The Structure of Local Government in Allen County

PRESENTED BY THE MIKE DOWNS CENTER FOR INDIANA POLITICS AND THE COMMUNITY RESEARCH INSTITUTE IPFW

NOVEMBER, 2004
History and Purpose of This Project

Restructuring governments in Allen County has been the subject of discussion and debate for more than 30 years.

The debate was reinvigorated by the bills introduced in the 2003/04 session of the Indiana General Assembly.
History and Purpose of This Project (continued)

Informed discussion about what governments in Allen County should look like can happen only if:

- All interested parties are at the table.
- There is an agreement about what our local governments
  - Look like,
  - Are required to do by the Indiana Constitution and law,
  - Do as a matter of custom and tradition, and
  - Do based on the demands of their constituents.
History and Purpose of This Project (continued)

John Stafford of the Community Research Institute and Andrew Downs of the Mike Downs Center for Indiana Politics were asked to make a presentation that explained the current structure of governments in Allen County.

Stafford and Downs felt that no presentation could be made unless interviews were conducted with those who serve as elected officials in local government.
History and Purpose of This Project (continued)

- Stafford and Downs led facilitated discussions with elected officials of various units of government including county, township, city, town, and special taxing districts.

- These meetings helped to:
  - Provide a more complete picture of what our governments in Allen County do and
  - Bring many of the interested parties to the table.
History and Purpose of This Project (continued)

The purpose of this project was to compile a comprehensive and accurate accounting of government services in Allen County.

This information should help to ensure that any discussion regarding the restructuring of local governments will be based on fact and the input of those who serve.
Project Financing

- The Charter Government Study Project, Inc. and other individuals agreed that this project should be completed and made contributions to the IP Foundation and to the Community Research Institute.

- The Charter Government Study Project, Inc. and other supporters have no editorial control over the content of this presentation or the final report.
Personal Biases

The positions of Stafford and Downs on potential changes to the structure of government have evolved over time.

Currently, they do not have an opinion about what the best structure of local government would be.

Two biases that they do carry are:

- There is no one structure of local government that will work for every county and
- That the Indiana General Assembly should give more home rule authority to local units so that the local units could structure themselves in the most effective manner for meeting the needs of the public.
Methodology

Local units of government were broken into six categories:

- County, judicial
- County, other
- Townships
- Third-class cities and towns
- Second class city
- Special taxing districts
## Methodology (continued)

<table>
<thead>
<tr>
<th>Date</th>
<th>Group</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>4/19/04</td>
<td>Township Officials</td>
<td>Jefferson Middle School</td>
</tr>
<tr>
<td>4/26/04</td>
<td>Third-Class Cities and Towns</td>
<td>Grabill Community Center</td>
</tr>
<tr>
<td>5/26/04</td>
<td>County, Judicial</td>
<td>City County Building</td>
</tr>
<tr>
<td>6/1/04</td>
<td>County, Other</td>
<td>City County Building</td>
</tr>
<tr>
<td>6/3/04</td>
<td>Second-Class City</td>
<td>City County Building</td>
</tr>
<tr>
<td>6/4/04</td>
<td>Special Taxing Districts</td>
<td>IPFW</td>
</tr>
<tr>
<td>7/1/04</td>
<td>County Commissioners</td>
<td>City County Building</td>
</tr>
</tbody>
</table>
Methodology (continued)

Before each facilitated discussion, Stafford and Downs:

- Reviewed constitutional and legislative requirements
- Developed a series of questions that served as the planned outline for the discussion
Units of Local Government in Allen County

The various units of local government in Allen County essentially can be placed into five categories:

- County government
- Townships
- Public schools
- Municipalities (cities and towns)
- Special purpose districts
2004 CERTIFIED BUDGETS OF ALL ALLEN COUNTY TAXING UNITS WITH AUTHORITY TO LEVY PROPERTY TAXES

