

MINUTES OF THE SENATE COMMITTEE ON LOCAL GOVERNMENT

The meeting was called to order by Senator Audrey Langworthy a
Chairperson

9:08 a.m./~~p.m.~~ on January 22, 1992 in room 531-N of the Capitol.

All members were present except: Senator Lee was excused

Committee staff present:

Theresa Kiernan, Revisor of Statutes
Mike Heim, Legislative Research
Elizabeth Carlson, Committee Secretary

Conferees appearing before the committee:

Christy Young, Topeka Chamber of Commerce
David Isabell, City Administrator, Kansas City, Kansas
H. Edward Flentje, Professor, Wichita State University
Hugo Wall Center for Urban Studies

City-county consolidation:

The chairperson reported that the summer interim committee recommended city-county consolidation be studied further by a standing committee. A draft bill was presented but there was not enough general agreement by the members for introduction of the bill. She stated this is an issue whose time has arrived and needs to be studied. The hearings are meant to bring out the positive aspects of consolidation and sort through the problems and see if a draft bill can be written which would get this process started.

Christy Young, Topeka Chamber of Commerce, read from a prepared statement. (Attachment 1.) She testified about what has taken place in the city-county consolidation of government in Topeka. She stated the Greater Topeka Chamber of Commerce believes in the establishment of a Kansas Advisory Council on Intergovernmental Relations (ACIR). She stated also that in the Chamber, members have strong feelings on both sides of the issue of consolidation. She was asked if the feelings of the members were philosophical or on substantive issue of mechanisms for change. She replied they were philosophical and also they had questions whether or not there would be a cost savings in such consolidation; however, consolidation is still being pursued. The discussion of the consolidation of the police department and sheriff's department has just begun.

David Isabell, city administrator, city of Kansas City. Mr. Isabell was introduced by Senator Steineger. Mr. Isabell discussed the consolidation which has taken place in Kansas City. He said it was voluntary consolidation between the city and county and was begun in 1983. He passed out copies of an Interlocal agreement. (Attachment 2.) Senator Webb stated it is a model plan. Senator Ehrlich asked about the health department. Mr. Isabell stated the county will be providing health services county wide--it is no longer a joint agency. He was asked if there are some impediments in state law that keeps the cities and counties from consolidation. He stated necessity often requires this consolidation and said if there are some ways the law can be changed, they will come to the legislature for these changes.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON LOCAL GOVERNMENT,

room 531-NStatehouse, at 9:08 a.m./~~pm~~ on January 22, 1992

H. Edward Flentje, Hugo Wall Center for Urban Studies, the Wichita State University stated he testified before the interim committee during September, (Attachment 3) and he referred to this testimony. He presented a study that is being done of Reno County and the city of Hutchinson. (Attachment 4.) He also said they had been engaged by the city of Wichita to do a similar study. He went through the study which has been done on Reno county and the city of Hutchinson. He pointed out several tables regarding Reno county. He said it a very big problem for city and county governments to consolidate because they have two distinct entities. He stated if county-city governments want to merge there are no laws in the books that allow them to do that. He said his counsel to the committee is that he is glad this process is being looked at and the tools have to be given to the local officials and citizens. He said the university would be very willing to assist on this. Senator Langworthy requested he look at the draft bill of the interim committee and see what changes could be made so that something could be drafted in bill form.

Meeting adjourned at 10:00 a.m.

Greater Topeka
Chamber of Commerce
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913/234-2644
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**Testimony before the Senate Local Government Committee
January 22, 1992
Christy Young, Vice President Governmental Relations
Greater Topeka Chamber of Commerce**

Consolidation of local units of government and school districts is an issue that has been discussed for many years in Topeka, Shawnee County. In the last couple of years we have seen an increase in citizen interest and a growing "gut" feeling that consolidation could bring economies and efficiencies to local government while still maintaining a quality level of services. Citizens in our community feeling the pain of the rising cost of local government see duplication and, in the case of city residents, a double dipping of tax dollars to support local area services.

A citizen's group, appointed by both the city and county, has been studying the issue of consolidating parks and recreation services for the past year. They recently delivered their findings to a joint meeting of the city council and county commission in favor of an interlocal agreement to consolidate this government function. Another citizen's group has just been appointed to study the consolidation of the police and sheriff's departments. The interest is there to find a means to more efficiently and effectively provide services to local citizens at a reduced cost.

The Topeka Chamber of Commerce last year appointed a task force to study and recommend to our Board of Directors a position for the chamber. Consolidation is not an easy issue. We have not completed our deliberations and certainly have members who have strong feelings on both sides of the issue. But we do believe that if and when Topekans and Shawnee Countians agree that consolidation of local taxing units is in the best interests of our community, we should have the authority to proceed.

Currently statutes do not provide for the consolidation of city and county governments. Legislation is needed to allow this type of consolidation, along with a clear mechanism for implementation. Citizens and local governments across the state should be granted the authority to pursue the issue of consolidation in more than a conceptual nature. We respectfully request enabling legislation be drafted and debate take place to allow taxing units to consolidate if they and their citizens so choose.

Additionally, the Greater Topeka Chamber of Commerce believes the establishment of a Kansas Advisory Council on Intergovernmental Relations (ACIR) would be positive. In today's mood of taxpayer discontent and a call for government reduction, we do not take the establishment of new state positions lightly.

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However, fostering cooperation, coordination, and consolidation of government services can only benefit the citizens of Kansas and the business community. The makeup and charge of this council and its staff can facilitate changes in the delivery of services and governance that should provide efficiencies, economies, and accountability.

Although, premature for this committee, we would like you to know that we are supporting HB 2663 which establishes a Kansas ACIR. And, as this bill moves through the legislative process, we hope that you can also support this legislation.

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12/6/91

INTERLOCAL COOPERATION AGREEMENT

THIS AGREEMENT, made and entered into this _____ day of _____, 19____, by and among Wyandotte County, Kansas, hereinafter referred to as the "County"; the City of Kansas City, Kansas, hereinafter referred to as "Kansas City; City of Edwardsville, Kansas, hereinafter referred to as "Edwardsville"; and the City of Bonner Springs, Kansas, hereinafter referred to as "Bonner Springs," each party having been organized and now existing under the laws of the State of Kansas;

WHEREAS, K.S.A. 12-2908 specifically authorizes joint cooperative action between cities and counties; and

WHEREAS, governmental services may be provided with greater efficiency and less cost to the citizens of Wyandotte County and the citizens of each city located therein if certain services are provided jointly through the cooperative effort of the County and of the cities in the County; and

WHEREAS, the annexation by Kansas City of Prairie Township and a certain unincorporated portion of Delaware Township has been approved by the County Commissioners of the County of Wyandotte; and

WHEREAS, the only remaining unincorporated area of the County is the Loring area south of Bonner Springs; and

WHEREAS, Bonner Springs is willing to provide police and street maintenance services to the Loring area; and

WHEREAS, the parties have determined that it is in the public interest and mutual advantage to enter into an agreement to cooperate in the provision of the following services; and

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WHEREAS, this Agreement will allow the elimination or duplication of municipal services by the County through the assumption of such services by the municipalities; and

WHEREAS, the parties are interested in having health services and criminal detention facilities provided on a County-wide basis and consolidated in the County government; and

WHEREAS, the parties have determined that it is in the public interest and of mutual advantage to enter into an agreement providing for consolidation of services.

NOW, THEREFORE, pursuant to the considerations recited above, the mutual covenants and agreements herein expressed, and for other valuable consideration, the parties agree as follows:

I. GENERAL

1. Purpose.

Parties agree that the purpose of this Agreement is to promote and protect the public safety and welfare by authorizing consolidation and cooperation in the provision of public services and to provide a transition of public services to the recently annexed area by the City of Kansas City, Kansas.

2. Term.

This Agreement will take effect among the parties after its duly authorized execution and will continue in effect until terminated by any of the parties. This Agreement may be terminated by any party upon the giving of twelve (12) months written notice, prior to the next fiscal year, to the other parties. Such written notice of termination shall be directed to the governing bodies of the other parties. Said notice of termination shall operate unless

specified otherwise in other sections of this Agreement. Any portion of this Agreement may be amended without effecting other provisions or portions of this document.

3. Filing.

Although this contract is authorized by K.S.A. 12-2908, this Agreement may be submitted to the Attorney General of the state of Kansas for his approval, and such Agreement shall be filed with the Register of Deeds of Wyandotte County, Kansas, and with the Secretary of State.

4. Property.

The parties agree that all property and equipment acquired by any party pursuant to this Agreement shall be held by purchase or lease as may be deemed appropriate in the discretion of the party acquiring such property. Upon termination of this Agreement, all property or equipment, except for personal properties permanently affixed to realty, acquired by any party pursuant to this Agreement shall be held solely by the party acquiring it and no party shall have a right or interest in the property or equipment acquired by any other party. The parties do not anticipate nor authorize the acquisition of any jointly held property under this Agreement.

5. Successors.

This Agreement shall be binding on and inure to the benefit of the parties hereto and to the successors and assigns of each of them.

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II. STREETS AND HIGHWAYS

A. Area Annexed by City of Kansas City, Kansas.

6. Street Maintenance.

On January 1, 1992, Kansas City will assume responsibility for street maintenance, traffic control devices, street identification signs, snow removal, right-of-way maintenance, pavement markings, guardrail maintenance and street patching for the newly annexed area. After December 1, 1991, Kansas City will respond to service requests by the County for assistance in street maintenance and snow removal. Weed control shall be a shared responsibility, with the County providing storage and sale of weed control chemicals. Kansas City will be responsible for enforcement of its ordinances and state laws as to noxious and general weed control. The County will be responsible for property maintenance of all County owned properties within the cities. The County does further agree to use whatever authority it has under Kansas law to assist Kansas City in the above noted responsibilities.

7. 115th Street and Polfer Road.

