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# City of St. Louis and St. Louis County Intergovernmental Collaboration Study



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# **Executive Summary**



# Executive Summary

This is where the report will be summarized in the Final Report.

# **Introduction and Background**



## Introduction

In 2010, the Missouri Council for a Better Economy, a non-profit corporation based in the City of St. Louis, engaged Public Financial Management (PFM) to perform an intergovernmental cooperation study. The purpose of this study was to identify opportunities for the City of St. Louis (City) and St. Louis County (County) to operate more efficiently and/or enhance service delivery through intergovernmental cooperation. For purposes of the study, intergovernmental cooperation opportunities included increased City, County, or other regional collaboration, joint administration of services, co-location of resources (assets, services, staff, etc.), contractual agreements, or the consolidation of services or any other innovative approaches to service delivery. It did not include changes to the political structure, boundaries or the legal relationship between the City and the County.

The study examined nearly all service delivery areas within the City and the County governments. The goal of the study was to identify initiatives that have the potential to create financial savings for both governments or enhance existing service levels for the citizens in the St. Louis region. It is our opinion that substantial opportunities exist in a variety of areas. We are encouraged that as we shared our findings and recommendations with both leaders in both the City and County, some of our findings and recommendations are already being discussed and studied for possible implementation.

### Approach and Methodology

The PFM approach to this study included a review of historical cooperation attempts, a thorough examination of current City and County operations, the development of a preliminary list of opportunities for cooperation and multiple rounds of follow-up and vetting with key stakeholders in each government. Specific research methodologies used included stakeholder interviews, document reviews, benchmarking and best practice research. In many instances, the study benefitted from past PFM work with other large cities and counties across the country, including Kansas City, Missouri; Louisville Metro government, Kentucky; Philadelphia, Pittsburgh and Allegheny County, Pennsylvania; Baltimore, MD; Cleveland and Cuyahoga and Hamilton Counties, Ohio; and Minneapolis and St. Paul, Minnesota.

To kick off the study, PFM met with City and County leadership and appropriate staff to gain a baseline understanding of the City and County's current operations. Next, PFM reviewed budgets, annual reports, fact books, department websites and other resources to develop further knowledge of the service delivery areas for each of the respective operations. PFM also created a template describing service delivery methods in both the City and the County. Throughout the course of the project, PFM continued to clarify and review information with relevant subject matter experts within the City and the County as needed. To provide additional context, PFM identified comparable jurisdictions that have implemented joint services initiatives ranging from regional health departments to cooperative purchasing. PFM also conducted best practices research based on past experience throughout the country and analyzed current City and County practices in the context of that research.

When examining a complex and wide-ranging issue such as shared service or cooperative service delivery, it is important to assess the applicability of any alternative to the specific operations of the City and County. There is never a "one size fits all approach" to these endeavors, as every jurisdiction has a distinct service delivery structure. For example, the City of St. Louis has a very unique role as an Independent City (Independent Cities are not a part of a county and thus provide both city and county functions. Other notable Independent Cities include Philadelphia and Baltimore). At the same time, the County has 91 municipalities within its boundaries that maintain primary responsibility for many areas of service delivery. These factors and other considerations have had to be taken into account in the development of opportunities for intergovernmental cooperation. As a result, PFM used a customized approach to develop each initiative based on its complexity, timeframe for possible implementation, lessons learned from any past or current shared service attempts, interviews with subject matter experts



from the City, County and key stakeholders, as well as case studies documenting similar efforts across local governments nationwide.

As previously noted, to develop a logical framework for analyzing the City and County's current operations, PFM developed a table detailing where City and County service delivery areas overlap and where they differ. This table can be found in *Appendix A: Overlay of Current Service Delivery for City and County*. PFM used the service delivery areas outlined in this table to organize the intergovernmental cooperation initiatives that were identified.

The preliminary list of initiatives identified through this research was shared with City and County leadership for feedback and clarification to ensure that each initiative reflected an accurate understanding of current operations, that each initiative was actionable given the structure of that particular service delivery area and that each initiative discussion provided for a realistic implementation process should that approach be carried out. A total of 35 final initiatives were identified through this process and are reflected in the following report<sup>1</sup>. The project team also developed multi-year cost or savings estimates for each initiative and detailed the steps that would need to be taken towards implementation should the City and County decide to proceed with that particular initiative.

The following report presents the final results of PFM's intergovernmental cooperation study.

### **Report Structure**

This report is organized into three major chapters. The first chapter presents background information relevant to this project. This chapter establishes the context in which this study was performed, focusing on the economic, political and historical factors impacting both the need for and feasibility of intergovernmental cooperation between the City of St. Louis and St. Louis County.

The second chapter details those opportunities for cooperation identified by PFM through this study. These initiatives are organized by implementation timeframe (i.e. short term versus long term initiatives) and by service delivery area. The general categories of service delivery areas are as follows:

- Administration
- Health
- Parks and Recreation
- Finance
- Economic Development
- Human Services
- Public Safety
- Public Works

It should be noted that Courts and Judicial Offices, which are largely established by the State, are not included in this report. Likewise, police services were also excluded as City police functions are under the control of a State-appointed Board of Police Commissioners.

This report summarizes the key findings and conclusions of this intergovernmental cooperation study and how those findings relate to the broader concept of regionalism and the final chapter outlines initiatives in each of these service delivery areas ranging from minor areas for increased collaboration to significant changes in the current delivery of services, such as merging City and County functions entirely. The initiatives by service area are in no priority order.

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<sup>1</sup>A summary of these initiatives and their impact can be found in Appendix B.



## Acknowledgements

*This study could not have been completed without the cooperation of numerous employees within the City and the County, as well as a number of key stakeholders and comparable jurisdictions in many of the service delivery areas. A list of those interviewed during the project is included in the appendices as Appendix C: Summary of Information and Activities. The PFM project team appreciates the time and receptiveness to these efforts that was demonstrated by each contributing individual. At the same time, the views expressed in the report are solely those of the PFM project team.*



## Background

The City of St. Louis and St. Louis County are at the center of a sprawling bi-state metropolitan region that is home to nearly 2.9 million residents. The state of Missouri contains a wide range of local governments – 114 counties, 1,264 municipalities, over 1,800 special districts and 536 school districts. According to the US Census Bureau's 2007 Census of Governments, Missouri had 3,723 local governments and public school systems, the sixth most among state governments nationally. While there are many valid reasons to maintain local control of governments, the recent historic declines in local government revenues have led to increasing levels of intergovernmental cooperation across the country. Through various forms of intergovernmental cooperation, whether increased city or regional collaboration, shared service arrangements or full-scale consolidation within service delivery areas, the St. Louis region has many opportunities to achieve economies of scale, improve service delivery and minimize fragmentation while preserving local autonomy.

Intergovernmental cooperation has been a common approach for local governments in the United States, ranging from regional transportation and solid waste authorities to interstate compacts to manage water supplies. Throughout the country, there is a growing awareness that governments at all levels must work together to improve economic conditions, streamline service delivery and ensure the most efficient and effective operations. In a variety of areas, it has become clear that the sum is greater than its parts, and political and legal boundaries are not always conducive to effective or efficient government. Regional service delivery or responses can often times be a more effective way to address the issues and challenges in metropolitan areas. For example, regional sustainability planning efforts can have a far better impact on enhancing the livability of a region when entities collectively work together to achieve common goals, rather than having multiple entities working in tandem with each other on differing goals.

The current economic climate has created an environment (not just in the St. Louis region, but nationally) where citizens are demanding that governments operate more efficiently and explore shared service opportunities to reduce the tax burden and costs associated with the duplication of service delivery. This is compounded by even more dismal economic conditions that have had a severe impact on revenue collection for most local governments nationwide. According to the "City Fiscal Conditions in 2010" report, a survey of finance officers in 338 cities across the nation, released by the National League of Cities (NLC) in October 2010<sup>2</sup>:

- 87 percent of finance officers report that their cities are less able to meet fiscal needs than in 2009;
- City finance officers projected that general fund revenues would decline by 3.2 percent; and
- Property tax revenues for 2010 reveal the first inflation-adjusted decline since the onset of the economic downturn. Since property tax assessments lag the real estate market, future declines are projected for 2011 and 2012.

According to a recent International City-Council Management (ICMA) Association survey<sup>3</sup> that collected responses from 2,214 cities and counties nationwide, more than 80 percent report that their governments have been "moderately" to "severely" impacted by the financial crisis with an average FY2010 budget shortfall of 8.25 percent, larger than in FY2009. A 2010 survey of both cities and counties conducted jointly by the NLC, National Association of Counties and the United States Conference of Mayors conducted in May and June of 2010 found that respondents nationally are cutting an average of 8.6

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<sup>2</sup>National League of Cities. "City Fiscal Conditions in 2010." October 2010.

<sup>3</sup>International City/County Management Association. "Economic Crisis Necessitates New Way of Doing Business for City, Town and County Governments." 2009.



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percent of total full-time equivalent (FTE) positions over the previous fiscal year to the current fiscal year (2009 to 2011), with a majority of cities reporting reductions in public safety personnel.<sup>4</sup> This is an unusual, if not unprecedented situation for local governments; even in the midst of previous economic downturns, personnel reductions to key local service areas like public safety have not been the norm.