- **TOWNSHIPS**
  - $11,495,587
  - 2%

- **MUNICIPALITIES**
  - $142,541,472
  - 19%

- **COUNTY**
  - $121,817,424
  - 16%

- **SPECIAL DISTRICTS**
  - $57,855,678
  - 8%

- **SCHOOLS**
  - $416,786,529
  - 55%
## County Government Offices

<table>
<thead>
<tr>
<th>County Office</th>
<th>Required by Constitution</th>
<th>Required by Statute</th>
<th>Term Limits</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheriff</td>
<td>X</td>
<td></td>
<td>8 / 12 Years</td>
</tr>
<tr>
<td>Clerk of the Courts</td>
<td>X</td>
<td></td>
<td>8 / 12 Years</td>
</tr>
<tr>
<td>Coroner</td>
<td>X</td>
<td></td>
<td>8 / 12 Years</td>
</tr>
<tr>
<td>Surveyor</td>
<td>X</td>
<td></td>
<td>No</td>
</tr>
<tr>
<td>Auditor</td>
<td>X</td>
<td></td>
<td>8 / 12 Years</td>
</tr>
<tr>
<td>Recorder</td>
<td>X</td>
<td></td>
<td>8 / 12 Years</td>
</tr>
<tr>
<td>Treasurer</td>
<td>X</td>
<td></td>
<td>8 / 12 Years</td>
</tr>
<tr>
<td>Commissioners</td>
<td>X</td>
<td></td>
<td>No</td>
</tr>
<tr>
<td>County Council</td>
<td>X</td>
<td></td>
<td>No</td>
</tr>
<tr>
<td>Assessor</td>
<td>X</td>
<td></td>
<td>No</td>
</tr>
</tbody>
</table>
County Sheriff

Rhode Island and Hawaii are the only two states in which the sheriff is not elected by the voters.

Performs several basic services:
- Basic law enforcement in unincorporated areas
- Contracts to provide law enforcement in some municipalities
- Operates the Allen County Jail
- Serves warrants for the judicial system
- Maintains the safety and security of the courts
- Provides selected public safety communications
- Operates the county work release program
- Provides animal control in unincorporated areas
Clerk of the Courts

Performs several basic services:

- Receives, files, and maintains civil, juvenile, and criminal orders
- Attends (usually through a deputy) all sessions of court
- Issues and records documents related to wills, estates, and trusts
- Issues marriage licenses and payments in support cases
- Serves as the secretary of the election board
- Receives filings and reports from select office seekers
- Issues certificates of elections to successful local candidates
Coroner

- Does not have to be a medical doctor
- Has the authority to arrest the sheriff when a warrant is issued
- Determines the cause of death:
  - In cases involving violence and casualty
  - When someone is found dead in unexplained circumstances
Surveyor

The federal and state governments have mandated changes to stormwater management by county governments and the implementation of the mandate is being led by the county surveyor.

Performs several basic functions

- Establishes all section corners and maintain records of all section corners in the county
- Prepares and maintains record books of all sections and legal surveys
- Provides expertise on the construction and maintenance of bridges, drains, ditches, highways, and culverts
The auditor serves a dual role

Performs several basic duties

- Clerk to the Board of Commissioners and the County Council
- Keeps the accounts and issues warrants for the payment of claims
- Prepares the annual tax duplicate showing the value of property and taxes assessed against each taxpayer
- Provides all municipal corporations with estimates of assessed valuation and taxes to be received
- Distributes funds to local government units
- Serves as the fiscal officer of the county
Recorder

The fees that the Recorder may charge for the recording of documents are specifically set forth in the Indiana Code.

