposal by a special district
19 for the construction of capital improvements shall be submitted, for comment, to the governing bodies
20 of cities and counties within which the proposed improvements would be made, and in the event that
21 the district is performing a function that directly affects a program conducted by the state, to the
22 [office of local affairs or secretary of state] for transmittal to the state agency responsible for the
23 operation of the state program at least [60] days prior to final action of the governing body of the
24 district adopting the proposed capital improvement.

25 (b) Cities, counties, and/or state agencies receiving proposals for special district capital improve-
26 ments shall review such proposals and, within [60] days after receipt thereof, may submit their com-
27 ments thereon to the governing body of the special district. Upon receipt of the comments of all
28 jurisdictions or agencies notified pursuant to this section, or [60] days after the transmittal of the
29 proposed improvement program to such jurisdictions and agencies, the governing body of the district
30 may adopt the proposed capital improvements, with or without modification, as part of the district
31 program as otherwise authorized by law.

32 *Section 5. Reporting the Creation of Special Districts.* (a) The governing body of any existing
33 special district shall, within [30] days after the adoption of this act, notify the [office of local affairs
34 or secretary of state] and the [clerk of the county governing body or bodies] in which it is authorized

1 to operate of its existence. The notification shall include a citation to the statute pursuant to which it
2 was created and a brief description of its activities and service area.

3 (b) The governing body of a newly created special district shall submit, at its first meeting, notifi-
4 cation of its existence as directed in subsection (a), and within one year of such meeting, a brief descrip-
5 tion of its activities and service area.

6 *Section 6. Uniform Special District Accounts.* (a) The [appropriate state agency]¹ shall establish
7 minimum standards of uniformity for the budget and accounts of all special districts operating within this
8 state.

9 (b) The [appropriate state agency] annually shall audit the accounts of all special districts operat-
10 ing within the state, [or may approve annual private audit of the accounts of special districts performed
11 at the expense of the district]. The reports of [private auditors shall be transmitted to the [appropriate
12 state agency] and the reports of private auditors and] audits made by the [appropriate state agency] shall
13 be transmitted to the county or counties within which the special district is authorized to operate.

14 *Section 7. Special District Property Taxes and Special Assessments.* (a) Every special district
15 authorized by law to levy a property tax or a special assessment shall annually inform each county and
16 city within which it operates of the tax and/or special assessment rate levied by the district and the as-
17 sessed valuation of property against which the tax is levied and the basis for the assessment rate.

18 (b) The counties and cities so notified shall provide an itemization of special district property
19 taxes and assessments levied against the property when furnishing tax [bills or receipts] to property
20 owners within their borders.

21 *Section 8. City and County Annual Reports.* The annual report of any county or city issuing
22 a report shall include, in addition to any other information required by law, pertinent information on
23 the activities of all special districts operating wholly or partially within the territory of the city or county.

24 *Section 9. Review of Special District Service Charges.* The [state public service commission] shall
25 review and approve, disapprove, or modify proposed service charges or tolls assessed by special districts
26 within the state authorized to levy such charges or tolls, but the review shall not extend service charges
27 or tolls levied by special districts which are otherwise approved or reviewed by the governing body of a
28 county or a city or a state or federal agency. If the [public service commission] finds that the proposed
29 service charge or toll is unreasonable [or is excessive in relation to the value of the service provided or to
30 be provided], it may disapprove or modify the proposed charge or toll. The [public service commission]
31 is authorized to establish necessary rules and procedures to carry out its responsibilities under this section.

32 *Section 10. Separability.* [Insert separability clause.]

33 *Section 11. Effective Date.* [Insert effective date.]

¹ If there is an agency of state government exercising supervisory responsibility over the fiscal affairs or activities of local government, this agency should be inserted. If no such agency exists, either an office of local affairs or the state audit agency should be inserted.

COUNTY SUBORDINATE SERVICE AREAS

This measure is designed to minimize the need for special districts by authorizing counties to create subordinate service areas in order to provide and finance one or more governmental services within a portion of the county.

Where counties do not possess authority to create such areas there are only three alternatives available: the service can be financed from general county revenues which are derived from all residents of the county; the area desiring the service can create a special district; or the residents can do without the service. The first alternative may be inequitable as well as politically unacceptable and the third alternative incompatible with the public interest — thus the demand for special districts.

The following suggested act is designed to authorize counties to establish subordinate service areas in order to provide any governmental service or additions to existing countywide services in such areas which the county is otherwise authorized by law to provide. Section 2 defines a county subordinate service area and section 3 permits the county governing body to set taxes within such areas of a different level than the overall county tax rate in order that only those receiving a particular service pay for it. A constitutional amendment may be necessary in some States to permit use of this device (suggested amendment language is included).

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act to authorize counties to establish subordinate service areas in order to provide and finance governmental services."]

(Be it enacted, etc.)

1 *Section 1. Purpose.* It is the purpose of this act to provide a means by which counties as units
2 of general local government can effectively provide and finance various governmental services for their
3 residents.

4 *Section 2. Definition.* "Subordinate service area" means an area within a county in which one
5 or more governmental services or additions to countywide services are provided by the county and fi-
6 nanced from revenues secured from within that area.

7 *Section 3. Establishment of Service Areas.* Notwithstanding any provision of law requiring uni-
8 form property tax rates on real or personal property within a county, counties may establish subordi-
9 nate service areas to provide and finance any governmental service or function which they are otherwise
10 authorized to undertake.¹

11 *Section 4. Creation by [County Governing Body].* The [county governing body] may establish
12 a subordinate service area in any portion of the county by adoption of an appropriate resolution. The
13 resolution shall specify the service or services to be provided within the subordinate taxing area and shall
14 specify the territorial boundaries of the area. Adoption of a resolution shall be subject to the publica-
15 tion, hearing, and referendum provisions of law relating to [county governing body].

16 *Section 5. Creation by Petition.* (a) A petition signed by [] percent of the qualified voters
17 within any portion of a county may be submitted to the [county governing body] requesting the
18 establishment of a subordinate county service area to provide any service or services which the county
19 is otherwise authorized by law to provide. The petition shall include the territorial boundaries of the
20 proposed service area and shall specify the types of services to be provided therein.

21 (b) Upon receipt of the petition and verification of the signatures thereon by the [county clerk],
22 the [county governing body] shall, within [30] days following verification, hold a public hearing on
23 the question of whether or not the requested subordinate service area shall be established.

24 (c) Within [30] days following the holding of a public hearing, the [county governing body] by

¹ If the service is to be financed wholly or partly from property tax revenues, some states may have to amend constitutional provisions requiring uniform tax rates within a county. See the suggested constitutional amendment that follows this suggested legislation.

1 resolution, shall approve or disapprove the establishment of the requested subordinate county service
2 area. A resolution approving the creation of the subordinate service area may contain amendments or
3 modifications of the area's boundaries or functions as set forth in the petition.

4 *Section 6. Publication and Effective Date.* Upon passage of a resolution authorizing the creation
5 of a subordinate county service area, the [county governing body] shall cause to be published [once] in
6 [] newspapers of general circulation a concise summary of the resolution. The summary shall include
7 a general description of the territory to be included within the area, the type of service or services to
8 be undertaken in the area, a statement of the means by which the service or services will be financed,
9 and a designation of the county agency or officer who will be responsible for supervising the provision
10 of the service or services. The service area shall be deemed established [30] days after publication or
11 at such later date as may be specified in the resolution.

12 *Section 7. Referendum.* (a) Upon receipt of a petition signed by [] percent of the qualified
13 voters within the territory of the proposed service area prior to the effective date of its creation as spec-
14 ified in section 6, the creation shall be held in abeyance pending referendum vote of all qualified electors
15 residing within the boundaries of the proposed service area.

16 (b) The [county governing body] shall make arrangements for the holding of a special election
17 not less than [30] nor more than [60] days after receipt of such petition within the boundaries of the
18 proposed taxing area. The question to be submitted and voted upon by the qualified voters within
19 the territory of the proposed service area shall be phrased substantially as follows:

20 Shall a subordinate service area be established in order to provide — [service
21 or services to be provided] financed by [revenue sources]?

22 If a majority of those voting on the question favor creation of the proposed subordinate service area,
23 the area shall be deemed created upon certification of the vote by the [county board of elections]. The
24 [county board of elections] shall administer the election.

25 *Section 8. Expansion of the Boundaries of a Subordinate Service Area.* The [county governing
26 body], on its own motion or pursuant to petition, may enlarge on any existing subordinate county
27 area pursuant to the procedures specified in sections 4 through 7. Only qualified voters residing in the
28 area to be added shall be eligible to participate in the election, but if []² percent of qualified voters
29 residing in the area to be added shall be eligible to participate therein, all qualified voters residing in
30 the proposed service area shall be eligible.

31 *Section 9. Financing.* Upon adoption of the next annual budget following the creation of a sub-
32 ordinate county service area the [county governing body] shall include in such budget appropriate

²This percentage should be the same as that specified in subsection 7 (a).

1 provisions for the operation of the subordinate service area including, as appropriate, a property tax
2 levied only on property within the boundaries of the subordinate taxing area or by levy or a service
3 charge against the users of such services within the area, or by any combination thereof.

4 *Section 10. Separability.* [Insert separability clause.]

5 *Section 11. Effective Date.* [Insert effective date.]

Removal of Constitutional Barriers to Financing County Subordinate Areas

As mentioned earlier, some states may find it necessary to amend constitutional provisions requiring uniform tax rates within a county, if a service is to be financed wholly or partly from property tax revenues. The following amendment is offered for consideration in those states that have uniform tax rate provisions that constitute a barrier to financing county subordinate service areas.

Suggested Constitutional Amendment

*[Title, format, and procedural practices for constitutional
amendment should conform to state practice and requirements.]*

1 Notwithstanding any provision of this constitution requiring uniform tax rates on real or per-
2 sonal property within a county, the legislature may authorize counties to (1) levy annually a tax on
3 property within the boundaries of any county subordinate service area created pursuant to an act of
4 the legislature, which tax may be separate and in addition to the annual tax imposed on a countywide
5 basis, and (2) incur indebtedness on a countywide basis for the purpose of performing functions and
6 providing facilities and services within such a county subordinate service area. Any tax levied or in-
7 debtedness incurred under the authority of this section is subject to such limitations as may be
8 established by the legislature.

COUNTY POWERS IN RELATION TO LOCAL PLANNING AND ZONING ACTIONS

The benefits of sound city planning and zoning have been widely recognized by public officials throughout the country. Much of the development taking place in urban areas today is influenced by local plans and their related zoning ordinances, subdivision regulations, and capital improvement programs. In metropolitan areas, however, much of this is planning for individual cities rather than effective planning for the entire urban area. What is missing is coordination of those municipal planning and zoning actions that have an effect beyond local boundaries.

In many instances, municipal development policies and regulations in metropolitan areas tend to discriminate against groups of persons and certain types of land uses to the disadvantage of residents of the whole region. The responsibility for areawide coordination of planning and zoning matters, therefore, should rest with larger units of government encompassing most, if not all, of the metropolitan area, with sufficient legal power to participate in development decisions and at the same time represent a diversity of viewpoints found in the community. In many places, this function could appropriately be lodged within the county government.

The suggested legislation contains a three-fold approach to county-municipal planning and zoning relationships in metropolitan areas. Under the act, the county reviews and approves certain planning and zoning actions of existing municipalities between 5,000 and 30,000 population; exercises its planning and zoning authority in all existing municipalities of less than 5,000 population; and exercises its planning and zoning authority in all municipalities incorporated within the county after the passage of the act until the population of the municipalities exceeds 30,000.

It establishes a procedure in metropolitan areas of the State for county review and approval of certain local planning and zoning actions that have an effect beyond local boundaries or that affect development with a countywide impact.

Municipalities from 5,000 to 30,000 population must submit certain planning and zoning actions to the county for approval with respect to consistency with countywide planning objectives, including discouragement of exclusive or fiscal zoning practices. Because the county would not be concerned with municipal planning and zoning matters that are wholly local in nature and effect, the proposed legislation does not remove the power to zone or plan from these municipalities.

The draft bill authorizes a county to review the three major regulatory measures of planning – zoning, subdivision regulation, and the official map – provided that the county has adopted, approved, or filed a comprehensive plan or development policy document. The municipalities must refer any proposals to the county that would have the effect of changing the use of real property bordering major county or State highways and parks, of decreasing the front yard set back or minimum lot width of any property abutting any such highways or parks, of connecting any new street into any such highways, of connecting new drainage lines into existing channel lines, and of reducing residential densities to less than three families per acre. These categories include virtually all planning or zoning actions likely to have an effect beyond the corporate limits.

A county may make recommendations to the municipality on a referred proposal. The municipality may not act contrary to the county recommendations, unless it adopts a resolution setting forth its reason for such action and files a resolution with the county planning agency. The county then may review the local resolution and reverse the municipality if, in its judgment, the proposal still does not meet countywide objectives as set forth in the county plan. The draft bill assumes that municipal or county action is subject to judicial review.

While local desires should not obstruct essential needs of the county, neither should local interests be arbitrarily over-ridden if countywide needs can be satisfied in a manner compatible with the locality's interests.

The suggested legislation also contains provisions to maximize inter-municipal coordination of planning and zoning activities. Notice of certain municipal planning and zoning actions on real property within 500 feet of any abutting municipality must be sent to the affected municipality. The abutting municipality may recommend changes or modifications of the proposal. The municipal agency having jurisdiction may override changes suggested by the abutting municipality by a majority vote or by adoption of a resolution setting forth its reasons for contrary action. The resolution must be filed with the clerk of the abutting municipality and with the county planning agency.

The draft bill is primarily concerned with review and approval procedure. Many State legislatures, however, may find it desirable to redefine existing statutory powers and duties of county or other areawide planning agencies. The legislature should provide clear direction to the planning agency so that it concerns itself with matters of countywide significance, rather than local concerns that have no areawide repercussions.

Suggested Legislation

*[Title should conform to state requirements. The following is a suggestion:
"An act prescribing the planning and zoning powers and duties of counties¹
in metropolitan areas in relation to municipalities of the county."]*

(Be it enacted, etc.)

1 *Section 1. Purpose.* It is in the public interest that within metropolitan areas certain classes of
2 proposed municipal planning and zoning actions be subject to review and approval by the county plan-
3 ning agency for the county in which such municipality is located; that abutting municipalities be in-
4 formed, in certain instances, of such proposed actions in order to aid in coordinating planning and
5 zoning actions among municipalities; that the planning and zoning authority of certain small munic-
6 ipalities and newly incorporated municipalities be exercised by the county because of the lack of ade-
7 quate technical and administrative resources in such municipalites to plan effectively for future develop-
8 ment; and that counties exercise such planning and zoning authority by applying such pertinent inter-
9 community and countywide considerations as may be set forth within the [adopted, approved, or
10 filed] county comprehensive plan or development policy document.

11 Where a county has [adopted, approved, or filed] a comprehensive plan or other overall develop-
12 ment policy document, it is the purpose of this act to secure conformity to such plan notwithstanding
13 any contrary municipal policies that may be in conflict with such plan.

14 *Section 2. Scope of this Act.* This act shall be effective within metropolitan areas of the state.

15 *Section 3. Definitions.* As used herein:

16 (1) "Metropolitan area" is an area designated as a "standard metropolitan statistical area" by

¹Some states may prefer to use regional agencies for this purpose.

1 statistical area” by the U. S. Bureau of the Census.¹

2 (2) “Municipality” shall mean any [city, town, village, or borough], but not a county.

3 *Section 4. Municipal Planning and Zoning Actions to be Submitted to the County; Action by*
4 *the County.* (a) Any municipality of less than [30,000] and more than [5,000] population, as deter-
5 mined by the latest official census, located within a metropolitan area and in a county that has an [adopted,
6 approved, or filed] county comprehensive plan or overall development policy document shall give notice
7 to the county of any proposal which, if adopted, would have the result of (1) changing the types of uses
8 permitted on property abutting any federally aided or state highway, parkway, or throughway, or any
9 county road or parkway or federal, state, or county park within the municipality, (2) decreasing the re-
10 quired minimum setback or the minimum frontage or average width of any property abutting any fed-
11 eral or state highway, parkway, or throughway, or any county road or parkway or federal, state, or county
12 park within the municipality, (3) connecting any new street directly into any federal, state, or county
13 highway, parkway, throughway, or road, (4) connecting any new drainage lines directly into any
14 channel lines as established by the county, or (5) reducing permitted residential density to less than
15 [three] families per acre. The notice shall be mailed by the municipality to the county at least [15]
16 days prior to any hearing or other action scheduled in the municipality to consider the proposal.

17 (b) If the county to which referral is made [or an authorized agent of the county] determines
18 that the grant or denial of any proposal referred to in subsection (a) hereof would affect any county
19 policy pursuant to section 5 of this act, it shall report its recommendations thereon to the referring
20 municipal agency, accompanied by a full statement of the reasons for the recommendation. If the
21 county fails to report within [15] days after receiving notice of the hearing, the municipal body having
22 jurisdiction to act may do so without such report.

23 (c) The municipality having jurisdiction shall act in accordance with the recommendations of the
24 county unless the municipality adopts a resolution fully setting forth the reasons for contrary action.
25 The resolution shall be filed with the county within [7] days from the adoption of the resolution. The
26 municipal action shall not become effective until [30] days have elapsed from the date the resolution
27 is filed.

28 (d) Notwithstanding any resolution or action taken pursuant to subsections (b) and (c) hereof,
29 the county within the [30] day period may review the municipal action and reverse its action by resolu-
30 tion of the [county governing body] upon specific findings of fact that the municipal action is not in ac-
31 cordance with the material provisions of the [adopted, approved, or filed] county comprehensive plan or
32 overall development policy document. The comprehensive plan or development policy shall contain

¹Particular states may find it necessary for constitutional reasons or otherwise desirable to apply a somewhat different definition, tailored to their circumstances, as some Bureau of Census designated “metropolitan areas” include counties primarily oriented to rural rather than urban problems. For example, other quantitative factors may be used in a metro-
politan area definition, such as population density expressed in a number of persons per square mile, or percentage of county residents employed in the central city.

1 standards as set forth in section 5 of this act.

2 *Section 5. Standards and Policies for County Review.* (a) In the exercise of power conferred by
3 this act, the county shall prepare and adopt standards and policies as part of its comprehensive plan
4 or overall development policy document which takes into account the existing and future areawide
5 needs with sufficient specificity that they may be used:

6 (1) by municipalities located within the county as a guide to municipal action that may
7 affect development outside its boundaries;

8 (2) by the courts in reviewing the decisions of government officials and agencies rendered
9 pursuant to this act.

10 (b) County review of municipal planning and zoning actions, as set forth in section 4 hereof, shall
11 be governed by the adoption by the county of specific policies and standards to:

12 (1) assure that a wide range of housing choices and prices is available to residents of the
13 county;

14 (2) assure that regulations and actions affecting the location of commercial and industrial
15 development, hospitals, educational, religious, and charitable institutions take into consideration county-
16 wide needs.

17 (c) If the proposed municipal action excludes types of development set forth in subsection (b)
18 hereof, the county shall declare such exclusionary action unreasonable if it is not:

19 (1) necessary to public health or safety; or

20 (2) necessary to the preservation of the established physical character of the area affected; or

21 (3) specifically authorized in the county comprehensive plan or other official development
22 policy document.

23 *Section 6. Municipal Planning and Zoning Actions to be Submitted to Contiguous Municipalities;*

24 *Action by Contiguous Municipalities.* (a) Each municipality in the county shall give notice of any
25 action scheduled in the municipality in connection with: (1) changing the types of uses permitted of
26 any property located within five hundred feet of any contiguous municipality [in the county]; (2) a
27 subdivision plat relating to land within five hundred feet of any contiguous municipality [in the county];
28 or (3) the proposed adoption or amendment of any official map, relating to any land within five hundred
29 feet of any contiguous municipality [in the county], to such municipality. The notice shall be given at
30 least [15] days prior to any action to the clerk of the contiguous municipality affected. The action shall
31 be deemed sufficient notice under this or any other law requiring notice of the action.

32 (b) The municipality to which referral is made [or an authorized agent of the municipality] may
33 file a memorandum of its position. If the municipality fails to report within the period of [15] days
34 after receiving notice of the hearing, the municipality having jurisdiction to act may do so without the
35 report. If the contiguous municipality disapproves the proposal, or recommends changes or modifications

1 thereof, the municipal agency having jurisdiction shall not act contrary to the disapproval or recom-
2 mendation except by a majority vote of all the members thereof and after the adoption of a resolu-
3 tion fully setting forth the reasons for its contrary action. Copies of the resolution shall be filed with
4 the clerk of the contiguous municipality and with the county.

5 *Section 7. County Planning and Zoning Authority in Small Municipalities.* (a) Each county
6 located in a metropolitan area shall exercise planning and zoning authority for:

7 (1) all municipalities within the county having a population of less than [5,000] as deter-
8 mined by the latest official census, but existing plans and planning and zoning ordinances shall remain
9 in effect until altered by the county; and

10 (2) all municipalities hereinafter incorporated within the county until the population of a
11 municipality exceeds [30,000] persons as determined by the latest official census within its territory,
12 but county authority shall continue until the municipality adopts a [resolution] [ordinance] whereby
13 the municipality assumes planning and zoning authority and provides for the exercise thereof in conform-
14 ance with [cite appropriate planning and zoning enabling legislation].

15 County authority shall be exercised in accordance with, and in a manner prescribed by, [cite statute
16 granting authority for counties to exercise planning and zoning authority].

17 (b) If any municipalities referred to in subsection (a) hereof are located in more than one county,
18 the county having the larger population shall exercise planning and zoning authority within those muni-
19 cipalities.¹

20 *Section 8. County Zoning Regulations Within Municipal Jurisdictions.* The county zoning ordi-
21 nance may regulate territory within the zoning jurisdiction of any municipality whose governing body,
22 by resolution, agrees to such regulation if the county governing body, by resolution, agrees to exercise
23 such authority. The municipal governing body may, upon one year's written notice, withdraw its ap-
24 proval of the county zoning regulations and those regulations shall have no further effect within the
25 municipality's jurisdiction.

26 *Section 9. Separability.* [Insert separability clause.]

27 *Section 10. Effective Date.* [Insert effective date.]

¹When using this provision, states will want to review other statutory requirements applicable to municipalities in more than one county to assure that no statutory conflicts exist.

COUNTY CONSOLIDATION

In many areas, the county, as an existing unit of government with appropriate geographical jurisdiction, can provide the public facilities and services necessary to supplement urban growth. In some instances, the effective performance of functions by counties, particularly those involving large scale urban development, may require a wider area of jurisdiction than a single county.

Where the economic, social, and natural patterns of urban growth extend beyond a single county, consolidating counties may offer a feasible alternative to superimposing an additional areawide level of government. County consolidation might well provide the most workable areawide approach to providing urban services, since it builds on an existing governmental structure.

The following draft legislation would facilitate the consolidation of counties in those States desiring to permit local initiative on consolidation proposals. Section 1 authorizes the governing bodies of two or more counties to enter into an agreement to consolidate their counties. Section 2 permits qualified voters to petition their governing bodies to effect a consolidation agreement. Section 3 requires the consolidation agreement to be submitted to the voters in the counties proposed to be consolidated before the agreement can become effective. Finally, Section 4 transfers all property and debts to the consolidated county, except that bonded debt remains in effect after consolidation as a debt of that portion of the merged unit that is within the limits of the original county.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion: "An act Authorizing the Consolidation of Counties."]

1 *Section 1. Consolidation Authorized.* Any two or more adjoining counties may consolidate into
2 a single county. The [governing bodies] of the counties to be consolidated may enter into an agree-
3 ment to consolidate their respective counties, setting forth such facts as: (1) the names of the counties;
4 (2) the name under which it is proposed to consolidate, which name must be distinguishable from the
5 name of any other county in the state, other than the consolidating counties; (3) the property, real and
6 personal, belonging to each county, and its fair value; (4) the indebtedness, bonded and otherwise of
7 each county; (5) the proposed name and location of the county seat; (6) the proposed form of organi-
8 zation and government; (7) the terms for apportioning tax rates to service the existing bonded indebted-
9 ness of the respective counties; and (8) other terms of the agreement.

10 *Section 2. Petition.* The qualified voters of any county may file a petition, signed by at least
11 [10] percent of the qualified voters, with the [governing body] requesting the [governing body] to
12 effect a consolidation agreement with the county (or counties) named in the petition.

13 *Section 3. Referendum.* The question of consolidation shall be submitted to the voters in the
14 counties proposed to be consolidated. If approved by a majority of those voting on the question in
15 each county, the proposed consolidation shall become effective according to the terms of the con-
16 solidation agreement.

1 *Section 4. Effects of Consolidation.* All the rights, privileges and franchises of each of the
2 counties and all property, real and personal, and all debts due on whatever amounts, belonging to
3 and of the counties, are transferred to and vested in the consolidated county: Provided, that all
4 bonded debt of each county remains in effect after consolidation as a debt of that portion of the
5 consolidated county within the limits of the former county that incurred the debt.

STATE ASSISTANCE FOR COUNTY CONSOLIDATION*

The following draft legislation permits a State to assume a positive role in actively encouraging two or more counties to consolidate, merge or combine. Section 1 authorizes any State department or agency to furnish and make available technical and financial assistance, or any other incentives, to county governments seeking such action.

A transition annual grant from the State to the resulting new county is authorized in Section 2. The legislation permits the State to provide financial help up to a maximum of five years and up to 20 percent of the real property tax collections of the combining units for the fiscal year preceding the merger. An alternative Section 2 is included, that would provide for State assumption of the outstanding debt of the combining units.

Section 3 is designed to allow a State guarantee to employees of merging units of employment rights with county or State government at levels of remuneration, responsibility and civil service status commensurate with those prevailing prior to the merger. Section 4 provides a state guarantee to employees of merging units against any loss of retirement or pension rights as a result of the merger.

Section 5 provides a separability clause and section 6 the effective date of the bill.

Suggested Legislation

[Title should conform to state requirements. The following is a suggestion:
“An act providing state assistance for county consolidation.”]

(Be it enacted, etc.)

1 *Section 1. General Authority.* The state and all departments, boards, bureaus, commissions
2 and other agencies thereof are hereby authorized and empowered, within the limitations of the
3 Constitution and the provisions of this act, to furnish and make available services, assistance funds,
4 property, and other incentives to two or more counties in connection with the consolidation,
5 combining, merger by the two or more counties.