The County will not perform any proposed improvements to 115th Street. Kansas City will assume the responsibility for the design of major improvements to 115th Street. The parties recognize that certain immediate surface repair on 115th Street, as suggested by the City Engineer of Kansas City, Kansas, would remove problems which are of immediate safety concerns. It was estimated that the cost of these repairs would be \$60,000. It is agreed that the County will pay the above noted amount to the City on

December 15, 1991. The City did agree to have the work completed on or before December 31, 1991, and the same has been completed.

The County will not perform any proposed improvements to Polfer Road. Kansas City will assume the responsibility for the design of major improvements to Polfer Road. The parties recognize that certain immediate surface repair on Polfer Road as suggested by the City Engineer of Kansas City, Kansas, will remove problems which are of immediate safety concerns. It is estimated that the cost of these repairs may be \$125,000. It is agreed that the County will pay \$50,000 of the above noted amount to the City. Two (2) lifts of base asphalt have been laid at the cost of \$83,500. One (1) lift of finish asphalt remains to be laid, and will be completed in the Spring of 1992, as soon as weather permits. It is agreed that the County will pay to the City the agreed \$50,000 upon completion of the work. The above money amounts are one-time payments and in no way reflect responsibility of the County for any additional payments for street maintenance in the newly annexed area.

B. Services Performed by Bonner Springs.

8. Loring Services Contract.

On January 1, 1992, Bonner Springs will assume, for a one (1) year period, responsibility for street maintenance, traffic control signs and devices, snow removal, right-of-way mowing, pavement markings and guardrail maintenance for the Loring area, the unincorporated area of Delaware Township south of Bonner Springs. The County agrees to pay in the fiscal year 1992 \$58,500.00. Noxious and general weed control, within the Loring area, as well as within the city limits of Bonner Springs, shall be

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performed by Bonner Springs pursuant to their ordinances and state law. The County agrees to provide storage and sale of weed control chemicals. The County does further agree to use whatever authority it has under Kansas law to assist Bonner Springs in the above noted responsibilities. The County will be responsible for property maintenance of County owned properties in Bonner Springs. Bonner Springs shall complete an annexation study of the Loring area, the same to be completed on or before June 1, 1992.

9. Maintenance of Streets within Bonner Springs.

The parties recognize that certain street maintenance within Bonner Springs benefits a number of County-wide facilities. These streets are Riverview from I-70 to K-7, 126th Street from Riverview to State Avenue and 130th Street from K-7 to State Avenue. In 1992, the County will pay Bonner Springs \$27,000 for the maintenance of streets and snow removal on these streets. Thereafter, Bonner Springs shall assume annual maintenance on these streets except for 130th Street. The County and Bonner Springs will review needed maintenance on 130th Street for 1993. The parties recognize that due to the nature of the County facilities served by this street system, that future needed capital improvement to adequately serve this area should be a high priority for cooperative capital maintenance improvement planning.

C. Streets in Edwardsville.

10. County Payment.

In 1992, County shall pay Edwardsville \$61,000 for the maintenance of streets and snow removal within the city limits of Edwardsville. Thereafter, Edwardsville shall assume maintenance on these roads, and the County will have no future obligation to

assist in said responsibilities. Edwardsville does agree to assume responsibilities for noxious and general weed control within the city limits of Edwardsville, pursuant to their ordinances and state law. The County will be responsible for providing storage and sale of weed control chemicals, and will be responsible for property maintenance of County owned properties in Edwardsville. The County does further agree to use whatever authority it has under Kansas law to assist Edwardsville in the above noted responsibilities.

D. Miscellaneous.

11. County Engineer.

The duties of County Engineer and the commitment of future federal aid for transportation projects will be determined after the requirements of the new Federal Highway Funding Act have been promulgated and reviewed.

12. Future Allocation of Motor Fuels Tax.

The parties agree that as part of their legislative packets, they will attempt to reallocate the County portion of the motor fuels tax to the municipalities, effective January 1, 1993. If the legislature fails to act, the County agrees that the County portion of the motor fuels tax will be apportioned to the three municipalities according to the current allocation formula. The County will retain whatever portion is due to roads remaining in any unincorporated area.

III. PUBLIC SAFETY

13. Kansas City will provide police services to the newly annexed area beginning January 1, 1992.

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14. Criminal Detention.

The County agrees to use its reasonable best efforts to assume responsibility for providing criminal detention facilities for all municipalities in the County no later than January 1, 1993. The County will further attempt to relieve pressure on City jail facilities of Kansas City by accepting municipal prisoners by March 31, 1992. Costs for said detention to be assessed against the municipalities shall be a per diem rate, which excludes capital outlay costs, which is based upon an actuarial study done to determine the appropriate costs per prisoner. Said amount shall be established and reviewed every three calendar years. The cities do further agree that they will participate, in conjunction with the County, in a study of the criminal justice system in Wyandotte County, with costs for the same to be as follows:

Kansas City	-	\$40,495
Bonner Springs	-	\$3,115
Edwardsville	-	\$1,335

The Cities agree that the above noted payments will be made upon completion of the above noted criminal justice system study. The County will assume responsibility for payment of any additional costs associated with said study.

15. Public Safety Dispatch.

The County dispatch center will maintain operations throughout 1992. A multi-jurisdictional communications committee will be formed to discuss future dispatch needs subsequent to January 1, 1993.

16. 911.

Kansas City will assume 911 intake for the newly annexed area beginning January 1, 1992.

17. Civil Defense.

After January 1, 1992, the County will allocate no funds for civil defense. However, the County will cooperate with the municipalities within Wyandotte County as necessary to provide the legal mechanism so that civil defense functions may continue to be performed, including participation in the Civil Defense Council of the County of Wyandotte and the City of Kansas City, Kansas. Edwardsville and Bonner Springs will pay to Kansas City a pro rata share based on population of the cost to provide civil defense beginning January 1, 1993.

18. Bonner Springs' Police Services.

Bonner Springs will provide police services to the Loring for a one (1) year period, beginning January 1, 1992, for the sum of \$42,000.00. This payment represents a one-time payment, and the County in no way indicates responsibility for payments after 1992.

IV. HEALTH DEPARTMENT

19. County Responsibility.

On January 1, 1992, the County will assume all responsibility for providing the services previously provided by the Joint City-County Board of Health.

20. Board of Health.

The Board of County Commissioners shall, beginning January 1, 1992, serve as the Board of Health for Wyandotte County. In recognition of the contribution of monies from Kansas City, for the calendar year 1992, the County does agree to provide reports and discussion concerning operations of the Board of Health to the City on a quarterly basis.

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21. Use of Buildings.

The Health Department shall continue to use the Health Department building. The County of Wyandotte shall pay to the Public Building Commission of Kansas City and Kansas City the sum of \$1.00 per year for the use of the Health Department building, said payment to be made on January 15, 1992 and each January 15 thereafter for the term of this Agreement. The County and Kansas City do hereby agree that, under separate cover, a specific lease will be negotiated for the use of the Health Department building. Said lease shall provide for allocation of parking spaces for use by and for the Health Department. Kansas City reserves the right for use and control of the parking structure which adjoins the Health Department Building, as well as the dead storage area in the basement of said facility.

22. Maintenance and Janitorial Services.

The County will take over and perform all necessary maintenance and janitorial services for inside the Health Department building. Further, the County shall establish an escrow account with a mutually agreed upon sum contained therein, to provide for necessary capital improvements to the exterior of the building. Upon termination of this Agreement, all unobligated escrow amounts shall be paid to the County. All costs of insurance on the building shall remain the responsibility of the City.

V. MISCELLANEOUS

23. Planning.

The County Planning Commission will continue to operate until January 1, 1992. As of January 1, 1992, or upon such date agreed upon with Bonner Springs, but no later than April 1, 1992,

the County shall repeal all resolutions implementing County zoning for the unincorporated area. Thereafter, the planning and zoning responsibility for the Loring area shall be assumed by Bonner Springs. The County Commissioners agree that no major development proposal shall be approved either for the newly annexed area or the Loring area prior to January 1, 1992, without consultation of the governing bodies of Kansas City or Bonner Springs.

24. Residential Trash.

Kansas City is authorized to provide for residential garbage and trash collection in the area approved for annexation on or after October 1, 1991.

25. County-Owned Maintenance Facility.

Kansas City and the County agree that negotiations will be held regarding the use of the County-owned maintenance facility at 97th Street and State Avenue regarding the use of the property as a west-end street maintenance and repair facility, and possible fuel depot at the site for joint use by Kansas City and the County. Kansas City and the County agree to share equally the cost of a site assessment study.

26. Township Sewer Districts.

The County recognizes that the township sewer districts of Prairie Township are facing financial problems. The County is committed to exercise all possible enforcement proceedings against delinquent property to collect delinquent assessments. Kansas City does hereby agree to assume, effective January 1, 1992, all responsibility for the operation of the sewer district in the newly annexed area, and, further, to assume financial responsibility of bonds to be sold in reference to the newly built sewer facilities.

The County assumes all costs not included in the bond issue on Main Sewer District No. 1.

27. Ambulance Services.

The Kansas City Fire Department shall provide Type 1 ambulance services to Edwardsville. The Edwardsville Fire Department agrees to respond to calls for emergency medical services and to provide basic life support for the patient or patients until relieved by K.A.R.E. personnel.

28. Cooperative Purchasing.

The parties agree to discuss implementation of additional cooperative purchasing strategies and programs.

29. Payment to Kansas City.

The County will pay Kansas City \$674,000 for costs incurred in providing the services in the newly annexed area in 1992 for which the County levied taxes.

30. Household Hazardous Waste Collection.

The cities do hereby agree to cooperate in the establishment of a household hazardous waste collection system, which would accept hazardous waste from residents of Wyandotte County. The County does hereby agree to serve as the umbrella governmental unit for purposes of applying for any appropriate federal or state grants. However, the County will not operate this system.

31. Time of Payments.

Unless otherwise specified, all payments to be made pursuant to this Agreement shall be paid in quarterly installments, said payments to be made on January 30, April 30, July 30 and October 30, 1992.

