

Technical Report
on
Consolidation of Government
for Lafayette Parish

April 15, 1991

TECHNICAL COMMITTEE
CONSOLIDATION OF GOVERNMENT

April 15, 1991

TO: Honorable Neal Burke, President
Lafayette Parish Council

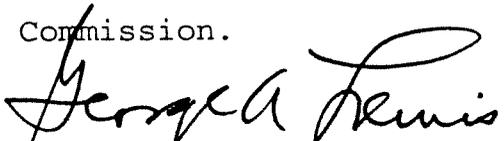
THRU: Parish President Walter Comeaux 

TO: Honorable Al Simon, President
Lafayette Parish Council

THRU: Mayor Dud Lastrapes 

In accordance with your assignment to us, you will find in this report the results of our technical work on consolidation of government within Lafayette Parish.

We stand ready to speak to any facet of our report that might warrant further discussion and trust that this information will be contributory to the mission of the Charter Commission.


George A. Lewis
Auditor - Parish and City of
Lafayette Councils


John Warner Smith
Chief Administrative Officer
Lafayette Parish Government


Glenn M. Weber
Chief Administrative Officer
City of Lafayette

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Introduction

INTRODUCTION

Background

Act No. 187 of the 1990 State Legislature enabled creation of a Lafayette Parish Charter Commission for study of the feasibility of consolidating governments(s) within Lafayette Parish.

City of Lafayette Resolution Nos. R-5452 (dated April 3, 1990) and R-5543 (dated July 24, 1990) and Lafayette Parish Council Resolution No. 042-90 (dated August 9, 1990) created a Consolidation Technical Committee which was assigned the task of researching the technical aspects of consolidation of government(s) and which was directed to report its findings to the Parish and City Councils by April 15, 1991 for subsequent transmittal to a to-be-created Lafayette Parish Charter Commission.

Per Lafayette Parish Council Resolution No. 075-90 (dated January 24, 1991), a Lafayette Home Rule Charter Commission was created; thereby setting the stage for presentation of the consolidation question at hand to the electorate.

Scope and Limitations of Study

The Technical Committee, after reviewing its assignment, initially concluded the following:

1. Any ultimate decision as to which form of government might best technically and politically accomplish the consolidation objective at hand

should rest with the elected policymakers of the Parish and City governments.

2. Accordingly, the report to the Parish and City Councils would not recommend a specific form of government and would instead present alternative approaches to consolidation that could then be evaluated by the Charter Commission in light of what might best attain the consolidation objectives at hand.
3. Regardless of the form of consolidated government, if any, that might ultimately be selected by the Charter Commission, the same basic governmental functions that today exist within Lafayette Parish ("Public Works" - "Recreation" - "Utility" - "Finance" - etc.) would nonetheless continue to exist.
4. Inasmuch as cost would be a function of later decisions by the consolidated government as to organizational structure, numbers of personnel, etc., the Technical Committee would not attempt to determine cost savings or additional costs arising from consolidation.
5. The overwhelming majority of the combined scope of all governmental services of the parish were found to rest with the City of Lafayette and Parish governments. While the governmental

functions of area municipalities are referenced throughout the report, particularly in analyses of structural alternatives, the report would not attempt to describe those functions in detail. Assumption was made that those municipalities perform comparable services to varying degrees and that the absence of a detailed description of those services would not limit or undermine the overall scope of study as defined here.

The following items of work were then pursued:

1. The Technical Committee combined existing governmental functions known to be in existence within Lafayette Parish into common categories (i.e., departments).

The various functions were fully described and comparatively analyzed in terms of organizational structure, scope of service, budgets and means of financing.

2. Upon accomplishing that, the Technical Committee identified various alternative forms of consolidated government that could later be comparatively evaluated by the Charter Commission with input of the involved governmental entities and the general public.

Although Act 187 specifically calls for consolidation of City and Parish Government, the task of assessing the impact of that alternative from a technical point of view could not be properly undertaken without conducting a comprehensive analysis of all available alternative approaches to consolidation. It was felt that this methodology would better facilitate conclusions or assessments which might later be drawn as to the suitability or feasibility of the City/Parish alternative in light of pertinent factors and issues.

Accordingly, the Technical Committee evaluated the full spectrum of available options ranging, on one extreme, from idealistic consolidation of all governmental entities within Lafayette Parish into a singular governmental unit to, on the other extreme, a finding that none of the alternative forms of government considered offered advantages over that of the existing governmental arrangement(s) within Lafayette Parish.

With regard to the latter alternative finding, it was felt by the Technical Committee that listing of the advantages and disadvantages of the alternative forms of government considered would, of itself, enable the Charter Commission to come to

its own conclusions as to the effectiveness of the existing versus alternative forms of government identified in this report.

3. Upon identification of alternative forms of consolidated government, the Technical Committee conducted an analysis as to how each of the major functions of government (i.e., departments) would be impacted under each of the alternative forms of government that were identified.

That effort, as will be more comprehensively covered in the following sections of this report, sought to highlight the perceived advantages and disadvantages that would come into play for each "department" under those separate forms of consolidated government.

Because not all singular advantages and disadvantages identified have equal impact or consequence, it is important that comparative numbers of advantages versus disadvantages stated (or vice-versa) not be basis for conclusion by the reader as to feasibility or non-feasibility of each option.

4. The study sought to examine various technical aspects of consolidation and the potential impact on governmental functions. However, data measuring the actual performance of services or programs as

they are currently structured and financed does not exist. Nor is data available that specifically defines the desirable or acceptable level of efficiency and cost for any given service. In the absence of this information, the Technical Committee could not undertake a detailed, comprehensive empirical analysis of the impact of consolidation on the quality and cost of services. Inasmuch as general conclusions may be drawn with regard to the achievement of economy in certain areas, the Committee could not draw definitive, objective conclusions as to whether any particular functional reorganization or structural alternative would best achieve an overall improved level of efficiency or cost effectiveness.

5. Finally, the Technical Committee sought to identify certain issues and questions that it felt were not within the purview of the Technical Committee to pursue but which it deemed to be worthy of mention to the Charter Commission for whatever follow-up, if any, the Charter Commission might wish to give to those items.

1. Act No. 187 of the 1990 State Legislature
2. City of Lafayette Resolution No. R-5452 dated April 3, 1990

3. City of Lafayette Resolution No. R-5543 dated July 24,
1990
4. Lafayette Parish Resolution No. 042-90 dated August 9,
1990
5. Lafayette Parish Resolution No. 075-90 dated January 24,
1991

LAFAYETTE PARISH AND CITY OF LAFAYETTE—CHARTER COMMISSION; UNIFIED CITY-PARISH GOVERNMENT PLAN

ACT NO. 187

H.B. No. 1064

AN ACT to enact R.S. 33:1393 and to repeal R.S. 33:1391, relative to Lafayette Parish, to authorize the creation of a Lafayette City-Parish Charter Commission for the purpose of developing a plan for a unified city-parish government for Lafayette Parish and the city of Lafayette; to provide for the membership and functions of said commission; to require approval of any such plan by a majority of the voters of both Lafayette Parish and the city of Lafayette voting in an election for the plan to become effective; to provide with respect to a transitional period upon approval of such a plan; to delete provisions relative to the Lafayette Parish Charter Commission; and to provide for related matters.

Notice of intention to introduce this Act has been published as provided by Article III, Section 13 of the Constitution of Louisiana.

Be it enacted by the Legislature of Louisiana:

Section 1. R.S. 33:1393 is hereby enacted to read as follows:

§ 1393. Lafayette Parish and the city of Lafayette; charter commission; plan for unified city-parish government

A. The people of Lafayette Parish and the people of the city of Lafayette shall have the power to establish, in the manner hereinafter provided, a unified city-parish government for the parish of Lafayette and the city of Lafayette situated therein. Such government shall not include the government of any other municipality in Lafayette Parish other than the city of Lafayette.

B. The Lafayette Parish Council is hereby authorized to create by resolution the Lafayette City-Parish Charter Commission consisting of nine persons, each of whom shall be a resident and a qualified voter of Lafayette Parish. No elected official shall serve as a member of the commission, nor shall any employee of an appointing authority or any person who has had a contractual relationship with any appointing authority during the year immediately preceding creation of the charter commission. Commission members shall be appointed as follows:

(1) The Lafayette Parish Council shall appoint three commission members, at least two of whom shall reside outside of the city of Lafayette and at least one of whom shall be a member of a minority race.

(2) The Lafayette City Council shall appoint three commission members, at least one of whom shall be a member of a minority race.

(3) One commission member shall be appointed by the mayor of the city of Lafayette.

(4) One commission member shall be appointed by the president of Lafayette Parish.

(5) One commission member shall be appointed by majority vote of the mayors of the municipalities of Broussard, Carencro, Duson, Scott, and Youngsville.

(6) In the event that any member of the commission is not appointed within thirty days after the Lafayette Parish Council has adopted the resolution creating said city-parish charter commission, the governor shall, within thirty days thereafter, make any initial appointments not filled by the appointing authorities herein designated in accordance with the provisions of this Subsection. The commission shall notify any appointing authority which failed to make an appointment of any appointment made by the governor pursuant to this Paragraph.

(7) Any vacancy in the membership of the commission shall be filled within thirty days of such vacancy by appointment in the manner provided for the appointment of the member whose position becomes vacant.

C. It shall be the duty of the commission to study and prepare a plan or alternative plans of government which unite the government of the parish of Lafayette and the city of Lafayette under a single unified government, and to file such plan or alternative plans of government with the Lafayette Parish Council, the president of Lafayette Parish, the Lafayette City Council, and the mayor of the city of Lafayette. The plan or alternative plans shall be approved by a majority vote of the membership of the commission as a condition precedent to filing as provided in this Section. The commission shall file such plan or alternative plans no later than twelve months after the Lafayette Parish Council adopts the resolution creating the charter commission as provided in Subsection B of this Section.

D. The charter commission shall have authority to employ such experts, employees, and consultants as it may deem necessary to assist the commission in the discharge of its responsibility to the extent that funds are made available; however, all proposed expenditures shall have prior approval by the Lafayette Parish Council. The Lafayette Parish Council and the Lafayette City Council shall have the authority to expend such funds as may be required to defray the expenses incident to the work of the commission, including the employment of all necessary personnel.

E. The charter commission shall have complete and sole authority to elect a chairman and any other officers as it may deem necessary from the membership of such commission by majority vote of its total membership.

F. Unless a quorum is present, the charter commission shall not take any binding or final action on any item. A quorum shall be defined as a majority of the total membership of the commission. The approval of a majority of the total membership shall be required for the commission to take official action on any matter.

G. The commission shall conduct its business pursuant to Robert's Rules of Order and may adopt such other procedural rules as it deems necessary.

H. It is the intention of the legislature to afford wide latitude, subject to all general laws of the state applicable to municipalities and parishes, to the people of the parish of Lafayette in adopting a home rule charter of government merging the government of the parish of Lafayette and the government of the city of Lafayette. To that end, the charter commission is empowered to propose either a single plan or to propose alternative plans which may consist of two or more plans of government as aforesaid. However, no such plan of government shall include the government of any municipality within Lafayette Parish other than the city of Lafayette, and no such plan shall prohibit annexation by any municipality pursuant to general law.

I.(1) The plan or plans of government proposed by the commission along with the question of merging the government of the parish of Lafayette and the government of the city of Lafayette shall be submitted at a special election. Said election shall be called by the Lafayette Parish Council not later than thirty days from the date of filing of said plan or alternative plans with said parish council by the charter commission; such election shall be held within eight months from the date of such filing. Upon said parish council officially calling said election, it shall, within ten days thereafter, cause a full text of the plan or alternative plans of government to be printed and published as a paid political advertisement in the official journal of the parish. Such election shall be called and held as further provided in Chapter 6-B of the Election Code, R.S. 18:1299 et seq.

(2)(a) If a majority of the votes cast at such election and a majority of the votes cast in the city of Lafayette are in favor of the plan of government proposed by the charter commission or are in favor of one of the alternative plans of government so proposed, a certified copy thereof shall be filed with the secretary of state, and it shall become effective at such time or times as may be provided therein.

(b) However, if alternative plans of government are submitted and no single plan of government receives a majority of votes cast at such election and a majority of the votes cast in the city of Lafayette, but the question of merging the governments of the parish and the city receives such approval, a second election shall be held not less than four and not more than six weeks from the date of the first election. There shall be submitted to the qualified voters of Lafayette Parish at such second election only the two plans which received the greatest number of votes in the first election. The second election shall be conducted under the same procedures prescribed for the first election, except that the second election may be held on a date other than that provided in R.S. 18:402(F) if no such date occurs within four to six weeks after the first election. A certified copy of any plan which receives a majority of the votes cast at such second election and a majority of the votes cast in the city of Lafayette shall be filed with the secretary of state, and it shall become effective at such time or times as may be provided therein.

J. If a plan of unified government is approved by a majority of the voters of both the parish of Lafayette and the city of Lafayette voting in an election as provided herein, then the terms of the elected officers of Lafayette Parish in office at the time of such election shall be extended until the expiration of the terms of the elected officers of the city of Lafayette in office at the time of such election. The election of the officers of the unified city-parish government shall be held at the time established for election of the governor and other statewide elected officials.

Section 2. R.S. 33:1391 is hereby repealed in its entirety.

Section 3. The provisions of this Act shall constitute continuing authorization for the parish of Lafayette and the city of Lafayette to establish a unified city-parish government. Nothing herein shall be construed to limit the number of successive times said parish and city may create a charter commission pursuant to the provisions of this Act.

Section 4. If any provision or item of this Act or the application thereof is held invalid, such invalidity shall not affect other provisions, items, or applications of this Act which can be given effect without the invalid provisions, items, or applications, and to this end the provisions of this Act are hereby declared severable.

Section 5. This Act shall become effective upon signature by the governor or, if not signed by the governor, upon expiration of the time for bills to become law without signature by the governor, as provided in Article III, Section 18 of the Constitution of Louisiana.

Approved July 2, 1990.

A RESOLUTION ESTABLISHING A TECHNICAL REVIEW COMMITTEE AND ITS COMPOSITION, AND CHARGING ITS RESPONSIBILITIES.

BE IT RESOLVED by the City Council of the City of Lafayette, Louisiana, that:

WHEREAS, the City Council supports the investigation of any and all alternatives that could result in a more efficient delivery of services in a more cost effective manner for the taxpayers of Lafayette, and

WHEREAS, the City Council supports the examination of various alternatives including, but not limited to, consolidating city and parish government, increasing annexation, and enhancing contractual arrangements, and

WHEREAS, the 1986 Advisory Task Force on Consolidation recommended the formulation of a technical report prior to the creation of a charter commission, and

WHEREAS, the City Council supports the investigation of any and all alternatives that could result in a more efficient delivery of services in a more cost effective manner for the taxpayers of Lafayette; and

WHEREAS, the City Council supports the examination of various alternatives including, but not limited to, consolidating City and Parish government, increasing annexation, and enhancing contractual agreements; and

WHEREAS, the 1986 Advisory Task Force on consolidation recommended the formulation of a technical report prior to the creation of a Charter Commission.

THEREFORE, BE IT RESOLVED THAT THE CITY COUNCIL hereby directs the City Auditor, Mr. George Lewis, to prepare a technical report that examines the feasibility of consolidating city and parish government in order to increase efficiency and decrease expenses for the taxpayers of Lafayette.

All resolutions or parts thereof in conflict herewith are hereby repealed.

This resolution having been submitted to a vote, the vote thereon was as follows:

YEAS: LANDRY, PIERRE, HEYMANN, SIMON, MOUNCE

NAYS: NONE

ABSENT: NONE

And, this resolution was declared adopted on the 3rd day of April, 1990.

ATTEST:
Deann C. Cochran
CITY CLERK

APPROVED:

William Landry
CITY COUNCIL PRESIDENT

A RESOLUTION BY THE MAYOR AND CITY COUNCIL OF THE CITY OF LAFAYETTE REQUESTING THAT THE MAYOR APPOINT HIS CAO, AND FURTHER REQUESTING THAT THE LAFAYETTE PARISH PRESIDENT APPOINT HIS CAO AS A TECHNICAL COMMITTEE OF TWO TO LOOK INTO THE TECHNICAL ASPECTS OF CONSOLIDATION.

BE IT RESOLVED by the City Council of the City of Lafayette, LA, that
WHEREAS, a bill was introduced and subsequently passed by the Legislature and signed by the Governor authorizing a study of consolidation;
and

WHEREAS, the City Council has appointed its auditor, George Lewis, to research the financial impact of the consolidation of City and Parish government; and

WHEREAS, the City Council is desirous of investigating other areas that may be affected by such a consolidation,

THEREFORE BE IT RESOLVED that the City Council requests that the Mayor appoint the City CAO, Glenn Weber, to work with the Parish CAO, John Smith, and in conjunction with George Lewis to thoroughly review all aspects of consolidation and report back to the Council in a timely fashion.

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All resolutions or parts thereof in conflict herewith are hereby repealed.

This resolution having been submitted to a vote, the vote thereon was as follows:

YEAS: Landry, Pierre, Heymann, Simon, Mounce

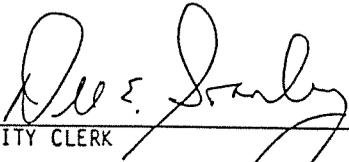
NAYS: None

ABSENT: None

AND, this resolution was declared adopted on this the 24th,
day of JULY, 1990.

ATTEST:

APPROVED:


CITY CLERK


MAYOR

DATE: JULY 25, 1990

A RESOLUTION BY THE PARISH PRESIDENT AND THE PARISH COUNCIL OF THE PARISH OF LAFAYETTE REQUESTING THE PARISH PRESIDENT TO APPOINT HIS CAO, AND FURTHER REQUESTING THAT THE MAYOR OF THE CITY OF LAFAYETTE APPOINT HIS CAO, AS A TECHNICAL COMMITTEE OF TWO TO LOOK INTO THE TECHNICAL ASPECTS OF CONSOLIDATION.

BE IT RESOLVED by the Parish Council of the Parish of Lafayette, Louisiana, that:

WHEREAS, a bill was introduced and subsequently passed by the Legislature and signed by the Governor authorizing a study of consolidation, and

WHEREAS, the City Council has appointed its auditor, George Lewis, to research the financial impact of the consolidation of City and Parish government, and

WHEREAS, the Parish and City Councils are desirous of investigating other areas that may be affected by such a consolidation.

THEREFORE, BE IT RESOLVED that the Parish Council requests that the Parish President appoint the Parish CAO, J. Warner Smith, to work with the City CAO, Glenn Weber, and in conjunction with George Lewis to thoroughly review all aspects of consolidation and report back to the Council in a timely fashion.

This resolution having been submitted to a vote, the result thereon was as follows:

YEAS: Guidry, Broussard, Benjamin, Ashworth, Schouest, Burke

NAYS: None

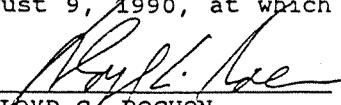
ABSENT: Comeaux

This resolution was declared adopted on this, the 9th day of August, 1990.

/s/ LLOYD C. ROCHON
LLOYD C. ROCHON
Clerk of the Council
Lafayette Parish Council

CERTIFICATION

I, Lloyd C. Rochon, Clerk of the Council of Lafayette Parish, Louisiana, do hereby certify that the foregoing is a true and correct copy of a resolution adopted by the Parish Council of Lafayette Parish in regular session on August 9, 1990, at which time a quorum was present.



LLOYD C. ROCHON
Clerk of the Council
Lafayette Parish Council

A RESOLUTION OF THE LAFAYETTE PARISH COUNCIL CREATING THE LAFAYETTE CITY-PARISH CHARTER COMMISSION CONSISTING OF NINE PERSONS, EACH OF WHOM SHALL BE A RESIDENT OF LAFAYETTE PARISH, ALL IN ACCORDANCE WITH ACT 187 OF THE 1990 LEGISLATIVE SESSION.

WHEREAS, the Lafayette Parish Council has consistently supported the consideration of government unification;

WHEREAS, Act 187 was adopted in the 1990 Legislative Session, allowing for the creation of a charter commission whose mission will be to study and prepare a plan or alternative plans of government which unite the governments of the Parish of Lafayette and the City of Lafayette under a single unified government.

NOW, THEREFORE, BE IT RESOLVED, by the Lafayette Parish Council:

SECTION 1: That the Lafayette Parish Council, in accordance with Act 187 of the 1990 Legislative Session, hereby creates the Lafayette City-Parish Charter Commission consisting of nine persons, each of whom shall be a resident and a qualified voter of Lafayette Parish. No elected official shall serve as a member of the commission, nor shall any employee of an appointing authority, or any person who has had a contractual relationship with an appointing authority during the year immediately preceding creation of a charter commission. Commission members shall be appointed as follows:

1. The Lafayette Parish Council shall appoint three commission members, at least two of whom shall reside outside of the City of Lafayette and at least one of whom shall be a member of a minority race.

2. The Lafayette City Council shall appoint three commission members, at least one of whom shall be a member of a minority race.

3. One commission member shall be appointed by the mayor of the City of Lafayette.

4. One commission member shall be appointed by the president of Lafayette Parish.

5. One commission member shall be appointed by majority vote of the mayors of the municipalities of Broussard, Carencro, Duson, Scott, and Youngsville.

6. In the event that any member of the commission is not appointed within thirty days after adoption of this resolution creating said City-Parish Charter Commission, the governor shall, within thirty days thereafter, make any initial appointments not filled by the appointing authorities herein designated in accordance with subsection B of Act 187. The commission shall notify any appointing authority which failed to make an appointment of any appointment made by the governor pursuant to this Paragraph.

7. Any vacancy in the membership of the commission shall be filled within thirty days of such vacancy by appointment in the manner provided for the appointment of the member whose position becomes vacant.

SECTION 2: It shall be the duty of the commission to study and prepare a plan or alternative plans of government which unite the governments of the Parish of Lafayette and the City of Lafayette under a single unified government, and to file such plan or alternative plans of government with the Lafayette Parish Council, the president of Lafayette Parish, the Lafayette City Council, and the mayor of the City of Lafayette. The plan or alternative plans shall be approved by a majority vote of the membership of the commission as a condition precedent to filing as provided in this Section. The commission shall file such plan or alternative plans no later than twelve months after the Lafayette Parish Council adopts this resolution creating the Charter Commission.

SECTION 3: The Charter Commission shall have the authority to employ such experts, employees, and consultants as it may deem necessary to assist the commission in the discharge of its responsibility to the extent that funds are made available; however, all proposed expenditures shall have prior approval by the Lafayette Parish Council. The Lafayette Parish Council and the Lafayette City Council shall have the authority to expend such funds as may be required to defray the expenses incident to the work of the commission, including employment of all necessary personnel.

SECTION 4: The Charter Commission shall have the complete and sole authority to elect a chairman and any other officers as it may deem necessary from the membership of such commission by majority vote of its total membership.

SECTION 5: Unless a quorum is present, the Charter Commission shall not take any binding or final action on any item. A quorum shall be defined as a majority of the total membership of the commission. The approval of a majority of the total membership shall be required for the commission to take official action on any matter.

SECTION 6: It shall be the duty of the commission to study and to review the existing forms of government under which Lafayette Parish and its communities now operate, and establish goals to be accomplished by government in its leadership role in our Parish, and to specifically look at such goals as 1) enhanced efficiency of government, 2) enhanced efficiency in the delivery of services, 3) the most economical and efficient way to spend the tax dollars in the governmental pools of dollars, and 4) control growth of government, but not limited to the above mentioned goals. Further, it shall be the duty of the commission to identify the benefits and losses, should there be any, under each alternative plan that is developed, and how each alternative plan addresses the identified goals of the commission.

SECTION 7: For the purpose of defining the date of adoption, this resolution shall not be deemed adopted until April 15, 1991, and it is the intent of this Council that appointments shall be made within 30 days of the prescribed adoption date.

SECTION 8: The commission shall conduct its business pursuant to Robert's Rules of Order and may adopt such other procedural rules as it deems necessary.

This resolution having been submitted to a vote, the result thereon was as follows:

Yeas: Guidry, Broussard, Ashworth, Comeaux, Schouest,
Burke

Nays: Benjamin

Absent: None

Abstained: None

This resolution was approved on 24th day of January,
1991, and declared adopted on 15th day of April, 1991


ELOYD C. ROCHON
Clerk of the Council
Lafayette Parish Council

Existing Consolidations

in Delivery of

Governmental Services

EXISTING CONSOLIDATIONS IN DELIVERY OF GOVERNMENTAL SERVICES

To date, there have been numerous instances of joint efforts by public agencies within Lafayette Parish to consolidate delivery of common services.

In order that there can be understanding by the reader of this report as to what has thus far been done in the direction of consolidation of governmental services, the following listing is offered.

<u>Governmental Service</u>	<u>Participating Agencies</u>
Central Jail	Sheriff and all governmental agencies within Parish
Booking	Sheriff and all governmental agencies within Parish
Metro Narcotics Unit	Sheriff, City of Lafayette
Crime Scene	Sheriff, City of Lafayette
Patrol	Sheriff, City of Lafayette
Offense Reporting System/Records	Sheriff, City of Lafayette
Forensic Lab	Sheriff, City of Lafayette, Parish Government
Case Coordination/Development	D.A., Sheriff, City of Lafayette
911	All public safety/emergency services within Parish

Governmental Service

Civil Defense

First Response/Fire Protection
(in area adjacent to City of
Lafayette)

Mutual Aid Arrangements (fire
protection)

Animal Shelter

Recreation

LAPC

Metro Code

Water Supply

Printing Shop

Developmental Regulations (area
of influence around City of
Lafayette)

Participating Agencies

All public safety/emergency
services within Parish

City of Lafayette, Parish
Government, volunteer fire
departments

City of Lafayette and
volunteer fire departments
throughout Parish

City of Lafayette, Parish
Government

City of Lafayette, Parish
Government

City of Lafayette, Parish
Government, Other Area
Municipalities

City of Lafayette, Parish
Government

City of Lafayette, water
districts, Scott, Broussard
(Carencro - emergency tap)

City of Lafayette, Parish
Government

City of Lafayette, Parish
Government

Governmental Service

800 MHz System

Property Assessments

Property Tax Collections

Employment Testing

Sales Tax Collection

Participating Agencies

City of Lafayette, 911,
Parish Government, Sheriff,
Broussard, Youngsville,
Scott, Duson, Carencro

City of Lafayette, Parish
Assessor

Sheriff, City of Lafayette

City of Lafayette, Parish
Government

School Board, Parish
Government and all parish
municipalities

Alternative Structures

ALTERNATIVE STRUCTURES

Basic Assumption

Regardless of the level of consolidation ultimately achieved, each incorporated municipality included in a consolidated government would continue as a legal entity with defined corporate boundaries. However, it is assumed that any such municipalities included in a consolidated government would no longer have a separately elected Mayor/Council or Mayor/Board of Aldermen. Rather, the affairs of those municipalities, so far as they are applicable to only the residents of the corporate entity, would be administered by the governing body of the consolidated government.

Revenue entitlement and restriction are the main reasons for this premise. Incorporated municipalities and Parish Governments are entitled to revenues which may not be available to the other entity. For instance, City of Lafayette is an entitlement city for Community Development Block Grant Funds and receives an annual appropriation from this source. The Parish of Lafayette, on the other hand, is a recipient of Community Development funds only upon approval of specific grant applications which have to compete for funding with other applicants. The reverse situation exists in connection with State of Louisiana funding for highway and bridge construction: Parish of Lafayette receives an automatic annual state appropriation; City of Lafayette

receives funding only for specific projects based on specific funding requests.

Revenue restrictions are another reason why the Technical Committee has adopted this basic premise. Sales taxes levied by Parish of Lafayette are basically unrestricted and may be used for general governmental operations. Sales taxes levied by incorporated municipalities, in addition to varying in the rate of tax, are basically restricted to certain purposes. For instance, sales taxes assessed within the City of Lafayette are primarily dedicated to capital improvements, including debt service on bonds previously issued for capital projects.

Additionally, Mr. Jerry Osborne, bonding attorney for both the Parish and City of Lafayette, has informed the Committee that dedicated taxes collected within municipal boundaries or within the boundaries of special taxing districts must be expended for the benefit of the taxpayers who pay those taxes. This does not mean, however, that taxes such as the general alimony tax collected by municipalities for general government operations could not be used in whole or in part to pay for administrative costs and other shared costs of a consolidated government.

As will be discussed later, it is anticipated that many of the special purpose taxes levied by municipalities ultimately included in the consolidated government will be replaced by similarly dedicated taxes levied by the

consolidated government. For instance, City of Lafayette levies a 2.24 mill recreation and maintenance tax for maintenance of City parks and for operation of City-wide recreation programs. At some point, the Committee anticipates that a similar tax might be levied at the consolidated government level and the tax on only City residents can then be repealed. To the extent that such dedicated taxes can be replaced with tax levies at the consolidated government level, the elected officials of the consolidated government will be able to dedicate resources for the benefit of the entire population rather than having to make multiple decisions to dedicate resources unevenly to different segments of the consolidated population.

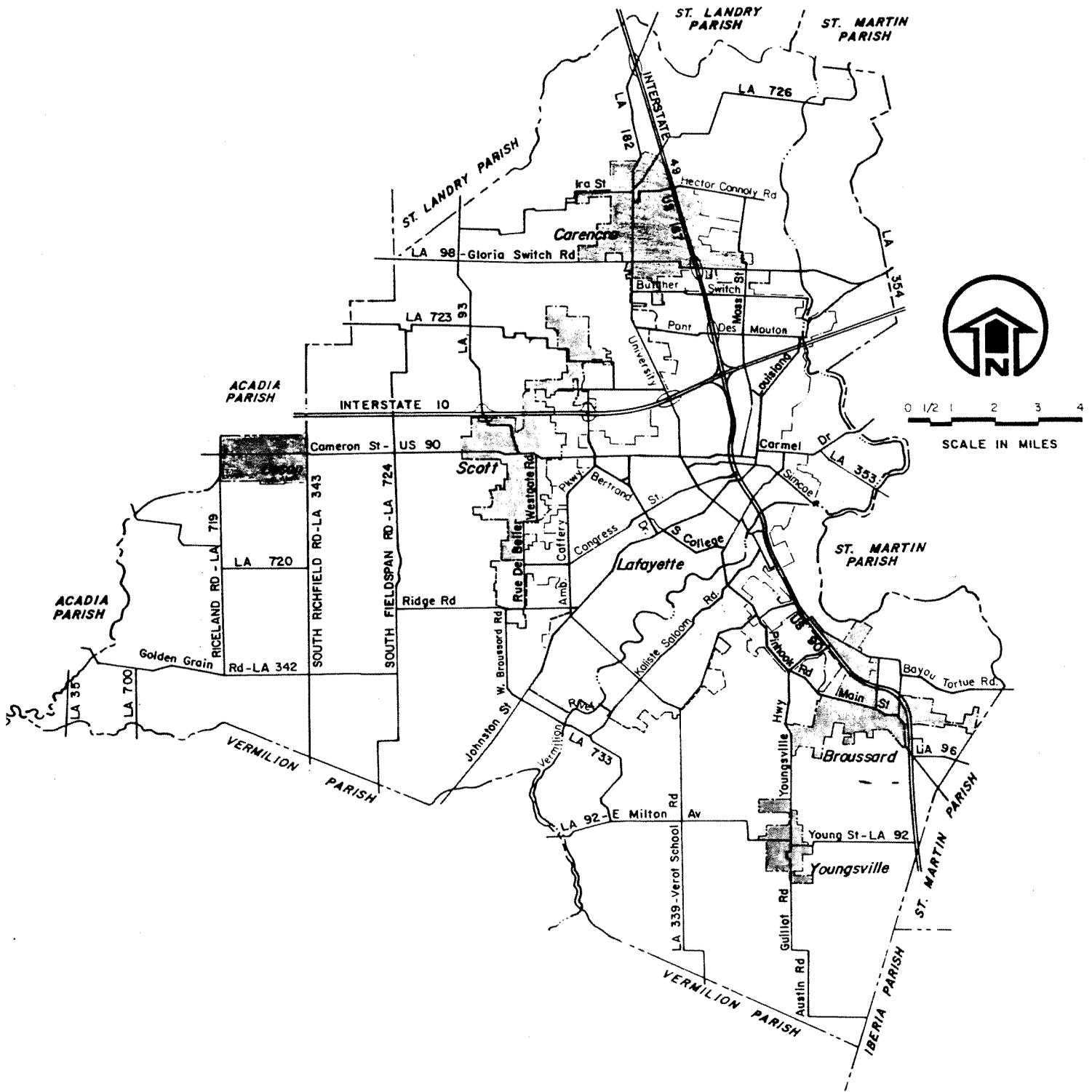
Entities Subject to Consolidation

Preliminary 1990 census counts, which are subject to change after the official census release, reveal the following:

City of Lafayette	92,568
Unincorporated areas	<u>56,451</u>
	<u>149,019</u>
Town of Broussard	1,335
City of Carencro	5,955
Town of Duson	1,457
City of Scott	4,891
Town of Youngsville	<u>1,201</u>
	<u>14,839</u>
Total Parish of Lafayette	<u>163,858</u>

A map of the Parish of Lafayette indicating the incorporated and unincorporated areas is presented on the

following page. Of particular note is the fact that all incorporated municipalities within the Parish, with the exception of Duson and Youngsville, have contiguous boundaries with the City of Lafayette at some point. The geographical relationship of these municipalities to the City of Lafayette and the potential for additional annexation by the area municipalities has been of continuing concern to the Technical Committee and is discussed extensively through the remainder of this document.



Summary of Options:

1. One consolidated government which includes all territory within the boundaries of the present Parish of Lafayette, including the municipalities of Carencro, Scott, Youngsville, Broussard, City of Lafayette, and the Lafayette Parish portion of the Town of Duson.
2. Consolidation of City of Lafayette and unincorporated areas of Parish of Lafayette into a consolidated government at the Parish level.
3. A Parishwide Government consisting of the City of Lafayette and the Parish Government with the Parish Government contracting with the City of Lafayette for delivery of services.
4. A new Parishwide Government consisting of the City of Lafayette boundaries extended around the existing other municipalities onto the existing outer boundaries of the Parish of Lafayette.

OPTION 1: One consolidated government which includes all territory within the boundaries of the present Parish of Lafayette, including the municipalities of Carencro, Scott, Youngsville, Broussard, City of Lafayette, and the Lafayette Parish portion of the Town of Duson.

Advantages:

A true consolidation can be achieved only if all entities affected by the consolidated government are a part thereof. Previous efforts at consolidation have specifically omitted

the "area municipalities". Yet the residents of those municipalities are a part of the Parish and both contribute resources to and receive services from the Parish. Therefore, failure to include the area municipalities would require that they have representation in the consolidated government (and thereby assist in the direction of the affairs of the municipalities ultimately included in the consolidation) while still perpetuating separate local administrations for administering their own affairs. Such a course of action would perpetuate the present duplication of costs.

Inclusion of all municipalities in a consolidated government will facilitate policy decisions for the overall good and minimize the possibility of differing, and perhaps contradictory, policies of a consolidated government and those of excluded municipalities.

Such a form of consolidation will also avoid the problem of area town annexations of territory included in the consolidated entity. The right of a municipality to annex additional territory into its corporate limits cannot be removed or restricted by another government. Therefore, it could be theoretically possible that area municipalities not included in a consolidated government could annex all territory outside of the present City of Lafayette (and any other municipalities included in the consolidation). Under this option, the consolidated government would be in the same situation as the present Parish of Lafayette: reduced

revenues due to municipal annexation without a commensurate decrease in services which must be provided to or for those citizens.

Inclusion of municipalities within a consolidated government would still not prevent annexation of additional territory into the individual municipalities. However, annexations would then be the decision of the consolidated government based on the individual needs and wishes of the citizens included in the proposed annexation balanced against the needs of all citizens in the consolidated government and overall government policy.

Finally, delivery of services would be much easier to achieve if all citizens of the Parish were included in the consolidation. Policy decisions made by the consolidated government relative to service delivery or overall policy would not be subject to second-guessing or contradiction by separate governing bodies receiving those services. For instance, bar closing hours would be established for the entire Parish rather than only for those parts of the Parish included in a consolidated government.

Disadvantages:

Politically, inclusion of all Parish municipalities within a consolidated government may be a deal breaker. Historically, the area municipalities have fiercely maintained their independence. These area municipalities fear an increase in bureaucracy and a decrease in representation when they become

a part of a much larger entity. The bureaucracy and rules necessary and attendant to a large government are quite different from most area municipalities where rules may be truncated but the job gets done.

Alternatives to overcome these problems are limited and may cause additional problems of their own. Alternatives include design of a consolidated government offering: (a) Specific representation of each municipality in a consolidated government; (b) Requirements for some decentralization of government services so that each existing municipality has ready access to government services; (c) Dedication of excess municipal revenues resulting from savings due to consolidation, i.e., salaries of municipal positions no longer needed, to specific improvements within the municipality.

OPTION 2: Consolidation of City of Lafayette and unincorporated areas of Parish of Lafayette into a consolidated government at the Parish level.

Advantages:

City/Parish Government structure and organization, charters, and operating procedures are very similar. In addition, facilities used by both governments are located near to each other. Hence, the merger of these two entities could be accomplished with a minimum of confusion and dislocation.

Consolidation, initially, of only two government units would minimize the complexity of revenue sources and restrictions and service delivery. However, the mechanism

would be in place for contracting with area municipalities for service delivery.

Disadvantages:

Consolidation of only City/Parish Governments makes the consolidated government vulnerable to annexations by unconsolidated entities in the same manner as the present Parish Government. Therefore, the problem presently being experienced by the Parish of Lafayette relative to municipal annexations is not resolved.

The existence of contiguous boundaries between Lafayette, Scott, Carencro, Broussard, and the Parish Government have resulted in questions as to jurisdiction and where boundaries begin and end. Any merger that would not include all of the entities with contiguous boundaries would not resolve those logistical/service problems.

Since Parish Government applies to all citizens of the Parish, it may be difficult for the elected officials in a consolidated government to balance the needs of the consolidated residents with the needs of the unconsolidated residents. Unconsolidated governments would have to be represented in the consolidated government because they are a part of the Parish of Lafayette. Undoubtedly, different issues and interests between consolidated/unconsolidated residents will lead to policy conflicts. For instance, needs of the City of Lafayette Utilities System may be diametrically

opposed to privately owned utilities serving elected officials who are not served by the existing Lafayette system.

OPTION 3: A Parishwide Government consisting of the City of Lafayette and the Parish Government with the Parish Government contracting with the City of Lafayette for delivery of services.

Advantages:

An intergovernmental agreement/contract could be entered into by currently elected officials without having to formally consolidate governments. Therefore, such an arrangement could be phased in rather than commencing in total on a particular date. For instance, one or more intergovernmental agreements could be entered into whereby the City assumed a contractual responsibility for purchasing, accounting, recreation, public works, etc., on various dates in order for a smooth transition in one area to take place before another area is added.

Residents in unincorporated areas would have no increase in taxes, but would enjoy the savings attendant to a combination of shared operations.

Disadvantages:

A separate Parish Government would still need to exist to both oversee the contract and to establish laws and regulations for all Parish citizens, including those living in unincorporated areas.

Depending upon the intergovernmental agreement, the delivery of services and the establishment of priorities for

those service deliveries could cause conflicts. City personnel administering a Parish contract might find themselves answering to two masters without clear indication as to which master has priority. Additionally, differing rules and regulations between City and unincorporated areas could result in confusion.

Cost of services and contract price would be an ongoing issue. However, if this type of consolidation were accomplished, the Parish would have few options regarding reestablishment of its own operating departments.

OPTION 4: A new Parishwide Government consisting of the City of Lafayette boundaries extended around the existing other municipalities onto the existing outer boundaries of the Parish of Lafayette.

Advantages:

Since all presently unannexed areas would become a part of the City of Lafayette, the problems of area town encroachment would be removed.

The current organizational/operations structure of the City could simply be expanded, thus avoiding the problems inherent in merging two separate entities.

Disadvantages:

Some type of Parish Government would still have to be maintained to oversee matters pertaining to Parish citizens as a whole even though all of those citizens would be within municipal corporate boundaries. Although many Parish

functions would no longer be required, there would still be a substantial need for Parish officials and employees.

Such an approach would immediately increase taxes on all citizens in the unincorporated areas - both sales taxes and ad valorem taxes. Such new citizens would then be in a position to demand, correctly, the delivery of the same services as those presently delivered within the existing City of Lafayette. Due to the extended geography involved, such delivery would be extremely difficult.

In addition, this approach would extinguish all sales taxes presently collected by the Parish in unincorporated areas. This revenue is one of the main sources for support of Parish mandated services which would still have to be provided, i.e., Clerk of Court, Assessor, District Attorney, etc.

Limitation of Information in Following Sections

Although we have raised the possibility of area municipality inclusion in this section, in the following sections of this report we have restricted the accumulation of information to the Parish of Lafayette and City of Lafayette, only. The general comments in the following sections concerning the Parish of Lafayette and City of Lafayette would also apply to the area municipalities. Area municipalities

would have similar functions and revenue restrictions but on a different scale. The biggest impact of their inclusion would have to do with complexity of the accounting system needed to track specifically dedicated revenues and services.

Analysis of

Personnel Management

Under

Various Consolidation Scenarios

PERSONNEL MANAGEMENT

Government is a labor intensive business. The quality and scope of service delivery is largely determined by the availability of a competent work force of public employees and the manner in which these resources are allocated. Moreover, the size and capabilities of the public work force are generally service demand-driven and largely influenced by the availability of revenues.

The capacity of a consolidated City and Parish Government to realize desirable public objectives will to a great extent be determined by the impact this merger has on the personnel systems of the two governments. Consolidation raises a number of critical human resource management related issues in the following areas:

1. Personnel administration
2. Classification and pay
3. Intradepartmental reorganizations
4. Personnel policies and regulations
5. Group insurance and other benefits
6. Retirement systems

Personnel Administration

Administration of human resource management systems of the two governments is marked by distinct structural differences; none of which would pose an operational impediment to a newly formed consolidated government. This function is clearly defined in the Charter of each government.

Municipal Civil Service

The City of Lafayette has operated under a Civil Service System since 1958. The system embodies a comprehensive set of rules governing the hiring process, classification and pay plans, types of appointments, leave administration, disciplinary procedures, and other matters. Rules are promulgated by a five-member, non-salaried Civil Service Board appointed by the City Council (3 appointments) and elected by City employees (2 appointments). All non-employee board members are appointed from a list of nominations made by the President of USL. The Civil Service Department is managed by a Board-appointed classified Director, who heads a staff of six (6) professional and clerical employees, all of whom are classified. The department has a current budget of \$233,814.