6 *Section 2. Transition Grants.* Within the limitations imposed by this part, the [insert the head
7 of appropriate state agency, such as the state department of local affairs, or other appropriate agency]
8 is empowered and directed to certify to the State Treasurer for payment to a county, a transition
9 grant to facilitate a merger, consolidation, or combination of two or more counties. Such payment
10 is to be made to the surviving or consolidated unit. The purpose of the grant is to encourage the

*This measure is not based on a specific ACIR recommendation, but is in harmony with other Commission proposals relating to improving State-local relationships.

1 restructuring of local government along more economical and effective lines and to help absorb
2 non-occurring expenses incurred by the merging or combining counties in bringing about the
3 reorganization and subject to the following conditions in limitations:

4 (a) Transition grants may be made annually, up to a maximum of five years.

5 (b) The payment in any one year may not exceed [20] percent of the combined collection
6 from real property taxes by the counties involved in the merger.

7 (c) Transition grants may not be provided for the absorption of the jurisdiction or functions
8 of special units of local government by a county.

9 (d) No transition grant may exceed a total amount of [\$1 million] during the life of the
10 grant.

11 [Section 2. Assumption of Local Debt.* Upon certification by the [head of appropriate
12 state agency] that a merger, consolidation, or combination of two or more counties has been
13 accomplished and that such action is expected to result in future savings in governmental costs or
14 improvements in the amount and quality of governmental services of such magnitude as to warrant
15 the assumption by the state of all or specified part of the outstanding debt of the merging, consoli-
16 dating, or combining units, the State Treasurer is empowered as directed to exchange the general
17 obligations of the State for the portion of the outstanding instrument of local indebtedness
18 certified as necessary by the [head of appropriate state agency] , subject to the following
19 limitations:

20 (a) No more than [\$25 million] of county debt may be assumed pursuant to this part in any
21 one fiscal year;

22 (b) Assumption of debt of a single county may not exceed the total collections from taxes on
23 real property by that county for the preceding fiscal year; and

24 (c) No more than [\$3 million] of county debt may be assumed from any one county under
25 the authority of this act.]

26 Section 3. Adjustment in Functional Grant. To encourage county consolidation, heads of
27 state departments and agencies are authorized to revise cost-sharing arrangements with consolidated
28 counties whereby the state share of the cost of aided county programs is increased by []
29 percent. Such revision may take place only if a finding is made by such agency or department heads
30 and agreed to by the [head of appropriate state agency] that commensurate economy in total

*This Section, dealing with state assumption of local debt, is an alternative to the transition grant approach provided in Section 2.

1 state-local costs or a commensurate improvement in the quality of the governmental services
2 affected will result from such consolidation, combination, or merger. The state and its foresaid
3 agencies are hereby authorized to execute such contracts, plans or other documents as may be
4 necessary to affectuate the purposes herein.

5 *Section 4. Protection of Civil Service and Retirement Rights, of Employees of Merging Units.*

6 (a) The [head of appropriate state agency] and the [head of the civil service agency] are
7 authorized and directed to assure, through the issuances of appropriate regulations that employees
8 of the counties merging, combining, or consolidating, pursuant to the provisions of this act receive
9 new employment status privileges and rights not less favorable than those formally enjoyed and that
10 if positions of comparable responsibility, status, and remuneration are found not to be available
11 with the surviving or new county, such employee or employees shall be provided comparable civil
12 service status in the state service and made eligible for immediate employment by any and all
13 agencies and instrumentalities of the state in positions of comparable responsibility, remuneration
14 and status.

15 (b) The [head of appropriate state agency] and the [head of the state employees retirement
16 system] are authorized and directed to assure that employees of counties merging, combining, or
17 consolidating, pursuant to provisions of this act, do not suffer loss of pension or retirement rights
18 as a result of such merger, combination, or consolidation. The surviving or resulting county shall
19 provide retirement rights to those employees retained at least as favorable to such employees as
20 those provided in the immediately preceding employment. Those employees for whom comparable
21 employment cannot be found as described in subsection (a) above, shall be accorded immediately
22 vested rights to the state retirement system, such rights to be commensurated with those accumulated
23 in the retirement system of the preceding county employer. The [head of appropriate state agency]
24 shall reimburse the state employee retirement fund for the additional cost accruing to the state for
25 the action specified herein or in accordance with regulations issued pursuant to this subsection. [The
26 costs of such reimbursement shall be subtracted from the transition grants made pursuant to this
27 act to surviving or resulting counties.]

28 *Section 5. Separability Clause.* [insert separability clause]

29 *Section 6. Effective Date.* [insert effective date]

APPENDIX A - 2

International City Management Association's Criteria for the General Management Position in County Government

The position shall be filled by appointment made by an elected representative and/or representatives and shall be responsible to an elected representative and/or representatives.

The position should have direct responsibility for policy formulation on overall problems.

The position should have major responsibility for preparation and administration of the operating and capital improvement budgets.

The position should exercise influence in the appointment of key administrative personnel.

The position should have/continuing direct relationships with operating department heads on the implementation and administration of programs.

Responsibilities of the position should include extensive external relationships involving the overall problems of county management and operation.

The qualifications for the position should be based on educational and administrative background of candidates.

APPENDIX A - 3

International City Management Association's Criteria for the Council Manager Position in County Government

The manager should be appointed by a majority of the council for an indefinite term and removable only by a majority of the council.

The position should have direct responsibility for policy formulation on overall problems.

The manager should be designated by legislation as having responsibility for preparation of the budget, presentation to the council, and direct responsibility for the administration of the council approved budget.

The manager should be delegated by legislation the full authority for the appointment and removal of at least most of the heads of the principal departments and functions of the county government.

Those department heads whom the manager appoints should be designated by legislation as administratively responsible to the manager.

Responsibilities of the position should include extensive external relationships involving the overall problems of county operation.

The qualifications for the position should be based on the educational and administrative background of candidates.

APPENDIX A - 4

**Counties Recognized by the National Association of
Counties as County Administrator Counties
November 1971**

Alabama - 1

Montgomery

Arizona - 3

Maricopa
Mohave
Pima

California - 41

Alameda
Butte
Calaveras
Colusa
Contra Costa
El Dorado
Fresno
Humboldt
Imperial
Inyo
Kern
Kings
Lake
Los Angeles
Madera
Marin
Mendocino
Merced
Monterey
Napa
Orange
Placer
Riverside
Sacramento
San Bernardino
San Diego
San Joaquin
San Luis Obispo
San Mateo
Santa Barbara
Santa Clara
Santa Cruz
Shasta
Siskiyou
Solano
Sonoma

Stanislaus
Sutter
Tulare
Ventura
Yolo

Colorado - 3

Adams
Jefferson
Montrose

Delaware - 1

Sussex

Florida - 7

Broward
Dade
Hillsborough
Palm Beach
Pinellas
St. Lucie
Sarasota

Georgia - 11

Bibb
Chatham
De Kalb
Dougherty
Floyd
Fulton
Glynn
Hall
Muscogee
Richmond
Wayne

Illinois - 1

Du Page

Maryland - 5

Carroll
Cecil
Charles
Wicomico
Worcester

Michigan - 10

Calhoun
Genesee
Kalamazoo
Kent
Macomb
Monroe
Muskegon
Oakland
St. Clair
Washtenaw

Minnesota - 9

Anoka
Dakota
Hennepin
Itasca
Olmstead
Ramsey
Scott
Washington
Wright

Montana - 1

Petroleum

Nebraska - 1

Douglas

Nevada - 2

Clark
Washoe

New Jersey - 4

Bergen
Camden
Mercer
Somerset

New Mexico - 9

Bernalillo
Dona Ana
Lea
Los Alamos
Luna

Mc Kinley
Otero
San Juan
Santa Fe

New York - 2

Monroe
Schenectady

North Carolina - 31

Alamance
Anson
Burke
Caldwell
Cabarrus
Caswell
Catawba
Davidson
Davie
Forsyth
Gaston
Guilford
Harnett
Haywood
Hertford
Hoke
Iredell
Macon
Mecklenburg
New Hanover
Northampton
Onslow
Orange
Richmond
Robeson
Rockingham
Rowan
Scotland
Stanly
Surry
Union

Ohio - 11

Butler
Cuyahoga
Greene
Hamilton
Lake
Lorain
Lucas
Montgomery
Stark

Summit
Wood

Oregon - 2

Hood River
Washington

South Carolina - 3

Charleston
Darlington
Newberry

Tennessee - 1

Hamilton

Virginia - 31

Accomack
Albemarle
Alleghany
Arlington
Augusta
Buchanan
Campbell
Caroline
Chesterfield
Dinwiddie
Fairfax
Goochland
Hanover
Henrico
Henry
Lee
Loudoun
Louisa
Montgomery
Nansemond
Prince George
Prince William
Rockbridge
Rockingham
Scott
Southampton
Stafford
Tazewell
Washington
Westmoreland
Wythe

Wisconsin - 3

Dane
Racine
Rock

**Counties Recognized by the National Association of
Counties as Having Elected County Executives**

Alaska

- + Greater Anchorage Area
- + Fairbanks
- Haines
- + *Juneau
- + Kenai Peninsula
- + Ketchikan Gateway
- + Kodiak Island
- + Matanuska-Susitna
- Sitka

California

- San Francisco

Colorado

- *Denver

Delaware

- + New Castle

Florida

- Dade
- *Duval

Georgia

- *Muscogee

Hawaii

- + Hawaii
- Kauai
- + Maui

Indiana

- *Marion

Louisiana

- + *East Baton Rouge
- Jefferson

Maryland

- + Anne Arundel
- + Baltimore
- + Howard
- + Montgomery
- Prince George's

Missouri

- Jackson
- + St. Louis

New York

- Broome
- + Dutchess
- + Erie
- + Nassau
- + Oneida
- + Onondaga
- Orange
- + Suffolk
- + Westchester

Oregon

- + Multnomah

Tennessee

- *Nashville-Davidson

Washington

- + King

Wisconsin

- + Milwaukee
- Brown
- Outagamie

*A city-county consolidation considered in the NACO survey as a county.
+ Responded to NACO 1970 survey.

APPENDIX A - 6

Title of County Governing Boards by State

Alabama	Board of Commissioners or Board of Revenue
Alaska	Borough Assembly
Arizona	Board of Supervisors
Arkansas	Quorum or Levying Court Chaired by County Judge
California	Board of Supervisors
Colorado	Board of County Commissioners*
Connecticut	No County Governing Board
Delaware	Levy Court in Kent and Sussex Counties
Florida	Board of County Commissioners*
Georgia	Board of Commissioners
Hawaii	Borough Assembly
Idaho	Board of County Commissioners*
Illinois	Board of Supervisors or Board of Commissioners
Indiana	Board of County Commissioners*
Iowa	County Board of Supervisors
Kansas	Board of County Commissioners*
Kentucky	Fiscal Court Chaired by County Judge and County Commissioner
Louisiana	Police Jury, Parish Council and Commission Council
Maine	Board of County Commissioners*
Maryland	Board of County Commissioners (called county council in six home rule counties)
Massachusetts	Board of County Commissioners*
Michigan	Board of Supervisors
Minnesota	County Board of Commissioners
Mississippi	County Board of Supervisors
Missouri	County Court
Montana	County Board of Commissioners
Nebraska	Board of Commissioners*
Nevada	Board of County Commissioners*
New Hampshire	Board of Commissioners*
New Jersey	Board of Chosen Freeholders
New Mexico-1	County Board of Commissioners
New York	Board of County Legislators
North Carolina	Board of County Commissioners*
North Dakota	County Board of Commissioners*
Ohio	Board of County Commissioners*
Oklahoma	Board of County Commissioners
Oregon	County Court
Pennsylvania	Board of County Commissioners*
Rhode Island	No Functional Counties
South Carolina	Board of Commissioners

South Dakota	Board of Commissioners*
Tennessee	County Court, County Council
Texas	Commissioners Court
Utah	Board of County Commissions*
Vermont	County Judge
Virginia	Board of Supervisors (except in Arlington in which title is County Board)
Washington	Board of County Commissioners*
West Virginia	County Court
Wisconsin	Board of Supervisors
Wyoming-2	County Board of Commissioners*

*counties are divided into classes by population

1Nine classes of county based on population and assessed valuation

2Three classes of county based on assessed valuation.

Source: U.S. Department of Commerce, Bureau of Census, "Governing Boards of County Governments: 1965" (United States Government Printing Office: 1965), p. 3-4.

APPENDIX B - 1

Appendix B-1 lists the counties responding to the ACIR/NACO/ICMA questionnaire by state, the power of these counties over special districts within their borders, and certain other selected characteristics of counties.

Explanation of coding used in Appendix B-1

Powers Over Special Districts

- a - Power to approve formation or establishment of special districts
- b - Power to consolidate special districts
- c - Power to abolish special districts
- d - Power to approve the budget of special districts
- e - Power to approve the tax rate used by special districts
- * - Power or freedom to provide financial aid to special districts

Selected Characteristics of Counties

- N - No
- Y - Yes
- JPA - Joint Powers Agreement
- LO - Local Ordinance required
- CO - County Ordinance required.
- CR-SM - Countywide referendum with simple majority approval required.
- CR-DM - Countywide referendum with dual majority in affected city.
- CR-DMC - Countywide referendum with dual majority in affected city and remainder of county required.
- CR-EM - Countywide referendum requiring extraordinary majority approval.
- CR-CM - Countywide referendum with concurrent majority.
- SL -State legislation required.
- Y-S - Yes. Authorization granted by State Statute.
- Y-C - Yes. Authorization granted by State Constitution.
- Y-B - Yes. Authorization granted by both State Statute and Constitution.
- Y-? - Yes. Authorization not given.
- LBC - Local Boundary Commission Approval required.
- CBA - County Board Action required.

Population Category Coding

1	OVER 1 million
2	500,000 - 1 million
3	250,000 - 499,999
4	100,000 - 249,999
5	50,000 - 99,999
6	25,000 - 049,999
7	BELOW 25,000

County Functions Explained

The last three columns of the listing of selected characteristics (labeled County Functions: For, With, and Jointly) are in response to three questions appearing on the ACIR/NACO/ICMA questionnaire:

- Does your county perform functions—
- a. *For* individual local governments within the county on a contract basis?
 - b. *With* local governments in the county on a joint or consolidated basis?
 - c. *Jointly* or under contract with another county?

General

The + adjacent to certain counties indicates that this county is a single-county Standard Metropolitan Statistical Area.

APPENDIX B-1

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
ALABAMA											
Choctaw	—	—	—	—	—	—	—	—	—	—	—
Clarke	—	—	—	—	—	—	—	—	—	—	—
Chilton	—	—	—	—	—	—	—	—	—	—	—
Coffee	—	—	—	—	—	—	a	—	—	—	*
Colbert	—	—	—	—	—	—	—	—	—	—	—
Covington	—	—	—	—	—	—	—	—	—	—	—
Dallas	—	—	—	—	—	—	—	—	—	—	—
Elmore	*	*	*	*	*	*	*	*	*	*	*
Escambia	—	—	—	—	—	—	—	—	—	—	—
Franklin	—	—	—	—	—	—	—	—	—	—	—
Jefferson	d*	d*	d*	d*	d*	*	—	abc	*	de*	*
Lauderdale	—	—	—	—	—	—	—	—	—	—	—
Lee	—	d	—	—	—	d	—	—	—	—	—
Limestone	—	—	—	—	—	—	a	—	a	a	a
Macon	—	—	—	—	—	—	—	—	—	—	—
Madison	—	—	—	—	—	—	—	—	—	—	—
Mobile	—	—	—	—	—	—	—	—	—	—	—
Montgomery	—	—	—	—	—	—	—	—	—	—	—
Russell	—	—	—	—	—	—	—	—	—	—	—
St. Clair	—	—	—	—	—	—	—	—	—	—	—
Shelby	—	—	—	—	a	a	a	—	—	a	—
Sumter	—	—	—	—	—	—	—	—	—	—	—
+Tuscaloosa	—	—	—	—	—	—	—	—	—	—	—
Washington	—	—	—	—	—	—	—	—	—	—	—
ALASKA											
Sitka	—	—	—	—	—	—	ae*	—	—	ae*	—
Anchorage	—	—	—	—	—	—	—	—	—	—	—
Fairbanks	—	—	—	—	ade	ade	ade	—	—	ade	—
Juneau	—	—	—	—	—	—	—	—	—	—	—
Kenai-Cook Inlet	abde	abde	abde	abde	abde	abde	abde	abde	abde	abde	abde
Kodiak	—	—	—	—	—	acde	—	—	—	—	—
—ARIZONA											
Apache	—	—	—	—	—	—	—	—	—	—	—
Gila	—	—	—	ade	ade	—	—	—	—	ade	ade
Graham	all	all	all	all	all	all	—	—	all	all	all
Mohave	—	ade	—	ad	ad	ade	—	—	—	—	ade*
+Maricopa	—	ae	ade	—	—	ae*	—	—	—	—	a*
Pinal	—	abcde	a	—	—	abcde	—	abcde	abcde	ade	all
Yavapai	—	—	abcde	—	—	abcde	—	—	—	—	—
Yuma	—	ace	ace	ae	ae	ace	—	—	—	ace	e
ARKANSAS											
Ashley	a	a	—	—	—	—	—	—	—	a	—
Boone	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
—	—	—	—	6	N	SL	N	N	—	N	Y	Y	N
—	—	—	—	6	Y-S	CO	Y	N	—	N	Y	Y	N
—	—	—	—	6	N	—	N	N	—	N	—	Y	N
—	—	*	—	6	N	—	N	N	—	N	N	Y	N
—	—	—	—	6	Y-C	SL	—	—	—	—	—	—	—
—	—	—	—	6	N	—	—	—	—	—	—	—	—
—	—	—	—	6	N	—	N	N	—	N	Y	—	Y
—	—	—	—	6	N	—	N	N	—	N	N	N	N
—	—	—	—	6	N	—	N	N	—	N	N	N	N
—	—	—	—	6	N	—	N	N	—	N	N	N	N
—	—	—	—	6	N	—	N	N	—	N	N	N	N
—	—	—	—	6	N	—	N	N	—	N	N	N	N
—	—	—	—	6	Y-C	LO	Y	N	—	Y	N	Y	N
—	—	—	—	5	N	—	N	N	—	N	N	—	N
—	—	—	—	5	N	—	N	N	—	N	N	—	N
a	a	a	a	6	Y-B	CR-SM	N	Y-B	CR-SM	N	Y	N	N
—	—	—	—	6	Y-C	LO	N	N	—	N	N	N	N
—	—	—	—	4	N	—	N	N	—	N	N	Y	N
—	—	—	—	3	N	—	N	N	—	N	N	Y	N
—	—	—	—	4	N	—	N	N	—	N	N	Y	N
—	—	—	—	6	Y-S	CR-SM	N	Y-C	SL	N	N	Y	N
—	—	—	—	6	—	—	N	N	—	N	N	N	N
—	—	—	—	6	N	—	N	Y-S	SL	Y	Y	Y	N
—	—	—	—	7	—	—	N	—	—	N	N	N	N
—	—	—	—	4	Y-B	CR-SM	Y	N	—	Y	N	Y	N
—	—	—	—	7	N	—	N	Y-B	—	N	—	—	—
—	—	—	—	7	Y-B	LO/CR-SM	Y	—	CR-SM	Y	Y	—	N
—	—	—	—	4	Y-S	LO	Y	Y-S	CR-SM	Y	—	—	—
—	ade	—	—	6	N	LO	Y	—	—	Y	Y	—	N
—	—	—	—	7	—	—	Y	Y-B	CR-SM	N	N	Y	N
abde	abde	abde	abde	7	Y-B	CO/CR-SM	N	Y-B	LBC	Y	—	—	N
—	—	—	—	7	Y-S	LO	Y	N	—	N	Y	Y	N
—	—	ade	—	6	Y-S	—	N	N	—	N	N	Y	N
—	—	—	ade	6	—	—	N	N	—	N	N	Y	Y
all	all	all	all	7	Y-S	CO	N	N	—	N	Y	Y	N
abcde	ade	abcd	ad	6	Y-S	CR-SM	N	N	—	N	N	N	N
—	—	ae	—	2	Y-S	LO	N	Y-S	CR-EM	N	Y	Y	N
ade	—	all	all	5	N	—	N	N	—	Y	N	Y	Y
—	—	abcde	—	6	Y-B	LO	Y	Y-S	CR-EM	N	Y	Y	—
de	de	e	abcd	5	N	—	N	N	—	N	Y	Y	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Calhoun	—	—	—	—	—	—	—	—	—	—	—
Carroll	—	—	—	—	—	—	—	—	—	—	—
Cleveland	—	—	—	—	—	—	—	—	—	—	—
Crawford	—	—	—	—	—	—	—	—	—	—	—
Cross	—	—	—	—	—	—	—	—	—	—	e
Drew	—	—	—	—	—	—	—	—	—	—	—
Faulkner	—	—	—	—	—	—	—	—	—	—	—
Franklin	—	—	—	—	—	—	—	—	—	—	—
Greene	—	—	—	—	—	—	—	—	—	—	—
Independence	—	—	—	—	—	—	—	—	—	—	—
Izard	—	—	—	—	—	—	—	—	—	—	—
+Jefferson	a	a	—	—	—	a	a	a	a	a	—
Lafayette	abc	abc*	—	—	—	a	a	abc	ac*	a*	—
Lee	—	ae	—	—	—	—	—	—	—	—	—
Little River	—	—	—	—	—	—	—	—	—	—	—
Mississippi	—	all	—	—	—	—	—	—	—	—	—
Monroe	—	—	—	—	—	—	—	—	—	—	—
Montgomery	—	—	—	—	—	—	—	—	—	—	—
Ouachita	*	—	—	—	—	a*	a	a	a	—	—
Pike	—	—	—	—	—	—	—	—	—	—	—
Sebastian	—	—	—	—	—	—	—	—	—	—	—
Union	abc*	—	—	—	—	—	—	—	—	—	e*
Washington	—	—	—	—	—	—	—	—	—	—	—
Woodruff	*	e	e	—	—	—	e	—	—	e	—
CALIFORNIA											
Amador	*	*	*	*	*	*	*	*	*	*	*
Butte	ace	ace	ace	ace	ace	ace	ace	ace	ace	ace	ace
Colusa	all	all	all	all	all	—	all	d*	—	all	all
Contra Costa	*	d*	d*	*	*	d*	*	*	*	d*	*
Del Norte	all	all	all	all	all	all	all	all	all	all	all
+Fresno	—	—	—	—	—	—	—	—	—	—	—
Glenn	—	de	—	ade	de	ade	—	—	de	—	ade
Humboldt	—	abc*	abc*	all	—	abc*	abc*	—	abc*	abc*	abc*
Imperial	abc	a	a	a	a	a	a	a	a	a	abc
+Kern	—	—	—	—	—	—	—	—	—	—	—
Lake	ae	—	—	ade	—	ade	ae	—	ae	ad	—
+Los Angeles	—	abc*	abc*	de*	all	*	all	—	a	all	—
Madera	acd	all	all	abcd*	ac	abcd*	ac	ac	abcd*	abcd	ac
Mariposa	abc*	—	*	ade*	—	abc*	—	—	abc*	—	*
Merced	ae*	—	—	abcde	abcde	—	abcde	—	—	—	—
Mono	abcde	abcde	—	—	—	—	—	—	—	—	—
+Monterey	ae	e	e	e	e	ae	ae	e	abcde	abcde	ae
Nevada	abc*	abcde	abcde	*	abc	abc	abcde	—	abc	—	—
+Orange	abe	—	—	ae	—	ae	ae	—	ace	—	—
Placer	—	—	de	—	—	—	—	—	—	—	—
Riverside	a	—	acde	a	—	a	abc	—	a	a	—
	abc*	abc	—	abcd*	—	abc	abc	—	abc	abc	abc

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
—	—	—	—	7	N	—	—	—	—	—	N	N	N
—	—	—	—	7	Y-B	—	—	N	—	—	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	—	—
—	—	—	—	6	Y-S	CO/LO	Y	N	—	N	Y	—	—
—	—	—	—	7	—	—	N	N	—	N	N	N	Y
—	e	—	e	7	N	—	N	N	—	N	N	Y	—
—	—	—	—	6	N	—	N	N	—	N	N	N	—
—	—	—	—	7	Y-?	CO	N	—	—	N	N	—	N
—	—	—	—	7	Y-S	CR-SM	N	N	—	N	N	N	N
—	—	—	—	7	Y-S	CR-DM	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-?	CR-SM	N	N	N	N
a	—	a	a	5	Y-S	—	—	Y-S	CR-SM	N	—	—	—
ade*	—	ade*	a	7	Y-B	—	—	—	—	—	—	—	—
abcd	—	abc	abe	7	Y-S	CR-SM	N	N	—	N	N	N	N
—	—	e*	e*	7	N	—	N	N	—	N	Y	Y	N
all	—	—	—	5	Y-B	SL	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	7	Y-C	LO	N	N	—	N	N	N	N
ae*	ae*	ae*	ae*	6	N	—	N	N	—	N	Y	Y	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	5	N	—	N	N	—	N	N	N	N
de*	—	abc	abc	6	N	—	N	Y-S	CR-SM	N	N	—	—
—	—	—	—	5	Y-B	LO/CR-DMC	N	Y-C	CR-SM	N	N	N	N
—	—	e	e	7	N	—	—	Y-C	CR-EM	N	—	—	—
* * * *	* * * *	* * * *	* * * *	7	Y-C	CO	Y	Y-C	CR-SM	N	Y	Y	Y
ac	ac	ac	ac	4	N	—	N	N	—	N	N	Y	Y
all	all	all	all	7	Y-S	CO	N	Y-C	CR-SM/EM	N	N	N	N
*	*	*	*	2	Y-B	CO	Y	N	—	N	Y	Y	Y
—	all	a	all	7	Y-C	CO	Y	Y-S	SL	N	Y	Y	Y
—	—	—	—	3	N	—	N	N	—	N	N	N	N
ade	—	—	—	7	Y-S	LO	Y	Y-B	CR-EM	N	Y	Y	Y
—	abce*	—	—	5	N	—	—	—	—	N	Y	N	Y
acde*	all	ac	ab	5	Y-S	CO/LO/JPA	Y	N	—	N	Y	Y	Y
—	ae	ae	—	3	Y-S	CO/JPA	N	Y-C	—	N	N	Y	N
—	—	—	abc*	7	Y-B	CO/LO	Y	Y-B	—	N	Y	Y	Y
abcd*	abcd*	abcd*	abcd*	1	Y-S	LO	Y	N	—	N	Y	Y	N
—	—	abc*	—	6	Y-B	JPA	—	Y-B	CR-SM	Y	Y	Y	Y
—	—	ae*	—	7	—	—	N	—	—	N	N	N	N
acde	—	acde	a	4	Y-S	CO	Y	Y-C	—	N	Y	N	N
e	e	ae*	e	7	Y-B	—	N	Y-B	SL	N	—	—	—
—	abc	abc*	—	5	Y-S	LO	N	Y-S	CR-EM	N	Y	Y	Y
—	ae	ae	—	6	Y-S	CO/LO	Y	N	—	N	Y	Y	Y
—	abcde	—	—	1	Y-S	CO/LO	N	Y-S	CR-SM	N	Y	N	N
—	a	—	—	5	N	—	N	N	—	N	N	Y	N
—	abce	abce	abce	3	Y-S	CO/LO	Y	Y-B	CR-EM	N	Y	Y	Y