Preserves public records

- Deeds
- Mortgages
- Liens
- Leases
- Articles of incorporation and amendments
- Certificates authorizing foreign corporations to do business within the state
- Army and Navy discharges
- Bankruptcy notices
- others
Treasurer

- The Board of County Commissioners may remove the Treasurer from office if he/she is “delinquent” and has been sued on his official bond.
- Collects, retains custody of and invests, and disburses county government funds.
- Sends property tax bills to all property owners (or their representatives) in the county and collects all state and local general property taxes for all units of government in Allen County that receive property taxes.
- Performs duties that are county duties and an extension of the statewide property tax system as established by the Indiana General Assembly and as administered by the Indiana Department of Local Government Finance.
## County Government Offices Established by the Indiana Constitution

<table>
<thead>
<tr>
<th>Office</th>
<th>Number of Employees</th>
<th>Percent of Allen County Employees</th>
<th>General Fund</th>
<th>Percent of the General Fund</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheriff</td>
<td>350</td>
<td>18%</td>
<td>$8,847,821</td>
<td>12%</td>
</tr>
<tr>
<td>Clerk</td>
<td>65</td>
<td>3%</td>
<td>$2,390,867</td>
<td>3%</td>
</tr>
<tr>
<td>Coroner</td>
<td>7</td>
<td>1%</td>
<td>$510,000</td>
<td>1%</td>
</tr>
<tr>
<td>Surveyor</td>
<td>18</td>
<td>1%</td>
<td>$817,863</td>
<td>1%</td>
</tr>
<tr>
<td>Auditor</td>
<td>27</td>
<td>1%</td>
<td>$865,345</td>
<td>1%</td>
</tr>
<tr>
<td>Recorder</td>
<td>15</td>
<td>1%</td>
<td>$209,122</td>
<td>1%</td>
</tr>
<tr>
<td>Treasurer</td>
<td>13</td>
<td>1%</td>
<td>$392,373</td>
<td>1%</td>
</tr>
</tbody>
</table>
County Government Offices Established by the Indiana Constitution

The constitutionally required offices consume 28.6% of the 2004 general fund budget and 17.1% of the total county certified budget.
County Government Offices
Established by Statute

- Board of Commissioners
- County Council
- County Assessor
Board of Commissioners

- Three commissioners elected to staggered four year terms
- Serve as the “county executive” and as the “county legislative body”
- Indiana legislation enables county commissioners to appoint a “county administrator”, who serves at the pleasure of and under the supervision of the board of commissioners. Allen County does not have a county administrator.
Board of Commissioners (continued)

- Makes appointments to boards, commissions, and other agencies
- Receives bids and authorizes contracts
- Issues bonds
- Prepares the annual budget for the part of the budget under the direct control of the commissioners
- Recommends to the council a package of salaries and benefits for the county
- Audits and authorizes claims against the County
- Controls and maintains all county property including the courthouse, jail, and other properties
- Serves as the County Drainage Board with the assistance of the county surveyor
- Serves on the Solid Waste District
Board of Commissioners (continued)

-Contracts with private people or corporations for emergency services
-Exercises the county’s power of eminent domain
-Establishes, maintains, and improves streets, roads, and highways in unincorporated areas of the county
-Hears appeals of township assistance claims that were denied by the township trustee
-Provides veteran relation services
-Establishes and enforces minimum building standards
-Maintains a county correction program for non-violent offenders
-Provides for the organized planning of development in unincorporated areas of the county through a planning commission
The following departments report to the commissioners:

- Building Department
- County Services
- Data Processing
- Emergency Management
- Highway
- Human Resources
- Maintenance – City/County
- Public Information
- Safety and Environmental Affairs
- Youth Services Center
The departments reporting to the Commissioners have 247 full-time employees and 55 part-time employees.