32. Ratification by Edwardsville.

The signing of this document by the Mayor of Edwardsville is subject to ratification by the governing body of Edwardsville at its next regular meeting.

33. Addenda.

It is recognized that this Agreement incorporates board policy decisions of the respective governing bodies of the parties and that additional addenda to this Agreement may be necessary to fully implement the agreements specified herein.

This Interlocal Agreement shall become effective as of the date it is executed.

IN WITNESS WHEREOF, each of the parties hereto has executed the above and foregoing Agreement the day and year first above written.

WYANDOTTE COUNTY, KANSAS

By

Verdis Robinson

Kay Nies

Frank A. Lipovitz

ATTEST:

County Clerk

Date: _____

Attachment 273

Senata Local Government

January 22, 1992

CITY OF KANSAS CITY, KANSAS

By _____
Joseph E. Steineger, Jr.
Mayor

ATTEST:

City Clerk

Date: _____

CITY OF BONNER SPRINGS

By _____
Donald E. Harbour
Mayor

ATTEST:

City Clerk

Date: _____

CITY OF EDWARDSVILLE

By _____
Ted Stolfus
Mayor

ATTEST:

City Clerk

Date: _____

Statement to Interim Committee on Assessment and Taxation
H. Edward Flentje
September 17, 1991

Madam Chairman, Members of the committee: I thank you for the invitation to meet with you briefly today. Attention to the issue of governmental consolidation and reform at the local level is long overdue, and I commend you for taking on this assignment. My principal message is to urge your committee to find ways that citizens and their elected representatives, particularly elected members of local governing bodies, may more easily initiate governmental reform at the local level. My comments are focused primarily on reform in county government, city-county consolidation, and on-going reform of state-local relations.

First, we should remove the organizational straight jacket from county government. Let's unlock county government from the nineteenth century. Can you imagine a business locked into one organizational structure, operating without organizational change, for the last 130 years? Imagine, if you will, state government operating today with the same organizational structure that it had in 1861! That is essentially what we have forced on county government in Kansas. Every one of 105 counties, with populations ranging from less than 2,000 to over 400,000, with budgets ranging from \$1 million to \$150 million, is required to fit one mold.

If we want more efficient and economical local government, let's give voters some options in removing this organizational straight jacket. I urge you to consider the following:

1. Give county voters the right to petition and choose the form of county government they want. The Kansas legislature first granted city voters this right in 1909, over 80 years ago. City voters now have many options as to how their city shall be governed. What is the logic of giving city voters the right to modernize their governing structure but keeping county voters in a straight jacket. It makes little sense.

Giving county voters the right to choose a different form of government will not, of course, force any county into something against the wishes of voters. Change of government would not have to be considered, if voters did not want to consider change. Giving county voters options should not be that threatening to incumbent county officials who want a government reponsive to the voters.

Two options that should be made available are a county executive form and a county manager form. These are available in other states and should not be that difficult to formulate in statute.

2. Give county voters the right to initiate a charter commission for the organization of county government. This

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right should be given to the board of county commissioners as well in my opinion. A charter commission would examine the structure of county government and propose a governing structure that best meets the needs of county residents. The proposal of the charter commission would go directly to the voters for approval or rejection.

If the charter commission approach is threatening for some counties, you may want to limit its application to urban counties. Article 2, Section 17 of the Kansas Constitution specifically provides for such designation. The "urban county" designation was used back in the mid-1970s to allow Johnson County to initiate a charter commission (KSA 19-2680 et seq.). The change in government proposed by the charter commission was narrowly defeated by Johnson County voters.

Given the Johnson County experience, formulating the composition and procedures for a charter commission in state statute would take careful consideration but should not be a mystery. Other states have approached this issue, and their experience should be applicable as well.

3. Give county voters the right to initiate a charter commission for the consolidation of city and county government. I would urge that a majority of the members of the respective governing bodies of a county and a city within the county be authorized to initiate a charter commission for the consolidation of city and county government as well. In this instance, a charter commission would examine the structure and functions of county and city government and propose a governing structure that best meets the needs of county residents. Again, the proposal of a charter commission would go directly to the voters for approval or rejection.

Second, we should establish an ongoing study commission on state-local relations. President Eisenhower initiated the establishment of the U.S. Advisory Commission on Intergovernmental Relations nearly forty years ago. Twenty-six states have created similar mechanisms. These commissions provide a forum for the discussion of problems in intergovernmental relations; they conduct research and formulate proposals for reform in state-local relations. They support the work of elected officials at the state and local level. Such a commission should be a partnership of state and local government with balanced representation from both levels. The work of such a commission could be supported by one or more state universities without substantial expense.

I will be pleased to respond if you have questions on these matters or other issues in local governmental reform.

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Senate Local Government

January 22, 1992

An Intergovernmental Study in Reno County



Hugo Wall Center for Urban Studies

The Wichita State University

*Attachment 4-1
Senate Local government
January 22, 1992*

An Intergovernmental Study in Reno County

by

John D. Wong
Scott Knebel
H. Edward Flentje

with the assistance of

Mark Clark
Joe Smith
Casey Hubble

Hugo Wall Center for Urban Studies
Wichita State University

January 1992

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 B. Establish Task Force of Chief Executive Officers

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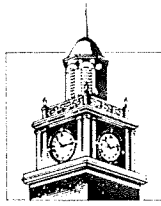
Appendix A Local Governments in Reno County

Appendix B Special Districts in Reno County

Appendix C Draft Resolution Establishing Intergovernmental
 Commission

Technical Appendix: An Inventory of Local Government Revenues
 and Expenditures, Reno County, 1989

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January 22, 1992



The
Wichita
State University

Hugo Wall Center for Urban Studies

Foreword

On September 3, 1991, Professor John D. Wong and I met with representatives of Reno County, the City of Hutchinson, Hutchinson Public School, and Hutchinson Community College to discuss a proposal of the Hugo Wall Center for Urban Studies, Wichita State University, to conduct the first phase of an intergovernmental study of local governments in Reno County. Specifically, the proposal offered to compile an inventory of the expenditures and revenues of all local governments operating in Reno County as the first step in a process that identified ways of improving the delivery of local services through cooperation, coordination, and consolidation of services among governments in Reno County.

As a result of the discussion in early September, Reno County, the City of Hutchinson, Hutchinson Public School, and Hutchinson Community College agreed to sponsor jointly the intergovernmental study by the Hugo Wall Center at a cost of \$5,000. By October 14, all parties had signed an agreement to share equally in the first phase of the study, and the Center was given approval to proceed with the study.

This report is the product of the intergovernmental agreement; it was prepared under the direction of Professor Wong of the Hugo Wall Center. Graduate assistant Scott Knebel served as project manager for the study. Graduate assistants Mark Clark, Joe Smith, and Casey Hubble assisted with the project. Office manager Jo Turner managed the production of the final report.

On behalf of the Hugo Wall Center for Urban Studies I want to thank the various representatives of Reno County, the City of Hutchinson, Hutchinson Public School, and Hutchinson Community College for their cooperation in undertaking this study. Their assistance has allowed for timely completion of the final report.

A handwritten signature in cursive script that reads 'H. Edward Flentje'.

H. Edward Flentje
Director

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Introduction

For the purpose of this study a local government is one with the power to tax, a definition used by the Kansas League of Municipalities. The League further defines a governmental unit as having "a defined jurisdiction, an elected or appointed governing body, the power to raise and spend public funds, and the legal authority to perform one or more public functions or services."¹

The power to tax is highly decentralized in U.S. government as over 83,000 governmental units, mostly local governments, hold this power nationally. This decentralization of taxing powers characterizes Kansas as well. Kansas has a strong tradition of granting broad authority for local initiative in the creation of local governments with powers of taxation, and the residents of Reno County have taken advantage of this authority, as shown in Table 1:

Table 1
Number of Local Governments, U.S., Kansas, and Reno County

	Nation	Kansas(rank)	Reno(rank)
Counties	3,042	105(5th)	1
Cities	19,200	627(8th)	14(3rd)
Townships	16,691	1,414(4th)	31(1st)
Unified school dst.	14,721	304(18th)	11(5th)
Special districts	29,532	1,556(2nd)	40(2nd)
Total	83,186	4,025(5th)	97(2nd)

Source: Kansas League of Municipalities and U.S. Bureau of the Census.

Kansas ranks high among the states in the nation in the creation of local governments, for example, fifth in the number of counties, fourth in the number of townships, second in the number of special districts, and fifth behind Illinois, Pennsylvania, Texas, and California in the total number of local governments.

¹ League of Kansas Municipalities, **Local Governments in Kansas--an Inventory of Governmental Taxing Units** (Topeka: League of Kansas Municipalities, 1991), p. 6.

The 97 local governments in Reno County similarly place the county near the top among Kansas counties in the number of local governmental units.² Reno County ranks third in the number of cities, first in the number of townships, fifth in the number of unified school districts, second in the number of special districts, and second behind Sedgwick County in the total number of local governments. The average number of local governments in Kansas counties is 38.3 units per county.³

Appendix A Provides a complete listing of the 97 local governments in Reno County. Appendix B gives a brief explanation of the nine kinds of special districts operating in Reno County.

While most of the 97 local governments in Reno County have jurisdictions entirely within the borders of the county, 23 of these local governments operate across county lines. For example, only one unified school district, Hutchinson Public Schools, operates completely within Reno County; ten operate in Reno and one or two adjoining counties. Also, one of three cemetery districts, four of eleven fire districts, two of eight drainage districts, all five watershed districts, and the regional library operate in Reno as well as one or more other counties.

Urban and Rural Reno County

Reno County may be viewed as two distinct geographic areas, one more urban and one clearly rural, as shown statistically in Table 2 and graphically in Map 1. Eight of every nine Reno County residents live in the urban sector, that is, the northeast corner of the county in an area generally divided by the Arkansas River and the K-96 highway corridor, on less than one-quarter of the county's land area. And conversely, 11 percent of the population lives in the remaining three-quarters of the land area. In the northeast corner of the county, there are on average 182 residents per square mile, and in the remaining three-quarters of the county, there are an average of seven residents per square mile.