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Sacramento	—	—	—	—	—	—	—	—	—	—	—
San Bernardino	abc	—	all	all	—	all	abc	—	abc	all	—
+ San Diego	all	all	all	all	all	—	—	all	—	all	—
San Mateo	—	all	all	all	all	all	all	all	all	all	all
Santa Clara	—	—	abcde	—	—	abcde	—	—	abce	ab	—
+ San Joaquin	abc	abc	abcde	abcd	—	abc	abcde	—	abc	abcde	abc
San Luis Obispo	—	—	—	—	—	—	—	—	—	—	—
Santa Cruz	ab*	ab*	ab*	ab*	ab*	ab*	ab*	ab*	ab*	ab*	ab*
Solano	de*	all	all	—	all	all	all	all	all	all	all
+ Stanislaus	a	a	a	a	—	a*	—	—	a	a	—
Sutter	—	—	—	—	—	—	—	—	—	—	—
Tehama	a	—	a	a	—	a	a	—	a	a	—
Trinity	all	—	—	—	—	a*	a*	—	—	a*	*
Tulare	a	a	ade	ade	—	a	a	—	a	ade	a
Yolo	—	—	—	—	—	—	—	—	—	—	—
COLORADO											
Adams	a	—	—	—	—	a	a	—	—	a	a
Baca	—	—	—	—	—	—	—	—	—	—	—
Bent	—	—	—	—	—	—	—	—	—	—	—
Clear Creek	abcd*	—	—	—	abcd*	all	all	—	—	all	all
Crowley	—	—	—	—	—	—	—	—	—	—	—
Eagle	a	a	a	a	a	a	a	a	a	a	a
+ El Paso	—	—	—	—	—	ae	ae	—	—	ae	ae
Fremont	a*	—	a*	—	—	a	a	—	—	a	—
Grand	—	—	—	—	—	a	a	—	—	a	a
Gunnison	ade	—	—	—	—	ade	ade	—	ade	ade	ade
Hinsdale	—	—	—	—	a	a	—	—	a	—	—
Kiowa	—	—	—	—	—	—	—	—	ade	—	—
Lincoln	—	—	—	—	—	—	—	—	—	—	—
Logan	—	—	—	—	—	—	—	—	—	—	—
Mesa	—	a	—	—	—	a	a	—	a	a	—
Mineral	a	—	—	—	—	—	—	—	—	—	—
Otero	—	—	—	—	—	—	—	—	—	—	—
Ouray	—	—	—	—	—	—	—	—	—	—	—
Pitkin	—	—	—	—	—	—	—	—	—	—	—
Prowers	—	—	—	—	—	—	—	—	—	—	—
+ Pueblo	—	—	—	—	—	—	—	—	—	—	—
Saguache	a	a	a	a	a	a	a	a	a	a	a
Sedgwick	—	—	—	—	—	—	—	—	—	—	—
Summit	—	—	—	—	—	—	—	—	—	—	—
DELAWARE											
Kent	—	—	—	—	—	—	—	—	—	—	—
New Castle	—	—	—	—	—	—	—	—	—	—	*

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
—	—	—	—	2	Y-B	CO/LO	Y	Y-B	CR-SM	Y	N	Y	Y
—	all	abc	all	2	Y-B	Contract	Y	Y-C	—	N	Y	Y	Y
all	—	all	all	1	Y-C	JPA	Y	Y-S	CR-EM	N	Y	Y	Y
all	all	all	all	2	Y-S	CO/LO	N	Y-C	CR-SM	N	Y	N	N
—	ab	—	—	1	N	—	N	Y-C	CR-SM	N	Y	—	—
abcde	de	—	—	3	Y-S	CO	Y	—	—	N	N	Y	N
—	—	—	—	4	N	—	N	—	—	—	Y	N	N
ab*	ab*	ab*	ab*	4	Y-S	JPA	Y	Y-C	CR-SM	N	Y	Y	—
all	all	all	all	4	Y-B	CO/LO	N	Y-B	CBA/SL	N	N	N	N
—	—	a	—	4	Y-S	CO/LO	N	N	—	N	N	N	N
—	—	—	—	6	Y-S	CO/LO	N	Y-S	CR-EM	N	N	N	N
—	—	—	—	6	Y-S	CO/LO	N	N	—	N	N	N	N
—	a*	—	—	7	Y-S	—	N	Y-B	CR-SM	N	—	—	—
—	—	a	—	4	Y-S	LO	Y	N	—	N	Y	Y	N
—	—	—	—	5	Y-S	CO/LO	Y	N	—	N	—	Y	Y
—	a	—	—	4	N	—	N	N	—	N	N	Y	Y
—	—	—	—	7	—	—	N	N	—	N	Y	—	—
—	—	—	—	7	Y-B	—	N	Y-S	CR-SM	N	Y	Y	Y
all	all	all	all	7	Y-B	CR-SM	N	Y-C	CR-SM	N	Y	Y	Y
—	—	—	—	7	N	—	N	N	—	N	N	—	Y
a	a	a	a	7	Y-S	CO	N	N	—	N	N	N	N
—	ae	—	ae	4	N	—	N	N	—	N	N	N	N
—	a	—	—	7	N	—	N	Y-B	CR-EM/SL	N	Y	Y	Y
—	a	—	—	7	N	—	N	Y-S	—	N	N	N	N
ade	ade	ade	ade	7	Y-B	CR-SM	N	N	—	N	N	Y	Y
—	a	—	—	7	Y-S	—	N	N	CR-SM	N	Y	—	Y
—	—	ade	ade	7	N	—	N	—	—	—	N	N	N
—	—	—	—	7	Y-S	CR-SM	N	Y-B	SL	N	Y	Y	Y
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	Y	N	N
a	—	—	a	7	N	—	N	N	N	N	N	—	Y
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	—	—
—	—	—	—	7	N	—	N	N	—	N	Y	N	N
—	—	—	—	7	—	—	N	—	—	—	—	—	—
—	—	—	ade	4	N	—	—	N	N	Y	N	Y	N
a	a	a	a	7	Y-B	—	N	N	—	N	N	Y	Y
—	—	—	—	7	Y-S	CR-SM	N	N	—	N	Y	Y	Y
—	—	—	—	7	Y-S	CO/LO	—	—	—	—	Y	Y	Y
—	—	—	—	5	N	—	N	N	—	N	N	N	N
—	*	—	*	3	Y-S	CO/LO	Y	N	—	N	N	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
FLORIDA											
+ Alachua	—	—	—	—	—	—	—	—	—	—	—
Baker	a	—	—	—	—	a	a	—	—	a	—
Brevard	—	—	a	—	—	—	—	—	—	—	—
+ Broward	—	a	—	—	—	—	—	—	—	—	—
Charlotte	*	—	a*	a*	—	a*	a*	—	—	—	—
Clay	—	—	—	—	—	—	—	—	—	—	—
Collier	abcde	abcde	abcde	—	—	abcde	abcde	—	—	abcde	—
Dixie	—	—	—	—	—	—	—	—	—	—	—
+ Duval	—	—	—	—	—	—	—	—	—	—	—
Gadsden	—	—	—	—	—	—	—	—	—	—	—
Hamilton	—	—	—	—	—	—	—	—	—	—	—
Hardee	—	—	—	—	—	—	—	—	—	—	—
Hillsborough	—	—	—	—	—	de*	—	—	—	—	—
Indian River	—	—	—	—	—	—	—	—	—	—	—
Marion	—	—	—	—	—	—	—	—	—	—	—
Nassau	—	—	—	—	—	—	—	—	—	—	—
Orange	—	—	—	—	—	—	—	—	—	—	—
+ Palm Beach	*	*	*	—	—	*	—	—	—	—	—
Pasco	—	—	—	—	—	—	—	—	—	—	—
Pinellas	—	—	—	—	—	—	—	—	—	—	—
Polk	—	—	—	—	—	—	—	—	—	—	—
Santa Rosa	—	—	—	—	—	—	—	—	—	—	—
Seminole	—	—	—	—	—	a	—	—	—	—	—
St. Lucie	—	—	—	—	—	—	—	—	—	—	—
Sarasota	all	all	—	—	—	a	—	—	—	—	—
Suwannee	—	—	—	—	—	—	—	—	—	—	—
Union	*	—	—	—	—	—	—	—	—	—	—
Volusia	—	—	—	—	de	de	—	—	—	—	—
GEORGIA											
Bacon	—	—	—	—	—	—	—	—	—	—	—
Banks	—	—	—	—	—	—	—	—	—	—	—
Barrow	—	—	—	—	—	—	—	—	—	—	—
Ben Hill	—	—	—	—	—	—	—	—	—	—	—
Berrien	—	—	—	—	—	—	—	—	—	—	—
Bibb	—	—	—	—	—	—	—	—	—	—	—
Brantley	—	—	—	—	—	—	—	—	—	—	—
Brooks	—	—	—	—	—	—	—	—	—	—	—
Bryan	—	—	—	—	—	—	—	—	—	—	—
Bulloch	—	—	—	—	—	—	—	—	—	—	—
Burke	—	—	—	—	—	—	—	—	—	—	—
Candler	—	—	—	—	—	—	—	—	—	—	—
+ Chatham	—	—	—	—	—	—	—	—	—	—	—
Chattahoochee	—	—	—	—	—	—	—	—	—	—	—
Clayton	—	—	—	—	—	e	—	—	—	—	—
Clinch	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
—	—	—	—	4	Y-B	CO/LO	Y	N	—	Y	Y	Y	—
a	a	a	a	7	Y-B	CO/LO	N	Y-B	—	N	Y	N	N
—	—	—	d	4	N	—	N	N	—	N	Y	Y	N
—	—	—	—	2	N	—	N	N	—	N	—	—	—
a*	ad*	—	ad*	6	—	—	N	Y-C	CR-SM	Y	Y	Y	Y
—	—	—	—	6	N	—	N	Y-B	—	N	N	N	N
—	abcde	—	—	6	N	—	N	Y-S	CR-SM	Y	N	Y	N
—	—	—	—	7	Y-B	—	N	N	—	N	N	N	N
—	—	—	—	2	N	—	Y	N	—	N	—	Y	N
—	—	—	—	6	—	—	Y	N	—	N	—	—	—
—	—	—	—	7	Y-B	CO	N	Y-C	SL	N	N	N	N
—	—	—	de*	3	Y-S	JPA	N	N	—	N	—	Y	—
—	—	—	—	7	—	—	—	—	—	—	—	—	—
—	—	—	—	6	—	—	—	—	—	—	N	Y	N
—	—	—	—	5	N	—	—	N	—	N	Y	Y	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	3	Y-B	—	N	Y-B	CR-SM	—	Y	Y	Y
—	—	*	*	3	Y-C	CO	N	—	—	N	N	Y	N
—	—	—	—	5	N	—	N	Y-S	SL	N	N	Y	N
—	—	—	—	2	N	—	N	Y-B	—	—	—	—	—
—	—	—	—	4	N	—	—	Y-S	—	N	N	N	N
—	—	—	—	6	Y-C	CO/LO	—	—	—	N	Y	—	N
—	—	—	—	5	—	—	N	N	—	N	—	—	—
—	—	—	—	5	Y-C	CR-CM	—	Y-C	SL	Y	—	Y	Y
a	—	—	—	4	Y-S	CO/LO	Y	Y-S	CR-SM	Y	Y	Y	Y
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
de	—	—	—	4	Y-C	CO	Y	N	—	N	N	Y	N
—	—	—	—	7	—	—	—	N	—	N	—	—	—
—	—	—	—	7	—	—	N	N	—	N	N	N	N
—	ae	ae	a	7	N	—	N	Y-C	CR-SM	N	N	Y	Y
—	—	—	—	7	—	—	N	—	—	N	N	Y	Y
—	—	—	—	7	N	—	N	—	—	N	N	Y	N
—	—	—	—	6	Y-B	CR-CM	Y	N	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-C	CR-SM	N	—	—	—
—	—	—	—	7	—	—	N	Y-S	CR-SM	N	N	Y	Y
—	—	—	—	7	—	—	N	Y-C	CR-SM	N	Y	Y	—
—	—	—	—	6	Y-C	CO	N	N	—	N	—	—	—
—	—	—	—	7	Y-C	CO	—	—	—	—	—	Y	—
—	—	—	—	7	N	—	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	4	—	—	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	6	Y-B	CO/LO	Y	Y-C	SL	Y	N	Y	—
—	—	—	—	5	Y-S	CR-SM	N	Y-C	—	N	Y	—	—
—	—	—	—	7	N	—	N	N	—	N	N	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Cobb	*	d	*	e	d	b*de	d	e	e	d	d
Crisp											
De Kalb											
Effingham											
Elbert											
Floyd	*			*		all					
Franklin											
Fulton											a
Glascok											
Habersham											
Hall						ade					
Hart											
Henry											
Houston											
Jackson											
Jeff Davis											
Johnson											
Lamar											
Liberty											
Long											
Lumpkin											
Macon											e
Miller											
Newton											
Oconee											
Pierce											
Quitman											
Rockdale											
Screven											e
Stewart											
Sumter											
Talbot											
Terrell						e					e
Toombs											
Towns											
Troup											
Twiggs											
Upson											
Washington											
Wilcox											
Wilkes						ade*		a			
HAWAII											
Hawaii											
Kauai											

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorized	Local Procedure Required	Studying County Consolidation	County Function		
											For	With	Jointly
d	d	d	d	4	Y-C	CO/LO	Y	Y-S	CR-SM	N	Y	Y	Y
—	—	—	—	7	N	—	N	Y-C	CR-SM	N	N	Y	Y
—	—	—	—	3	Y-B	—	N	Y-C	CR-SM	N	Y	Y	Y
—	—	—	—	7	Y-S	—	—	—	—	N	—	—	—
—	—	—	—	7	Y-C	LO	N	N	—	N	Y	Y	Y
—	—	*	*	5	Y-S	CR-CM	—	Y-S	—	Y	Y	Y	Y
—	—	—	—	7	—	—	N	N	—	N	N	N	N
—	—	—	—	2	N-B	Contract	N	Y-C	—	N	Y	Y	Y
—	—	—	—	7	—	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	—	—	N	N	N	N
—	—	—	—	5	Y	—	N	Y	—	N	N	N	N
—	—	—	—	7	—	—	N	Y-B	CR-SM	N	Y	Y	N
—	—	—	—	7	N	—	N	N	—	N	—	—	—
—	—	—	—	5	N	—	N	Y-C	CR-EM	N	Y	Y	N
—	—	—	—	7	N	—	N	N	—	N	—	—	—
—	—	—	—	7	N	—	N	N	CBA	N	—	—	—
—	—	—	—	7	N	—	N	N	—	N	Y	Y	N
—	—	—	—	7	N	—	—	Y-C	CR-SM	N	N	N	N
—	—	—	—	3	Y-S	CO	N	Y-B	CR-EM	N	Y	Y	Y
—	—	—	—	7	Y-B	CR-CM	N	Y-B	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	Y-B	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	Y	N	N
—	—	—	—	6	N	—	—	—	—	N	N	—	—
—	—	—	—	7	N	—	N	N	—	N	Y	N	N
—	—	—	—	7	N	—	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	Y-B	CBA	N	N	N	N
—	—	—	—	7	N	—	N	Y-C	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-B	CR-SM	N	N	N	N
—	—	—	—	7	—	—	N	—	—	N	N	N	—
—	—	—	—	6	—	—	N	N	—	N	N	N	N
—	—	—	—	7	—	—	N	Y-C	CR-EM	N	N	N	N
—	—	e	e	7	N	—	N	N	CR-SM	N	N	N	Y
—	—	—	—	7	—	—	—	—	—	N	—	—	—
—	—	—	—	7	N	—	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	6	Y-S	CO/LO	N	Y-C	CR-SM	N	Y	—	—
—	—	—	—	7	—	—	—	—	—	N	—	—	—
—	—	—	—	6	—	—	N	Y-S	—	N	—	—	—
—	—	—	—	7	—	—	N	—	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-S	—	N	N	N	N
—	ade*	a*	ad*	7	Y-S	CR-CM	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	5	—	—	N	N	—	N	N	N	N
—	—	—	—	6	N	—	N	N	—	N	N	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
IDAHO											
+Ada	*	—	—	—	—	—	—	—	—	—	—
Adams	a	—	—	—	—	ade	—	—	ae	—	e
Bear Lake	—	—	—	—	—	—	—	d	ade	—	—
Boise	—	—	—	—	—	—	—	e	—	—	—
Bonner	ade	ade	—	—	—	—	ade	—	—	ade	ade
Boundary	—	—	—	—	—	—	—	—	—	—	—
Caribou	—	—	—	—	—	—	—	—	—	—	—
Cassia	—	—	—	—	—	—	—	—	—	—	—
Clark	a	a	a	a	a	a	a	a	a	a	a
Clearwater	—	—	—	—	—	de	—	—	de	—	de
Elmore	—	—	—	—	—	—	—	—	—	—	—
Franklin	*	—	a	a	—	—	a	—	a	—	—
Fremont	—	—	—	—	—	—	—	—	—	—	—
Idaho	a	—	a	—	—	a	—	—	a	—	—
Jefferson	e	—	e	—	—	e	—	—	e	—	—
Jerome	abce*	—	—	—	all	—	—	—	—	—	—
Kootenai	abc	abce	—	—	—	abce	abce	—	—	—	abce
Latah	*	—	—	—	ae*	ae	—	—	ae	ae	—
Lemhi	*	—	—	—	—	—	—	—	—	—	—
Madison	—	—	e	—	ade*	e*	—	—	ade*	ade*	ade
Nez Perce	acde	acde	acde	acde	acde	acde	acde	—	acde	acde	acde
Payette	—	—	—	—	—	—	—	—	—	—	—
Teton	abe*	—	—	—	—	—	—	—	—	—	—
Twin Falls	—	—	—	—	—	—	—	—	—	—	—
Washington	*	—	—	—	—	—	—	—	—	—	—
ILLINOIS											
Boone	—	—	—	—	—	—	—	—	de	—	—
Bureau	—	—	—	—	—	—	—	—	—	—	—
+Champaign	—	—	—	—	—	—	—	—	—	—	—
Christian	—	—	—	—	—	—	—	—	—	—	—
Cook	—	—	—	—	—	—	—	—	—	—	—
Crawford	—	—	—	—	—	—	—	—	—	—	—
De Witt	—	—	—	—	—	—	—	—	—	—	—
Ford	—	—	—	—	—	—	—	—	—	—	—
Greene	—	—	—	—	—	—	—	—	—	—	—
Grundy	a	a	a	—	—	—	—	a	—	—	—
Henry	e	—	—	—	—	e	—	—	e	e	e
Iroquois	—	—	—	—	—	—	—	—	—	—	—
Jackson	—	—	—	—	—	—	—	—	—	—	—
Kankakee	—	—	—	—	—	—	—	—	—	—	—
Kane	—	—	—	—	—	—	—	—	—	—	—
Knox	—	—	—	—	—	—	—	—	—	—	—
Logan	—	—	—	—	—	—	—	—	—	—	—
+Macon	—	—	—	—	—	—	—	—	—	—	—
Marion	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	For	With	Jointly
de*	de	—	a	4	N	—	N	Y-C	CR-SM	N	Y	Y	Y
—	—	ae	ae	7	Y-S	CR-SM	N	Y-C	CR-SM	N	—	Y	—
—	—	ae	ae	5	Y-C	—	N	Y-B	—	N	Y	Y	—
—	—	—	e	7	Y-S	LO	Y	Y-S	CR-EM	N	Y	Y	Y
ade	ade	ade	ade	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	—	—	N	N	—	N	N	N	N
—	—	—	—	7	—	—	N	N	—	N	—	Y	—
—	—	—	—	7	—	—	N	N	—	N	—	Y	—
a	a	—	a	7	—	—	—	Y-C	CR-SM	N	—	Y	—
—	de	de	de	7	N	—	N	N	—	N	N	—	—
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	—	—	—
—	—	a	—	7	N	—	N	Y-S	CR-SM	Y	Y	Y	N
—	—	—	—	7	—	—	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	Y-C	CR-SM	N	N	Y	N
—	—	—	—	7	N	CO	N	N	—	N	N	N	N
—	—	—	—	7	Y-C	CR-SM	N	Y-C	CR-SM	N	Y	—	—
ae	e*	—	ae	7	Y-?	CO	N	Y-S	CR-SM	N	N	Y	Y
abce	abce	abce	abce	6	Y-B	CR-SM	Y	Y-B	CR-EM	—	—	—	—
—	—	—	—	7	N	—	N	N	—	N	N	N	N
ade*	—	ade*	ae*	7	N	—	N	N	—	N	Y	N	N
acde	acde	acde	acde	6	—	—	—	Y-S	CR-EM	N	—	Y	—
—	—	—	—	7	—	—	—	N	—	N	N	N	N
—	—	ace*	—	7	N	—	N	Y-C	CR-EM	N	N	N	Y
—	—	—	—	6	—	—	—	—	—	N	—	Y	—
—	—	—	—	7	N	—	N	N	—	N	N	Y	Y
—	de	—	—	6	N	—	N	N	—	Y	N	N	N
—	—	—	—	6	—	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	4	N	—	N	N	—	N	N	N	N
—	—	—	—	6	—	—	N	N	—	N	—	—	—
—	—	—	—	1	Y-C	CO	N	Y-B	CR-SM	N	Y	Y	Y
—	—	—	—	7	Y-S	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	—	—	CR-SM	N	Y	—	Y
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	N	N	N
—	a	—	a	6	N	—	N	Y-B	CR-SM	N	—	—	Y
e	e	e	e	5	N	—	N	N	—	N	—	Y	N
—	—	—	—	6	N	—	N	N	—	N	N	N	N
—	—	—	—	5	N	—	N	Y-C	CR-SM	N	—	—	—
—	—	—	—	5	—	—	—	Y-S	CR-SM	N	N	—	—
—	—	—	—	3	N	—	N	N	—	N	N	N	N
—	—	—	—	5	—	—	—	—	—	N	—	—	—
—	—	—	—	6	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	4	Y-S	CR-CM	Y	—	—	N	Y	—	Y
—	—	—	—	6	—	—	N	N	—	N	Y	Y	—

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Marshall	e	—	—	—	—	—	e	—	e	e	—
Massac	*	—	—	—	—	—	—	—	a	—	—
McHenry	—	—	—	—	—	—	—	—	—	—	—
Menard	—	—	—	—	—	—	—	—	—	—	—
Montgomery	—	—	—	—	—	—	—	—	—	—	—
Morgan	—	—	—	—	—	—	—	—	—	—	—
Perry	—	—	—	—	—	—	—	—	—	—	—
Piatt	—	ae	—	—	—	ae	—	—	ae	—	—
Pope	—	—	—	—	—	—	—	—	—	—	—
+ Sangamon	—	—	—	—	—	—	—	—	—	—	—
St. Clair	—	—	—	—	—	—	—	—	—	—	—
Saline	—	—	—	—	—	—	—	—	—	—	—
Scott	—	—	—	—	—	—	—	—	—	—	—
Shelby	*	—	—	—	—	—	—	—	—	—	—
Union	—	—	—	—	—	—	—	—	—	—	—
Wabash	—	—	—	—	—	*	—	a*	a*	a*	—
Washington	—	—	—	—	—	*	*	—	*	*	*
Wayne	—	—	—	—	—	—	—	—	—	—	—
Whiteside	—	—	—	—	—	—	—	—	—	—	—
INDIANA											
Benton	—	—	—	—	—	—	—	—	—	—	—
Boone	—	—	—	—	—	—	—	—	—	—	—
Franklin	ade*	ade*	ade*	ade*	ade*	ade*	ade*	ade*	ade*	ade*	ade*
Clark	—	—	—	—	—	—	—	—	—	—	—
Clinton	a	a	—	—	—	—	—	—	—	—	—
Daviess	—	—	—	—	acd	—	—	—	—	—	—
Decatur	—	—	—	—	—	—	—	—	—	—	—
+ Delaware	—	—	—	—	—	—	—	—	—	—	—
Dubois	de*	de*	—	—	—	—	—	—	—	—	—
Fountain	—	a	—	—	—	s	—	—	a	—	a
Gibson	—	—	—	—	—	—	—	—	—	—	—
Grant	—	a	—	—	—	—	—	—	—	—	—
Hendricks	de	—	—	—	—	de	de	—	—	—	—
Henry	—	—	—	—	—	—	—	—	—	—	—
Huntington	—	—	—	—	—	—	—	—	—	—	de
Lake	abcd*	—	—	—	—	—	—	—	—	adcd*	—
Jefferson	—	—	—	—	—	—	—	—	—	—	—
Lagrange	—	—	—	—	—	—	—	—	—	—	—
Lawrence	—	—	—	—	—	—	—	—	—	—	—
Martin	—	—	—	—	—	—	—	—	—	—	—
Marshall	—	—	—	—	—	—	—	—	—	—	—
Miami	*	—	—	—	—	—	—	—	—	—	*
Newton	a	—	—	—	—	—	—	—	—	—	—
Parke	—	—	—	—	—	e	—	a	e	—	—
Porter	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function	
										For	With	Jointly
				7								
				7	N		N	Y-S		N	N	Y
				4	Y-S	Contract	N	Y-S		N	N	Y
				7		CO	N	Y-B	CR-SM	N	N	N
				6			N	Y-C	CR-SM	N	N	N
				6						N		
				7	N	LO				N		
				7	Y-S	CR-SM	N	N		N	Y	Y
				7	N		N	Y-C	CR-SM	N	N	N
				4	N		N	Y-C	CR-SM	N	N	N
				3	Y-B	CO	N	Y-B	CR-SM	N	N	N
				6	N		N	Y-S	CR-SM	N	N	N
				7	N		N	N		N	N	N
				7	N		N	N		N	N	N
				7	N		N	N		N	N	N
				7	N		N	Y-C	CR-SM	N	Y	Y
				7	N		N	N		N	N	N
				7	N		N	Y-S	CR-SM	N	N	N
				7	N		N	N		N	N	N
				5	Y-S	CO	N	N		N	Y	
				7			N	N		N	N	
				6	Y-C		N	N		N	N	
				7	N		N	N		N	N	
				7	Y-B	CO	N	Y-B		N	N	N
				7	N		N	N		N	Y	Y
				6	N		N	Y-S	CBA	N		
				6	N		N	N		N	N	N
				7	N		N	N		N	N	N
				4	N		N	N		N	N	N
				6	N		N	N		N	N	N
				7			Y			N	Y	Y
				6	N		N	N		N	N	N
				5	N		N	N		Y		
				5	N		N	N		N	N	N
				6	N		N	N		N	N	N
				6	N		N	Y-S		N	N	Y
				2	Y-B	CO/LO	Y	Y-B	SL	Y		Y
				6	N		N	N		N	N	N
				7	N		Y					
				6								
				7	N		N			N	Y	Y
				6	N		N	N		N	N	N
				6	N		N	N		Y	N	N
				7	N		N	N		N	N	N
				7	Y-S	CO	N	N		N	N	N
				5	Y-S	CO/LO	N	Y-S	CBA	N	Y	