Locally, both the City and the County have felt the impact of this economic downturn. The City of St. Louis has experienced revenue declines in major taxes, which has put significant pressure on its budget. In FY2011, the City reduced expenditures and instituted several new and increased fees, including a refuse collection fee, in order to balance its budget. In St. Louis County, property values have dropped for two years in a row for the first time since the Great Depression. The County's assessed value dropped by 3.6 percent last year, which followed a drop of 2.9 percent in 2009. Total County spending for the proposed FY2011 operating budget was nearly 3 percent less than FY2010 levels, as the County continued a wage freeze and reduced core operations across multiple departments. The fact that property valuation typically lags market value would suggest there will be more challenges for local governments in the form of stagnant or reduced property values in the next few years.

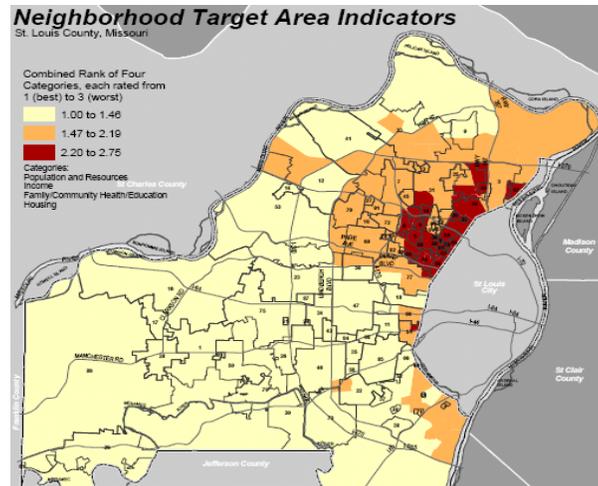
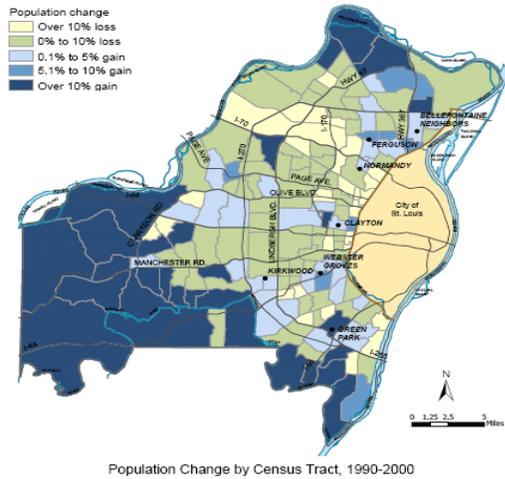
The City and County are also facing similar policy challenges due to the changing demographics and needs of "inner-ring" communities bordering on the City of St. Louis. In recent years, many areas of the County have encountered challenges similar to the City, and the County's proportion of the metropolitan area's personal income has actually declined.<sup>5</sup>

Understanding the changing demographics are a key part of understanding the key challenges faced throughout the region. Since the end of the post-World War 2 boom in the 1950s, the City of St. Louis lost a sizable share of its population and personal income to surrounding communities (including those in the County). As a result, the City's proportion of the metropolitan area's personal income and population dropped dramatically, reducing the City's economic impact within the region. The first map below shows this post-suburban population realignment shift that has occurred in the County (those areas in green and yellow lost population from 1990 to 2000.) The areas in the County that have grown are those newly developed communities on the County's fringes and other communities in St. Charles County (just off of the first map below) that were once considered rural. The second map shows that those North County municipalities that border the City's north side rank very poorly on neighborhood target area indicators (selected population, income, health and education as well as housing indicators), indicating a similar demographic change in those "inner-ring" communities of the County.

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<sup>4</sup>National League of Cities, National Association of Counties, and the US Conference of Mayors. "Local Governments Cutting Jobs and Services." July 2010.

<sup>5</sup>Bureau of Economic Analysis, State and Local Area Personal Income; US Census Bureau.



Source: St. Louis County Planning Department

Finally, there is an additional constraint for governments to raise revenue that is unique to the State of Missouri. On November 4, 1980, the voters of Missouri passed Constitutional Amendment No. 5, which added Article X, Sections 16 through 24 to the State Constitution. The amendment is commonly referred to as the Hancock Amendment (Hancock) and requires that no greater portion of Missourians’ personal income be used in any future year to fund government than was the case in fiscal year 1981, except as authorized by a vote of the people<sup>6</sup>. While the City and the County may have access to various revenue streams, they are restricted in their ability to raise additional revenue without a ballot initiative approved by the residents in the given jurisdiction due to Hancock.

These cumulative challenges have created a need for the City and County – indeed all local governments - to rethink their approach to service delivery in order to balance budgets and preserve their core services and credit ratings. As Moody’s Investors Services recently stated in a special comment report, “issuers (e.g. governments) that are delaying necessary budgetary decisions or exhibiting an unwillingness to adapt to the current environment are more likely to experience negative rating pressures.”<sup>7</sup> Shared service delivery options can provide governments with an effective tool to preserve services and reduce costs in order to meet current budgetary challenges.

One of the challenges to moving beyond exploration and on to implementation of shared services initiatives is the political pressures to maintain local autonomy and resist changes in the approach to service delivery. While a key concern, in the context of this particular study, City and County leadership have voiced support for the *exploration* of shared service opportunities that may benefit both parties. This is particularly true for issues where fostering regional service delivery has the potential to produce better results for less money by eliminating duplicative service, streamlining service delivery or where opportunities exist to improve services for constituents.

While these sharing approaches seem logical on their face, the history of past efforts helps to explain the practical difficulties they often encounter. The unique history between the two jurisdictions, dating back to 1876, limits the options that the City and the County currently have to alter their current relationship. The citizens in the City of St. Louis decided that the City would secede from the County in 1876 with the first constitutional “home rule” charter in the United States. The formal separation established fixed borders

<sup>6</sup>Office of the State Auditor. “Review of Article X, Sections 16 through 24 - Constitution of Missouri.” Report No. 2000-18. March 22, 2000.

<sup>7</sup>Moody’s Investors Service. “Management Strategies of US Local Governments in the Economic Downturn.” April 2010.



for the City and County with no provisions for future assessment of those established borders and little flexibility for collectively addressing unforeseen regional issues.

Constitutional amendments have been proposed to provide for more flexibility in addressing the impacts of the separation (or “great divorce”) and passed in 1924, 1945 and 1966 giving the City and the County the following options for altering their current relationship:

Year	Constitutional Reference	Options to Change City / County Governments
1924	Article VI, Section 30 as adopted	Total merger of the City and the County, under the municipal government of the City of St. Louis
1924	Article VI, Section 30 as adopted	Re-entry of the City to the County
1924	Article VI, Section 30 as adopted	Annexation of parts of the County by the City
1945	Article VI, Section 30 (by amendment)	Creation of Special Metropolitan Districts (MSDs)
1966	Article VI, Section 30 (by amendment)	Any other plan for the partial or complete government of all or any part of the City and County

In addition to constitutional amendments, a number of consolidation efforts have also been proposed as a result, and each has failed to achieve sufficient support for change. An overview of these historical efforts can be found in *Appendix D: Historical Overview of City and County Consolidation Efforts*. One cannot discount impact that these failed attempts may have on the perception of efforts to further integrate the City and the County.

While this recognition of past history may limit the approach these jurisdictions take towards integration, we believe any efforts to develop a closer working relationship between City and County government will ultimately create a culture more conducive to building a stronger foundation for regionalism around St. Louis. Taking those pivotal steps towards committing to the successful implementation of the recommendations in the following chapter will demonstrate the vested interest of the City and the County to strengthening not just their jurisdiction, but the entire region through their support of increased cooperation, collaboration and more constructive competition.

It is also important to note that the initiatives proposed in this study are ideas for further discussion and consideration. Many may face obstacles in the form of technology, workforce changes or initial costs. While this may be the case, the goal of this study is to put forth those ideas that have a reasonable level of attainment should senior officials consider implementation. Some of these initiatives also have a limited impact, while others are broad in scope. The purpose is to offer a menu of potential short and long-term initiatives that will incrementally provide additional momentum for shared services and an enhanced working relationship between the City of St. Louis and St. Louis County.

While we mentioned the failed attempts at consolidation efforts within the City of St. Louis and St. Louis County, there are also areas where leaders across the St. Louis region have recognized opportunities and developed inter-county governance arrangements. There are multiple multi-county governance examples across a wide range of service areas that represent positive steps on which to build. The following table, as found in *Governing Metropolitan Regions in the 21<sup>st</sup> Century*, documents most of the major inter-county arrangements developed in the St. Louis region from 1954-2006.<sup>8</sup>

**Multi-County Governance in the St. Louis Area, 1954 - Present**

Sanitary Waste / Storm Water / Solid Waste		
Metropolitan Sewer District	City of St. Louis (City) and St. Louis County (County)	1954
St. Louis-Jefferson Solid Waste Mgmt District	City, County, Jefferson County, St. Charles County	1991
Education		
St. Louis Community College District	City and County	1961
Southwestern Illinois College	Madison County and St. Clair County	1985

<sup>8</sup>Phares, Don (Editor). *Governing Metropolitan Regions in the 21<sup>st</sup> Century*. M.E. Sharp, Inc, 2009: 92-93.