² The Reno County Clerk identifies nine additional local taxing districts (five water districts, two groundwater management districts, and two additional sewer districts), which would raise the total number of governments to 106 countywide. These districts do not meet a strict definition of holding the "power to tax." Levies for the five water districts are set by the county commission not by the districts, and the four other districts raise revenues through special assessments not through property tax levies.

³ League of Kansas Municipalities, p. 12.

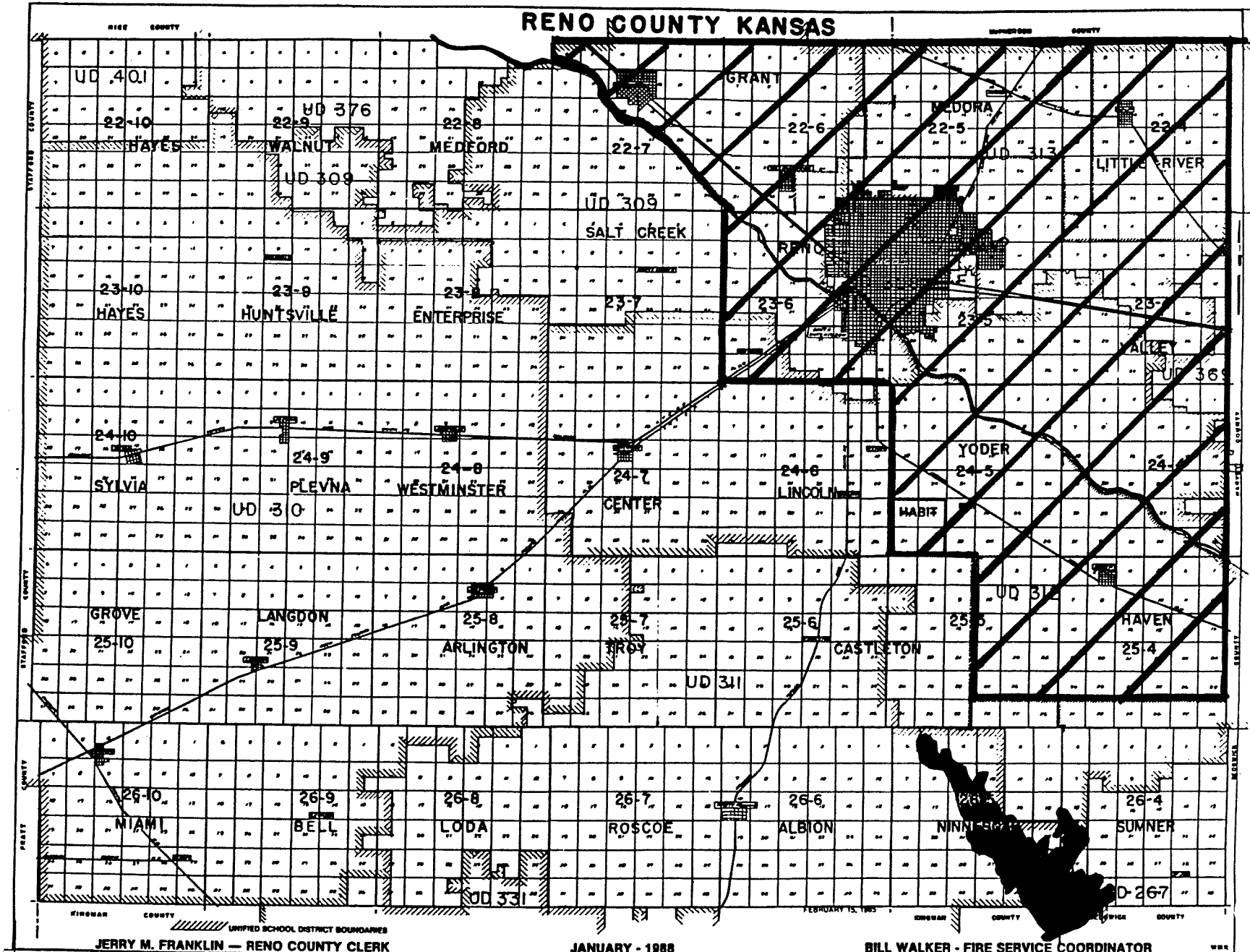
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Table 2
Urban and Rural Sectors in Reno County

	Urban	Rural	Total
Population	55,649 (89%)	6,740 (11%)	62,389
Land area(sq.mi.)	306 (24%)	950 (76%)	1,256
Population per square mile	182	7	50
Cities			
first class	1	-	1
second class	1	-	1
third class	4	8	12
City population	45,459 (95%)	2,291 (5%)	47,750
Population per city	7,577	286	3,411
Townships	8	23	31
Township population	10,190 (70%)	4,449 (30%)	14,639
Population per township	1,274	193	472

Note: For purposes of this table, the urban sector includes the cities of Hutchinson and Nickerson and the townships of Clay, Grant, Haven, Little River, Medora, Reno, Valley, and Yoder. The rural sector includes the remaining townships of Reno County.

As might be expected, city population is even more heavily concentrated in the urban sector of Reno County. Nineteen of every twenty city residents live in the six cities in northeast corner of the county. The eight cities in the balance of the county have average populations of less than 300. Even township residents, those living outside city jurisdictions, tend to live in the northeast corner of the county. Seven of every ten township residents live in the urban sector. The average population of urban-sector townships is six-to-seven times that of the rural townships.



Urban and Rural Sectors in Reno County

Map 1

4.
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Criteria for Intergovernmental Coordination

The existence of two distinct geographic areas within the county illustrates the special challenge facing local officials in the delivery of public services. Can public services be equitably, efficiently, and effectively delivered by 97 governments to two geographic areas with such diverse populations?

These distinct urban and rural sectors raise fundamental policy issues in improving the delivery of services through cooperation, coordination, and consolidation of services among governments in Reno County. For example, are local services delivered in ways that achieve efficiency, assure quality of service, promote equity in the cost of service, and make services accessible and responsive to citizens? Does the organization and structure of public services delivered by 97 local governments in Reno County provide for achieving these values, for example:

- 1) Efficiency. Do current local governmental structures provide an efficient method for managing and delivering public services? Would delivery of services through larger units allow significant economies of scale to be achieved? Or would larger units result in more costly service?
- 2) Effectiveness and service quality. Do current local governmental structures enable public agencies to manage services on a professional basis and to deliver services effectively? Is the quality of service consistent? Does the quality of service meet public expectations?
- 3) Equity. Do current local governmental structures allow services to be fairly priced? Are citizens of similar wealth and income treated fairly in the levels of taxation imposed for public services? Is the tax base that supports local services fairly distributed among and between residents of local jurisdictions and communities?
- 4) Accessibility. Are public services accessible and convenient to citizens? Is there opportunity for members of the public to advise on and participate in policy making concerning the delivery of services?
- 5) Accountability. Do current local governmental structures ensure that elected officials and appointed managers are held accountable to the public for the delivery of services? Are public services responsive to citizen preferences?

Proposals for improved coordination or consolidation of local services may advance one or more of these values but at the same time may be at the cost of other values. For example, measures to improve efficiency in service delivery may cause services to be less convenient to citizens.

Methodology

The data used for the revenue and expenditure inventory were obtained from actual 1989 revenue and expenditure figures contained in 1991 State of Kansas budget forms filed by each taxing jurisdiction in Reno County with the Reno County Clerk. Revenues and expenditures for Reno County government, 14 cities, 31 townships, 7 unified school districts (4 districts, USDs #331, 369, 376, and 401, do not file their budgets with the Reno County Clerk), and 40 special districts were compiled. A complete listing of these 97 local governments in Reno County can be found in Appendix A.

Spreadsheets

In order to undertake the revenue and expenditure inventory, spreadsheet data entry shells were developed based on **Local Units of Government in Sedgwick County: An Inventory of 1980 Revenue and Expenditures** coordinated by Dr. Nancy McCarthy Snyder and Dr. Mark A. Glaser of the Hugo Wall Center for Urban Studies in 1982. In all, six separate shells were developed.

1. City and county revenues
2. Township and special district revenues
3. School district and community college revenues
4. City and county expenditures
5. Township and special district expenditures
6. School district and community college expenditures

Each shell consists of row headings listing each applicable jurisdiction and column headings listing various revenue and expenditure categories. Revenue/expenditure column headings were formulated to be both mutually exclusive and exhaustive. Row and column totals are also provided.

Data Entry

Values from the state budget forms of each jurisdiction were entered into the appropriate revenue or expenditure cell. When revenue or expenditure headings from a jurisdiction's state budget forms were unclear or inconsistent with formulated worksheet column headings, the detailed budget of that jurisdiction was consulted, and/or representatives of the jurisdiction were contacted for further clarification. Empty cells indicate the absence of either revenues from a specific source or expenditures for specific uses for a given jurisdiction. The accuracy of data entry was initially checked by comparing manually tabulated totals from state budget forms with spreadsheet generated totals. Additionally, individual spreadsheet cell entries were compared with entries from state budget forms.

Aggregation

In many instances, jurisdictions had revenue or expenditure headings that were unique to that specific jurisdiction. When spreadsheet revenue/expenditure columns contained less than three entries, they were consolidated into a category labeled "Other." The revenues and expenditures of Hutchinson Community College were not aggregated with the revenues and expenditures of the unified school districts because of differences in the entries required for the state budget forms of community colleges and school districts. For county and city expenditures, two levels of aggregation are provided. One table includes columns for expenditures made solely by the county. This table facilitates the comparison of county expenditures with expenditures made by the various cities. Another table aggregates all county only expenditures into an "Other" column to clarify comparisons among the various cities.