Just under 16% of all Allen County employees

These departments are funded through a variety of sources including the general fund, CEDIT, and LRS/MVH.
County Council

- Elected to serve four year terms without term limits
- Three at-large members are elected during presidential elections
- Four district council members are elected during mid-term elections
- In 89 of the 91 counties, the county council is strictly a fiscal body
County Council (continued)

Performs several fiscal functions

- Fixes the tax rate for the county
- Imposes the tax levy
- Makes appropriations to be paid out of the county treasury
- Adopts the annual budget for the county
- Incurs debt for the county
- Appropriates funds after the budget is set
- Transfers balance in dormant funds to the general fund
- Fixes salaries for employees paid by the county funds
- Approves tax abatements
Assessor

- Elected to serve 4 year terms without term limits
- There are 147,500 parcels of land in Allen County as of 2002.
Assessor (continued)

The assessor functions under the direction of the Indiana Board of Tax Commissioners.

Specifically, the assessor:

- Oversees a general reassessment of property in the county.
- Serves as the secretary of the Property Tax Assessment Board of Appeals.
- Advises and instructs township assessors.
- Reviews the work of the township assessors.
- Represents the state Inheritance Tax Division.
## County Government Offices
Established by Statute

<table>
<thead>
<tr>
<th>Office</th>
<th>Number of Employees</th>
<th>Percent of Allen County Employees</th>
<th>General Fund</th>
<th>Percent of the General Fund</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commissioners</td>
<td>19</td>
<td>1%</td>
<td>$14,478,403</td>
<td>20%</td>
</tr>
<tr>
<td>Council</td>
<td>7</td>
<td>1%</td>
<td>$135,363</td>
<td>1%</td>
</tr>
<tr>
<td>Assessor</td>
<td>21</td>
<td>1%</td>
<td>$228,613</td>
<td>1%</td>
</tr>
</tbody>
</table>
“The structure of county government in Indiana does not allow for a focal point of executive and administrative authority in the county. Instead there is a dispersion of executive and administrative power, mainly due to the number of elected county administrative officers, each with statutorily vested powers and duties. Because the chain of command is vaguely defined, the need for developing cooperative attitudes and a spirit of genuine teamwork among all elected officials is extremely important.”

–from the Indiana County Government Handbook prepared by the Association of Indiana Counties
COMPONENTS OF THE ALLEN COUNTY
2004 CERTIFIED BUDGET
ALL FUNDS
BY MAJOR FUNCTIONAL CATEGORIES

- General Government: 20%
- Courts and Criminal Justice: 35%
- Roads and Bridges: 10%
- Public Health: 3%
- Welfare: 18%
- Property Assessment: 2%
- Capital Projects: 9%
- Community & Economic Development: 3%
Observations from the meeting with county officials

- Allen County is a geographic area, not a unit of government.
- No centralized authority in the county
- Difficult to do long-range planning because there is no centralized authority
- Each office sees its duties in narrow terms, but as pieces of a much larger puzzle.
- Each council member serves as a liaison to specific county departments.
- Each county commissioner oversees certain departments, but they shift duties so that they are cross-trained.
Observations from the meeting with county officials (continued)

- The expectations of their constituents are growing.
- Tax restructuring under Governor Bowen and in the recent session has penalized the County.
- The County is the court of last resort for some constituents.
- Less media coverage because it is more difficult to understand even though the Indiana Constitution and legislation mandate almost every action of county government.
For purposes of this research, the following offices were considered part of the county judicial system:

- Circuit Court
- Superior Court
- Prosecuting Attorney

These positions represent the state of Indiana in a geographic area known as Allen County.

It could be argued that the Clerk of the Courts and the Sheriff should be considered part of the county judicial system. Those are constitutionally mandated positions and are covered elsewhere.
Circuit Court

- Judge in the Circuit Court is elected to serve 6 year terms without term limits
- Vacancies in judgeship is filled by the governor
- Circuit court is the only “local” court that is created specifically by the Indiana Constitution.
Circuit Court (continued)

- Has unlimited trial jurisdiction in all cases except when the jurisdiction is granted to another court.
- Issues and directs all processes necessary to the regular execution of the law for inferior courts, corporations, and individuals.
- Makes all judgments, sentences, decrees, orders, and injunctions and issues all processes to carry all into effect.
- Assigns public defender attorneys for indigent appeals.
- Administers adult probation program.
Superior Court