Fire and Police

Commissioned or sworn officers of the City's Police and Fire Departments are members of a separate Civil Service System authorized by the State Constitution. The Fire and Police Civil Service Board is comprised of three (3) civilian or non-commissioned members and two (2) commissioned officers elected from the ranks. All non-officer board members are appointed from a list of nominations submitted by the USL President. The system is also administered by the Personnel Director of the Municipal Civil Service System and has a minimal budget.

Administrative Services Division

The City also has a Personnel Unit in the Administrative Services Division of the Department of Administration. This unit consists of seven (7) classified positions, including the Administrative Services Manager, and has a current budget of \$195,802. They perform services other than those performed by Civil Service, including employee records maintenance, orientation, training, EEO functions, and other matters.

Parish Personnel Department

The Personnel Department of Lafayette Parish Government consists of an unclassified Director, one (1) full-time classified and one (1) part-time employee, and a seven-member Personnel Board appointed by the Parish Council (6 appointments) and elected by Parish employees (1 appointment). The Personnel Director administers all personnel management functions, including administration of the group insurance program (managed by the Risk Management Division at the City). In addition to providing these services to Parish departments and offices, the Personnel Department maintains employee records and administers retirement and group insurance for various external offices such as the District Judges and District Attorney. Job testing is performed by the Municipal Civil Service Department under a contractual arrangement. Personnel rules and regulations, including classification and pay plan rules, are subject to the approval of the Parish

Council. The Personnel Board functions as a quasi-judicial body over matters pertaining to employee disciplinary actions. The Parish Personnel Department has a current budget of \$84,529.

STRUCTURAL DIFFERENCES

Differences in the structure of City and Parish personnel management systems raise a question as to the administrative structure this function will have in a consolidated government. Issues facing a Charter Commission include:

1. Whether personnel will be administered under Civil Service law, thus retaining the Civil Service System under which the City currently operates;
2. Whether personnel administration will also consist of an executive level department of the unified government, as compared to the unit or section level organization which exists in the City structure; and
3. If the function is departmental, whether the Director will be classified or unclassified.

Consolidation of personnel systems could affect staffing requirements. For example, due to the relatively small size of the Parish organization, the Parish Personnel Director assumes a variety of hands-on, line staff duties in addition to managerial responsibilities. Selection of a unified structure which results in the elimination of this position may necessitate the transfer of additional technical duties to

other Parish, City, and Civil Service staff, or it may require the creation of a new line staff position.

This is not stated to offer justification for an existing or added position, nor is it intended to imply that the public is best served by a personnel system headed by an unclassified Director. That issue will be decided by a Charter Commission after considering the merits of all alternatives. This is merely an assessment of the potential impact a merger may have on staffing capacity, given the already strained capacity which exists in the Parish organization. Regardless of the structure chosen, an evaluation of the adequacy of staffing level will no doubt be done administratively, if it appears warranted, some time after the merger begins to function.

Consolidation of the systems will also result in the transfer of the Parish group health insurance program (265 plan participants) to the City's Risk Management Division. This may trigger some concern about the capacity of Risk Management to handle the additional workload.

A recap of total City and Parish personnel strengths can be found at the end of this section.

Classification and Pay

Both the City of Lafayette and Lafayette Parish Government operate under a system which uniformly classifies jobs by title, job description, and pay range. The Charter of each government specifically lists the positions which are not a part of the classified personnel service. City and Parish

unclassified jobs are essentially identical in nature and very similar in title. A major exception are the JTPA employees of Parish Government, whom the Charter defines as unclassified but who are afforded the benefits and rights of classified employees by administrative policy. Additionally, the Personnel Director of the City of Lafayette is a classified position as compared to the unclassified status of the Parish counterpart.

The classification and pay plans of the two governing units also contain a similar body of administrative rules and regulations. The plans differ in types of positions, entry level pay for various positions, depth and scope of rules, and methods of administration. Differences in the pay structures of the two classified systems are shown at the end of this section.

- * * 67% or 61 of the position **classes** in the Parish position classification and pay plan have job titles and duties comparable to positions established in the Municipal Civil Service System of the City of Lafayette. This affects 70% of the 186 total Parish classified **employees**.
- * * 64% of the 61 Parish position **classes** having City comparables are assigned to **pay ranges** which have a minimum pay level below that of Civil Service jobs. The cost impact of these differences is influenced by the actual current salaries of employees affected.

- * * 25 of the 130 Parish classified **employees** who hold positions comparable to City classified positions have actual current **salaries** below the minimum pay level of City counterparts.
- * * 36% of City classified positions which have Parish counterparts are assigned to pay ranges which have an entry level pay below that of the Parish counterparts.
- * * 33% of Parish position classes, which affect 30% of the organization's total classified work force, do not have job titles and duties comparable to Municipal Civil Service jobs. This is due to the uniqueness of some programs found in the Parish organization, i.e., JTPA, Juvenile Detention Home, Registrar, and Food Stamps.

As a practical matter, merger of the two systems should at least ensure that:

1. Job class uniformity and pay equity are maintained;
and
2. No incumbent classified employee experiences job loss, a reduction in pay, or a loss of service years.

The actual make-up of the consolidated classified personnel system will be defined by the Charter Commission. If this system is ultimately comprised of the existing classified Civil Service of the City of Lafayette, and Parish classified positions are converted to same, the above-mentioned objectives may at some point result in higher

payroll costs. This would be the effect of position reallocations or reassignments which might occur in the integration of lower minimum pay Parish positions into comparable higher minimum pay Civil Service job classifications, or by departmental reorganizations which might occur after a unified government is established.

The actual extent of payroll cost adjustments will be determined by the results of evaluations of positions having like or similar job titles and descriptions. Positions falling in unique classes (JDH, JTPA, etc.) will also be evaluated and assigned to pay ranges in relation to other job classifications. It will not be necessary to complete this work immediately upon consolidation of the two governments, but employee morale and the objective of maintaining a comprehensive, uniform and equitable classification and pay system will encourage initiation of the process within a reasonable timeframe.

It was previously noted that 25 of the 130 Parish classified employees who hold positions comparable to City classified jobs have actual current salaries below the minimum pay level of City counterparts. The total annual salary cost adjustment required to bring these employees up to the minimum entry level equates to \$30,000, which is less than 1% of the total annual salaries expense of all Parish classified employees, excluding Library and other classified employees not included in the pay plan.

The minimal cost impact of merging the two classified personnel systems is largely due to a recent upgrade of the Parish pay plan. In May 1990 the Lafayette Parish Council approved a revised pay plan that resulted in sizeable salary adjustments for nearly half the Parish classified workforce.

Reference to the possible cost impact of merging the personnel systems of City and Parish governments into the Civil Service System is not intended to cast a negative light on Civil Service. In fact, continuation and maintenance of a Municipal Civil Service System in the new form of government might prove to be an effective option in a consolidated government. The Charter Commission should carefully evaluate the performance of the existing Civil Service System before deciding upon a structure.

Intradepartmental Reorganizations

Consolidation of City and Parish governments may be followed by intradepartmental changes in the way work is divided and coordinated, and by changes in administrative practices and procedures. Reorganizational changes might help to reduce duplication of effort or to contain or avoid personnel cost increases which might otherwise be incurred under separate governmental structures. Reorganizations might also result in streamlined management or in staff reductions by attrition. Professional research findings caution, however, that governmental reorganizations which seek dollar savings as the primary objective (as opposed to efficiency or

cost avoidance) oftentimes lead to higher bottom line costs, since savings are frequently channelled into new programs or into previously unfunded or under-funded service areas. This would all depend upon the reorganization plan itself, including its objectives and evaluation methodology.

It would be advisable that such changes not occur immediately and that sufficient time be allowed to evaluate the efficiency and effectiveness of newly consolidated departments. Nonetheless, it is conceivable and very likely that some restructuring will be proposed.

Summary

The central point of emphasis here is that the cost impact of consolidating the personnel systems of the two governments will be influenced by two key transitional processes: (1) classification and pay revision, and (2) intradepartmental reorganization, both of which will not be completed until after consolidation becomes effective. Conclusions as to the economic feasibility or cost impact of merging personnel systems of the two governments cannot be drawn prior to actual consolidation. **It does appear evident, however, that existing structural and functional similarities between the two governments would greatly strengthen and help facilitate the merger process, including actions related to personnel administration, job classification, and pay.**

Personnel Policies and Regulations

Proper human resource management requires the establishment of a set of policies and rules which govern employee conduct, the filling of vacancies, leave administration, layoffs, and other personnel related matters. City of Lafayette personnel rules and regulations are promulgated by the Municipal Government Employees Civil Service Board. Parish policies are developed by the Personnel Director and adopted by ordinance of the Lafayette Parish Council.

In July 1985, Parish Government adopted a set of personnel rules and regulations for the new home rule government. The then Parish CAO, who was formerly Director of Administration for the City of Lafayette, used the City's policy manual as a guide and framework for the Parish document. Consequently, personnel policies of the two governments are very similar and in many instances identical.

Sick and Annual Leave

A major policy difference exists in the area of sick leave administration. Upon retirement, City employees are paid at the regular hourly rate for all accumulated hours of sick leave. The Parish pays the hourly rate equivalent of accumulated sick leave in excess of 960 hours. The first 960 hours of accumulated sick leave are credited to retirement. The sick and annual leave earnings schedules of the two personnel systems are identical.

Filling of Vacancies

With minor differences, the two personnel systems use the same competitive hiring process to fill vacant positions. In fact, the Parish contracts the testing services of Civil Service and has adopted examination rules very similar to that of Civil Service. The certification and appointment process of the Parish is also consistent with Civil Service rules and procedures.

Pay Administration

Each governmental entity has a set of rules governing administration of the employee pay plan. Again, the rules are very similar in scope and content. The Parish pay grid is structured in "step" increments within the minimum and maximum pay range of each position class. Civil Service salary increase distributions are percentage-based. Municipal employees are also afforded a performance-based merit plan, which is lacking in the Parish structure.

Group Insurance and Other Benefits

The City and the Parish maintain separate group health and life insurance programs. Both programs are self-funded. Benefits and cost differences and similarities between the two plans are shown as follows:

GROUP HEALTH INSURANCE
COST COMPARISON

	<u>City</u> <u>Employee/Employer</u>	<u>Parish</u> <u>Employee/Employer</u>
<i>Group Health Premium:</i>		
Single	19% / 81%	30% / 70%
	\$20.00/\$82.14	\$39.57 /\$92.32 (Includes Life)
Family	33% / 67%	30% / 70%
	\$82.50 /\$170.50	\$80.20 /\$187.11 (Includes Life)
<i>Retiree/COBRA</i>		
Single	\$102.14	\$127.59
Family	\$253.00	\$263.01
<i>Life Insurance:</i>		
Employee	Maximum .23 per \$1,000 based on salary. 100% pd. by City	30% / 70% .32 per 1,000 W/AD&D. \$13,000
Retiree	.25 per \$1,000 to 10,000 retiree pays	No life
COBRA	No life	No life
<i>Stop Loss Coverage:</i>		
Limit	75,000	40,000 GIR Fidelity
Single	0 / 100%	30% / 70%
Family	0 / 100%	30% / 70%
<i>Medical Review/Precertification:</i>		
Pre-certification	100% / 0	30% / 70%
<i>Dental Coverage:</i>		
	Separate policy	Part of group
Employee	100% / 0	30% / 70%
Family	100% / 0	30% / 70%

GROUP HEALTH INSURANCE
BENEFITS COMPARISON

	<u>City</u>	<u>Parish</u>
<i>Major Medical Expense Benefits:</i>		
Maximum Benefits payable per lifetime in or out of hospital	\$1,000,000	\$1,000,000
Deductible		
Individual	\$200	\$100
Family	\$600	\$350
Benefit Period	Plan Yr	Calendar Yr
Benefit Percentage eligible expenses	80% of first \$10,000 after deductible	80% of first \$5,000 after deductible
Maximum benefits payable per lifetime for alcoholism, chemical dependency, and substance abuse	One treatment lifetime--in patient or outpatient	\$15,000
Mental & nervous disorder	\$5,000	
Inpatient	80%	80%
Outpatient	50% -Maximum charge of \$40/treatment	50%
Eligible Inpatient Hospital Expenses		
without pre-certification	50%	50%
with pre-certification	80%	80%
Birthing center	100%, no deductible	\$600
Second surgical opinion benefit	Mandatory-100%	Optional-100%
Out-Patient Surgery	100%, no deductible	same
Pre-Admission Testing	100%, no deductible	same
Out-of-pocket provision (excluding deductibles) per individual	\$2,000	\$1,000

	<u>City</u>	<u>Parish</u>
<i>Hospice Care Benefits:</i>		
Lifetime maximum for all services	6 months	6 months
All services bereavement counseling	\$25/session 10 maximum	\$25/session 10 maximum
<i>Home Health Care:</i>		
	80% of usual & customary charges 100% in lieu of days in hospital	Same
<i>Hospital/Surgical Benefits:</i>		
Daily Hospital Room & Board	Average semi-private	Same
Maximum ICU, CCU	Average semi-private	Same
Burn Unit		Avg. SP
Neonatal Care		Avg. SP
Surgical	Usual & Customary charges	Reasonable & customary charges
<i>Pre-Existing:</i>		
	No reimbursement first year	Max. \$1,500 first year
<i>Extended Care Facility Benefits:</i>		
Maximum Daily Benefit	\$500	\$500
Maximum Duration (Per Confinement)	120 days	120 days
<i>Maternity:</i>		
	Same as any other illness	Same as any illness
<i>Prescription Drugs:</i>		
Generic Drugs	100% after ded.	Same
Legend Drugs	80%	Same
Any drugs for mental & nervous disorders, alcoholism, substance abuse and chemical dependency		50%

Consolidation would result in the integration of the 265 Parish group insurance plan participants into the City's program. Given the similarities of the two plans, mechanics of the merger will necessitate only minor adjustments, such as the selection of a common stop loss carrier and a change in date of the plan year. Monthly premiums are higher for Parish employees and participants pay a larger percentage portion of the group health premium. The most significant differences in benefits are the lower deductible and lower stop loss point available to Parish employees.

The City's group insurance program is completely administered by the Risk Management Division of the Department of Administration. The Parish contracts administrative and medical review services through a third-party at a current annual cost of \$27,744. Although this Parish cost would be eliminated upon consolidation, the City may need to hire at least one (1) additional clerical staff person to handle the increased work load. Cost saving may also be realized by the purchase of a single policy for specific stop loss coverage and by elimination of the Parish's \$13,699 annual cost of aggregate stop loss coverage (City has no aggregate policy).

In summary, it would appear that the group insurance plans of the two governments can be merged with minimal adjustments and that consolidation could, in fact, result in significant direct cost saving.

Retirement Systems

Lafayette Parish Government employees are members of the Parochial Employees' Retirement System of Louisiana (PERS), established by Act 205 of 1952. A major revision of the system was enacted in January 1980 with the creation of two separate plans (A and B). City employees, excluding the Fire and Police Departments, are members of the Municipal Employees' Retirement System (MERS), which was created by Act 356 of 1954. Act 788 of 1978 revised the system to create two separate and distinct accounts. Retirement systems of the two governments are nearly identical.

Vesting

Both systems allow members to become entitled to receive retirement benefits after 10 years of creditable service.

Contribution Rates (% of Payroll)

	<u>Employee</u>	<u>Employer</u>
City	9.25%	8.50%
Parish Government	9.50%	8.25%

Benefits

The benefit allowance in Plan A of both systems is equal to 3% of the member's final average compensation (the average of the highest consecutive 36 months) multiplied by the member's years of creditable service. Eligibility requirements for normal retirement benefits are also essentially identical (under Plan A). Members with 10 years of creditable service may retire at age sixty; members with 25

years of service may retire at age fifty-five; and members with 30 years of service may retire regardless of age.

Disability allowances are slightly different. PERS requires five years of creditable service to be eligible for disability benefits. If eligible, disabled members receive a normal retirement allowance. Otherwise, the member receives the lesser of 3% of compensation multiplied by years of service, not to be less than 15 years, or 3% multiplied by years of service assuming continued service to age sixty. There are no payment options unless the member is eligible for a normal retirement allowance. MERS has basically the same disability eligibility requirements, except that disability benefits are converted to a normal retirement allowance upon the member's attainment of his or her earliest normal retirement age.

Louisiana law (R. S. 33:6121.1) states that upon consolidation of the governing authorities of a parish and a municipality:

1. Members of MERS shall remain members of this system so long as they are employed by the consolidated government, and
2. Persons employed by the unified government after consolidation occurs shall, as a condition of employment, become members of the Parochial Employees' Retirement System.

Individuals employed with the Parish at the time of consolidation would be required to remain in the Parochial System, thus necessitating the maintenance of two separate retirement systems by the consolidated government.

Fire and Police Retirement Systems

City Police and Fire employees belong to the Lafayette Policemen's Pension and Relief Fund and the Firemen's Pension and Relief Fund. Five (5) Police employees are members of a statewide police retirement system due to age restrictions.

CITY AND PARISH PERSONNEL STRENGTH

Department	CITY		PARISH	
	CLASSIFIED	UNCLASSIFIED	CLASSIFIED	UNCLASSIFIED
Utilities	380	1		
Administration	122	1		
Finance			22	1
Personnel			1	1
Public Works	239	1	98	1
* Parks and Rec.	100	1	11	1
* Comm. Development	73	1		
Police	256	1		
Fire	196	1		
Civil Service	7	0		
Elected Legislative	0	9	0	10
Elected Executive	3	3	0	3
CAO	1	3	1	1
Downtown Dev. Auth.	1	1		
Zoning & Dev. Mgmt.	10	1		
Juvenile Detention Home			22	0
JTPA			31	0
Subtotal	<u>1,388</u>	<u>24</u>	<u>186</u>	<u>18</u>
Other Agencies				
LAPC	8	1		
Civil Defense/911		17		
City Court		32		
City Marshall		14		
Judges' Office			0	10
Court Reporters			0	13
D. A.'s Office			0	29
* Library			99	1
Coroner			2	4
Forensic			2	0
Registrar of Voters			8	1
Justice of the Peace			0	9
Constables				9
Subtotal	<u>8</u>	<u>64</u>	<u>111</u>	<u>76</u>
Total	1,396	88	297	94

* Includes temporary employees

PARISH CLASSIFIED POSITIONS WITH CITY COMPARABLES

JOB TITLES	PARISH MANNING TABLE AUTHORIZED	PARISH MINIMUM/MAXIMUM		CITY MINIMUM/MAXIMUM	DOLLAR DIFFERENCE Per Position	TOTAL DOLLAR DIFFERENCE
		MINIMUM	MAXIMUM			
1. Accounting Clerk I	2	\$11,952	\$17,760	\$11,045	\$ 907	\$ 1,814
2. Accounting Clerk II	3	\$13,176	\$19,560	\$13,437	(\$ 261)	(\$ 783)
3. Accounting Clerk III	2	\$16,032	\$23,808	\$17,160	(\$1,128)	(\$ 2,256)
4. Accounting Mgr.	1	\$31,752	\$47,172	\$32,594	(\$ 842)	(\$ 842)
5. Admin. Asst.	2	\$17,676	\$26,268	\$21,008	(\$3,332)	(\$ 6,664)
6. Admin. Secretary	1	\$19,488	\$28,956	\$18,013	\$1,475	\$ 1,475
7. Building Maintenance Coordinator	1	\$21,480	\$31,896	\$22,069	(\$ 589)	(\$ 589)
8. Building Maintenance Manager	1	\$26,124	\$38,784	\$24,336	\$1,788	\$ 1,788
9. Building Maintenance Technician	1	\$17,676	\$26,268	\$16,827	\$ 849	\$ 849
10. Buyer I	1	\$14,532	\$21,588	\$17,160	(\$2,628)	(\$ 2,628)
11. Clerk I	0	\$ 9,840	\$14,628	\$ 9,589	\$ 251	-0-
12. Clerk II	1	\$10,848	\$16,116	\$11,045	(\$ 197)	(\$ 197)
13. Clerk III	3	\$14,532	\$21,588	\$14,123	\$ 409	\$ 1,227
14. Clerk Typist I	0	\$10,848	\$16,116	\$10,026	\$ 822	\$ 822
15. Clerk Typist II	3	\$13,176	\$19,560	\$11,627	\$1,549	\$ 4,647
16. Custodian I	9	\$ 9,840	\$14,628	\$ 9,110	\$ 730	\$ 6,570
17. Custodian II	3	\$11,952	\$17,760	\$10,026	\$1,926	\$ 5,778
18. District Coordinator	2	\$21,480	\$31,896	\$22,069	(\$ 589)	(\$ 1,178)
19. Drainage Coordinator	1	\$21,480	\$31,896	\$22,069	(\$ 589)	(\$ 589)
20. Drainage Manager	1	\$26,124	\$38,784	\$28,184	(\$2,060)	(\$ 2,060)
21. Engineer Aide I	2	\$13,176	\$19,560	\$14,123	(\$ 947)	(\$ 1,894)
22. Engineer Aide II	2	\$16,032	\$23,808	\$16,349	(\$ 317)	(\$ 634)
23. Engineer Aide III	0	\$17,676	\$26,268	\$18,512	(\$ 836)	(\$ 0-)
24. Environmental Insp. I	1	\$16,032	\$23,808	\$17,160	(\$1,128)	(\$ 1,128)
25. Equipment Operator I	2	\$11,952	\$17,760	\$11,045	\$ 907	\$ 1,814
26. Equipment Operator II	4	\$13,176	\$19,560	\$12,210	\$ 966	\$ 3,864
27. Equipment Operator III	13	\$14,532	\$21,588	\$14,123	\$ 409	\$ 5,317
28. Equipment Operator IV	18	\$16,032	\$23,808	\$16,827	(\$ 795)	(\$14,310)
29. Grants Coordinator	1	\$21,480	\$31,896	\$22,069	(\$ 589)	(\$ 589)
30. Laborer I	7	\$ 9,840	\$14,628	\$10,026	(\$ 186)	(\$ 1,302)
31. Laborer II	2	\$10,848	\$16,116	\$11,045	(\$ 197)	(\$ 394)
32. Laborer Crew Leader	1	\$11,952	\$17,760	\$12,813	(\$ 861)	(\$ 861)
33. Mechanic I	0	\$13,167	\$19,560	\$16,827	(\$3,660)	(\$ 0-)
34. Mechanic II	1	\$17,676	\$26,268	\$20,426	\$2,750	(\$ 2,750)
35. Mechanic Helper	1	\$11,952	\$17,760	\$13,437	(\$1,485)	(\$ 1,485)
36. Operations Manager (Pub. Wks.)	1	\$31,752	\$47,172	\$35,952	(\$4,200)	(\$ 4,200)

PARISH CLASSIFIED POSITIONS WITH CITY COMPARABLES

JOB TITLES	PARISH MANNING TABLE AUTHORIZED	PARISH		CITY		DOLLAR DIFFERENCE Per Position	TOTAL DOLLAR DIFFERENCE
		MINIMUM/MAXIMUM	MINIMUM/MAXIMUM	MINIMUM/MAXIMUM	MINIMUM/MAXIMUM		
37. Parish Engineer	1	\$35,004 / \$52,008	\$34,216	\$ 788	\$ 788	\$ 788	
38. Parks Foreman I	1	\$16,032 / \$23,808	\$18,138	(\$ 2,106)	(\$ 2,106)	(\$ 2,106)	
39. Parks Keeper I	1	\$11,952 / \$17,760	\$12,813	(\$ 861)	(\$ 861)	(\$ 861)	
40. Parks Keeper II	2	\$13,176 / \$19,560	\$15,558	(\$ 2,412)	(\$ 2,412)	(\$ 4,824)	
41. Parks Maint. Coord.	1	\$21,480 / \$31,896	\$22,069	(\$ 589)	(\$ 589)	(\$ 589)	
42. Personnel Technician	1	\$17,676 / \$26,268	\$14,123	\$ 3,553	\$ 3,553	\$ 3,553	
43. Planetarium Curator	1	\$21,480 / \$31,896	\$20,030	\$ 1,450	\$ 1,450	\$ 1,450	
44. Public Works Inspector	4	\$16,032 / \$23,808	\$16,349	(\$ 317)	(\$ 317)	(\$ 1,268)	
45. Public Works Maint. Inspector	1	\$17,676 / \$26,268	\$18,138	(\$ 462)	(\$ 462)	(\$ 462)	
46. Public Works Foreman	3	\$17,676 / \$26,268	\$18,138	(\$ 462)	(\$ 462)	(\$ 1,386)	
47. Purchasing Asst.	1	\$17,676 / \$26,268	\$21,008	(\$ 3,332)	(\$ 3,332)	(\$ 3,332)	
48. Purchasing Manager	1	\$26,124 / \$38,784	\$31,034	(\$ 4,910)	(\$ 4,910)	(\$ 4,910)	
49. Receptionist	3	\$10,848 / \$16,116	\$ 9,589	\$ 1,259	\$ 1,259	\$ 3,777	
50. Recreation Coordinator	2	\$21,480 / \$31,896	\$21,008	\$ 472	\$ 472	\$ 944	
51. Right of Way Agent I	2	\$16,032 / \$23,808	\$19,074	(\$ 3,042)	(\$ 3,042)	(\$ 6,084)	
52. Right of Way Agent II	0	\$17,676 / \$26,268	\$21,008	(\$ 3,332)	(\$ 3,332)	(- 0 -)	
53. Recycling Planner	1	\$21,480 / \$31,896	\$20,030	\$ 1,450	\$ 1,450	\$ 1,450	
54. Safety/Risk Coordinator	1	\$21,480 / \$31,896	\$23,171	(\$ 1,691)	(\$ 1,691)	(\$ 1,691)	
55. Secretary I	3	\$14,532 / \$21,588	\$12,210	\$ 2,322	\$ 2,322	\$ 6,966	
56. Secretary II	3	\$16,032 / \$23,808	\$15,558	\$ 474	\$ 474	\$ 1,422	
57. Sign & Bridge Coordinator	1	\$21,480 / \$31,896	\$24,336	(\$ 2,856)	(\$ 2,856)	(\$ 2,856)	
58. Sign & Bridge Supervisor	1	\$17,676 / \$26,268	\$18,138	(\$ 462)	(\$ 462)	(\$ 462)	
59. Support Coordinator	1	\$21,480 / \$31,896	\$23,171	(\$ 1,691)	(\$ 1,691)	(\$ 1,691)	
60. Survey Coordinator	1	\$21,480 / \$31,896	\$23,171	(\$ 1,691)	(\$ 1,691)	(\$ 1,691)	
61. Project Management Coordinator	1	\$23,688 / \$35,160	\$25,563	\$ 1,875	\$ 1,875	\$ 1,875	

PARISH CLASSIFIED POSITIONS LACKING CITY COMPARABLES

JOB TITLES	PARISH MANNING TABLE AUTHORIZED	PARISH		CITY		DOLLAR DIFFERENCE
		MINIMUM	MAXIMUM	MINIMUM	MAXIMUM	
62. Child Care Att. I	4	\$11,952	\$17,760			
63. Child Care Att. II	4	\$13,176	\$19,560			
64. Child Care Att. III	3	\$14,532	\$21,588			
65. Child Care Supervisor (JDH)	1	\$17,676	\$26,268			
66. Clerk, Intake (JDH)	1	\$14,532	\$21,588			
67. Confidential Asst. (Reg. of Voters)	1	\$17,676	\$26,268			
68. Contract Svc. Rep. (JTPA)	5	\$21,480	\$31,896			
69. Cook (JDH)	1	\$10,848	\$16,116			
70. Coroner, Chief Invest.	1	\$23,688	\$35,160			
71. Counselor II (JTPA)	3	\$23,688	\$35,160			
72. Counselor Class Rm. (JTPA)	6	\$19,488	\$28,956			
73. Counselor Referral (JTPA)	4	\$19,488	\$28,956			
74. Detention Home Supr. (JDH)	1	\$23,688	\$35,160			
75. Environmental Insp. II	1	\$19,488	\$28,956			
76. Environmental Mgr.	1	\$26,124	\$38,784			
77. Food Stamp Cashier	3	\$11,952	\$17,760			
78. Food Stamp Mgr.	1	\$23,688	\$35,160			
79. Housekeeper (JDH)	1	\$10,848	\$16,116			
80. Intake/Follow-Up Splst. (JTPA)	2	\$16,032	\$23,808			
81. JDH Administrator	1	\$33,336	\$49,512			
82. JTPA Administrator	1	\$32,236	\$49,512			
83. MIS Tech (JTPA)	1	\$11,952	\$17,760			
84. Monitor (JTPA)	1	\$21,480	\$31,896			
85. Office Manager	1	\$17,676	\$26,268			
86. Psychometrist (JDH)	1	\$23,688	\$35,160			
87. Pathologist Asst.	1	\$21,480	\$31,869			
88. Planner (JTPA)	1	\$23,688	\$35,160			
89. Registrar, Chief Deputy	1	\$23,688	\$35,160			
90. Registrar of Voters	1	\$31,752	\$47,172			
91. Rent. Asst. Coord (HUD)	1	\$21,480	\$31,896			

Classified Manning Table Authorization: 187

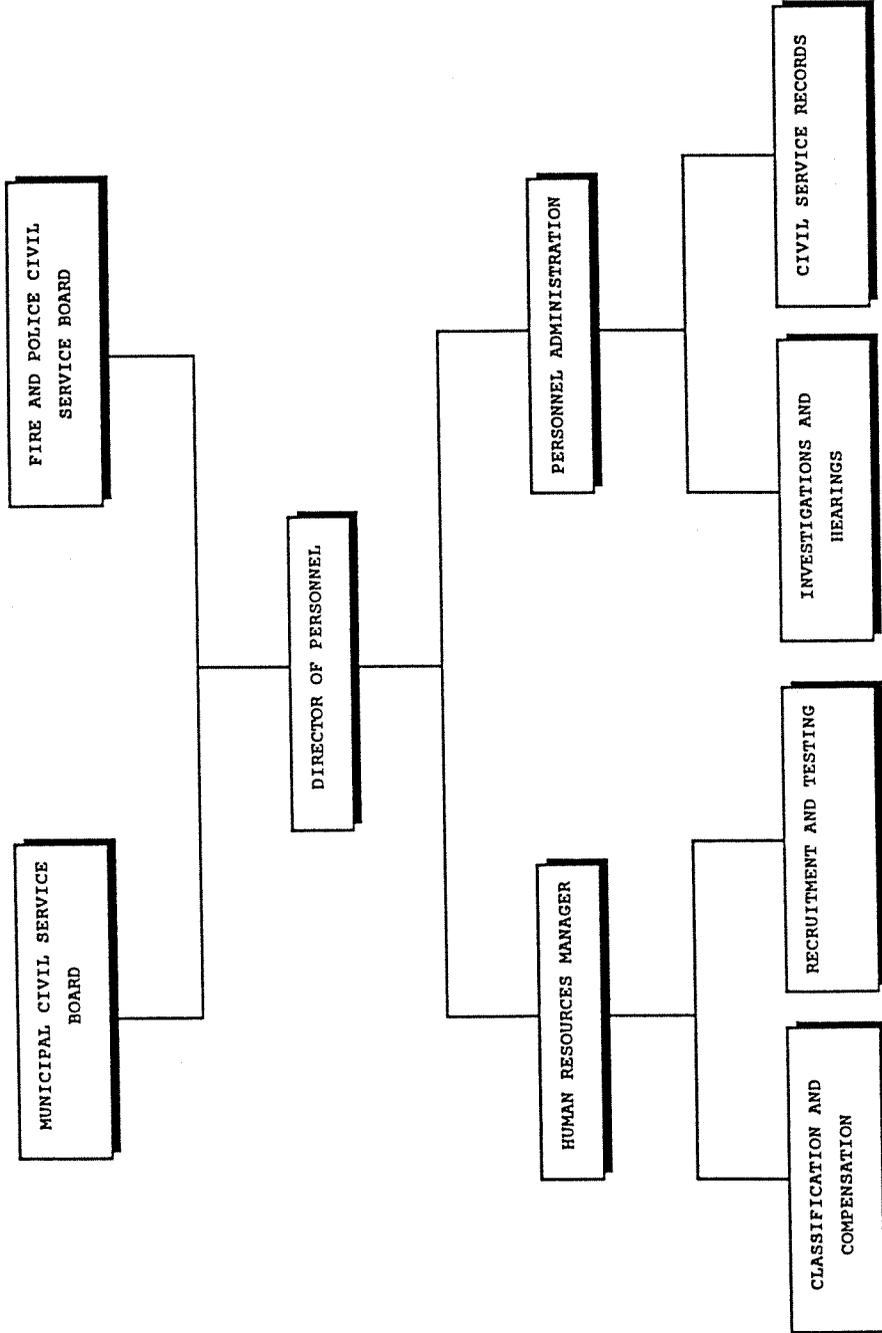
UNCLASSIFIED POSITIONS OF LAFAYETTE PARISH GOVERNMENT

JOB TITLES	PARISH MANNING TABLE AUTHORIZED	PARISH		CITY		DOLLAR DIFFERENCE Per Position	TOTAL DOLLAR DIFFERENCE
		MINIMUM/MAXIMUM	MINIMUM/MAXIMUM	MINIMUM/MAXIMUM	MINIMUM/MAXIMUM		
92. Admin. Asst. (Council)	2	\$19,488 / \$28,956	\$22,984			(\$ 3,496)	(\$ 6,992)
93. Admin. Asst. (Par. Pres.)	1	\$28,800 / \$42,780	\$34,028			(\$ 5,228)	(\$ 5,228)
94. Chief Administrative Officer	1	\$47,500	\$58,780			(\$11,280)	(\$11,280)
95. Clerk of Council	1	\$38,592 / \$57,276	\$44,116			(\$ 5,524)	(\$ 5,524)
96. Director Finance	1	\$40,524 / \$60,156	\$46,196			(\$ 5,672)	(\$ 5,672)
97. Director - Personnel	1	\$35,004 / \$52,008	\$41,392			(\$ 6,388)	(\$ 6,388)
98. Director - Public Works	1	\$42,552 / \$63,144	\$50,107			(\$ 7,555)	(\$ 7,555)
* 99. Director - Recreation	1	\$35,004 / \$52,008	\$42,806			(\$ 7,802)	(\$ 7,802)
100. Executive Secretary Par. Pres.	1	\$23,688 / \$35,160	\$19,593			\$ 4,095	\$ 4,095
101. Parish Council	7	\$16,800	\$13,139			\$ 3,661	\$25,627
102. Parish President	1	\$57,600	\$64,226			(\$ 6,626)	(\$ 6,626)

* Compared to Administrative Services Manager

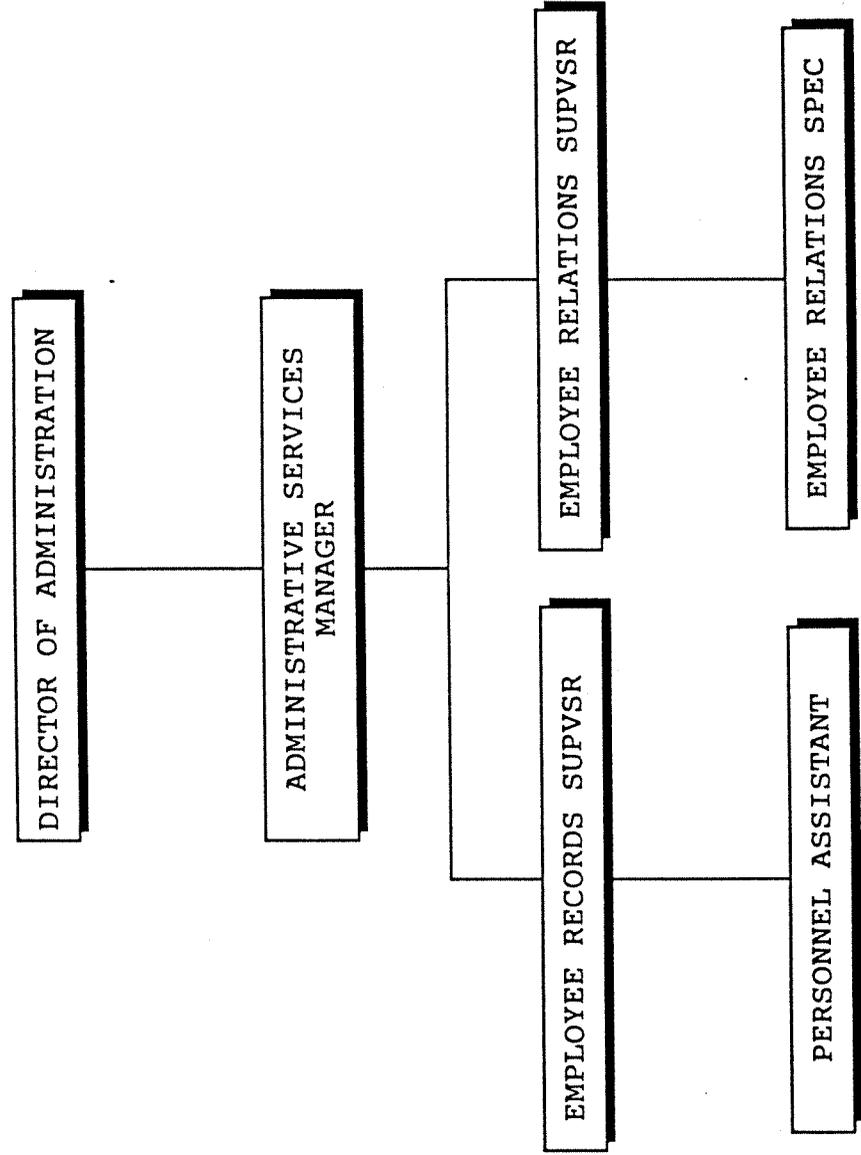
CITY OF LAFAYETTE

CIVIL SERVICE



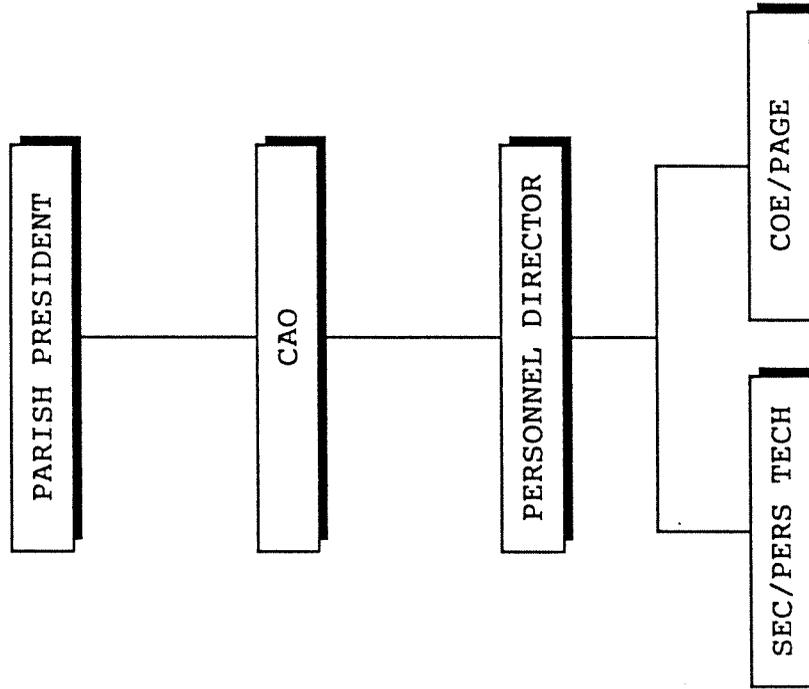
CITY OF LAFAYETTE

ADMINISTRATIVE SERVICES/PERSONNEL SECTION



PARISH GOVERNMENT

PERSONNEL DEPARTMENT



Analysis of

Administrative Services

Under

Various Consolidation Scenarios

ADMINISTRATIVE SERVICES

Background

The purpose of this section is to provide information and background data on the Parish of Lafayette's Department of Finance and the City of Lafayette's Department of Administration and to discuss critical issues to be considered under each option for consolidation.

Under both current governments, these departments are responsible for all budgetary and financial management functions of the individual governments. The departments provide general administration and support to all other departments. The scope of services provided by each is summarized in the following overview.

<u>CITY DEPARTMENT OF ADMINISTRATION</u>	<u>PARISH DEPARTMENT OF FINANCE</u>
Operating Divisions:	
Administration -	Administration
Director's Office	
Controller's Office	
Budgeting	
Accounting	Accounting
Purchasing and Property	Purchasing
Management	
Risk Management	Risk Management
Revenue Collection	Grants Programs
Data Processing	Food Stamps
Administrative Services	HUD - Section 8
Personnel Strength:	
121	19
Total Government Budget:	
\$222,675,194	\$ 21,436,756
Total Departmental Budget:	
\$ 9,867,889	\$ 942,068

**CITY DEPARTMENT
OF ADMINISTRATION**

**PARISH DEPARTMENT
OF FINANCE**

Funding Source:

General Government
revenue

General Government
revenue

Major General Government Revenue Sources:

General alimony tax
Portions of 2% sales
tax (25% of 1961 tax
and 15% of 1885 tax)

General alimony tax
1% sales tax, unincorporated
areas (100%)

Franchise fees
Utilities System payments
in lieu of taxes
Occupational licenses
Tobacco and beer taxes
Administrative fees
billed to other
fund

Franchise fees

Occupational licenses
State shared revenues
Administrative fees
billed to other
funds

**DEPARTMENT OF FINANCE
PARISH OF LAFAYETTE**

The Lafayette Parish Charter established a Department of Finance and assigned to it the following functions:

1. Maintenance of Parish Treasury
 - A. Collection and custody of all Parish monies
 - B. Disbursement of monies
 - C. Investment of idle funds
2. Budget
 - A. Preparation
 - B. Determination of availability of funds for payment of financial obligations
3. Maintenance of debt service records
4. Accounting
 - A. Maintenance of a uniform accounting system

- B. Reporting of revenues and expenditures on a monthly basis
- 5. Purchasing
 - A. Procurement of all property, materials, supplies and services
 - B. Maintenance of fixed assets inventory
- 6. Grants
 - A. Preparation of all grant applications
 - B. Administration of federal housing grants
- 7. Data processing administration
- 8. General administrative services

In order to meet these requirements, the Parish Department of Finance has been organized as follows (see organizational chart at end of this section):

Administration

Director's Office

Parish Director of Finance is responsible for entire operation of the Finance Department. Also assigned to his office is the Switchboard - Receptionist function. This position handles the receptionist function for the administrative portion of Parish Government including the switchboard and postage machine. Also included in the Director's Office is the responsibility for data processing, which has been contracted out to the Lafayette Parish Clerk of Court. All data processing for the Department of Finance is handled by the Clerk's computer system.