Summary Tables

Summary tables were compiled from the various detailed tables to facilitate making general comparisons and drawing specific conclusions regarding relationships among the various types and levels of governmental entities. Table 3 summarizes the revenues and expenditures of local government by type. Table 4 summarizes the distribution of local government revenue by source. Table 5 summarizes the expenditures of the county, cities, townships, and special districts by public service arranged by number of governments. Table 6 summarizes the expenditures of the county, cities, townships, and special districts by public service arranged by total expenditures. Table 7 summarizes expenditures of the county, cities, townships, and special districts by function. Table 8 summarizes expenditures by Reno County and the City of Hutchinson by function. Per capita expenditure figures for functional areas were calculated by dividing the sum of the respective expenditures for all jurisdictions by county population figures obtained from the 1990 U.S. Census.

Findings

Revenues and expenditures of local government by type are shown in Table 3. In 1989, total revenues for local governments in Reno County amounted to \$115,784,746, while total expenditures amounted to \$115,350,609. The four predominant public entities in Reno County, based on dollars received and spent, are the school districts, the City of Hutchinson, Hutchinson Community College, and Reno County, itself. These four entities comprised 91.8 percent of total revenues and 92.1 percent of total expenditures in Reno County in 1989. More specifically, the school districts account for 45.7 percent of total revenues. This figure exceeds the combined revenues of the City of Hutchinson and Reno County. The City of Hutchinson accounts for 18.8 percent of total revenues; Reno County accounts for 13.3 percent; and Hutchinson Community College accounts for 14.0 percent.

On the expenditure side, school districts account for 47.1 percent of total expenditures. Again, school district expenditures exceed the total expenditures of the City of Hutchinson and Reno County combined. The City of Hutchinson accounts for 17.9 percent of total expenditures; Reno County accounts for 13.2 percent; and Hutchinson Community College accounts for 13.8 percent.

Revenues

The distribution of local government revenues by source is shown in Table 4. Reno County receives 64.9 percent of its revenues from local taxes and 16.2 percent from transfers. The City of Hutchinson receives 57.0 percent of its revenues from local taxes and 26.3 percent from fees and charges. Other cities receive 40.0 percent of their revenues from local taxes and 42.3 percent from fees and charges. Special districts receive 88.7 percent of their revenues from local taxes. Townships receive 82.4 percent of their revenues from local taxes and 10.3 percent from transfers.

For general-purpose governments, local taxes account for 61.0 percent of revenues, fees and charges account for 18.4 percent, and transfers account for 10.1 percent. Reno County school districts derive 49.9 percent of their revenues from transfers and 42.5 percent from local taxes. Hutchinson Community College derives 37.8 percent of its revenues from transfers and 31.6 percent from local taxes. All local governments combined derive 48.4 percent of their total revenues from local taxes, 32.1 percent from transfers, and 10.3 percent from fees and charges.

In Reno County, 50.8 percent of local taxes go toward financing general-purpose governments, while 49.2 percent goes toward educational finance, i.e., local school districts and Hutchinson Community College. Also, 48.8 percent of revenues raised from the use of money and property flow to general-purpose governments, while 51.1 percent of revenues from the use of money

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Table 3
 Revenues and Expenditures by Type of Local Government, Reno County, 1989

Category of Local Government	Revenues		Expenditures	
	Total	Percent	Total	Percent
General-purpose governments				
County	\$15,408,245	13.3	\$15,260,970	13.2
Hutchinson	21,733,837	18.8	20,687,155	17.9
Other cities	4,644,720	4.0	4,365,168	3.8
Special districts	3,320,861	2.9	3,264,132	2.8
Townships	1,571,530	1.4	1,508,391	1.3
subtotal	46,679,193	40.3	45,085,816	39.1
School districts	52,940,104	45.7	54,350,211	47.1
Community college	16,165,449	14.0	15,914,582	13.8
Total	\$115,784,746	100.0	\$115,350,609	100.0

Source: Revenue and expenditure data are "1989 Actual" figures taken from 1991 State of Kansas budget forms filed with the Reno County Clerk's Office.

Attachment 4-13
 Senate Social Dept.
 January 23, 1992

Table 4

Total Revenues by Type of Local Government and by Source of Revenue, Reno County, 1989

Category of Local Government	Local Taxes	Use of Money & Property Transfers from Other Agencies	Fees and Charges	Other Revenue	Total	
General-purpose governments						
County	\$10,000,220	\$861,087	\$2,489,336	\$876,063	\$1,181,539	\$15,408,245
Hutchinson	12,387,772	577,448	1,593,199	5,709,029	1,466,389	21,733,837
Other cities	1,856,969	278,218	312,043	1,964,076	233,414	4,644,720
Special districts	2,946,290	55,278	152,672	35,454	131,167	3,320,861
Townships	1,295,515	54,812	162,022	4,761	54,420	1,571,530
subtotal	28,486,766	1,826,843	4,709,272	8,589,383	3,066,929	46,679,193
School districts	22,498,249	1,587,867	26,392,295	1,982,095	479,598	52,940,104
Community college	5,109,706	327,152	6,112,192	1,341,416	3,274,983	16,165,449
Total	\$56,094,721	\$3,741,862	\$37,213,759	\$11,912,894	\$6,821,510	\$115,784,746

Source: Revenue data are "1989 Actual" figures taken from 1991 State of Kansas budget forms filed with the Reno County Clerk's Office.

*Attachment 4-14
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and property go toward educational finance. The preponderance of transfers (87.3 percent) go toward educational finance, while 12.7 percent go toward financing general-purpose governments. A vast majority of fees and charges (72.1 percent) are collected by general-purpose governments, while 27.9 percent are received by school districts and Hutchinson Community College.

From another perspective, 39.9 percent of local taxes, 38.4 percent of revenues from the use of money and property, 11.0 percent of transfers, and 64.4 percent of fees and charges accrue to Reno County and the City of Hutchinson. Also, 40.1 percent of local taxes, 42.4 percent of revenues from the use of money and property, 70.9 percent of transfers, and 16.6 percent of fees and charges go to school districts, while 9.1 percent of local taxes, 8.7 percent of revenues from the use of money and property, 16.4 percent of transfers, and 11.3 percent of fees and charges go to Hutchinson Community College.

Expenditures of General-Purpose Governments and Special Districts

Expenditures of the county, cities, townships, and special districts by public service arranged by number of governments is shown in Table 5. Out of 24 distinctly identifiable public services offered by the county, cities, townships, and special districts in Reno County, 18 of these services are provided two or more governmental entities. Expenditures on public services provided by multiple governmental entities account for 88.7 percent of total expenditures on major public services. The five public services undertaken by the greatest number of governments are road construction and maintenance, noxious weed control, sewer services, cemetery services, and fire protection, respectively. Expenditures on these five public services totaled \$13,054,289 in 1989. Road construction and maintenance is undertaken by 46 governmental entities, noxious weed control by 23, sewer services by 23, cemetery services by 22, and fire protection by 19.

Expenditures of the county, cities, townships, and special districts by public service arranged by total expenditures are shown in Table 6. Out of 24 distinctly identifiable public services offered by the county, cities, townships, and special districts in Reno County, expenditures on 9 of these services exceeded \$1 million in 1989. Of these 9 public services, only public health is not undertaken by more than one governmental entity. Road construction and maintenance is undertaken by 46 governmental entities, law enforcement by 9, fire protection by 19, sewer services by 23, water services by 13, library services by 10, parks and recreation by 7, and refuse collection and disposal by 12. These 9 public services have combined total expenditures of \$25,559,258 or 80.8 of total expenditures on major public services. This amounts to \$409.68 per capita. Per capita expenditure figures were arrived at by dividing the sum of the respective expenditures

Table 5
Expenditures of Cities, County, Townships, and Special Districts by
Public Service and by Number of Governments, Reno County, 1989

Public Service	Number of Governments	Expenditures	
		Total	Per Capita
Road const./maint.	46	\$6,876,545	\$110.22
Sewer	23	2,228,491	35.72
Noxious weeds	23	217,115	3.48
Cemetery	22	128,188	2.05
Fire	19	3,603,950	57.77
Water	13	2,104,474	33.73
Refuse	12	1,225,776	19.65
Flood control	12	334,192	5.36
Library	10	1,932,418	30.97
Law enforcement	9	4,453,219	71.38
Street lighting	9	365,240	5.85
Ambulance	8	361,397	5.79
Parks/recreation	7	1,805,059	28.93
Gas/electric	6	905,433	14.51
Economic development	4	558,598	8.95
Animal control	3	39,165	0.63
Emergency communication	2	631,054	10.11
Planning/zoning	2	317,966	5.10
Public health	1	1,329,326	21.31
Courts	1	842,956	13.51
Mental health	1	623,925	10.00
Youth shelter	1	545,809	8.75
Public transportation	1	122,278	1.96
Airport	1	98,466	1.58

Source: Expenditure data are "1989 Actual" figures taken from 1991
State of Kansas budget forms filed with the Reno County
Clerk's Office.

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Table 6
Expenditures of Cities, County, Townships, and Special Districts by
Public Service and by Total Expenditures, Reno County, 1989

Public Service	Number of Governments	Expenditures	
		Total	Per Capita
Road const./maint.	46	\$6,876,545	\$110.22
Law enforcement	9	4,453,219	71.38
Fire	19	3,603,950	57.77
Sewer	23	2,228,491	35.72
Water	13	2,104,474	33.73
Library	10	1,932,418	30.97
Parks/recreation	7	1,805,059	28.93
Public health	1	1,329,326	21.31
Refuse	12	1,225,776	19.65
Gas/electric	6	905,433	14.51
Courts	1	842,956	13.51
Emergency communication	2	631,054	10.11
Mental health	1	623,925	10.00
Economic development	4	558,598	8.95
Youth shelter	1	545,809	8.75
Street lighting	9	365,240	5.85
Ambulance	8	361,397	5.79
Flood control	12	334,192	5.36
Planning/zoning	2	317,966	5.10
Noxious weeds	23	217,115	3.48
Cemetery	22	128,188	2.05
Public transportation	1	122,278	1.96
Airport	1	98,466	1.58
Animal control	3	39,165	0.63

Source: Expenditure data are "1989 Actual" figures taken from 1991 State of Kansas budget forms filed with the Reno County Clerk's Office.