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Cooperating School Districts	Most counties	1964
<b>Cultural Institutions / Arts</b>		
Zoo-Museum District (Zoo, Art Museum, Science Center)	City and County	1971
Zoo-Museum District (Missouri Botanical Garden)	City and County	1983
Zoo-Museum District (Missouri History Museum)	City and County	1987
Regional Arts Commission	City and County	1984
<b>Public Safety</b>		
Major Case Squad	Ten Counties	1965
Regional Justice Information System	Eight Counties	1975
<b>Transportation</b>		
Bi-State Development Agency (Metro)	City, County, St. Clair County	1950
Lambert International Airport	City, County, St. Charles County	NA
East West Gateway Council of Governments	Eight Counties	1965
Metropolitan Taxi Commission	City and County	2003
<b>Tourism and Sports Venues</b>		
Convention and Visitors Commission	City and County	1984
Edward D. Jones Dome	City and County	1990
Busch Stadium III	City and County	2006
<b>Parks and Open Spaces</b>		
Great Rivers Greenway	City, County, St. Charles County	2000
Metro East Park and Recreation District	Madison County and St. Clair County	2000
<b>Health Care for the Indigent</b>		
Regional Medical Center	City and County	1985-1997
St. Louis ConnectCare	City and County	1997
Regional Health Commission	City and County	2001
<b>Economic Development</b>		
St. Louis Enterprise Centers	City and County	1991
Greater St. Louis Economic Development Council	Five Counties	1994
Greater St. Louis Regional Empowerment Zone	City, County, St. Clair County	1998

While quite similar to the efforts detailed above, the City and County have also carried out a number of collaborative approaches to addressing problems and pursuing goals with consequences that extend beyond their municipal boundaries. This history of working across political boundaries, where just the City and the County are both involved, is detailed in *Appendix E: Examples of City and County Regional Efforts in the St. Louis Area*. This also catalogues many current inter-county and regional efforts that are listed above that include cooperation from just the City and the County with partnerships throughout the St. Louis region.

The consistent theme in each of the following recommendations is that, to the City and County's credit, they have already found opportunities to work together on a variety of issues, while an even greater focus on intergovernmental (and regional) strategies may provide greater opportunities for efficient and effective government. The fragmented nature of governance that currently dominates the region (a region that is often times dubbed as the "poster region for fragmentation") only enables the duplication of services that may be performed by multiple local jurisdictions, not just the City and the County, within the St. Louis region.

Additionally, political and legal boundaries in this region have more often than not proven ominous to the most effective delivery of services, which reinforces fragmentation. In cases where it costs jurisdictions more to carry out services independently than through a more integrated, collective service delivery structure, integration is the logical approach to service delivery. Wasted resources – whether time, money, employees, facility locations, etc – are lost opportunities to redirect those resources to more strategic efforts and can impede the growth and livability of a region.

This lack of integration can also result in zero-sum competition and doesn't foster a climate supportive for those working the front lines of their jurisdiction's service delivery structure to identify and suggest those areas in which it may make sense to further integrate service delivery.



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In light of these concerns and to foster greater collaboration, the goal for this study was to take an independent look at the operations for both the City and the County and identify those areas where intergovernmental cooperation may make the most sense. In some cases, our perspective may differ from those of City and County employees engaged in that particular service delivery area. It will be the job for policymakers in both the City and County to take those views into consideration in any discussion of implementation of the findings and recommendations. At the same time, the case for change is, in many cases, significant – and, as demonstrated throughout, there often are other cities and counties across the country who have benefited from these cooperative efforts.

# **The Past, Present and Future of Regionalism**

# The Past, Present and Future of Regionalism

It should be noted that this study is in no way a consolidation study or a feasibility of consolidation analysis. It is intended to document the current level of service delivery in each of the service delivery areas within the City of St. Louis and St. Louis County. This, in turn, assists in identifying areas where it would make sense to find opportunities where further integration of administration and certain service delivery functions could be achieved to save money or enhance service delivery for the two jurisdictions.

As outlined in *Appendix D: Overview of Consolidation Efforts for the City and the County*, it is important for readers to understand the historical impact of past attempts at governmental consolidation between the two jurisdictions that date back to the 1900's. These prior attempts also provide a greater understanding of the implications that have evolved from the 1876 separation, which is rooted in the State of Missouri Constitution. The City and the County alone can't agree to any action between themselves, nor can the State legislature or any other elected body – any proposal to adjust the current relationship must be approved by a state-wide majority vote.

We understand that this unique arrangement may impact the perception of any future efforts to further integrate the City and the County, or any other municipalities or regional entities in the St. Louis region, and ultimately impede the success of regional efforts. We have concluded that it is important to include some of these prior efforts for context in understanding why this report may call for incremental integration into intergovernmental collaboration at times, rather than full-fledged mergers of service delivery areas - even when a more aggressive approach may have made more sense for successful implementation in other regions. While the past unsuccessful and exhaustive attempts to reintegrate the City and the County should provide a foundational basis, the current state of service delivery and the opportunities for greater intergovernmental collaboration within this report should set the stage for the City and County to forge a closer relationship across a number of service delivery areas to reduce costs and/or enhance service delivery.

Past attempts can also provide for a form of “lessons learned” and support the incremental implementation of these efforts. In many cases, proceeding in increments will give the City and the County the time to ensure that each increment has stand-alone integrity and the chance to succeed independently from other potential intergovernmental initiatives. In a variety of areas that were examined, it is clear that the sum has the potential to be greater than its parts and the current fragmented strategies of some service delivery models have led to wasted resources, duplicated services and zero sum competition for not only the City and the County, but the entire region.

By initiating this type of study with the two largest jurisdictions in the region (including an independent City that also maintains County functions and a County that contains 91 municipalities within its borders) it makes the opportunities for enhanced collaboration more transparent, and in the long run, should help focus the dialogue on those areas where intergovernmental opportunities may exist and away from the general complaints about how fragmented government is in the region.

In interviews that were conducted with a number of City and County employees and stakeholders over a series of months, there was a genuine sense of understanding surrounding the concept of regionalism and the benefits such practices could bring to the region as a whole. Even with this level of understanding the message remains that there is often an underlying misunderstanding or mistrust on the concept of regionalism and what providing regional service delivery means to citizens. Many feel that citizens perceive regionalism to be some form of a merger between the City of St. Louis and St. Louis County or a merger of their municipality with another municipality where they will lose their local autonomy and be forced into “giving something up” or losing their control over a particular service delivery area.

By changing the conversation and being open to innovative ways to maintain local autonomy while streamlining the delivery of duplicated services, leaders can foster a climate more conducive to a “win-

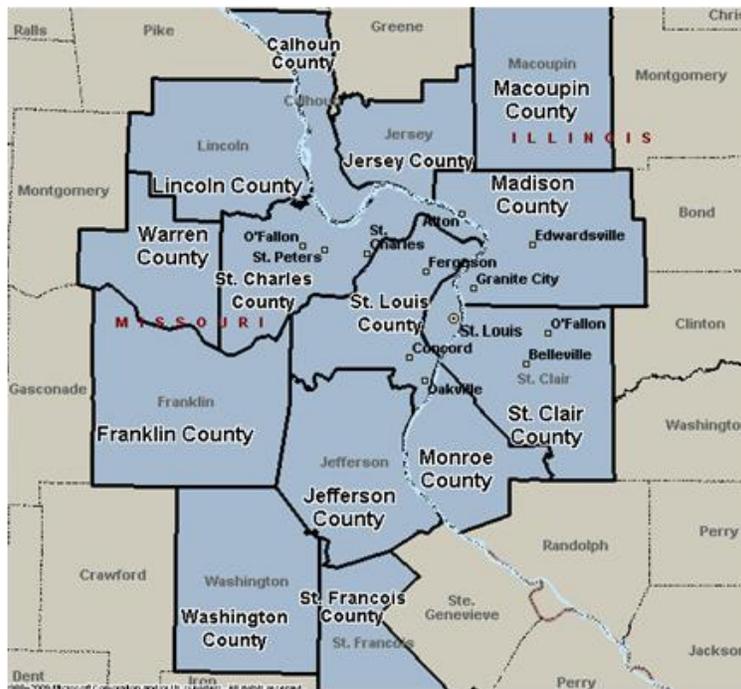


win” concept of regionalism. While everyone knows that political and legal boundaries do not always provide for the most effective or efficient governments, embracing regionalism is not going to be as easy for the St. Louis region as it may be for other American regions. In the spirit of enhancing livability and economic vitality in the region, finding those opportunities where successful implementation of intergovernmental cooperation can be achieved will be critical to gaining the trust of citizens and proving that these sorts of arrangements can work.

While the trend for intergovernmental cooperation has generally occurred between the City and the County; there has been a broader effort within the St. Louis Metropolitan Statistical Area (MSA) over the last decade or so to move beyond just the City of St. Louis and the St. Louis County into other counties and municipalities within the region. It is important to define the region when making the case for regional approaches.

**St. Louis Metropolitan Surrounding Area (MSA)**

The St. Louis region can be defined as the St. Louis MSA, a bi-state region that includes 16 counties, eight in Illinois and eight in Missouri. It is important to understand that the regional boundaries in this case expand far beyond the borders of the City of St. Louis and St. Louis County. The 2009 population of the St. Louis MSA is just over 2.8 million people.