Accounting/Budgeting

The Accounting Division is responsible for collection and recording of all Parish receipts and disbursements, including the preparation of monthly statements of revenues and expenditures. Preparation of annual budgets and certification of the availability of funds for payment of obligations (including debt service) are handled by this division.

Most Parish funds are collected by other agencies and transmitted to the Accounting Division for deposit and recordation. Sales taxes are collected by the Sales Tax Office of the Lafayette Parish School Board. Property tax collection and license issuance are handled by the Sheriff of Lafayette Parish.

The main differences between the Parish's Accounting Division and the City's Accounting Division are: (1) funds to be accounted for; (2) inclusion of budgeting as a part of the Accounting Division rather than as a separate division.

Purchasing

This division is responsible for the procurement of all materials and equipment, along with maintenance and construction services, in accordance with State law and Parish purchasing policies. The division is also responsible for the maintenance of records of Parish-owned property and equipment, including the disposition of any surplus property.

Risk Management

This division, with only one employee assigned, is primarily oriented toward safety instruction and loss prevention, but with additional responsibilities for obtaining insurance and assisting insurers as "in-house claims adjuster". Although the Parish has a self-funded group insurance program, all claims are processed by a third-party administrator.

Grants

This division's function is to search for federal and state grants, notifying departments of findings of grant availability. The division also oversees the Parish's Rental Rehab Grant Program.

Food Stamps

The function of this division is to issue food stamps to eligible recipients. Eligibility of recipients is determined by the State Food Stamp Office which then issues instructions to the Parish Issuing Office of the amount to be issued to each individual. The Parish is responsible for funding one-half of the cost of this office with the other one-half being funded by the State. No comparable function exists in City government.

HUD Section 8 Housing

This division oversees the providing of rent and utilities assistance to participants qualifying under federal guidelines. No similar program presently exists in the City of Lafayette.

**DEPARTMENT OF ADMINISTRATION
CITY OF LAFAYETTE**

Section 4-04 of the City of Lafayette Home Rule Charter establishes a Department of Administration and provides that the "head of the Department of Administration shall be the Director of Administration, who shall be appointed by the Mayor". Section 4-04 further establishes the duties of said Director as follows:

1. Collect and have custody of all monies of the City from whatever source.
2. Assist the Mayor in the preparation of the operating and capital budgets.
3. Maintain a record of indebtedness and have charge of the payment of the principal and interest on such indebtedness.
4. Ascertain that funds are available for payment of all contracts, purchase orders and any other documents which incur financial obligation for the City, and that such documents are in accordance with established procedures.
5. Disburse all funds from the City treasury.

6. Administer a uniform central accounting system for all City departments using nationally accepted standards where applicable.
7. Prepare a monthly statement of revenues and expenditures to show the financial condition of the City.
8. Procure all personal property, materials, supplies and services required by the City under a central purchasing system for all departments in accordance with applicable State law, Council policy and administrative requirements.
9. Maintain an inventory of all City property, real and personal.
10. Perform utility billing and collection.
11. Provide data processing administration.
12. Provide personnel services, other than those performed by Civil Service.
13. Provide general administrative services.
14. Do and perform such other actions as may be directed by the Mayor or the terms of this Charter or applicable law.

In order to meet these requirements, the City of Lafayette's Department of Administration has been organized as follows (see organizational chart at end of this section).

Administration

Director's Office

The Director of Administration is legally responsible for the financial and property interests of the City of Lafayette. Through its seven divisions, the Department of Administration supports all City departments by providing centralized accounting, purchasing and property management, budget management, revenue collection, administrative services, data processing and risk management. The Director of Administration also assists the City of Lafayette's Firemen and Policemen Pension Funds in the investment of their funds and payment of pensions to retired officers.

Controller's Office

This office was created by the Lafayette City Council in order to reorganize the Department of Administration in such a manner that the Director of Administration could be more effective. The Controller is responsible for the development and oversight of programs and procedures for financial administration and management. This is achieved through the direct control and supervision of the four divisions of Accounting, Revenue Collection, Budget Management and Purchasing and Property Management.

Budgeting

The Budget Office is responsible for the development, implementation and maintenance of a budget control system designed to insure compliance with the budget document and

Charter requirements. Budget Management compiles the annual budget document and provides ongoing budgetary analysis and assistance throughout City government.

Accounting

The Accounting Division is responsible for the safeguarding of the City's assets and the payment of its liabilities. In addition, this division is responsible for maintaining the City's financial records and reporting the City's financial position in an accurate and timely manner. Through various intergovernmental agreements, the division also performs the same functions for: Lafayette Areawide Planning Commission, Metro Code, and Lafayette Parish Communications District (911).

Revenue Collection

The Revenue Collection Division is responsible for collection of all taxes, fees, utility bills and security deposits, excepting sales taxes. It is also responsible for issuance of all licenses and permits required by either State statute and/or City ordinance.

Whereas most revenues of the Parish of Lafayette are collected by other agencies (see previous comment), the City of Lafayette's Revenue Collection Division collects all City revenues except sales taxes, which are collected by the Sales Tax Office of the Lafayette Parish School Board.

Purchasing and Property Management

This division is responsible for the procurement of all materials and equipment, along with maintenance and construction services, in accordance with State law and City purchasing policies. The division is also responsible for maintaining inventory records and management of City property, including the disposition of surplus property and processing of oil, gas, mineral and agricultural leases. The goal of the division is to ensure that optimum sales and purchase prices are obtained while following fair, ethical and legal guidelines.

Data Processing

This division is responsible for providing data processing services to all City departments and to certain outside agencies that have contracted with the City to provide computer services. These services include:

1. Review recommendation and approval of all hardware and software purchases.
2. Development of computer applications for various users and writing of computer programs to achieve same.
3. Maintenance of computer application, including programming for new reports.
4. Providing operators to run all data processing applications, reports, checks, etc. Also distribution of products to various recipients.

5. Provision of a disaster recovery plan and daily backup of all system and application files to insure against loss of City records due to unforeseen events.
6. Training and assistance to all users of the computer system.

This division operates an IBM mainframe computer with numerous terminals in various operating divisions which are tied in directly to the mainframe. The division also gives support in the form of instructions and technical assistance to "stand alone" PC's in certain departments of the City.

Under various intergovernmental agreements, this division also provides computer services for Assessor of Lafayette Parish (Tax Roll), Sheriff's Office (Offense and Arrest Reports), Lafayette Parish School Board Sales Tax Office, Metro Code, Lafayette Areawide Planning Commission and Lafayette Parish Communications District.

Administrative Services

This division is responsible for personnel/employee services not handled by Municipal Civil Service, a function which exists at the department level in Parish Government. It also includes a printing shop (which the Parish does not have) and a centralized communications operation.

Personnel/Employee Relations

The Personnel Section is responsible for the maintenance of all City of Lafayette personnel and employee records, with

the exception of employment records maintained by the Police Department. This section also provides advice and assistance to supervisors and managers for maintaining good order in the work place. The Employee Relations Section attends grievance and disciplinary hearings to insure impartiality. They also represent the City Administration at Civil Service and unemployment compensation hearings.

Printing

The Printing Section is responsible for printing needs of the City. They also supply printing service to various outside agencies affiliated with the City, and, upon request, to the Parish of Lafayette. Users of the City's printing facilities, including City departments, are billed for the services rendered on the basis of direct cost plus an overhead factor sufficient to recoup all costs incurred by the Printing Section.

Communications

This section provides mail service (intra-departmental and external), record storage and telecommunications service to other City departments.

Risk Management

This division is responsible for the City's insurance program, including its self-insurance program, and for minimizing the risks to which the City's assets are exposed through error, neglect and acts of God. In general, the City is self-insured for all risks with stop-loss coverage in

certain areas to avoid catastrophic losses. The City recently had an actuarial study made of its potential losses and is working toward establishing sufficient reserves over a period of years equal to the actuarially computed liabilities for all but catastrophic losses. At present, losses incurred by each operating department of the City are paid from reserve funds during the fiscal year. The losses are then repaid by the individual operating departments at the commencement of the following fiscal year. As available, one time appropriations are made to the risk management reserves to gradually increase the reserves to the amounts required by the actuarial study.

Safety/Loss Prevention

This section is responsible for providing safe and healthful conditions on City property for employees and the public. The section maintains records of all occupational and public sector accidents and/or injuries involving the City, evaluating and taking necessary corrective action when needed. The section is also responsible for identifying possible loss exposures and applying sound risk control procedures to reduce losses to the greatest extent possible, including the periodic conduct of safety training programs for City employees.

City Nurse/Wellness

The City Nurse is the focal point for all job-related injuries and wellness programs. The Nurse performs annual health screens and pre-employment physicals and counsels employees and their families on private health matters. The

Nurse is also responsible for obtaining the best and most reasonably priced health care for injured employees as well as for private health problems for employees and their families. The Nurse is also responsible for conducting training in CPR and first aid.

Property/Casualty

This section is responsible for procuring excess insurance and the handling of property and casualty claims. Claims handling includes worker's compensation, general and auto liability, property, boiler and machinery, police professional liability, public official, crime and fidelity, fleet collision and surety bonds. This section reviews occupancy and contractor's certificates of insurance and recovers for damages to City property.

Group Insurance

The City of Lafayette is self-insured for group hospitalization. This section provides medical benefits coverage for all permanent, full-time employees (working 30 hours or more per week). This section processes medical insurance claims from employees, coordinates benefits with other insurance carriers, and recovers monies in those situations where third-parties are at fault. This section also administers the City employees' life insurance program.

**ADVANTAGES AND DISADVANTAGES OF DEPARTMENTAL CONSOLIDATION
UNDER VARIOUS OPTIONS**

Overall Consideration:

Since revenues collected within the boundaries of each municipality or special taxing district included within the consolidation plan will still have to be used to provide benefits for the taxpayers actually paying those taxes, a certain amount of parallel record keeping will be required. The more entities that are consolidated, the more complex the accounting and budgetary system will become until such time as special taxes from individual entities are phased out and replaced by Parish-wide taxes. Although this should not be regarded as either an advantage or disadvantage in the various consolidation options, the complexity of the accounting and budgeting system may impact the need for additional data processing capability and increase the possibility that accounting errors could result in the expenditure of dedicated revenues for purposes other than those allowed under the dedication.

OPTION 1: One consolidated government which includes all territory within the boundaries of the present Parish of Lafayette, including the municipalities of Carencro, Scott, Youngsville, Broussard, City of Lafayette, and the Lafayette Parish portion of the Town of Duson.

Advantages:

1. This option would provide true centralization of administrative functions with clearer lines of authority, a uniform personnel system, a uniform budgeting and procurement process, and a uniform accounting and data processing system.
2. Buying power would be enhanced by joint procurement in larger quantities.
3. Revenue collection would be centralized for all taxpayers.
4. Economies of scale should occur with overall administrative costs for all governments decreasing as a percentage of total governmental expenditures.

Disadvantages:

1. Dedicated and/or restricted revenues (including revenues derived from special taxing districts and municipalities) would still require separate and special treatment.
2. The accounting and budgetary system would become much more complex with the attendant possibility of more unintentional errors. In particular, the entire budgetary process would have to be reorganized so that those taxpayers with special interest taxes, i.e., taxes collected within municipal boundaries or the boundaries of a special

taxing district, would have a voice in the establishment of priorities applicable only to them.

3. Major computer reprogramming and/or overhaul may be needed to accommodate an increased number of accounting entities and applications.

OPTION 2: Consolidation of City of Lafayette and unincorporated areas of Parish of Lafayette into a consolidated government at the Parish level.

Advantages:

1. The Parish's Finance Department and the City's Department of Administration are so similar in functions and applications that a consolidation of only those two entities would involve little more than assigning new fund/accounting codes and transferring of people to the comparable section in the consolidated government.
2. This option would provide centralization of administrative functions with clearer lines of authority, a uniform personnel system, a uniform budgeting and procurement process, and a uniform accounting and data processing system.
3. Buying power would be enhanced by joint procurement in larger quantities.
4. Revenue collection would be centralized.

5. Economies of scale should occur with overall administrative costs for all governments decreasing as a percentage of total governmental expenditures.

Disadvantages:

1. Special dedicated revenues collected within the boundaries of the City of Lafayette would still have to be accounted for separately.
2. Additional computer hardware may be required.

OPTION 3: A Parishwide Government consisting of the City of Lafayette and the Parish Government with the Parish Government contracting with the City of Lafayette for delivery of services.

Advantages:

1. City of Lafayette would simply expand the scope of its present activities in the areas of finance.
2. Parish would receive benefit of existing City services/programs not currently found or fully developed in Parish Department of Finance including the expanded risk management function.

Disadvantages:

1. Cost of providing services could be source of ongoing disputes or burdensome cost accounting systems would have to be established to properly assign cost of services performed for each entity.

2. Parish Government would still exist, and separate budgets and financial information would have to be prepared and provided.
3. There would still be two masters with possibly differing policies regarding financial matters.
4. Once the administrative functions were relinquished by Parish Government, reestablishment of those functions at the Parish government level would be extremely difficult.

OPTION 4: A new Parishwide Government consisting of the City of Lafayette boundaries extended around the existing other municipalities onto the existing outer boundaries of the Parish of Lafayette.

Advantages:

1. City of Lafayette would simply expand the scope of its present activities in the areas of finance.

Disadvantages:

1. Parish Government would still exist, and separate budgets and financial information would have to be prepared and provided.
2. There would still be two masters with possibly differing policies regarding financial matters.

ADDITIONAL INFORMATION

A comparison of major revenue sources for the Parish and City with indications of restrictions placed on those revenues follows. The revenue sources shown primarily involve revenues

which are collected for and are available to meet services of a general nature. Omitted from this listing are special grant revenues which are generally restricted to provision of services to a limited segment of the population. Also omitted are revenues from the City's Utility System and Environmental Services Fund. All revenues of the Utility System, except those amounts paid to the City's General Fund in lieu of taxes or as reimbursements of expenses incurred for the Utility System, are restricted to the maintenance, operation and improvement of the City's electric, water and sewer systems. Revenues of the Environmental Services Fund are basically pass-through funds paid to commercial waste collectors for solid waste collection and disposal.

Other Taxes

Franchise fees levied on franchises for gas distribution and Cable TV. Unrestricted. \$ 762,000

Franchise fees levied on cable tv franchise. Unrestricted. \$ 30,000

2% fire insurance rebate. Received from State of Louisiana and dedicated to fire protection. Entire revenue is passed on to volunteer fire departments and the City of Lafayette fire department. 219,522

Utilities System Payments in lieu of Taxes

Annual payment from Lafayette Utilities System, computed by formula based on gross revenues of LUS, and paid to General Fund in lieu of levying property taxes on system assets 8,600,000

No similar revenue.

Licenses and Permits

Occupational licenses, levied on all businesses in City of Lafayette. Unrestricted. 2,700,000

Occupational licenses, levied on businesses outside of incorporated areas. Unrestricted. 350,000

Intergovernmental Revenues

Tobacco taxes and beer taxes. Levied by State of Louisiana and distributed to incorporated municipalities under formula set by State Legislature. Unrestricted. 465,000

Beer tax. Same as description for City tax. 15,000

State revenue sharing. Payments made to taxing authorities by State of Louisiana for portion of local taxes not collected due to Homestead exemption. Amount received for each tax levy is restricted to same purpose as applicable tax levy. 964,812

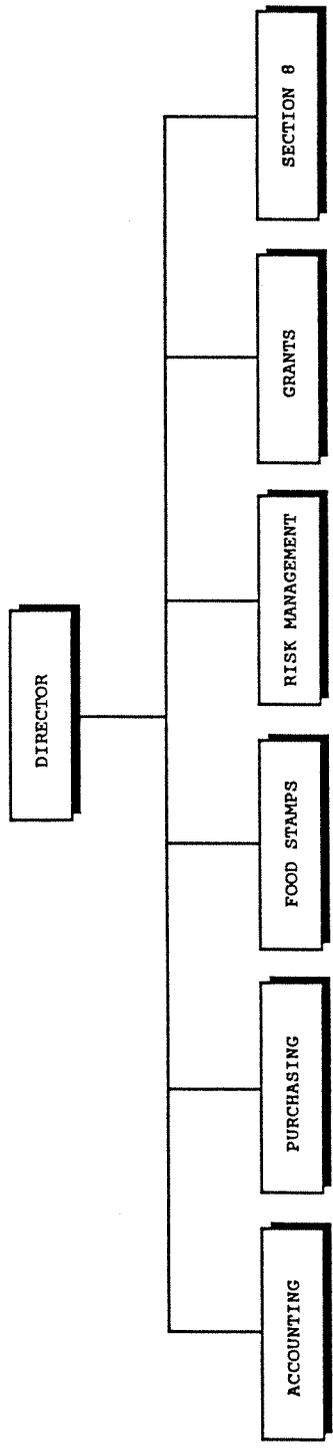
Severance tax. Allocation from State of Louisiana. Unrestricted. 500,000

Other

General government costs billed to other funds. Operating costs of general governmental services charged on an indirect cost rate to restricted funds for a prorata cost of operating those funds. Unrestricted. 3,300,000

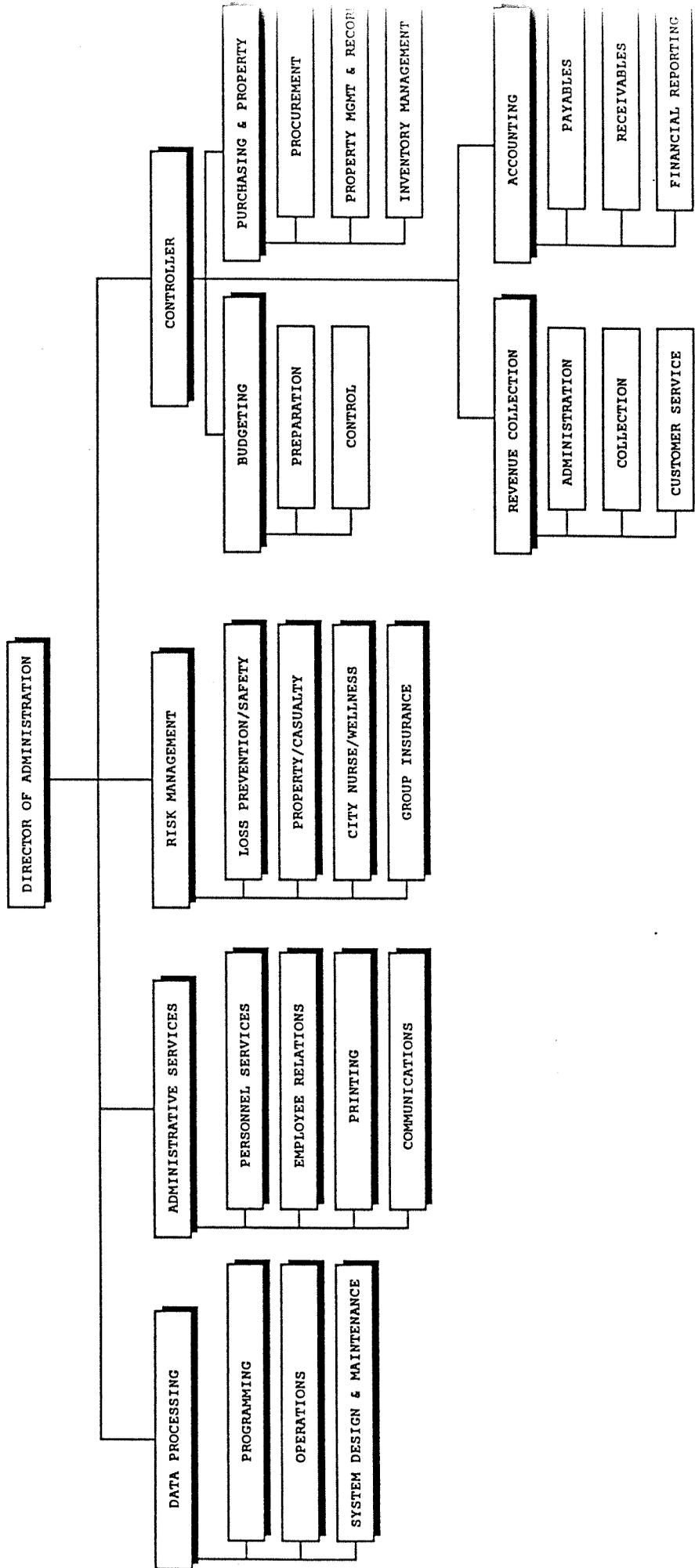
Administrative fees. Fees charged other funds/operations for general administrative costs incurred in processing transactions of those funds. Unrestricted. 261,299

PARISH GOVERNMENT
DEPARTMENT OF FINANCE



CITY OF LAFAYETTE

DEPARTMENT OF ADMINISTRATION



Analysis of

Public Safety Function

Under

Various Consolidation Scenarios

PUBLIC SAFETY

Background

The purpose of this report is to present and explore various alternative options that might come into play in consolidation of some or all public entities within the Parish of Lafayette that have public safety involvement.

Agencies currently involved in the public safety arena are as follows:

1. Sheriff's Department
2. Lafayette Police Department and Lafayette Fire Department
3. Scott Police Department and Scott Volunteer Fire Department
4. Carencro Police Department and Carencro Volunteer Fire Department
5. Youngsville Police Department and Youngsville Volunteer Fire Department
6. Duson Police Department and Duson Volunteer Fire Department
7. Broussard Police Department and Broussard Volunteer Fire Department
8. Judice Volunteer Fire Department
9. Lafayette Parish 911 Commission and Lafayette Parish Civil Defense Office
10. Milton Volunteer Fire Department

In order that the reader of this report can have a better understanding of the public safety arena as it exists today, the following pages offer summary descriptions that were available for some of the larger agencies involved (Lafayette Police Department, Lafayette Fire Department, Sheriff's Department).

The other local municipalities identified perform law enforcement and fire department services to a varying degree (as do the Judice and Milton volunteer fire departments).

Lafayette Parish Sheriff's Department

Article V, Section 27 of the Louisiana Constitution provides that in each parish a Sheriff shall be elected for a term of four years. The Sheriff shall be the chief law enforcement officer in the Parish and he shall be responsible for the following activities:

1. Execution of court orders and processes.
2. Collection of state and parish ad valorem tax and other such taxes and license fees as provided by law.

Additionally, throughout the Louisiana Revised Statutes and the Louisiana Code Of Criminal Procedure, the Sheriff is given numerous responsibilities of both criminal and civil enforcement.

The Sheriff of Lafayette Parish also operates a large consolidated jail facility for the Parish of Lafayette as a whole under federally-mandated guidelines.

The Sheriff additionally contractually provides security for the University Medical Center, the Lafayette Municipal Airport, and the Bayou Vermilion District/Vermilionville.

In meeting those combined responsibilities, the Sheriff's Department operates with a \$13,200,000 operating budget and employs approximately 470 employees.

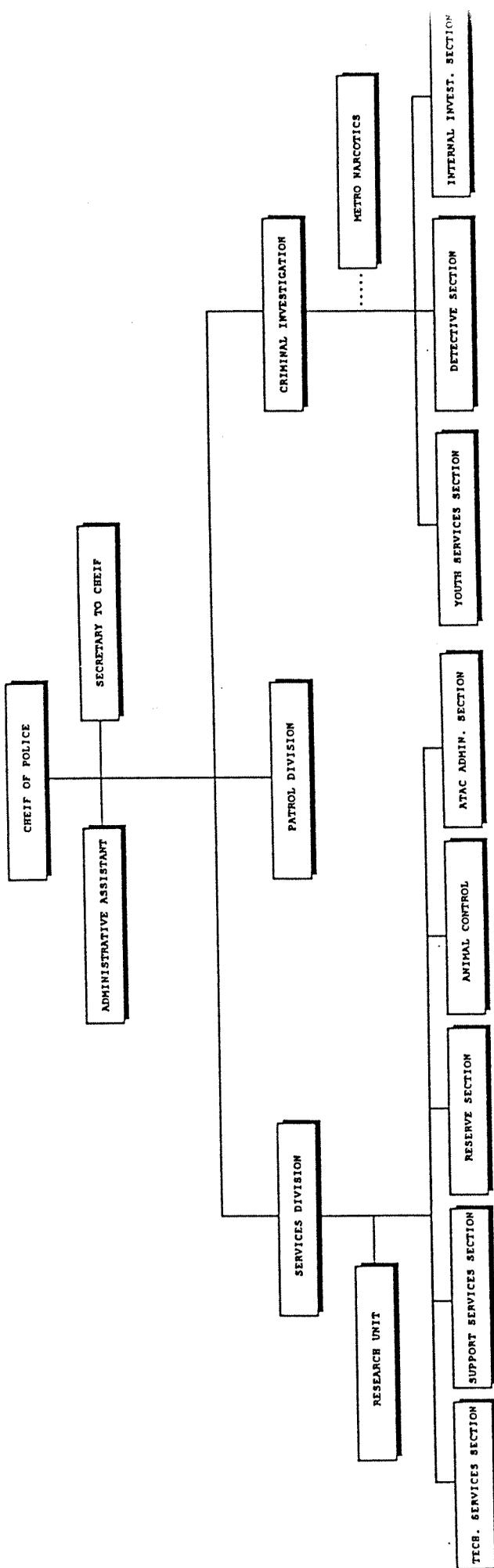
Lafayette Police Department

Section 4-07 of the City of Lafayette Home Rule Charter establishes the Police Department and identifies that the "head of the Police Department shall be the Chief of Police, who shall be appointed by the Mayor". In addition, the Chief of Police shall be responsible for the following activities:

1. Prevention of crime.
2. Law enforcement.
3. Assistance to the courts and other law officers.
4. The maintenance of peace and order of the City.

The Police Department operates with an \$8.2 million operating budget and currently employs approximately 243 employees (see organizational chart on the following page).

CITY OF LAFAYETTE POLICE DEPARTMENT



Other Municipal Police Departments

The police departments of the other municipalities are funded through revenues directly generated by those municipalities. Those departments perform basic law enforcement functions under an elected Chief of Police and a budget approved by their respective Boards of Aldermen or City Councils.

ADVANTAGES AND DISADVANTAGES OF DEPARTMENTAL CONSOLIDATION UNDER VARIOUS OPTIONS

Overall Consideration (Law Enforcement):

The following pages will endeavor to identify how the law enforcement arena would be impacted by either of these options and to additionally identify the advantages and disadvantages perceived by the Technical Committee in each of these four alternative forms of government. A major factor in this particular consideration is that the State Constitution designates the Sheriff as the chief law enforcement officer for the Parish and that his role as such cannot be discontinued.

OPTION 1: One consolidated government which includes all territory within the boundaries of the present Parish of Lafayette, including the municipalities of Carencro, Scott, Youngsville, Broussard, City of Lafayette, and the Lafayette Parish portion of the Town of Duson.

This option would bring all existing law enforcement agencies within the Parish into one consolidated unit.

Advantages:

1. Economies of scale of pooling all resources.
2. Greater effectiveness of communication and flow of information.
3. Less duplication of services and supportive resources.
4. Total elimination of existing uncertainties as to where jurisdiction of one agency begins and jurisdiction of the other ends.
5. Would hypothetically make available a massive consolidated resource that could generate more bang per taxpayer buck.

Disadvantages:

1. Difficult to obtain consensus among all agencies as to self-abolition.
2. Constitutional impediments to that end (example: Sheriff designated chief parish law enforcement officer by State Constitution - cannot be abolished).
3. Myriad of separate pieces of restrictive legislation that relate to the police service.
4. Separate laws mandate functions of different agencies and would be very difficult to change in total.
5. Task of merging separate statutorily-created police and sheriff retirement systems into a singular

system presents a very expensive and difficult technical and political challenge.

6. The existence of state-mandated Civil Service for the Lafayette Police Department and the non-existence of Civil Service within the Sheriff's operation would present monumental problems.
7. Existing state law as applicable to the municipal police service mandates how promotions through seniority are made, whereas the Sheriff for any parish is not bound by that requirement.
8. In the Lafayette Police Department, there exists a singular function; that being criminal enforcement. Within the Sheriff's operation, there is that function and the additional diversity of duties including corrections and civil.
9. Salary structures between all of the involved public agencies are very diverse and would represent a very difficult issue to overcome in terms of establishment of a common pay plan for all agencies in that regard.
10. Current revenue sources are separately dedicated to the specific missions of the separate public safety agencies within the parish.

11. Statutorily mandated 52 weeks per year sick leave for Lafayette police would be expensive to extend to other employees of any new consolidated unit.

OPTION 2: Consolidation of City of Lafayette and unincorporated areas of Parish of Lafayette into a consolidated government at the Parish level.

A. Consolidation of the Sheriff's Department and the Lafayette Police Department into a singular law enforcement agency.

Advantages:

1. Much along the same lines as those identified for the previous option of a "supergovernment".

Disadvantages:

1. Much along the same lines as those identified in the previous option of a "supergovernment".

B. Abolition of the Lafayette Police Department and assumption of law enforcement duties within the Urban Service District (City of Lafayette) by the Sheriff.

Advantages:

1. Economies of scale.
2. More efficient use of consolidated manpower.
3. Would eliminate problems of civil service, retirement system, etc., inasmuch as Lafayette Police Department would no longer exist.

4. Better communications and sharing of information.

Disadvantages:

1. Urban Service District would no longer have a law enforcement agency solely dedicated to its needs.
2. Abolition of Lafayette Police Department would inherently bring a significant degree of objection by incumbent police officers and some of the Urban Service District constituency.
3. Would require a new funding source for those increased responsibilities of Sheriff.

C. City contracting with Sheriff for law enforcement services with Sheriff assuming Lafayette Police Department operation under that contractual arrangement.

Advantages:

1. Economies of scale.
2. Better communication and sharing of information.
3. More effectiveness through elimination of duplication.
4. Common philosophy on part of merged operations.

Disadvantages:

1. Mix of civil service and non-civil service employees problematic.
2. Different salary scales between two agencies problematic.

3. Differences in retirement systems inherently difficult.
4. Personnel-related aspects of that would be the big problem.
5. Question as to whether incumbent Sheriff can legally bind his successor(s) to any contracts.
6. Difficulty in determining cost of Sheriff providing such services.

D. Continuation of Sheriff and LPD operations as they currently exist under current inter-agency working relationship.

Advantages:

1. Would continue excellent working relationship that exists today.
2. Would enable continuation and expansion of current intergovernmental arrangements between the Sheriff's Department and the Lafayette Police Department (central booking, central jail, consolidated crime scene, inter-agency support in areas of patrol, forensic lab, TEST Team, Crimestoppers, Metro Narcotics, records, pawn shop ordinance, etc.).

Disadvantages:

1. Some duplication would continue to exist between agencies.

2. Advantage of singular consolidated public safety unit would not be attained.

OPTION 3: A Parishwide Government consisting of the City of Lafayette and the Parish Government with the Parish Government contracting with the City of Lafayette for delivery of services.

The Parish Government has no control constitutionally over the Sheriff's Department; thus, the Parish Government would be without authority to contract with the City for delivery of law enforcement services.

Accordingly, this particular form of government would have no public safety impact other than that which the public safety agencies and the City of Lafayette might agree to.

OPTION 4: A new Parishwide Government consisting of the City of Lafayette boundaries extended around the existing other municipalities onto the existing outer boundaries of the Parish of Lafayette.

In this option, all areas of the Parish of Lafayette not incorporated at the time of this consolidation action would be annexed into the City of Lafayette and would become part of the City of Lafayette.

This could involve different public safety-related options.

A. Continuation of existing Lafayette Police Department/Sheriff arrangements (advantages and

disadvantages of that circumstance already shown under Option 2).

- B. Assumption by Lafayette Police Department of all law enforcement functions within its expanded boundaries through intergovernmental agreement with Sheriff whereby Sheriff, in that area, would handle only jail and civil matters (if that were inclination of Sheriff).*

Advantages:

1. Would eliminate duplication of efforts.
2. Better communications and coordination by reason of only one controlling authority.
3. Would eliminate problem of civil service/retirement system/etc. that would otherwise be in play were the Lafayette Police Department to be absorbed by the Sheriff's Office.

Disadvantages:

1. Feeling by rural residents that greater law enforcement effort would be directed toward central city where most calls for service are generated.
2. Under Constitution, Sheriff would still continue to have law enforcement responsibilities.
3. Question as to whether Sheriff could legally bind his successor(s) to such an arrangement.

Lafayette Fire Department

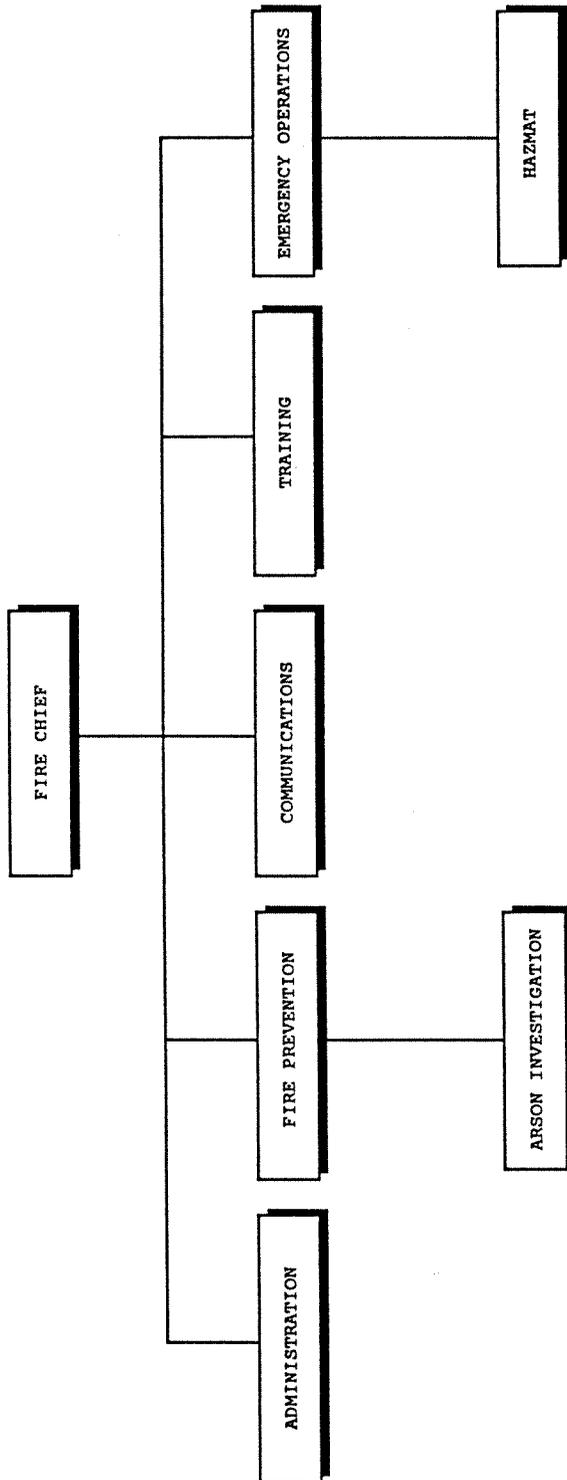
Section 4-08 of the City of Lafayette Home Rule Charter establishes the Fire Department which operates under various state laws and local ordinances and which provides for the following:

1. The head of the Fire Department shall be the Fire Chief who shall be appointed by the Mayor in accordance with applicable State law.
2. The Fire Chief shall direct and be responsible for fire prevention; fire extinguishment and salvation operations; inspections and recommendations concerning the fire code of the City; investigation of fires and their causes; and the conduct of fire safety and prevention programs.

The Fire Department currently operates with a \$7,852,551 annual budget and employs approximately 197 employees (see organizational chart on the following page).

CITY OF LAFAYETTE

FIRE DEPARTMENT



Volunteer Fire Departments

The volunteer fire departments of each municipality are funded through a combination of revenues provided by those same municipalities, the Parish Government, and fund-raising activities in the community.

The Judice and Milton volunteer fire departments are funded through a combination of Parish Government contribution and fund-raising activities in that area of the Parish.

ADVANTAGES AND DISADVANTAGES OF DEPARTMENTAL CONSOLIDATION UNDER VARIOUS OPTIONS

Overall Consideration (Fire Protection):

The following pages will endeavor to identify how the fire protection arena would be impacted by either of these options and to additionally identify the advantages and disadvantages perceived by the Technical Committee in each of these four alternative forms of government.

OPTION 1: One consolidated government which includes all territory within the boundaries of the present Parish of Lafayette, including the municipalities of Carencro, Scott, Youngsville, Broussard, City of Lafayette, and the Lafayette Parish portion of the Town of Duson.

This approach would bring into one consolidated parishwide department all existing fire protection functions within the Parish of Lafayette.

Advantages:

1. Economies of scale in pooling all resources.

2. Greater effectiveness of communication and flow of information.
3. Would be contributory to stronger parishwide fire rating.

Disadvantages:

1. Strong feeling of identity on the part of volunteer fire departments would not be conducive to consolidation.
2. Greater direction towards paid/full-time firefighters could diminish degree of volunteerism that currently exists.
3. Could be perceived by other area municipalities and rural areas as a takeover by the Lafayette Fire Department.

OPTION 2: Consolidation of City of Lafayette and unincorporated areas of Parish of Lafayette into a consolidated government at the Parish level.

Under this option, any merger of firefighting resource would be limited to the Lafayette Fire Department and the Judice and Milton volunteer fire departments.

Advantages:

1. Some enhancement through consolidation of resource.
2. Better interface.

Disadvantages:

1. Enhancement, although productive, would not be that significant.
2. Judice and Milton volunteer fire departments may not favor loss of identity.
3. Again, perception of takeover by larger Lafayette Fire Department.

OPTION 3: A Parishwide Government consisting of the City of Lafayette and the Parish Government with the Parish Government contracting with the City of Lafayette for delivery of services.

The Parish Government has no control over the volunteer fire departments of the other area municipalities or the Judice or Milton volunteer fire departments; thus, the Parish Government would be without authority to contract with the City for delivery of fire protection services.

OPTION 4: A new Parishwide Government consisting of the City of Lafayette boundaries extended around the existing other municipalities onto the existing outer boundaries of the Parish of Lafayette.

In this option, the Lafayette Fire Department would hold jurisdiction and responsibility for the entirety of the Parish excluding areas found within the other local municipalities.

A major problem with this option would be the difficulty of delivering an equal level of fire protection to all citizens of the annexed area.

How the Judice and Milton volunteer fire departments would interface with the Lafayette Fire Department under that option is unknown at this time.

911/Civil Defense

Act 788 of the 1979 Legislature created the Lafayette Parish Communication District for the purpose of making available to the general public a single, primary three-digit telephone number through which emergency services could be quickly and efficiently obtained.

The Louisiana Disaster Act of 1974 created a Civil Defense and Emergency Preparedness Office for the parishes of the state for the purpose of dealing with local emergencies and/or disasters.

Through intergovernmental agreement of the Lafayette Parish Government, City of Lafayette and the Lafayette Parish Communication District, the Civil Defense/Emergency Preparedness function was consolidated with the 911 operation.

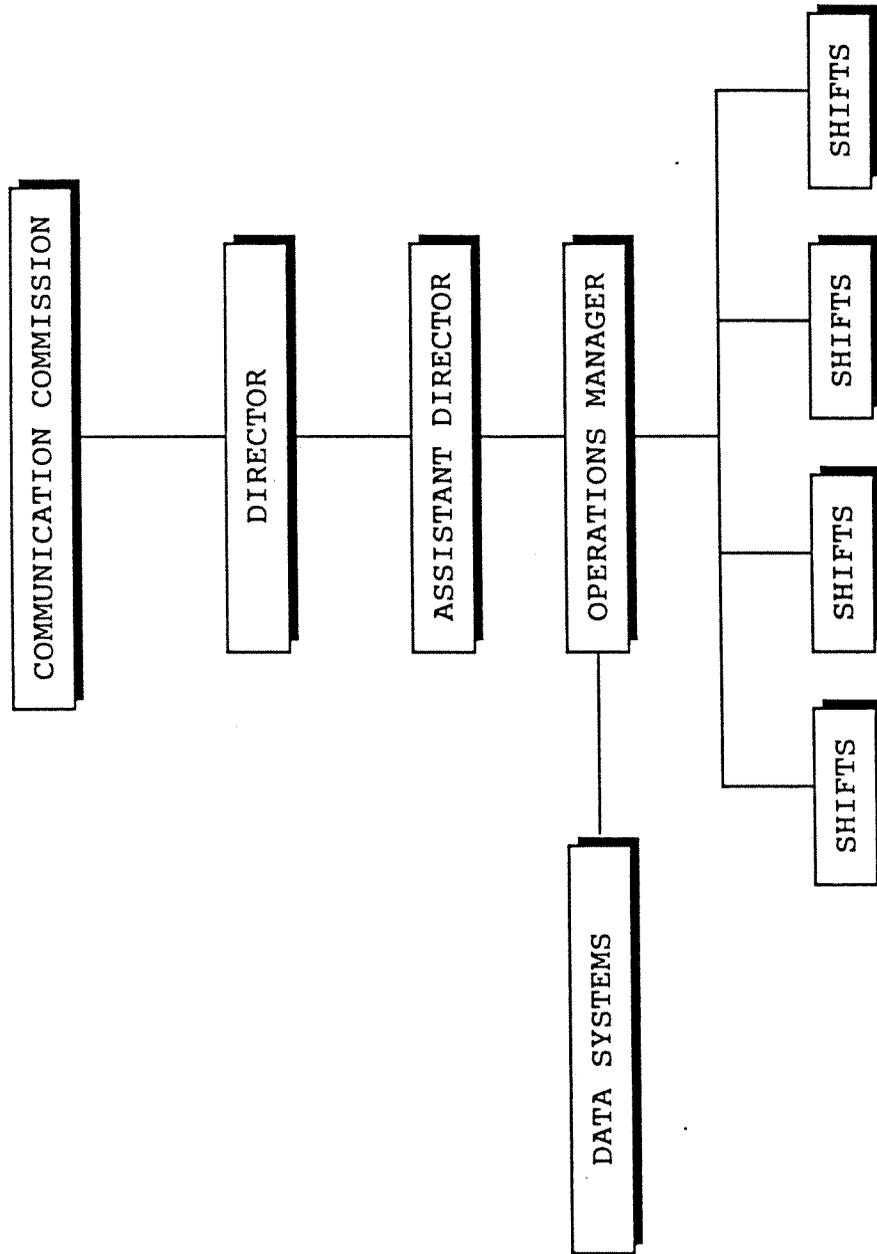
911 is currently interfaced with the Lafayette Police Department, the Lafayette Fire Department and the Sheriff's Department in terms of instantaneous transmittal of information relating to emergencies to those agencies; however, actual dispatch of information or instructions to the field is done by each public safety agency directly.