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Pulaski	—	—	—	—	—	—	—	—	—	—	—
Ripley	*	—	—	—	ade*	—	—	—	*	—	—
Rush	—	d	—	—	—	—	—	—	—	—	e
Shelby	*	—	—	—	—	—	—	—	—	e	de
Spencer	—	—	—	—	—	—	—	—	—	—	—
Union	*	—	—	—	—	—	—	—	—	—	—
Vigo	—	—	—	acde*	—	—	—	—	—	—	—
Warren	—	abce	—	—	ae	—	—	—	—	—	—
Allen	*d	—	—	—	—	—	—	—	—	—	—
Wells	a	—	—	—	—	—	—	—	—	—	a
IOWA											
Adair	—	—	—	—	—	*	—	—	*	—	*
Audubon	ad	—	—	—	—	—	—	—	—	—	—
Benton	a	—	—	—	—	a	—	—	a	—	a
Boone	e	ae	—	ade	ade	ade	ade	ade	ade	ade	ade
Buena Vista	—	abcde	—	—	—	—	—	—	—	—	—
Calhoun	—	e	—	—	—	e	—	—	e	—	—
Carroll	—	ae	—	—	ae*	—	—	—	—	—	—
Cerro Gordo	—	abcd	*	—	—	—	—	—	—	a	—
Chickasaw	—	—	—	—	—	de*	—	—	—	—	—
Clay	—	ade*	—	—	all	—	—	—	—	—	—
Clayton	—	—	—	—	—	—	—	—	—	—	—
Crawford	—	ae	ae	—	—	de	—	—	de	—	e
Dallas	—	ace	—	—	—	e	—	—	e	—	—
Davis	—	e	—	—	e	—	—	—	—	—	—
Delaware	—	—	—	—	—	a	—	—	—	—	—
Emmet	—	abcde	—	—	—	ade	—	—	—	—	—
Fayette	—	—	—	—	—	—	—	—	—	—	—
Floyd	—	—	—	—	—	—	—	—	—	—	—
Greene	—	abce*	—	—	—	—	—	—	—	—	—
Grundy	—	ad	—	—	—	e	—	—	—	—	—
Hardin	—	—	—	—	—	—	—	—	—	—	—
Henry	all	all	—	—	all	a*	—	—	e*	—	ab*
Howard	—	—	—	—	—	—	—	—	—	—	—
Humboldt	—	abc	—	—	—	—	—	—	—	—	—
Iowa	—	—	—	—	—	—	—	—	—	—	—
Jackson	—	—	—	—	—	—	—	—	—	—	—
Jefferson	—	—	—	—	—	—	—	—	—	—	—
+Linn	a	ade	—	ade	ade	a	—	—	—	—	—
Lucas	—	—	—	—	—	—	—	—	—	—	d
Lyon	—	—	—	—	—	—	—	—	—	—	—
Marshall	—	ce	—	—	—	—	—	—	—	—	—
Marion	—	ce	—	—	—	—	—	—	—	—	—
Mills	ade*	e*	—	—	—	e*	—	—	e*	e*	e*
Monona	—	ace	—	—	acd	ad	—	—	acd	—	—
O'Brien	—	a	—	—	—	—	—	—	*	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
—	—	—	—	7	Y-C	CO	N	N	—	N	N	N	N
ade*	d*	a	—	7	—	—	—	—	—	—	—	—	—
—	—	e	de	7	Y-B	—	N	—	—	—	—	—	—
de*	ade*	de*	ade*	6	N	—	N	Y-S	CR-SM	N	Y	Y	N
—	—	—	—	7	Y-S	CR-CM	—	N	—	N	N	N	N
—	—	—	—	7	—	—	N	N	—	—	—	—	—
—	acde*	—	—	4	Y-S	CO/LO	Y	N	—	Y	N	Y	N
—	ae	—	—	7	—	—	Y	N	—	N	N	N	Y
—	—	—	—	3	N	—	N	N	—	Y	N	N	Y
—	—	a	a	7	Y-S	CO	N	N	—	N	N	N	Y
—	—	d	d	7	N	—	N	N	—	N	N	N	N
—	ad	—	—	7	N	—	N	Y-S	CR-SM	Y	N	N	Y
—	a	—	a	7	N	—	N	N	—	N	Y	N	N
ade	ade	ade	ade	6	Y-B	CO	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	7	Y-S	JPA	N	Y-S	—	N	N	Y	Y
—	de	—	e	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	6	Y-S	JPA	N	Y-S	CR-SM	N	Y	Y	Y
de	de	—	*	7	N	—	N	N	—	N	N	N	N
all	all	—	—	7	Y-S	—	—	Y-S	CR-SM	N	Y	Y	Y
—	—	—	—	7	N	—	N	Y-S	CR-EM	N	Y	Y	—
—	—	e	—	7	N	—	N	Y-S	CR-SM	N	N	N	Y
—	—	—	e	6	N	—	N	N	—	N	N	N	N
e	e	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	Y	Y	—	—
—	—	—	abcde	7	—	—	N	Y-S	CR-SM	N	N	Y	—
—	—	—	—	6	N	—	N	Y-C	CR-EM	N	N	N	N
—	—	—	—	7	Y-S	CO/LO	N	N	—	N	—	N	—
—	—	—	—	7	Y-S	CO	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	7	Y-S	LO	Y	N	—	N	Y	Y	N
—	—	—	—	6	Y-S	CR-SM	N	N	—	—	—	—	—
all	all	all	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	—	—	—	N	—	N	Y	Y	Y
—	—	—	—	7	—	—	N	N	—	—	—	—	—
—	—	—	—	7	—	—	N	N	—	N	N	—	—
ade*	ad	—	—	7	Y-S	CO/LO	Y	N	—	N	Y	Y	Y
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	6	N	—	N	N	—	N	N	N	Y
—	—	—	—	6	N	—	N	N	—	N	Y	Y	Y
e*	e*	—	e*	7	N	—	N	N	—	N	N	N	—
—	—	—	acd	7	N	—	Y	N	—	N	N	Y	Y
—	—	*	—	7	N	—	N	Y-S	CR-SM	N	Y	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Page	—	—	—	—	—	—	—	—	—	—	—
Palo Alto	—	abce	—	—	—	—	—	—	ade*	—	abcde
Polk	—	abce*	—	—	all	a	a	—	a	ab	—
Ringgold	e	—	—	—	—	—	—	—	—	—	—
Story	—	abce	—	—	—	—	—	—	—	—	—
Van Buren	a	ae	—	—	—	—	—	—	—	—	—
Washington	—	—	—	—	—	—	—	—	—	—	—
Wayne	—	—	—	—	—	—	—	—	—	—	—
Webster	—	ce	—	—	—	ce	—	—	—	—	—
Winnebago	a	ae	—	—	ae*	a	ae*	—	ae*	e*	e*
Woodbury	—	—	—	—	—	—	—	—	—	—	—
KANSAS											
Barton	*	—	—	—	de	de	de	—	—	—	—
Bourbon	—	—	—	—	—	d	—	—	d	—	—
Cheyenne	—	—	—	—	—	—	—	—	—	—	—
Clark	—	—	—	—	—	—	—	—	—	—	—
Clay	a*	a	—	—	—	a*	a*	—	a*	—	a*
Cloud	—	—	—	—	—	abcde	—	—	ae	—	e*
Comanche	d*	—	—	—	a*	ade*	—	—	de	—	d
Cowley	—	—	—	—	all	all	abc	—	—	—	—
Elk	d	—	—	—	—	—	—	—	—	—	—
Ellis	—	—	—	—	ad	—	—	—	—	—	—
Geary	d	—	—	—	—	ad*	ad*	—	*	ad*	ad*
Gray	—	—	—	—	—	de	—	—	—	—	—
Grant	acde	—	—	—	—	abcde	—	—	abcde	—	—
Haskell	abcde	—	—	—	—	—	—	—	—	a	—
Hodgeman	*	—	—	—	—	all	—	—	*	—	—
Kingman	—	—	—	—	—	—	—	—	—	—	—
Kiowa	—	—	—	—	—	acde	—	—	—	—	—
Lane	—	—	—	—	—	abcde	—	—	—	—	—
Lyon	—	—	—	—	—	—	—	—	—	—	—
Marion	d*	ad*	ad*	—	—	ad*	—	—	ad*	a	—
Montgomery	ade	—	—	—	—	ac	—	—	—	ac	—
Ness	—	—	—	—	—	—	—	—	—	—	—
Norton	a	—	a	a	—	—	—	—	—	e	—
Osborne	ade*	—	—	—	—	ade*	—	a*	d	a	d*
Ottawa	—	—	—	—	—	e	—	—	e	—	—
Phillips	ade	—	—	—	—	ade	—	—	a	—	ade
Pottawatomie	—	—	—	—	—	—	—	—	—	—	—
Reno	—	all	—	ade	—	abcde	all	all	—	ad	ade*
Russell	*	—	—	—	ad	acd	a	—	a	—	—
Saline	a	a	a	—	a	a	a	—	a	—	a
Scott	—	—	—	—	—	—	—	—	—	—	—
Seward	—	—	—	—	a	a	—	—	a	—	—
+Shawnee	a*	a	—	—	—	a	a	—	—	a	*
Sherman	—	—	—	—	a	a	—	a	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	For	With	County Function Jointly
—	—	—	—	7	N	—	N	N	—	N	Y	N	—
all	all	ade	ade	7	Y-S	CR-SM	N	N	—	N	N	N	N
all	all	—	—	3	N	—	N	N	—	Y	Y	Y	N
—	—	d	d	7	Y-S	LO	N	N	—	N	N	N	N
—	—	—	—	5	SL	—	N	Y-S	CR-SM	N	N	Y	Y
—	ae	ae	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
cde	—	—	—	6	N	—	N	N	—	Y	N	N	N
ae*	ae*	—	e*	7	N	—	N	Y-S	CR-SM	Y	N	Y	—
—	—	—	—	4	—	—	—	Y-S	CR-SM	N	—	—	—
de	de	de	de	6	Y-S	CR-SM	N	N	—	N	N	Y	Y
—	—	—	—	7	—	—	—	Y-S	—	N	—	—	—
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	7	Y-S	LO	N	N	—	N	N	N	N
—	*	*	—	7	Y-S	CO/LO/CR-SM	Y	Y-S	CR-SM	—	Y	N	N
—	—	—	*	7	Y-S	CR-SM	N	N	—	—	—	—	—
ade*	—	ade*	de*	7	N	—	N	N	CR-EM	N	N	N	Y
—	—	—	—	6	N	—	N	Y-S	CR-SM	N	Y	Y	N
—	—	—	—	7	Y-S	CO	N	—	CR-SM	—	Y	—	—
ade	—	—	—	7	Y-B	—	N	N	—	N	Y	N	Y
ad*	—	ad*	*	6	Y-S	CR-CM	N	N	—	Y	N	N	N
—	—	—	e	7	N	—	N	N	—	N	Y	Y	Y
abcde	abcde	abcde	abcde	7	N	—	N	N	—	N	—	Y	N
—	—	—	—	7	—	—	—	—	—	N	—	—	N
—	—	all	*	7	N	—	Y	N	—	N	N	N	N
—	—	—	—	7	—	—	N	Y-B	CR-SM	Y	N	N	N
—	—	—	—	7	N	—	Y	N	—	N	N	N	Y
—	—	acde	—	7	Y-S	CR-SM	N	Y-C	SL	N	N	N	N
—	—	—	—	6	—	CR-SM	N	N	—	Y	—	Y	—
—	ad*	ad*	a*	7	N	—	N	N	—	—	N	N	N
—	—	—	—	6	N	—	N	N	—	N	Y	—	—
—	—	—	—	7	N	CO	—	—	—	—	N	Y	—
e	—	e	e	7	Y-S	—	N	N	—	N	N	N	N
ae	—	ae	ae	7	Y-B	CR-CM	Y	Y-C	CR-EM	N	N	Y	S
e	—	e	—	7	N	—	N	N	—	—	N	N	N
—	—	ade	ade	7	Y-S	—	Y	N	—	—	—	—	—
—	—	—	—	7	—	—	—	—	—	—	N	N	N
—	—	—	—	5	N	—	N	N	—	N	Y	Y	N
—	—	—	a*	7	N	—	Y	N	—	N	Y	N	N
a	a	a	a	6	N	—	N	N	—	N	N	N	N
—	—	—	—	7	Y-C	CR-CM	N	N	SL	—	—	—	—
a	—	a	a	7	Y-S	CO	N	N	—	N	N	N	N
—	—	—	—	4	N	—	N	Y-B	CR-SM	Y	Y	Y	N
—	—	a	a	7	N	—	N	N	—	—	—	—	—

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Smith	—	—	—	—	—	—	—	—	all	—	*
Stafford	—	—	—	—	—	—	—	—	—	—	—
Stanton	e*	—	—	—	—	all	—	—	abce	—	—
Sumner	de*	ade	ade	—	a	ade	—	—	ade	ade	—
Trego	*	—	—	—	—	acde	—	—	—	—	—
Wabaunsee	ae	—	—	—	—	ae	ae	—	ae	—	a
Wallace	—	—	—	—	—	—	—	—	a	—	—
Washington	—	—	—	—	—	ae	ae	—	ae	—	—
Sedgwick	—	—	—	—	—	d	—	—	—	—	—
KENTUCKY											
Adair	—	—	—	—	—	—	—	—	—	—	—
Barren	a	a	a	a	a	a	a	a	a	a	a
Boone	—	—	—	—	—	—	a	—	—	—	—
Bourbon	—	—	—	—	—	—	—	—	—	—	—
Bullitt	—	—	—	—	—	—	—	—	—	—	—
Carroll	—	—	—	—	—	ae*	abc*	abc*	—	abc*	all
Carter	ade*	—	—	—	a	—	—	—	—	—	abde*
Hardin	ae*	—	—	—	—	—	a*	—	—	—	de*
Jefferson	—	*	—	abcd*	abcd*	abd*	—	abd*	—	—	—
Kenton	*	—	—	—	—	—	—	—	—	—	d
Lawrence	ade*	ade*	ae*	—	ae*	ade*	ae*	—	—	—	—
McCracken	*	abce	abcd*	abcd*	all	abc*	abc	—	—	abc	e
Mercer	ade	—	—	—	—	—	—	—	—	—	—
Monroe	—	—	—	—	—	—	—	—	—	—	de
Montgomery	abc*	abc*	abc*	abc*	—	abc*	abc*	abc*	—	abc*	—
Scott	—	—	—	ac	—	—	ac	—	—	de	*
Simpson	—	—	a	a	—	a	a	—	a	—	—
Washington	—	—	—	—	—	—	—	—	—	—	—
Wayne	—	—	—	—	—	—	—	—	—	—	—
LOUISIANA											
Allen	—	ac	—	—	—	—	ac	—	—	—	—
Ascension	—	a	—	—	—	a	a	—	—	—	—
Assumption	—	ad	—	—	ad	ad	ad	—	—	ad	—
Beauregard	—	—	—	—	—	—	—	—	—	—	—
Bienville	—	—	—	—	—	—	—	—	—	—	—
Jefferson	all	all	all	all	all	all	all	all	all	all	—
Morehouse	—	—	—	—	—	—	—	—	—	—	—
Pointe Coupee	abc	abc	abc	abc	abc	abc	abc	abc	—	abc	abc
Ouachita	ac	ac	ac	ac	ac	ac	ac	ac	ac	ac	ac
Rapides	—	—	—	—	—	—	—	—	—	—	—
Red River	—	—	—	—	—	—	—	—	—	—	—
St. Charles	—	all	—	—	—	all	all	all	all	all	all
St. John the Baptist	—	all	—	—	all	all	all	all	all	all	all
St. Martin	—	all	—	—	all	all	all	—	—	—	—
St. Tammany	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
—	—	all	*	7	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	abcde	abce	abc	7	—	—	N	—	—	—	N	Y	Y
—	—	ade	e	7	N	—	Y	N	—	N	N	N	N
—	—	—	—	7	Y-S	CO	Y	N	—	N	Y	N	N
e	—	—	ae	7	N	—	N	N	—	N	—	—	—
a	a	—	e	7	Y-S	—	N	N	—	N	N	Y	N
ae	—	ae	—	7	N	CR-SM	N	N	—	N	N	—	N
—	—	—	—	3	N	—	N	N	—	Y	N	N	N
—	—	—	—	7	Y-B	CR-EM	Y	Y-B	CR-EM	N	Y	Y	N
a	a	a	a	6	N	—	N	Y	—	N	N	N	N
—	—	—	—	6	—	—	N	—	—	—	N	Y	—
—	—	—	—	7	N	—	N	N	—	N	—	—	—
—	—	—	—	6	N	—	N	N	—	N	N	N	N
all	—	all	all	7	N	—	N	Y-B	—	N	N	N	N
—	—	—	—	7	Y-B	LO	N	Y-S	CR-EM	N	N	N	N
—	—	—	—	5	N	—	—	Y-S	CR-SM	N	Y	Y	N
—	—	—	—	2	Y-B	CO	Y	Y-S	CR-SM	N	N	Y	N
—	—	—	—	4	N	—	Y	Y-S	CR-SM	N	—	Y	—
—	—	ade*	ade*	7	N	—	—	Y-S	CR-SM	N	N	N	N
ad*	abcd*	—	all	5	N	—	N	N	—	N	N	N	Y
—	—	ade	—	7	N	—	N	Y-C	CR-SM	N	N	N	N
—	—	—	e	7	—	—	N	Y-B	CR-SM	N	Y	Y	—
abc*	abc*	abc*	abc*	7	Y-S	LO	Y	Y-S	CR-SM	N	N	Y	N
de*	—	acd*	de*	7	N	—	N	N	—	N	N	N	N
a	a	a	a	7	Y-C	CR-SM	N	N	CR-SM	—	N	N	N
—	—	—	—	7	N	—	N	N	—	Y	Y	N	N
—	—	—	—	7	—	—	—	—	—	N	N	N	N
—	—	ac	ac	7	N	—	—	N	—	N	N	N	N
a	—	a	a	6	N	—	—	—	—	—	N	N	N
ad	ad	ade	ad	7	—	—	N	Y-S	—	N	N	N	N
—	—	—	—	6	—	—	—	N	—	—	—	—	—
—	abce	—	—	7	Y-C	—	N	N	—	N	N	—	—
all	all	all	all	3	Y-B	CO/CR-CM	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	6	—	—	N	N	—	N	N	N	N
abc	abc	abc	abc	7	Y-S	—	N	N	—	N	N	—	—
ac	ac	ac	ac	4	N	—	N	Y-C	SL	N	N	N	N
—	—	—	—	4	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	—	Y	—
all	all	all	all	6	Y-B	—	N	—	—	N	—	—	—
all	all	all	all	6	—	—	N	N	—	N	—	—	—
—	all	all	all	6	N	—	N	Y-S	CBA	N	N	N	N
—	—	—	—	5	N	—	N	N	—	N	N	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Tangipahoa	—	—	—	—	—	—	—	—	—	—	—
West Carroll	—	acde*	—	—	—	—	—	—	—	—	ade*
MAINE											
Cumberland	—	—	—	—	—	—	—	—	—	—	—
Hancock	—	—	—	—	—	—	—	—	—	—	—
Kennebec	—	—	—	—	—	—	—	—	—	—	—
Lincoln	—	—	—	—	—	—	—	—	—	—	—
Oxford	*	—	—	—	—	*	—	—	—	—	—
Penobscot	—	—	—	—	—	—	—	—	—	—	—
Piscataquis	—	—	—	—	—	—	—	—	—	—	—
Waldo	—	—	—	—	—	—	—	—	—	—	—
York	—	—	—	—	—	—	—	—	—	—	—
MARYLAND											
Allegany	abc*	abc*	abc*	abcd*	all	abc*	abc	abc	abc	abcde	all
Anne Arundel	—	—	—	—	—	—	—	—	—	—	—
Baltimore	—	—	—	—	—	—	ade*	—	—	ade*	—
Carroll	—	—	—	—	—	—	—	—	—	—	—
Charles	ad*	ad*	ad*	ad*	ad*	ad*	ad*	ad*	—	ad*	—
Frederick	d*	—	—	—	—	—	—	—	—	ad*	—
Harford	—	—	—	—	—	—	—	—	—	—	—
Kent	—	—	—	—	—	—	—	—	—	—	—
Montgomery	—	—	—	—	—	—	—	—	—	—	—
Dorchester	—	—	—	—	—	—	—	—	—	—	—
Talbot	a	—	—	—	—	—	—	—	—	—	—
MASSACHUSETTS											
Barnstable	—	—	—	—	—	—	—	—	—	—	—
Berkshire	—	—	—	—	—	—	—	—	—	—	—
Dukes	—	—	—	—	—	—	—	—	—	—	—
Essex	d*	—	—	d*	—	—	—	—	—	—	d*
Franklin	—	—	—	—	—	—	—	—	—	—	—
Hampshire	—	—	—	—	—	—	—	—	—	—	—
Norfolk	—	—	—	—	—	—	—	—	—	—	—
Plymouth	—	—	—	—	—	—	—	—	—	—	—
Suffolk	—	—	—	—	—	—	—	—	—	—	—
MICHIGAN											
Alcona	—	—	—	—	—	—	—	—	—	—	—
Antrim	—	—	—	—	—	—	—	—	—	—	—
Arenac	*	*	—	—	a	—	—	—	—	—	—
Barry	a*	abce*	—	—	—	—	—	—	—	—	—
Benzie	—	—	—	—	—	—	—	—	—	—	—
Clare	—	—	—	—	—	—	—	—	—	—	—
Clinton	ac*	—	—	—	—	—	—	—	—	a*	—
Emmet	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	For	With	Jointly
—	—	—	—	5	N	—	N	N	—	N	—	—	—
all	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	4	N	—	N	N	—	N	—	—	—
—	—	—	—	6	Y-S	CR-SM	N	N	—	N	N	N	N
—	—	—	—	5	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-S	SL	N	Y	N	Y
*	—	—	—	6	Y-S	CO	N	N	—	N	N	N	N
—	—	—	—	4	N	—	—	N	—	N	N	N	N
—	—	—	—	7	—	—	—	—	—	—	—	—	—
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	4	Y-S	—	—	—	—	—	—	—	—
all	all	abc*	all	5	N	—	Y	Y-S	CBA	N	Y	N	N
—	—	—	—	3	Y-C	CO/LO	Y	N	—	N	Y	Y	Y
—	—	—	—	2	N	—	N	N	—	N	N	N	N
—	—	—	—	5	N	—	—	N	—	N	N	N	N
ad*	ad*	ad*	ad*	6	N	—	Y	N	—	N	N	N	Y
—	—	—	—	5	Y-S	CO	Y	Y-S	CR-SM	N	Y	Y	N
—	—	—	—	4	—	—	—	N	—	N	N	N	N
—	—	—	—	7	N	—	Y	N	—	N	N	Y	Y
—	—	—	—	2	—	—	N	N	—	N	—	—	—
—	—	—	—	6	Y-B	CO	N	N	—	N	Y	Y	N
—	—	—	—	7	Y-S	CO	N	N	—	N	N	N	N
—	—	—	—	5	Y-S	LO	N	N	—	N	Y	Y	—
—	—	—	—	4	N	—	N	N	—	N	Y	N	N
—	—	—	—	7	N	—	N	Y-S	SL	N	N	Y	N
—	—	—	a*	2	N	—	Y	Y-S	SL	—	—	N	—
—	—	—	a*	5	N	—	N	N	—	N	Y	Y	Y
—	—	—	—	4	Y-S	—	N	Y-S	SL	Y	N	—	—
—	—	—	—	2	N	—	N	N	—	N	N	N	N
—	—	—	—	3	N	—	N	N	—	N	Y	Y	Y
—	—	—	—	2	N	—	N	N	SL	N	N	N	Y
—	—	—	—	7	N	—	—	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
*	a*	—	a*	7	Y-B	LO	N	N	—	N	—	—	—
abc	—	—	—	6	Y-B	CO/LO	N	N	—	N	N	N	Y
—	—	—	—	7	Y-B	LO	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	—	—	—
—	—	—	—	6	Y-B	CO/LO	Y	Y-C	CR-SM	N	Y	N	Y
—	—	—	—	7	N	—	N	Y-C	CR-SM	N	Y	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Genesee	—	ae*	—	ab*	ade	—	ade*	—	a	ade*	—
Grand Traverse	—	—	—	—	—	—	—	—	—	—	—
Hillsdale	*	a	—	—	—	a	a	—	—	—	—
Ingham	—	—	—	—	—	—	—	—	—	—	—
Ionia	—	—	—	—	—	—	—	—	—	—	—
Keweenaw	—	—	—	—	—	—	e*	—	d*	—	d*
Luce	a*	all	—	ade*	ade*	ade*	ade*	—	ade*	ade*	—
Macomb	—	—	—	—	—	—	—	—	—	—	—
Manistee	—	—	—	—	—	—	—	—	—	—	—
Marquette	—	—	—	—	—	—	—	—	—	—	—
Midland	—	—	—	—	—	—	—	—	—	—	—
Missaukee	—	—	—	—	—	—	—	—	—	—	—
Monroe	—	—	—	—	—	—	—	—	—	—	—
Ogemaw	—	—	—	—	—	—	—	—	—	—	—
Otsego	a	a	a	a	a	a	a	a	a	a	a
Dickinson	*	—	—	—	—	—	—	*	—	—	—
Presque Isle	—	—	—	—	—	—	—	—	—	—	—
+Saginaw	—	—	—	—	—	—	—	—	—	—	—
St. Clair	—	—	—	—	—	—	—	—	—	—	—
Sanilac	—	a	a	a	a	a	a	—	—	a	—
Van Buren	—	—	—	—	—	—	—	—	—	—	—
+Washtenaw	—	—	—	—	—	—	—	—	—	—	—
Calhoun	—	ae	—	—	ae	—	ae	—	—	ae	—
MINNESOTA											
Aitkin	—	—	—	—	—	—	—	—	—	—	—
Becker	—	—	—	—	—	—	—	—	—	—	—
Benton	—	—	—	—	—	—	—	—	—	—	—
Big Stone	de	—	—	—	—	—	—	—	—	—	—
Brown	—	—	—	—	—	—	—	—	—	—	—
Cass	e*	—	a	a	a	a	—	—	—	a	—
Clay	*	—	—	—	—	—	—	—	—	—	—
Cottonwood	*	a	—	—	—	—	—	—	—	—	—
Dakota	de*	—	—	—	—	—	—	—	—	—	—
Douglas	*	ae	—	—	—	—	—	—	—	—	ac
Faribault	—	—	—	—	—	—	—	—	—	—	—
Freeborn	—	—	—	—	—	—	—	—	—	—	—
Hennepin	ae	—	—	—	—	—	—	—	—	—	—
Houston	acde*	—	—	—	abc*	—	—	—	—	—	—
Kandiyohi	ade*	—	—	—	all	—	—	—	—	all	—
Lincoln	—	a	—	—	—	—	—	—	—	—	—
Lyon	acde*	ae	a	a	—	—	—	—	—	—	—
McLeod	—	ae	abe*	ac*	abe*	—	—	—	—	—	—
Blue Earth	*	—	—	—	—	—	—	—	—	—	—
Meeker	—	—	—	—	—	—	—	—	—	—	—
Morrison	*	—	—	—	*	—	—	—	—	—	—
Murray	—	a	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	For	With	Jointly
ae	ae*	a*	a*	3	Y-S	CO/LO	Y	N	—	N	—	—	—
—	—	—	—	6	Y-B	—	N	—	—	N	N	—	Y
a	—	—	a	6	Y-B	CR-DMC	N	N	—	N	—	—	—
—	—	—	*	3	Y-B	CO/LO	Y	N	—	N	Y	Y	Y
—	—	—	—	6	N	—	—	—	—	N	N	N	N
e*	e*	—	e*	7	Y-B	LO	N	Y-C	—	N	N	Y	Y
—	—	all	—	7	Y-B	CR-SM	N	N	—	N	—	—	—
—	—	—	—	2	Y-?	CO/LO	N	N	—	N	Y	—	—
—	—	—	—	7	Y-C	—	Y	Y-C	—	N	N	N	N
—	—	—	—	5	Y-S	CO	N	N	—	N	N	N	N
—	—	—	—	5	Y-S	LO	Y	N	—	N	Y	N	N
—	—	—	—	7	—	—	N	N	—	N	N	N	N
—	—	—	—	4	N	CR-SM	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	—	—	Y
a	a	a	a	7	Y-B	CO/LO	N	N	—	N	N	N	Y
—	*	*	*	7	Y-S	LO	Y	N	—	N	N	Y	—
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	3	—	—	Y	Y-S	—	N	Y	Y	—
—	—	—	—	4	—	—	N	—	—	N	Y	N	N
a	a	a	a	6	Y-?	CO/LO	N	N	—	N	—	—	—
—	—	—	—	5	—	—	—	—	—	N	—	—	—
—	—	—	—	4	Y-S	—	—	N	—	N	Y	—	Y
—	ae	—	—	4	N	—	N	Y-C	CR-SM	N	Y	Y	Y
—	—	—	—	7	Y-S	CO/LO	Y	N	—	Y	Y	N	Y
—	—	—	—	7	Y-S	—	N	N	—	Y	Y	Y	Y
—	—	—	—	7	N	—	N	—	—	N	Y	N	Y
—	—	—	—	7	N	—	N	N	—	N	Y	Y	Y
—	—	—	—	6	Y-B	SL	N	N	—	N	Y	N	N
a	a	a	a	7	Y-B	CO	N	Y-S	CR-SM	N	Y	Y	Y
—	—	—	—	6	Y-S	CO/LO	N	N	—	N	Y	N	N
—	—	—	—	7	Y-S	LO	N	Y-S	CR-EM	N	Y	Y	N
—	—	—	acde*	4	Y-S	CO	N	Y-S	CR-EM	N	N	N	N
—	—	—	—	7	—	—	N	—	—	N	—	—	Y
—	—	—	—	7	N	—	N	N	—	N	Y	N	N
—	—	—	—	6	N	—	Y	Y-B	CBA	N	N	N	Y
—	—	—	—	2	N	—	Y	Y-S	CR-EM	N	Y	Y	Y
—	ade*	—	—	7	N	—	N	Y-S	CR-EM	N	—	Y	Y
—	—	—	—	6	Y-S	CO/LO	Y	N	—	N	Y	Y	Y
—	—	—	—	7	N	—	N	N	—	N	—	—	Y
a	a	—	—	7	N	—	Y	Y-S	—	N	N	—	—
e	ae	e	ae	6	Y-S	CO/LO	Y	Y-S	CR-SM	N	N	N	Y
—	—	—	—	5	Y-S	CO/LO	Y	N	—	Y	Y	N	Y
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	ac*	6	Y-S	CO/LO	N	Y-S	CR-EM	N	N	Y	Y
—	—	a	—	7	N	—	N	N	—	N	N	N	Y