The St. Louis region already has a history of successful cooperation arrangements across jurisdictional boundaries in service areas ranging from a jointly funded transit system (METRO) created in 1950 to a shared annual property tax levy to fund cultural institutions and the arts amenities (Zoo Museum District) created in 1971 to jointly financing tourism and sports venues like Busch Stadium III in 2006<sup>9</sup>.

Similar cooperative efforts can be found in other service delivery areas through intergovernmental agreements, public authorities, cooperative arrangements and other shared service models. This report builds on the existing foundation of those shared efforts, by providing alternative approaches to planning,

<sup>9</sup>Phares, Don (Editor). Governing Metropolitan Regions in the 21<sup>st</sup> Century. M.E. Sharp, Inc, 2009: 92-93.



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management and service delivery in an effort to further integrate the City and the County, as well as the municipalities within St. Louis County where appropriate. It is very important to note that these arrangements can exist while maintaining local autonomy and preserving adequate citizen response time from those responsible for providing services in these service delivery areas.

One of the most successful regional examples of service delivery in the St. Louis region is Metro (Bi-State Development Agency), the agency that owns and operates the St. Louis Metropolitan region's public transportation system. Metro was created in 1949 through a compact between Missouri and Illinois and ratified by the United States Congress, Metro has the authority to cross local, county and state boundaries to plan, construct, maintain, own and operate specific facilities in their sprawling service area that encompasses 200 municipalities<sup>10</sup>. Metro is governed by a 10-member Board that provides overall leadership and policy direction for the Agency, comprised of five members appointed as the representatives for the Chairman of the Board for both St. Clair and Madison counties in Illinois and five members appointed by the Governor from Missouri. Members serve 5-year terms without compensation and must be a resident voter of their state and reside within the bi-state metropolitan region.

Metro includes MetroLink, the region's light rail system; MetroBus, the region's bus system; and Metro Call-A-Ride, a paratransit van system. Metro also oversees the operations of the St. Louis downtown airport and surrounding business park, the Gateway Arch Revenue Collections Center, Gateway Arch Transportation Center, Gateway Arch Riverboats and the Gateway Arch Parking Facility.

Metro System operations are subsidized by sales taxes from St. Louis City and County, the St. Clair County Illinois Transit District, federal and state grants and subsidies and fares paid by customers. It is important to note that many felt that the approval of Proposition A for increased funding of the Metro system by a 62.91 percent majority on April 6, 2010 by St. Louis County was a pivotal change in the tide of regional consciousness and perhaps a catalyst to bring the region together to work more collectively towards eliminating the political fragmentation within the St. Louis region.

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<sup>10</sup>Metro Bi-State Transit Agency. "TIGER Application for the Forest Park / DeBaliviere Light Rail Station Transit-Oriented Development." September 2009.

# **Shared Service Initiatives**



## Shared Service Initiatives

The following provides recommendations in nearly all areas of government operations, categorized by the City and County's current service delivery areas<sup>11</sup>, where opportunities exist for some greater amount of joint services agreement or enhanced collaboration between the City and County, and, in some cases, other municipalities or regional entities. These initiatives are categorized by the timeframe in which initiation and successful implementation can be carried out. **Short-Term Opportunities** are those initiatives that have the possibility of achieving measurable results within one to two years. **Long-Term Opportunities** are those initiatives that would likely not achieve measurable results for at least two years. Regardless of the time frame, they should be considered equally as likely for implementation by the City and the County in the context of this overall collaboration study.

Within each of the initiatives there are also **case studies** that have been documented to detail successful efforts of other governments across the country that have implemented some form of similar shared service arrangement, enhanced collaboration or consolidation efforts that are being proposed within each initiative for all service delivery areas that were reviewed for this collaboration study. These case studies are provided to validate the initiatives that are being recommended. They help demonstrate that the proposed changes within each initiative are viable and have been implemented in some sort of similar arrangement in other governments.

The following initiative descriptions include estimates of associated costs or savings, or **Fiscal Impact Estimates** for those shared service opportunities that are expected to have a quantifiable fiscal impact. Fiscal impacts for those opportunities (initiatives) are estimated over the five-year period from FY2011 to FY2015. These estimates are not intended to establish or suggest implementation priority, but instead to give the reader a general sense of the potential savings associated with those recommendations where we are able to apply a logical costing methodology.

Some of the initiatives included in this report will have a fiscal impact that is not quantifiable at this time, as the full impact may be contingent upon factors that cannot be predicted (i.e. actions of other potential stakeholders, external economic factors, political factors, etc.). Nonetheless, the potential value of these initiatives should not be discounted.

For the majority of the shared service initiatives included in this report, the associated fiscal impact is estimated based on the City and the County's FY2011 budget. These estimates further assume baseline budget growth of 2.0 percent annually. In other words, in the absence of any intervention, all budgeted costs are assumed to grow by 2.0 percent each year. This baseline growth is intended to capture the projected impact of inflation over the five-year period. This projection was determined based on the Federal Reserve Bank of Philadelphia's Fourth Quarter 2010 Survey of Professional Forecasters, which estimates that long-term average Consumer Price Index (CPI) growth is estimated at 2.0 percent annually<sup>12</sup>. The growth rate assumed for the purposes of this study represent this simplified and conservative estimate. It should be noted that several of the following initiatives may actually produce greater savings through cost avoidance in future years than what may be reflected in the Fiscal Impact section for each initiative.

In reviewing the five-year fiscal impact estimates, it should also be noted that the City and the County operate on different fiscal years. The City's fiscal year runs from July 1<sup>st</sup> to June 30<sup>th</sup>, while the County's fiscal year runs from January 1<sup>st</sup> to December 31<sup>st</sup>. Fiscal impact tables included in the following

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<sup>11</sup>As reflected in Appendix A: Overlay of Current Service Delivery Structure for City and County.

<sup>12</sup>Federal Reserve Bank of Philadelphia. "Fourth Quarter 2010 Survey of Professional Forecasters." November 15, 2010. <http://www.philadelphiafed.org/research-and-data/real-time-center/survey-of-professional-forecasters/2010/survq410.cfm>



## DISCUSSION DRAFT



initiatives refer to the respective fiscal year of each government and the fiscal impacts of certain initiatives are discounted in earlier years to account for the time that may be required to achieve full implementation.



## Short Term Opportunities

### SERVICE DELIVERY AREA: Administration-Human Resources

<b>AD01.</b>	<b>Coordinate City and County Training Programs</b>	
	<b>Target outcome:</b>	Employee training cost savings for the City and County.
	<b>Financial impact:</b>	\$40,871 (County) \$95,473 (City)
	<b>Responsible entities:</b>	County Division of Personnel, City Personnel Department, St. Louis Community College
	<b>Timeframe:</b>	Short-term

### Summary of Current Operations

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> Department of Administration, Division of Personnel, Training/Organizational Development</p> <p><b>FY2010 Budget:</b> \$104,467</p> <p><b>FY2010 Staffing:</b> 1.5 (budgeted)</p> <p><b>Current Operations:</b> The Division of Personnel is responsible for the administration of the County merit system. Services provided include recruitment, classification, compensation, employee/labor relations, retirement, health, and other benefits management and training/organizational development.</p>	<p><b>Responsible Department:</b> Personnel Department, Training and Development Program</p> <p><b>FY2010 Budget:</b> \$342,177</p> <p><b>FY2010 Staffing:</b> 5 (budgeted)</p> <p><b>Current Operations:</b> The Personnel Department is charged with the task of hiring, training, and maintaining the City's workforce. Services provided include recruitment, testing, classification, compensation, employee relations, health and other benefits management and training/organizational development.</p>

### St. Louis County

The County has a comprehensive training program that focuses on specific subgroups of its workforce including entry-level, middle-management and executive leadership training. More technical trainings are typically contracted out. The County's Personnel Division training program consists of one part-time trainer, one full-time trainer, an employee relations manager, one clerical assistant and various subject matter experts throughout the agency. Personnel Division trainings typically fall into three categories, the Essential Skills Development Program, Supervisory Skills Development Program and Career Leadership Institute. Personnel Division trainings are in most cases voluntary, while mandatory trainings are handled on a department level or are carried out externally. In recent years, the County has had fewer resources for training and development activities.

### City of St. Louis

In the City, the Personnel Department's Training and Development program is responsible for most employee and supervisory trainings conducted for City employees. The program consists of one manager, one safety officer, two human resources specialists and one executive secretary. Personnel conducts a number of mandatory courses, such as new employee orientation, supervisory and ethics



training as well as specialized courses in areas such as effective interviewing, customer service and problem solving. Personnel also offers a core curriculum training program for City employees, however specific training is often done on the department level and only coordinated by the Personnel Department. Personnel provides departmental training only by request, after departments have submitted a training application. Moreover, the Department does some joint training with other City departments and outside entities as well as conducts online training sessions. In recent years, the Department has moved away from single-site mass trainings to on-site trainings at individual City departments.

Historically, training in the City has been provided in-house, with external vendors only occasionally conducting training sessions due to limited funding for these services. In FY2009, the Training and Development program trained 2,773 City employees for a total of 11,657 student hours. In FY2010, the program had an adopted budget of \$342,177 and was staffed with five employees. This will be reduced to four employees in FY2011. Similar to the County, the City has in recent years had fewer resources for training and development activities.