- Judges are elected to serve 6 year terms without term limits
- Vacancies in judgeships are filled by the governor from recommendations made by the Allen County Judicial Nominating Commission
Superior Court (continued)

- Has unlimited trial jurisdiction in all cases except when the jurisdiction is granted to another court
- Issues and directs all processes necessary to the regular execution of the law for inferior courts, corporations, and individuals
- Makes all judgments, sentences, decrees, orders, and injunctions and issues all processes to carry all into effect
- Assigns public defender attorneys for indigent appeals
- Administers juvenile probation program
- Administers CASA, Drug Court, alcohol countermeasures, and electronic monitoring system programs
Prosecuting Attorney

- Elected to serve 4 year terms without term limits
- The prosecuting attorney is elected to serve a circuit the same as a circuit court judge.
Prosecuting Attorney (continued)

- Investigates violations of state statutes
- Prosecutes violators of state statutes
- Administers diversion programs
- Enforces child support orders
# County Judicial System

<table>
<thead>
<tr>
<th>Office</th>
<th>Number of Employees</th>
<th>Percent of Allen County Employees</th>
<th>General Fund</th>
<th>Percent of the General Fund</th>
</tr>
</thead>
<tbody>
<tr>
<td>Circuit Court</td>
<td>42</td>
<td>2%</td>
<td>$3,224,826</td>
<td>4%</td>
</tr>
<tr>
<td>Superior Court</td>
<td>141</td>
<td>7%</td>
<td>$6,162,503</td>
<td>8%</td>
</tr>
<tr>
<td>Prosecuting Attorney</td>
<td>106</td>
<td>5%</td>
<td>$3,808,912</td>
<td>5%</td>
</tr>
</tbody>
</table>
COMPONENTS OF THE ALLEN COUNTY
2004 CERTIFIED BUDGET
GENERAL FUND ONLY
BY MAJOR FUNCTIONAL CATEGORIES

- COURTS AND CRIMINAL JUSTICE: 60%
- GENERAL GOVERNMENT: 33%
- COMMUNITY & ECONOMIC DEVELOPMENT: 4%
- PROPERTY ASSESSMENT: 3%
Observations from the meeting with judicial officials

- One of the most significant challenges is balancing resources and needs.
- Two factors contribute to the increasing workload of the judicial system:
  - Programs to arrest / punish more people
  - Increasingly litigious nature of our society
Observations from the meeting with judicial officials (continued)

Funding

- Many grants provide seed money, but not long-term operating funds.
- User fees can, and have been applied, but are intended as supplemental funds, not as the primary source of funds.
Observations from the meeting with judicial officials (continued)

- They are concerned that any development of outcome measures will not measure what the judicial system is supposed to do.
- The duties of judges have changed from being the deciders in cases to being social workers, mediators, etc. as well as the deciders in cases.
Township Officials

There are 20 townships in Allen County with the largest in land area being Wayne Township (42.3 sq. mi.) and the smallest being Scipio Township (13.3 sq. mi.).

There are 4 types of township officials.

- Trustees
- Assessors
- Trustee Assessors
- Township Board
2004 CERTIFIED BUDGETS OF ALL ALLEN COUNTY TAXING UNITS WITH AUTHORITY TO LEVY PROPERTY TAXES

- **Counties**: $121,817,424 (16%)
- **Municipalities**: $142,541,472 (19%)
- **Townships**: $11,495,587 (2%)
- **Special Districts**: $57,855,678 (8%)
- **Schools**: $416,786,529 (55%)
Township Trustee

- Elected to 4 year terms without term limits
- There are 1,008 townships in Indiana.
Township Trustee (continued)