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Nicollet	de*	—	—	—	—	—	—	—	—	—	—
Nobles	a*	—	—	—	—	—	—	—	—	—	—
+Olmsted	—	—	—	—	—	—	—	—	—	—	—
Pennington	e*	d	—	—	—	—	—	—	—	—	—
Pine	—	—	—	—	—	—	—	—	—	—	—
Pope	d*	ad*	—	—	a*	—	—	—	—	a	b
Ramsey	—	—	—	—	—	—	—	—	—	—	—
Redwood	—	—	—	—	—	—	—	—	—	—	—
Renville	*	a	—	—	a	—	—	—	—	—	—
Rice	d*	—	—	—	—	—	—	—	—	—	—
St. Louis	—	—	—	—	—	—	—	—	—	—	—
Scott	all	all	all	all	all	all	all	all	all	all	—
Steele	d*	ade	—	—	—	—	—	—	—	—	c
Stevens	—	—	—	—	—	—	—	—	—	—	—
Swift	*	—	—	—	—	—	—	—	—	—	a
Wadena	bc*	—	a	a	a	a	a	—	—	a	—
Washington	d*	—	—	—	—	—	—	—	—	—	—
Watonwan	—	—	—	—	—	—	—	—	—	—	—
Wilkin	—	—	—	—	—	—	—	—	—	—	—
Winona	ad*	ad*	ad*	ad*	ad*	ad*	ad*	ad*	ad*	ad*	ad*
Wright	—	—	—	—	—	—	—	—	—	—	—
Yellow Medicine	—	—	—	—	—	—	—	—	—	—	—
MISSISSIPPI											
Choctaw	—	—	—	—	—	—	—	—	—	—	—
Coahoma	*	e	—	—	—	—	—	—	—	a	ade*
Covington	—	—	—	—	—	—	—	—	—	—	all
Issaquena	—	—	—	—	—	—	—	—	—	—	—
Leflore	—	—	—	—	—	—	—	—	—	—	—
Newton	—	ae	—	—	—	—	—	—	—	—	ae
Perry	—	—	—	—	—	—	—	—	—	—	—
Tunica	—	—	—	—	—	—	—	—	—	—	—
MISSOURI											
Audr	—	—	—	—	—	—	—	—	—	—	—
Barry	—	—	—	—	—	—	—	—	—	—	—
Bollinger	—	—	—	—	—	—	—	—	—	—	—
Carroll	d*	ae	a	a	a	a	a	a	—	—	—
Clinton	*	—	*	—	—	—	—	—	—	—	—
Cole	—	—	—	—	—	c*	—	—	—	—	c*
Cooper	—	—	—	—	—	—	—	—	—	—	—
Daviess	—	—	—	—	—	—	—	—	—	—	—
Harrison	a	—	—	—	—	—	—	—	—	—	—
Jasper	—	—	—	—	—	—	—	—	—	—	—
Knox	—	—	—	—	—	—	—	—	—	—	—
Lafayette	—	a	a	—	—	—	—	—	—	—	—
Linn	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
—	—	—	—	7	N	—	N	Y-S	CBA	N	Y	Y	Y
—	—	—	—	7	Y-S	CO/LO	Y	Y-B	CR-SM	N	Y	Y	Y
—	—	—	—	5	Y-S	CO/LO	Y	N	—	N	Y	Y	Y
—	—	—	—	7	Y-S	LO	N	Y-C	CR-SM	Y	N	—	Y
—	—	—	—	7	Y-S	—	Y	N	—	N	—	N	Y
—	—	—	—	7	N	—	—	N	—	N	N	—	Y
—	—	—	—	3	Y-S	JPA	Y	Y-B	CR-EM	N	Y	—	—
—	—	—	—	7	Y-S	LO	Y	N	—	N	N	N	Y
ad*	d	d*	—	7	Y-B	CO/LO	Y	N	—	N	Y	Y	Y
—	—	a*	—	6	Y-S	CO/LO	Y	Y-S	CR-EM	N	Y	Y	N
—	—	—	e	4	Y-S	CO/LO	Y	N	—	N	Y	Y	Y
all	all	all	all	6	N	—	N	Y-B	CR-SM	N	Y	N	Y
*	acde*	—	*	6	Y-S	CO/LO	Y	N	—	N	Y	Y	Y
—	—	—	—	7	N	—	Y	N	—	N	N	N	Y
—	—	—	—	7	N	—	N	N	—	N	N	Y	Y
a	a	—	a	7	N	—	N	—	—	N	Y	—	Y
—	—	—	—	5	Y-S	CO/LO	Y	N	—	N	Y	N	N
—	—	—	—	7	N	—	N	Y-S	—	N	Y	Y	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	6	N	—	—	Y-S	CBA	N	N	N	Y
—	—	a	a	6	Y-C	CO	Y	N	—	Y	Y	—	Y
—	—	—	—	7	N	—	N	N	—	N	N	N	Y
—	—	—	—	7	Y-S	—	—	N	—	N	N	N	N
—	—	—	—	6	N	—	N	N	—	N	Y	—	—
—	—	all	all	7	Y-C	CR-EM	N	N	—	N	—	Y	—
—	—	—	—	7	—	—	—	N	—	—	—	—	—
—	—	—	—	6	—	—	N	Y-B	CR-EM	N	N	Y	N
—	—	—	—	7	Y-B	CO/LO	N	Y-B	CR-SM	N	Y	Y	Y
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
abc*	—	—	abc	6	N	—	Y	Y-B	CR-SM	—	—	—	—
—	—	—	—	7	Y-C	CR-SM	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	—	—	—
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	N	N	N
—	abcd*	a	—	7	N	—	N	Y-B	CR-EM	N	N	N	N
—	—	—	—	6	N	—	N	N	—	—	Y	Y	Y
—	—	—	—	7	—	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	Y-S	—	N	N	N	N
—	—	—	—	7	Y-S	—	—	N	—	N	N	N	N
—	—	—	—	5	N	—	N	Y-C	CR-SM	N	Y	—	—
—	—	—	—	7	—	—	N	N	—	—	N	N	N
—	—	—	—	6	N	—	N	N	—	N	—	—	—
—	—	—	—	7	N	—	N	N	—	N	N	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Miller	—	—	—	—	—	—	—	—	—	—	—
Monroe	—	—	—	—	—	—	—	—	—	—	—
Pemiscot	—	abde	—	—	—	—	—	—	—	—	—
Ralls	ac	—	—	—	—	—	—	—	—	—	—
St. Francois	abcd*	—	—	—	—	—	abc	—	—	—	all
St. Genevieve	a	—	—	—	—	—	a	—	—	—	—
St. Louis	b*	b	b	b	b	b	b	b	b	b	—
Scotland	all	all	all	—	—	—	—	—	—	—	—
Texas	—	—	—	—	—	—	—	—	—	—	—
MONTANA											
Big Horn	abc*	—	—	—	—	—	—	—	—	—	—
Blaine	—	—	—	—	—	—	—	—	—	—	—
Carter	ade	—	—	—	—	—	—	—	—	—	—
+ Cascade	all	—	—	—	—	all	a*	—	all	*	—
Chouteau	abcde	—	—	—	—	abde	—	—	ade*	—	—
Daniels	ade	—	—	—	a	ade	—	—	a	—	de
Dawson	ade	—	—	—	—	ade	ade	—	ade	ade	ade
Gallatin	acde	—	acde	—	acde	acde	—	—	acde	acde	—
Hill	ad*	—	ade	—	—	abcde	a	—	ade	—	bd
Judith Basin	ade	—	—	—	—	—	—	—	—	—	—
Lake	d*	—	—	—	—	—	—	—	—	—	d
Lewis & Clark	—	—	—	—	—	—	—	—	—	—	—
Lincoln	all	—	—	—	—	all	—	—	all	—	—
Park	—	—	—	—	—	—	—	—	—	—	—
Petroleum	—	—	—	—	—	—	—	—	—	—	—
Prairie	—	—	—	—	—	abce	—	—	abde	ade	de
Roosevelt	all	—	—	—	—	—	—	—	—	—	—
Rosebud	ade*	—	—	—	—	ade*	—	—	ade*	ade*	—
Sweet Grass	acde*	—	—	—	—	acde*	—	—	ade*	—	—
Toole	a	—	—	—	—	—	—	—	a	—	—
Treasure	—	—	—	—	—	all	—	—	all	—	all
Wheatland	—	—	—	—	—	—	—	—	—	—	—
+ Yellowstone	—	ade	—	ade*	—	acde*	—	—	acde*	—	d
NEBRASKA											
Arthur	—	—	—	—	—	—	—	—	—	—	—
Antelope	all	—	—	—	—	all	—	—	—	—	all
Boyd	de	—	—	—	—	de	—	—	—	—	—
Burt	—	de	—	de	—	d	—	—	de	—	—
Cass	—	—	—	—	—	—	—	—	—	—	—
Cedar	—	—	—	—	—	—	—	—	—	—	—
Chase	—	—	—	—	—	—	—	—	—	—	—
Clay	—	—	—	—	—	—	—	—	—	—	—
Custer	—	—	—	—	a	all	—	—	ade*	—	all
Dakota	—	—	—	—	—	—	—	—	—	—	—
Dodge	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
a	—	—	*	7	—	—	N	N	—	N	N	N	N
—	—	a	a	7	N	—	—	Y-S	—	N	N	N	N
—	—	—	—	6	N	—	N	N	—	N	N	N	N
—	—	—	—	7	Y-B	CR-SM	Y	N	—	N	N	Y	Y
—	—	—	—	6	Y-B	CR-SM	N	Y-B	CR-SM	N	N	N	N
—	—	—	—	7	Y-S	CO	N	N	—	N	N	N	N
b	b	b	b	2	Y-C	CR-SM	Y	Y-C	CR-SM	N	Y	N	N
—	—	all	all	7	Y-S	LO/CR-SM	N	N	—	N	—	—	—
—	—	—	—	7	Y-S	—	N	—	CR-EM	N	N	N	N
—	—	—	—	7	N	—	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	7	Y-S	CO/LO	N	Y-C	CR-DMC	Y	N	N	N
all	—	—	all	5	Y-B	CO	N	Y-B	CBA	Y	N	N	N
—	—	—	—	7	N	—	N	Y-B	CR-SM	N	N	N	N
—	a	ae	—	7	Y-S	—	Y	—	—	N	N	N	N
ade	ade	ade	ade	7	Y-S	CR-SM	—	N	—	Y	Y	Y	—
—	—	—	—	6	N	—	—	Y-S	CR-SM	N	N	N	Y
—	all	—	ade	7	Y-B	CR-SM	Y	N	—	N	Y	N	N
—	—	—	—	7	Y-B	CR-DMC	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	7	Y-C	LO	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	6	—	—	—	Y-S	CR-SM	Y	—	—	—
—	—	—	—	7	Y-C	—	N	N	—	N	N	Y	N
—	—	—	—	7	N	—	N	N	—	Y	N	N	N
—	—	—	—	7	Y-B	—	N	—	—	—	Y	Y	Y
—	—	—	ade	7	Y-S	CR-SM	N	Y-C	CR-CM	N	N	N	N
—	—	acde*	—	7	—	—	N	—	—	N	N	Y	N
—	ade*	—	ade*	7	N	—	—	Y-S	—	N	N	N	N
—	—	—	all	7	N	—	N	N	—	Y	N	N	—
—	—	—	a	7	Y-C	CO/CR-SM	N	Y-?	CR-SM	N	N	N	N
all	all	—	—	7	N	—	Y	N	—	Y	N	N	N
—	—	—	—	7	—	—	—	N	—	—	—	—	—
all	—	—	abde*	5	Y-S	CR-SM	N	Y-S	CR-SM	Y	N	N	N
—	—	—	—	7	N	—	—	—	—	—	N	N	N
—	—	—	—	7	—	—	—	Y-S	—	—	N	—	Y
—	—	a	de	7	N	—	N	Y-S	CR-SM	N	Y	N	—
—	—	de	—	7	N	—	N	Y-S	CR-SM	Y	N	N	N
—	—	—	—	7	Y-S	CO	Y	Y-S	CR-SM	N	—	—	—
—	—	—	—	7	Y-S	CO	N	Y-S	CR-SM	Y	N	N	N
—	—	—	—	7	Y-S	—	N	Y-S	CR-SM	N	N	Y	N
—	—	—	—	7	N	—	N	N	—	Y	N	N	N
—	—	all	—	7	—	—	N	N	—	—	—	—	—
—	—	—	—	7	—	—	N	Y-S	—	N	N	N	N
—	—	—	—	6	Y-B	CO	Y	Y-B	CR-SM	N	Y	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Douglas	de*	—	all	—	all	abe	—	—	—	—	—
Dundy	d	—	—	—	—	d	—	—	d	—	d
Fillmore	all	abc	—	—	—	abc	—	—	—	—	—
Franklin	a	—	—	—	—	a	—	—	a	—	a
Grant	ade*	de*	—	—	—	ade*	—	—	de*	—	—
Hall	—	—	—	—	—	—	—	—	—	—	—
Hamilton	all	acde	—	—	ac	all	—	all	—	—	—
Harlan	de*	—	de	—	—	e	—	—	—	—	—
Holt	ade	—	—	—	—	ade	—	—	—	—	—
Kearney	—	abce	—	—	—	abce	—	—	—	—	—
Keith	—	e	—	—	—	e	—	—	e	—	e
Keya Paha	de*	—	—	—	—	ade*	—	—	—	—	de*
Knox	—	de	—	—	—	de	de	—	—	de	de
Lincoln	—	—	—	—	—	—	—	—	—	—	—
Logan	*	—	—	—	—	ade*	—	—	—	—	de
Merrick	—	—	acde	—	—	*	—	—	—	—	e
Nance	—	—	—	—	—	e	—	—	—	—	—
Nemaha	de*	de	—	—	—	de	—	—	—	—	de
Nuckolls	all	—	—	—	—	abc	—	—	—	—	—
Otoe	all	all	all	all	all	all	all	—	—	—	—
Pawnee	a*	—	—	—	—	ae	—	—	—	e	—
Perkins	d	—	—	—	—	d	—	—	d	—	—
Polk	ade*	de	—	—	—	ade	—	—	de	—	de
Red Willow	d	—	d	—	—	d	—	—	d	—	—
Saline	—	—	—	—	—	d	—	—	d	—	d
Saunders	—	—	—	—	—	—	—	—	—	—	—
Seward	—	ade	—	—	—	ade	—	—	ade	—	—
Stanton	—	—	—	—	—	—	—	—	—	—	—
Thayer	abcd*	a	—	—	—	abd	—	—	—	—	—
Thurston	—	—	—	—	—	—	—	—	—	—	—
Valley	—	—	—	—	—	—	—	—	—	—	—
Washington	—	—	—	—	—	—	—	—	—	—	—
Webster	—	—	—	—	—	—	—	—	—	—	—
York	—	all	—	—	—	all	—	—	all	—	de
NEVADA											
+ Clark	—	—	—	—	—	abcd*	d	—	—	abcd*	—
Eureka	—	—	—	—	—	acde*	—	—	—	—	e*
Lander	—	—	—	—	—	—	—	—	—	—	—
Nye	—	—	—	—	—	—	—	—	—	—	—
Storey	—	a	a	a	a	a	a	a	a	a	a
+ Washoe	a	—	—	ad	a	—	—	—	—	—	—
NEW HAMPSHIRE											
Cheshire	—	—	—	—	—	—	—	—	—	—	—
Rockingham	*	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
—	all	—	all	3	Y-B	CO/CR-DM	N	Y-B	—	N	Y	Y	Y
—	—	—	—	7	Y-S	—	N	Y-C	—	N	N	N	N
—	—	—	—	7	N	—	—	—	—	—	N	N	N
—	—	a	—	7	—	—	—	Y-B	—	—	—	—	—
—	—	—	de*	7	N	—	N	Y-S	CR-EM	N	N	Y	Y
—	—	—	—	6	Y-S	—	Y	Y-S	—	N	N	N	N
all	all	all	all	7	N	—	N	Y-B	CR-SM	Y	N	N	N
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	—	—	—
—	—	—	ade	7	N	—	—	Y-?	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	Y-S	—	N	N	Y	N
—	—	—	e	7	N	—	—	Y-S	CR-SM	N	N	N	N
—	—	—	—	7	—	—	N	Y-S	CR-SM	N	N	N	N
de	—	—	—	7	—	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-S	—	N	N	—	—
—	—	—	acde*	7	N	—	N	Y-S	—	N	N	N	N
e	acde*	acde*	e*	7	Y-S	—	Y	Y-S	CR-SM	N	N	N	Y
—	—	—	—	7	N	—	N	Y-B	CR-SM	N	—	Y	—
—	—	—	—	7	N	—	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	Y-?	CR-SM	N	N	N	N
—	—	—	—	7	Y-C	—	N	Y-B	CR-SM	N	N	Y	—
—	—	e	—	7	N	—	N	Y-C	CR-SM	N	N	N	N
—	—	d	d	7	N	—	N	Y-S	CBA	N	N	N	N
—	—	*	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
d	—	d	d	7	Y-B	LO	N	Y-S	CR-SM	N	N	—	Y
—	—	—	—	7	N	—	N	—	—	—	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	Y
—	—	—	—	7	Y-S	—	N	Y-C	CR-SM	N	N	N	N
—	—	all	—	7	Y-?	CO/LO	—	—	—	N	N	—	N
—	—	—	—	7	N	—	N	Y-S	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	—	—	—
—	—	—	—	7	—	—	N	N	—	N	—	—	—
—	—	—	—	7	Y-B	CO/LO	N	N	—	N	N	N	N
—	—	—	—	7	N	—	Y	N	—	N	N	N	N
—	—	—	abd*	3	Y-S	CO/LO	N	Y-C	CR-SM	Y	N	N	N
—	—	—	—	7	Y-B	CO	N	N	—	N	N	N	Y
—	—	—	—	7	—	—	N	N	—	N	—	—	—
—	—	—	—	7	Y-B	CO/LO	N	—	—	Y	N	N	Y
a	—	—	—	7	N	—	Y	Y-C	CR-SM	N	Y	—	—
—	—	—	—	4	N	—	Y	N	—	N	N	N	N
—	—	—	—	5	—	—	N	N	—	Y	—	—	—
—	—	—	—	4	Y-S	—	N	N	—	N	Y	—	Y