The combined Communication District and Civil Defense/Emergency Preparedness function has an annual budget of \$713,050 and currently employs approximately 17 employees (see organizational chart on the following page).

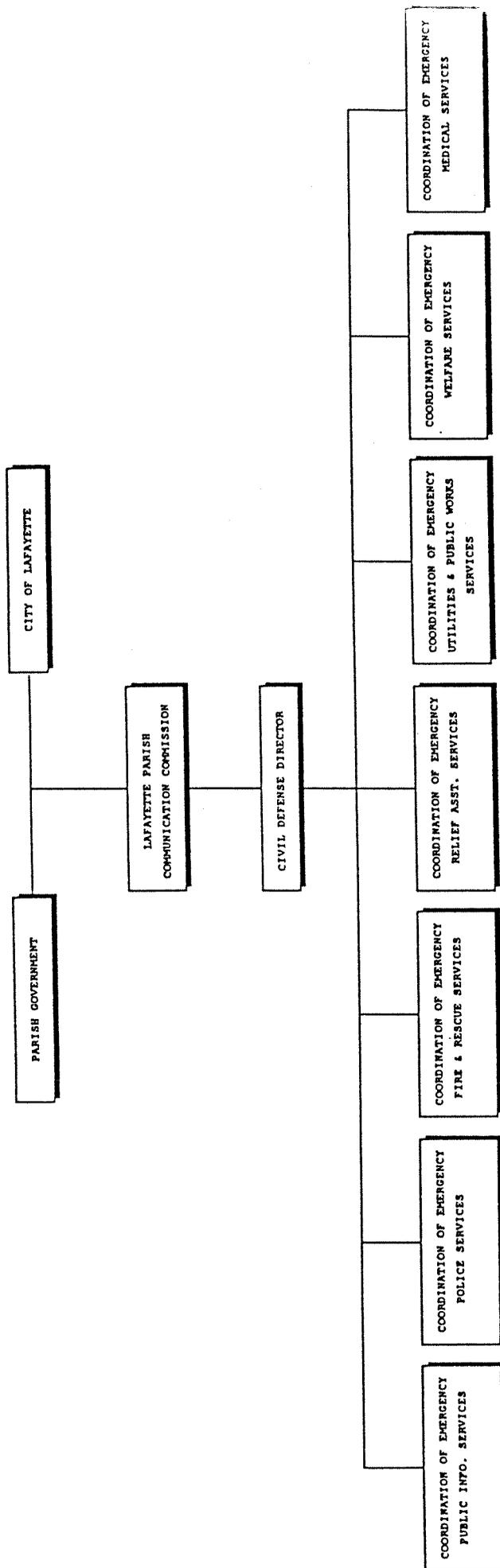
PARISH GOVERNMENT

LAFAYETTE PARISH

COMMUNICATION DISTRICT



LAFAYETTE CITY AND PARISH OFFICE OF CIVIL DEFENSE



**ADVANTAGES AND DISADVANTAGES OF DEPARTMENTAL CONSOLIDATION
UNDER VARIOUS OPTIONS**

Overall Consideration (911/Civil Defense):

The following pages will endeavor to identify how the 911/Civil Defense/Emergency Preparedness arena would be impacted by either of these options and to additionally identify the advantages and disadvantages perceived by the Technical Committee in each of these four alternative forms of government.

OPTION 1: One consolidated government which includes all territory within the boundaries of the present Parish of Lafayette, including the municipalities of Carencro, Scott, Youngsville, Broussard, City of Lafayette, and the Lafayette Parish portion of the Town of Duson.

Under this option, 911 would go beyond receiving emergency calls and transmitting those to the various public agencies for dispatch to the field and into direct dispatch of instructions to the field personnel of those public safety agencies.

Advantages:

1. Emergency information received would be transmitted directly to field versus to a remote dispatch center and then to the field.
2. Would eliminate duplication of facilities and efforts.

Disadvantages:

1. Merger of dispatchers from various public safety disciplines problematic in terms of existing salaries, benefits, retirement systems, Civil Service status, etc., being different.
2. State statutes as applicable to fire service mandate that dispatch be by a commissioned firefighter.
3. Assumption of consolidated dispatch function by head of 911 would not remove responsibility for field function from the involved public safety heads.
4. As a result of being one step removed from dispatch process, heads of public agencies would lose some direct control over dispatch/field functions for which they are directly responsible.
5. Inherent difficulties in various public agencies relinquishing critical dispatch function.
6. Question again as to whether a Sheriff could bind a successor to such an arrangement.

OPTION 2: Consolidation of City of Lafayette and unincorporated areas of Parish of Lafayette into a consolidated government at the Parish level.

Under this option, the other local municipalities would not be part of this type merger.

Advantages:

1. Same as Option 1.

Disadvantages:

1. Same as Option 1.

OPTION 3: A Parishwide Government consisting of the City of Lafayette and the Parish Government with the Parish Government contracting with the City of Lafayette for delivery of services.

The Parish Government has no control constitutionally over the Sheriff's Department or the police departments of the other local municipalities or the volunteer fire departments; thus, the Parish Government would be without authority to contract with the City relative to merger of the dispatch centers of those public safety agencies with 911.

OPTION 4: A new Parishwide Government consisting of the City of Lafayette boundaries extended around the existing other municipalities onto the existing outer boundaries of the Parish of Lafayette.

Advantages:

1. Same as Option 1.

Disadvantages:

1. Same as Option 1.

OTHER ISSUES AND QUESTIONS

While the Technical Committee did conclude that there were potential advantages over the long term in greater interface of public safety agencies, the Technical Committee felt obligation, in this particular aspect of its work, to ensure that the Charter Commission would be with full appreciation as to the monumental legal, political and perception factors that would be involved in an effort that would include consolidation of public safety agencies in any initial effort to effect an overall consolidation of government in Lafayette Parish.

Analysis of

Public Works Function

Under

Various Consolidation Scenarios

PUBLIC WORKS

The purpose of this report is to present and explore various alternative options that might come into play in consolidation of some or all public entities within the Parish of Lafayette that have some public works involvement.

Agencies currently involved in the public works arena are as follows:

1. City of Lafayette Public Works Department
2. Parish Government Public Works Department
3. Scott Public Works Department
4. Carencro Public Works Department
5. Youngsville Public Works Department
6. Duson Public Works Department
7. Broussard Public Works Department

In order that the reader of this report can have a better understanding of the public works arena as it exists today, the following pages are dedicated to a summary description of those larger agencies for which summary descriptions and organizational charts were available (City of Lafayette Public Works Department and Parish Government Public Works Department).

Assumption can be made that each of the other local municipalities perform comparable public works services to varying degrees.

In reviewing the alternative consolidated public works options offered on the following pages, it is important that note of the two following points be made:

1. Merger of the Public Works Departments of the Parish Government and the City of Lafayette will not resolve the difficulties currently being encountered by the Parish Government relative to inadequacy of funding for capital outlay needs in the unincorporated areas of the Parish (road and bridge maintenance, drainage, etc.).
2. Sales tax revenues currently being collected by the City of Lafayette are dedicated to capital improvement needs within the corporate limits of the City of Lafayette; thus, those sales tax dollars could not be used by a new consolidated government for capital outlay purposes in the unincorporated areas of the Parish.

**DEPARTMENT OF PUBLIC WORKS
CITY OF LAFAYETTE**

Section 4-05 of the City of Lafayette Home Rule Charter establishes a Department of Public Works and identifies that the "head of the Department of Public Works shall be the Director of Public Works who shall be appointed by the Mayor". In addition, Section 4-05(B) states that the Director of Public Works shall direct and be responsible for the following activities:

1. Engineering services for City agencies except the Utilities Department.
2. Supervision of all contract construction work except for the Utilities Department.
3. Maintenance of City property.
4. Maintenance of the City map and mapping/surveying.
5. Construction and maintenance of streets, sidewalks, bridges, and drainage.
6. Traffic engineering.
7. Street cleaning.
8. Garbage and trash collection and disposal system.
9. Inspections and licensing in conjunction with the enforcement of zoning ordinances and building and other technical codes. (NOTE: These functions, since the adoption of the City Charter, are now being handled by two separate departments namely, Zoning and Development Management and Metro Code.)
10. Operation of the municipal transit system.
11. Operation of a central garage facility for all City departments.
12. Other activities as may be directed by the Mayor.

In pursuit of these Charter requirements, the City Department of Public Works is comprised of seven operating divisions. Those divisions include the following:

Capital Improvements and Development

This division is responsible for all engineering, right-of-way acquisition and construction of major capital improvement projects including but not limited to streets, drainage, recreation, and public buildings. In addition, the division provides engineering support for Public Works maintenance-related activities including but not limited to a pavement management program, surveying, drafting, etc.

Transportation

This division is responsible for the development and operation of an overall transportation system and network including traffic engineering services; fabrication, installation and maintenance of all traffic signs and markings; maintenance and control of all traffic signals; the operation of a mass transit system; the operation of on-street and off-street public parking and the enforcement of a parking control program.

Environmental Quality

This division is responsible for the administration and enforcement of these City ordinances governing all environmental and solid waste matters. In addition, the division is responsible for solid waste collection and disposal along with the administration and operation of a solid waste reduction program which includes but is not

limited to the collection of curbside recyclables as well as separate collection of yard waste and the operation of a City-owned composting facility.

Streets

This division is responsible for the maintenance and repair of 500 miles of City streets, 248 miles of sidewalks, curbs, gutters, and bridges. In addition, it provides services for litter control, vegetation management, street sweeping, tree trimming/removal, and overall beautification efforts.

Drainage

This division is responsible for maintenance and repair of approximately 491 miles of open ditches, 265 miles of subsurface drains, 29 miles of unimproved coulees, and 18 miles of improved coulees. In addition, this division is responsible for the maintenance and operation of various pumping stations throughout the City.

Real Property

This division is responsible for maintenance of all City-owned buildings.

Vehicle Maintenance

This division is responsible for all fleet maintenance and support services necessary to the overall management of the City of Lafayette's equipment and vehicular fleet (encompassing over 750 pieces of equipment and vehicles). Included in this division is the operation of a central garage

or repair shop, the operation of two service stations, and a parts and supply inventory section.

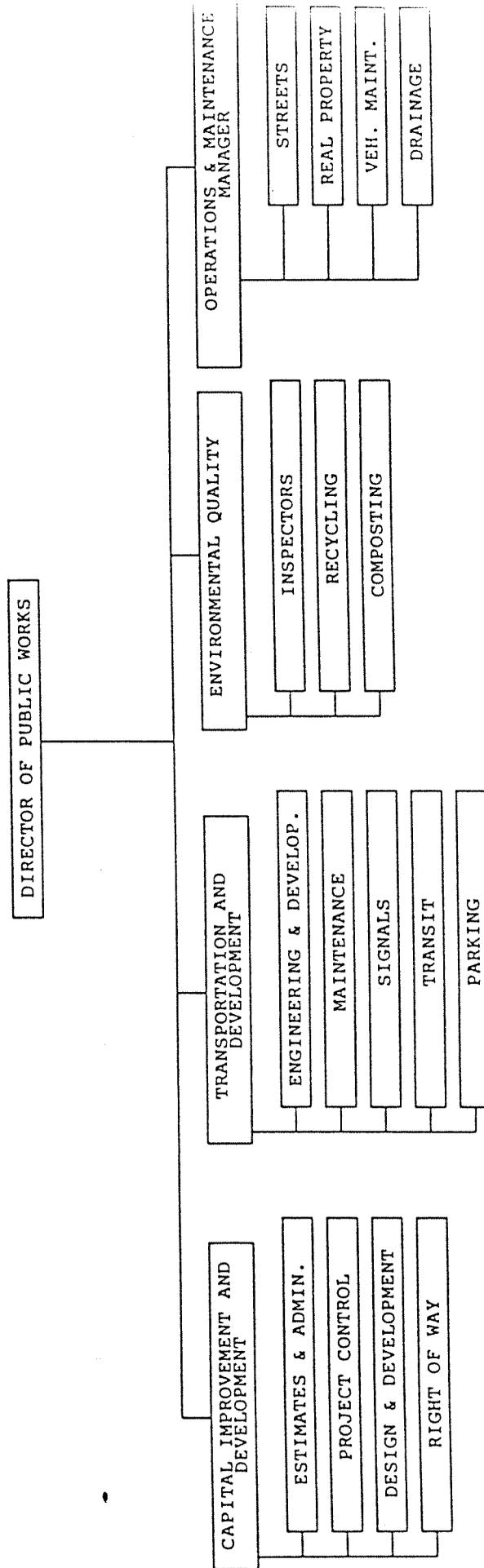
In all, the Department of Public Works operates with a \$17.4 million operating budget and an approximate \$20 million Capital Improvements program budget for major public works improvements. At present, the department's personnel strength stands at 241 employees spread throughout the seven divisions referenced above (see organizational chart on the following page).

Funding for the operation of the department is generated from the following sources:

1. Sales Tax
2. Property Tax
3. User Fees for Solid Waste Collection and Disposal and other Environmental Services
4. Parking Fees and Fines
5. Interdepartmental Transfers for Central Vehicle Maintenance Fund

CITY OF LAFAYETTE

DEPARTMENT OF PUBLIC WORKS





**DEPARTMENT OF PUBLIC WORKS
PARISH OF LAFAYETTE**

The Charter of the Parish Government identifies the establishment of a Department of Public Works to be headed by a Director of Public Works. It further identifies that the Director of Public Works shall direct and be responsible for the following duties:

1. Engineering services for all Parish departments and agencies.
2. Supervision of all contract construction work.
3. Maintenance of Parish property.
4. Mapping and surveying.
5. Construction and maintenance of roads, sidewalks, bridges, and drainage facilities.
6. Inspection, licensing, and permit issuance in conjunction with the enforcement of zoning ordinances and building and other technical codes.
(NOTE: The Parish, at this time, has no zoning ordinances and building codes are enforced by Metro Code).
7. Garbage and trash collection and disposal.
8. Operation of a central facility for the repair and maintenance of vehicles and equipment.
9. Operation of all utilities.
10. Development of a system for fire protection.

In pursuit of these Charter requirements, the Parish Department of Public Works is comprised of nine operating divisions. Those divisions include the following:

Engineering/Technical Services

This division is responsible for engineering services relating to road, bridge, and drainage maintenance and construction. This includes the supervision of all consultant engineering contracts entered into by Lafayette Parish Government.

Environmental Services

This division is responsible for the enforcement of all applicable Parish ordinances dealing with environmental matters, as well as other functions which are required of the division.

Support Services

This division provides additional support to the department in the way of inspections, right-of-way/easement acquisitions, etc. In addition, this division is responsible for receiving all citizen complaints, as well as providing status updates on all projects, along with other functions required of the division.

Central Shop

This division is responsible for vehicle and equipment maintenance for the Parish Government fleet. This includes

the in-house repair of vehicles and equipment, as well as monitoring the repair of vehicles and equipment by outside companies.

Courthouse Complex

This division is responsible for the repair, maintenance, and upkeep of four Parish facilities as well as the associated plumbing, mechanical, electrical, HVAC and fire and safety equipment. The facilities include the Lafayette Parish Courthouse, Parish Parking Garage, Sheriff's Department, and Lafayette Parish Government building. Additionally, this division provides maintenance support to the Lafayette Parish Correctional Facility, Lafayette Parish Library, Lafayette Parish War Memorial building, Juvenile Detention Home, and Lafayette Pathology Laboratory.

North District

This division is responsible for road maintenance for the northern district of the Parish (which is one of two districts). This also includes, but is not limited to, the maintenance of roadside ditches.

South District

This division is responsible for road maintenance for the southern district of the Parish (which is one of two districts). This also includes, but is not limited to, the maintenance of roadside ditches.

Sign and Bridge

This division is responsible for the maintenance and repair of Parish bridges and road signs. This includes the responsibility of bulkhead construction and maintenance as well as a variety of other functions which are required of the division.

Drainage Division

This division is primarily responsible for the maintenance of approximately 800 miles of off-road drainage facilities within the unincorporated areas of the Parish. The division is comprised of 13 positions, and maintains a fleet of 12 pieces of heavy equipment.

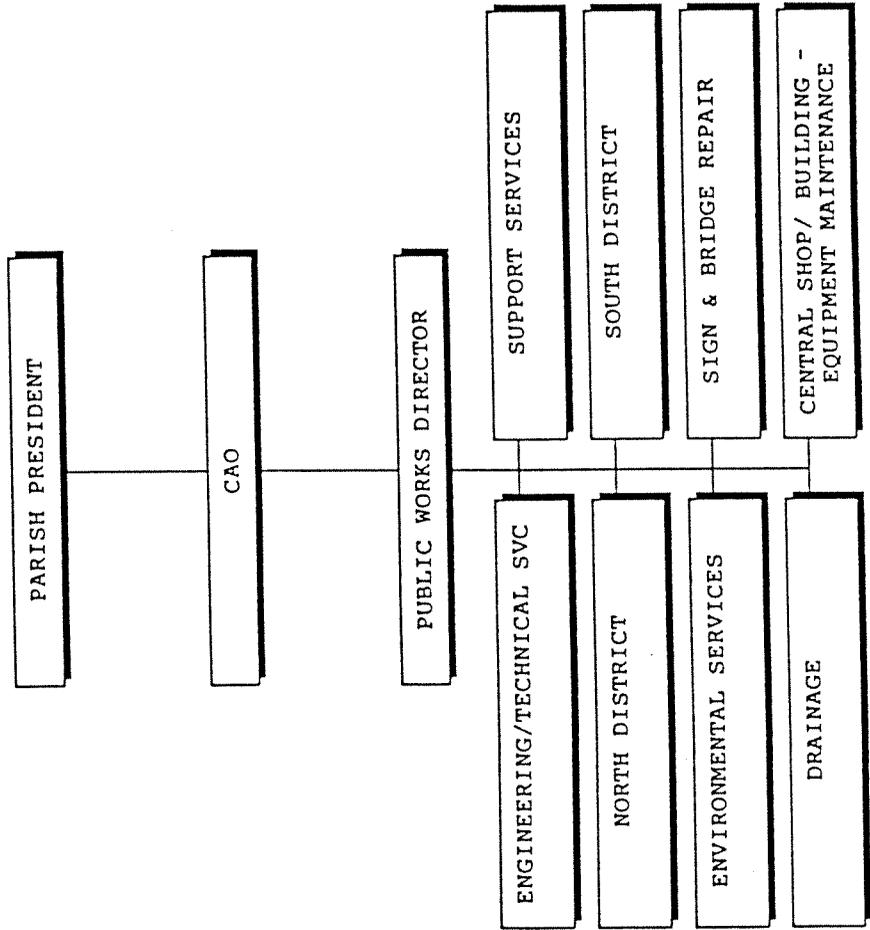
In all, the Parish Department of Public Works operates with a \$5,153,366 operating budget and an approximate \$4,408,000 capital improvements program budget for major public works improvements. At present, the department's personnel strength stands at 98 employees spread throughout the nine divisions referenced above (see organizational chart which follows).

Funding for the operation of the department is generated from the following sources:

1. Property tax
2. Transportation Trust Fund monies
3. Subsidy from General Fund
4. State Revenue Sharing
5. State Grants

6. Offtrack betting license fees
7. Franchise fees from solid waste collection

PARISH GOVERNMENT
DEPARTMENT OF PUBLIC WORKS



ADVANTAGES AND DISADVANTAGES OF DEPARTMENTAL CONSOLIDATION
UNDER VARIOUS OPTIONS

OPTION 1: One consolidated government which includes all territory within the boundaries of the present Parish of Lafayette, including the municipalities of Carencro, Scott, Youngsville, Broussard, City of Lafayette, and the Lafayette Parish portion of the Town of Duson.

Advantages:

1. More oneness of purpose.
2. Organizational structure more centralized/clear lines of authority.
3. Ability to direct resources on a parishwide basis without distinction of political boundaries in addressing needs.
4. Would eliminate duplication and enable more efficient utilization of resources.
5. Would enable prioritization of needs on a community-wide basis.

Disadvantages:

1. Some loss of direct accessibility on part of area municipalities to elected officials serving on broader parishwide government.
2. Because of tremendous cost of rural infrastructure improvements and/or service needs, greater pressure to redirect dedicated revenues generated in Urban Service District to rural areas.

3. Obstacles to be overcome in self-abolition of all existing entities in favor of super-government tremendous.
4. Will not resolve Parish funding problem.

OPTION 2: Consolidation of City of Lafayette and unincorporated areas of Parish of Lafayette into a consolidated government at the Parish level.

Advantages:

1. Would provide for more oneness of purpose.
2. Would maintain City of Lafayette as a taxing district and would favor the receipt of public works services by those who pay City taxes for those services.
3. Opens avenues for economies of scale--joint purchasing, bidding, etc.
4. Would eliminate duplication and would provide for more efficient use of resources.

Disadvantages:

1. New government would not be as responsive to City residents by reason that not all elected members of the new government would be from City districts per se.
2. Would the vast difference between rural and urban philosophy work to the disadvantage of the urban area?

3. Would the annexation process for the Urban Service District be impeded and resultingly produce less in lieu of tax, sales tax and property tax growth needed for within-Urban Service District Public Works purpose?
4. Will not resolve the Parish funding problem.

OPTION 3: A Parishwide Government consisting of the City of Lafayette and the Parish Government with the Parish Government contracting with the City of Lafayette for delivery of services.

Advantages:

1. Takes advantage of existing City Public Works operations which the Parish does not have, namely:
 - A. Transit Service
 - B. Solid Waste Collection & Disposal
 - C. Recycling
 - D. Composting
 - E. Traffic Engineering
 - F. Traffic Signal Operation & Maintenance
 - G. Major Arterial Street Construction
 - H. Major (permanent) Drainage Improvements
 - I. Pavement Management Program
2. Takes advantage of existing City Public Works operations which the Parish performs on only a very limited basis, namely:

- A. Right-of-Way Acquisition
 - B. Traffic Striping/Signage
 - C. Surveying & Drafting
 - D. In-house Engineering Support
 - E. Computer Aided Design/Drafting
3. Does not dilute services to City residents.
 4. Only influence from non-city residents on City operations is in regard to those provided by the City to the unincorporated areas, and in those cases, only those services for which the Parish is willing to pay.
 5. Takes advantage of the heavy equipment owned by the Parish.
 6. Parish would enjoy economy of City scale.

Disadvantages:

1. Additional impact upon Public Works management in terms of increased responsibilities.
2. Dealing with two elected bodies.
3. Cost accounting burden to evidence work performed/materials purchased.
4. Would not eliminate cost of duplicative elective Parish Government and some appointive employees.
5. Prioritization methods of in-house road and drainage projects under a contractual arrangement would need to be established.
6. Still two governments.

OPTION 4: A new Parishwide Government consisting of the City of Lafayette boundaries extended around the existing other municipalities onto the existing outer boundaries of the Parish of Lafayette.

Advantages:

1. Allows for gradual consolidation of services through attrition. As the area to which the Parish is required to provide services shrinks, Parish operations can gradually be pared down, and absorbed by City.
2. Once an area is annexed by Lafayette, its residents, at the same time, are eligible to receive City services and pay for those services.
3. Once the unincorporated areas are all annexed, Parish sales and property taxes can be withdrawn, save that necessary for Courthouse, Jail, Assessor, Registrar of Voters, Clerk of Court, etc. At that time the residents of the new "SuperCity" have the option of reimposing the Parish taxes on themselves (by referendum) in order to further improve the level of their municipal services.
4. Allows the City elected officials to weigh each incremental step towards this form of consolidation (annexation) based upon the particular benefits/disadvantages of each of the City residents.

5. Residents can decide whether or not they want to be then consolidated (through annexation petitions).
6. Increased tobacco and beer tax based upon population increase.
7. Greater influence as City with DOTD and FHWA.

Disadvantages:

1. Reluctance by rural residents to be part of City.
2. Standards of urban area would not be compatible with rural area.
3. Probability that total City/Parish annexation would realistically never happen since not all areas would agree to annexation by the City.
4. Would not eliminate need for Parish Government which would have to stay in place as parishwide government.
5. If achieved, would the vast difference between urban and rural philosophy work to the disadvantage of the rural area?
6. Still duplication.

Analysis of

Recreation & Culture Function

Under

Various Consolidation Scenarios

RECREATION AND CULTURE

Recreation and Parks

This section of the report examines the impact of consolidation on recreation services of the City and Parish.

Background

An attempt to consolidate the Lafayette Parish Parks and Recreation Department with the then City of Lafayette Recreation and Parks Division failed in 1989 over a "representation issue". The Parish Council and City Council did not agree on the appropriate means of resolving potential grievances arising from the application of program rules. The Parish Council approved an intergovernmental agreement which gave them final appeal authority. The City Council felt that this authority should rest with the Department Director and the jointly appointed Recreation Advisory Commission.

After the consolidation effort failed, the City abolished the Community Affairs Department, transferring recreation programs to a newly created Recreation and Parks Department and assigning remaining programs to other City departments.

The consolidation effort was a three-part proposal initiated in 1985 with an intergovernmental agreement that created a City/Parish Recreation Advisory Commission. The agreement also authorized the joint coordination of City and Parish recreation programs, mandating joint use of facilities and equipment, and encouraging elimination of duplicate staff functions.

The 1985 agreement remains in effect and the two departments are functioning extremely well under the joint work management structure. Legally, the two departments are separate entities operating under separate and distinct governing authorities.

**RECREATION AND PARKS DEPARTMENT
CITY OF LAFAYETTE**

The City department is responsible for managing 26 municipal parks, five recreation centers, two golf courses, and one (1) swimming pool facility. The department also administers various playground programs, organized youth and athletic programs, and therapeutic programs for physically handicapped persons. In addition to the Mayor-appointed director, the department employs 79 regular full-time and about 50 temporary employees. Fiscal year 1991 appropriations consist of a \$2,790,185 operating budget and \$1,157,000 for capital expenditures, inclusive of golf course expenses. Funding is derived from the General Fund, Sales Tax Capital Improvement Fund, and from ad valorem taxes (2.24 mills) dedicated to recreation programs. The millage is subject to renewal in 1996.

The department collects a significant amount of revenue from operations of its two golf courses, which are self-sustaining operations. Actual receipts totalled \$890,645 in FY 89-90. These funds were directly applied to operations and maintenance costs of the golf courses and the remaining \$340,744 were transferred to the General Fund.

**RECREATION AND PARKS DEPARTMENT
PARISH OF LAFAYETTE**

The Parish department maintains eight parks located in the unincorporated areas and area municipalities of the Parish. In addition, the department coordinates recreation programs for both the City and Parish. Staffing is comprised of an unclassified director appointed by the Parish President, 12 full-time and 25 part-time positions. Among the full-time staff is a Planetarium Curator who works at the Natural History Museum and Planetarium under the supervision of City staff. The department has a FY 91 operating and capital budget of \$431,773, all of which is funded by the Parish General Fund. Monetarily, the Recreation and Parks Department is the largest Parish department or budget unit (exclusive of mandated judicial services), which is funded exclusively by the General Fund.

Role of the City/Parish Advisory Commission

As was stated previously, the Commission was created in 1985 as the first step toward consolidation of the two departments. Prior to 1985, the Commission was comprised of City appointees and oversaw all recreation concerns.

The Commission consists of nine members, four of whom are appointed by the City Council, three by the Parish Council, one by the Lafayette Parish President and one by the Mayor. All members serve staggered three-year terms and without pay. The Commission acts in an advisory capacity to the elected officials and staff. Other responsibilities include advocacy,

liaison and direction in program coordination. In addition, the Commission is the final arbiter in the resolution of problems arising in team sports or within the various affiliate associations or neighborhood organizations which work in partnership with the recreation departments. The Recreation Advisory Commission has been and is today a very strong advocate of recreation consolidation.

Role of Volunteers and Neighborhoods

Youth athletic programs are developed on the neighborhood concept. Volunteer organizations located in various geographic locations of the parish are charged with the authority and responsibility of organizing, coordinating and maintaining athletic activities. Government imposes few restrictions or requirements on the operations or organizational structure of these organizations, but they are required to adhere to a set of minimum standards set forth in the Commission's Guide for Youth Athletics. Individual volunteers (parents) and neighborhood organizations are a vital component of the athletic program offered to the public. In addition to reducing administrative departmental costs, volunteers bring a tremendous amount of talent and commitment to fostering quality programs.

ADVANTAGES AND DISADVANTAGES OF DEPARTMENTAL CONSOLIDATION UNDER VARIOUS OPTIONS

Although the executive and legislative authority of the two departments is vested in separate governmental entities, the departments have functioned as a consolidated organization

since 1985. Management is centrally housed at the Girard Park Center. The joint work management agreement under which the departments currently operate has yielded many practical benefits, including:

1. Efficient parishwide delivery of youth and adult recreation programs through integration and coordination of City/Parish program functions.
2. Elimination of duplication and the resulting avoidance of cost increases in staffing and equipment purchases as a result of resource sharing.
3. Joint undertaking of capital projects, i.e., park improvements.
4. Parishwide park security.
5. Shared maintenance on special projects and events.
6. Public perception of a unified recreation enterprise, and centralized public access to services.
7. Standardization and uniformity of program guidelines and rules.

A legal merger of the two departments would also overcome the problem-solving difficulty and inefficiency inherent in a dual top level decision-making process. Budgeting and long-range planning decisions would be made with a view toward strengthening the existing unified, parishwide scope of recreation programs and services.

Because the work management agreement has been in effect for over five years, and organizational adjustments have regularly occurred in response to that arrangement, it is doubtful that consolidation would have an immediate and significant impact on existing organizational structures. An obvious exception is the necessary elimination of one of the two unclassified director positions. However, it may be necessary to somehow provide for continuance of some degree of program or operations management responsibility currently provided by the Parish Director.

It is strongly recommended that the Charter Commission seek the input and guidance of the Recreation Advisory Commission in formulating an appropriate organizational plan, including staffing requirements. It is further recommended that the current authority and responsibility of the Commission be retained in a consolidated government. The size and composition of the Commission would probably be altered by the elimination of one of two chief elected officials who make appointments.

Funding Impact

The following factors should be considered in examining the impact that consolidation might have on the current funding structure of City and Parish recreation programs:

1. Capital projects of both departments are funded on a pay-as-you-go basis and assets are unencumbered by debt.

2. Parish recreation programs are funded by General Fund revenues, which have parishwide applicability. Approximately 49 percent of total Parish General Fund revenues are derived from the one-cent sales tax collected in the unincorporated areas.
3. City sales and ad valorem taxes, which are the primary funding source of City recreation services, are generally restricted to City services. The geographic restriction of the City's ad valorem tax could be removed when the millage comes up for renewal in 1996.
4. Restrictions or limitations on revenue sources cited in 2 and 3 above would not preclude the establishment of a consolidated funding arrangement between the General Funds of the City and Parish, provided the allocation formula has a fair basis and geographic restrictions are adhered to.
5. The principal disadvantage of the existing funding structure is that Parish revenue remains vulnerable to erosion by the annexation of area municipalities, and that their funding participation is not assured. This may be overcome by a concerted effort to secure the funding participation of area municipalities or by a parishwide tax dedicated to recreation services.

6. The Urban Services District (USD) concept, whereby the City retains municipal status for such services as fire, police or utilities, would not pose a problem in the event of City annexations--provided the revenue loss of the General Services (unincorporated) District General Fund are offset by the revenue gain of the USD General Fund, and funding of the consolidated department is maintained accordingly. This would also hold true for a consolidation option in which the City statutorily annexed all unincorporated areas.

Tax Base Restructure

Some proponents of recreation consolidation have proposed an alternative funding mechanism that offers the advantage of a single, parishwide and generally stable funding source. This would involve a three-pronged plan consisting of:

1. Operating municipal golf courses as enterprise funds.
2. Levying a parishwide ad valorem tax dedicated to recreation services.
3. Allocating existing General Fund revenues (excluding the existing City 2.24 mills) to other services.

This alternative would ensure the funding support of area municipalities who enjoy a parishwide recreation delivery system. A key disadvantage is the limited term of millages

and the requirement of periodic renewal by parish voters. In addition, the homestead exemption of the Parish would cause a large amount of this tax burden to be shifted to commercial establishments, particularly businesses located in the municipalities. This would occur even under the Urban Services District concept in which municipal taxing authority may be retained.

Consolidation of City and Parish recreation services has been an on-going process for over five years. The effort has been marked by the failure to legally consolidate, but more importantly, by the apparent achievement of consolidation on a working, operational basis. Both departments and the jointly appointed City and Parish Recreation Advisory Commission attest to positive results of a working management agreement approved by the two governments in 1985. The ultimate and primary beneficiaries of this endeavor have been the general tax paying public and the youth of Lafayette Parish. Legal consolidation of recreation services can only bring greater benefits--streamlined decision-making, joint comprehensive planning and greater economy. Differences in the source and structure of funding are not irresolvable under any total consolidated government option. There are probably few, if any areas of service delivery other than recreation, in which a merger can be accomplished as readily, smoothly and with as much potential for immediate direct benefit to the public.

OPTION 1: One consolidated government which includes all territory within the boundaries of the present Parish of Lafayette, including the municipalities of Carencro, Scott, Youngsville, Broussard, City of Lafayette, and the Lafayette Parish portion of the Town of Duson.

Advantages:

1. Funding is decided by a single governmental entity.
2. Balanced growth management policy of a single governing body would minimize the negative impact of annexations.
3. Centralized policy development, planning and control of recreation services on a parishwide basis.

Disadvantages:

1. Does not assure funding stability under existing revenue structures.
2. Does not assure significantly greater direct service benefit to area municipalities.

OPTION 2: Consolidation of City of Lafayette and unincorporated areas of Parish of Lafayette into a consolidated government at the Parish level.

Advantages:

1. Enables municipal control of City golf courses and the profits generated from their operation.
2. Budgeting and programmatic planning is decided by a single governing authority.

3. Proven ability of City and Parish Recreation Departments to work jointly and cooperatively.

Disadvantages:

1. Does not assure area town funding participation.
2. Continued erosion of unincorporated tax base by area municipality annexations.

Option 3: A Parishwide Government consisting of the City of Lafayette and the Parish Government with the Parish Government contracting with the City of Lafayette for delivery of services.

Advantages:

1. Consolidated advisory commission and joint work agreement already proven effective.
2. Enables continued reduction or elimination of duplication.
3. Facilitates consolidated recreation planning.

Disadvantages:

1. Scope of service and financing issues are decided by two separate governing bodies.
2. Continued threat of annexation and Parish tax base erosion.
3. No assurance of area municipality funding participation.

OPTION 4: A new Parishwide Government consisting of the City of Lafayette boundaries extended around the existing other

municipalities onto the existing outer boundaries of the Parish of Lafayette.

Advantages:

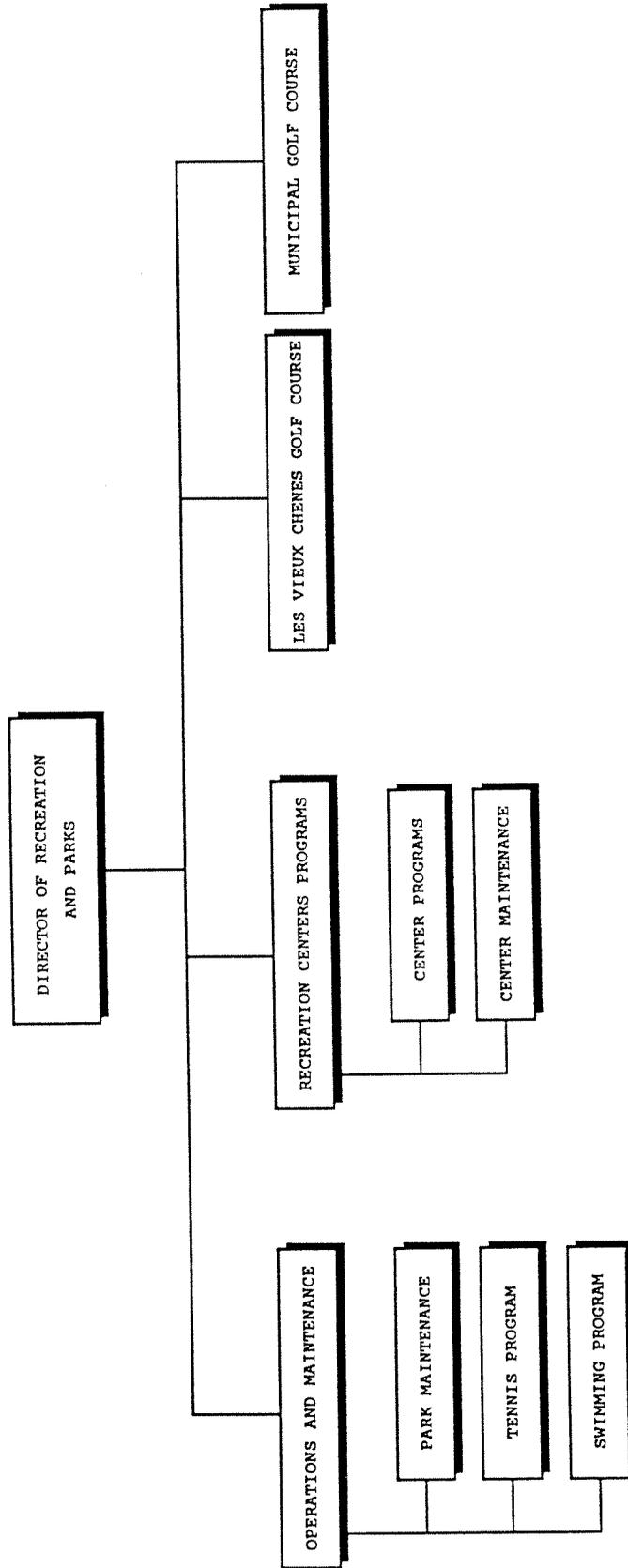
1. Gradual assumption of recreation responsibility and funding by a single governing authority.

Disadvantages:

1. Adverse impact on the Parish revenue base.
2. No assurance of area municipality funding support.
3. Scope of service and financing issues are decided by two separate governing bodies.

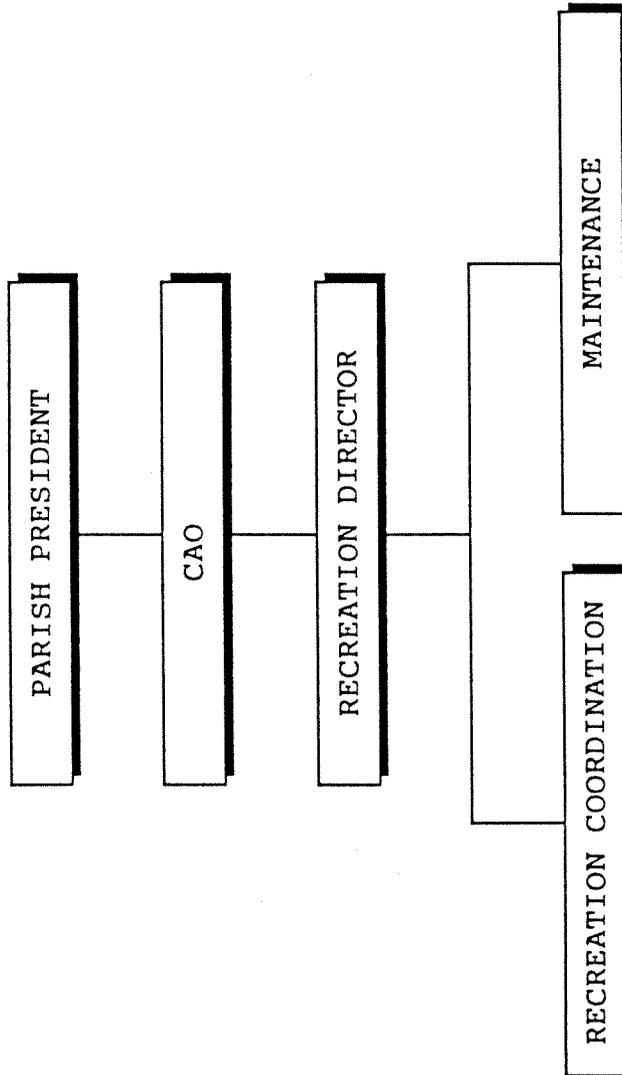
CITY OF LAFAYETTE

DEPARTMENT OF RECREATION AND PARKS



PARISH GOVERNMENT

RECREATION AND PARKS DEPARTMENT



Culture

The three (3) functions described in this section have the general aim of promoting and enhancing the cultural development of the community. While these services are grouped for purposes of discussion, this does not suggest that they be structured and managed as such in a consolidated government.

The report does offer alternatives as to how the functions might be organized as sub-systems of a consolidated government.

Lafayette Natural History Museum and Planetarium

Background

The Lafayette Natural History Museum and Planetarium was created in 1969. Although the City maintained the building during its first two years of operation, the Museum functioned under a Title III grant from the Department of Health, Education and Welfare through the Lafayette Parish School Board. The City of Lafayette assumed responsibility for the program in 1971.

Organizational Structure

The Museum and Planetarium operates as a division of the City's Department of Community Development. Staffing consists of a Museum Director, Curators (3), Museum Registrar (1), Naturalist (1), a Custodian, and a Clerk III. Additional personnel include a Parish Government employee who serves as Curator of Education. The Secretary and Public Relations

Coordinator of the Lafayette Natural History Museum and Planetarium Association also report to the Museum Director. City of Lafayette employees of the Museum are civil service.

Lafayette Natural History Museum and Planetarium Association

The Association was chartered in 1966 as a means of involving the community in the establishment of the Museum. This is a membership-based corporation that sponsors a number of programs and projects for the support of the Museum. The organization has a current operating budget of \$139,734.

Lafayette Natural History Museum and Planetarium Commission

The Commission is a seven (7) member body that serves in an advisory capacity. Membership consists of three (3) appointments by the Mayor of Lafayette, two (2) appointments by the President of the Lafayette Parish School Board, and one (1) appointment by the Parish President.

Work Program

The purpose of the Museum is three-fold: (1) to increase public awareness and educate the people of South Louisiana and visitors about the natural sciences, the environment, and culture; (2) to preserve natural history artifacts indigenous to the region, and to preserve important habitats; and (3) to serve as an informational bridge between government, the academic and research community, and the general public.