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for all jurisdictions by county population figures obtained from the 1990 U.S. Census.

Road construction and maintenance accounts for \$6,876,545 in total expenditures or \$110.22 per capita. Law enforcement accounts for \$4,453,219 in total expenditures or \$71.38 per capita. Fire protection accounts for \$3,603,950 in total expenditures or \$57.77 per capita. Sewer services account for \$2,228,491 in total expenditures or \$35.72 per capita. Water services account for \$2,104,474 in total expenditures or \$33.73 per capita. Library services account for \$1,932,418 in total expenditures or \$30.97 per capita. Parks and recreation account for \$1,805,059 in total expenditures or \$28.93 per capita. Public health services account for \$1,329,326 in total expenditures or \$21.31 per capita. Refuse collection and disposal accounts for \$1,225,776 in total expenditures or \$19.65 per capita.

Expenditures by Function. Expenditures of the county, cities, townships, and special districts by function are shown in Table 7. Total expenditures on major public functions amounted to \$45,085,816 in 1989. Public safety services account for \$11,292,082 or 25.0 percent of total public service expenditures, transportation services account for \$7,097,599 or 15.7 percent, environmental management services account for \$6,110,048 or 13.6 percent, debt service accounts for \$4,753,171 or 10.5 percent, community development services account for \$4,614,041 or 10.2 percent, general administration services account for \$3,643,033 or 8.1 percent, employee benefits account for \$3,445,257 or 7.6 percent, health services account for \$1,953,251 or 4.3 percent, miscellaneous accounts for \$1,143,713 or 2.5 percent, gas and electric services account for \$905,433 or 2.0 percent, and cemetery services account for \$128,188 or 0.3 percent.

Within public safety services, law enforcement and fire protection comprise 71.4 percent of public safety expenditures. The county and the cities are the sole providers of law enforcement services, while the City of Hutchinson and special districts account for 97.7 percent of fire protection expenditures.

Within transportation services, road construction and maintenance services comprise 96.9 percent of transportation expenditures. Reno County, the City of Hutchinson, and townships account for 93.0 percent of road construction and maintenance expenditures.

Within environmental management services, sewer and water services comprise 70.9 percent of environmental management expenditures. Cities and special districts are the sole providers of sewer and water services. Refuse collection and disposal accounts for 20.1 percent of environmental management expenditures. The county and the cities are the sole governmental providers of refuse collection and disposal.

Table 7
Expenditures on Public Services by County, Cities, Townships, and Special Districts, Reno County, 1989

Public Services	Expenditures						Percent of Total
	County	Hutchinson	Other Cities	Townships	Special Dt.	Total	
Public Safety							
- law enforcement	\$1,744,307	\$2,350,341	\$358,571			\$4,453,219	9.9
- fire		2,350,121	69,085	13,706	1,171,038	3,603,950	8.0
- courts	842,956					842,956	1.9
- emergency communication	293,278	337,776				631,054	1.4
- youth shelter	545,809					545,809	1.2
- prosecutor	203,017	196,276				399,293	0.9
- street lighting		290,160	75,080			365,240	0.8
- ambulance	300,115		47,349	13,933		361,397	0.8
- emergency preparedness	49,999					49,999	0.1
- animal control	600	34,644	3,921			39,165	0.1
subtotal	3,980,081	5,559,318	554,006	27,639	1,171,038	11,292,082	25.0
Transportation							
- road const./maint.	\$3,816,741	1,324,236	482,061	\$1,253,817		\$6,876,855	15.3
- public transportation		122,278				122,278	0.3
- airport		98,466				98,466	0.2
subtotal	3,816,741	1,544,980	482,061	1,253,817	0	7,097,599	15.7
Environmental Management							
- sewer		1,950,120	249,118		29,253	2,228,491	4.9
- water		1,664,588	412,018		27,868	2,104,474	4.7
- refuse	427,451	632,429	165,896			1,225,776	2.7
- flood control		286,091	11,879		36,222	334,192	0.7
- noxious weeds	111,566	41,080	1,497	48,631	14,341	217,115	0.5
subtotal	539,017	4,574,308	840,408	48,631	107,684	6,110,048	13.6
Community Development							
- library			42,572		1,889,846	1,932,418	4.3
- parks/recreation	188,523	1,516,120	100,416			1,805,059	4.0
- economic development	178,881	252,561	37,867		89,289	558,598	1.2
- planning/zoning	95,471	222,495				317,966	0.7
subtotal	462,875	1,991,176	180,855	0	1,979,135	4,614,041	10.2
General Administration							
- administration	141,727	390,070	607,168	26,493		1,165,458	2.6
- central services	481,340	424,048	39,050	3,581		948,019	2.1
- elected offices	570,607	26,440				597,047	1.3
- tax assess./collections	557,583					557,583	1.2
- counselor	104,206	62,254				166,460	0.4
- liability insurance	1,975	56,075	6,447	46,857		111,354	0.2
- elections/registration	87,130	9,982				97,112	0.2
subtotal	1,944,568	968,869	652,665	76,931	0	3,643,033	8.1
Health							
- public health	1,329,326					1,329,326	2.9
- mental health	623,925					623,925	1.4
subtotal	1,953,251	0	0	0	0	1,953,251	4.3
Debt service	815,471	3,391,050	546,650			4,753,171	10.5
Employee benefits	1,250,436	2,030,769	159,726	4,326		3,445,257	7.6
Miscellaneous	498,530	554,685	21,891	68,607		1,143,713	2.5
Gas/electric			905,433			905,433	2.0
Cemetery		72,000	21,473	28,440	6,275	128,188	0.3
Total	\$15,260,970	\$20,687,155	\$4,365,168	\$1,508,391	\$3,264,132	\$45,085,816	100.0

Source: Expenditure data are "1989 Actual" figures taken from 1991 State of Kansas budget forms filed with the Reno County Clerk's Office.

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The City of Hutchinson accounts for 71.3 percent of debt service expenditures, while Reno County accounts for 17.2 percent, and other cities account for 11.5 percent.

Within community development services, library services comprise 41.9 percent of community development expenditures, while parks and recreation comprise 39.1 percent. Special districts account for 97.8 percent of library expenditures, while the City of Hutchinson accounts for 84.0 percent of parks and recreation expenditures.

Within general administration services, administration comprises 32.0 percent, while central services comprise 26.0 percent. The county and the cities account for 97.7 percent of administration expenditures and 99.6 percent of central services.

The City of Hutchinson accounts for 58.9 percent of employee benefits, Reno County accounts for 36.3 percent, other cities account for 4.6 percent, and townships account for 0.1 percent.

The City of Hutchinson accounts for 56.2 percent of cemetery service expenditures, other cities account for 16.8 percent, townships account for 22.2 percent, and special districts account for 4.9 percent.

Expenditures by Reno County and the City of Hutchinson by function are shown in Table 8. Within public safety services, the court system, the youth shelter, and emergency preparedness services are undertaken solely by Reno County. Emergency communication and criminal prosecution are undertaken by both Reno County and the City of Hutchinson. In the area of emergency communication, the City of Hutchinson accounts for 53.5 percent of expenditures, while Reno County accounts for 46.5 percent. In the area of criminal prosecution, Reno County accounts for 50.8 percent of expenditures, while the City of Hutchinson accounts for 49.2 percent. Reno County and the City of Hutchinson account for 91.9 percent of law enforcement expenditures, 90.0 percent of animal control expenditures, 83.0 percent of ambulance expenditures, 79.4 percent of street lighting expenditures, and 65.2 percent of fire protection expenditures.

Within transportation services, public transportation and airport services are undertaken solely by the City of Hutchinson. Reno County and the City of Hutchinson account for 74.8 percent of road construction and maintenance expenditures.

Within environmental management services, the City of Hutchinson accounts for 87.5 percent of sewer expenditures, 79.1 percent of water expenditures, and 85.6 percent of flood control expenditures. In the area of refuse collection and disposal, Reno County and the City of Hutchinson account for 86.5 percent of

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Table 8
Expenditures on Public Services by Reno County and the City of Hutchinson, 1989

Public Services	Expenditures			Percent of Total	Hutch.-Reno Percent of Total
	County	Hutchinson	Total		
Public Safety					
- law enforcement	\$1,744,307	\$2,350,341	\$4,453,219	9.9	91.9
- fire		2,350,121	3,603,950	8.0	65.2
- courts	842,956		842,956	1.9	100.0
- emergency communication	293,278	337,776	631,054	1.4	100.0
- youth shelter	545,809		545,809	1.2	100.0
- prosecutor	203,017	196,276	399,293	0.9	100.0
- street lighting		290,160	365,240	0.8	79.4
- ambulance	300,115		361,397	0.8	83.0
- emergency preparedness	49,999		49,999	0.1	100.0
- animal control	600	34,644	39,165	0.1	90.0
subtotal	3,980,081	5,559,318	11,292,082	25.0	84.5
Transportation					
- road const./maint.	\$3,816,741	1,324,236	\$6,876,855	15.3	74.8
- public transportation		122,278	122,278	0.3	100.0
- airport		98,466	98,466	0.2	100.0
subtotal	3,816,741	1,544,980	7,097,599	15.7	75.5
Environmental Management					
- sewer		1,950,120	2,228,491	4.9	87.5
- water		1,664,588	2,104,474	4.7	79.1
- refuse	427,451	632,429	1,225,776	2.7	86.5
- flood control		286,091	334,192	0.7	85.6
- noxious weeds	111,566	41,080	217,115	0.5	70.3
subtotal	539,017	4,574,308	6,110,048	13.6	83.7
Community Development					
- library			1,932,418	4.3	0.0
- parks/recreation	188,523	1,516,120	1,805,059	4.0	94.4
- economic development	178,881	252,561	558,598	1.2	77.2
- planning/zoning	95,471	222,495	317,966	0.7	100.0
subtotal	462,875	1,991,176	4,614,041	10.2	53.2
General Administration					
- administration	141,727	390,070	1,165,458	2.6	45.6
- central services	481,340	424,048	948,019	2.1	95.5
- elected offices	570,607	26,440	597,047	1.3	100.0
- tax assess./collections	557,583		557,583	1.2	100.0
- counselor	104,206	62,254	166,460	0.4	100.0
- liability insurance	1,975	56,075	111,354	0.2	52.1
- elections/registration	87,130	9,982	97,112	0.2	100.0
subtotal	1,944,568	968,869	3,643,033	8.1	80.0
Health					
- public health	1,329,326		1,329,326	2.9	100.0
- mental health	623,925		623,925	1.4	100.0
subtotal	1,953,251	0	1,953,251	4.3	100.0
Debt service	815,471	3,391,050	4,753,171	10.5	88.5
Employee benefits	1,250,436	2,030,769	3,445,257	7.6	95.2
Miscellaneous	498,530	554,685	1,143,713	2.5	92.1
Gas/electric			905,433	2.0	0.0
Cemetery		72,000	128,188	0.3	56.2
Total	\$15,260,970	\$20,687,155	\$45,085,816	100.0	79.7

Source: Expenditure data are "1989 Actual" figures taken from 1991 State of Kansas budget forms filed with the Reno County Clerk's Office.