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
NEW JERSEY											
+Atlantic	—	—	—	—	—	—	—	—	—	—	—
Bergen	—	—	—	—	a	—	—	a	—	a	—
Burlington	—	—	—	—	—	—	—	—	—	—	—
Camden	—	—	—	—	—	—	—	—	—	a	ade*
Cape May	—	—	—	—	—	—	—	—	—	—	—
+Cumberland	—	—	—	—	—	—	—	—	—	—	—
Essex	—	—	—	—	—	—	—	—	—	—	—
Hunterdon	—	—	—	—	—	—	—	—	—	—	—
Middlesex	—	—	—	—	—	—	—	—	—	—	—
Monmouth	—	—	—	—	—	—	—	—	—	—	—
Ocean	—	—	—	—	—	—	—	—	—	a*	—
Salem	—	—	—	—	—	—	—	—	—	—	—
Sussex	*	—	—	—	—	—	—	—	—	—	—
Morris	—	—	—	—	—	—	—	—	—	—	—
Passaic	—	—	—	—	—	—	—	—	—	—	—
Union	—	—	—	—	—	—	—	—	—	—	—
Warren	—	—	—	—	—	—	—	—	—	abc*	a
NEW MEXICO											
+Bernalillo	—	—	—	—	—	—	—	—	—	—	—
Chaves	d*	a	ade	—	ad*	a	—	—	—	—	—
Dona Ana	—	—	—	—	—	—	—	—	—	—	—
Eddy	a	—	acde*	—	—	abcd*	a	—	a	—	—
Harding	—	—	—	—	—	—	—	—	—	—	—
Lea	a	—	—	—	—	a	—	—	—	—	—
Los Alamos	—	—	—	—	—	—	—	—	—	—	—
Luna	—	—	—	—	—	abcd*	—	—	—	—	—
McKinley	—	—	—	—	e	—	—	—	—	—	—
Mora	—	—	—	—	—	—	—	—	—	—	—
Rio Arriba	—	—	—	—	—	—	—	—	—	—	—
San Juan	—	—	—	—	—	—	—	—	—	—	—
Socorro	—	—	—	—	—	—	—	—	—	—	—
Torrance	—	—	—	—	—	—	—	—	—	—	—
NEW YORK											
Broome	ab	ab	ab	ab	ab	ab	ab	ab	ab	ab	ab
Cattaraugus	—	—	—	—	—	—	—	—	—	—	—
Chemung	abcde	—	—	—	a	—	—	—	—	—	e
Clinton	—	—	—	—	—	e	—	—	—	e	—
Delaware	—	—	—	—	—	—	—	—	—	—	—
Erie	—	ade	ade	—	ade	—	ade	—	—	ade	*
Fulton	—	—	—	—	—	—	—	—	—	—	—
Monroe	ac*	acde*	—	—	acde*	—	a*	—	—	all	—
Montgomery	—	—	—	—	a	—	—	—	—	ae	—
Onondaga	—	—	—	—	—	—	all	—	—	all	all
Oswego	*	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function	
										For	With	Jointly
—	—	—	—	4	Y-B	CO/LO	N	N	—	N	N	N
—	—	—	—	2	Y-S	CO/LO	N	N	—	N	N	N
—	—	—	—	3	N	—	N	N	—	N	N	N
—	ade*	—	ade*	3	N	—	N	N	SL	N	N	N
—	—	—	—	5	N	—	N	N	—	N	Y	—
—	—	—	—	4	Y-S	CO	Y	N	—	N	Y	Y
—	—	—	—	2	Y-B	CO/LO	Y	Y-B	CBA	N	Y	—
—	—	—	—	5	Y-S	CO	Y	N	—	N	N	Y
—	—	—	—	2	N	—	N	—	—	N	—	—
—	—	—	—	3	N	—	N	N	—	N	N	N
—	—	—	—	4	N	—	N	N	—	N	N	N
—	—	—	—	4	N	—	N	N	—	N	N	N
—	—	—	—	5	N	—	N	N	—	N	N	N
—	—	—	—	5	N	—	N	Y-B	CR-EM	N	Y	—
—	—	—	—	3	N	—	N	Y-S	—	N	N	N
—	—	—	—	3	—	—	—	—	—	N	N	—
—	—	—	—	2	N	—	N	N	—	N	—	—
—	—	—	—	5	Y-S	CO/LO	N	—	—	N	N	N
—	—	—	—	3	Y-S	CR-SM	N	N	—	N	Y	N
—	—	all	d*	6	N	—	N	Y-S	CR-SM	N	N	N
—	—	—	—	5	N	—	N	N	—	N	Y	Y
ade*	—	*	*	6	N	—	Y	Y-S	SL	N	Y	Y
—	—	—	—	7	N	—	N	Y-S	CR-EM	N	N	—
—	—	—	—	6	N	—	N	N	—	N	N	N
—	—	—	—	7	—	—	N	Y-B	CR-EM	N	Y	N
—	a*	a*	a*	7	—	—	N	—	—	N	Y	Y
—	d	—	—	6	N	—	Y	N	—	N	N	Y
—	—	—	—	7	N	—	N	N	—	N	N	N
—	—	—	—	6	Y-S	CR-EM	N	N	—	N	—	—
—	—	—	—	5	N	—	—	Y-S	—	N	N	N
—	—	—	—	8	—	—	N	N	—	N	N	N
—	—	—	—	7	N	—	N	N	—	N	—	—
ab	ab	ab	ab	4	Y-S	—	Y	N	—	N	N	N
—	—	—	—	5	Y-S	CO/LO	N	N	—	N	N	N
e	b	abc	b	4	Y-B	CO	Y	N	—	—	Y	—
e	—	—	—	5	N	—	N	N	—	N	Y	—
—	—	—	—	4	N	—	N	N	—	N	N	N
—	—	—	—	1	Y-B	CR-CM	N	Y-S	SL	N	—	Y
—	—	—	—	5	N	—	—	N	—	N	N	N
—	—	—	a*	2	Y-B	CO/LO	Y	N	—	Y	Y	Y
—	—	—	—	5	Y-S	CO/LO	Y	N	—	N	N	Y
all	all	all	—	3	Y-B	CR-DM	Y	Y-S	CR-SM	Y	Y	Y
—	—	*	—	4	Y-S	CO/LO	Y	Y-B	CR-SM	N	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Dutchess	ac*	—	—	—	—	—	bc	—	—	—	—
Rockland	ade	—	—	—	—	—	—	—	—	ade	—
Schoharie	—	—	—	—	—	—	—	—	—	—	—
Schuyler	all	—	—	—	—	—	—	—	—	—	—
Steuben	abcde	abcde	—	—	abde	ade	ade	—	—	—	—
Suffolk	—	—	—	—	all	—	all	—	—	all	—
Ulster	a	—	—	—	—	—	—	—	—	—	—
Warren	a*	—	—	—	a	a	—	—	—	—	—
Westchester	acd*	—	—	—	—	—	acde	—	—	all	—
NORTH CAROLINA											
Alamance	—	—	—	—	—	—	e	—	—	e	—
Bladen	—	—	—	—	—	—	—	—	—	—	—
+ Buncombe	—	—	—	—	—	ae*	ae	—	—	ae	—
Caswell	—	—	—	—	—	—	ae	—	—	ae	—
Catawba	—	—	—	all	all	all	all	all	—	all	all
Chatham	—	—	—	—	—	—	—	—	—	—	—
Lincoln	—	—	—	a	a	a	a	—	—	—	—
Clay	—	—	—	—	—	—	—	—	—	—	—
Cleveland	a*	all	—	all	all	all	all	—	—	—	—
Columbus	—	—	—	—	—	—	—	—	—	—	—
+ Cumberland	—	—	—	—	—	de	—	—	—	—	de
Dare	—	de*	—	—	de*	de*	—	—	—	—	de*
Edgecombe	—	—	—	—	—	—	—	—	—	—	de
Forsyth	a*	—	—	—	—	—	—	—	—	a*	de*
Gaston	—	—	—	—	—	—	—	—	—	*	—
Gates	—	—	—	—	—	—	—	—	—	—	—
Graham	—	—	—	—	—	—	—	—	—	—	—
Guilford	—	—	—	—	—	bde*	—	—	—	—	bde*
Hertford	de*	—	—	—	—	—	—	—	—	—	—
Jones	—	—	—	—	—	—	—	—	—	—	—
Lee	—	—	—	—	—	—	—	—	—	—	—
Lenoir	—	—	—	—	—	—	—	—	—	—	—
Macon	—	—	—	—	—	—	—	—	—	—	—
McDowell	ade*	—	—	—	—	ade*	ade*	—	—	ade*	all
Mecklenburg	—	—	—	—	—	—	—	—	—	—	—
Montgomery	—	—	—	—	—	—	—	—	—	—	—
Moore	—	—	—	—	—	—	—	—	—	—	—
New Hanover	—	—	—	—	—	—	—	—	—	—	—
Orange	—	—	—	—	—	acde*	—	acd*	—	—	acde*
Pitt	—	—	—	—	—	—	—	—	—	—	de
Richmond	—	—	—	—	—	—	—	—	—	—	—
Robeson	—	—	—	—	—	d	—	—	—	—	—
Rowan	—	—	—	—	—	—	a	—	—	a	—
Rutherford	—	—	—	—	—	ade*	a	—	—	ade	—
Scotland	—	—	—	—	—	—	—	—	—	—	—
Stokes	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function	
										For	With	Jointly
—	—	—	—	4	Y-B	CO/CR-SM	N	Y-C	CR-SM	N	Y	N
—	—	—	—	4	Y-B	CR-DM	Y	Y-C	—	N	Y	—
—	—	—	—	6	N	—	N	N	—	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	Y
all	all	—	—	5	N	—	N	N	—	N	N	N
—	—	—	—	1	N	—	Y	—	—	N	Y	—
—	—	—	—	4	—	—	N	—	—	N	Y	N
a	a	a	a	6	Y-B	CR-SM	Y	N	—	N	Y	Y
—	—	—	—	2	Y-S	CO/LO	Y	N	—	N	N	N
—	—	—	—	5	—	—	—	—	—	—	Y	—
—	—	—	—	6	N	—	N	Y-B	SL	N	N	N
—	—	—	—	4	N	—	N	Y-S	—	N	N	N
—	—	—	—	7	Y-S	—	N	Y-S	SL	N	N	N
—	—	all	all	5	Y-B	CO/LO	Y	N	—	N	Y	Y
—	—	—	—	6	N	—	N	N	—	N	N	N
—	—	—	—	6	Y-B	CO/LO/CR-SM	N	Y-S	CR-SM	Y	N	Y
—	—	—	—	7	Y-S	LO	N	Y-S	CR-SM	N	Y	Y
—	—	abcd*	—	5	N	—	N	Y-S	SL	Y	Y	—
—	—	—	—	6	N	—	N	N	—	N	Y	N
—	—	—	—	4	N	—	N	Y-S	—	N	Y	N
—	—	—	de*	7	N	—	N	N	—	N	N	N
—	—	—	—	5	N	—	N	N	—	N	—	—
—	—	—	—	4	Y-S	CO/LO	Y	Y-S	CR-SM	Y	Y	Y
—	—	—	—	4	Y-S	CO/LO	Y	N	—	N	Y	Y
—	—	—	—	7	N	—	N	N	—	N	N	—
—	—	—	—	7	—	—	N	Y-C	—	—	—	—
—	—	—	—	3	Y-B	CO	Y	Y-B	CR-SM	N	Y	N
—	—	—	—	7	Y-S	LO	N	N	—	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N
—	—	—	—	6	—	—	—	—	—	—	Y	N
—	—	—	—	5	N	—	N	N	—	N	N	N
—	—	—	—	7	N	—	N	N	—	N	Y	N
—	—	—	all	6	Y-S	CO	—	—	—	—	Y	Y
—	—	—	—	3	Y-S	CR-SM	Y	Y-S	SL	Y	Y	N
—	—	—	—	7	N	—	N	N	—	N	N	N
—	—	—	—	6	—	—	N	N	—	N	N	N
—	—	—	—	5	N	—	Y	N	—	Y	N	N
—	—	—	—	5	Y-S	CO	N	N	—	N	Y	Y
—	—	—	—	5	N	—	N	N	—	N	N	N
—	—	—	—	5	N	—	N	N	—	N	N	N
—	—	—	—	5	Y-S	CO/LO	Y	N	—	N	Y	—
—	—	—	—	5	Y-S	CR-SM	N	Y	CR-SM	N	N	Y
—	—	—	—	5	Y-B	CO/LO	N	N	—	N	Y	N
—	—	—	—	6	—	—	Y-C	N	—	N	Y	Y
—	—	—	—	7	N	—	N	N	—	N	—	—

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Union	ade	ade	ade	ade	ade	ade	ade	ade	ade	ade	ade
Warren	—	—	—	—	—	—	—	—	—	—	—
Watauga	—	—	—	—	—	—	—	—	—	—	—
Wilkes	—	—	—	—	—	ae*	—	—	—	—	—
Wilson	—	—	—	—	—	all	—	—	—	—	all
NORTH DAKOTA											
Adams	*	de	de	—	—	—	—	—	—	—	—
Barnes	—	—	—	—	—	—	—	—	—	—	—
Benson	a	a	a	a	a	a	a	a	a	a	—
Bottineau	—	a	a	—	—	a	—	a	—	—	—
Burleigh	—	—	—	—	—	ade	—	ade	—	—	—
Dickey	—	—	—	—	—	—	—	—	—	—	—
Divide	—	—	—	—	—	—	—	—	—	—	—
Dunn	d*	—	—	—	—	ae	—	—	—	—	—
Eddy	—	—	—	—	—	—	—	—	—	—	—
Foster	—	—	—	—	—	—	—	—	—	—	—
Golden Valley	—	—	—	—	—	—	—	—	—	—	—
Grand Forks	—	—	—	—	—	—	—	—	—	—	—
Grant	*	—	—	—	—	ac	—	—	—	—	abc
Kidder	—	—	—	—	—	—	—	—	—	—	—
La Moure	—	—	—	—	—	—	—	—	—	—	—
Logan	—	—	—	—	—	—	—	—	—	—	—
Mc Kenzie	—	—	—	—	—	d	—	—	—	—	—
Mercer	—	—	—	—	—	—	—	—	—	—	—
Morton	—	—	—	—	—	—	—	—	—	—	—
Nelson	—	—	—	—	—	—	—	—	—	—	—
Oliver	—	—	—	—	—	—	—	—	—	—	—
Pembina	—	ad	ade	a	—	—	—	a	—	—	a
Renville	—	—	—	—	—	—	—	—	—	—	—
Ransom	—	a	—	—	a	—	—	—	—	—	—
Rolette	—	—	ade	—	—	e	—	—	—	e	—
Sheridan	—	—	—	—	—	a	—	—	—	—	—
Sioux	d*	—	—	—	—	—	—	—	—	—	all
Slope	—	—	—	—	—	d	—	—	—	—	—
Stark	—	—	—	—	—	abc	—	—	—	—	—
Steele	a*	acde*	all	abc*	abc*	a	—	abcd*	—	—	—
Ward	*	—	—	—	—	a	de	—	—	—	de*
OKLAHOMA											
Caddo	—	—	—	—	—	—	—	—	—	—	d
Canadian	—	—	—	—	—	—	—	—	—	—	—
Choctaw	—	—	—	—	—	—	—	—	—	—	—
Cleveland	—	—	—	—	—	—	—	—	—	—	—
Cotton	—	—	—	—	—	—	—	—	—	—	—
Dewey	—	—	—	—	—	—	—	—	—	—	—
Ellis	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
—	ade	ade	ade	5	Y-B	CO	Y	Y-B	CR-SM	Y	Y	Y	Y
—	—	—	—	7	N	—	—	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	—	—	—
—	—	—	—	6	N	—	N	N	—	N	N	Y	Y
—	—	—	—	5	Y-S	—	Y	Y-S	CR-SM	N	N	Y	—
—	—	—	—	7	Y-S	—	N	Y-S	—	Y	Y	N	N
—	—	—	—	7	N	—	—	—	—	Y	Y	Y	Y
a	a	—	—	7	Y-B	—	N	N	—	N	N	N	N
a	a	—	—	7	N	—	N	Y-C	CR-SM	N	Y	—	Y
—	ade	—	ae*	6	Y-S	CR-SM	N	Y-S	CR-EM	N	N	N	N
—	—	—	—	7	—	—	N	Y-S	CR-SM	N	Y	—	—
—	de	—	de	7	Y-S	CR-SM	N	Y-S	CR-SM	N	Y	N	Y
de*	de*	—	—	7	Y-S	—	N	Y-S	CR-EM	N	—	—	Y
—	—	—	—	7	N	—	N	Y-S	CR-SM	Y	Y	Y	Y
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	Y-S	CO	N	Y-B	CBA	N	N	N	N
—	—	—	—	5	N	—	—	—	—	—	—	—	—
abde*	ab*	—	—	7	Y-S	CO	—	—	—	—	Y	N	N
—	—	—	—	7	Y-C	CR-SM	N	Y-C	CR-SM	N	—	—	—
—	—	—	—	7	Y-B	CO/CR-SM	N	Y-S	CR-SM	N	Y	—	—
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	d	—	—	7	N	—	N	Y-C	CR-SM	Y	—	—	—
—	—	—	—	7	N	—	N	Y-B	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	Y	N	N
—	—	—	—	7	—	CO	—	Y	—	N	Y	Y	—
—	—	—	—	7	N	—	N	Y-S	CR-EM	N	N	N	N
a	a	—	a	7	Y-B	—	Y	Y-S	CR-SM	Y	Y	Y	Y
—	—	—	—	7	N	—	N	Y-C	CR-EM	N	Y	—	—
a	a	—	—	7	Y-B	CR-SM	—	—	—	—	—	—	—
—	e	—	e	7	N	—	N	N	—	N	Y	—	Y
—	—	—	—	7	Y-S	CO/LO	N	Y-B	CR-SM	N	Y	Y	N
—	—	—	all	7	Y-B	CO/LO	Y	Y-S	CR-SM	Y	N	N	N
—	—	—	—	7	Y-S	CO/LO	Y	Y-S	—	N	Y	N	Y
ae	—	—	—	7	—	—	—	Y-B	CR-SM	N	N	N	N
all	all	all	all	7	N	—	N	Y-S	CR-SM	Y	Y	—	—
—	acde*	—	acde	5	N	—	N	Y-S	CR-EM	N	Y	—	Y
d	d	—	—	6	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	6	N	—	—	—	—	—	N	N	N
—	—	—	—	7	Y-S	LO	—	N	—	N	N	N	N
—	—	—	—	5	—	—	—	N	—	N	N	—	—
—	—	—	—	7	—	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	—	—	N	N	—	N	N	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Grant	—	—	—	—	—	—	—	—	—	—	—
Hughes	—	—	—	—	—	—	—	—	—	—	bcde
Jefferson	—	—	—	—	—	—	—	—	—	—	—
Johnston	—	—	—	—	—	—	—	—	—	—	—
Kay	—	—	—	—	—	—	—	—	—	—	—
Kingfisher	—	—	—	—	—	—	—	—	—	—	de
Le Flore	—	—	—	—	—	—	—	—	—	—	—
McIntosh	—	—	—	—	—	—	—	—	—	—	—
Marshall	—	—	—	—	—	—	—	—	—	—	—
Mayes	—	—	—	—	—	—	—	—	—	—	—
Murray	—	—	—	—	—	—	—	—	—	—	—
Noble	—	—	—	—	—	—	—	—	—	—	—
Oklahoma	—	—	—	—	—	—	—	—	—	—	—
Okfuskee	—	—	—	—	—	—	—	—	—	—	—
Ottawa	—	—	—	—	—	—	—	—	—	—	—
Payne	—	—	—	—	—	—	—	—	—	—	—
Pittsburg	—	—	—	—	—	—	—	—	—	—	—
Pushmataha	—	—	—	—	—	—	—	—	—	—	—
Seminole	—	—	—	—	—	—	—	—	—	—	—
Stephens	—	—	—	—	—	—	—	—	—	—	—
Texas	—	—	—	—	—	—	—	—	—	—	—
Tulsa	—	*	—	—	—	—	—	—	—	d	d
Washington	all	—	—	—	—	—	—	—	—	—	all
Washita	—	—	—	—	—	—	—	—	—	—	—
OHIO											
Ashland	ad*	—	—	—	ad*	—	—	—	—	—	—
Auglaize	—	—	—	—	—	—	—	—	—	—	—
Belmont	all	all	all	all	all	de*	all	all	—	all	all
+Clark	de*	all	—	—	ade*	—	ade*	—	all	all	—
Cuyahoga	—	—	—	—	—	—	—	—	—	all	—
Coshocton	d*	—	a	—	ad	—	a	a	—	a	—
Defiance	a*	—	—	—	ad	—	—	—	—	ac*	—
Fayette	*	all	all	—	all	—	all	all	—	all	—
Franklin	—	—	—	—	—	—	—	—	—	—	—
Geauga	—	—	—	a	—	—	a	—	—	a	—
Hamilton	—	—	—	—	—	—	—	—	—	all	—
Hancock	—	—	—	—	—	—	—	—	—	—	—
Henry	—	—	—	—	—	—	—	—	—	—	—
Huron	d*	—	—	—	—	—	—	—	—	—	—
Lake	a	—	—	—	—	—	—	—	—	—	—
+Lorain	—	—	—	—	—	—	—	—	—	—	—
Mahoning	—	—	—	—	—	—	—	—	—	—	—
Meigs	—	—	—	—	—	—	—	—	—	—	—
Mercer	a	—	—	—	a	a	a	—	—	a	—
Perry	*	—	—	—	ac	—	—	—	—	—	—
Portage	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function
											For With Jointly
—	—	—	—	7	—	—	N	N	—	—	—
—	—	—	—	7	Y-S	CO/LO	N	N	—	—	—
—	—	—	—	7	N	—	N	N	—	N	N
—	—	—	—	7	—	—	—	—	—	—	—
—	—	—	—	6	N	—	—	N	—	—	—
—	—	—	—	7	N	—	N	N	—	N	N
—	—	—	—	6	Y-B	—	N	—	—	—	—
—	—	—	—	7	Y-B	—	N	N	—	N	N
—	—	—	—	7	N	—	N	N	—	N	—
—	—	—	—	7	Y-B	—	—	N	—	N	N
—	—	—	—	7	—	—	—	Y-S	—	—	—
—	—	—	—	7	N	—	N	N	—	N	N
—	—	—	—	2	Y-S	LO	Y	N	—	N	Y
—	—	—	—	7	N	—	—	N	—	N	Y
—	—	—	—	6	—	—	—	—	—	—	—
a	—	—	—	5	Y-B	CO	N	N	—	N	N
—	—	—	—	6	N	—	N	Y-S	CR-SM	N	N
—	—	—	—	7	N	—	N	N	—	N	N
—	—	—	—	6	N	—	N	Y-C	CR-SM	N	—
—	—	—	—	6	N	—	N	N	—	N	N
—	—	—	—	7	N	—	N	N	—	N	N
cde*	—	—	—	3	Y-S	CO/CR-SM	Y	N	—	N	—
—	—	—	—	6	N	—	N	N	—	N	Y
—	—	—	—	7	N	—	N	N	—	N	N
—	—	—	—	6	—	—	—	—	—	N	—
—	—	—	—	6	N	—	N	N	—	N	N
—	—	—	—	5	N	—	N	N	—	N	Y
all	acde*	all	all	4	N	—	N	N	—	N	Y
acde*	all	ab*	acde*	1	Y-B	CR-SM	Y	Y-B	CR-EM	N	Y
—	—	a*	a	6	Y-S	—	—	—	—	N	Y
—	—	—	—	6	N	—	N	N	—	—	—
—	all	all	—	6	Y-S	LO	N	N	—	N	Y
—	—	—	—	6	Y-S	LO	—	N	—	N	Y
—	—	a	—	2	Y-S	LO	—	Y-B	—	N	Y
—	—	—	—	5	Y-S	LO/CR-CM	Y	N	—	N	Y
—	—	—	—	5	N	—	N	N	—	N	N
—	—	—	—	6	N	—	N	N	—	N	N
—	—	—	—	6	N	—	N	N	—	N	Y
—	—	—	—	4	Y-B	CO/LO	—	—	—	N	Y
—	—	—	—	3	N	—	N	N	—	N	Y
—	—	—	—	3	Y	—	N	N	—	N	Y
—	—	—	—	7	N	—	N	N	—	N	N
—	a	a	a	6	Y-S	CO	Y	N	—	N	N
—	—	—	—	6	N	—	N	N	—	N	N
—	—	—	—	4	—	—	N	N	—	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Sandusky	*	—	*	—	bde*	—	—	—	—	bde*	b*
Union	a	—	—	—	a	—	a	—	—	—	—
Vinton	—	—	—	—	—	—	—	—	—	—	d
Wayne	—	—	—	—	—	—	—	—	—	—	—
Williams	abcd*	—	—	—	ade*	a*	ae*	—	*	—	abce
Wood	*	—	—	a	ad*	—	abcde	—	—	abcde	—
Wyandot	—	—	—	—	—	—	—	—	—	—	—
OREGON											
Baker	—	—	—	—	—	—	—	—	—	—	—
Columbia	—	e	—	*	de*	—	—	*	—	—	—
Curry	—	—	a	—	—	—	—	—	—	a	—
Deschutes	a	a	a	ade*	ade*	a	all	a	a*	ade*	—
Douglas	a	a	a	—	a	a	a	a	a	a	a
Gilliam	—	—	—	—	—	—	—	—	a	—	—
Grant	—	—	—	—	—	—	—	—	a	—	—
Hood River	a	a	a	a	a	a	a	a	a	a	—
Jefferson	—	—	—	—	—	—	—	—	—	—	—
Klamath	—	a	—	—	—	a	—	—	a	a	—
Lake	*	—	—	—	—	—	—	—	*	—	—
+ Lane	—	—	—	—	—	—	—	—	—	—	—
Lincoln	a	a*	a*	—	a*	a*	a*	a*	a*	a*	—
Linn	abc	abc	—	—	—	abc	—	abc	—	—	—
Malheur	a*	a	—	a	a	—	a	—	a	a	a
Marion	a	a	—	—	—	ab	a	—	a	—	—
Marrow	ab	—	—	—	—	ae*	—	—	ae	—	—
Multnomah	—	—	—	—	—	—	—	—	—	—	—
Polk	—	—	—	—	—	—	—	—	—	—	abc*
Sherman	a	—	—	—	—	—	—	—	—	—	—
Umatilla	—	—	—	—	—	—	—	—	—	—	—
Wallowa	ac*	—	—	—	a	a	—	a	—	—	—
Wasco	—	—	—	—	—	—	—	—	—	—	—
Washington	*	e*	e*	d*	—	e	—	—	—	all	—
Yamhill	—	—	—	—	a	a	a	—	a	—	abc*
PENNSYLVANIA											
Adams	abcd*	abcd*	abcd*	abcd*	abcd*	abcd*	abcd*	abcd*	abcd*	abcd*	abcd*
Allegheny	a*	—	a*	a*	a*	a*	a*	a*	—	a*	a*
Armstrong	—	—	—	—	—	—	—	—	—	—	—
Beaver	a	—	—	—	—	—	—	—	—	—	—
+ Berks	abcd*	abcd*	abcd*	—	abcd*	—	abcd*	abcd*	—	abcd*	—
+ Blair	—	—	—	—	—	—	—	—	—	—	—
Bucks	a*	—	—	—	—	—	—	—	—	—	—
Cambria	—	—	—	—	—	—	—	—	—	—	—
Columbia	acd*	—	—	—	—	—	—	ac*	—	—	—
Crawford	—	—	—	—	—	—	—	—	—	—	—
Dauphin	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
—	—	b*	g*	5	Y-B	CO/LO	Y	N	—	N	Y	Y	Y
—	—	a	—	7	—	—	—	N	—	—	Y	Y	—
—	—	—	—	5	Y-S	—	Y	N	—	—	Y	—	—
—	—	—	—	7	Y-S	CO	—	N	—	N	N	N	Y
—	—	c	—	7	N	—	N	—	—	N	—	—	N
—	—	—	a	5	Y-S	CO/LO	—	Y-S	SL	Y	Y	Y	Y
—	—	—	—	5	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	*	6	Y-B	CO/LO	N	Y-B	CR-SM	N	Y	—	—
—	ad	ad	—	7	Y-B	CO	N	N	—	N	Y	N	N
ad	a	a	ade*	6	Y-S	LO/CR-SM	Y	Y-C	CR-SM	N	Y	Y	Y
—	—	a	—	5	N	—	—	N	—	N	Y	Y	N
—	—	—	—	7	N	—	N	—	—	N	N	N	N
—	—	—	—	7	N	—	—	—	—	N	—	—	—
a	a	a	a	7	Y-S	CO/LO	Y	Y-S	CR-SM	N	Y	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	a	—	—	5	Y-S	CO	N	N	—	N	Y	—	—
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	4	Y-S	LO	N	N	—	N	Y	Y	N
—	a*	a*	a*	6	N	—	Y	Y-?	CR-SM	—	Y	Y	—
—	—	—	—	5	N	—	Y	Y-S	CR-SM	N	Y	—	—
a	—	a	a	7	Y-B	CO/LO	—	—	—	—	Y	Y	Y
—	ab	—	—	4	Y-S	CO/LO	N	Y-S	CR-EM	N	Y	Y	N
—	ae	—	—	7	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	2	N	CR-DMC	N	N	—	Y	Y	Y	Y
—	—	—	—	6	Y-S	CO/LO	N	Y-S	—	N	Y	Y	Y
abde*	a	—	—	7	N	—	N	—	—	N	N	N	Y
—	—	—	—	6	Y-S	CO	N	N	—	N	N	N	N
—	—	a	a	7	N	—	N	N	—	N	Y	—	—
—	—	—	—	7	N	—	N	N	—	N	—	—	—
—	—	—	—	4	Y-B	CO/LO	Y	N	—	Y	Y	Y	Y
a	a	a	a	6	N	—	N	Y	—	N	N	Y	N
—	—	—	—	5	Y-S	LO	N	N	—	N	Y	Y	N
a*	a*	—	a*	1	Y-S	CO/LO	N	N	—	N	N	Y	Y
—	—	—	—	5	N	—	N	N	—	N	N	N	N
—	a	—	—	4	N	—	—	—	—	N	N	Y	Y
a*	a*	a*	a*	3	Y-S	CO/LO/CR-SM	—	N	SL	Y	—	Y	—
—	—	—	—	4	N	—	Y	N	—	N	—	Y	Y
—	—	—	—	3	N	—	—	—	—	—	—	—	—
—	—	—	—	4	Y-S	CR-SM	N	N	—	N	N	N	N
—	—	—	—	5	N	—	N	N	—	N	Y	N	Y
—	—	—	—	5	Y-C	LO	N	N	—	N	N	N	N
—	—	—	—	4	N	—	N	—	—	N	N	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
+ Erie	—	—	—	—	—	—	—	—	—	—	—
Franklin	—	—	—	—	—	—	—	—	—	—	—
Greene	—	—	—	—	—	—	—	—	—	—	—
Indiana	a*	—	—	—	a	—	—	a	a	—	a
Lebanon	ae*	—	ae*	ae*	ae*	—	—	ae*	—	—	—
Lehigh	—	—	—	—	—	—	—	—	—	—	—
+ Luzerne	a*	—	ab*	a*	a*	—	a*	a*	—	a*	—
Mercer	acd*	—	acd*	—	—	—	—	acd*	—	—	—
McKean	ae*	—	ae*	—	ae*	—	—	—	a*	a*	—
Monroe	a*	—	—	—	—	—	—	—	—	—	—
Montgomery	—	—	—	—	—	—	—	—	—	—	—
Northampton	acd*	—	—	—	—	—	—	—	—	—	—
Northumberland	—	—	—	—	—	—	—	—	—	—	—
Perry	—	—	—	—	—	—	—	—	—	—	—
Pike	—	—	—	—	—	—	—	—	—	—	—
Susquehanna	ae*	—	—	—	—	—	—	—	—	—	—
Tioga	—	—	—	—	—	—	—	—	—	—	—
Venango	—	—	—	—	—	—	—	—	—	—	—
York	a*	—	—	*	—	—	—	a*	—	—	—
SOUTH CAROLINA											
Aiken	—	—	—	—	—	—	—	—	—	—	—
Charleston	—	—	—	—	—	—	—	—	—	—	—
Chesterfield	—	—	—	—	—	—	—	—	—	—	—
Colleton	—	—	—	—	—	—	—	—	—	—	—
Dillon	—	—	—	—	—	—	—	—	—	—	c
Edgefield	—	—	—	—	—	—	—	—	—	—	—
Fairfield	—	—	—	—	—	—	a	—	—	a	e
Greenville	—	—	—	—	—	—	—	—	—	—	—
Hampton	—	—	—	—	—	—	—	—	—	—	—
Laurens	—	—	—	e	e	—	—	—	—	—	—
Lee	—	—	—	—	ae	a	a	—	—	ae	ae
Saluda	—	—	—	—	—	—	—	—	—	—	—
Spartanburg	—	—	—	—	—	—	—	—	—	—	—
Sumter	—	—	—	—	—	—	a	—	—	—	ae*
Union	—	—	—	—	—	—	—	—	—	—	—
Williamsburg	—	—	—	—	—	—	—	—	—	—	—
SOUTH DAKOTA											
Beadle	—	—	—	—	—	—	—	—	—	—	—
Bennett	—	—	—	—	—	—	—	—	—	—	—
Brookings	—	—	—	—	—	*	—	—	—	—	—
Brown	*	—	e	—	—	e	—	—	—	—	—
Brule	*	—	—	—	—	—	—	—	—	—	de
Campbell	e	—	—	—	—	—	—	—	—	—	—
Corson	a	—	—	—	—	ae	e	a	—	—	a
Charles Mix	e	—	—	—	—	—	—	—	—	—	—