### Initiative Description

At the present time, City and County employee training programs are not linked in any significant way. City employees are occasionally invited to County trainings, but there is no systematic coordination of employee training between the two entities. One could conclude from this approach that the City and County may be foregoing significant cost savings from conducting joint training for common skills and competencies.

The City and County should be considered partnering with the St. Louis Community College to develop a regional training program for City and County employees. The program could focus on skills and competencies useful in both the City and County government and would leverage the assets of the regional community college system in this effort. Training would be carried out remotely to reduce the cost associated with joint classroom training. This would be provided through either single City/County training teams or single external vendor contracts for common training areas such as ethics, harassment, customer service, Health Insurance Portability and Accountability Act (HIPAA), Fair Labor Standards Act (FLSA) or Equal Employment Opportunity (EEO). This would reduce both the City and County's costs by securing lower per employee training costs under a single training apparatus. This initiative also has the potential to open broader training possibilities to City and County employees than existed before. Under a joint training initiative, it would be important that only quality on-site trainers be selected to lead training sessions. Since the City and County have different training needs, priorities and responsibilities, a comprehensive evaluation would be required to determine which common areas are most viable for regional level training. For example, trainings specific to City or County policies and procedures would not be good candidates for joint training.

Other cities and counties have seen success from implementing their own joint training programs:

- **Walla Walla City and County, WA:** In late 1995, the City of Walla Walla, Walla Walla County and the City of College Place established a joint employee training program with Walla Walla Community College. The program has resulted in an estimated 10 percent reduction in training costs through economies of scale. As a result, the Towns of Waitsburg and Prescott, and the Walla Walla Housing Authority have joined the program as participating members.<sup>13</sup>

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<sup>13</sup>Municipal Research and Services Center of Washington. "Success Stories."  
<https://www.msu.edu/course/prr/371/FundRaising%20and%20Gifts/giftcatalog.htm>



- **Brookings City and County, SD:** In March 2009, the City of Brookings held a joint training session with Brookings County focusing on “Communicating with Courtesy and Respect at Work.”<sup>14</sup>
- **Sioux Falls and Minnehaha County, SD:** In 2009, Sioux Falls and Minnehaha County held a two day joint training focusing on customer services issues. Attendees included representatives from Sioux Falls’ police and library departments and the County’s auditor’s office, HR and states attorney’s office.<sup>15</sup>
- **Whatcom County Fire Districts and Bellingham, WA:** In 2004, a group of Whatcom County fire districts entered into an agreement with Bellingham to create a joint training program. The program was designed to reduce the cost of providing individual training programs. The program was governed by a joint association (“Fire and Rescue Interagency Training Services”) in which each member agency had an equal voice on the development and operation of the program. The program is governed by an Administrative Board consisting of one representative from each of the agencies and is funded by membership fees or in-kind services provided by each member agency.<sup>16</sup>
- **Niles and Niles Charter Township, MI:** Firefighters from Niles Charter Township and the City of Niles have initiated a joint training program that brings leaders from both departments together to share ideas, standardize response and familiarize all firefighters with new equipment. Firefighters from both agencies have work on concepts from building construction recognition to firefighter down procedures or from ground command procedures to hazardous materials response coordination.

The Niles Utilities Electric and Water Divisions and Niles Charter Township’s Water Department presented a class to firefighters on system infrastructure, its capacity and hazards for both the electric and water systems. Because the classes are held jointly, differences in procedures can be discussed and in some cases adjusted for more uniformity. Since the inception of the program, the two departments have worked together on all reported structure fires in the City and Township. The partnership has greatly increased scene staffing, which helped both departments comply with national mandates. The additional personnel on-scene increases safety for all firefighters as well as assuring the best possible outcome for homeowners in both jurisdictions. By training together, each department also receives additional credit from ISO (Insurance Service Office), whose ratings influence the rate of insurance premiums that taxpayers pay.<sup>17</sup>

- **Richland, WA and Tri-County Hazardous Materials Response Group:** In August 2005, the City of Richland entered into an agreement with the Tri-County Hazardous Materials Response Group or Haz-Mat (a consortium composed of 9 municipal fire departments) in which Richland agreed to provide a single city employee to develop and maintain a training program for the Group. Under the agreement, Richland billed Haz-Mat at the employee’s overtime rate including benefits up to the maximum contract amount of \$12,000.<sup>18</sup>

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<sup>14</sup>Brookings County, SD. “Brookings County Commission Meeting Minutes.” January 27, 2009. <http://www.brookingscountysd.gov/Commission/minutes/09/01-27-09.pdf>

<sup>15</sup>City of Sioux Falls, SD. “Disability Awareness Commission Minutes.” August 12, 2009. [http://www.siouxfalls.org/~media/documents/meetings/dac/2009/dac\\_minutes\\_081209.ashx](http://www.siouxfalls.org/~media/documents/meetings/dac/2009/dac_minutes_081209.ashx)

<sup>16</sup>City of Bellingham, WA. “Interlocal Agreement for Joint Training Services.” October 8, 2003.

<sup>17</sup>City of Niles, MI. “Niles City and Niles Charter Township Initiate Joint Training Program.” [http://www.ci.niles.mi.us/DeptsAndServices/FireDept/Updates.htm#Joint\\_Training\\_Program](http://www.ci.niles.mi.us/DeptsAndServices/FireDept/Updates.htm#Joint_Training_Program)

<sup>18</sup>City of Richland, WA and the Tri-County Hazardous Materials Response Group. “Interlocal Cooperative Agreement between the City of Richland and Tri-County Hazardous Materials Response Group.” August 17, 2005. <http://www.mrsc.org/Contracts/R5-C117-05.pdf>



- **Sequim and Port Angeles, WA:** In April 2008, the Sequim Police Department contracted with the Port Angeles Police Department to provide State-recognized police K-9 training services at the Sequim location. Port Angeles was paid a fee of \$5,000 for providing the service and it was estimated that the contract would save Port Angeles 12 weeks of per diem lodging costs totaling approx. \$10,000.<sup>19</sup>
- **City of Goshen and Middlebury Township, IN:** In March 2009, the City of Goshen reached an agreement with Middlebury Township to provide Flashover Training Services. The City, by and through its Fire Department provided flashover training services to Middlebury Township Fire Department employees using the Flashover Simulator at the City of Goshen Fire Department's training facility. The cost of the class was \$132.00 per trainee per session with a minimum of seven trainees per session.<sup>20</sup>

**Fiscal Impact**

St. Louis County's FY2011 training and organizational development costs are projected at \$119,021. The City's training costs within the Personnel Department's Training and Development Program are projected at \$327,385 in FY2011. Based on the experience of other jurisdictions that have implemented joint training programs, the City and County could conservatively see 10 percent savings from pursuing joint training opportunities, fully realized in 2014. As a result, the City would like save approximately \$95,473 and the County, \$40,871 from 2012 to 2015.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$6,070	\$9,287	\$12,631	\$12,883	\$40,871
<b>City</b>	\$0	\$8,348	\$21,288	\$30,400	\$35,437	\$95,473

**Timeline for Implementation**

Assuming sufficient time for planning and implementation, the City and County could begin to offer joint training programs in 2012, however a determination of the areas appropriate for joint training, an agreement on host locations and development of a cost sharing structure would first be necessary.

<sup>19</sup>City of Sequim, WA. "Interlocal Agreement between the Port Angeles Police Department and the Sequim Police Department Regarding K-9 Services." May 1, 2008. <http://www.ci.sequim.wa.us/council/agenda/2008/05122008/K9.Interlocal.pdf>

<sup>20</sup>City of Goshen, IN. "Board of Public Works and Safety and Storm Water Board Meeting Minutes." March 16, 2009. <http://www.ci.goshen.in.us/files/34600767.pdf>



<b>AD02.</b>	<b>Cooperatively Purchasing Products and Services Related to Employee Benefits</b>	
	<b>Target outcome:</b>	Reduce cost of products and services related to employee benefits through cooperative purchasing.
	<b>Financial impact:</b>	\$8,063,349 (County) \$94,633 (City)
	<b>Responsible entities:</b>	County Division of Personnel, City Department of Personnel
	<b>Timeframe:</b>	Short-term

### Summary of Current Operations

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> Department of Administration, Division of Personnel</p> <p><b>FY2010 Budget:</b> \$1,863,400</p> <p><b>FY2010 Staffing:</b> 22.0 (budgeted)</p> <p><b>Current Operations:</b> The Division of Personnel is responsible for the administration of the County merit system. Services provided include recruitment, classification, compensation, employee/labor relations, retirement, health and other benefits management and training/organizational development.</p>	<p><b>Responsible Department:</b> Department of Personnel</p> <p><b>FY2010 Budget:</b> \$2,921,039</p> <p><b>FY2010 Staffing:</b> 39.8 (budgeted)</p> <p><b>Current Operations:</b> The Personnel Department is charged with the task of hiring, training and maintaining the City's workforce. Services provided include recruitment, testing, classification, compensation, employee relations, health and other benefits management and training/organizational development.</p>

### St. Louis County

Benefits administration in the County is handled by the Division of Personnel. Benefits offered to County employees include medical insurance, dental insurance, vision insurance, life insurance, long-term disability insurance, short-term disability insurance, retirement benefits, tuition reimbursement and an employee assistance program. The County is fully insured for medical benefits with Anthem Blue Cross Blue Shield (BCBS). In 2010, the County had over 3,500 employees enrolled in its medical plans. The annual cost of employee medical insurance is approximately \$27.4 million. Prescription drug benefits are included in the medical insurance coverage provided by Anthem BCBS. Prescription drug costs represent approximately 23 percent of total medical claims costs for active employees and approximately 40 percent of total medical claims costs for retirees. The County contracts with the global consulting firm, Mercer, for benefits consultant services.