Budget

The Museum has a fiscal year 90-91 operating budget of \$269,183 and a capital budget of \$32,300. Operating expenditures are funded primarily by the City General Fund and capital expenditures are funded by the Sales Tax Capital Improvement Fund. The Lafayette Parish School Board provides \$24,400 for educational services and several thousand dollars are generated by admission fees. A Curator position assigned to the Museum, but not budgeted by the City, is funded by Parish Government through the Department of Recreation and Parks.

Heymann Performing Arts and Convention Center

Background

This facility was built in 1960 and was formerly called the Lafayette Municipal Auditorium. The building was previously managed through the City's Department of Community Affairs, which has since been abolished. A \$3.5 million restoration of the theater was completed in 1989, and the name was changed to expand its marketability.

Organizational Structure

The Center operates as a division within the City's Department of Community Development. The facility employs eight (8) full-time and twelve (12) part-time employees. Event support personnel, which can number up to 100 or more,

are hired on a temporary basis depending upon the nature of the attraction. All employees, including the Auditorium Manager, are civil service.

The Heymann Performing Arts and Convention Center Advisory Commission is a five (5) member body consisting of representatives of each City Council district. The Commission's role is strictly advisory to the City Administration.

Work Program and Budget

The Center consists of a 2,230 seat performing arts center and a 20,000 square foot convention facility. The building experienced a 67% utilization factor in 1990, having scheduled 136 events within 246 days. The FY 90-91 budget consists of a \$477,474 operating appropriation and a \$128,150 capital budget which is funded by the Sales Tax Capital Improvement Fund. Operating and maintenance costs are funded by several sources. Approximately 60% of revenue is self-generated and the remainder is provided by the City General Fund.

Lafayette Public Library

Background

The Lafayette Public Library, established jointly by ordinances of the Parish and City of Lafayette in 1951, provides a variety of library and information services to the people of Lafayette Parish. Service centers include the Main Library, a 63,000 square foot, three-story brick structure at

301 West Congress Street, seven branch libraries (Broussard, Carencro, Duson, Milton, Scott, Youngsville, and the Butler Memorial Branch in the Martin Luther King Center) plus a Bookmobile, which serves households, senior centers and apartment, nursing homes, nursery schools and day care centers. System-wide circulation for 1990 was 926,915 items. The book collection totaled 247,489 at the end of 1990.

Organizational Structure

Personnel consists of forty-three (43) regular full-time positions and nine (9) regular part-time positions. A number of temporary and substitute personnel are also employed. The Library Director is appointed by the Board of Control.

Board of Control

The Board is a seven-member body jointly appointed by the City and Parish. The 1951 intergovernmental agreement that established joint ownership of the Library empowers the Board with the authority it is afforded under state law, which (among other duties) provides for authority to employ personnel and to fix salaries. The Lafayette Parish Council has recently enacted legislation authorizing the Parish President to amend the intergovernmental agreement to provide for greater Parish control in matters pertaining to the Library budget and personnel policies. The Parish has asked the Lafayette City Council to adopt a similar ordinance. These amendments would in effect lessen the autonomy of the Board of Control.

Administrative Services

Parish Government provides various administrative services to the Library at an annual cost of \$40,000. These include cash management, accounting, purchasing, risk management, building maintenance oversight, administration of group insurance and retirement, employee records maintenance, and representation in matters pertaining to unemployment insurance and equal employment opportunity.

Work Program

Reference/Adult Services

Located on the second floor of the main Library, this department includes the reference collection, magazine and newspaper collection, adult fiction and non-fiction, large print, genealogy, Louisiana collection, grants collection, jobs collection, adult new readers collection, foreign language collection, audio cassettes, phonograph records, art prints, sculpture, microfilm and microfiche, InfoTrac, the information desk with ready reference for both telephone and in-person reference questions, which totaled 70,168 during 1990. Special help is available for school students or other groups in the form of special tours, explanations of the equipment such as InfoTrac, or special presentations on the reference sources available for special subjects or projects. The Interlibrary Loan section handles requests from patrons for materials not owned by the Library. These materials are borrowed, free of charge, from other libraries in Bayouland

(12 nearby parishes and three universities), through LAsernet (other Louisiana Libraries) or from OCLC, other libraries in the United States and many other countries.

Children's Department

Located on the main floor, the Children's Department houses materials for children, parents and teachers in all formats. Special collections include concept books, Caldecott and Newbery Award books, picture books, easy non-fiction (0-3rd grade), doll collection, parent/teacher collection, foreign language collection, readers, filmstrips, book/cassette sets, book/record sets, toys and educational games, 8 mm films, fiction (Grade 4-8), non-fiction (Grade 4-8), biography, reference, Louisiana collection, doll collection and Apple IIe computer for public use. Regularly scheduled Toddler Storytimes (18-35 months), Story Castle and Pajama Story Times (age 3-6) and the Summer Reading Club are some of the activities handled by this department. School tours and visits by day care and nursery school are scheduled throughout the school year. During the summer, eight story programs are presented each week concurrently with eight film programs for the older children. All incentives and prizes for the summer reading club are arranged for by this department. During 1990, 4,900 children registered for the reading club.

Circulation Department

Located on the first floor, this department has the responsibility for issuing all library cards for children and adults, loaning all library materials and maintaining the records necessary for the return of these materials or the collection of overdue fines or replacement costs of the items. In addition, the department returns all materials to the proper place in the library once they have been returned. The employees shelved 657,754 items at the main Library during 1990. This is also the first place a patron asks questions, so the department is a provider of directional information. Located nearby in the Browsing Room is the current periodical collection and the video collection, of about 1,900 titles, which is the most popular collection in the main Library, from which nearly 4,000 videos are checked out each month. The number of borrowers system-wide is 81,681.

Technical Services Department

All materials in any format are ordered, received, cataloged and processed for use by this department made up of two sections, Cataloging and Acquisitions. The Catalog section uses automated cataloging through SOLINET/OC.CL.C. and a dedicated telephone line to describe the library materials that are added to the collection. The records are maintained locally in the shelf list and card catalogs of the main Library and the branches. The Acquisitions section process all orders and receives all materials such as books, videos,

cassettes, newspapers, magazines, etc. The Library added 20,819 books to the collection during 1990 and subscribes to over 300 journals.

Extension Services Department

Supervision of all branch libraries, the Bookmobile and all outreach services and activities such as the special programs for mothers at the jail, etc., are handled in this department. All material, supplies and equipment selection for these outlets is done, as is the planning for all programs, story times, displays, and special exhibits or celebrations. The Bookmobile checked out 120,818 items and branches circulated 148,352 items during 1990. The delivery to the branches by library van is handled by the courier from this department with pick-up and delivery scheduled once each week to every branch. All Library branches have been moved or expanded since 1983, and many new pieces of equipment ordered, received and installed.

Community Services Department

All planning and arrangements for use of the meeting room, programming, public relations articles, public service announcements, bookmarks, flyers, newsletters, exhibits, displays, bulletin boards, reading club materials (certificates, etc.) are prepared in this department. Any desktop publishing of bibliographies, signs, bulletins, etc., for the various departments comes through this extremely important and busy area. Scheduling photos, interviews and

distributing materials to points around the city are additional responsibilities. The in-house production of video is also a part of this department, since the Library does have television production equipment, and has produced many award winning shows for the local public access channel, AOC.

Administration

The business office of the Library includes a Receptionist, Financial Assistant and Financial Clerk, Administrative Assistant, Assistant Director and the Director of the Library. This department administers the library system, all personnel procedures, and has oversight of the Maintenance Department and Community Services Department. The main telephone line, photocopying, supplies, all purchasing procedures, employee records, financial records, and budgeting activities are centered here.

Maintenance Department

All cleaning and maintenance of the buildings, furnishings and equipment is handled by this department for the main Library, the seven branches and the Bookmobile. Replacement of lamps, minor electrical, plumbing and furniture repair and refinishing plus the set-up of the meeting room for programs are some additional responsibilities. Attendance at programs last year was 46,606 persons. More than 848 persons came in and out of the main Library each day in 1990 and the figure for February 1991 was averaging 1,141 persons.

Budget

Fiscal year 1991 budgeted revenues total \$2.1 million, of which \$1.5 million is derived from parishwide ad valorem taxes and \$229,078 is from state revenue sharing. Approximately \$1.7 million is appropriated to operations and maintenance and the remaining \$400,000 is earmarked for capital expenditures.

ADVANTAGES AND DISADVANTAGES OF DEPARTMENTAL CONSOLIDATION UNDER VARIOUS OPTIONS

Since the Public Library is already functionally consolidated on a parishwide basis, and the Museum and Heymann Center are unique functions of City government, consideration of other alternative structures (beyond City/Parish consolidation) does not yield meaningful results. It is appropriate, however, to briefly discuss several issues related to funding and organizational structure of these functions.

Lafayette Natural History Museum and Planetarium

Funding is already jointly shared by the City, Parish Government, and the Lafayette Parish School Board. Although funding would be decided by a single governing authority, key issues as relates to consolidation include:

1. Appropriateness or fairness of the funding allocation formula.
2. Whether area municipality funding participation is desirable or attainable.
3. The relative stability or instability of the Parish funding source (General Fund).

Under a consolidated government, this function could either remain within Community Development or Federal Programs, or be assigned to either Recreation or a larger department encompassing both Recreation and Culture. If the Museum remains a unit within Community Development, it is advised that the Parish-funded Curator position be reassigned from Recreation to the Museum. This action has already been proposed and an intergovernmental agreement to effect this change is currently being reviewed by City and Parish officials.

Heymann Performing Arts and Convention Center

Revenues are nearly balanced between self-generating income and the City General Fund. Even though the facility is available for the cultural enrichment and enjoyment of the entire parish, it serves an essentially urban purpose. In addition, its economic impact (taxes generated) accrues to the City, the School Board and to state government and not to Parish Government and area municipalities.

Public Library

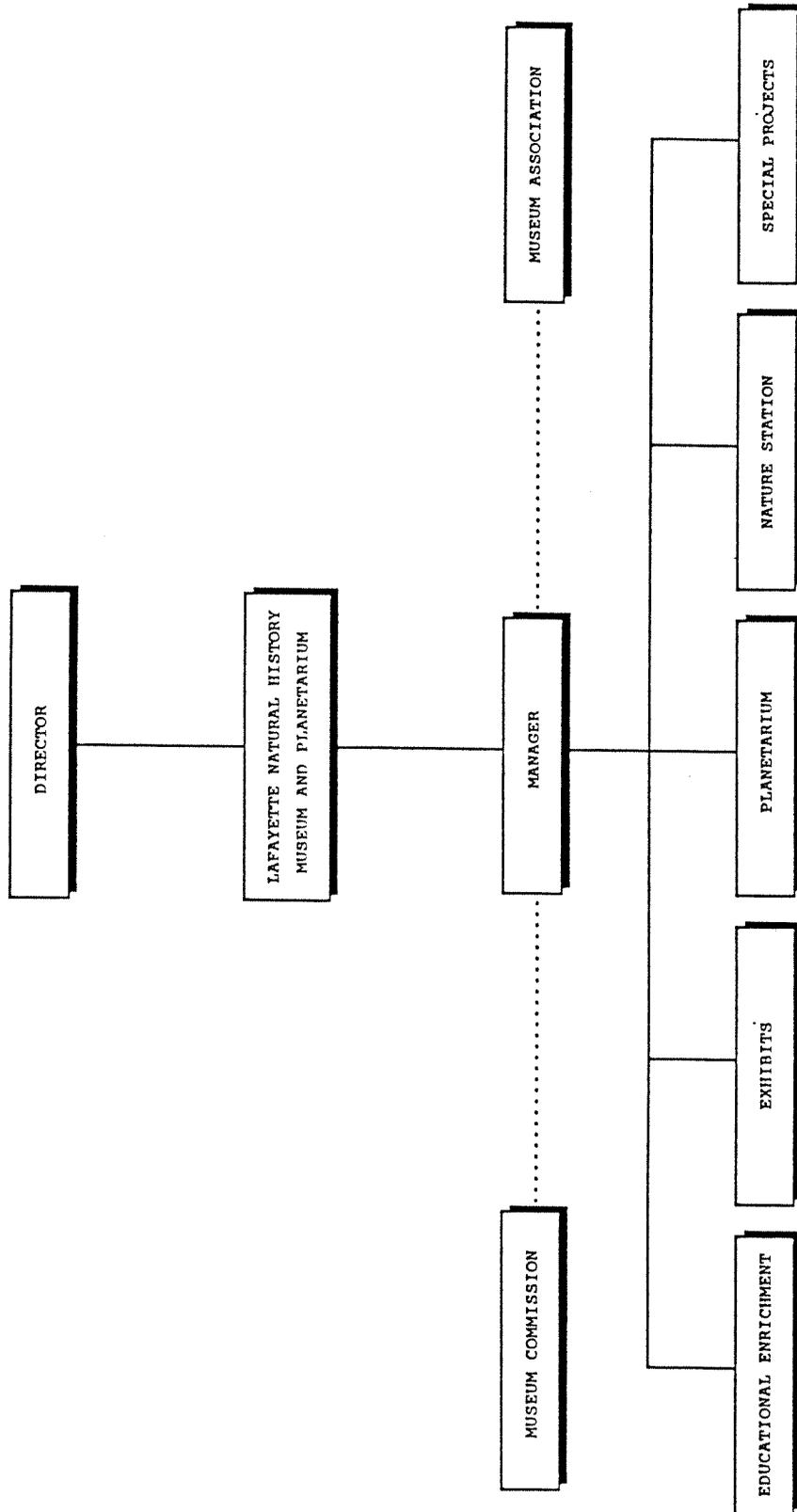
This function is financed by a stable, parishwide funding source that would not be affected by consolidation of local government. The following two issues should be considered however:

1. Should the Library remain as an autonomous entity or become a department or division under the authority of the Chief Executive Officer?

2. Should the Library Board of Control retain authority for the operation of the Library or should that authority rest with the Mayor/President and Councils?

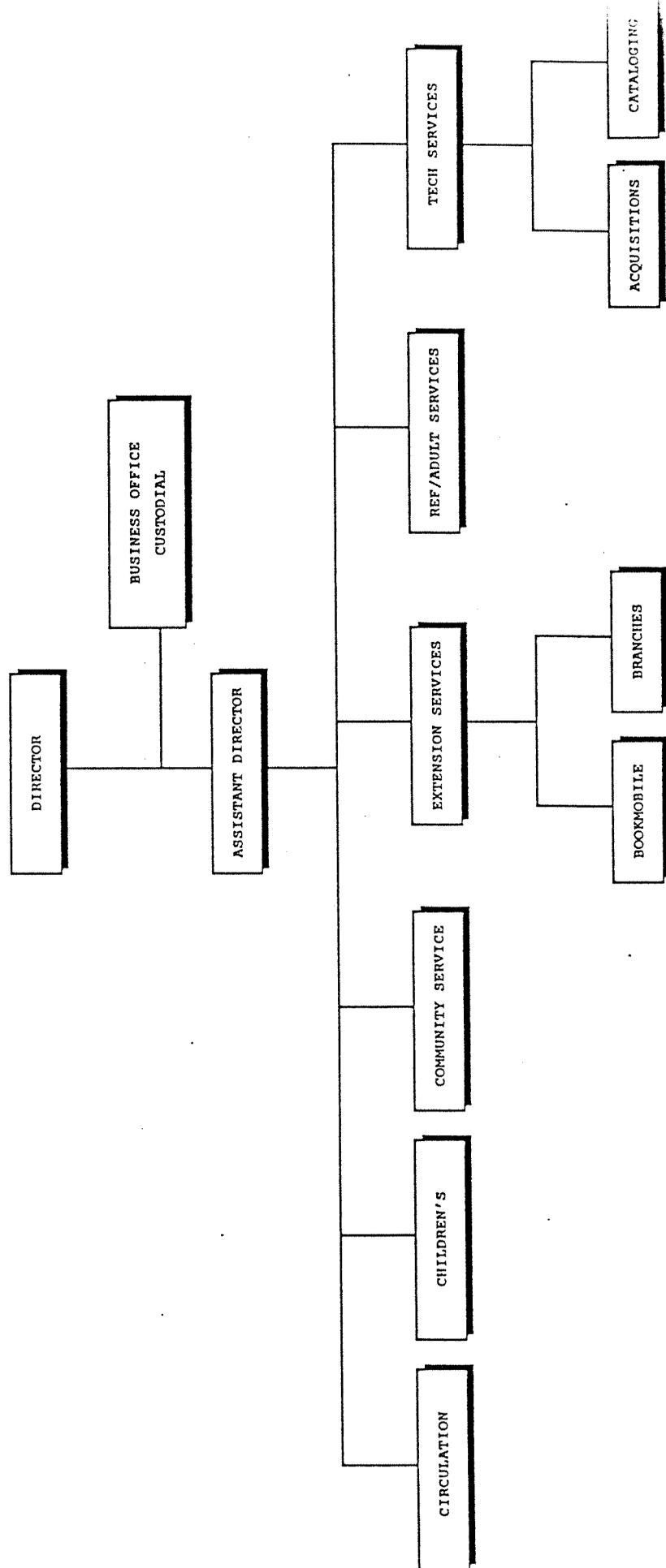
CITY OF LAFAYETTE

DEPARTMENT OF COMMUNITY DEVELOPMENT



LAFAYETTE PARISH

PUBLIC LIBRARY



Analysis of

Regulatory Services Function

Under

Various Consolidation Scenarios

REGULATORY SERVICES

Planning, zoning, code enforcement, and fire prevention functions are handled by four separate regulatory agencies in Lafayette Parish. Each agency has a distinct work program, organizational design, and funding base. The key issue as relates to consolidation is whether fragmentation of the regulatory system provides the best structural fit for a unified government. This concern is explored, along with other factors such as funding and geographic scope of service.

Lafayette Areawide Planning Commission (LAPC)

Background

Enabling legislation for the creation of LAPC was enacted by the Louisiana State Legislature in 1985. LAPC was established two years later by an intergovernmental agreement between Lafayette Parish Government, the City of Lafayette, Carencro, Scott, Broussard, and Duson. The agreement was amended in 1989 to include the town of Youngsville.

LAPC was established to further the goal of consolidation and to maximize efficiency and effectiveness in the provision of public planning services. Prior to the creation of LAPC, planning functions were carried out by three separate commissions: City Planning, Parish Planning, and Regional Planning. The commissions were administered by the same staff until 1975, when the City saw fit to create its own Planning Department. City funding support to the Regional Planning Commission continued until 1982.

Organizational Structure

The Lafayette Areawide Planning Commission is an eleven-member body appointed by the seven local governments. On planning and development matters, the Commission sometimes acts as an advisory body and at other times takes final action. The LAPC actions regarding the comprehensive plan or subdivision and platting regulations are, however, subject to appeal to the appropriate local governing authority having jurisdiction over the land area involved. The Commission has the final ruling on matters pertaining to LAPC internal organizational matters. The Commission currently has six standing committees. They are: Executive, Finance, Evaluation, Rules and Procedures, Development Regulations, and Comprehensive Plan.

Staff

Currently, there are nine (9) full-time staff that carry out the Commission's work program. This includes Executive Director, Planning Manager, Development Manager, Planners (4), and Secretaries (2). University Interns also work with the staff part time. The Executive Director reports to and is under contract with the Commission. All other staff are members of the Municipal Civil Service System.

Consultants

The Commission retains two consultants on a retainer basis. They provide legal and financial audit services. A planning consulting team is also assisting with the

preparation of the areawide development code (consolidated subdivision and platting regulations). The City of Lafayette provides the Commission with administrative services (accounting, budgeting, purchasing, data processing, risk management, etc.).

Areawide Development Review Committee

The Areawide Development Review Committee reviews all planning and development applications that are acted upon by the Commission. The Committee is comprised of professionals in the fields of planning, engineering, and management. The professionals are from local government, private utility companies, and other organizations involved with development.

Transportation Policy Committee

The Transportation Policy Committee is charged with providing transportation policy guidance for the LAPC and reviewing all state and federal transportation grants. This Committee's membership is comprised of local elected officials and individuals from private organizations involved with transportation in various ways. This Committee receives technical recommendations directly from the Transportation Technical Committee.

Transportation Technical Committee

The Transportation Technical Committee provides technical advice for the Transportation Policy Committee which in turn is referred to the LAPC. This Committee is comprised of key professionals from local government, transit agencies, the

airport, and other governmental, business, and transportation agencies. The technical expertise of this Committee facilitates communication and coordination between the areawide planning process and local agency projects. Creation of the Technical and the Policy Committee were both mandated by the designation of LAPC as the MPO.

Council of Governments

The LAPC staff also provides administrative support for the Lafayette Council of Governments. The COG's membership consists of elected officials from the seven local governments and the Lafayette Parish School Board. This group meets periodically for dinner and discusses intergovernmental issues of areawide interest.

Work Program

The Intergovernmental Agreement establishes two primary functions for LAPC. This includes preparation and administration of the comprehensive plan and subdivision and platting regulations.

Comprehensive Plan

The LAPC has the responsibility to adopt a comprehensive plan for the area within its jurisdiction. A comprehensive plan has a physical orientation, is long range, is comprehensive geographically, and is comprehensive in addressing the functions that make a community work. The comprehensive plan will also contain a series of policy statements governing all discretionary decisions under the

planning, platting and subdivision regulations. Additionally, the plan will contain the following elements: land use, transportation, recreation and open space, housing, utilities, (sanitary sewer, solid waste, drainage, potable water, etc.), conservation (natural resources), preservation (structure and land), public facilities and transitional standards (area of influence improvement standards). The LAPC is currently in the process of completing the transportation and transitional standards plan elements.

The LAPC has also been designated liaison to the U. S. Census Bureau by the local governments. Data from the 1990 Census will have many planning applications.

On an annual basis, a Unified Planning Work Program (UPWP) and a Transportation Improvement Program (TIP) are prepared. The TIP identifies over \$50,000,000 in transportation improvements proposed for construction in Lafayette Parish and await funding from one source to another.

Subdivision and Platting Regulations

Subdivision is the process of laying out a parcel of raw land into lots, blocks, streets, and public areas. Its purpose is the transformation of raw land into building sites. A plat is the engineer's or surveyor's drawing that is recorded with the Lafayette Parish Clerk of Court after Planning Commission approval. The LAPC is currently in the process of consolidating and preparing new Areawide Development Regulations.

The LAPC reviews and approves various private and public development applications through the existing subdivision regulations (City and Parish). These include: preliminary plats, final plats, replats, plat vacations, abandonment of street right-of-ways, letters of credit for public improvements, dedication and maintenance of public improvements, property line adjustments, street name changes, and property addresses.

Budget

For FY 91, it is estimated that LAPC's budget will approach \$500,000. The revenue stream is as follows:

Revenues¹

<u>Source</u>	<u>Amount</u>	<u>Percent</u>
City of Lafayette ²	\$238,043	49%
Parish of Lafayette	143,044	30%
Federal/State Grants	68,834	14%
Fees, etc.	31,650	7%
Total	<u>\$481,571</u>	<u>100%</u>

Local government revenues are split between the City of Lafayette (63%) and the Parish of Lafayette (37%). On occasion for special projects, all seven local governments have financially participated on a per capita basis.

¹Revenues defined as direct dollar inputs

²Does not include in-kind administrative services

Expenditures for FY 91 are budgeted as follows:

<u>Expenditures</u>	<u>Amount</u>	<u>Percent</u>
Salaries	\$307,256	64%
Fringe	57,911	12%
O & M	91,404	19%
Capital	25,000	19%
Total	<u>\$481,571</u>	<u>100%</u>

Department of Zoning and Development Management (DZDM)

Background

The City Department of Zoning and Development Management was created in 1986 following the enactment of state legislation for the creation of LAPC. Prior to 1986, the office was the Department of Planning and Development Management, and provided all planning and zoning functions for the City.

Organizational Structure

Staffing consists of a Mayor-appointed unclassified Director, Secretaries (3), Development Manager (1), Annexation Coordinators (2), Zoning Inspectors (2), and Planners (2). The Board of Zoning Adjustment, City Zoning Commission, and the Lafayette Preservation Commission are an integral part of the total organization.

Lafayette Preservation Commission

This Commission was created to designate and promote the restoration and preservation of historic properties in the City of Lafayette. The Commission consists of not more than five (5) residents of the City, all appointed by the Mayor with the consent of the City Council. This body is also

responsible for establishing and enforcing procedures for preservation purposes. Designation of landmark sites are subject to review and approval by the City Council.

Board of Zoning Adjustment

This board consists of five (5) regular members and two (2) alternate members, all of whom are appointed by the Mayor with City Council consent. The board is empowered to hear and decide appeals involving the interpretation of zoning regulations and to grant variances or exceptions to the regulations under guidelines established by City ordinance. In accordance with state law, acts of the Board of Zoning Adjustment are subject to judicial review at the request of an aggrieved party.

The Director of Zoning and Development Management serves as the Zoning Administrator to the Board. This individual serves as a non-voting Secretary to the Board and is responsible for maintaining all minutes and records. The zoning staff processed 28 Board waivers in 1990 and 22 waivers in 1989.

City Zoning Commission

The City Zoning Commission is a five (5) member body appointed by the Mayor. The City Zoning Director serves as Secretary to the Commission and the department provides all necessary staff support. The Commission is empowered to develop the City Zoning Ordinance and Zoning District Map, and to make recommendations to the City Council on applications

for amendments to the ordinance. Like the Board of Zoning Adjustment, the Zoning Commission was created under state enabling legislation (R. S. 33:4721), which provides for judicial recourse.

Work Program

Zoning

The Department of Zoning and Development Management provides all administrative support to the City Zoning Commission and Board of Zoning Adjustment (BOZA), and is responsible for all aspects of zoning. This includes zoning of newly annexed areas, zoning reclassification requests, text changes, BOZA variance requests, zoning enforcement, and issuance of all building permits. The department reviews all development for compliance with the appropriate land use regulations prior to the issuance of any building permit approval or Certificate of Occupancy approval. This department also administers the City's on-site signage and billboard regulations.

Internal Planning

The department provides all administrative support to the Lafayette Preservation Commission. In addition, the department provides internal planning assistance to other departments within City government and serves as liaison to many external agencies and commissions, including the LAPC and the Acadian Metro Code Authority.

Annexations

The City of Lafayette annexes at least 600 new utilities customers per year. The Department of Zoning and Development Management is responsible for all research and documentation of property ownership and registered voters within a pending annexation area, as well as the preparation of all legal documentation necessary to secure Certificates of Approval from the Parish Tax Assessor and Registrar of Voters. The department is responsible for coordinating the annexation process between affected property owners, registered voters, governmental entities, and public service companies.

Budget

The department has a total FY 91 budget of \$324,986.

<u>Expenditures</u>	<u>Amount</u>	<u>Percent</u>
Salaries	\$226,710	70%
Fringe	45,144	14%
O & M	34,264	11%
Capital	<u>18,868</u>	<u>5%</u>
Total	<u>\$324,986</u>	<u>100%</u>

All salaries, fringe and operation and maintenance costs are funded by the City's General Fund. Capital improvements are funded by the City Sales Tax Capital Improvement Fund.

Acadian Metropolitan Code Authority (Metro Code)

Background

Metro Code was created in 1980 for the purpose of consolidating building codes and related regulatory construction code enforcement and inspection services in the Parish of Lafayette. Original participating members included

Parish Government, the City of Lafayette, Broussard, Carencro, Duson, Scott, and Youngsville. The municipalities eventually withdrew from the contract to create individual code enforcement systems, leaving the City and Parish as sole members.

Organizational Structure

Metro Code is administered by an Executive Director appointed by the Board of Regents. The duties and qualifications of the Executive Director are set forth in the contractual agreement which created the authority. The three-year contract of the current Director expires in January 1993. Other staff positions include an Administrative Assistant/Office Manager, clerical staff (2), Chief Inspectors (4), and Inspectors (4). Employees of Metro Code are not in the Municipal Employees Civil Service System.

Board of Regents

This three-member body has complete authority over the administrative and programmatic work of Metro Code. The board is comprised of one (1) appointment by the Parish Council, one (1) by the City Council, and a regent jointly appointed by the area municipalities. A unanimous vote of the Board of Regents is required for any action that deviates from originally established policy, procedure or legally adopted code or ordinance germane to the operation of Metro Code. The board and participating governing authorities have adopted the following model codes to guide the organization's mission:

- (1) National Electric Code
- (2) Standard Building Code
- (3) Standard Plumbing Code
- (4) Standard Gas Code
- (5) Standard Mechanical Code
- (6) Standard Housing Code
- (7) Standard Swimming Pool Code
- (8) Standard Excavation and Grading Code
- (9) Standard One and Two Family Dwelling Code
- (10) Standard Code for the Elimination or Repair of Unsafe Buildings

Board of Advisors

The Advisory Board provides technical advice to the Board of Regents. This body also submits nominations for membership of the four (4) Advisory Boards of Standards and Appeals. The Board of Advisors is appointed by the Board of Regents. Members consist of representatives of various trades, professions, and business organizations, as well as Mayors of the area municipalities. This board has not been active for several years.

Advisory Board of Standards and Appeals

- (1) Advisory Building Board
- (2) Advisory Air Conditioning and Heating Board
- (3) Advisory Plumbing Board
- (4) Advisory Electrical Board

Each advisory board has nine (9) members who are appointed by the Board of Regents. The boards make recommendations to the Board of Regents on matters such as rules and regulations, fee schedules, policies and codes. They also make recommendations in the area of contractor licensing and compliance, and they serve as a Board of Arbitration in disputes involving code interpretations and variances.

Contractual Services

Shortly after its creation, Metro Code entered into an intergovernmental agreement with the City of Lafayette for the provision of administrative services by the City. Metro Code employees participate in the group benefit programs of the City. The City also provides data processing, revenue collection, accounting and personnel services (leave administration, unemployment compensation, and retirement administration). In past years, Metro Code paid the City \$36,000 annually for office space, utilities, and building maintenance. This practice ceased by mutual agreement in November 1988 when Metro Code began to experience a cash flow problem precipitated by the decline of local economic conditions. Administrative support services are provided at the cost of \$2,230 monthly. Data processing costs are billed depending upon usage. Audit services for Metro Code are provided under separate contract by the City and Parish auditor.

Work Program

Licensing and Permitting

Contractors in the air conditioning, plumbing, and electrical trades are required to be licensed by Metro Code under guidelines established by the Board of Regents and approved by participating governing authorities, including satisfactory completion of an examination prescribed by the board. This process is carried out under the auspices of the Advisory Boards. Permit requirements are also established legally and controlled by inspectors trained in the various trade areas.

Inspection and Code Enforcement

Each trade area is also governed by stringent code enforcement guidelines prescribed by law. Chief Inspectors are responsible for administering these guidelines and ensuring their implementation. Inspectors have the authority to discontinue or order disconnection of services found to be in violation of the code.

Budget

Metro Code revenues are self-generating. As noted by the attached FY 90-91 budget, permits generate 86% of total revenues. Expenditures for FY 91 are budgeted as follows:

<u>Expenditures</u>	<u>Amount</u>	<u>Percent</u>
Salaries	\$285,800	51%
Fringe	100,725	18%
O & M	119,350	21%
Capital & Reserve	<u>54,403</u>	<u>10%</u>
Total	\$560,278	100%

Fire Prevention Bureau

Organizational Structure

The Fire Prevention Bureau is a division of the City of Lafayette Fire Department. The Bureau was created in 1955 by City ordinance. Personnel consists of a Chief of Fire Prevention, five (5) Fire Inspectors, and two (2) Fire Investigators. All employees are civil servants.

The Fire Prevention Board of Appeals and Adjustments is a seven-member board which serves as a review committee for code revisions.

Work Program

Responsibilities of the Bureau are set forth in the Standard Fire Prevention Code and Chapter 12 of the City Code of Ordinances, as amended.

Inspections/Enforcement

Prior to issuance of a building permit, all plans for renovation or construction of new commercial structures and multi-family residential structures are reviewed by the Bureau for conformance with applicable fire codes. Additionally, all subdivision plats reviewed by LAPC are reviewed by the Bureau for compliance with subdivision regulations and national standards for water access and availability.

The Bureau is required to issue a Certificate of Occupancy prior to the connection of utilities. In addition, the Bureau must sign off on Certificates of Occupancy issued by Metro Code on new construction or remodeling. Other areas

which are subject to code enforcement by the Bureau include fire protection equipment, fire lanes, weed abatement, and dilapidated buildings.

Enforcement is achieved through numerous year-round inspections. Target hazards are inspected at least once a year and other properties at least once every eighteen (18) months.

Quality Control

The Bureau maintains a system of evaluating the effectiveness of its program. This consists of supervisory follow-up inspections, a follow-up inspection at all commercial properties with a fire loss, and an evaluation of fire loss experience as delineated in the fire report summaries prepared by the State Fire Marshal.

Record Maintenance

Records of all inspections, permits, Certificates of Occupancy, complaints, etc., are maintained by address for as long as the structure is standing. Log books are also kept for permits by type and locations for Certificates of Occupancy and for tank permits.

Special Programs/Public Education

Each October is promoted as Fire Prevention Month. The Bureau sponsors a poster contest and other programs in which over 4,000 children participate. The Bureau also distributes and installs smoke detectors for citizens in need of assistance. Public education is also provided to all

hospitals and nursing homes within the City of Lafayette, to all Lafayette Parish schools, and (upon request) to any group that requires fire safety meetings.

Investigation of Fires

The Bureau investigates the cause, origin, and circumstance of all fires occurring in the City which involve loss of life, injury to person, destruction or damage to property, or suspicious origin.

Budget

The FY 90-91 operating budget totals \$272,777. An additional \$2,900 is budgeted for capital expenditures. Parish Government provides \$25,000 for a Fire Inspector position. All other appropriations are funded by City General Fund and Sales Tax Capital Improvement Fund revenues.

Impact of Consolidation:

As was stated previously, each of the four regulatory agencies has a distinct funding base. LAPC derives more than three-fourths of its funding from City and Parish general funds. Metro Code is entirely self-generating. Zoning and Development Management is funded solely by the City of Lafayette. Fire prevention is funded by the City, with a \$25,000 contribution by Parish Government.

Lafayette Areawide Planning Commission (LAPC)

Like other parishwide functions or services that are partly funded by the General Fund of Parish Government, with its geographically limited sales taxing capacity, areawide

planning is constrained by the absence of taxing equalization among local governments of the parish. This factor is especially critical in a consolidation option that excludes the area municipalities, since annexations would remain a threat to the tax base of the unified government. A consolidated government of the Parish of Lafayette that lacks a parishwide revenue source for areawide planning will find a "comprehensive" approach to this function increasingly difficult to achieve. The intergovernmental agreement to which all local governments of the parish are a party was expressly created for this purpose, but funding participation has been limited to the City of Lafayette and Parish Government.

The intergovernmental agreement calls for a 50/50 City/Parish funding split, and for an annual review of workload to assess the fairness of the funding formula. The actual split is currently 63% City funding and 37% Parish, although base operations and maintenance costs are funded on a 50/50 basis. The difference is attributed to special area-specific projects funded by the City.

Financing for areawide planning is annually decided during two budget cycles. The timetables of the budget processes of the two governments vary. In addition, differences sometimes arise between the two governments about the fairness of the funding split. Unification of City and Parish government would probably simplify the budgetary

process for this function, but issues relating to level of service and the availability of financing for comprehensive planning on a parishwide basis will not be resolved by a mere consolidation of government.

Department of Zoning and Development Management (DZDM)

Services rendered by this department are for the benefit of City of Lafayette taxpayers and residents. As will be discussed later, consolidation could alter the structure through which the zoning function is carried out, but funding could remain essentially unaffected. Unless legal action is taken to extend zoning, signage and billboard regulations into the unincorporated areas, this function would by definition remain municipal or urban, and the consolidated government would continue to finance it with taxes paid solely by City residents (urban services district).

A reorganization of planning, zoning and development services could impact the required level of financing for both City zoning and areawide planning. For example, if these functions are merged under a single department in a consolidated government, one of the two unclassified director positions would be eliminated. Should legislation be enacted to alter the number and structure of the various regulatory boards and commissions, line staffing requirements might also be impacted. If a reorganization of planning and zoning functions are undertaken with the objective of reducing personnel costs, it should be cautioned that, over the long

term, such savings could easily be negated by the growth of any of the sub-functions, i.e., comprehensive planning.

Acadian Metropolitan Code Authority (Metro Code)

Since Metro Code is an autonomous self-generating enterprise, it is probably least sensitive to a change in the organizational structure of City and Parish Government. The jurisdiction of Metro Code is confined to the City of Lafayette and the unincorporated areas; but, because financing is provided via fees and permits, taxing issues are not applicable. With or without consolidation, annexations by area municipalities pose a threat to Metro Code's revenue base, since these entities maintain code enforcement programs independent of Metro Code.

Any structural reorganization that results in either the elimination of autonomy of the Board of Regents, vis-a-vis an executive departmental structure, or the assimilation of this authority into a functionally broader, consolidated commission might have implications for staffing requirements. As in the case of planning and zoning functions, elimination of the Executive Director position represents the most obvious and immediate potential effect of either reorganization option.

Fire Prevention Bureau

Services rendered by this division are limited to the City of Lafayette, except for arson investigations which are parishwide. All fire prevention services could be extended parishwide by legal action of the consolidated government or

they could remain essentially urban and be financed by City tax revenue. A parishwide thrust would necessitate larger support by the Parish General Fund and would encounter revenue constraints that are common to other services funded by this source.

Organizational and Programmatic Impact:

The total work program of the four agencies consists of the following sub-functions.

Lafayette Areawide Planning Commission (LAPC)

1. Comprehensive planning.
2. Development and administration of subdivision regulations.

Department of Zoning and Development Management (DZDM)

1. Development and administration of zoning regulations.
2. Zoning appeals.
3. Annexation coordination.
4. Historic preservation planning and oversight.
5. Administration of on-site signage and billboard regulations.

Acadian Metropolitan Code Authority (Metro Code)

1. Licensing.
2. Development permitting.
3. Inspection and code enforcement.

Fire Prevention Bureau

1. Inspections/enforcement.
2. Quality control.
3. Record maintenance.
4. Special programs/public education.
5. Fire investigations.

While the work program of each agency is distinct, the departments are not functionally independent of one another. In fact, from the public's perspective, it is desirable and perhaps necessary that a high level of coordination exists between these agencies. It is also desirable that review/approval guidelines, procedures and processes yield a satisfactory level of efficiency and cost effectiveness.

It is not within the limited scope of the technical report to evaluate the extent to which these public objectives are being met or to propose a specific reorganization plan that will best serve the public's wants and needs. It is advised, however, that the Charter Commission carefully weigh this issue within the parameters of the following alternative structural models:

1. STATUS QUO

The four agencies remain separate and distinct. In accordance with terms of the intergovernmental agreement, LAPC ceases to function as an autonomous body and becomes a department of the consolidated government. Fire prevention is the only sub-

function that is not departmental. Since it exists as a division of the City Fire Department and has public safety responsibility beyond the scope of development review, it should probably remain a unit of the Fire Department. Fire prevention is, therefore, not considered in the other reorganization options.

2. PLANNING/ZONING MERGER

The Planning Department and the Zoning and Development Management Department are consolidated. The newly consolidated department is headed by a Director appointed by the Mayor-President.

- A. Planning functions remain areawide.
- B. Zoning functions remain urban.
- C. Three commissions or boards having oversight over planning and zoning decisions are consolidated into one or two bodies.
- D. Historic Preservation Commission continues to exist as is or is restructured to have parishwide oversight.
- E. Metro Code remains autonomous or becomes a department of the consolidated government.

3. PLANNING/ZONING/METRO CODE MERGER

The three agencies are consolidated into one (1) department in the executive branch of the unified government.

- A. All of the above would apply except 2e.
- B. Board of Regents is abolished or reorganized.
- C. Advisory Board is abolished.
- D. Advisory Boards (4) of Standards and Appeals remain intact.

ADVANTAGES AND DISADVANTAGES OF DEPARTMENTAL CONSOLIDATION
UNDER VARIOUS OPTIONS

OPTION 1: One consolidated government which includes all territory within the boundaries of the present Parish of Lafayette, including the municipalities of Carencro, Scott, Youngsville, Broussard, City of Lafayette, and the Lafayette Parish portion of the Town of Duson.

Advantages:

- 1. Centralized development and management of regulatory services, including policies, codes and procedures, that benefit the entire parish.
- 2. Greater assurance of area municipality funding support for regulatory services provided on a parishwide basis.

Disadvantages:

1. Reduced access and loss of direct control by area municipality residents.
2. Perceived fear or real opposition to development standards and regulations that are not consonant with rural and/or small community life.

OPTION 2: Consolidation of City of Lafayette and unincorporated areas of Parish of Lafayette into a consolidated government at Parish level.

Advantages:

1. Would enable continued provision of municipal or urban services, i.e., zoning, fire prevention, and historic preservation, while having a single governing authority to consider extension of these services into unincorporated areas.
2. Significant progress has already been achieved in the functional consolidation of certain services, i.e., planning, code enforcement, and arson investigations.

Disadvantages:

1. Absence of area municipality funding participation in parishwide services except by contract, which has not been effective historically.

2. Tax base erosion of unincorporated areas unless same is stabilized by the levy of additional taxes on a parishwide basis.

OPTION 3: A Parishwide Government consisting of the City of Lafayette and the Parish Government with the Parish Government contracting with the City of Lafayette for delivery of services.

Advantages:

1. Already exists for some regulatory services.
2. Takes advantage of existing delivery capacity within City government.

Disadvantages:

1. Issues related to scope of service and financing must be decided by two governing bodies.
2. Parish General Fund remains vulnerable to annexations.

OPTION 4: A new Parishwide Government consisting of the City of Lafayette boundaries extended around the existing other municipalities onto the existing outer boundaries of the Parish of Lafayette.