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expenditures. In the area of noxious weed control, Reno County and the City of Hutchinson account for 70.3 percent of expenditures.

Within community development services, planning and zoning services are undertaken solely by Reno County and the City of Hutchinson. In the area of planning and zoning services, the City of Hutchinson accounts for 70.0 percent of expenditures, while Reno County accounts for 30.0 percent. Reno County and the City of Hutchinson account for 94.4 percent of parks and recreation expenditures, and 77.2 percent of economic development expenditures.

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Recommendations

The findings of this study suggest that substantial opportunities exist for improved cooperation and coordination and for consolidation of functions among local governments in Reno County. A second phase is recommended to identify those opportunities and develop specific steps for action by the appropriate local governing bodies and officials within the county. Action is recommended on two distinct fronts:

I. Establish an Independent Intergovernmental Commission.

An independent intergovernmental commission should be established by joint resolution of the governing bodies of Reno County and the City of Hutchinson. The purpose of the commission should be to recommend specific actions for improved cooperation and coordination and for consolidation of functions among local governments in Reno County. The joint resolution establishing the commission should specify the charge to the study commission, that is, the issues to be addressed by the commission, authorize funding for the work of the commission, provide for the selection of a chair and membership to the commission, and establish a deadline for the completion of the work of the commission.

The joint resolution will act as a charter for the intergovernmental commission, and therefore, care should be taken in drafting the resolution. The following guidelines, drawn primarily from the work of the National Academy of Public Administration,⁴ are recommended:

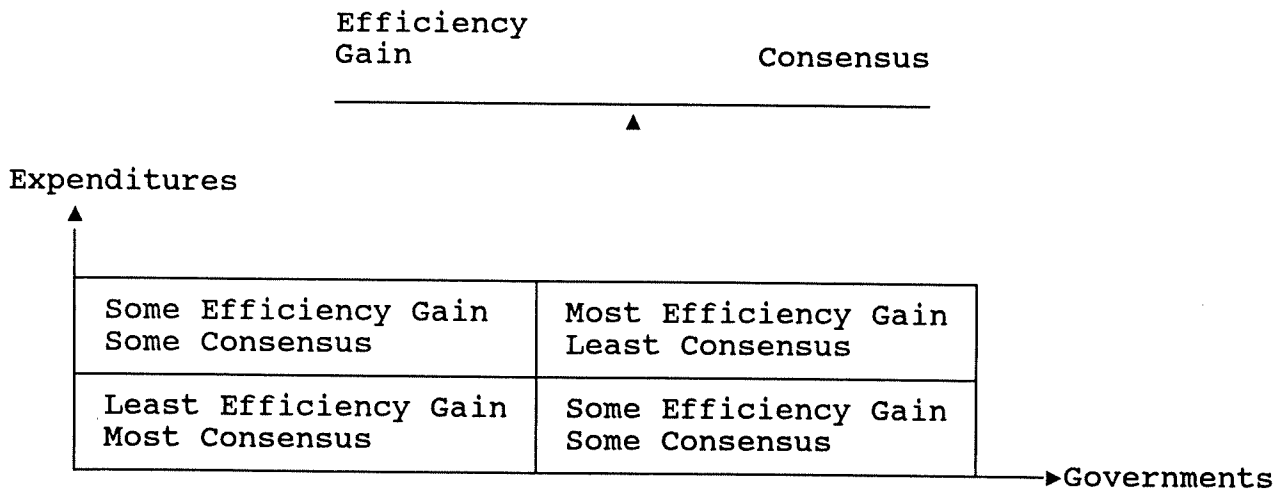
1. **The intergovernmental commission should focus on issues of coordination and consolidation involving county government, cities, townships, and special districts.** This focus narrows the scope of the special commission to those public services performed by general-purpose governments and special districts and suggests that education, specifically the unified school districts and Hutchinson Community College, be excluded from review at this time. The governance and financing of education, both the public schools and the community colleges, are inextricably tied to state government, and improvements in coordination and consolidation among educational institutions will more likely require action at the state level. On the other hand, county government, cities, townships, and special districts have broader discretion and may act more independently of state government to improve coordination and consolidate functions. In 1989, these 85 local governments spent \$45.1 million.

⁴ **Metropolitan Governance: A Handbook for Local Government Study Commissions** (Washington, D.C.: National Academy of Public Administration, 1980).

2. The intergovernmental commission should focus on functional consolidation and, specifically, should weigh and balance two principal criteria in selecting which functions to study: (a) the number of local governments presently involved in the provision of a specific service and (b) the present magnitude of expenditures on a specific service.

The principal advantage of focusing attention on functional areas in which there is the greatest overlap is the potential for efficiency gains from improved cooperation, coordination, and consolidation of services. However, such functional areas would also represent the greatest challenge in arriving at a consensus regarding the future structure of service provision. On the other hand, the principal advantage of focusing attention on functional areas in which there is less overlap is that consensus building on the future structure of service provision would be much less difficult, but such a course would also be less likely to produce major efficiency gains.

If attention is focused on functional areas in which the largest expenditures are made, there is, likewise, the greatest potential for producing efficiency gains from the reallocation of resources. However, such functional areas may also be the most resistant to change because of institutionalized bureaucracies that have evolved over time. If attention is focused on functional areas in which a smaller magnitude of expenditures are made, there may be less institutional resistance to change, but there is, likewise, less potential for yielding substantial efficiency gains.



Although fewer governments will likely improve efficiency and consistency in the provision of services, they may also reduce the responsiveness of service provision and decrease the level of participation of citizens in the decision making process.

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Efficiency
Consistency

Responsiveness
Participation



3. **The membership of the intergovernmental commission should be broadly representative of the community and should be linked to local government.** The major social, political, economic, and geographic sectors of the community should be represented on the commission. The commission should include representation from major community groups, for example, business organizations, women's groups, organized labor, minority groups, and urban and rural interests. While broad representation on the commission is critical, individuals should be chosen for their individual qualities, that is, leadership, judgment, and commitment to the purpose of the commission.

The intergovernmental commission should operate independently from local government but at the same time have linkages to local government. This linkage may be obtained in at least two ways: first, by appointing to the commission former elected officials who have served on the city and county commissions; and second, by designating a member from the current governing bodies of the city and county to serve as a liaison to the commission. Former elected officials would bring to the commission exposure to the issues being addressed as well as political experience in dealing with those issues but at the same time would not be worrying about the impact of the commission's work on an upcoming election.

4. **The chair of the intergovernmental commission should be a strong and active leader.** Leadership for the commission is critical to the success of the commission. The commission will be a working commission, and the chair must be willing to commit substantial time and energy to the work of the commission. A chair for the commission should be selected by agreement of the governing bodies of Reno County and the City of Hutchinson.

5. **The intergovernmental commission should be authorized funding to support the work of the commission.** If the commission is to operate independently of the local governments being studied, staff support will be required, and adequate funding should be made available for this purpose.

The work of the intergovernmental commission will likely require the good part of a year. To support the commission, funding of up to \$20,000 is recommended, one-half from the city and one-half from the county. While this full amount may not be needed, its availability will allow the commission to plan and carry out its work most effectively.

Logistical staff will be required to perform the following assignments for the intergovernmental commission:

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- a. arranging commission meetings and assisting the chair of the commission in preparing agendas for meetings and a timetable for the commission's work;
- b. maintaining a record of commission deliberations and actions;
- c. obtaining and distributing materials requested by the commission;
- d. providing written notice of meetings to members of the commission, press, and interested members of the public; and
- e. responding to inquiries from within and outside the community.

This logistical staff could be provided through Hutchinson Community College if an agreeable arrangement can be worked out between the college administration and the city and county governing bodies. The logistical requirements of the commission are substantial, and the College should be compensated for providing such services.

In addition to logistical staff, the commission will likely require special research support from time to time. These research requirements may be the collection and analysis of data, advice and consultation on issues before the commission, special research requests arising from task forces established within the commission, or a variety of other research assignments. This research support can best be provided by a research organization that has expertise on local government and is independent of Reno County and the City of Hutchinson. The capabilities of Hutchinson Community College and the Hugo Wall Center for Urban Studies, Wichita State University, could be available for this assignment if an arrangement agreeable to the city and county can be negotiated.

Legal counsel will also be required to support the work of the intergovernmental commission, and the offices of the city attorney of the City of Hutchinson and the county counselor of Reno County should be made available to support the intergovernmental commission.