### City of St. Louis

The City's Department of Personnel is responsible for the benefits administration function. Benefits offered to City employees include medical insurance, dental insurance, vision insurance, life insurance, accidental death and dismemberment insurance, short-term disability insurance, legal insurance and a deferred compensation plan. The City is fully insured for medical benefits with Anthem BCBS. Prescription drug coverage, however, is carved out of the City's medical plan. The City's pharmacy benefit is managed by the St. Louis Area Business Health Coalition (BHC). The City's medical plan covers over 4,500 employees and their dependents at an annual cost of approximately \$27.4 million. The annual cost of prescription drug coverage is approximately \$5 million. Like the County, the City contracts with Mercer for benefits consultant services.



## Initiative Description

Cooperative purchasing allows separate entities to pool their buying power and often achieve lower pricing for products and services than either entity could have achieved individually. With regard to benefits administration, there are several areas in which cooperative purchasing between the City and the County may produce savings. Both the City and the County use the same insurer for medical benefits (Anthem BCBS). Both governments also use the same benefits consultant (Mercer). The City and the County should work together to identify any specific elements in their respective benefits administration functions where joint procurement may be beneficial. At a minimum, the two governments should communicate with each other about contracted services, vendor performance and best practices. Information and resource sharing is a relatively easy way that each entity can assist the other.

Due to the subtleties of health plan designs, union issues and different workforce characteristics, joint procurement of employee medical benefits would likely be a longer-term endeavor. Smaller more distinct components of the benefits administration function, however, may be more suitable for cooperative purchasing in the short-term. Possible examples include prescription drug coverage, short-term disability insurance and benefits consulting services. The City and the County should explore each of these areas to identify any opportunities for savings through cooperation.

### Prescription Drug Coverage

Historically, prescription drug spending has been one of the fastest growing components of health care spending nationally. The United States spent approximately \$40.3 billion on prescription drugs in 1990. By 2008, this figure had grown almost six-fold, to \$234.1 billion. This increase is attributable to both increased use of prescription drugs and an increase in the cost of prescription drugs. Employers seeking alternatives to manage the cost of prescription drug coverage for their employees have traditionally relied on increasing employee copayments. Between 2000 and 2009, employee copayments for prescription drugs increased 25 percent for generic drugs, 80 percent for preferred drugs and 59 percent for non-preferred drugs. Copayments for fourth-tier drugs grew 44 percent between 2004 and 2009.<sup>21</sup>

Another alternative that has been explored by some employers is the carving out of prescription drug benefits from the existing medical insurance plan. Carved out prescription drug benefits can be managed by a pharmacy benefit manager (PBM), a company that contracts with multiple employers specifically to manage their prescription drug benefits. The PBMs use the increased volume and purchasing power to negotiate with pharmaceutical manufacturers for discounts and rebates, thus allowing them to provide the prescription drug benefit at a lower cost. A number of public employee groups are using purchasing pools and consortiums, managed by PBMs, to achieve savings in the purchase of prescription drugs.

Examples of public employers and employee groups that have been successful in jointly procuring prescription drug benefits are as follows:

- **RxOhio Collaborative:** In 2007, the Ohio Public Employees Retirement System, School Employees Retirement System of Ohio, State Teachers Retirement System of Ohio and Ohio State University partnered to form the RxOhio Collaborative (RxOC). By working together, this group of the State's largest purchasers of prescription drugs was able to pool an aggregate of 412,000 covered lives to increase purchasing power. Since its formation, other public employee groups have joined the collaborative, adding to the number of covered lives and the purchasing power of the collaborative. The RxOC allows groups joining the collaborative to maintain

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<sup>21</sup>Kaiser Family Foundation. "Employer Health Benefits 2010 Annual Survey." 2010.  
<http://ehbs.kff.org/?page=charts&id=1&sn=11&p=1>



complete autonomy of plan design. Employers can maintain the benefit offerings and coinsurance designs that were in place before joining the collaborative. The ability of joining groups to maintain this autonomy was specifically written into the RFP used by the RxOC to identify its PBM. Rebates received from the pharmaceutical companies accrue directly to the member groups.<sup>22</sup>

- **Oregon Prescription Drug Program:** The Oregon Prescription Drug Program (OPDP) is a prescription drug pool formed in 2003 to help state agencies and local governments, as well as uninsured citizens to get better prices on prescription drugs. OPDP leverages the combined purchasing power of its members to achieve the best prices for members. In 2006, OPDP partnered with the Washington Prescription Drug Program, the State of Washington's prescription drug purchasing pool, to form the Northwest Prescription Drug Consortium. This consortium further increases the purchasing power of both states.<sup>23</sup>

The City of St. Louis's prescription drug benefit is currently carved out from its medical plan, and managed through the St. Louis Area Business Health Coalition (BHC). The County's prescription drug benefit is carved in to its general medical plan. The County has expressed an interest, however, in studying the benefits of participation with the BHC. Approximately 20 percent of the total cost of medical claims for active employees in the County is for prescription drugs. The City and the County should each study their current costs associated with their prescription drug benefits and explore the potential benefit of partnering around the management of carved out pharmacy benefits.

### **Long-term Disability Coverage**

The County currently offers a long-term disability benefit to employees who are disabled for more than six months. The core-level benefit allows for coverage equal to 50 percent of an employee's monthly salary. The County also allows employees the option to buy-up for additional coverage of up to 66 and 2/3 percent of their monthly salary. The City does not currently have long-term disability coverage, but is interested in going out to bid for this in the near future. The City has expressed an interest in possibly partnering with the County around the procurement of long-term disability coverage. This is an area that should be further explored by both entities. In assessing this possibility, both governments should maintain a focus on the long-term as well as the short-term. Even if cooperative purchasing of long-term disability coverage is found not to be immediately viable, there may be the opportunity to achieve savings from such a partnership in the future.

Also, as mentioned above, communication and information sharing is an easy way for each government to help the other. For example, the City may be interested in learning more about the County's buy-up structure for long-term disability coverage and how it is received by employees.

### **Benefits Consultant Services**

Another function for which the City and the County may be able to achieve better pricing through cooperative purchasing is benefits consultant services. Currently, the City and the County use the same benefits consulting firm. Both entities report a strong and productive relationship with their benefits consultants. While both the City and the County are satisfied with the level of service they are receiving, they should explore the opportunity to achieve better rates for this service through cooperation. Both governments are using the same consulting firm, but are not taking advantage of the increased

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<sup>22</sup>Byrne, Rick. "Ohio Consolidates Drug Benefits for Large Public Employee Groups." *Ohio, Kentucky, and Indiana Health Plan Analysis*, Vol. 10, No. 4, 2009. HealthLeaders - InterStudy.  
[http://www.rxoc.org/Documents/HealthLeaders\\_RxOC\\_article\\_9\\_25\\_2009.pdf](http://www.rxoc.org/Documents/HealthLeaders_RxOC_article_9_25_2009.pdf)

<sup>23</sup>Oregon Health Authority. "The Oregon Prescription Drug Program." October 14, 2010.  
<http://www.oregon.gov/OHA/OPDP/GroupIntro.shtml>



purchasing power that could be leveraged if they went out to bid for these services together. Obtaining a joint bid for both the city and county business from Mercer will help both entities to assess the relative value of such a partnership.

There are several factors that must be considered when considering jointly procuring benefits consultant services. These include potential differences in specific services required, confidentiality of information and timing of current contract cycles. Clear communication at the outset will be important in navigating these issues.

**Fiscal Impact**

The fiscal impact of this initiative will depend on the products and services within the benefits administration function that are identified as viable options for cooperative purchasing. The timing of savings will depend on how soon the City and County decide to begin such a partnership.

In order to give an example of the theoretical savings potential, the figures below assume that the County will decide to join the BHC’s pharmacy benefit management program in 2012. Currently, the County’s pharmacy benefit for active employees is equal to approximately 23 percent of total claims costs, or \$6.3 million. Under the BHC program, the City’s pharmacy benefit for active employees costs a little more than \$5 million annually, or 16 percent of total medical claims costs.

Assuming that the County can reduce the proportion of its medical spending going to prescription drugs to at least the level realized by the City, this would represent a savings of \$2.0 million for the County. The participation of the County also has the potential to benefit the City as well as all of the other participants in the BHC’s pharmacy program through the increased volume and purchasing power. A decrease of just half of a percent in the annual cost of the City’s prescription drug benefit for active employees would save the City approximately \$25,000.