- Administers township assistance
- Provides fire and emergency medical services in unincorporated areas of the township
- Eradicates weeds
- Keeps records of the official proceedings of the township office
- Receives and disburse all funds for the township
- Cares for township properties and abandoned cemeteries within the township
- Builds and monitor fence lines when necessary
- Issues buggy plates
- Collects the township’s dog tax
Township Assessors

- Elected to 4 year terms without term limits
- Wayne township had more parcels of land than all but 13 counties in Indiana in 2002
Township Assessors (continued)

- Establish the value of real and personal property for tax purposes
Township Trustee Assessors

- Elected to 4 year terms without term limits
- County assessors, township assessors, and trustee assessors are required to earn a certification of a "level two" assessor-appraiser within two (2) years after taking office
- If “level two” certification is not earned, the person forfeits the office
Township Trustee Assessors

- Townships with a population of less than 8,001 have trustee assessors instead of separate trustees and assessors.
- There are 13 trustee assessors in Allen County.
- Serve the same functions of trustees and assessors
Township Board

- Elected to 4 year terms without term limits
- Three members on each township board
Township Board (continued)

- Serves as the fiscal body of the township
- Adopts the annual budget
- Fixes the tax rate
- Imposes property tax levies
- Fixes salaries
- Authorizes the incurring of debt
- Approves contracts
- Oversees bonds and warrants
- Serves as the township Board of Finance
<table>
<thead>
<tr>
<th>Township</th>
<th>Population</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>WAYNE</td>
<td>111,117</td>
<td>34%</td>
</tr>
<tr>
<td>ADAMS</td>
<td>31,394</td>
<td>9%</td>
</tr>
<tr>
<td>ABOITE</td>
<td>28,338</td>
<td>9%</td>
</tr>
<tr>
<td>ST. JOSEPH</td>
<td>68,276</td>
<td>21%</td>
</tr>
<tr>
<td>WASHINGTON</td>
<td>33,105</td>
<td>10%</td>
</tr>
<tr>
<td>PERRY</td>
<td>18,170</td>
<td>5%</td>
</tr>
<tr>
<td>ALL OTHERS</td>
<td>41,448</td>
<td>12%</td>
</tr>
</tbody>
</table>
2004 CERTIFIED BUDGETS OF ALLEN COUNTY TOWNSHIP GOVERNMENTS

ALL OTHERS
$1,381,457
12%

ABOITE
$1,921,867
17%

ADAMS
$844,220
7%

PERRY
$902,900
8%

ST. JOSEPH
$1,592,711
14%

WASHINGTON
$643,470
6%

WAYNE
$4,208,962
36%
Observations from the meeting with township officials

- The number one duty is providing township assistance.
- Township assistance is available immediately and 24 hours a day.
- The number two duty is providing public safety services.
- There are no laws requiring partnerships, but they form them with non-governmental organizations when they are beneficial to the system as a whole.
Municipal Officials

- **Third-class cities** have populations of 2,001 to 35,000
  - Towns with more than 2,000 residents can petition to become third-class cities
  - Many towns in Indiana have populations of more than 2,001

- **Second-class cities** have populations of 35,001 to 599,999

- **First-class cities** have populations of 600,000 or more
Municipalities

- Allen County has 8 municipalities
  - Fort Wayne
  - Grabill
  - Huntsertown
  - Leo-Cedarville
  - Monroeville
  - New Haven
  - Woodburn
  - Zanesville
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- **SCHOOLS**: $416,786,529 (55%)
## Municipal Officials (continued)

<table>
<thead>
<tr>
<th>Office</th>
<th>Second-Class City</th>
<th>Third-Class City</th>
<th>Town</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mayor</td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Clerk</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Clerk / Treasurer</td>
<td></td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>City Council</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Town Council</td>
<td></td>
<td></td>
<td>X</td>
</tr>
</tbody>
</table>
Mayor

- Elected to serve 4 years without term limits
- Mayors can perform marriages.
Mayor (continued)