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Codington	—	—	—	—	—	—	—	—	—	—	—
Davison	—	a	—	—	a	a	a	a	—	—	—
Day	—	—	—	—	—	—	—	—	—	—	abc
Dewey	—	—	—	—	—	—	—	—	—	—	—
Edmunds	de*	—	—	—	—	de*	—	—	—	—	—
Fall River	*	—	—	—	—	—	—	—	—	—	—
Gregory	a	—	—	—	—	—	—	—	—	—	—
Hanson	—	—	—	—	—	—	—	—	—	—	—
Haakon	*	—	—	—	—	—	—	—	—	—	—
Jones	—	—	—	—	—	—	—	—	—	—	—
Kingsbury	—	—	—	—	—	—	—	—	—	—	—
Lake	—	—	—	—	—	—	—	—	—	—	—
Lawrence	de	—	—	—	—	de	de	—	de	—	de
McCook	*	—	—	—	—	—	—	—	—	—	—
McPherson	—	—	—	—	—	—	—	—	—	—	—
Meade	—	—	—	—	—	—	—	—	—	—	—
Miner	—	—	—	—	—	—	—	—	—	—	—
Moody	—	—	—	—	—	—	—	—	—	—	—
Perkins	—	—	—	—	—	—	—	—	—	—	—
Potter	e	—	—	—	—	e	—	—	e	—	—
Spink	a*	—	—	—	—	—	—	—	—	—	—
Sully	*	—	—	—	—	*	—	—	—	—	a*
Ziebach	—	—	—	—	—	—	—	—	—	—	—
TENNESSEE											
Anderson	—	—	—	—	—	—	—	—	—	—	—
Bledsoe	—	—	—	—	—	—	—	—	—	—	—
Bradley	—	—	—	—	—	—	—	—	—	—	—
Cannon	—	—	—	—	—	—	—	—	—	—	—
Decatur	—	—	—	—	—	—	—	—	—	—	—
Hamblen	—	—	—	—	—	—	—	—	—	—	—
Hamilton	—	—	—	ad*	ad*	—	—	—	—	ad*	ad*
Hardin	all	—	—	—	all	all	all	—	—	—	all
Hawkins	—	—	—	—	—	—	—	—	—	—	—
Henry	ae	—	—	—	a	—	a	—	—	—	a
Lake	—	—	—	—	—	—	—	—	—	—	—
Lawrence	—	—	—	—	—	—	—	—	—	—	—
Loudon	—	—	—	—	—	—	—	—	—	—	—
Madison	—	—	—	—	—	—	—	—	—	—	—
Marion	—	—	—	—	—	—	—	—	—	—	—
Marshall	—	—	—	—	—	—	—	—	—	—	—
Monroe	—	—	—	—	—	—	—	—	—	—	—
Montgomery	—	—	—	—	—	—	a	—	—	—	—
Polk	—	—	—	—	e	—	—	—	—	—	e
Putnam	—	—	—	—	—	—	—	—	—	—	—
Scott	—	—	—	—	—	—	—	—	—	—	de*
Shelby	—	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	For	With	County Function Jointly
—	—	—	—	7	N	—	—	N	N	Y	Y	—	—
a	—	—	—	7	Y-S	CO/LO	Y	—	—	Y	Y	Y	Y
all	—	—	acde*	7	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	7	Y-B	—	—	N	—	N	N	N	Y
—	de*	—	—	7	Y-S	—	—	—	—	N	N	N	N
—	—	—	—	7	—	—	—	Y-?	—	N	—	—	—
—	—	—	—	7	N	—	N	Y-B	CR-EM	N	—	—	—
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	—	—	—	—	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	Y	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	—	Y
—	de	—	de	7	Y-B	CO/LO	Y	Y-B	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	Y-S	CR-SM	Y	Y-B	CR-SM	N	N	N	N
—	—	—	—	7	—	—	N	—	—	N	N	N	N
—	—	—	—	7	N	—	N	Y-B	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	Y-B	—	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	7	—	—	—	N	—	N	N	Y	N
—	—	—	a*	7	Y-S	CR-SM	Y	Y-S	CR-SM	N	Y	Y	Y
—	—	—	—	7	Y-S	LO	N	N	—	Y	N	Y	N
—	—	—	—	5	Y-S	CR-SM	N	Y-S	SL	Y	N	Y	—
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	5	Y-S	CO/LO	N	Y-S	CR-SM	N	—	Y	—
—	—	—	—	7	N	—	N	—	—	—	N	N	N
—	—	—	—	7	N	—	N	Y-S	SL	N	N	N	N
ad*	ad*	ad*	ad*	6	Y-S	CR-DM	N	N	—	N	N	N	N
all	all	all	all	3	N	SL	N	Y-B	CR-SM	N	N	—	—
—	—	—	—	7	N	—	N	—	—	N	N	N	N
a	a	ad*	a	6	—	—	N	N	—	N	N	N	N
—	—	—	—	7	Y-S	CR-DMC	N	Y-S	CR-EM	N	N	N	N
—	—	—	—	7	N	—	—	N	Y-S	Y	N	N	N
—	—	—	—	6	Y-B	CO	N	Y-S	CR-SM	N	N	N	—
—	—	—	—	7	Y-S	—	N	—	—	N	Y	Y	Y
—	—	—	—	5	N	—	N	Y-B	CR-SM	Y	—	—	—
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	—	—	—
—	—	—	—	7	N	—	N	N	—	N	N	—	—
—	—	—	—	7	—	—	—	—	—	N	—	—	—
—	—	—	—	5	Y-S	CR-DM	Y	Y-S	—	N	N	Y	Y
—	—	—	e	7	—	—	Y	Y-S	CR-SM	N	Y	Y	N
—	—	—	—	6	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	7	N	SL	N	Y-S	SL	N	Y	Y	N
—	—	—	—	2	—	—	—	N	—	Y	Y	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Van Buren	a	—	a	—	a	a	a	—	a	a	a
Wayne	ae	—	—	—	—	—	—	—	—	—	—
White	—	—	—	—	—	—	—	—	—	—	—
Wilson	—	—	—	—	—	—	—	—	—	—	de
TEXAS											
Andrews	—	—	—	—	—	—	—	—	—	—	—
Atascosa	—	—	—	—	—	—	—	—	—	—	—
Bastrop	—	—	—	—	—	—	—	—	—	—	—
Borden	—	—	—	—	—	—	—	—	—	—	—
+Cameron	all	all	all	—	—	—	—	—	—	—	ae
Chambers	*	*	*	*	*	*	*	*	*	*	*
Coke	—	—	—	—	—	—	—	—	—	—	—
Coleman	—	—	—	—	—	—	—	—	—	—	—
Collingsworth	a	—	—	—	—	—	—	—	—	—	—
Comal	ac	—	a	—	—	a	a	—	a	a	all
Concho	—	—	—	—	—	—	—	—	—	abcde	all
Crockett	—	—	—	—	—	—	—	—	—	—	—
Crosby	—	—	—	—	—	—	—	—	—	—	—
Dawson	—	—	—	—	—	—	—	—	—	—	—
Denton	—	—	—	—	—	—	—	—	—	—	—
Dickens	—	—	—	—	—	—	—	—	—	—	—
Duval	—	—	—	—	—	—	—	—	—	—	—
Edwards	—	—	—	—	—	—	—	—	—	—	—
Ellis	—	—	—	—	—	—	—	—	—	—	—
Garza	—	—	—	—	—	—	—	—	—	—	—
Gillespie	—	—	—	—	—	—	—	—	—	—	—
Glasscock	—	—	—	—	—	—	—	—	—	—	—
Gray	*	—	—	—	—	—	—	—	—	—	—
+Grayson	—	—	—	—	—	—	—	—	—	—	—
Grimes	—	—	—	—	—	—	—	—	—	—	—
Hale	—	—	—	—	—	—	—	—	—	—	—
Hardeman	—	—	—	—	—	—	—	—	—	—	—
Hartley	*	—	—	—	—	—	—	—	—	—	—
Hemphill	a*	—	a*	—	—	ac*	—	—	acd*	—	—
Henderson	e	—	e	—	—	—	—	—	—	—	e
Hopkins	—	—	—	—	—	—	—	—	—	—	—
Hutchinson	—	—	—	—	—	—	—	—	—	—	—
Jefferson	—	e	—	—	—	—	—	—	—	—	—
Jim Hogg	*	—	—	—	—	a	a*	—	—	a*	a
Jim Wells	—	—	—	—	—	—	—	—	—	—	—
Johnson	—	—	—	—	—	—	—	—	—	—	—
Jones	—	—	—	—	—	—	—	—	—	—	—
Karnes	—	—	—	—	—	—	—	—	—	—	—
Kenedy	—	—	—	—	—	—	—	—	—	—	—
Kimble	*	—	—	—	—	—	—	—	—	—	—
King	—	—	—	—	—	—	—	—	—	—	—

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Kleberg	—	—	—	—	—	—	—	—	—	—	—
Lavaca	a	—	—	—	—	a	—	—	—	—	—
Limestone	ad*	—	—	—	—	—	—	—	—	—	—
Lipscomb	—	—	—	—	—	—	—	—	—	—	—
+Lubbock	*	—	—	—	—	—	—	—	—	—	—
Lynn	—	—	—	—	—	—	—	—	—	—	—
Maverick	—	—	—	—	—	—	—	—	—	—	—
+McLennan	—	—	—	—	—	—	—	—	—	—	—
+Midland	—	—	—	—	—	—	—	—	—	—	—
Mills	—	—	—	—	—	—	—	—	—	—	—
Mitchell	*	—	—	—	—	*	—	—	—	—	—
Navarro	*	—	—	—	—	—	—	—	—	—	—
Newton	—	—	—	—	—	—	—	—	—	—	—
Nolan	—	—	—	—	—	—	—	—	—	—	—
Nueces	—	—	—	—	—	—	—	—	—	—	—
Palo Pinto	—	—	—	—	—	—	—	—	—	—	—
Parmer	a	—	—	—	—	—	a	a	ade	a	a
Presidio	—	—	—	—	—	—	—	—	—	—	—
Rains	—	—	—	—	—	—	—	—	—	—	—
Red River	—	—	—	—	—	—	—	—	—	—	—
San Jacinto	—	—	—	—	—	—	—	—	—	—	—
Shackelford	—	—	—	—	—	—	—	—	—	—	—
Shelby	—	—	—	—	—	—	—	—	—	—	—
Sherman	—	—	—	—	—	—	—	—	—	—	—
Somervell	—	—	—	—	—	—	—	—	—	—	—
Starr	—	—	—	—	—	—	—	—	—	—	—
Sterling	—	—	—	—	—	—	—	—	—	—	—
Stonewall	—	all	all	all	all	—	all	—	—	—	—
Swisher	ac*	—	—	—	—	—	—	—	—	—	—
Throckmorton	a	—	—	—	—	—	—	—	—	—	—
Titus	—	—	—	—	—	—	—	—	—	—	—
Upton	—	—	—	—	—	—	—	—	—	—	—
Wichita	—	—	—	—	—	—	—	—	—	—	—
Williamson	—	—	—	—	—	—	—	—	—	—	—
Winkler	—	—	—	—	—	—	—	—	—	—	—
Wise	abc	—	—	—	—	—	—	—	—	—	—
Wood	—	—	—	—	—	—	—	—	—	—	—
Young	—	—	—	—	—	—	—	—	—	—	—
Zapata	—	—	—	—	—	—	—	—	—	—	—
UTAH											
Box Elder	—	a	—	—	—	—	—	—	a	—	—
Davis	—	a	a	a	a	a	a	—	a	a	—
Duchesne	—	—	—	—	—	—	—	—	—	—	—
Emery	—	—	—	—	—	—	—	—	—	—	—
Garfield	—	—	—	—	—	—	—	—	ac	—	—
Grand	—	—	—	—	—	e	—	—	e	—	e

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
				6	N		N	N		N	N	N	N
a				7	N		N	N		Y	N	N	N
				7	Y-B	CO	N	Y-B	CR-SM	N	Y	Y	N
				7	N		N	N		N	N	N	N
		de		4	N		N	N		N	Y	Y	N
				7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
				4	N		N	N		N	Y	N	N
				5	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
				6	N		N	Y	CR-SM	N	N	N	N
				7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
ade				4	N		N	N		N	N	Y	N
				6	N		N	N		N	N	N	N
a	ade	ade	ade	7	N		N	N		Y	N	N	N
				7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
				7	Y-C	CR-SM	N	N		N	Y	N	N
				7	N		N	N		N	N	N	N
de				7	N		N	N		N	N	N	N
				7	Y-B		N	N		N	N	N	N
				7	Y-B	LO/CR-SM	N	N		N	Y	N	N
				7	N		N	N		N	N	N	N
			a	7	Y-B	CO/LO	N	N		N	N	Y	N
ac				7	Y-C	CR-DMC	Y	N		N	Y	Y	N
abc*				7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
				4	N		N	N		N	Y	N	N
				6	N		N	N	CR-SM	N	N	N	N
				7	N		N	N		N	Y	Y	N
				7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
				7	Y-C		N	N		N	N	Y	N
				7			N	N		N	N	N	N
				6	N		N	N		N	N	N	N
			a	6	N		N	N		N	N	N	N
	a			5	Y-S	CR-SM	Y	N		Y	Y		Y
				7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
		a		7	N		N	N		N	N	N	N
				7	N		N	N		N	N	N	N
			e	7	Y-S	CO	N	N		N	N	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Kane	—	—	—	—	—	—	—	—	—	—	—
Millard	—	ae	—	—	—	—	—	—	ae	—	e
Morgan	—	—	—	—	—	—	—	—	—	—	—
Rich	—	—	—	—	—	—	—	e	—	—	—
Salt Lake	—	—	—	—	—	—	—	—	—	—	—
Sanpete	—	—	—	—	—	—	—	—	—	—	—
Summit	—	—	—	—	—	—	ae	—	ae	—	—
Tooele	—	—	—	—	—	—	—	—	—	—	—
Utah	abcde	abcde	abcde	—	—	—	—	—	abcde	—	—
Uintah	—	—	—	—	—	—	—	—	—	—	—
Weber	ace*	acde*	acde*	acde*	acde*	acde*	ace	acde*	acde*	a	—
VERMONT											
Caledonia	—	—	—	—	—	—	—	—	—	—	—
Essex	—	—	—	—	—	—	—	—	—	—	—
Lamoille	—	—	—	—	—	—	—	—	—	—	—
Washington	—	—	—	—	—	—	—	—	—	—	—
Windsor	—	—	—	—	—	—	—	—	—	—	—
VIRGINIA											
Albemarle	—	—	—	—	—	—	—	—	—	—	—
Appomattox	—	—	—	—	—	—	—	—	—	—	—
Bland	—	—	—	—	—	—	—	—	—	—	—
Botetourt	—	—	—	—	—	—	—	—	—	—	—
Buchanan	—	—	—	—	—	—	*	*	—	a	b
Buckingham	—	—	—	—	—	—	—	—	—	—	—
Caroline	—	a	—	—	—	—	—	—	—	—	—
Campbell	—	—	—	—	—	—	a*	—	—	—	de*
Clarke	—	—	—	—	—	—	—	—	—	—	—
Fairfax	—	ae	—	—	abce	—	—	—	—	ae	—
Fauquier	—	—	—	—	—	—	—	—	—	—	—
Floyd	—	—	—	—	—	—	—	—	—	—	—
Franklin	—	—	—	—	—	—	—	—	—	—	—
Fluvanna	—	—	—	—	—	—	ab	—	—	—	—
Giles	—	—	—	—	—	—	—	—	—	—	—
WASHINGTON											
Adams	—	—	—	—	—	—	—	—	—	—	e
Chelan	—	—	bc	—	—	—	—	—	—	—	—
Clark	—	—	—	—	—	—	—	—	—	—	—
Columbia	—	—	—	—	—	—	—	—	—	—	—
Cowlitz	—	—	—	—	—	—	—	—	—	—	—
Douglas	ab*	ab*	ab*	ab	—	ab	ab	ab*	ab	ab	—
Grays Harbor	a	a	—	—	a	a	a	a	a	a	—
Jefferson	—	—	—	—	—	—	—	—	—	—	—
Kittitas	—	—	—	—	—	—	—	—	—	—	—
Klickitat	—	—	—	—	—	a	—	—	ae	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
—	—	—	—	7	Y-S	CO	N	N	—	N	N	N	N
—	—	ace*	—	7	N	—	N	N	—	N	Y	—	—
—	—	—	—	7	N	—	N	—	—	—	N	Y	Y
—	—	—	—	7	N	CO/LO/CR-SM	N	N	—	N	N	N	N
—	—	—	—	3	N	—	Y	Y	CR-SM	Y	Y	Y	N
—	—	—	—	7	N	—	N	Y-S	—	N	N	N	Y
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	Y-B	CO/LO	N	N	—	N	Y	N	N
—	—	—	—	4	Y-B	CO	Y	N	—	Y	Y	—	—
—	—	—	—	7	Y-B	—	N	N	—	N	Y	Y	Y
acde*	acde*	acde*	acde*	4	Y-B	CO/CR-SM	Y	N	—	Y	Y	N	Y
—	—	—	—	6	Y-B	SL	N	Y-B	CR-SM	N	N	N	N
—	—	—	—	7	—	—	—	—	—	—	—	—	—
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	6	N	—	N	Y-S	—	N	N	N	N
—	—	—	—	6	—	—	N	N	—	—	N	N	N
—	—	—	—	6	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	N	—	N	N	Y	N
—	—	—	—	7	N	—	N	—	—	—	N	N	Y
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	N	N	Y
b	—	—	d	6	N	—	—	N	—	N	N	N	N
—	—	—	—	7	Y-S	CO	N	N	—	N	N	N	N
—	—	—	—	6	N	—	N	Y-C	CR-SM	N	N	N	N
—	—	—	—	7	N	—	N	Y-S	CR-SM	N	—	—	—
—	—	—	—	7	Y-S	CO/LO	—	Y-B	CR-SM	N	N	Y	Y
—	ae	—	—	3	N	—	N	Y-S	CR-SM	N	N	N	N
—	—	—	—	6	Y-B	—	—	Y-S	CR-SM	N	Y	Y	Y
—	—	—	—	7	—	—	N	—	—	—	N	N	N
—	—	—	—	6	Y-S	CR-SM	—	Y-B	—	N	N	Y	Y
—	—	—	—	7	Y-C	CO	N	N	—	N	Y	N	N
—	—	—	—	7	—	—	N	Y-S	CR-SM	N	N	N	N
—	—	e	—	7	—	—	N	—	—	N	—	—	—
—	—	—	—	6	N	—	Y	Y-C	—	N	Y	Y	—
—	—	—	—	4	—	—	—	—	—	—	—	—	—
—	—	—	—	7	N	—	N	N	—	N	Y	Y	Y
—	—	—	—	5	Y-B	—	Y	Y-B	CR-SM	Y	Y	Y	Y
ab*	ab*	ab	ab	7	Y-S	CO	N	—	—	—	Y	—	—
—	a	a	a	5	Y-S	—	Y	Y-C	CR-CM	N	Y	Y	Y
—	—	—	—	7	—	—	Y	Y-S	CR-EM	N	N	Y	Y
—	—	—	—	6	N	—	N	N	—	N	—	—	—
—	a	a	—	7	N	—	N	Y-S	CR-SM	N	Y	N	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Mason	a*	—	a*	a*	a*	ae	—	—	ae*	—	e
Pacific	—	—	—	—	—	—	—	—	—	—	—
Pend Oreille	—	—	—	—	—	a	—	—	—	—	—
+Pierce	—	—	—	—	—	—	—	—	—	—	—
San Juan	—	—	—	—	—	d	—	—	d	—	d
King	—	—	—	—	—	—	—	—	—	—	—
Skamania	—	—	—	—	—	ade	—	—	—	—	—
Stevens	*	—	—	—	—	abcd*	—	—	—	—	—
Wahkiakum	—	—	—	—	—	—	—	—	—	—	—
Walla Walla	—	—	—	—	—	—	—	—	—	—	—
Whatcom	—	abcd	—	—	—	abcd	abcd	—	abcd	abcd	—
Yakima	—	abce*	all	abde*	all	b	b	—	—	all	—
WISCONSIN											
Barron	—	—	—	—	—	—	—	—	—	—	—
+Brown	*	*	—	—	—	—	—	*	—	—	all
Buffalo	—	—	—	—	—	—	—	—	—	—	—
Calumet	—	—	—	—	—	—	—	—	—	—	—
Chippewa	—	—	—	—	—	—	—	—	—	—	—
Douglas	ae	a*	—	ade	—	a*	—	a*	—	—	—
Fond du Lac	—	—	—	—	—	—	—	—	—	—	—
Grant	all	—	—	—	—	—	—	—	—	—	—
Green	—	—	—	—	—	—	—	—	—	—	—
Iron	—	—	—	—	—	—	—	—	—	—	—
Jackson	a*	—	—	—	—	*	—	—	—	—	—
Jefferson	—	—	—	—	—	—	—	—	—	—	—
+Kenosha	—	—	—	—	—	—	—	—	—	—	—
+LaCrosse	e*	—	—	—	—	—	—	—	—	—	e*
Lafayette	—	—	—	—	—	—	—	—	—	—	—
Langlade	all	—	all	—	—	all	—	—	—	—	—
Manitowoc	—	—	—	—	—	—	—	—	—	—	—
Marinette	—	—	—	—	—	—	—	—	—	—	—
Menomonie	—	—	—	—	—	—	—	—	—	—	—
Milwaukee	*	*	*	—	—	—	—	—	—	d*	—
Monroe	—	—	—	—	—	—	—	—	—	—	—
Oconto	—	—	—	—	—	—	—	—	—	—	—
Oneida	—	—	—	—	—	—	—	—	—	—	—
Ozaukee	*	—	—	—	—	—	—	—	—	—	*
Pepin	abc	—	—	—	—	—	—	—	—	—	—
Polk	—	—	—	—	—	—	—	—	—	—	—
Portage	a*	—	—	—	—	—	—	—	—	—	—
Price	all	—	—	—	a	e	—	—	—	—	—
Rock	ad*	—	—	—	—	—	—	—	—	—	*
Sauk	—	—	—	—	—	—	—	—	—	—	—
Sheboygan	—	—	—	—	—	—	—	—	a	—	—
St. Croix	—	—	—	—	—	—	—	—	—	—	—
Vilas	d*	—	—	—	—	—	—	—	—	—	—