It should be emphasized that these are simplified estimates intended to illustrate the potential savings of just one type of collective purchasing endeavor. Actual savings amounts will vary depending on the specific initiatives pursued by the City and the County. The figures below also do not fully reflect the baseline growth in benefits costs expected to occur between 2011 and 2015. This is, based on current trends, likely to increase the potential savings for both the City and County.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$1,956,360	\$1,995,487	\$2,035,397	\$2,076,105	<b>\$8,063,349</b>
<b>City</b>	\$0	\$13,065	\$26,653	\$27,186	\$27,730	<b>\$94,633</b>

**Timeline for Implementation**

The implementation timeline for this initiative will depend on the options identified as viable for cooperative purchasing as well as City and County contract cycles in those areas. It will likely take both entities at least six months to identify the best options for cooperative purchasing, and potentially another six months to sort out any legal, political or administrative issues. Any savings from this initiative are not expected to be realized until 2012, or possibly later, depending on existing contract cycles.



<b>AD03.</b>	<b>Development and Administration of Employee Wellness Programs</b>	
	<b>Target outcome:</b>	More efficient administration of City and County wellness programs; improved health outcomes among City and County employees; reduced cost of employee health insurance; reduced illness-related absenteeism.
	<b>Financial impact:</b>	\$405,000 (County) \$360,000 (City)
	<b>Responsible entities:</b>	County Division of Personnel, City Department of Personnel
	<b>Timeframe:</b>	Short-term

**Summary of Current Operations**

St. Louis County	St. Louis City
<b>Responsible Department:</b> Department of Administration, Division of Personnel <b>FY2010 Budget:</b> \$1,863,400 <b>FY2010 Staffing:</b> 22 (budgeted) <b>Current Operations:</b> The Division of Personnel is responsible for the administration of the County merit system. Services provided include recruitment, classification, compensation, employee/labor relations, retirement, health and other benefits management and training/organizational development.	<b>Responsible Department:</b> Department of Personnel <b>FY2010 Budget:</b> 2,921,039 <b>FY2010 Staffing:</b> 39.8 (budgeted) <b>Current Operations:</b> The Personnel Department is charged with the task of hiring, training and maintaining the City's workforce. Services provided include recruitment, testing, classification, compensation, employee relations, health and other benefits management and training/organizational development.

**St. Louis County**

The County's Personnel Department oversees the administration of employee wellness programs, through an Employee Wellness Council. The County's Employee Wellness Council has been in place for several years. This council, comprised of a representative from each County department, meets monthly to develop the County's employee wellness programming.

Wellness programs offered by the County include a number of activities intended to increase health awareness and promote healthy lifestyles among the County's workforce. Among the wellness activities organized by the Employee Wellness Council are regular health risk assessments, employee flu shot clinics, a family wellness day and various wellness sessions. The County also offers a Weight Watchers program and an employee fitness challenge.

The County is fully insured with Anthem BCBS for employee health benefits. Anthem BCBS partners with the County around wellness initiatives. Specific wellness services provided by Anthem BCBS include a nurse help line, health coaching and more detailed claims reporting. Anthem BCBS also provides the County with annual funding for its wellness programs.



## City of St. Louis

The City's Department of Personnel administers the City's employee wellness program in partnership with BJC Health Systems, a non-profit health care organization serving the greater St. Louis, southern Illinois and mid-Missouri regions. BJC is one of the region's largest employers and a community stakeholder. Referred to as "BeeFit," the City's employee wellness program is supported by grant funding from BJC as well as funds allocated from the City's budget. The City's Wellness Coordinator meets regularly with the City Wellness Committee - on which BJC is represented - to recommend citywide programming. The City Wellness Coordinator also liaises with department-level agency wellness coordinators around program implementation and evaluation. The Department of Personnel regularly collects data and evaluates the impact of wellness programs on employee health and the City's health care costs.

Through the "BeeFit" program, the City offers various employee training and educational activities as well as wellness and healthy lifestyle programs. Examples include regular health risk appraisals, flu shots, aerobics classes, weight loss programs, biometric screening and a health fair.

## Initiative Description

Wellness programs have become a common practice among employers seeking to improve employee health and to control the increasing cost of employee health care. A greater number of employers in both the public and private sectors are seeking to improve health outcomes for workers through investments in programs and activities that raise health awareness and promote healthy lifestyles. Examples of wellness programs include weight loss programs, discounted fitness club memberships, classes in nutrition and healthy living, smoking cessation programs and provision of informational resources for healthy living.

It is generally accepted that a healthier workforce is a more productive workforce, as improved health leads to reduced absenteeism associated with illness as well as improved quality of life and morale. Improved employee health also has a direct impact on an organization's bottom line. Controlling absenteeism can allow organizations to reduce their reliance on overtime. Improved health outcomes will also result in lower medical claims experience, which translates to direct savings for self-insured employers. Even fully-insured employers can often realize more favorable premiums by improving the health outcomes of covered employees.

Wellness programs are growing in popularity nationwide. According to a Kaiser Family Foundation survey, in 2010, 74 percent of employers offering health benefits also offered at least one wellness program. This represents a substantial increase from the 58 percent of employers offering wellness programs in 2009.<sup>24</sup> The popularity of these programs is understandable, as several studies point to the potential return on investment that can be realized by employers that implement wellness programs. A 2010 study found that medical costs fall by \$3.27 for every \$1.00 spent on wellness programs and that absenteeism costs fall by about \$2.73 per \$1.00 spent.<sup>25</sup> A 2009 report published by the American Heart Association identified the potential return on investment of these programs as ranging from \$3.00 to as much as \$15.00 per \$1.00 spent.<sup>26</sup>

Both the City and the County currently have active employee wellness programs, and both report success in the administration of these programs. Despite the fact that many of the same programs are offered by each entity, there is currently no cooperation between the City and the County around their employee

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<sup>24</sup>Kaiser Family Foundation. "Employer Health Benefits 2010 Annual Survey." 2010.  
<http://ehbs.kff.org/?page=charts&id=1&sn=11&p=1>

<sup>25</sup>Baicker, Katherine, et. al. "Workplace Wellness Programs Can Generate Savings." *Health Affairs*, Vol. 29, no. 2, 2010.

<sup>26</sup>Carnethon, Mercedes, et. al. "Worksite Wellness Programs for Cardiovascular Disease Prevention: A Policy Statement from the American Heart Association." *Circulation*. 2009.



wellness programs. Given the potential for returns cited above, each government would benefit from expanding its wellness program to offer more or better services to a larger number of employees. The County especially has expressed an interest in expanding its wellness programming if additional resources were available. Through cooperation around program development, resource sharing and implementation, the City and the County can expand and improve their current wellness programs while incurring little to no additional cost. Not only would each employer benefit from such an engagement, but these partnerships, particularly between large employers such as the City and the County, would also support public health in the region.

Some examples of opportunities for the City and County to partner around employee wellness include:

- **Information and Resource Sharing:** As mentioned above, both the City and the County claim success in the administration of their respective wellness programs. Open communication between the two governments around wellness programming will allow for the mutual sharing of best practices in the development and implementation of these programs. Through regular communication each government can also learn from the other about resources available to enhance their wellness programming, such as local partner organizations or available external funding.
- **Mutual Access or Joint Programs:** Another way that each government can benefit through partnership with the other is to allow for mutual access to certain programs. For example, each government offers flu shots to employees. Allowing employees to receive flu shots at either City or County facilities may increase the total number of employees taking advantage of this program. Arrangements can be made to appropriately reconcile the costs of the flu shots delivered. Developing and implementing joint programs may also have the potential to increase partnership across both governments while reducing costs in each. A walk to promote cancer awareness is an example of a wellness activity that could be implemented jointly.
- **Friendly Competition:** Yet another way that the City and the County can partner around employee wellness is through programs that promote friendly competition. It was suggested by Personnel staff in the County that friendly competition around employee wellness could potentially motivate employees in each government to get more involved in the programs offered. Organized competition between the City and the County around program participation levels and/or wellness metrics can help to foster a sense of teamwork and collective identity in each government. Friendly competition would also require increased communication between the two governments which would facilitate information and resource sharing.

While there are a variety of opportunities for both the City and the County to benefit from employee wellness collaborations, there are several issues that will need to be carefully considered in order to ensure successful and enduring partnerships.

- **Geography:** Especially with regard to mutual access or joint programs, geography will be an important consideration. The locations at which programs and activities are offered and the accessibility of those locations to employees of the partner government will be a strong determining factor in the viability of a wellness partnership.
- **Integrity of Existing Programs:** Each government should determine and clearly articulate the specific elements of its existing wellness program that cannot be compromised in a partnership.
- **Distinguishing Characteristics:** These differing characteristics and related specific needs of each government's workforce should also be considered when identifying viable wellness partnerships. Successful partnerships will cater to those wellness needs that are common to both governments.



Partnership between public entities around employee wellness is not a new concept. Examples of other public sector organizations that have engaged in partnerships around employee wellness includes:

- **Wellness Council of Iowa:** The Wellness Council of Iowa (WCI) is a non-profit organization created to promote healthy lifestyles through the workplace for residents of Iowa. The organization’s membership includes over 100 public-sector and private-sector employers statewide. Among them are the City of Des Moines and Polk County. WCI provides its members with access to health promotion resources, as well as guidance in developing and implementing workplace wellness programs.<sup>27</sup>
- **Healthy Initiatives Program Partnership:** Healthy Initiatives Program Partnership (H.I.P.P.) is a partnership between seven towns in the Fall River, Massachusetts area. The organization’s mission is to improve the health of municipal employees and their families through coordinated efforts. Programs offered by the partnership to municipal employees include informational resources, health screenings, weight management programs, discounted gym membership and a bicycle loan program.<sup>28</sup>

**Fiscal Impact**

The City’s budget for its wellness program is approximately \$200,000. The City also receives another \$200,000 in grant funding from BJC Health Systems as well as approximately \$100,000 from Anthem BCBS. The County’s wellness program is funded by Anthem BCBS in the amount of \$60,000. If each government could identify just \$30,000 worth of programming that could be shared with the other at minimal to no additional cost, then each government would be able to realize a corresponding increase in programs offered as well as a potential increase in participation by its employees.