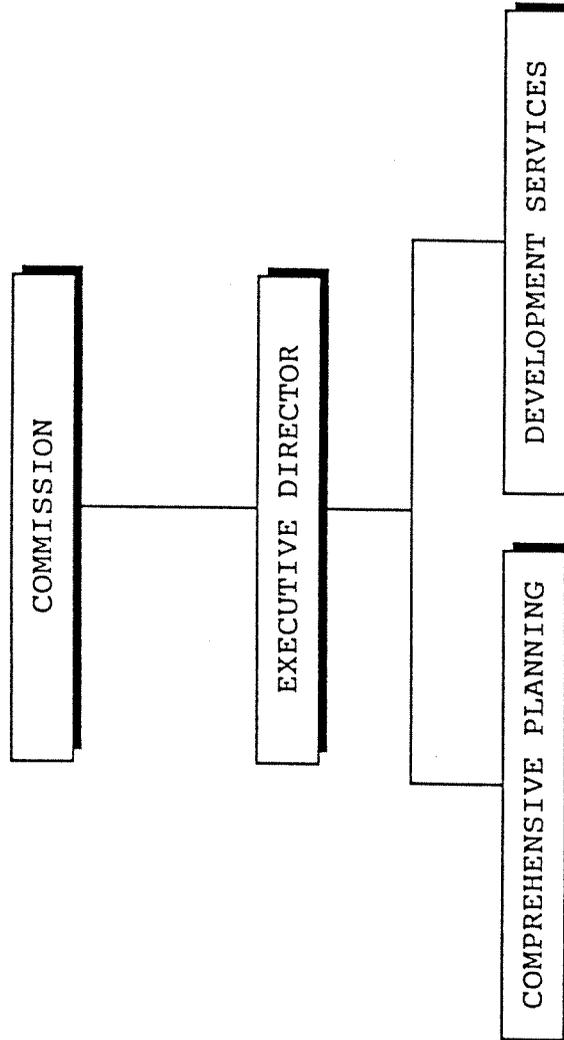
Advantages:

1. Unincorporated residents and property owners have the choice of City code enforcement, zoning, and fire prevention regulations and restrictions.
2. Increased City General Fund revenue.

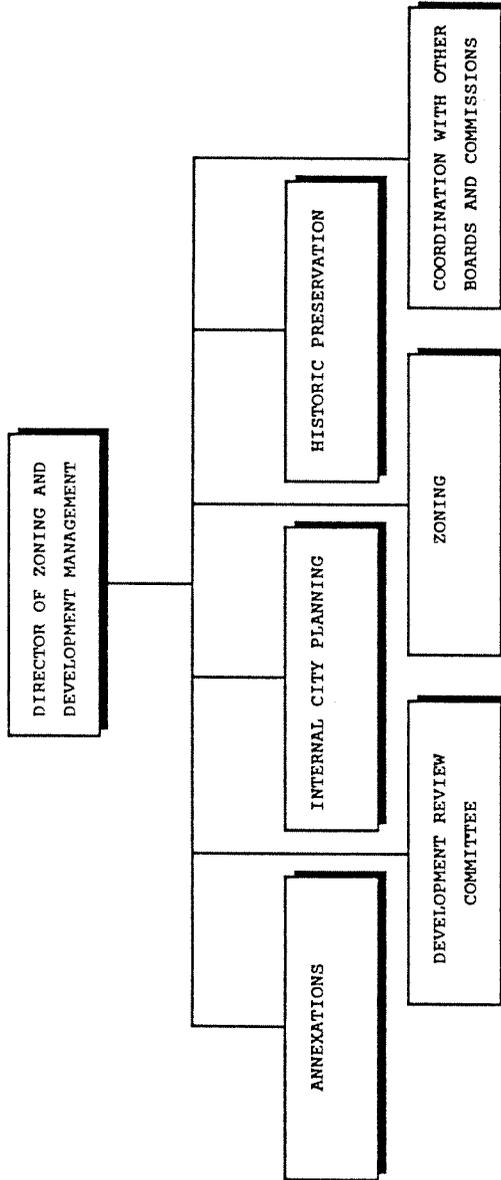
Disadvantages:

1. Rural resistance to land use regulations.
2. Reduced Parish General Fund revenue for parishwide regulatory services, i.e., planning and arson investigations.

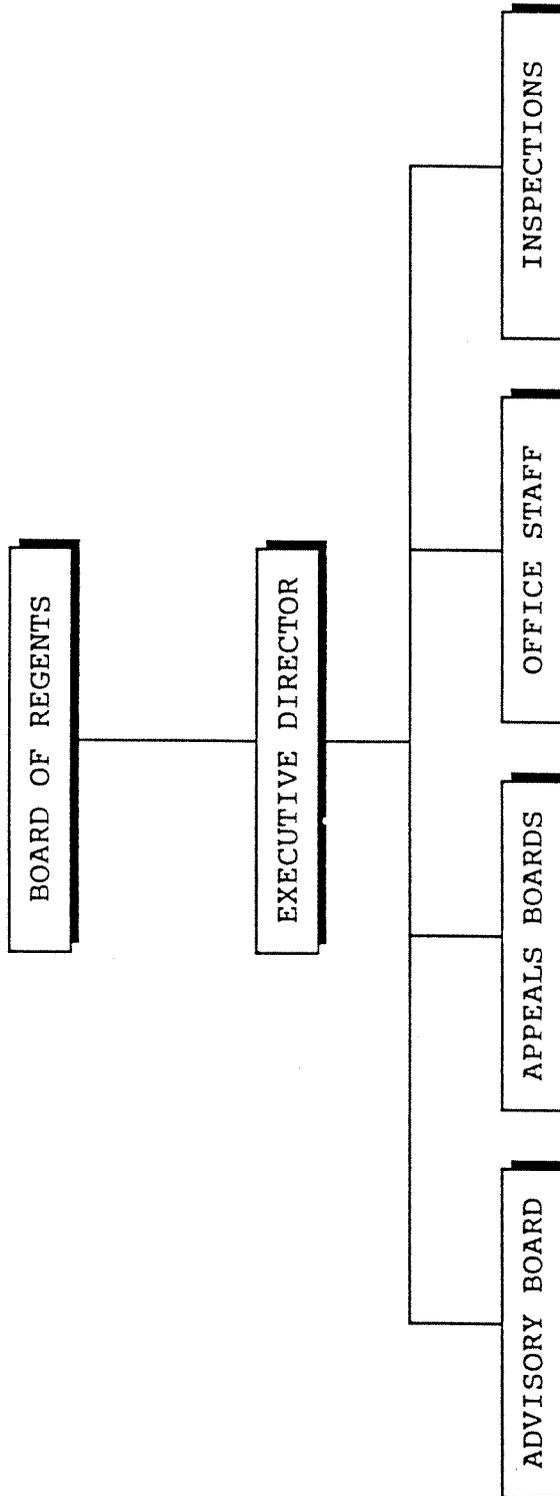
LAFAYETTE AREA-WIDE PLANNING COMMISSION



CITY OF LAFAYETTE
DEPARTMENT OF ZONING AND DEVELOPMENT MANAGEMENT



ACADIAN METRO CODE AUTHORITY



ACADIAN METROPOLITAN CODE AUTHORITY
REVENUES

REVENUES:	ACTUAL 1986-87	ACTUAL 1987-88	ACTUAL 1988-89	PROPOSED 1989-90	PROPOSED 1990-91
Building Permits	142,131	134,000	142,101	240,783	255,230
Plumbing Permits	54,233	50,000	70,053	96,500	102,290
Electrical Permits	55,176	54,000	65,470	78,995	83,735
A/C & Heating Permits	25,464	22,000	25,774	36,750	38,955
House Moving Permits	5,800	6,000	5,200	3,516	3,516
Plbg, Elect, & A/C Reg.	39,351	38,000	43,163	44,247	46,247
Sales of Maps	508	600	957	540	540
Flood Plain Charges	9,280	10,862	4,254	3,980	3,980
Plan Review	7,300	8,954	6,260	6,400	9,400
Interest on Investments	36,848	34,000	25,446	18,356	15,000
Flood Plain (City)	11,062				
Sale of fixed assets	20,097				
Other Revenue	2,502		3,549	1,385	1,385
TOTAL REVENUES	409,752	358,416	392,227	531,452	560,278

**ACADIAN METROPOLITAN CODE AUTHORITY
EXPENDITURES**

EXPENDITURES:	ACTUAL 1986-87	ACTUAL 1987-88	ACTUAL 1988-89	PROPOSED 1989-90	PROPOSED 1990-91
Personnel Salaries	409,041	336,068	309,288	299,046	285,000
Overtime				714	800
Retirement (8.5 + 1.45%)	28,530	24,029	23,290	21,714	25,725
Miscellaneous	885	1,000	1,145	240	300
Transportation	25,326	25,497	27,617	29,655	40,000
Supplies & Materials	1,341	2,000	2,943	2,647	3,000
Insurance Premiums (group,life,auto)	81,051	65,000	68,384	61,874	75,000
Telephone	5,418	6,000	3,651	3,021	4,000
Postage	1,001	1,200	1,302	1,240	1,500
Car Rental	325				
Travel & Meetings	1,335	1,000	358	675	3,000
Publications & Recordation	206			25	300
Municipal dues	125	125	125	255	300
Contractual Services	1,106	1,000	1,706	985	10,900
Printing & Binding	1,895	2,400	3,197	1,424	1,500
Auditors fees	3,210	2,750	2,562	2,650	2,550
Rent	36,000	36,000	0	0	0
Legal Fees	5,422	5,000	1,633	1,630	10,000
Radio Maintenance	2,291	2,000	823	527	1,500
Administrative Fees	38,022	40,000	35,005	36,470	40,000
Consultant fees	3,090	1,000	0	0	500
Retirement settlement	42,604	0	0	0	0
Automobiles	0	0	0	0	20,000
Office Equipment	0	0	0	0	400
Reserve					34,003
TOTAL EXPENDITURES	688,224	552,069	483,029	464,792	560,278

Analysis of

Federal Programs Function

Under

Various Consolidation Scenarios

FEDERAL PROGRAMS

The City and the Parish each operate a number of programs that are funded by Federal and State grants. Merger of the two governments would not adversely impact the funding or delivery of these services. Given the similarities in mission and goals and the common constituency served, consolidation of these programs should yield planning and coordination efforts that result in more efficient delivery of service.

PARISH OF LAFAYETTE

Job Training Partnership Act Program (JTPA)

Parish Government is responsible for the administration of grant funds awarded to Service Delivery Area (SDA) 41 by the Louisiana Department of Employment and Training. The primary funding source is the U. S. Department of Labor, Employment and Training Administration.

JTPA provides various training programs directed toward youth, unskilled adults, and dislocated workers. The targeted population comprises economically disadvantaged individuals lacking adequate occupational skills. SDA 41 serves the entire Parish of Lafayette. The JTPA Division currently administers \$4.2 million awarded by the State. The program is administered by a staff of 32 employees. A 17-member Private Industry Council (PIC), comprised of business, labor, and education representatives, direct policy decisions and approve service provider contract awards. Grant funding is awarded annually on a June to July basis.

Lafayette Parish Public Housing Agency (Section 8)

The Parish Section 8 Program assists families in the unincorporated areas of the parish and in the area municipalities. The program pays all or a portion of the participant's rent as well as provides assistance with utility costs. Funding is provided by the U. S. Department of Housing and Urban Development. Staffing consists of a full-time coordinator and a clerk typist whose service is equally divided between the Section 8 Program and a separate Grant Division. The program administers 150 Section 8 certificates having a grant award value of \$559,000, inclusive of utilities payments.

In merging federal programs, consideration should be given to consolidating the Parish Section 8 Program with the City of Lafayette Housing Authority. This concept is especially feasible in light of recent regulatory changes in the portability of Section 8 certificates and vouchers. Regulations now allow the certificates of each governing authority to be used parishwide.

Food Stamp Division

Parish Government is responsible for the distribution of food stamps to families determined eligible by the Louisiana Department of Social Services, Office of Eligibility Determinations. The State reimburses approximately 50% of the administrative costs of the office. Staffing consists of a manager and three (3) cashiers. In 1990 the Food Stamp

Division issued stamps valuing \$14.7 million. An average of 6,852 families was assisted each month. The program serves the entire parish.

Grants Division

The Parish General Fund supports a grants program administered by a coordinator and a clerk typist (50%). The division solicits and administers grant funding from the Louisiana Community Development Block Grant (LCDBG) Program. LCDBG funding is available for housing rehabilitation, and water and sewerage improvement projects located in the unincorporated areas and in the area municipalities of the parish. These grants are awarded on a per-project basis. The division also seeks grants from other funding sources.

CITY OF LAFAYETTE

The City is recipient of a \$1 million entitlement grant awarded annually by the U. S. Department of Housing and Urban Development for low/moderate income neighborhood assistance. The Community Development Block Grant (CDBG) Program is administered by the City's Department of Community Development.

CDBG-funded programs consist of economic development, housing, federal/state programs, and human services. These are fully described at the end of this section. Staff consists of 23 employees funded by CDBG. The Director's

office is funded by the City's General Fund and comprises the department director, a secretary, and an administrative assistant.

The City's grant program works very closely with a number of state and federal funding sources. In addition to the CDBG program, the department administers entitlement grants awarded to the City by the Urban Mass Transit Administration (UMTA). These funds help subsidize the City of Lafayette Transit System.

The City currently receives \$528,191 annually from UMTA for operation and maintenance costs. This grant subsidizes approximately 50% of the operating deficit. In addition, the City is entitled to capital and planning grants on an 80/20 matching ratio.

The Department of Community Development also administers various non-federally funded human services and cultural programs such as the Lafayette Senior Center, the Heymann Performing Arts and Convention Center, and the Natural History Museum and Planetarium. The latter two are described in the Recreation and Culture section of the report.

Impact of Consolidation:

Organizational

Merger of City and Parish federally-funded programs could easily be consolidated into a single department. Merger would not necessarily result in a reduction of top level executive personnel. Parish food stamp, Section 8, and grants programs

are housed in the Finance Department and make up only 41% of the total Finance Department employees. Each program is headed by a coordinator or manager who reports directly to the unclassified Finance Director. The JTPA Program Administrator is a classified position reporting to the Chief Administrative Officer. All city programs are housed in the Community Development Department, which is headed by an unclassified Director.

Programmatic

All of the above-described programs have as their primary aim the improvement of quality of life for socially and economically disadvantaged individuals. Although CDBG-funded program assistance in the City is restricted to City target neighborhood residents, many of these constituents are also served by the Parish JTPA Program and Food Stamp office since they operate parishwide. Consolidation could foster more effective linkage and coordination between economic development, human services, and job training programs.

In addition, although housing rehabilitation programs differ in scope and geographic target areas, consolidation could lead to administrative cost savings. The Parish, for example, is currently embarking upon a rental rehabilitation program that requires outside consulting expertise. The City has administered this type of program in-house for a number of

years. It has already been noted that merger of the Section 8 programs into the City Housing Authority can be easily accomplished.

With regard to affordable housing planning in general, this function is lacking in the Parish. Sound planning would suggest, however, that an affordable housing planning effort be comprehensive and parishwide.

Funding

The City of Lafayette is classified as a metropolitan city under the guidelines of Title I of the Housing and Community Development Act of 1974. The primary objective of this law is "the development of viable urban communities, by providing decent housing and suitable living environment and expanding economic opportunities, principally for persons of low and moderate income". Funds are allocated and distributed to an "entitlement" city on the basis of:

1. The average of the ratios between--
 - A. The population of that city and the population of all metropolitan areas.
 - B. The extent of poverty in that city and the extent of poverty in all metropolitan areas.
 - C. The extent of housing overcrowding in that city and the extent of housing overcrowding in all metropolitan areas; or

2. The average or ratios between--
 - A. The extent of growth lag in that city and the extent of growth lag in all metropolitan cities.
 - B. The extent of poverty in that city and the extent of poverty in all metropolitan areas.
 - C. The age of housing in that city and the age of housing in all metropolitan areas.

Urban counties are also eligible to receive entitlement CDBG funding. These are parishes having a population of 200,000 or more and a combined population of 100,000 or more (excluding metropolitan cities therein) in the unincorporated areas and in the included units of government. Jefferson Parish is the only urban county in Louisiana. Parishes having a combined population of less than 200,000 may also be classified as "urban", provided the included areas and units of local government have the preponderance of the persons of low and moderate income who reside in the parish, excluding metropolitan cities therein. As an example, the incorporated areas and area municipalities of Lafayette Parish have a combined 1990 census population of 70,322. This area cannot be classified as urban, since it does not contain a preponderance of the low/moderate income residents of the entire parish, excluding the City of Lafayette. It may be possible, however, that a consolidated City and Parish Government or a consolidation of all governments of the parish

(inclusive of area municipalities) would result in an urban county designation. This determination would be made by HUD on the basis of a demographic profile of population, poverty, housing overcrowding and age of housing characteristics. Designation of the consolidated government as an urban county could result in a higher allocation of CDBG entitlement revenue, since the Parish is not presently eligible to receive this revenue on an annual recurring basis.

Consolidation would also pose no threat to the City's entitlement to UMTA grants. Neither would the merger affect the Parish's JTPA grant or food stamp allocation, since these programs are parishwide.

**ADVANTAGES AND DISADVANTAGES OF DEPARTMENTAL CONSOLIDATION
UNDER VARIOUS OPTIONS**

OPTION 1: One consolidated government which includes all territory within the boundaries of the present Parish of Lafayette, including the municipalities of Carencro, Scott, Youngsville, Broussard, City of Lafayette, and the Lafayette Parish portion of the Town of Duson.

Advantages:

1. Greater potential for increased CDBG entitlement revenue.
2. Availability of centralized, comprehensive planning for housing and human services programs.

Disadvantages:

1. Greater demand and competition in the distribution of federal funds throughout the Parish.

OPTION 2: Consolidation of City of Lafayette and unincorporated areas of Parish of Lafayette into a consolidated government at the Parish level.

Advantages:

1. Assures the City of CDBG entitlement.
2. Expands the potential for entitlement increase.
3. Affords better coordination and linkage of existing City and Parish programs.

Disadvantages:

1. Greater demand and competition in the distribution of federal funds throughout the Parish.

OPTION 3: A Parishwide Government consisting of the City of Lafayette and the Parish Government with the Parish Government contracting with the City of Lafayette for delivery of services.

Advantages:

1. Facilitates comprehensive planning and enhanced program coordination.
2. Does not impact funding level of Parish JTPA, Food Stamp and Section 8 Programs.

Disadvantages:

1. Scope of services decided by two separate governing bodies.

OPTION 4: A new Parishwide Government consisting of the City of Lafayette boundaries extended around the existing other municipalities onto the existing outer boundaries of the Parish of Lafayette.

Advantages:

1. Increases City's CDBG entitlement revenue.
2. No loss of funding for Parish JTPA and Food Stamp Programs, since they are parishwide.

Disadvantages:

1. Greater demand and competition in the distribution of federal funds throughout the Parish.

DEPARTMENT OF COMMUNITY DEVELOPMENT

The Department of Community Development is headed by the Director of Community Development and is responsible for the successful conception, development and implementation of various policies, plans, programs and projects which foster and contribute to the improvement and preservation of the physical, the social and the economic conditions of Lafayette's neighborhoods. The three operating divisions which comprise the department and responsibilities and functions of each are as follows:

ECONOMIC DEVELOPMENT DIVISION

The **Economic Development Division** is responsible for administering supportive services which are designed to promote local commercial/industrial growth and expansion. The primary divisional objective is to improve and expand the capacity for greater business formation and growth, and to encourage the maintenance of an environment conducive to business retention. These efforts contribute to the viability of the overall local economy, enabling the creation of more jobs, expanding the tax base, and improving local government capacity to deliver vital community services. Functionally the Economic Development Division consists of five components: (1) financial incentives, (2) economic development planning, (3) minority business development, (4) business affairs, (5) federal/state programs.

The **Federal/State Programs Section** is responsible for the solicitation, administration, management, coordination and monitoring of all federal and state grant programs which are determined to be beneficial to the citizens of Lafayette and the general well-being of the community. Responsibilities include identification and solicitation of appropriate federal and state grants; assuring compliance with applicable statutory and regulatory requirements, including labor, equal opportunity, environmental, and procurement; administration and management, including citizen participation, record keeping and file maintenance, and liaison with federal funding agencies; and, coordination and monitoring, including financial management, project and/or program implementation, and performance reporting.

The Federal/State Programs Section has been or is involved with grant programs with the following federal and state departments/agencies:

Department of Housing and Urban Development	National Endowment for the Arts
Department of Interior	Department of Labor
Department of Commerce	Department of Health, Education, and Welfare
Department of Transportation	Department of Justice
National Science Foundation	Louisiana Department of Transportation
Environmental Protection Agency	Louisiana Department of Culture, Recreation and Tourism

HUMAN SERVICES DIVISION

The **Human Services Division** includes the Counseling Services Program, the operation and maintenance of the Lafayette Senior Center, and liaison with the Mayor's Commission on the Needs of Women and the Mayor's Committee on the Employment of the Handicapped.

The **Counseling Services Program** provides assistance to low- and moderate-income residents residing in certain target neighborhoods within the City. The operating base of the program is the W.D. Smith Neighborhood Center designed to serve local residents. Special emphasis is placed on outreach contacts.

The **Lafayette Senior Citizen Center** serves as a focal point for social, educational and recreational activities for senior citizens in the City of Lafayette. Known as "The Greenhouse", the Senior Center offers extensive programming through the University of Southwestern Louisiana Continuing Education Program.

The **Mayor's Commission on the Needs of Women** is concerned with facilitating an awareness of the needs and status of women in the community and undertaking complimentary programs and projects.

The **Mayor's Committee on Employment of the Handicapped** is concerned with eliminating or reducing barriers that prevent handicapped individuals from full participation in personal and community life.

HOUSING DIVISION

The **Housing Division** is comprised of two sections--Housing Code and Housing Rehabilitation.

The **Housing Code Section** is responsible for the administration and enforcement of the City's housing code--the Southern Standard Housing Code. Fulfillment of this responsibility includes inspections and technical assistance to property owners in achieving compliance with the code standards. Enforcement occasionally requires using the condemnation process.

The **Housing Rehabilitation Section** provides financial assistance to persons of low- and moderate-income and landlords living within certain target neighborhoods within the City through a variety of programs. The purpose of the programs is to promote neighborhood revitalization. Financial assistance is provided in the form of a grant and/or a loan.

DEPARTMENT OF COMMUNITY DEVELOPMENT

DIRECTOR'S
OFFICE

DIVISION OF
ECONOMIC DEVELOPMENT

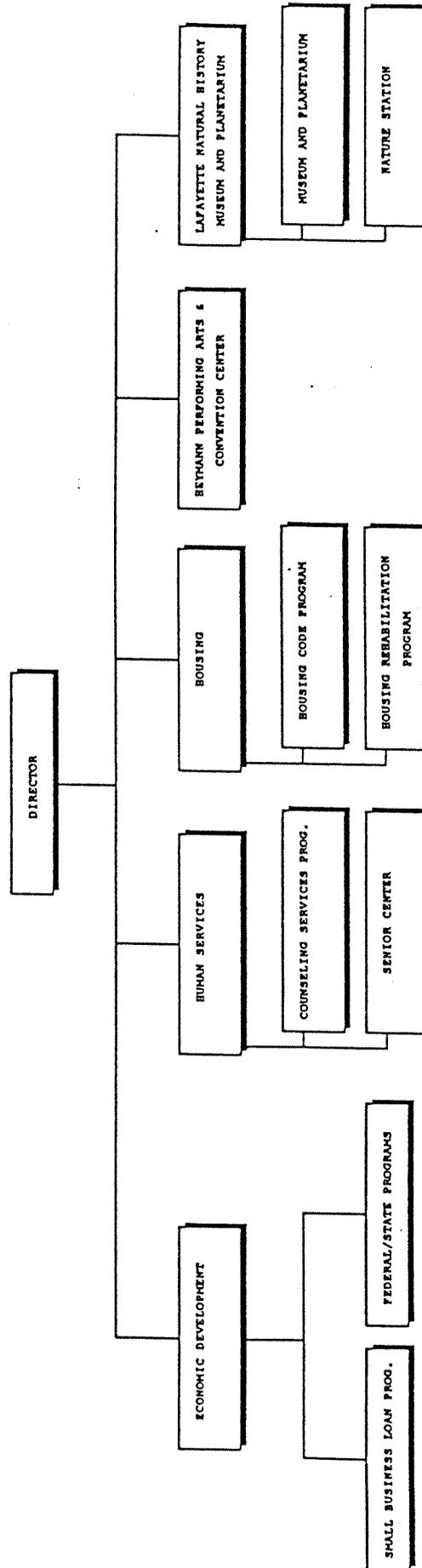
DIVISION OF
HUMAN SERVICES

DIVISION OF
HOUSING

- 0 LNEC, Inc.
- 0 LCCDC, Inc.
- 0 Minority Businesses
- 0 Business/Industrial Attraction
- 0 Enterprise Zone Program
- 0 Federal/State
- Grant Solicitation, Administration, Management:
- CDBG
- UDAG
- UMTA
- EPA
- NEA
- BOR
- UPARR
- State Transit
- Etc.
- 0 Counseling Services
- 0 Senior Center
- 0 Handicapped Services
- 0 Volunteerism
- 0 Women
- 0 Housing Rehab
- 0 Rental Rehab
- 0 NHS, Inc.
- 0 Housing Code
- 0 Dangerous Structures Code
- 0 Housing Assistance Plan
- 0 Housing Demolition
- 0 202 (Elderly Housing)
- 0 Housing Authority

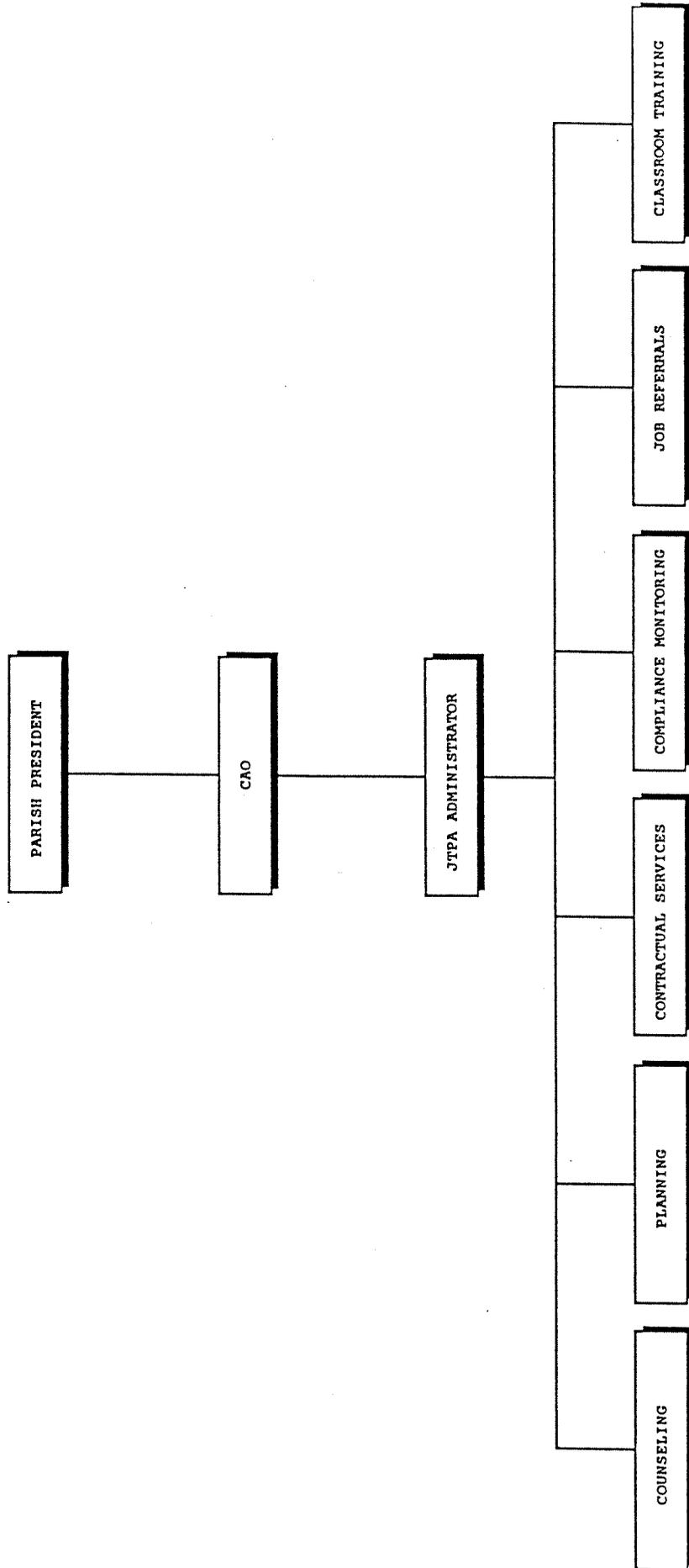
CITY OF LAFAYETTE

DEPARTMENT OF COMMUNITY DEVELOPMENT



PARISH GOVERNMENT

JOB TRAINING PROGRAMS



Analysis of

Utilities Function

Under

Various Consolidation Scenarios

UTILITIES

The purpose of this report is to present and explore various alternative options that might come into play in consolidation of some or all entities within the Parish of Lafayette that have some utility involvement.

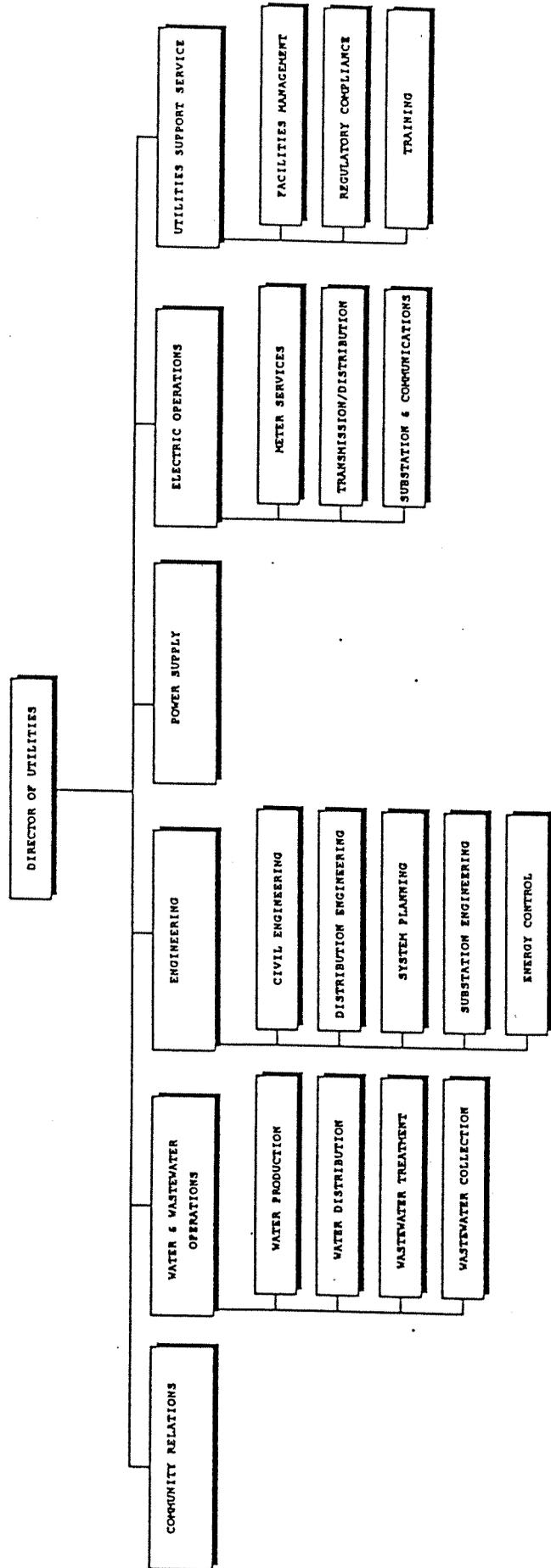
Agencies currently involved in the utility arena are as follows:

<u>Electric</u>	<u>Water</u>	<u>Wastewater</u>
GSU	LUS	LUS
SLEMCO	Scott	Scott
LUS	Carencro	Carencro
CLECO	Broussard	Broussard
	Youngsville	Youngsville
	Duson	Duson
	North/South Water District	Acadiana Treatment System
	Judice	
	Acadiana Treatment System	Sewer District No. 6
	Water District No. 3	
	Water District No. 4	

In order that the reader of this report can have a better understanding of the Lafayette Utilities System as it exists today, the following pages are dedicated to a summary description of that entity.

CITY OF LAFAYETTE

UTILITIES SYSTEM



Background

Section 4-06 of the City of Lafayette Home Rule Charter establishes a Department of Utilities and identifies that "the head of the Department of Utilities shall be the Director of Utilities, who shall be appointed by the Mayor subject to conditions of the bond resolution of March 12, 1963 as revised or amended." In addition, Section 4-06(B) states that "the Director of Utilities shall direct and be responsible for the following activities:

1. Production and distribution of electricity.
2. Water production, treatment and distribution.
3. Sewerage collection, treatment and disposal.
4. Utility engineering services.
5. Supervise contract construction work for the Utility System.
6. Maintain utility equipment in cooperation with the central garage.
7. Reading of utility meters.
8. Other such activities as may be directed by the Mayor which are necessary or incidental to the operation of the City's Utility System."

LUS Mission:

"The primary purpose of the Lafayette Utilities System is to provide reliable electric, water, and wastewater services in a courteous manner, at competitive rates, based on cost of service principles, in response to customer needs and service

requirements. LUS will operate these business enterprises in accordance with prudent utility practices to earn a reasonable return on the City's investment in utility properties and provide appropriate payment in lieu of taxes to the City."

LUS Organization:

In pursuit of the Charter requirements, the Department of Utilities is comprised of five operating divisions. Those divisions include the following (See organizational chart):

Community Relations

Responsible for the activities other than customer service which involve contact with the public. These activities include monitoring the activities of agencies such as the state legislature and the public utilities commission, coordinating LUS's advertising programs, providing educational programs for schools, home builders and realtors, performing residential energy audits and administering LUS's conservation programs.

Water/Wastewater Operations

Responsible for operating and maintaining the water and wastewater facilities of the Utilities System. The division is subdivided into four functional divisions, each headed by a superintendent. These functional divisions are water production, water distribution, wastewater collection and wastewater treatment.

Electric Operations

Responsible for all of the field activities associated with operating and maintaining the electrical transmission and distribution facilities. The functional activities include meter reading, service calls, system construction, system control and substation operations.

Engineering

Responsible for all engineering activities necessary to operate and maintain the Utilities System. The functional activities of this division include forecasting, system planning, system design, contract administration, construction management and engineering analysis in support of the other operating divisions.

Utilities Support Services

Responsible for the administrative duties associated with operating the combined utilities system. The functional activities of the division include regulatory compliance, employee training and safety, security records management, rates, facilities management and financial planning.

LUS Statistics

ELECTRIC CAPACITY

OIL/GAS	362 MW
COAL-RPS II	251 MW
(LPPA)	
HYDRO (SWPA)	<u>18 MW</u>
TOTAL	631 MW

ELECTRIC RETAIL

NUMBER OF CUSTOMERS	46,187
PEAK DEMAND	316 MW
ANNUAL kWh SALES	1,260,419,868
GROSS ANNUAL REVENUES	\$75,296,238
AVERAGE REVENUE/kWh	5.94 CENTS/kWh

ELECTRIC WHOLESALE

LEPA	\$24,592,995
(Includes Plaquemine	\$11,312,108)
NATCHITOCHEs	\$ 6,673,593
OTHERS	\$ 36,839
GROSS ANNUAL REVENUES	\$31,303,427

WATER CAPACITY

TOTAL CAPACITY	28.5 MGD
PEAK DEMAND	21.5 MGD

WATER RETAIL

NUMBER OF CUSTOMERS	34,538
ANNUAL GALLONS SOLD	4,833,138
ANNUAL REVENUES	\$6,951,860
AVERAGE REVENUE/GALLON	\$1.438

WATER WHOLESALE

SCOTT	\$156,581
BROUSSARD	\$ 11,497
NORTH WATER DISTRICT	\$158,160
ANNUAL GALLONS SOLD	237,467
ANNUAL REVENUES	\$326,238
AVERAGE REVENUE/GALLON	\$1.374

WASTEWATER CAPACITY

TOTAL CAPACITY	18.5 MGD
PEAK DEMAND	11.5 MGD

WASTEWATER

NUMBER OF CUSTOMERS	31,974
ANNUAL GALLONS TREATED	4,479,933
ANNUAL GROSS REVENUES	\$7,760,231
AVERAGE REVENUE/ACCOUNT	\$249.45

Bonded Indebtedness

LUS - ELECTRIC	\$47,581,419
LPPA	\$190,334,999
WATER	\$17,186,564
WASTEWATER	\$8,421,017

System Cost

	<u>Cost</u>	<u>Book Value</u>
ELECTRIC		
LUS	\$182,748,133	\$115,608,372
LPPA	\$150,022,118	\$110,882,709
WATER	\$42,674,015	\$31,361,798
WASTEWATER	\$66,868,000	\$53,978,272

In Lieu of Tax (ILOT)

ILOT TO GENERAL FUND \$8.5 MILLION/YEAR

Wholesale Contracts

	<u>Gross Revenues/Year</u>
LEPA	\$24,592,995
NATCHITOCHEs	\$ 6,673,593
WATER	\$ 326,238

History of Utility System

1. Utility system began operation in 1897.
2. Decision in 1949 (bond issue) to separate utility operation from the "political" arena and to place the system under a management arrangement that would ensure a businesslike operation.
3. Was accomplished by refunding of all outstanding bonds and committing by covenant to the holders of the new bonds that the LUS operation would henceforth be managed under a set of rules that

were made part of the resolution authorizing issuance of the refunding bonds.

4. The bond resolution, in summary, mandated the following:

A. That the City would retain the services of a nationally recognized utility consulting engineer.

B. That the City would retain the services of a nationally recognized bond attorney.

C. That the City could employ a qualified manager for the system would be under a contract and approved by the consulting engineer.

D. That the system would provide no free electric, water, or wastewater service to anyone, including the various departments of the City itself.

E. That no competing utility would be allowed to operate in the City limits.

F. That revenues of the system would have to be maintained by rates at a level sufficient to meet all obligations of the system.

G. That allocation of revenues would annually be in a prescribed order which essentially required (in the sequence indicated) payment of (1) debt service and reserves, (2) operating costs, (3) system renewals and

- replacements and, to the extent revenues allowed, (4) up to 12% in lieu of tax (ILOT).
- H. This ILOT payment was intended to be a tax or privilege which this separated department of the City would pay to the City's General Fund in acknowledgement of the protections provided to the system in the governing bond resolution.
 - I. That the governing bond resolution would become the "bible" under which LUS would operate.
 - J. This bond resolution has been continued in every utility bond issue since then and has effectively insulated the LUS operation from those political processes that are inherently and, at time, adversely in play in a typical municipal operation.
- 5. LUS has expropriation powers to acquire customers of other utilities after City annexation; however, it has never exercised this power choosing instead to negotiate agreements with GSU and SLEMCO for electric customers.
 - 6. LUS has competitive commercial/industrial rates and has and continues to have the lowest residential rates in the state.

7. LUS has surplus electric, water and wastewater capacity to accommodate native growth for several years based on reasonable projections. LUS can also sell utility services on a wholesale, limited basis, outside the City for several years to come in order to maximize utilization of facilities.
8. LUS's objective is to achieve the optimum return on its investments in facilities and other resources.
9. LUS does not have sufficient resources to provide the entire parish with utility services without addition of new electric generation, transmission and distribution facilities, wastewater and water plants and collection and distribution pipelines.
10. LUS owns one-half (261.5MW) of a coal fired electric generation unit in Boyce (RPS II). The coal comes from near Gillette, Wyoming via 253 rail cars also owned by LUS (LPPA). CLECO owns 30% and LEPA owns 20% of the unit.
11. LUS is presently studying the costs, benefits, economics and feasibility of extending its water services parishwide.
12. LUS has had an electric power supply study done which indicates with normal load growth a new generating unit will be needed around 2000. Lead time is 5-8 years or more.

13. LUS is a member of LEPA (19 cities) primarily we sell power to LEPA whereas other cities purchase from LEPA. Presently, through 1995, we are selling 78-110MW of surplus power to LEPA.
14. Lafayette Public Power Authority (LPPA):
 - A. Was created statutorily in order that LUS could join CLECO in joint ownership and operation of RPS II in Boyce but is not limited to this one project.
 - B. Provided certain purchasing, contractual, etc., flexibilities that are not available under LUS.
 - C. Director of LUS is Managing Director of LPPA. CEO is Mayor, and Governing Board is City Council.
 - D. LPPA sells power to City from RPS II and is a "paper entity". The rate structure for these sales is such that it covers all LPPA debt and operating, replacement and renewal costs.
 - E. LPPA debt service primes (i.e., must be paid first) LUS debt service under the LPPA bond resolution which tracks the LUS bond resolution.
 - F. The City Council simply changes "hats" when they shift from the matter of LUS business to that of LPPA.

**ADVANTAGES AND DISADVANTAGES OF DEPARTMENTAL CONSOLIDATION
UNDER VARIOUS OPTIONS**

Overall Consideration:

The following pages will endeavor to identify how the utility arena would be impacted by either of these options and to additionally identify the advantages and disadvantages perceived by the Technical Committee in each of those four alternative forms of government.

OPTION 1: One consolidated government which includes all territory within the boundaries of the present Parish of Lafayette, including the municipalities of Carencro, Scott, Youngsville, Broussard, City of Lafayette, and the Lafayette Parish portion of the Town of Duson.

Advantages:

1. Ability to expand LUS services, water, electric wastewater (provided SLEMCO, GSU, Water Districts, other area municipalities issues can be resolved). Ability to expropriate. Parishwide franchise.
2. More potential revenues, retained earnings, ILOT could be generated.
3. Possibility of stable - low rates, longer.
4. Won't have to rely on wholesale sales alone (electric) to generate revenue (return on investment) for surplus capacity.
5. Reduction in number of lines and other facilities in Parish. (Aesthetics).

6. Higher reliability and quality of service; water, wastewater and electric.
7. Economies of scale - burn more coal, use surplus capacity, lower costs/customer.

Disadvantages:

1. Governing body could include representation outside of LUS service area - may have different objectives, could hinder growth.
2. Too much growth too fast could place huge financial burden on existing (1990) LUS customers - higher rates due to cost of new facilities.
3. Could lower reliability and quality of service if expansion occurs faster than ability to operate and maintain.
4. How to deal with SLEMCO and GSU, Water Districts, other area municipalities which have customer bases in Parish.

OPTION 2: Consolidation of City of Lafayette and unincorporated areas of Parish of Lafayette into a consolidated government at the Parish level.

Advantages:

1. Remove complication as to how to interface electric aspect of LUS with other area municipalities being served by competing electric utilities.
2. All of Option 1 plus 1 above.

Disadvantages:

1. If other area municipalities remain, could cause LUS service problems to rest of Parish.
2. If other area municipalities continue to annex and USD doesn't, could be problem and lead to conflicts on service areas. Other area municipalities could "surround" USD and prohibit expansion of utilities.
3. Philosophy of rural elected representation in new government may not be consistent with pro-growth/annexation philosophy of urban area and may resultingly impede annexation and resultant ability of LUS to acquire needed customer growth.
4. May require higher rates.
5. All of Option 1 disadvantages.