SELECTED CHARACTERISTICS OF COUNTIES

Highways	Parks and Recreation	Hospitals	Libraries	Population Category	Authorized Transfer of Functions	Action Required for Transfer to County	Functions Transferred Between 1960-1970	County Consolidation Permitted and Authorization	Local Procedure Required	Studying City-County Consolidation	County Function		
											For	With	Jointly
e	a*	—	—	7	Y-B	CO	N	N	—	N	Y	Y	Y
—	—	—	—	7	—	—	—	N	—	N	Y	—	—
—	a	a	a	7	N	—	—	Y-S	CR-EM	N	—	—	—
—	—	—	—	3	Y-B	CO/LO	Y	N	—	N	Y	—	—
—	d	—	—	7	N	—	N	N	—	Y	Y	N	N
—	—	—	—	1	Y-S	CR-CM	N	N	—	N	Y	N	N
—	ade	ade	—	7	N	—	N	N	—	N	—	—	—
—	—	—	—	7	N	—	N	Y	—	N	Y	Y	Y
—	—	—	—	7	—	—	N	—	—	N	—	—	—
—	—	—	—	6	N	—	N	Y-S	—	Y	Y	—	—
—	—	—	—	5	N	—	Y	Y-S	—	N	N	N	N
all	all	—	ab*	4	Y-S	CO/LO	Y	—	—	N	Y	Y	Y
—	—	—	—	6	Y-S	LO	N	N	—	N	—	—	—
—	—	—	—	4	N	—	Y	Y-S	CR-SM	N	Y	N	Y
—	—	—	—	7	Y-S	LO	N	Y-S	CR-SM	N	Y	Y	N
—	—	—	—	6	N	—	—	Y-S	CR-SM/CBA	N	Y	N	N
—	—	—	—	6	N	—	Y	N	—	N	Y	N	N
ade	—	—	—	6	Y-B	CO/LO	Y	Y-S	—	N	—	—	—
—	—	—	—	5	Y-S	CO/LO	Y	Y-S	—	N	Y	Y	N
—	—	—	—	6	N	—	N	Y-S	CR-SM/CBA	N	Y	—	—
—	—	—	—	6	—	—	—	—	—	—	—	—	—
—	—	—	—	7	N	—	N	N	—	N	N	N	N
—	—	—	—	7	Y-S	LO	N	N	—	N	N	N	Y
—	—	—	—	5	N	—	N	—	—	N	—	—	Y
—	—	—	—	4	Y-B	CO	—	—	—	N	—	—	—
—	—	—	—	5	Y-S	CO	N	N	—	N	N	—	—
—	—	—	—	7	—	—	N	N	—	N	—	—	—
—	—	—	—	7	Y-S	CO/LO	Y	Y-S	CR-SM/CBA	N	Y	—	—
—	—	—	—	5	Y-S	CO	Y	Y-S	CR-EM	—	Y	N	N
—	—	—	—	6	N	CO	N	N	—	—	N	N	Y
—	—	—	—	7	Y-S	—	N	N	—	N	N	N	Y
—	de*	—	—	1	N	—	N	Y-S	CR-SM/CBA	Y	Y	Y	Y
—	—	—	—	6	—	—	Y	N	—	N	N	N	N
—	—	—	—	6	N	—	N	—	—	N	N	Y	—
—	—	—	—	7	N	—	N	N	—	N	Y	N	N
—	—	—	—	5	N	—	—	Y-B	CR-SM/CBA	N	Y	Y	N
—	—	—	—	7	—	—	N	Y-B	—	N	Y	N	N
—	—	—	—	6	N	—	—	—	—	N	—	—	—
a	—	—	—	6	N	—	N	Y-B	CR-SM/CBA	N	—	—	—
—	—	—	—	7	Y-S	LO	Y	Y-C	CR-SM/CBA	N	Y	—	—
—	—	—	—	4	Y-B	CO/LO	—	Y-B	CR-SM/CBA	Y	Y	Y	Y
—	—	—	—	6	N	—	—	Y-S	—	N	N	N	N
—	—	—	—	5	N	—	N	Y-S	CBA	N	N	N	N
—	—	—	—	6	N	—	N	Y-C	CR-SM	N	N	N	N
d*	d*	—	—	7	Y-S	CO/LO	N	N	—	N	Y	Y	N

SELECTED POWERS OF COUNTIES OVER SPECIAL DISTRICTS

State and County	Soil Conservation	Drainage	Flood Control	Air Pollution	Solid Waste	Fire Protection	Water Supply	Housing and Urban Renewal	Cemeteries	Sewage	Education
Walworth	abcd*	abcd*	—	—	—	—	—	—	—	—	—
Washburn	—	—	—	—	—	—	—	—	—	—	—
Waushara	—	—	—	—	—	—	—	—	—	—	—
Winnebago	—	—	—	—	—	—	—	—	—	—	—
Wood	a*	a*	a*	a*	a*	—	—	—	—	—	—
WEST VIRGINIA											
Berkeley	—	—	—	—	—	—	—	—	—	—	—
Boone	—	—	—	—	—	—	a	—	—	a	—
Brooke	—	—	—	—	—	—	—	—	—	—	—
Fayette	a*	a*	—	—	a*	a*	a*	—	—	a*	—
Gilmer	—	—	—	—	—	—	—	—	—	—	—
Hancock	—	—	—	—	—	—	a	—	—	—	—
Hardy	—	—	—	—	—	—	—	—	—	—	—
Morgan	—	—	—	—	—	—	—	—	—	—	—
Pendleton	—	—	—	—	—	—	—	—	—	—	—
Randolph	—	—	—	—	—	—	—	—	—	—	—
Tucker	—	—	—	—	—	—	—	—	—	—	—
Wood	—	—	—	—	—	—	—	—	—	—	—
WYOMING											
Big Horn	—	e	—	—	—	ae*	—	—	ae*	—	abcde
Laramie	abc	abc	abc	—	abc	abc*	abc*	—	abc	abc	abc
Converse	—	—	—	—	—	—	—	—	—	—	—
Lincoln	a	a	—	—	—	a	—	—	ae	—	—
Niobrara	—	—	—	—	—	—	—	—	—	—	—
Platte	—	—	—	—	—	—	—	—	—	—	—
Sheridan	—	—	—	—	—	a	—	—	—	—	—
Sublette	—	—	—	—	—	—	—	—	—	—	—
Weston	—	—	—	—	—	all	—	—	all	—	—

APPENDIX B - 2

**City-County Consolidation Interest
June 1971**

According to ACIR/NACO/ICMA survey
the following areas were considering
city-county consolidation in June 1971

Alabama

Jefferson
Shelby
Tuscaloosa*

Alaska

Greater Anchorage Area*
Kenai Peninsula

Arizona

Graham*
Maricopa*
Pima*
Pinal

California

Amador
Sacramento*
Madera

Colorado

Mesa
Pitkin
Pueblo

Florida

Alachua
Brevard*
Charlotte
Escambia*
Orange*
St. Lucie
Sarasota

Georgia

Bibb
Chatham
Clark*
Douglas*
Floyd
Richmond*

Idaho

Franklin

Illinois

Boone

Indiana

Grant
Miami
Tippecanoe*
Vigo

Iowa

Audubon
Delaware
Polk
Webster
Winnebago

Kansas

Geary
Kingman
Lyon
Sedgwick
Shawnee

Kentucky

Washington

Massachusetts

Barnstable
Hampshire

Michigan

Washtenaw

Minnesota

Aitkin
Becker
Blue Earth
Pennington
Wright

Montana

Carter
Cascade
Dawson
Lewis and Clark
Park
Sweet Grass
Treasure
Yellowstone

Nebraska

Burt
Cedar
Hamilton

Nevada

Nye

New Hampshire

Cheshire

New York

Monroe
 Oneida*
 Onondaga

North Carolina

Cleveland
 Mecklenburg
 New Hanover
 Union

North Dakota

Adams
 Barnes
 Eddy
 Mc Kenzie
 Pembina
 Sioux
 Steele

Ohio

Hamilton
 Hancock
 Montgomery*
 Wood

Oregon

Multnomah
 Washington

Pennsylvania

Berks

South Carolina

Charleston
 Greenville
 Sumter

South Dakota

Brookings
 Codington
 Davison
 Ziebach

Tennessee

Anderson
 Madison
 Shelby*

Texas

Andrews
 Denton
 Gray
 Hardeman
 Johnson
 Lavaca
 Parmer
 Wise

Utah

Salt Lake
 Utah
 Weber

Virginia

Henry
 Loudoun
 Nansemond
 Russell
 Spotsylvania

Washington

Benton*
 Cowlitz
 Franklin*
 San Juan
 Spokane*
 Walla Walla

West Virginia

Ohio*

Wisconsin

Milwaukee
 Rock

*Counties which are studying, or have studied, city-county consolidation according to NACO, October, 1971.

APPENDIX C-1

SINGLE COUNTY SMSA'S BY STATE

STATE	COUNTIES	SMSA NAME	POPULATION		CENTRAL CITY & POPULATION (1970)	CENTRAL CITY POPULATION CHANGE 1960 - 1970	
			1960	1970			
Alabama	Etowah	Gadsden	96,980	94,144	Gadsden	53,928 (-7.3)	
	Tuscaloosa	Tuscaloosa	109,047	116,029	Tuscaloosa	65,773 (3.8)	
Arizona	Maricopa	Phoenix	663,510	967,522	Phoenix	581,562 (32.4)	
	Pima	Tucson	265,660	351,667	Tucson	262,933 (23.5)	
Arkansas	Jefferson	Pine Bluff	81,373	85,329	Pine Bluff	57,389 (30.3)	
California	Fresno	Fresno	365,945	413,053	Fresno	165,972 (23.0)	
	Kern	Bakersfield	291,984	329,162	Bakersfield	69,515 (22.3)	
	Monterey	Salinas-Monterey	198,351	250,071	Salinas	58,892 (103.4)	
	Los Angeles	Los Angeles-					
		Long Beach		6,038,771	7,032,075	Los Angeles	2,816,061 (13.6)
	Orange	Anaheim-Santa					
		Ana-Garden Grove		703,925	1,420,386	Anaheim, Santa Ana, and Garden Grove	(60.0, 56.1, 45.4)
	San Diego	San Diego	1,033,011	1,357,854	San Diego	696,769 (21.6)	
	Santa Barbara	Santa Barbara	186,962	264,324	Santa Barbara	70,215 (19.5)	
	Santa Clara	San Jose	642,315	1,064,714	San Jose	445,779 (118.3)	
	San Joaquin	Stockton	249,989	290,208	Stockton	107,644 (24.7)	
	Sonoma	Santa Rosa	147,375	204,885	Santa Rosa	50,006 (61.2)	
	Stanislaus	Modesto	157,294	195,506	Modesto	61,712 (68.7)	
Ventura	Oxnard-Ventura	199,138	376,430	Oxnard	71,225 (76.9)		
Colorado	El Paso	Colorado Springs	143,742	235,972	Colorado Springs	135,060 (92.4)	
	Pueblo	Pueblo	118,707	118,235	Pueblo	97,453 (6.9)	
Florida	Broward	Fort Lauderdale-					
		Hollywood	333,946	620,100	Fort Lauderdale	139,590 (66.9)	
	Alachua	Gainesville	74,074	104,764	Gainesville	78,646 (164.8)	
	Dade	Miami-Dade	935,047	1,267,792	Miami	334,859 (14.8)	
	Duval	Jacksonville	455,411	528,865	Jacksonville	528,865 (163.1)	
	Leon	Tallahassee	74,225	103,047	Tallahassee	71,897 (49.2)	
Palm Beach	West Palm Beach	228,106	348,753	West Palm Beach	85,249 (51.7)		
Georgia	Chatham	Savannah	188,299	187,769	Savannah	118,347 (20.7)	
	Dougherty	Albany	75,680	89,639	Albany	72,623 (29.9)	
Hawaii	Honolulu	Honolulu	500,409	629,176	Honolulu	324,871 (10.4)	
Idaho	Ada	Boise City	93,460	112,230	Boise City	74,990 (117.5)	
Illinois	Champaign	Champaign-Urbana	132,436	163,281	Champaign	56,532 (14.0)	
	McLean	Bloomington-Normal	83,877	104,389	Bloomington	39,992 (10.3)	
	Macon	Decatur	118,257	125,010	Decatur	90,397 (15.9)	
	Sangamon	Springfield	146,539	161,335	Springfield	91,753 (10.2)	
Indiana	Allen	Fort Wayne	232,196	280,455	Fort Wayne	177,671 (9.8)	

	Delaware	Muncie	110,938	129,219	Muncie	69,080	(0.7)
	Madison	Anderson	125,819	138,451	Anderson	70,787	(44.3)
	Tippecanoe	Lafayette-W. Lafayette	89,122		Lafayette		
Iowa	Black Hawk	Waterloo	122,482	132,916	Waterloo	75,533	(5.3)
	Dubuque	Dubuque	80,048	90,609	Cedar Rapids	110,642	(20.2)
	Linn	Cedar Rapids	136,899	163,213	Cedar Rapids	110,642	(20.2)
	Polk	Des Moines	266,315	286,101	Des Moines	200,587	(-4.0)
Kansas	Shawnee	Topeka	141,286	155,322	Topeka	125,011	(4.6)
Kentucky	Daviess	Owensboro	70,588	79,486		50,329	(18.5)
	Fayette	Lexington	131,906	174,323	Lexington	108,137	(72.2)
Louisiana	Calcasieu	Lake Charles	145,475	145,415	Lake Charles	77,998	(23.0)
	East Baton Rouge	Baton Rouge	230,058	285,167	Baton Rouge	165,963	(8.9)
	Lafayette	Lafayette	84,656	109,716	Lafayette	68,908	(70.6)
	Ouachita	Monroe	101,663	115,387	Monroe	56,374	(8.0)
Michigan	Bay	Bay City	107,042	117,339	Bay City	49,449	(-7.8)
	Jackson	Jackson	131,994	143,274	Jackson	45,484	(-10.3)
	Kalamazoo	Kalamazoo	169,712	201,550	Kalamazoo	85,555	(4.2)
	Muskegon	Muskegon-Muskegon Heights	149,943	157,426	Muskegon	44,631	(-4.0)
Minnesota	Olmsted	Rochester	65,532	84,104	Rochester	53,766	(32.2)
Mississippi	Harrison	Biloxi-Gulfport	119,489	134,582	Biloxi	29,753	(N/A)
Missouri	Boone	Columbia	55,202	80,911	Columbia	32,976	(210.9)
	Buchanan	St. Joseph	90,581	86,915	St. Joseph	72,691	(-8.8)
	Greene	Springfield	126,276	152,929	Springfield	120,096	(25.3)
Montana	Cascade	Great Falls	73,418	81,804	Great Falls	60,091	(8.8)
	Yellowstone	Billings	79,016	87,367	Billings	74,848	(41.5)
Nebraska	Lancaster	Lincoln	155,272	167,972	Lincoln	149,518	(16.3)
Nevada	Clark	Las Vegas	127,016	273,288	Las Vegas	124,161	(92.8)
	Washoe	Reno	84,743	119,965	Reno	72,121	(28.6)
New Jersey	Atlantic	Atlantic City	160,880	175,043	Atlantic City	47,859	(-19.6)
	Cumberland	Vineland-Millville- Bridgton	106,850	121,374	Vineland	47,399	(25.8)
	Mercer	Trenton	266,392	303,968	Trenton	104,638	(-8.3)
	Hudson	Jersey City	610,734	609,266	Jersey City	260,545	(-5.6)
New Mexico	Bernalillo	Albuquerque	262,199	315,774	Albuquerque	243,751	(21.2)
North Carolina	Buncombe	Asheville	130,074	145,056	Asheville	57,681	(-4.2)
	Cumberland	Fayetteville	148,418	212,042	Fayetteville	53,510	(13.6)
	Wake	Raleigh	169,082	228,453	Raleigh	121,577	(29.4)

STATE	COUNTIES	SMSA NAME	POPULATION		CENTRAL CITY & POPULATION (1970)	CENTRAL CITY POPULATION CHANGE 1960 - 1970
			1960	1970		
Ohio	Butler	Hamilton-Middletown	199,076	226,207	Hamilton	67,865 (-6.2)
	Clark	Springfield	131,440	157,115	Springfield	81,926 (-1.0)
	Lorain	Lorain-Elyria	217,500	256,843	Lorain	78,185 (13.4)
	Richland	Mansfield	117,761	129,997	Mansfield	55,047 (16.3)
	Stark	Canton	340,345	372,210	Canton	110,053 (-3.1)
Oklahoma	Comanche	Lawton	90,803	108,144	Lawton	74,470 (20.7)
Oregon	Lane	Eugene	162,890	213,358	Eugene	76,346 (20.7)
Pennsylvania	Berks	Reading	275,414	296,382	Reading	87,643 (-10.7)
	Blair	Altoona	137,270	135,356	Altoona	62,900 (-9.4)
	Erie	Erie	138,440	263,654	Erie	129,231 (-6.7)
	Lackawanna	Scranton	234,531	234,107	Scranton	103,564 (-7.1)
	Lancaster	Lancaster	278,359	319,693	Lancaster	57,690 (-5.5)
	Luzerne	Wilkes-Barre-Hazleton	346,972	342,301	Wilkes-Barre	58,856 (-7.4)
South Dakota	Minnehaha	Sioux Falls	86,575		Sioux Falls	
Texas	Brazos	Bryan-College Station	44,895	57,978	Bryan City	33,719 (22.4)
	Ector	Odessa	90,995	91,805	Odessa	78,380 (-2.4)
	Cameron	Brownsville-Harlingen-				
		San Benito		151,098	140,368	Brownsville
	Galveston	Galveston-Texas City	140,364	169,812	Galveston	61,809 (-8.0)
	Grayson	Sherman-Dension	73,043	83,225	Sherman	29,061 (16.3)
	El Paso	El Paso	314,070	359,291	El Paso	322,261 (16.5)
	Hidalgo	McAllen-Pharr-Edinburg	180,904	181,535	McAllen	37,636 (15.0)
	McLennan	Waco	150,091	147,553	Waco	95,326 (-2.5)
	Midland	Midland	67,717	65,433	Midland	59,463 (-5.0)
	Lubbock	Lubbock	156,271	179,295	Lubbock	149,101 (15.9)
	Smith	Tyler	86,350	97,096	Tyler	57,770 (12.8)
	Tom Green	San Angelo	64,630	71,047	San Angelo	63,884 (8.6)
Travis	Austin	212,136	295,516	Austin	251,808 (35.0)	
Webb	Laredo	64,791	72,859	Laredo	69,024 (13.8)	
Utah	Weber	Ogden	110,744	126,278	Ogden	69,478 (-1.0)
	Utah	Provo-Orem	106,991	137,776	Provo	53,131 (47.4)
Washington	Pierce	Tacoma	321,590	411,027	Tacoma	154,581 (4.5)
	Spokane	Spokane	278,333	287,487	Spokane	170,516 (-6.1)
West Virginia	Kanawha	Charleston	252,925	229,515	Charleston	71,505 (-16.7)
Wisconsin	Brown	Green Bay	125,080	158,244	Green Bay	87,809 (39.6)
	Dane	Madison	222,095	290,272	Madison	173,258 (36.7)
	Kenosha	Kenosha	100,615	117,917	Kenosha	78,805 (16.1)
	Lacrosse	Lacrosse	72,465	80,468	Lacrosse City	51,153 (7.5)
	Racine	Racine	141,781	170,838	Racine	95,162 (6.8)

APPENDIX C-2

SELECTED CHARACTERISTICS OF RESPONDING SINGLE-COUNTY SMSA'S

COUNTY	NUMBER	SQUARE	SPECIAL	NUMBER			TRANSFER	LEGAL	REQUIRED	TRANSFERS	CITY-COUNTY
	INCORPORATED PLACES			SPECIAL DISTRICTS	SCHOOL DISTRICTS	MULTI-PURPOSE DISTRICTS					
Tuscaloosa, Ala.	2	1340	Y	0	1	0	Y	B	CR-SM	Y	Y
Maricopa, Ariz.	18	9253	Y	165	65	0	Y	S	LO	N	N
Pinal, Ariz.	6	5380	Y	36	1	0	N	—	—	N	Y
Jefferson, Ariz.	7	907	Y	0	0	0	Y	S	—	—	—
Fresno, Calif.	15	5964	Y	142	56	27	N	—	—	N	N
Kern, Calif.	11	8172	Y	16	53	97	Y	S	JPA	N	N
Monterey, Calif.	11	3324	Y	73	31	19	Y	S	JPA	N	N
Los Angeles, Calif.	77	4083	Y	348	100	0	Y	S	LO/LAFC	Y	N
Orange, Calif.	25	741	Y	104	35	14	Y	S	CO/LO	N	N
San Diego, Calif.	135	4225	Y	135	38	83	Y	C	NPA	Y	N
Santa Clara, Calif.	15	1312	Y	38	48	0	N	—	—	N	N
San Joaquin, Calif.	6	1410	Y	146	27	30	Y	S	CO	Y	N
Stanislaus, Calif.	8	152	Y	77	29	6	Y	S	CO/LO	N	N
El Paso, Colorado	8	2159	Y	36	16	0	N	—	—	N	N
Pueblo, Colorado	2	2606	Y	8	5	0	N	—	—	N	Y
Alachua, Florida	9	965	N	0	0	0	Y	B	CO/LO/R-SM	Y	Y
Broward, Florida	29	1218	Y	23	1	0	N	—	—	N	N
Duval, Florida	1	827	Y	2	0	0	N	—	—	Y	N
Palm Beach, Fla.	0	2700	Y	22	0	0	Y	C	CO	—	—
Chatham, Ga.	7	440	N	0	0	0	Y	B	CO/LO	Y	Y
Ada, Idaho	4	0	Y	29	5	—	N	—	—	N	—
Champaign, Ill.	25	1000	—	0	0	0	N	—	—	N	—
Macon, Ill.	7	0	Y	27	8	0	Y	S	CR-SM	Y	N
Sangamon, Ill.	25	880	Y	31	25	0	Y	B	CO/CR-SM	N	N
Delaware, Indiana	4	400	Y	1	4	0	—	—	—	—	N
Allen, Indiana	6	666	—	—	—	—	N	—	—	N	Y
Linn, Iowa	17	720	Y	21	0	0	Y	S	CO/LO/CR-SM	Y	N
Polk, Iowa	15	985	Y	54	13	0	N	—	—	N	Y
Shawnee, Kansas	5	545	Y	30	10	0	N	—	—	N	Y
Ouachita, Louisiana	3	643	Y	10	0	0	N	—	—	N	N
Saginaw, Michigan	8	—	N	0	0	0	0	0	0	Y	N
Washtenaw, Michigan	7	720	Y	0	0	0	Y	S	—	—	Y
Olmsted, Minn.	25	660	Y	0	12	0	Y	S	CO/LO/CR-SM	Y	N
Cascade, Montana	2	2659	Y	13	0	0	Y	B	CO	N	Y
Yellowstone, Mont.	3	4656	Y	43	27	0	Y	S	CR-SM	N	Y
Clark, Nevada	4	7927	Y	19	1	0	Y	S	CO/LO	N	Y
Washoe, Nevada	2	8440	Y	2	1	4	N	—	—	Y	N
Atlantic, N.J.	23	565	Y	0	25	0	Y	B	CO/LO	N	N
Cumberland, N.J.	14	502	Y	14	8	0	Y	S	LO	Y	N
Bernalillo, N.M.	2	—	Y	2	1	0	Y	S	CR-SM	N	N
Buncombe, N.C.	6	646	Y	33	2	0	N	—	—	N	N
Cumberland, N.C.	8	661	Y	11	1	0	N	—	—	N	N
Clark, Ohio	11	402	Y	194	7	12	N	—	—	N	N

COUNTY	NUMBER INCOR- PORATED PLACES	SQUARE MILES	SPECIAL DISTRICTS	NUMBER			MULTI- PURPOSE DISTRICTS	AUTHORIZED TRANSFER OF FUNCTIONS	LEGAL BASIS	REQUIRED PROCEDURE	TRANSFERS BETWEEN 1960 - 1970	CITY-COUNTY CONSOLIDATION STUDIED
				SPECIAL DISTRICTS	SCHOOL DISTRICTS	NUMBER DISTRICTS						
Lorain, Ohio	16	495	Y	0	1	0	0	N	—	—	N	N
Lane, Oregon	11	4610	Y	57	17	0	0	Y	S	LO	N	N
Berks, Penn.	75	864	Y	0	0	0	0	Y	S	CO/LO/CR-SM	—	Y
Blair, Penn.	8	—	Y	0	0	0	0	N	—	—	Y	N
Erie, Penn.	40	812	N	0	0	0	0	N	—	—	N	N
Luzerne, Penn.	74	894	N	25	8	0	0	Y	S	CO/LO	Y	N
Cameron, Tex.	10	1114	Y	0	3	24	0	N	—	—	N	N
Grayson, Tex.	14	927	N	0	0	0	0	Y	B	CO/LO/CR-SM	N	N
McLennan, Tex.	12	1035	Y	6	21	0	0	N	—	—	N	N
Midland, Tex.	1	840	Y	0	0	0	0	N	—	—	—	—
Lubbock, Tex.	7	900	Y	5	8	0	0	N	—	—	N	N
Weber, Utah	16	2143	Y	19	3	0	0	Y	B	CO	Y	Y
Pierce, Wyoming	18	1789	Y	32	19	0	0	Y	B	CO/LO	Y	N
Brown, Wisconsin	6	538	Y	17	14	0	0	N	—	—	Y	N
Kenosha, Wis.	12	273	Y	0	0	0	0	Y	B	CO	—	—
Lacrosse, Wis.	18	—	Y	28	6	0	0	Y	S	CO	N	N

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Robert P. Knowles, Senator, Wisconsin

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Lawrence K. Roos, St. Louis County, Missouri