II. Establish Task Force of Chief Executive Officers. A task force of the chief executive officers of the four largest local governments in Reno County, that is, Reno County, the City of Hutchinson, Hutchinson Public School, and Hutchinson Community College, should be established and directed to identify specific measures of interlocal cooperation that produce savings and avoid future expenditures among these governmental units. These measures of interlocal cooperation will be found primarily in the general

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administrative operations of these governmental units, for example, in printing and copying expenses, motor pool, joint purchasing, planning of joint-use facilities, mail services, joint computing facilities, joint training, among other areas.

The implementation of this recommendation should complement the work of the intergovernmental commission. The commission would focus on identifying opportunities for improved cooperation and coordination and for consolidation of functions among 85 local governments, that is, county government, 14 cities, 31 townships, and 39 special districts. The task force would focus on improving cooperation and identifying savings in the administration of the four largest local governments that spend nearly two-thirds of total expenditures in Reno County.

Since Reno County does not have an officer who may be considered to be a chief executive officer, that is, an officer with the authority to review measures of interlocal cooperation and act on behalf of the county to undertake such measures, the Reno County Commission has at least two options concerning this recommendation: to designate an county officer to serve on this task force; or to choose not to participate in the task force.

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Appendix A
Local Governments in Reno County

Reno County (1)

Cities (14)

Abbyville	Hutchinson	Plevna	Turon
Arlington	Langdon	Pretty Prairie	Willowbrook
Buhler	Nickerson	South Hutchinson	
Haven	Partridge	Sylvia	

Townships (31)

Albion	Grove	Medford	Sumner
Arlington	Haven	Medora	Sylvia
Bell	Hayes	Miami	Troy
Castleton	Huntsville	Ninnescah	Valley
Center	Langdon	Plevna	Walnut
Clay	Lincoln	Reno	Westminster
Enterprise	Little River	Roscoe	Yoder
Grant	Loda	Salt Creek	

Unified School Districts (11)

No. 308 - Hutchinson	No. 313 - Buhler (Harvey/Reno)
No. 309 - Nickerson (Rice/Reno)	No. 267 - (Reno/Sedgwick)
No. 310 - Fairfield (Pratt/Reno/Stafford)	No. 331 - (Kingman/Reno)
No. 311 - Pretty Prairie (Kingman/Reno)	No. 369 - (Harvey/Reno)
No. 312 - Haven (Harvey/Reno/Sedgwick)	No. 376 - (Reno/Rice)
	No. 401 - (Reno/Rice)

Special Districts (40)

Hutchinson Community College
Hutchinson Industrial District No. 1
Hutchinson Public Library
Reno County Conservation District
South Central Kansas Library System

Watershed Districts (5)

Jt. No. 9 (Andale)
Jt. No. 40 (Spring Creek)
Jt. No. 40 (Goose Creek)
Jt. No. 54 (Mt. Hope)
Jt. No. 95 (Upper Little Arkansas)

Fire Districts (11)

No. 1
No. 2
No. 3
No. 4
No. 6
No. 7
No. 8
No. Jt. 1 (Kingman/Reno)
No. Jt. 1 (Reno/Rice)
No. Jt. 2 (Harvey/Reno)
No. Jt. 5 (Harvey/Reno)

Sewer Districts (8)

No. 1 (Cedar View)
No. 6 (Prairie Dunes)
No. 8 (Highlands)
No. 9 (Spyglass)
No. 3/10 (Blue Spruce)
No. 13 (Homefield)
No. 201 (Yoder)
No. 202 (Habit)

Cemetery Districts (3)

Stafford
Lerado
Valley Township

Drainage Districts (8)

No. 2 (Cow Creek)
No. 2 (Valley-Clay)
No. 3
No. 4
No. 2 (Harvey/McPherson/Reno)
Grant Township
Valley Township
Yoder Township

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Appendix B

Special Districts in Reno County

Nine kinds of special districts operate in Reno County. A brief explanation of each category of special district, excerpted and edited from the publication of the League of Kansas Municipalities, **Local Governments in Kansas--An Inventory of Governmental Taxing Units**, follows:

Regional Libraries. There are seven regional library systems in Kansas, established pursuant to K.S.A. 75-2547 et seq. All or parts of 81 counties participate in these systems. Any taxing district within a participating county which regularly levies 1/4 mill or more for a public library may be excluded from the tax. A governing body of representatives of cooperating libraries administers the services provided to its participating libraries and may levy a property tax for this purpose.

Cemetery Districts. There are 728 active cemetery districts in Kansas, organized to establish and maintain local cemeteries. Some counties have no cemetery districts; the largest number is found in Clay County, with 30 cemetery districts and seven partial districts. Such districts are normally established under K.S.A. 15-1013 et seq., 17-330 et seq., or 17-1342 et seq. Frequently, a cemetery district includes a township and a city of third class. Some districts appear to be essentially township cemeteries but function as districts. The 728 cemetery districts levied about \$2 million in property taxes for 1991.

Fire Districts. There are about 323 active fire districts in Kansas. The number by county varies from none in 14 counties to Morris County with 11 full districts and two partial districts. There are at least 44 fire districts which cross county lines.

There are several state laws under which fire districts are created, primarily in article 36 of K.S.A. Chapter 19 and in Article 15 of K.S.A. Chapter 80. They usually are created by petition of the residents, with formal action by the board of county commissioners or a township board. As in the case of cemeteries, it is sometimes difficult to distinguish whether a fire department operation is a township government function or whether a separate district exists; the latter is commonly found in those townships in which a city of the third class is located. Most fire department operations in Kansas are city departments, many of which contract with districts or townships to provide fire protection service.

Drainage Districts. There are at least 77 drainage districts in Kansas. A few more exist legally but are currently dormant. The 77 known districts are located within 31 counties, primarily

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in the eastern part of the state. Most counties have none; three counties have six whole drainage districts. They are formed under K.S.A. Chapter 24, Articles 4, 5 and 6, and their principal function is flood protection. Such districts may levy special assessments as well as taxes and may issue bonds. Some drainage districts maintain flood protection works developed by the U.S. Corps of Engineers. A few have territory within cities, largely as a result of past annexations.

Sewer Districts. There are at least 74 sewer districts now operating in Kansas. Sewer districts are found in 18 different counties. Most counties do not have a sewer district since they are typically found in areas adjacent to larger cities or in residential areas adjacent to a lake. The principal act for the formation of county sewer districts is K.S.A. 19-27a01 et seq. Township sewer districts may be formed under K.S.A. 80-2001 et seq.

Conservation Districts. The 105 conservation districts in Kansas are organized along county lines. They operate under K.S.A. 2-1901 et seq., with the primary function of developing comprehensive soil conservation plans for landowners. County governments may allocate monies from the general fund to the district or levy a special tax for this purpose. While a conservation district is often considered a political subdivision of the county, they have an independent governing body and the power to sue and be sued, make contracts, and own property.

Watershed Districts. There are about 95 watershed districts in Kansas, some of which are inactive. Only 35 of these are located entirely within one county, with the balance including parts of two or more counties, depending on the location of the watershed. Most of them are in eastern Kansas. These districts are formed under K.S.A. 24-1201 et seq., with the primary function of reducing erosion, controlling floods, and reducing sedimentation through dams. State grants for such districts are administered through the state conservation commission, and federal grants have also been available.

Industrial Districts. There are two industrial districts in Kansas, one each in Finney and Reno counties. They are formed under K.S.A. 19-3801 et seq. Such districts have powers similar to cities to provide services and facilities and are effectively designed to give special tax breaks for industries.

Library Districts. There are 37 library districts in Kansas, in addition to the regional libraries noted above. This total excludes the many city libraries throughout the state, which are not considered to be an independent taxing unit for the purpose of this report.

There are several statutes under which library districts are formed, including K.S.A. 12-1215, 12-1218, 12-1223, 12-1231, 12-

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1236, 72-1623, 75-2547, and their successive sections of the statutes. The library districts in Hutchinson, Salina, and Topeka are considered separate taxing districts, since they have independent taxing power and the authority to own property. There are 19 county libraries which are considered to be special library districts, since the tax levied for library purposes is not necessarily applied countywide. County libraries are found in these counties: Coffee, Finney, Graham, Grant, Gray, Greeley, Hamilton, Johnson, Kearny, Kiowa, Lane, Lyon, Morton, Pawnee, Scott, Stanton, Stevens, Wichita, and Wyandotte.

Most county libraries are located in the more rural, western counties. Potawatomie and Wabaunsee counties have a regional library district. A common form of library district is one that involves a township, city-township, or non-county library districts found in Comanche, Doniphan, Geary, Leavenworth, Linn, Lyon, Marion, McPherson, Meade, and Miami.

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Appendix C

Draft Resolution Establishing Intergovernmental Commission

Whereas, Reno County and the City of Hutchinson are the primary general-purpose governments in Reno County; and

Whereas, Reno County ranks third in the number of cities, first in the number of townships, second in the number of special districts, and second in the number of local governments among all Kansas counties; and

Whereas, 85 local governments in Reno County, in addition to 11 unified school districts and the community college, hold the power to tax; and

Whereas, these 85 governments spent over \$45 million in calendar year 1989; and

Whereas, the governing bodies of Reno County and the City of Hutchinson want to assure that local services are delivered in ways that achieve efficiency, assure quality of service, promote equity in the cost of service, and make services accessible and responsive to citizens;

Now, Therefore, be it resolved that the Reno County Commission and the Hutchinson City Commission do hereby jointly establish an Intergovernmental Commission for the purpose of recommending specific actions to improve cooperation and coordination and to consolidate functions among local governments in Reno County; and

Further, that the chair and membership of the Intergovernmental Commission shall be selected by agreement of the Reno County Commission and the Hutchinson City Commission; and

Further, that the Intergovernmental Commission shall report its findings and recommendations no later than one year from the effective date of this resolution; and

Further, that the Reno County Commission and the Hutchinson City Commission each authorize up to \$10,000 to support the work of the Intergovernmental Commission and further authorize legal assistance to the Commission through the offices of the city attorney of the City of Hutchinson and the county counselor of Reno County; and

Further, that all meetings of the Intergovernmental Commission be publicized and open to the public and that public participation in the deliberations of the Commission be encouraged.