OPTION 3: A Parishwide Government consisting of the City of Lafayette and the Parish Government with the Parish Government contracting with the City of Lafayette for delivery of services.

Advantages:

1. LUS could still have controlled growth - controlled rates.
2. Parish could grant LUS a franchise, subject to SLEMCO and GSU agreements, to provide water, electric and sewer services throughout Parish.

Disadvantages:

1. Does not help SLEMCO, GSU acquisition problem.

2. Does not help other area municipalities expansion problem.

OPTION 4: A new Parishwide Government consisting of the City of Lafayette boundaries extended around the existing other municipalities onto the existing outer boundaries of the Parish of Lafayette.

Advantages:

1. Annexation of City could continue.
2. Competition with other area municipalities no longer factor.
3. LUS would have expropriation rights throughout Parish.
4. LUS could achieve "controlled" growth.

Disadvantages:

1. Possibly too much growth potential too fast.
2. SLEMCO and GSU matters, beyond existing contracts, would require attention.

OTHER ISSUES AND QUESTIONS

In the course of accomplishing its work, the Technical Committee developed awareness of certain issues and questions that it felt were not within its purview to address but which it felt warranted being called to the attention of the Charter Commission for whatever follow-up, if any, the Charter Commission might wish to give to any of those matters. The following summarily identifies those issues and questions that were felt to be applicable to the utility arena:

1. What would be the advantages and disadvantages of a separate utility commission appointed under whichever new form of government is selected?
2. Under consolidation, how would ILOT be handled?
How would ILOT be spent by governing body?
3. Water and sewer needs in rural areas will intensify. How are these needs to be met?
4. Fire protection (water hydrant) needs will intensify as time goes on. How will this need be met?
5. What to do about existing water and sewer districts as well as private water and sewer systems.
6. How will the interests of the utility bondholders come into play in terms of the Urban Service District and whichever new form of government is selected?
7. No matter what consolidation option is chosen,

existing LUS (city) customers will want to hold all advantages (service, rates, ILOT) they have. This may not be possible under some options unless rates are established based on true cost of service which may lead to higher rates in rural areas. This may be a serious conflict.

Analysis of

Mandated Services Function

Under

Various Consolidation Scenarios

MANDATED SERVICES

Lafayette Parish Government and the City of Lafayette each provide services that are mandated by state law. A listing of these services is attached, along with citations of applicable laws. The following additional comments are worth noting.

1. State mandated services must be provided in their present form under any consolidated government scenario.
2. City mandated appropriations total \$1,350,836 annually and are funded by the General Fund.
3. Parish mandated appropriations total \$7,216,263 annually. Twenty-five percent (25%) are funded by the Parish General Fund and the remainder are funded by parishwide millages (except Criminal Court Fund). **Mandated appropriations are one-third of the Parish total operating budget.**
4. Parish mandated services that are funded by the General Fund represent 28% of General Fund appropriations.
5. Although state law mandates that the Parish provide and pay for various expenses of the Assessor and the Clerk of Court, these offices have been self-sustaining for the past three (3) years.
6. The Courthouse Complex fund is currently subsidizing the Correctional Center Fund in the

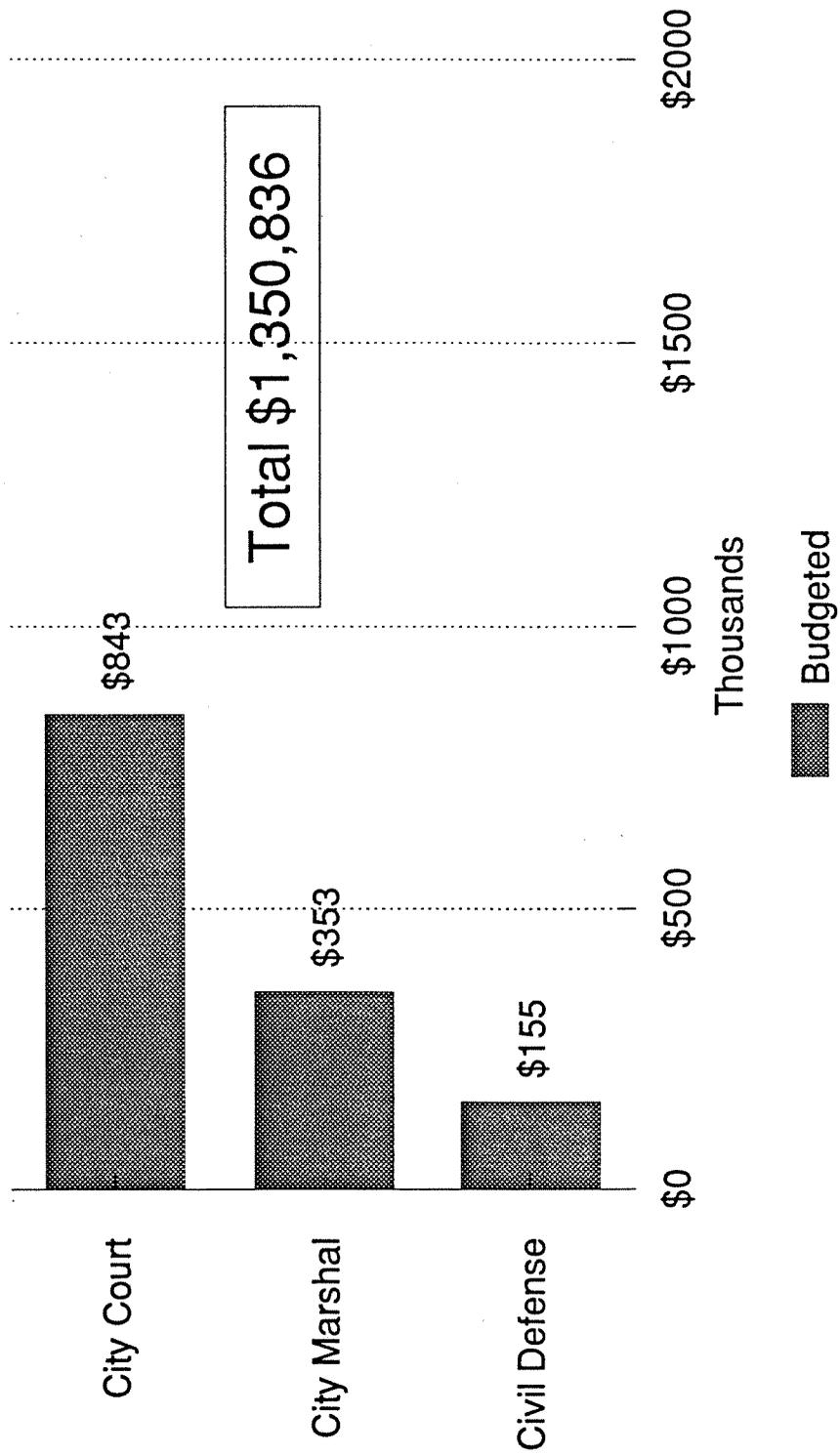
amount of \$1,000,000 annually because the millage is at maximum and is insufficient to cover the total operating cost of this facility. The millage is subject to renewal in 1997. The Parish projects that by the end of 1992, the Correctional Center will have to be subsidized by the General Fund unless an additional, new millage is levied.

7. Civil Defense is functionally consolidated and jointly funded by the City and Parish.
8. Budgets of the District Court Judges and the District Attorney are adopted by the Parish Council but the Parish does not have statutory budget control over these entities.

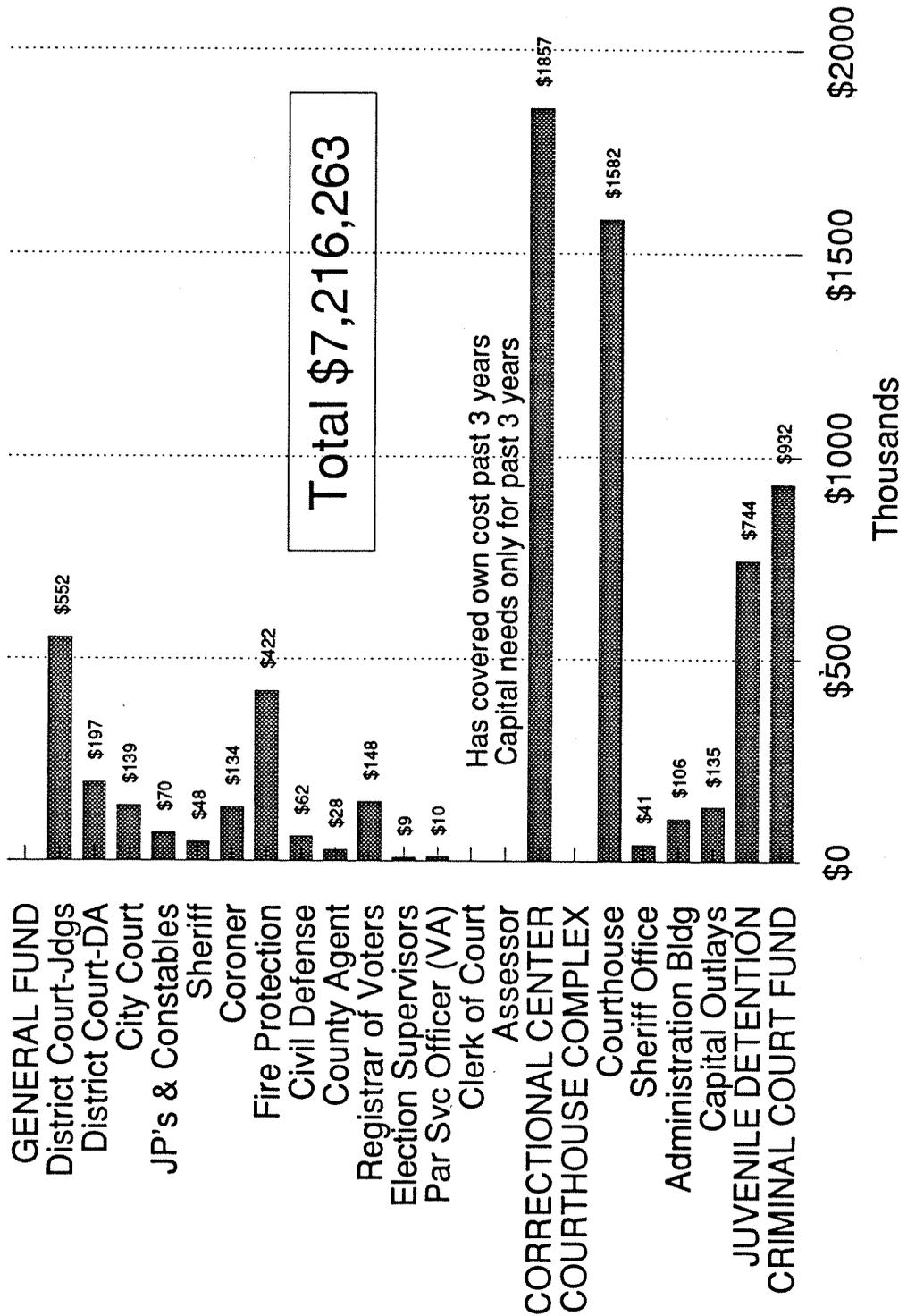
The revenue structure of the Parish General Fund, and its capacity to guarantee provision of mandated services and other parishwide functions (recreation, planning, etc.), will pose a challenge to the consolidated government. Annexations by area towns and cities will remain a threat to the long-term stability of the General Fund in a City/Parish consolidation.

CITY MANDATED SERVICES

1990 - 91



PARISH MANDATED SERVICES



MANDATED SERVICE**FUNDING SOURCE****GENERAL FUND**

District Court - Judges	General revenues
District Court - D A	General revenues
City Court	General revenues
JP's & Constables	General revenues
Sheriff	General revenues
Court attendance fees, etc.	
Coroner	General revenues
Fire Protection	General revenues + 2% rebate
Civil Defense	General revenues
Housing provided by Parish, no cost shows in budget	
County Agent	General revenues
Registrar of Voters	General revenues
Election Supervisors	General revenues
Parish Service (VA) Officer	General revenues
Housing mandated, no cost shows in budget	
Clerk of Court	General revenues
Has not required us to pay past 3 years.	
Assessor	General revenues
Has not required us to pay past 3 years.	
CORRECTIONAL CENTER	Millage + subsidy
COURTHOUSE COMPLEX (did not include parking garage)	
Courthouse	Millage
Sheriff Office	Millage
Administration Building	Millage
Capital Outlays	Millage
JUVENILE DETENTION	Millage
CRIMINAL COURT FUND	Fines + subsidy

ASSESSORS

R.S. 47:1906 provides for a fund for the payment of salaries and expense allowances of the Assessors to which the parish shall contribute in that proportion that the taxes to be received by the parish bears to the total taxes due all recipients of taxes in the parish including municipalities. The salaries of the Assessors (Orleans Parish excepted) are set out in R.S. 47:1907 and are based on a formula set out in that Statute. R.S. 47:1908 sets out the allowances of the Assessors in each parish for clerical and other expenses.

R.S. 33:4713 provides that the parish shall provide and bear the expense of offices for the Assessors together with necessary heat and illumination. The cost of such furniture and equipment, supplies and maps as may be needed shall be borne proportionately by all tax recipients in the parish. The police jury shall make the purchases and bill the other tax recipients for their proportionate share of such costs.

The governing authority of the parish and the parish school board shall advance to the Assessor's salary and expense fund such funds as may be necessary in proportion to the amount of taxes levied by each for all purposes as shown by the last completed and filed tax roll - including all special taxes levied by road and school districts. Such advances shall be reimbursed without interest to the governing authority and school board by the Assessor's salary and expense fund when the compensation provided for is paid to the Assessor by the parish sheriff and ex officio tax collector and the exempted municipalities. (R.S. 47:1906 E)

CLERKS OF THE DISTRICT COURTS

R.S. 13:782 sets the salaries of the Clerks and further provides that should fees collected be insufficient to provide for the minimum compensation of \$900.00 per month the police jury shall pay the difference. In addition to salary each Clerk is entitled to ten percent (10%) of his annual compensation as an expense allowance.

R.S. 33:4713 states that the parish must provide and pay the expense of offices, furniture and equipment needed by the Clerk and recorders of the parish for the proper conduct of their offices. Regular operating expenses such as for salaries for deputies, assistants, supplies and other expenses are paid for out of the Clerk's salary fund. R.S. 13:784 also provides for governing authorities providing office furniture, equipment and record books for their Clerks but also authorizes the Clerk to purchase such items out of any surplus in his salary fund.

R.S. 13:786 provides that whenever the receipts and earnings of the Clerk office are insufficient to provide for normal salaries and expenses the police jury may advance money to the Clerk's salary fund to pay such expenses. R.S. 13:787 provides that in any month in which fees and charges collected by the Clerk are insufficient to pay normal compensation, clerical salaries and other necessary expenses and there is no surplus from fees, etc., collected in prior months the police jury may pay the deficiency but not to exceed a total of more than \$5000.00 in any fiscal year.

R.S. 13:846 provides that the police jury shall pay the Clerk or his deputies a minimum of \$8.00 per day for attending sessions of the District Court and may pay up to a maximum of \$20.00 per day.

DISTRICT JUDGES

R.S. 33:4713 states that the parish must provide a suitable building and necessary furniture for the District and Circuit Courts. R.S. 13:691 provides for the salaries to be paid to District Judges and prohibits the parishes from paying any additional salary or benefit except (1) retiree benefits, (2) reimbursement for certain expenses, (3) membership in group insurance programs, and (4) educational grants.

R.S. 13:961 provides that there may be appointed in a judicial district as many official court reporters as there are District Judges in that judicial district. In addition the District Judges in a district sitting en banc may, with the approval of the police jury, appoint such additional court reporters as in their discretion are required. The salaries of the court reporters are set by the appointing judges and shall be paid by the parish or parishes comprising the judicial district. The court reporters are entitled to charge and collect fees for transcribing proceedings in both civil and criminal cases. (R.S. 13:961 F). The fees are to be taxed as costs of the suit in which the testimony is taken. The police jury of each parish shall provide the court reporters with an office, furniture and equipment. The court reporters are required to furnish their own supplies.

R.S. 13:1587 provides that the judges of the Juvenile Courts may employ such stenographic, secretarial and other personnel as are deemed necessary to enable the courts to function effectively and provide adequate service. The employment of such persons shall be at the expense of the court and, unless otherwise provided by law, shall be paid by the respective parishes

CRIMINAL COURTS

R.S. 15:571.11 provides that all fines and forfeitures imposed by District Courts and all District Attorneys' conviction fees in criminal cases for violations of state laws or parish ordinances shall be paid into the treasury of the parish in which the court is situated and deposited in a "Criminal Court Fund" to be used for paying the expenses of the criminal courts of the parish as provided in R.S. 15:571.11. The sheriff retains 12% of fines collected or amount of bonds forfeited to go into the Sheriff General Fund in each parish. An additional 6% of such collections or forfeitures shall be transmitted to the District Attorney to defray the expenses of that office. One half (50%) of any surplus remaining in the special fund on December 31 of each year shall be transmitted to the Parish General Fund.

CITY COURTS

R.S. 13:1874 provides for the annual salaries to be paid the City Court Judges. Such salaries are determined by the population of the territorial jurisdiction of the Court and except for those serving a jurisdiction having a population of 100,000 or more shall be paid in equal proportions by the municipalities and parish where the court is located. City Court Judges also receive compensation from the state. (\$19,008.00 per year) Those serving a jurisdiction having a population of in excess of 100,000 shall be paid by the city. The city or parish or either of them may pay to a judge any additional salary deemed proper and the salary paid a judge cannot be decreased during his term of office. R.S. 13:1875 provides that in no event will the salary of a City Court Judge exceed the salary of a District Court Judge of the judicial district in which the city court is located. R.S. 13:1883 establishes the minimum salaries for City Court Marshals and provides that except as otherwise provided such salaries shall be paid in equal proportions by the municipality and parish where the court is located. R.S. 13:1888 provides that the salaries of Clerks and Deputy Clerks of the City Courts may be fixed and paid in equal proportions by the parish and the municipality where the court is located or may be fixed and paid by either of them or in such proportions as they may determine. It is also provided that the salary of a Clerk of Deputy Clerk shall be not less than \$250.00 per month where the population of the jurisdiction served is 10,000 or more and in no event shall the salary be less than \$150.00 per month. Special provisions apply to certain city courts.

R.S. 13:1889 provides that the city where the court is situated shall furnish a suitable court room and suitable offices for the judges, clerks and marshals together with adequate fireproof vaults or other filing equipment for the preservation of records of the court. The expenses of operation and maintenance of the court room and offices are the responsibility of the city or may be apportioned as between the city and parish on such basis as is agreed upon.

JUSTICE OF THE PEACE COURTS

R.S. 33:1702 provides that in all parishes having a population of over 5,000 the police jury shall fix the pay of constables and justices of the peace and such salary shall be not less than \$30.00 per month.

DISTRICT ATTORNEYS

R.S. 16:81-912 contain the specific provisions outlining each parish's share of the district attorneys' salaries. Necessary and reasonable expenses connected with an extradition must be paid by the parish in which the offense is charged to have been committed. (Art. 279 of the Code of Criminal Procedure). R.S. 15:304 provides that all expenses incurred by the arrest, confinement, maintenance and prosecution of persons accused or convicted of crimes, their removal to prison, compensation of witness jurors, and all expenses pertaining to criminal proceedings must be paid by the parish in which the offense may have been committed. R.S. 15:252 provides that witnesses subpoenaed for final trials shall receive a per diem of \$3.00 and not more than 5¢ for each mile traveled to and from court with the exact amount to be fixed by the police jury. R.S. 15:255 provides that the police jury must pay witness fees to law enforcement officers required to attend criminal cases in District Court during regular time or Such witness fees shall be in the amount of \$25.00 per case but not to exceed \$50.00 in any one day. Such fees shall be paid from costs of court collected in individual cases tried and put in a special fund administered by the police jury.

SHERIFFS

R.S. 33:1432 provides that the parish must compensate the sheriff for certain services in criminal matters. For example, sheriffs are allowed not less than \$3.50 per day for each prisoner to cover costs of keeping and feeding prisoners in jail. Any surplus funds remaining at the end of the fiscal year shall be returned to the parish governing authority. The police jury may provide the sheriff and deputies with radio cars and other equipment, arms and ammunition and may maintain such equipment under the terms of R.S. 33:1437.

R.S. 33:4713 provides that the police jury must provide and bear the expense of offices, furniture and equipment needed by the Sheriff. R.S. 33:1430 provides that the police jury shall pay to the sheriff (or his deputies) not less than \$16.00 nor more than \$25.00 for each day spent in attending sessions of the Court of Appeal or District Court.

A Sheriff may, with the approval of the District Judge, keep on hand not more than four dogs for the purpose of tracing and pursuing fugitives. The dogs must be purchased by the Sheriff at parish expense at a price not to exceed \$500.00 per dog; \$20.00 per month per dog is allowed for maintenance and training. (R.S. 33:1438-1439)

When a Judge or Justice of the Peace transfers a prisoner from one parish to another, the parish transferring the prisoner must compensate the Sheriff of the parish to which the prisoner is conveyed for his maintenance. (R.S. 15:706)

The Police Jury may designate by ordinance a subsistence allowance of \$5. per day of the regular salary of each police official employed by the parish. (R.S. 42:1052)

The Sheriff or police jury, whichever operates a parish jail, must be paid \$19.00 per day by the state Department of Corrections for keeping and feeding each prisoner who remains in the jail after final sentence, or who has been convicted of a crime punishable by hard labor and has perfected an appeal but has not been released on bail. The department also must reimburse the cost of medical services provided outside the jail if free state services are not used. When such payments are made by the state, no additional compensation shall be paid by the police jury to the sheriff for keeping such prisoners. (R.S. 15:566 and 824)

ELECTION EXPENSES

R.S. 18:1400.1, 1400.2 and 1400.3 provide for the payment of certain election costs, including ballots, publication of polling place locations, rentals, drayage, commissioner and Deputy Parish Custodian compensation and transmitting of election returns, by the Secretary of State or the Commissioner of Elections out of state funds in gubernatorial and congressional elections and any special elections when any one or more of the following candidates appear on the ballot:

- (1) A state candidate as defined in R.S. 18:452 (1).
- (2) A candidate for the state legislature.
- (3) A candidate for judge of a district court or a candidate for judge of the criminal or civil district court of Orleans Parish.
- (4) A candidate for the office of district attorney.

In elections other than those referred to such expenses shall be paid by the appropriate governing authority that relates to the character of office or issue involved in such election. Should more than one governing authority be involved in an election the cost thereof shall be prorated among the governing authorities as equitably as possible.

REGISTRARS OF VOTERS

R.S. 18:132 provides that the governing authority of each parish shall provide office space for the Registrar and be responsible for the cost of all equipment and supplies including furniture, books, stationery and other expenses. Any and all branch offices or mobile units in operation on December 31, 1977, (including mobile registration units) may be continued in operation and those continued in operation shall continue to be funded by the state or local authorities previously responsible.

R.S. 18:55 provides for the total mandated annual salaries of the Registrar of Voters and further provides for the Mandated State Portion and Mandated Parish Portion of such salaries which are based on population figures. R.S. 18:59 does likewise for the Chief Deputy Registrars of Voters and the Confidential Assistants to the Registrars of Voters. Salaries of other permanent employees on the payroll as of the effective date of the legislation shall continue to be shared by the state and parish on the basis then in effect. The salaries of those subsequently employed are shared on an equal basis by the state and parish. The Registrar has the authority to hire and fix the salaries of temporary personnel subject to the parish having the right to approve the compensation. The salaries provided by law for the Registrar, the Chief Deputy and any other unclassified employees may be supplemented by the parish governing authority. (R.S. 18:56). R.S. 18:59.2 provides for a limitation on the number of authorized positions in the Registrar's Office (including the Registrar) based on population.

The police jury must pay the salary of any special counsel employed by the Registrar of Voters when such employment and salary are authorized by the State Attorney General. (R.S. 18:64)

Usage of the state voter registration computer is optional with each parish and the Registrar may establish a parish computer registration system. In parishes using the state system all expenses for postage costs in mailing registration notices are subject to approval by the Registrar and must be paid by the police jury.

The police jury must establish election precincts, prescribe their boundaries and number them. Act 670 of 1985 sets forth in detail the requirements regarding establishing precincts in cooperation with the Registrar of Voters, State Agencies and the Bureau of Census. One polling place must be established for each precinct to be located in public buildings where possible and public bodies must permit the use of those buildings as polling places without charge.

Voting Machines must be used in all elections except for absentee voting. (R.S. 18:1352). All such machines shall be purchased by the Commissioner of Elections with state funds.

BOARD OF ELECTION SUPERVISORS

The police jury must pay initially to the Board of Election Supervisors \$50.00 per day for up to 5 days for preparing for and supervising each election. When the only candidates in an election are for municipal or school board offices or when a bond, debt or tax election or election at which a proposition is submitted to the voters is held the police jury must be reimbursed by the appropriate body or bodies for such initial payment on an equal share basis. Any other expenses incurred by the Parish Board of Election Supervisors shall be paid by the state from funds appropriated to the Commissioner of Elections for that purpose. (R.S. 18:1400.4)

ELECTION COMMISSIONERS

An election commissioner in charge must be paid \$125.00 per election. (R.S. 18:424 E). Commissioners certified according to R.S. 18:431 (A) receive \$50.00 per election while those certified per R.S. 18:431 (B) receive \$75.00 per election. Any uncertified commissioner receives \$35.00 per election. A deputy parish custodian of voting machines must be paid \$50.00 per election. (R.S. 18:1354 (C)).

BOND, DEBT AND TAX ELECTIONS

Uniform procedures for conducting elections to authorize the issuance of bonds, assumption of debt and imposition of or increase in taxes by a police jury or special district are provided for in R.S. 18:1281-1295.

CORONERS

The laws governing the compensation and expenses of coroners were re-written in 1984 (Act 570 of the 1984 Regular Session). Under the new statutes (which are somewhat confusing) a parish coroner may be compensated for the performance of his duties either on the basis of fees for services rendered, or on a salaried basis, or on some combination of salary and fees

R.S. 33:1556 provides for a schedule of fees that coroners shall receive for performing certain services such as conducting investigations, performing autopsies, appearing in court and performing laboratory tests. In addition to the fees listed, that statute also provides for coroners to receive a reasonable fee or compensation, as agreed to by the coroner and the governing authority of the parish or municipality, for any physical or mental examination or investigation when requested to conduct such examination by the district attorney, sheriff, chief of police, any judge or citizen. This statute further provides that although a coroner may be authorized a higher fee, the affirmative approval of the governing authority of the parish shall be required for the coroner to charge more than a \$30.00 fee for a service for which a \$50.00 fee is provided for or more than \$250.00 for performing an autopsy.

R.S. 53:1558 provides, with respect to deaths, that the parish or municipality in which the deceased was domiciled, in the case of deaths due to natural causes, or the parish or municipality in which the accident or crime occurred, in the case of deaths due to other than natural causes, shall pay the coroner's fees and any necessary fees for any investigation together with the cost of any autopsy including the cost of transporting the body. However, if the coroner of the parish in which the death occurred initially viewed the body or investigated the death the fees for such viewing or investigation shall be paid to him by the parish or municipality in which the death occurred.

R.S. 33:1556 provides that all necessary expenses including supplies incident to the operation and functions of the coroner's office shall be

paid by the parish when such expenses are certified by the coroner as being necessary or unavoidable. When quarters for the coroner's office or a morgue are established by the parish, the parish shall furnish essential supplies and equipment for that office or morgue. The parish shall also pay the fees for all mental or physical examinations or investigations, commitments, interdictions, court attendance or testimony and a just fee or remuneration for attending parish prisoners.

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R.S. 18:1559 provides that any coroner who is paid only fees may be paid an additional \$500.00 per month by the parish governing authority. It further provides that the coroner shall be paid an additional \$548.00 per month by the state.

R.S. 33:1555 authorizes the coroner to appoint one or more deputy (or assistant coroners), secretaries, stenographers, clerks, technicians, official investigators, or other helpers. Salaries of such employees shall be paid by the coroner out of his fees or by arrangement with the police jury if the coroner is on a salary basis. R.S. 33:1560 provides that any expert employed by the Coroner to assist in an investigation or autopsy shall be paid by the parish or municipality such compensation as is mutually agreed upon by the Coroner and the parish or municipality responsible for the expenses of such investigation or autopsy.

R.S. 33:1570 provides that the Coroners in two or more parishes may establish a forensic laboratory if approved by the Police Juries of such parishes. Expenses would be shared on a mutually agreeable basis.

R.S. 33:1569 provides that the Police Jury may establish a laboratory with proper equipment and personnel for the work of the Coroner's office. Any municipality may participate. Article 659 of the Code of Criminal Procedure provides that fees and expenses of the Coroner (or any other physician appointed by the court) in mental criminal cases are fixed by the court and shall be paid by the parish where prosecution was instituted.

R.S. 33:1565 provides that the Coroner shall arrange for the burial of paupers, preferably by a recognized funeral home and at cost when possible. Such burial expenses shall be paid by the parish or municipality in which the death occurred.

INTERSTATE ASSOCIATIONS

R.S. 38:285.1 provides that the Police Jury may pay the expenses of delegates to meetings of interstate and national bodies and may contribute funds to support interstate or national associations which the Police Jury deems expedient for advancing the public interest.

Analysis of

Boards & Commissions

Under

Various Consolidation Scenarios

BOARDS AND COMMISSIONS

Over the course of years, various boards and commissions have been created through State and local legislation.

In some cases, such boards and commissions have been established as autonomous, decision-making bodies operating as independent governmental units. The only difference between those board and commissions and Parish/City government is that the governing bodies of the boards and commissions are appointed by other entities rather than elected by a vote of the people.

In other cases, boards and commissions act only as advisory bodies who advise Parish/City personnel as to programs and procedures for certain areas but who have no direct involvement in the expenditure of public funds.

One of the issues facing the Charter Commission will be the extent to which such boards and commissions are to be made operating departments of consolidated government, with elected officials being directly accountable for the expenditure of public funds, and which boards and commissions are to be retained as separate operating entities or as advisory boards with no direct operating responsibilities.

This was one of the issues faced by the City of Lafayette Charter Commission in the early 1970's. Prior to the adoption of the City of Lafayette's Home Rule Charter, separate commissions operated several City programs including, but not limited to, the Municipal Auditorium (now the Heymann Center

for the Performing Arts), the recreation program, and the Lafayette Natural History Museum and Planetarium. Each commission accounted for the receipt and disbursement of its funds, purchased its own materials and supplies, and entered into contracts for services and capital improvements. In the case of each of the three cited instances, the commissions were made advisory only and all operating functions were assumed directly by the City of Lafayette.

One of the problems noted by this Committee is the lack of direct control by elected officials over some vital governmental services. Once appointed, commission members are more or less independent of the appointing body. Therefore, one consideration by the Charter Commission might involve whether or not commission members can be removed when their actions are not consistent with the policies or intent of the appointing authority.

The purpose of this section is to identify existing boards and commissions, identify the public purpose served by the commission, and indicate the viability of including the commission operations as operating departments of a consolidated government. The various entities are classified between those performing direct governmental functions and those acting primarily as advisory groups. No attempt has been made to describe the advantages or disadvantages arising from the various consolidation structures since the form of consolidation is not so important in this case as the decision

to include or not to include the particular boards and commissions as departments of consolidated government. Therefore, advantages and disadvantages noted in this section pertain only to the question of inclusion or exclusion of the commissions as operating departments.

COMMISSIONS PERFORMING DIRECT GOVERNMENTAL FUNCTIONS

Lafayette Airport Commission (LAC)

Created jointly by Parish of Lafayette and City of Lafayette.

Membership: Five members nominated by Greater Lafayette Chamber of Commerce, three appointed by Lafayette City Council (must be residents of City of Lafayette) and two appointed by Parish Council (must be residents of areas outside of City of Lafayette).

Responsibility: Full power and authority to administer the Lafayette Regional Airport in all respects, including the fixing of all salaries of all employees, the expending of all funds available to it for improvements and maintenance, and generally to do everything necessary for the progressive and efficient operation of the Lafayette Regional Airport.

Funding: Self-generated revenues (terminal and hangar rentals, landing fees), federal grants (primarily for runway improvements) and a special operations and maintenance tax (expiring in 1992).

Controls: Lafayette Parish Council approves annual budget adopted by LAC and levies current operations and maintenance ad valorem tax. Both City and Parish governments must approve issuance of bonds for financing of capital improvements. Otherwise, operation is autonomous.

Advantages:

Subjects purchases, contracts, and expenditures to overall policies of consolidated government with attendant economies in purchasing and accounting.

Allows elected officials direct input into airport operations and speedier response to constituents concerns.

Disadvantages:

Specialized operation requiring extensive knowledge of airport operations and peculiar problems.

Nature of operation is that of a commercial enterprise (rents, landing fees, etc. primarily fund operations) and lends itself well to independent status.

Lafayette Parish Convention and Visitors Commission (LCVC)

Created by Parish of Lafayette pursuant to authority granted by State of Louisiana.

Membership: Seven members, as follows: One nominated by President of Lafayette Parish Government; one nominated by Mayor of City of Lafayette; and one each nominated by Greater Lafayette Chamber of Commerce, Lafayette Restaurant Association, Lafayette Hotel-Motel Association, Lafayette Retail Merchants Association, and Lafayette Bankers

Association.

Issue: Should special interest, non-elected groups be empowered to appoint members of boards and commissions responsible for expenditure of public funds?

Responsibility: Promoting conventions and tourism in the metropolitan area comprising the parish.

Funding: 3% hotel-motel tax.

Controls: Lafayette Parish Council approves annual budget. Any increase in tax rate must also be approved by Lafayette Parish Council. Otherwise, operation is autonomous.

Advantages:

Subjects purchases, contracts, and expenditures to overall policies of consolidated government with attendant economies in purchasing and accounting.

Allows elected officials direct input into tourist promotion operations and speedier response to constituents concerns.

Allows coordination of tourist promotion/tourist inducement/tourist attraction efforts at one level of government.

Disadvantages:

Lack of understanding of tourism industry by elected officials. (This disadvantage could be overcome through use

of an advisory board to advise consolidated government on needs and priorities.)

Lafayette Parish Bayou Vermilion District (BVD)

Created by Act of State Legislature.

Membership: Nine members. One member appointed by President of Lafayette Parish Government; two members appointed by Lafayette Parish Council; one member appointed by Mayor of City of Lafayette; three members (including at least one black citizen) appointed by Lafayette City Council; and two members appointed by mayors of incorporated municipalities of the Parish excluding the City of Lafayette.

Responsibility: Improving the water quality of and beautifying Bayou Vermilion in the Parish of Lafayette in an effort to promote the bayou as a recreational and cultural asset; creating and controlling a new type of viable economic development adjacent to Bayou Vermilion, so as to provide a diversified economic base for the City and Parish of Lafayette; and doing any and all other acts which would enhance the general condition of Bayou Vermilion.

Funding: Ad valorem taxes for operations and maintenance and retirement of bonded indebtedness; revenues from Vermilionville tourist attraction. Parish has also entered into a loan agreement for advance of funds to continue operation of Vermilionville in the event that revenues from that facility are insufficient to cover necessary costs of operation.

Controls: Lafayette Parish Council approves annual budget adopted by BVD and levies operations and maintenance ad valorem tax and debt service tax. Parish government must approve issuance of bonds for financing of capital improvements. In connection with the loan agreement, a special committee consisting of the CAO for the Parish, the Director of the Department of Finance, and the Lafayette Parish Council's liaison to BVD would have to approve expenditure of loan funds. Otherwise, operation is autonomous.

Advantages:

Subjects purchases, contracts, and expenditures to overall policies of consolidated government with attendant economies in purchasing and accounting.

Allows elected officials direct input into operations of Bayou improvements and speedier response to constituents concerns.

Allows coordination of tourist promotion/tourist inducement/tourist attraction efforts at one level of government.

Disadvantages:

Would require special State legislation to change format of existing board and structure.

Lack of understanding of tourism industry by elected

officials. (This disadvantage could be overcome through use of an advisory board to advise consolidated government on needs and priorities.)

Cajundome Commission

Created by intergovernmental agreements between the City of Lafayette and University of Southwestern Louisiana.

Membership: Five members. President of University of Southwestern Louisiana or his designee; chief administrative officer of the City of Lafayette; one member appointed by President of University of Southwestern Louisiana; two members appointed by Mayor of City of Lafayette.

Responsibility: Operation of Cajundome.

Funding: Self generated revenues (rentals and concessions) and an annual appropriation from the City of Lafayette of up to \$500,000 per year.

Controls: City Council reviews annual budget adopted by Cajundome Commission to determine amount of appropriations from City of Lafayette to Cajundome for operations and capital. Otherwise, Commission operates autonomously.

Advantages:

Subjects purchases, contracts, and expenditures to overall policies of consolidated government with attendant economies in purchasing and accounting.

Allows elected officials direct input into operations of facility.

Allows coordination of tourist promotion/tourist inducement/tourist attraction/entertainment efforts at one level of government.

Disadvantages:

Facility is owned by State of Louisiana. Joint operating agreement between owner (State and USL) and tenant (City of Lafayette) seems to operate well.

Negotiations for and contracts with entertainment events would be cumbersome under a consolidated government. Many of the decisions regarding entertainment events have to be made much quicker than would be possible if elected officials had to approve all offers and contracts.

Acadian Metropolitan Code Authority (Metro Code)

Created by Parish of Lafayette and City of Lafayette.

Membership: Three regents. One appointed by Lafayette Parish Government, one appointed by City of Lafayette, and one appointed by remaining incorporated municipalities in the Parish.

Responsibility: Establishing and maintaining standards for construction within the City of Lafayette and any other participating municipalities and the unincorporated areas of Lafayette Parish to insure adherence to safe building codes and practices; issuance of permits for construction; inspection of construction to insure adherence to standards.

Funding: Self generated fees. Both City and Parish of Lafayette have pledged additional funds in certain cases if the Authority could not meet its obligations.

Controls: Operates autonomously.

Advantages:

Would fit well with the idea of a one-stop shop for all construction (planning, zoning and code enforcement).

Disadvantages:

Would still not allow application of uniform building code throughout the Parish, not just to the City of Lafayette and the unincorporated areas of the Parish as is now the case, unless all area municipalities were included in the consolidated government.

Lafayette Areawide Planning Commission (LAPC)

Created by Parish and City of Lafayette in accordance with enabling State legislation.

Membership: Not more than eleven members. Two members appointed by President of Lafayette Parish Government; two members appointed by Lafayette Parish Council; two members appointed by Mayor of City of Lafayette; three members appointed by Lafayette City Council; remaining members (one or two depending upon participation of area towns) appointed by Mayors of incorporated municipalities other than City of Lafayette.

Responsibility: To preserve and protect the natural, social and economic resources of the Lafayette metropolitan

area through coordinated comprehensive planning and regulation of the subdivision and platting of land.

Funding: Primarily through annual appropriations from City and Parish of Lafayette; some grant funding for specific planning processes; small amount of self generated revenues.

Controls: Budget for LAPC must be approved and funded by specific appropriation from both the City of Lafayette and Parish of Lafayette.

Advantages:

Would fit well with the idea of a one-stop shop for all construction (planning, zoning and code enforcement).

Disadvantages:

Would require special State legislation.

Would still not allow application of uniform planning throughout the Parish unless all area municipalities were included in the consolidated government.

Lafayette Economic Development Authority (LEDA)

Created by act of State Legislature.

Membership: Twelve members, appointed as follows: Two members nominated by the Central Labor Council of Lafayette and appointed by the President of Lafayette Parish Government; two members appointed by Lafayette Parish Council, one of whom shall be a black citizen; two members nominated by the Greater Lafayette Chamber of Commerce and appointed by the Mayor of the City of Lafayette; two members appointed by Lafayette City Council, one of whom shall be a black citizen; two members

appointed by the mayors of the incorporated municipalities other than the City of Lafayette, one of which shall be nominated by the Lafayette Parish Farm Bureau; and two members appointed by the president of the University of Southwestern Louisiana.

Issue: Should special interest, non-elected groups be empowered to appoint (defacto through restricted nominations) members of boards and commissions responsible for expenditure of public funds?

Responsibility: Perform the functions of an economic and industrial development agency to further the economic development of Lafayette Parish.

Funding: Ad valorem tax assessment.

Controls: Lafayette Parish Council approves annual budget adopted by LEDA and levies operations and maintenance ad valorem tax and debt service tax. Parish government must approve issuance of bonds for financing of capital improvements.

Advantages:

Would allow better coordination of economic development efforts, including those presently being pursued by the City of Lafayette in the area of foreign trade.

Subjects purchases, contracts, and expenditures to overall policies of consolidated government with attendant economies in purchasing and accounting.

Disadvantages:

Would require amendment of state legislation.

Lack of understanding of the intricacies of economic inducement by elected officials. (This disadvantage could be overcome through use of an advisory board to advise consolidated government on needs and priorities.)

Requirements for speedy commitments during course of negotiations with potential clients, which speed might not be available under a consolidated government department.

The Industrial Development Board of the Parish of Lafayette, Inc.

Created as a non-profit corporation under approval of Lafayette Parish Government.

Membership: Seven members, all appointed by Lafayette Parish Government.

Responsibility: Corporation acts as the financing arm of LEDA, approves sale of bonds for industrial development improvements, and actually assumes title to financed property until indebtedness is retired.

Funding: None required.

Controls: Federal and state tax codes; LEDA supervision.

Advantages:

None.

Disadvantages:

Separate non-profit corporation. Inclusion in consolidated government would require dissolution of corporation.

Government would be unable to perform many of the functions allowable to a non-profit corporation, specifically, the lending of money to corporations and/or individuals.

Private Industry Council

Created in accordance with requirements of Federal funding of the JTPA program.

Membership: 17 members, appointed by Parish President upon nomination by JTPA.

Responsibility: Review and approval of contracts with private enterprise for training under the JTPA program.

Funding: None required.

Controls: All contracts are subject to monitoring, review and audit in accordance with Federal guidelines for the JTPA program. JTPA program budgets and amendments thereto approved by Lafayette Parish Council. JTPA audited as part of Lafayette Parish Government.

Advantages:

None.

Disadvantages:

Council has to stay in existence in order to comply with JTPA guidelines.

Library Board of Control

Created in accordance with State law.

Membership: Seven members. Four members appointed by Lafayette Parish Council and three members appointed by Lafayette City Council.

Responsibility: Operation and maintenance of a public library system for Lafayette Parish, including the establishment of salaries and the hiring of employees.