- Executes and supervise enforcement of the ordinance of the city and laws of the state
- Performs executive and administrative duties required by law
- Communicates to the council, at least once per year, a statement of the condition of the city
- Appoints the heads of departments
- Signs bond, deeds, contracts and department licenses
- Approves or veto, within 10 days, ordinances passed by the council
- Fixes the salaries of all employees
Clerk

- Elected to serve 4 year terms without term limits
- Every city, except for Indianapolis, elects a clerk or clerk treasurer. In Indianapolis, the clerk is appointed by the council.
Clerk (continued)

- Keeps a record of the proceedings of the council
- Maintains a book of ordinances
- Retains the city seal
- Administers parking control
- Receives payment of fines
- Performs marriages
Clerk Treasurer

- Elected to serve 4 year terms without term limits
- There are 549 clerk treasurers throughout Indiana.
The duties of a clerk treasurer are the same as a clerk with two exceptions:

- Not responsible for parking control
- Perform the day-to-day administrative functions of the city
- Responsible for the fiscal affairs of the city
  - Produces required reports and maintain and revise accounts as necessary
  - Signs and issue all warrants
  - Audits the accounts of other departments
  - Collects fees
  - Performs duties related to the issuance of bonds
City Council

- Elected to 4 year terms without term limits
- Second-class cities have 9 council members (6 districts and 3 at-large)
- Third-class cities have options
  - If the population is less than 10,000, they can have
    - 5 members (4 districts and 1 at-large or 3 districts and 2 at-large)
    - 7 members (5 districts and 2 at-large or 4 districts and 3 at-large)
  - If the population is over 10,000, they have 7 members (5 districts and 2 at-large)
City Council (continued)

- Drafts and act on ordinances, orders, and resolutions
- Enacts laws that are not restricted by the Indiana or U.S. constitutions or state or federal law
- Serves as the fiscal body of the city
- Incurs debt for the city
Town Council

- Elected to 4 year terms without term limits
- The president of the town council serves as the town executive.
- The Clerk Treasurer is an ex-officio member of the town council and may cast tie-breaking votes.
Town Council (continued)

- Adopts ordinances and resolutions for the performance of functions of the town
- Purchases, holds, and sells any property for the use of the town
- Adopts and uses a common seal
- Issues bonds for the payment of town debt
2000 POPULATION OF ALLEN COUNTY MUNICIPALITIES

- ZANESVILLE: 88, 0%
- GRABILL: 1,113, 0%
- HUNTERTOWN: 1,771, 1%
- LEO-CEDARVILLE: 2,782, 1%
-LIBBYVILLE: 1,236, 1%
- NEW HAVEN: 12,406, 5%
- WOODBURN: 1,579, 1%
- FORT WAYNE: 205,727, 91%
- ZANESVILLE: 88, 0%
2004 CERTIFIED BUDGETS OF ALLEN COUNTY MUNICIPAL GOVERNMENTS

LEO-CEDARVILLE $879,581 1%

HUNTERTOWN $678,470 0%

GRABILL $461,757 0%

MONROEVILLE $442,986 0%

NEW HAVEN $7,916,186 6%

ZANESVILLE $- 0%

WOODBURN $554,863 0%

FORT WAYNE $131,607,629 93%
In order to create a municipality in Indiana, the petition to the Board of County Commissioners must state that the municipality will provide at least six of the following services.