Funding: Ad valorem taxes (two separate millages) and certain self-generated revenues. At the present time, no subsidy is being provided from Lafayette Parish Government. However, in the past, Parish Government has had to subsidize Library operations when ad valorem tax revenues were not sufficient.

Controls: Lafayette Parish Council approves annual budget adopted by Library Board and levies operations and maintenance ad valorem taxes. All accounting/purchasing and similar functions are handled by Lafayette Parish Government.

Advantages:

Would allow greater control from elected officials in setting priorities and services to operate within existing revenues.

Would allow control of personnel salaries at consolidated government level, whereby increases would be commensurate with those for other employees of the consolidated government.

Disadvantages:

Represents a specialized area that most elected officials are not familiar with. (Observation: The Library Board consists of individuals well trained in library functions who devote a great deal of time to the operation of the library.)

Lafayette Parish Communication District

Created by Act of State Legislature.

Membership: Seven members, specified in creating legislation as the following (or their individual designee): Sheriff of Lafayette Parish, Troop I Commander of Louisiana State Police, Chief of Lafayette City Police Department, Secretary-Treasurer of Acadian Ambulance Service, Chief of Lafayette City Fire Department, Chief of the USL Police, and coordinator of the Office of Civil Defense for Parish and City of Lafayette.

Responsibility: Supervision and operation of 911 service. Entity also administers 800 mhz radio service owned by City of Lafayette and used by various entities, including Sheriff of Lafayette Parish.

Funding: Special tax added to telephone bills of Parish residents.

Controls: Autonomous unit.

Advantages:

Since the District is a parish-wide ("consolidated") operation already, it would fit well with any consolidated public safety operation.

Operation would lend itself well to establishment of a centralized communications section for all public safety entities. See, however, limitations and statutory obstacles discussed in the Public Safety section.

Subjects purchases, contracts, and expenditures to overall policies of consolidated government with attendant economies in purchasing and accounting.

Disadvantages:

Would require special State legislation, including legislation affecting individual public safety agencies.

Waterworks Districts North and South

Created by Lafayette Parish Government.

Membership: Waterworks District North: Nine members, appointed by Lafayette Parish Council by District (District A - 3 members, Districts B, F and G - 2 members each).

Waterworks District South: Five members, all from District B, appointed by Lafayette Parish Council.

Responsibility: Development, construction and operation of systems for providing potable water to residents of unincorporated areas of Parish.

Funding: Government grants and loans for construction; user fees.

Controls: Operate as autonomous units.

Advantages:

Subjects purchases, contracts, and expenditures to overall policies of consolidated government with attendant economies in purchasing and accounting.

Relies on City of Lafayette Utilities System for water supply. Therefore, would lend itself to controls and management of the Utilities System director and the expertise available from the Utilities staff.

Disadvantages:

Cost of service, due to lack of customer density, tends to be higher than that for customers within present City of Lafayette. Therefore, conflict could arise over whether rates being charged to District customers were fair as compared to customers on present City system.

Due to loan commitments and cost of service, would probably have to be operated as separate systems for accounting purposes.

Comment: Also still in existence are Waterworks Districts 1, 3 and 4 and Sewerage District 6, each of which primarily encompasses territory within present City of Lafayette. No commissioners have been appointed in recent years. Each district operates under contractual arrangements with the City of Lafayette Utilities System whereby the City furnishes all services and pays all outstanding debt of the districts. Upon payment of all debt, it is contemplated that

the districts will be absorbed by the City Utilities System. Waterworks District 1 has already been absorbed by the City and it is contemplated that District 3 will be absorbed shortly. Any decision made by the Charter Commission regarding Waterworks Districts North and South should apply also to these districts. However, merger of these three water districts and the sewer district into a consolidated utilities operation would basically require only some accounting entries.

ADVISORY BOARDS AND COMMISSIONS

Numerous other boards and commissions whose members are appointed by various governments operate as advisory-only commissions or operate autonomously without taxpayer funds. These include:

Acadian Village Commission: Operation of Acadian Village tourist attraction funded solely from admissions.

Lafayette Parish Environmental Control Commission: Advisors to Lafayette Parish Government on operation of a parish-wide solid waste program.

Floodplains Adjustment Board: Advisors to Acadian Metro Code regarding floodplain abatements.

Lafayette Natural History Museum Commission: Advisors to City of Lafayette on programs and operations of the Lafayette Natural History Museum and Planetarium.

Juvenile Detention Home Board of Commissioners: Advisors

to Lafayette Parish Government regarding operation of the Lafayette Juvenile Detention Home.

Lafayette City/Parish Recreation Advisory Board: Advisors to City/Parish Recreation Departments regarding operation of recreation programs within the City and Parish.

War Memorial Board of Control: Advisors to Lafayette Parish Government on operation of the War Memorial Building.

Heymann Performing Arts & Convention Center Advisory Commission: Advisors to City of Lafayette regarding operation of the Heymann Performing Arts and Convention Center.

Lafayette Parish Community Action Council: Responsible for operation of St. Martin, Iberia, Lafayette Community Action Agency, in accordance with requirements of federal funding for community action grants.

Since these boards and commissions could operate under a consolidated government in the same manner they are presently operating (the only difference being the recipient of the advice given) or are mandated under federal guidelines, this Committee has not attempted to develop additional detail thereon.

**Comparison
of
Charters**

COMPARISON OF CHARTERS

This document does not include a reproduction of both home rule charters for the Parish of Lafayette and the City of Lafayette. Copies of the individual charters will be furnished to the Charter Commission. In general, the two charters are very similar. However, there are certain noticeable differences which can have a great deal of effect on the operation of the government, including the balancing of powers between the Executive and Legislative branches of government.

The purpose of this chapter is to identify those areas in which the two charters differ and to identify some of the effects of the differences.

1. Composition, Qualifications and Election of Council (Section 2-01 of both charters):

Parish

Seven member body elected for four year terms from individual council districts.

City

Five member body elected for four year terms. Charter is written for at-large districts. However, section was declared unconstitutional and members are currently elected from five individual districts.

Comment: Council seats should be from individual districts. The number of seats will be determined by the Charter Commission.

Parish

Requires council member to be at least eighteen years old and a qualified elector from district at the time of qualification.

City

No age requirement stated.

Comment: The present Parish charter appears to be more definitive than the current City charter.

2. Compensation of Council:

Parish

Compensation set at \$16,800 per year. May increase compensation during term for which elected but limited to no more than a 20% increase.

City

Compensation set at \$3,600 per year. (Subsequent ordinances have increased this amount.) Ordinance to increase council salaries must be adopted by a 4/5 majority at least one year prior to next council election and can become effective only after the next election (interpreted to mean effective at commencement of next council term.)

Comment: City charter appears to be more restrictive. It removes the possibility of a seated Council granting themselves increases in pay. The last City ordinance adopted

for pay increases for elected officials did allow increases during the next term of office commensurate with general pay increases given to all City employees.

See also Parish Charter Section 3-08 (compensation of president) and City Charter Section 3-05 (compensation of mayor) which include provisions comparable to those governing compensation of the Parish and City Council.

3. Council Meetings:

Parish (Section 2-07)

Council shall meet at least twice a month at intervals of at least two weeks, and at least one of the meetings shall start no earlier than 6:00 p.m.

City (Section 2-09)

Council shall meet regularly at least every other week at such times as the Council may prescribe annually at the first meeting of the Council.

Comment: Parish charter requires a two week interval between meetings. City charter is permissive, and the City Council has elected to meet weekly. Depending upon the form chosen for consolidated government, the number of items requiring action by the Legislative branch may require meeting more frequently than every two weeks. Conversely, a requirement for weekly meetings could cause problems, particularly during the Christmas holiday season.

4. Succession to Council Office:

Parish (Section 2-07 F)

Provides for designation of a temporary presiding officer in the event both the chairman and vice chairman of the Council are absent or disqualified.

City (Section 2-09 B)

Charter is silent on the issue of who presides if both President and Vice-President of Council are absent or disqualified.

Comment: The likelihood of two officers of the Legislative branch being absent on a particular Council meeting date is good. Therefore, remaining Council members should have option of holding required meetings through the designation of a temporary presiding officer.

5. Evaluation of Administrative Functions:

The City Charter (Section 2-07 B) requires the City Council to provide for an evaluation of functions and programs carried out by administrative agencies and submission of a biennial report to the public on such functions and programs. Parish Charter contains no such requirement.

Comment: The application of this section of the City Charter has been difficult at best. Efforts by the present Council to abide by this charter requirement, the first time such an attempt has been made since the charter became effective, were less than satisfactory. Any such requirement in a new charter should provide more guidance as to how the

task will be accomplished and as to what the purpose and format of such a report is to be.

6. Action Requiring an Ordinance:

City Charter, Section 2-10 (16), requires an ordinance to "authorize any contract on behalf of the City". The Parish Charter does not have this requirement. (However, Parish contracts requiring payments beyond the end of the fiscal year are required to be authorized by ordinance. See Section 5-06 B.)

Comment: This difference affects the operation of the two governments more than any other difference in the charters. Basically, it shifts more power to the Executive Branch of government under the Parish Charter and shifts more power to the Legislative Branch of government under the City Charter. Although the Parish President voluntarily reports the results of bids (which result in contracts) to the Parish Council, there is no requirement to do so. On the other hand, the City Council has ongoing, action review of all contracts and has on occasion refused to approve contracts due to changes in policy and/or questions about the contracts themselves.

Under the City Charter, approval of contracts by ordinance would require at least a two week layover after introduction. After the Charter was approved, this was found to be cumbersome, and the City Council at that time adopted an

enabling ordinance to allow contracts to be approved by resolution as amendments to the enabling ordinance.

The responsibility for contract approval will have to be decided by the Charter Commission, but that decision is critical to the checks and balances between the executive and legislative branches of government. If the decision is made to require approval of all contracts by the Legislative Branch of government, this Task Force would suggest the creation of a special type of ordinance or resolution (i.e., contract ordinance or contract resolution) which would allow approval of contracts without the layover period required normally for ordinances.

Finally, the Parish requirement for ordinance approval of contracts extending beyond the end of the fiscal year presents some problems. The administration cannot always tell whether a contract will extend beyond the end of the year when it is awarded. For instance, a construction contract issued early in the fiscal year with an estimated completion date well prior to the end of the fiscal year would not require approval by ordinance. However, unforeseen construction delays could result in the contract extending well into the next fiscal year, in which case ordinance approval would be required.

7. Line Item Veto:

Parish (Section 2-13 B)

All ordinances vetoed by the president shall be vetoed in full, except that the president shall have the authority

to veto individual appropriation items in the ordinances adopting the operating budget and the capital improvement budget.

City (Section 2-12 B)

All ordinances that the Mayor vetoes, shall be vetoed in full.

Comment: Line item veto authority gives the Executive Branch of government more power over the budgetary process. Again, whether or not such a line item veto is allowed will be an issue to be decided by the Charter Commission.

8. Forfeiture of office - Mayor/Parish President:

City Charter Section 3-04 B provides that the Mayor shall forfeit the office of Mayor if "he [or she] violates any express prohibition of this charter". Parish Charter Section 3-04 is silent on this matter.

Comment: Although there has been no case of challenge since the City Charter was adopted, it appears that an inadvertent violation of the Charter by the Mayor could result in forfeiture of office.

9. Vacancy in Office of Mayor/Parish President:

Parish (Section 3-05 B)

Parish Charter provides that in the event the office of president becomes vacant, the council shall appoint a person to that office who meets the qualifications for the office.

City (Section 3-04 C)

City Charter provides that in the event the office of mayor becomes vacant, the President of the Council shall succeed to the mayoralty.

Comment: In both charters, the term of the successor to the vacant position is determined in accordance with state law.

Succession to this office is an important issue. Under the Parish charter, the Council may select any qualified individual, including a member of the Council. Under the City Charter, the Council has no choice and could find itself in the position of having a Council President succeed to the Mayoralty who, in their opinion, was not qualified but who had the fortune or misfortune of serving as Council President when the office of mayor became vacant.

10. Temporary Absence of Chief Executive Officer:

Parish (Section 3-06)

Charter provides that in the event of the temporary absence of the president, the powers and duties of the office shall be exercised as follows:

First 15 consecutive days: Chief Administrative Officer

16th to 60th consecutive days: Chairman of Council

After 60 consecutive days: Office declared vacant

Charter also provides that in the event the Chairman of the Council is unable to serve as acting president, the

office shall be filled by the vice chairman, or by a council member selected by the council if both the chairman and vice chairman are unable to serve.

City (Section 2-09)

Charter provides that if Mayor is temporarily absent for more than 72 hours, the President of the Council shall assume the duties and powers of the Mayor upon adoption of a resolution by the City Council. City Charter makes no provision for any further succession to the office of Mayor other than the President of the Council.

Comment: The Parish Charter appears to provide a much more workable succession than does the City Charter. In at least one instance in recent history, the Mayor of the City of Lafayette and all five council members were out of the City in excess of 72 hours. Although the City functioned smoothly in their absence, there was some discussion as to who was in charge during the period.

Realistically, the chief administrative officers of both the Parish and City are probably closer attuned to the day to day operations of the Mayor/President's office than the Chairman/President of the Council and could adequately perform the functions of the chief executive officer for the fifteen day period specified in the current Parish Charter.

11. Disability of Chief Executive Officer:

Parish (Section 3-07)

Charter gives clear guidance as to actions to be taken in the event president becomes disabled, including a procedure whereby the Council can appoint a panel of medical experts to determine whether the president is able to discharge the functions of the office.

City

Charter is silent.

Comment: In spite of today's medical advances, unforeseen disabilities (strokes, Alzheimer's disease, etc.) can occur. Parish charter provides means of removing president in such cases either voluntarily on the part of the president or involuntarily through action of the council. Under the City charter, a mayor could continue to serve in the office of mayor even though he or she were physically or, more importantly, mentally unable to discharge the functions of the office.

12. Appointment of Department Heads:

Parish (Section 4-01 A)

Department heads appointed by president, subject to approval by the Council.

City (Section 4-01 B)

Department heads appointed by Mayor. (No council approval required.)

Comment: The Parish Charter appears to somewhat blur the line between the executive branch of government and the legislative branch of government. However, it does offer the additional protection of allowing the council to disapprove any departmental director who appeared to be incompetent or appointed only for political reasons. Conversely, the City Charter places full responsibility on the mayor for the selection of his cabinet and his determination that they are capable of fulfilling the duties of the position to which they are appointed.

13. Legal Department:

Parish (Section 4-03 A)

Parish attorney appointed by president subject to a favorable vote of two thirds of the council.

City (Section 4-03)

City attorney appointed by mayor subject to confirmation by Council.

Comment: Since the legal department represents both the executive and legislative branches of government, the appointment should probably have support from a larger than simple majority of the council. In both cases, however, the difference between a two thirds majority and a simple majority is only one vote (5 vs. 4 at Parish 4 vs. 3 at City). The Charter Commission should review this requirement in light of the number of districts created.

14. Failure to Adopt Budget:

Parish (Section 5-02 B)

Upon failure of council to adopt a budget prior to the end of the fiscal year, 50% of the amount appropriated for the prior fiscal year shall be reappropriated for the new fiscal year and shall be in effect until such time as a new budget is adopted.

City

No provisions for failure to adopt a budget.

Comment: Parish charter provides a reasonable escape clause for continuation of government in the event disagreements prevent the adoption of a new budget. The City budget passed by a vote of only 3 - 2 in 1990. Had the vote been 2 - 3, the City would theoretically had to stop operations until a new budget was enacted or the Council would have been forced to adopt a budget they did not want in order to prevent cessation of operations.

15. Lapse of Capital Appropriations:

Parish (Section 5-07) and City (Section 5-06) Charters both allow an appropriation for a capital expenditure to continue in force until the purpose for which it was made has been accomplished or abandoned. The purpose of any such appropriation shall be deemed abandoned if three years pass without any disbursement from or encumbrance of the appropriation.

Comment: Capital appropriations by the City of Lafayette are readily identifiable since they are made from funds specifically designated for capital expenditures. The Parish of Lafayette, however, has no separate funding source identified or restricted to capital expenditure. Hence, capital appropriations are made from operating funds. Consequently, it is difficult to determine what constitutes a capital appropriation in the Parish budget.

In an attempt to clarify the matter, the Parish administration notes capital appropriations in its proposed budget by means of asterisks or other notations. Additionally, in order to prevent the carryover of appropriations for small equipment, furniture, etc., the administration has adopted an arbitrary amount as the cutoff for capital appropriations.

Any new charter should clarify what constitutes a capital appropriation and specify means of identification of same for purposes of determining application of the carryover provisions.

For Charter Commission Use

FOR CHARTER COMMISSION USE

During the course of its work, the Technical Committee obtained information as to how other communities in various parts of the nation had approached comparable efforts to consolidate governments in given locales.

Of all reports received by the Technical Committee, it was felt that a paper entitled, "The Quest for Change: City/County Consolidation As A Solution For the Problems of Metropolitan Areas" by Glen W. Sparrow, Assistant Professor of Political Science at the University of Arkansas at Little Rock best identified certain factors that the Technical Committee feels the Charter Commission should be aware of as it pursues its work.

Focus in this instance is not intended by the Technical Committee to be on the failure of the involved Sacramento plan referendum and the statistical results of that referendum but rather upon the conclusions reached by Professor Sparrow as to the lessons of that particular consolidation effort and referendum.

Presented at the
ASPA Southeast Regional Conference
Knoxville, Tennessee, October 12-14, 1977

THE QUEST FOR CHANGE:
CITY-COUNTY CONSOLIDATION AS A SOLUTION FOR
THE PROBLEMS OF METROPOLITAN AREAS

By

Glen W. Sparrow
Assistant Professor of Political Science
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Sacramento County, California is one of the growing list of areas that have attempted city-county consolidation in recent years. After three years of study, charter drafting and promotion, the plan of government was rejected by the voters by a three to one margin. The county thus joins the ranks of "failures" in the field of metropolitan reorganization. It is in hope of providing more information for the expanding body of knowledge on city-county consolidation that this brief examination of Sacramento's effort plus some suggested courses of further study is undertaken.

This paper is an attempt to briefly explain the Sacramento experience, to describe the historic, geographic, demographic and political background for the area, to examine the commission that labored to provide for change in the local governments and to inspect the charter of government it produced. The paper will also include an interpretation of the results of the effort and finally suggest some issues and ideas in the area of metropolitan reorganization that need greater illumination and further study. The function of the paper is to present ideas and develop an agenda for inquiry. My purpose is not to argue for or against city-county consolidation but to present it as one of many valid approaches to solving metropolitan problems.

Sacramento - A Sketch

The City of Sacramento was located at the confluence of the Sacramento and American Rivers by the gold seekers who used the city as the jumping off place for the gold fields of California's Mother Lode. As most boom towns, it grew spasmodically and without plan and by 1849 had 10,000 residents and the first city charter issued in California. Even after the gold had played out, Sacramento's location in Northern California's fertile central valley ensured the growth of the city. In 1858, the state legislature consolidated the City and the County of Sacramento, an experiment which lasted for five years when the

legislature restored the governmental entities to their original form. Since this early experience, Sacramentens have never been hesitant to experiment with governmental forms. In 1892, a mayor/council charter form was adopted, in 1911 a commission form of government was implemented and in 1921 a new charter calling for manager/council government and proportional representation became effective. The 1921 charter, less proportional representation, is still in effect. The County of Sacramento was governed under the state legislature drafted plan until 1933 when the present county charter was approved by the county residents.

Geographically, Sacramento County sits in the north central portion of California. It is almost 1,000 square miles in size and contains close to 700,000 residents. The county's economy is based on government-federal state and local; retail and wholesale trade - as the economic center of the north central valley; services - including tourism and recreation; and agriculture - which has increased in dollar value in recent years. The City of Sacramento is the largest city in the county and has a population of about 275,000. Three smaller cities with a combined population of about 11,000 are found on the county's border to the east and south. A unique feature of Sacramento's population distribution is the large number of persons residing in the suburban unincorporated area. A majority of the county's approximately 700,000 population lives outside the cities in an urban/suburban environment.

The census of 1970 indicated that 19% of the county population was made up of racial minorities (9.2% Spanish American, 5.8% black and 3.6% oriental). The City of Sacramento contained 65% of all persons described as racial minorities.

In 1970, the breakdown of local governments in Sacramento County indicated: one county, four cities and 127 special districts (school districts are not included). The county was governed by five supervisors elected by district and a hired county administrator. The three largest cities had council/manager

governments and the smallest city had a strong mayor/council form of government. The special districts were divided almost equally between dependent (in which the Board of Supervisors sat as the governing board or appointed it) and independent (in which the governing board was elected). The services provided by these single purpose districts ranged from water, parks, and fire to cemetery. A small number were county wide in area and others were as small as a few square blocks. Most of the special districts provided metropolitan type services in Sacramento's unincorporated suburbs.

Municipal Reorganization - Sacramento's Experience

In the post World War II era, Sacramento's progressive, reform minded leaders were impressed by the talk of metropolitan consolidation and the success of the Baton Rouge/East Baton Rouge Parish consolidation of 1947. During these years, the Chamber of Commerce and the Sacramento Bee, the county's major daily newspaper, were the major promoters of city-county consolidation. In 1956, a committee was created to study the idea. The Public Administration Service of Chicago was hired and produced The Government of Metropolitan Sacramento.¹

This volume presented a plan for a consolidated city-county including a system of boroughs. The PAS report, which Victor Jones terms "relevant" and admonishes us to "bring it down from the library shelves and once again into public view",² was stimulating but was never implemented. Five citizen committees followed this initial study commission from 1958 to 1971, all endorsed the concept of metropolitan government.

In 1965, the City of North Sacramento merged with Sacramento. A state constitutional amendment in 1970 made city-county consolidation feasible by removing constitutional barriers and in 1971, the Sacramento County Board of Supervisors and the Sacramento City Council formed the Citizens Committee on Local Governmental Reorganization (CCLGR) with the charge to: draft a charter

of government for a consolidation of governments in the county and develop a plan to provide for a county wide vote on the charter.

The Citizens Committee was composed of forty members chosen from throughout the county, special districts, labor, management, County Taxpayers League, both the Republican and Democratic parties, and a cross section of special interest groups. The CCLGR was balanced with geographic representation from urban, suburban and rural areas and was nominally representative of the county. The Committee hired a five person staff and using the seed money provided by the city and county acquired a U.S. Department of Housing and Urban Development 701 planning and management grant. Over the thirty-two months of its operation, the Committee received and spent about \$300,000; \$120,000 from the city and the county and the remainder from the federal government.

The Committee set an ambitious schedule for itself and decided that rather than depend on past studies, it would re-study the entire issue. During the first year, an inventory and analysis of all local governments in the county was undertaken; plans for a number of alternative governmental structures were drafted and discussed; and an active public relations campaign undertaken. In the second year of its existence, the CCLGR drafted and lobbied through the state legislature enabling legislation, as required under the 1970 constitutional amendment; contracted for and received a fiscal impact study of the effect of reorganization on Sacramento County; and prepared for the public hearings and preliminary drafting of the charter. During the third year, from January to May of 1974, public hearings were held and initial drafts of the charter were prepared. In June and July, a preliminary final draft was completed, submitted to the citizens and final hearings were held. On August 6, 1974, the final proposed charter was completed and approved by thirty-five members of the committee.⁵ From August to November the campaign for the acceptance of the charter was undertaken.

The Charter - A Metro-Federal Proposal

The charter submitted to the electorate for the November 1974 general election was both an innovative call for significant change and a pragmatic document written by enlightened political knowledgeable. The charter called for the consolidation of the City of Sacramento, the County of Sacramento and most special districts. In form, it provided for municipal home rule. The structure of government outlined in the charter proposed a metro-federal form of local governance including a central, city-county metropolitan tier and a secondary community government level. The metropolitan tier would provide for a separation of powers between the executive (an elected mayor who would be required to hire a professional chief administrative officer) and the legislature (an eleven member Board of Supervisors elected from districts of equal population). The mayor would be responsible for the administration of the city-county level, would propose and submit his budget and legislative program and have veto power over acts of the Board. The Board would have residual legislative powers, could override the mayor's veto with seven votes and would have investigative powers.

The second tier of the proposed Sacramento government consisted of a number of community governments given power in the charter to organize, elect representatives, hire employees and provide enumerated services. The relationship between the two levels, which was explicitly described in the charter, divided responsibility for provision of services between the metropolitan and community governments, required the upper level to provide adequate finding for the communities and allowed for the transfer of service responsibilities between levels. While the "partnership" reflected in the charter was not a perfect example of a federal system, it proposed a more innovative structure than any in operation, at that time, in the United States and it allowed for the future transfer of greater power to the communities.

Other provisions of the charter: retained the four elected county adminis-

trators: Auditor, Assessor, District Attorney and Sheriff; established urban and rural service districts (this would allow for a variable taxing schedule that would relate taxes to services); dissolved and consolidated all special districts in the county except those in rural areas of the county and those that were bi or multi county; allowed the three smaller cities in the county a separate vote to decide if they were to be a part of the city-county or were to continue as independent incorporated entities; established a property tax limitation; allowed the city-county to assume the bonded and other indebtedness of the consolidated jurisdictions; established a personnel system that included a traditional civil service commission and an innovative employment relations commission to deal with employee collective bargaining issues; maintained the initiative, referendum and recall; created a city-county ombudsman and finally, established the method for transition.

The Charter Campaign - The Frustration of the Electoral Process

In the literature on city-county consolidations a special place is always reserved for the campaign for acceptance of a reorganization proposal. From the early Greer and Long reviews of St. Louis⁴ through ACIR's Factors Affecting Voter Reactions . . .⁵ to Professor Marando's recent studies,⁶ the point is made that the ultimate success or failure of metropolitan reform proposals seems to reside in the quality of the campaigns waged for or against the proposals.

The conclusion seems obvious, and with some fear of being termed a heretic by the professional community, I would state it as follows: The campaign for a local governmental reorganization is far more important to its adoption than the studies and analysis that precede it or the quality of the change proposed.

In short, if significant local governmental reorganization is to be achieved, more time, money and emphasis must be provided for the campaign than is devoted to the study and drafting of the proposal.

Even after reviewing and studying charter campaigns that occurred in the United States over the past twenty five years, the Sacramento proponents for the charter made most of the same mistakes that had been made and documented in the past. Like a moth attracted to a flame, the proponents seemed unable to break the hypnotic spell seemingly endemic of liberal reformers to expect the voter to simply choose reasonable and objective, but somewhat "abstract", change over the status quo. Vincent Marando identifies this effect in failing city-county consolidation campaigns and adds: "Generally, middle class citizens, in conjunction with governmental 'experts', identified and articulated problems, usually based on the idea of a more efficient and economical method of government performance. The problems identified were in most cases abstract in nature ...reform oriented...or determined to exist by an expert's definition...."⁷

The seemingly suicidal approach of the proponents in Sacramento reflected most of the acts that should be avoided in charter campaigns. The citizens committee that had drafted the plan turned over the campaign to people unfamiliar with the details of the proposal. The Citizens for Measure A ran a campaign based on logic and rational discussion; in effect took the "high road" and left to the opposition the emotional and what appeared to be the persuasive arguments. The proponents chose to debate the issues in balanced public forums and were trapped by a format that usually allowed the opponents the final argument. The supporters of the charter did not raise enough money (they were outspent about three to one) and allocated these limited funds poorly. The proponents based their approach to the voters on efficiency and economy arguments and the quality of the proposed system but were hesitant to attack the status quo or those operating that system. In a campaign based on the need to educate the voters to a significant change in the local governmental system the proponents did not have the resources to carry on a media educational campaign. Those supporting the charter turned out to be soft in their support while the oppos-

ition, bouyed by emotional appeals to stopping "take over," "centralization" and "raising taxes" gathered hard support as the campaign continued.

When the vote was counted, it became apparent that the rejection was total. Only seven out of over 700 precincts in the county supported the charter. With 61% of the registered voters voting on Measure A, 51,415 voted yes, in favor, and 157,421 voted no, or against for a three to one ratio against county wide. The City of Sacramento voted 63% against while the unincorporated suburbs of the County voted 83% against.

The results of the election were quite conclusive, the people of Sacramento County rejected the charter overwhelmingly. The voters of the City of Sacramento were more receptive to the idea of reorganization than those who resided in the unincorporated area but they still defeated the proposal conclusively. The three smaller cities would have nothing to do with the charter (they defeated it over 91%, collectively) even when offered the opportunity to opt out of city-county government. The reorganization of local government in Sacramento County, as presented, was obviously unacceptable to the voters of the county.

Metropolitan Reorganization - A suggested agenda for future research

In a paper prepared for a Symposium on western states local government reorganization,⁸ Professor Joseph Zimmerman listed the city-county consolidation referenda attempts in the United States between 1947 and 1976. He notes "Only fifteen of the sixty consolidation proposals or twenty-five percent, received the sanction of the electorate in the thirty year period 1947-77. Seven of the approvals occurred under the special conditions prevailing in Virginia and three other consolidations occurred in non-metropolitan areas."⁹ It should also be noted from his figures that since 1970, thirty-four attempts have been made and only six successes have been recorded. So while the attempts have intensified the successes have declined. Also of the six proposed consolidations approved,

two were in Alaska and two were in Virginia and only two (Columbus/Muscogee County, Georgia and Lexington/Fayette County, Kentucky) even approached the traditional city-county consolidation model.¹⁰

These figures point out one significant fact, a lot of time and money has been committed to the proposal that structural reorganization of local government is thought to be necessary. It would seem to behove those of us who study and those who propose metropolitan government reorganization to begin to determine why, as attempts increase successes decline. An effort to halt the sheer waste of manpower and money in these unsuccessful attempts should stimulate our research. My association with Sacramento and my continued interest in and study of city-county consolidation has produced a number of questions that I feel should be at least discussed before we commit even more time and money to further reorganization attempts. In the balance of this paper, I would like to raise some of these questions and provide some of my thinking on the issues raised.

1. While there seems to be a trend in the literature on city-county consolidation to determine success or failure based entirely on the approval or disapproval of voters when offered a referendum; perhaps the question should not be win or lose, but rather the degree of change. Since the Sacramento attempt is the only city-county consolidation proposal I am completely familiar with, I will use it as the basis of my remarks and conclusions. In Sacramento, as noted above; the Charter was defeated three to one by the voters. Based on this fact, it would appear that the reorganization attempt was a failure. But as I have attempted to show elsewhere¹¹ during the time the city-county consolidation was being discussed, the charter drafted, the campaign being waged and in the period since the vote, a number of important and significant changes have occurred in Sacramento. A brief list of the more important changes that have occurred since 1972, which I consider are a direct result of the consolidation effort, would include:

- The chiefs of the twenty-three special fire districts begin to meet on a regular basis and have seriously considered the merger of all fire districts into two consolidated districts.
- A single fire code for Sacramento County has been approved.
- Serious proposals have been made to consolidate the planning commissions of Sacramento City and Sacramento County.
- Citizen advisory committees have been created.
- A single metropolitan sewage treatment district has been formed and the voters approved, by a 2/3 majority, bonds for the district.
- An umbrella water agency for the metropolitan area is near formation.
- The Local Agency Formation Commission now includes special district representation.

Most importantly, the political leaders of the city and the county, even those who opposed consolidation, are proposing functional consolidation of selected city and county services on a planned basis.

In short, while the voters refused to accept an overall change in government, education of the political leadership seems to have taken place and change is occurring. The direction of this change is toward greater cooperation and the actual merging of selected services. It would seem that the raising of the reorganization issue has had a qualified effect on Sacramento government. While the changes are not massive, they are present and seem to be continuing.

I would be interested in knowing if this same phenomenon has occurred in other areas that rejected consolidation? Studies should be undertaken to see if incremental change toward greater consolidation of services occurred when political consolidation was attempted, even if it is rejected. Perhaps we should cease viewing success of referendum as a simple zero sum game.

2. Another issue raised in my study of Sacramento, and worthy of further study, is the role of elites in consolidation efforts. In an article that stim-

ulated my thinking on this issue, Thomas Henderson and Walter Rosenbaum state, "(A)n elite would seem able to defeat a consolidation proposal by adopting either a posture of active opposition or passive indifference; only active support can be expected to result in a successful consolidation effort."¹² Intrigued by their thesis, I begin to explore, in a superficial manner, the role of the community elite on the Sacramento effort. From my non-empirical and limited study of Sacramento, I feel that there is some substance to the Henderson and Rosenbaum thesis. In Sacramento, it seemed that the elite could not control the charter commission and hence they did not get the charter they desired. The impact of the community elite was felt, however, during the campaign. It appears to me that the lack of enthusiasm and the deficiency of campaign contributions were due to the elite control of the campaign committee and were an important factor in the defeat of the Charter. My conclusions are based on impressions and observations but after two and a half years and discussions with many of the players, my impressions seem to be valid. Regardless, I feel there is enough of a question raised to recommend that further study, of a quantifiable nature, be undertaken to further explore the Henderson and Rosenbaum thesis.

3. A number of articles have been written dealing with the reform tradition of local government and more recently with evaluations of the effect of this reformism on local outputs and institutions.¹³ Starting with Banfield and Wilson's ethos theory and continuing through Agger, Goldrich and Swanson; to Lineberry and Fowler and to a recent article by Berman and Merrill, these inquiries have attempted to explore the effect of the traditional reform movement on local government. There seems to be a void in the literature, however, in the relationship of reform to metropolitan reorganization. It would seem that if the presence of a traditional reform government (usually defined as city manager structure, at large and nonpartisan elections) has an effect on policy outputs,

responsiveness and citizen attitudes, among others, it should have some relation to the voter's attitude toward metropolitan reorganization.

In Sacramento, the city and county governments both met the definition of reform government, with the exception that the County Board of Supervisors and the City Council were elected from single member districts. Both governments were of the home rule variety, operating under voter approved charters. The city charter had been approved in 1921, the county charter was newer and had been adopted in 1933. Various charter amendments had been approved over the years changing, in an evolutionary and incremental manner, the two structures of government. The last major change occurred in 1971 with the approval of a district system of election which replaced the at-large system of choosing council members in the City of Sacramento.

The point that emerges from most of the reform studies is that a reform type of home rule government is more open to incremental change. I would suggest that in the case of metropolitan reorganization the citizens with reform governments seem to recognize that having available to them standard methods to amend their governmental system tends to negate the need for the significant change that a consolidation proposal offers. Thomas Scott, in an illuminating article which proposes a continuum of metropolitan change, indicates that "revolutionary" change is not acceptable to voters under normal circumstances.¹⁴ If reform-type governments can change as the voters feel the need and not to change if there seems to be no need, there may be, in the voter's mind, no reason to accept radical or sudden change. Consolidation attempts according to Scott are of the sudden or revolutionary type.

I would propose that there is a need for further study along these lines. Zimmerman's list of city-county consolidation attempts offers a starting point for this type of investigation. Although there are problems in defining reform governments and limiting the reform variables, some very good ground work has

already been laid. The need now would seem to be to examine reformism as it relates to those areas experiencing city-county consolidation referenda. Does the presence of a reform government provide the possibility of a greater or lesser degree of acceptability by the voters?

4. An issue that was important to the voters in the Sacramento consolidation effort was the level, quality and cost of services provided by the various local governments. The dialogue that emerged during the discussion, drafting and campaigning ranged over many levels. The main debate, however, revolved around the question of whether services could be provided at a lower cost by a central government or by the decentralized special districts. While the argument was heated, it did not provide much illumination. The most apparent fact that emerged was that there is just not much data available to determine what level of government should provide services. While there has been some work done on economies of scale by urban economists,¹⁵ the U.S. Advisory Commission on Intergovernmental Relations¹⁶ and some of the public choice proponents¹⁷ there is a need for much more investigation of quality and cost of urban services. The voters are not unaware of the important services provided by local government and when faced with a city-county consolidation referenda, they are concerned with the questions of cost effectiveness and of who can provide the best services at the lowest cost.

It seems that the success or failure of referenda is significantly influenced by the question of whether services can best be provided by a centralized or decentralized government. If there is an area of study that has been based on impression and rhetoric and lacking in solid empirical evidence it is this area. In my view, before further attempts at metropolitan reorganization are undertaken and more time and money spent on charter commissions and campaigns, the question of services has to be investigated more fully. As political scientists we have an obligation to determine how services can be provided in a cost

effective manner before we recommend either centralization or decentralization of local governments.

A glaring problem that I feel requires our attention is the development of criteria which will determine the quality of services. It is impossible to opt either for greater centralization of services or for the decentralization of services if we cannot accurately assess and/or compare services. After we have found a method of determining quality of services, the way will be open to begin determining costs, economies of scale and levels or sizes of governments that can efficiently and economically provide services. As a starting point, I would suggest that it would seem most practical to deal with services individually. I do not feel that all local government services can be lumped together and through some calculus or utility determine the single most desirable governmental source to provide them. It would appear that services must be looked at separately, evaluated, variables determined, and then comparisons made within the service. If we can move to a situation whereby we can determine what is "good: or "adequate" or "cost effective" fire service, police service, recreation service, street cleaning service or any other locally provided service; then we may begin to compare the provision of these services between centralized, decentralized or federal forms of local government. At the present time, it seems we do not have the definitions or qualities of "good" service so we are at a loss to determine which level of government would best provide them, let alone to begin to deal with the question of costs or economies. We need some comparative criteria and before we have this, I find it difficult to feel capable of recommending or even discussing the question of whether consolidation is a correct or incorrect solution to metropolitan problems.

5. Since in almost all instances voters will ultimately decide the fate of city-county consolidation proposals, it would seem necessary to determine what it is in their local government the voters like and what they dislike.

This type of information can be determined prior to the elections through public opinion surveys, public hearings and interaction between the charter drafters and the citizens. Most charter commissions have been attentive to citizen demands. In Sacramento, great effort was made to involve and listen to the people.

It is after the vote that we have tended to abandon our studies. For all the attempts at city-county consolidation, few follow up studies have been completed which would help us determine why voters rejected or accepted a particular plan. Private foundations, local governments and the federal government have tended to be cautiously generous in funding charter studies. But too often the referendum has been viewed as the finish of the study. There is a need to convince the various financers of metropolitan reorganization of the need for evaluation and analysis of the referenda. Surveys to determine why voters chose to vote the way they did on a charter need to be undertaken. The large number of failures of city-county referenda indicate that the citizens are not satisfied with the proposals. However, too little effort has been made to find out why and for what reasons. In this area as in others, we as the professionals must seek more and better information as to voter attitudes before we proceed further with recommendations for metropolitan reorganization.

Conclusions

It is hoped that the function of this paper has been twofold: (1) to provide a brief case study of the Sacramento experience so that it may add a small footnote to the literature on city-county consolidation efforts and (2) to raise a few of the issues that I observed in the Sacramento effort that I feel are worthy of further or future study.

There are serious questions being raised in the more recent literature as to whether city-county consolidation is still, or ever was, a viable approach to the solution of metropolitan problems. After five years of rather intensive

study and involvement with city-county consolidation, I must admit that I have not reached definite conclusions as to the utility of merger as a solution. My observations and studies indicate that consolidation is a solution, one among many. I would not recommend it in all cases or probably in very many instances. But neither would I reject it completely, as some would suggest. I see the problems of urban areas as important and in need of solution. Structural reorganization or change is one approach and city-county consolidation is a sub-class of structural change. Local governments are diverse, individualistic and products of innumerable variables. Each is different, to some extent, and should be viewed as an individual entity. Therefore, the solutions should be flexible, numerous and varied and city-county consolidation is one of many solutions that can be considered. Until we can better answer some of the questions raised above (as well as many more raised by others), we can not adequately make any recommendation for or against consolidation. I am afraid this statement holds true for other solutions as well but I am today primarily interested in consolidation.

Local government in the United States is a unique and individualistic arena of the American concept of federalism. Local governments have served the system well. They offer to the citizen democratic, grass roots involvement, they furnish a mechanism for the provision of vital services, and they provide method for the resolution of conflicts. Local governments will be retained; its position in the American system is insured; the issue before us is how best to improve its role. There can be no single solution to the problems of the metropolitan area, our institutions are and the American character is too diverse to think that there is a single road to utopia.

Those of us who labor in the vineyards of local government must be varied in our knowledge and adaptable in our search for solutions. We should discard no possible solutions and we should be prepared to understand that local prob-

lems and institutions are individualistic and have great variation. So also should the solutions be varied, flexible and individualistic. Citizen perception, demand and idiosyncrasies require differing approaches. As local governments - at least in metropolitan areas - tend toward a greater role in conflict resolution and citizen participation and demands become more intense, their alternatives should tend to provide greater variety. Thus it is for us the practitioners, observers, and prescribers, to seek a larger spectrum of solutions not a narrower one. It is through an enlarging of the continuum of solutions that local government will have a better opportunity to solve its problems. And it is our role to increase our knowledge and options, for if we do not, local government may fail for lack of choice.

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6. Vincent Marando and Carl Reggie Whitley, "City-County Consolidation: An Overview of Voter Response," Urban Affairs Quarterly, 8 (December 1972): 181; Vincent Marando, "Voting in City-County Consolidation Referenda," Western Political Quarterly, 26 (March 1973): 90; and Vincent Marando, "The Politics of City-County Consolidation," National Civic Review, 64 (February 1975): 76.
7. Marando, "The Politics of City-County Consolidation," p. 78.
8. Joseph Zimmerman, "Non-Structural Solutions for Metropolitan Problems: A Research Agenda," paper prepared for the Annual meeting of the Western

Political Science Association, Phoenix, Arizona, April 1, 1977.

9. Ibid., p. 3.
10. Not included in Zimmerman's study are three city-county referenda in Montana-Missoula County (defeated), Anaconda-Deer Lodge County (adopted), and Butte-Silver Bow County (adopted) all in 1976. James Lopach and Lauren McKinsey, "Montana Local Government Review: Reflections on Product and Process," National Civic Review, 66 (July 1977): 339.
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13. See for example: Edwin Banfield and James Q. Wilson, City Politics (Cambridge: Harvard University Press, 1963); Robert Agger, Daniel Goldrich and Bert E. Swanson, The Rulers and the Ruled (New York: John Wiley and Sons, 1964); Robert L. Lineberry and Edmund P. Fowler, "Reformism and Public Policies in American Cities" in Dimensions of State and Urban Policy Making, Richard H. Leach and Timothy G. O'Rourke (eds.) (New York: Macmillan Publishing Co., 1975); and David R. Berman and Bruce D. Merrill, "Citizen Attitudes Toward Municipal Reform Institutions: A Testing of Some Assumptions," Western Political Quarterly, 29 (June, 1976), 274.

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