- Police protection
- Fire protection
- Street construction, maintenance, and lighting
- Sanitary sewers
- Storm sewers
- Health protection
- Parks and recreation
- Schools and education
- Planning, zoning and subdivision control
- Stream pollution control or water conservation
CITY OF FORT WAYNE 2004 BUDGETED EXPENSES
(UTILITIES REPRESENT 2003 ACTUAL EXPENDITURES LESS DEPRECIATION)

COMMUNITY & ECONOMIC DEVELOPMENT $3,426,739 2%
PARKS $10,303,308 6%
UTILITIES $39,127,289 23%
TRANSPORTATION $17,434,850 10%
ALL OTHER FUNCTIONS $12,290,393 7%
PUBLIC SAFETY $87,062,257 52%
Observations from the meeting with municipal officials

- This is the first form of government that is voluntary.
- All cities are formed for one or more of the following reasons.
  - More proactive government
  - Protection
  - Preservation
  - Shape their future
Observations from the meeting with municipal officials (continued)

- They see more collaboration between departments and fewer silos than county government sees.
- They seek out problems and try to solve them. Sometimes the problems seek out the municipal officials.
- Some council members see their duty as being a watchdog against too much government activity.
- This is an easier form of government to understand in part because of the centralized authority and because of increased media coverage.
Special Districts

- Units of local government that are not school systems, county government, townships or municipalities
- Organized to provide very specific governmental services
- Examples: airport, levee, library, drainage, and public transportation
- Can be created either directly by the Legislature or through enabling legislation providing a local option
Special Districts

Five have the authority to levy property taxes to support their respective operations:

- Allen County Public Library
- Fort Wayne-Allen County Airport Authority
- Southwest Allen County Fire District
- Fort Wayne Public Transportation Corporation (Citilink)
- Allen County Solid Waste Management District
Special Districts

Four of these five levy property taxes
- Allen County Public Library
- Fort Wayne-Allen County Airport Authority
- Southwest Allen County Fire District
- Fort Wayne Public Transportation Corporation (Citilink)

Solid Waste District relies on “tipping fees” as its primary source of revenue
2004 CERTIFIED BUDGETS OF ALL ALLEN COUNTY TAXING UNITS WITH AUTHORITY TO LEVY PROPERTY TAXES

- **Counties**: $121,817,424 (16%)
- **Townships**: $11,495,587 (2%)
- **Municipalities**: $142,541,472 (19%)
- **Schools**: $416,786,529 (55%)
- **Special Districts**: $57,855,678 (8%)
2004 CERTIFIED BUDGETS OF ALLEN COUNTY SPECIAL DISTRICTS

- **Public Transportation Corp.**
  - $8,994,624
  - 16%

- **Southwest Fire District**
  - $1,338,170
  - 2%

- **Solid Waste District**
  - $1,449,327
  - 3%

- **Airport Authority**
  - $16,851,842
  - 29%

- **Public Library**
  - $29,221,715
  - 50%
Observations from the meeting with special districts

- This is the most specialized unit of local government.
- Their biggest fear regarding consolidation is that their resources will be reallocated to cover needs elsewhere resulting in poor service from the special district.
General findings from meetings with elected officials

- They all do things not required by the Constitution or statute.
- They all see value in what they do beyond their self-interest.
- They all see value in evaluating/examining their processes.
- They all answer questions that are not related to their office.
- They all believe that they are the “front door” to government for some constituency.
- There is a need for checks and balances and someone has to be the court of last resort.
General findings from meetings with elected officials (continued)

- Infrastructure problems are the biggest cost item at this time.
- All have increased their reliance on professional opinions, but the elected officials still have the final say.
- All deliver specialized services.
- All spend time putting out constituent driven fires.
There are some processes in government that can be “run like a business.”

Government, in general, cannot be run like a business for at least two reasons:

- Government provides services that cannot be provided by the private sector.
- Constituents drive what government does and their requests can be “irrational.”
All units of local government feel that the state government intervenes too much in the activities of local government.

- Some officials complained that every year the general assembly makes “mistakes” and the local units have to live with the mistakes until the general assembly fixes it a year or two or more later.
- When one official was asked about the effects of SB 1, the official said, “it’s existing, not living.”
- SB 1 will change the lack of debt that most local units enjoy currently

All units want more flexibility from the state

All units wish the general assembly would seek more input from them before acting
Acknowledgements

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