As mentioned above, the American Heart Association estimates that every dollar spent on wellness programs produces a return on investment that could range from \$3.00 to \$15.00. Using the most conservative estimate in this range, allowing employees access to \$30,000 of additional programming could save each government \$90,000 annually. The actual savings seen from reduced medical costs and improved attendance will likely be higher. Increasing the investments in wellness and the level of partnership in future years would increase the return received by each government.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$45,000	\$90,000	\$90,000	\$90,000	\$90,000	<b>\$405,000</b>
<b>City</b>	\$0	\$90,000	\$90,000	\$90,000	\$90,000	<b>\$360,000</b>

**Timeline for Implementation**

Information sharing and resource sharing between the City and the County around employee wellness can happen immediately. The development of joint programs and arrangements for mutual access to wellness programs will require time for planning and coordination. It is reasonable to anticipate that implementation of joint wellness programs can begin between the middle and the end of Calendar Year 2011.

<sup>27</sup>Wellness Council of Iowa. “About Us.” 2009. <http://wellnessiowa.org/about/>

<sup>28</sup>Healthy Initiatives Program Partnership. <http://www.gethealthygethipp.org/>



## SERVICE DELIVERY AREA: Administration-Risk Management

<b>AD04.</b>	<b>Foster Partnership around Safety and Loss Prevention Programs</b>	
	<b>Target outcome:</b>	Partner around the organization and administration of prevention programs to reduce costs associated with the risk of loss in each government.
	<b>Financial impact:</b>	\$994,000 (County) \$884,000 (City)
	<b>Responsible entities:</b>	County Budget and Risk Management Office; City Office of the Comptroller/Office of the City Counselor
	<b>Timeframe:</b>	Short-term

### Summary of Current Operations

#### St. Louis County

The County's risk management functions are carried out by the Budget and Risk Management Office, one of several offices in the Director's Office of the County's Department of Administration. The risk management employees within this office work to mitigate losses and manage financial liabilities of the County. The risk management program includes the use of self-insurance as well as commercial insurance products. Claims administration and employee safety programming are also responsibilities of this office.

The County's programming around accident and loss prevention includes a focus on management leadership, establishing responsibility for safety at all levels of the organization, regular safety inspections and reviews of current practices, safety training for employees and a system for reporting and analyzing accidents and injuries. County departments have primary responsibility for safety programming, with guidance, assistance and supplemental trainings provided by the Budget and Risk Management Office.

#### City of St. Louis

The City does not have a centralized risk management office. Instead, the various components of the City's risk management function are carried out by different offices. The Office of the Comptroller purchases the majority of the insurance coverage for the City. The Office of the City Counselor is responsible for investigating and litigating claims against the City. The Public Finance Protection Corporation (PFPC) is an internal self-insurance fund established by the City to provide self-insurance for claims, judgments and other legal liabilities. The PFPC is governed by a five-member board and also provides insurance coverage for other entities such as the City's library system.

Safety trainings are typically handled by the Personnel Department or individual departments. The City contracts with a third party administrator (TPA) for the administration of its worker's compensation claims. The TPA also provides the City with some loss prevention programming.

### Initiative Description

The risk management function in the City and the risk management function in the County are organized quite differently from each other. The County has a centralized office that focuses on managing loss and liability County-wide, while the City's systems involve more specialized functions performed by various City departments. Despite this difference in the structure of the risk management function, both



governments would benefit from a reduction in claims. Both governments are self-insured for worker's compensation. A reduction in worker's compensation claims would translate to direct savings for each government. Even in those areas for which the City and/or the County purchase commercial insurance, improving claims experience can often improve the rates that governments pay for insurance coverage.

Governments that are proactive about managing the costs associated with risk emphasize prevention of accidents and loss control on the front end. Safety trainings, workshops and inspections are common loss prevention measures used by governments<sup>29</sup>. According to data from the U.S. Occupational and Health Administration (OSHA), strong safety programs can reduce costs associated with injury and illness by 20 to 40 percent<sup>30</sup>.

OSHA recommends that employers, particularly larger employers, develop written safety and health procedures to facilitate systematic identification, evaluation and prevention or control of workplace hazards. Among the key elements of an effective safety and health management program, as identified by OSHA, are:

- Commitment from management and involvement from employees;
- Comprehensive analysis of the worksite, past accidents and any potential hazards;
- Administrative controls to limit exposure to hazards; and
- Safety and health training for employees and managers.<sup>31</sup>

Many governments engage in partnerships with other governments of employee groups to develop and administer employee safety programs.

- **Somerset County Business Partnership:** The Somerset County Business Partnership was formed in 1999 through a merger of the Somerset County Chamber of Commerce, the Somerset County Coalition for Smart Growth and the Somerset Alliance for the Future. In 2007, the Somerset County Business Partnership formed an alliance with OSHA and New Jersey Public Employees Occupational Safety and Health (PEOSH) to cooperatively foster safer workplaces in Somerset County. The members of this partnership combine their resources to provide leadership, guidance, technical knowledge and best practices to employers in both the public and private sectors, fostering a culture of safety and accident prevention throughout Somerset County<sup>32</sup>.
- **Iowa Department of Administrative Services:** In 2007, the Iowa Department of Administrative Services (DAS), the American Federation of State, County and Municipal Employees (AFSCME) Council 61 Local 35, and Iowa OSHA engaged in a partnership to develop and implement a comprehensive safety and health program management system for DAS employees. A steering team, made up of representatives of DAS, AFSCME and Iowa OSHA, meets on a regular basis to review and update health and safety programs, policies, and procedures, using OSHA standards and industry best practices. It is intended that this program serve as a model for other state agencies and organizations<sup>33</sup>.

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<sup>29</sup>Government Finance Officers Association. "Best Practice: Creating a Comprehensive Risk Management Program." GFOA Best Practices. 2009. <http://www.gfoa.org/downloads/riskmanagementbudget.pdf>

<sup>30</sup>U.S. Occupational Safety and Health Administration. "Safety and Health Add Value..." <http://www.osha.gov/Publications/safety-health-addvalue.html>

<sup>31</sup>U.S. Occupational Safety and Health Administration. "OSHA Fact Sheet: Voluntary Safety and Health Program Management Guidelines." 2005. [http://www.osha.gov/OshDoc/data\\_General\\_Facts/vol\\_safetyhealth\\_mngt.pdf](http://www.osha.gov/OshDoc/data_General_Facts/vol_safetyhealth_mngt.pdf)

<sup>32</sup>Somerset County Business Partnership. "How Does Somerset County Save Taxpayers Tens of Millions Annually by Sharing Services?" 2007. <http://www.scbp.org/member/chamber/documents/SharedServices2007.pdf>

<sup>33</sup>Iowa Workforce Development. "Message from Labor Commissioner Dave Neil." 2007. <http://www.iowaworkforce.org/labor/Newsletter4qtr07.pdf>



Both the City and the County currently utilize some form of employee safety or loss prevention programming. In the County, departments develop safety trainings for their employees related to the policies and procedures applicable to their departments. The Budget and Risk Management Office provides employees with additional trainings in areas such as defensive driving, ergonomics, accident prevention, emergency and evacuation procedures, etc. The County is ranked very highly by Midwest Employers' Casualty for its ability to control its worker's compensation claims. The City's safety and loss prevention programming are typically handled by individual departments with specific programs, such as defensive driving, offered through the Personnel Department's training division. Generally, the city departments try to operate under the safety standards established by OSHA.

As mentioned previously, an investment in safety and loss prevention programs can produce benefits for governments in the form of reduced claims costs. With regard to personal injury and workers' compensation, avoiding accidents can also benefit governments through avoiding the unproductive time that comes with employee injuries. A study performed by the American Society of Safety Engineers (ASSE) suggests that for every \$1.00 invested in workplace safety, an organization can yield a return of \$4.41<sup>34</sup>. Given this potential for return, the City and the County would both benefit from a partnership to share workplace safety resources. As both have limited staffing dedicated to safety programming, collaborating to offer safety and loss prevention trainings and workshops would allow both governments to expand their current programming without incurring additional costs.

A partnership between the City and the County around risk management and workplace safety would also allow the governments to share information on best practices and common challenges. For example, the County currently employs a reportedly successful system of holding individual departments accountable for their claims costs and using comprehensive accident reporting to actively manage certain types of claims common in specific departments. The City may be able to benefit from communication with the County about its practices in this area and their applicability to the City.

**Fiscal Impact**

Currently, both governments have a relatively small staff dedicated specifically to risk management. In the City, a number of employees play a part in the risk management function, but there are very few employees for which risk management is their primary responsibility. Both governments are also limited in the funding that is available to invest in expanding safety and loss prevention programs. Through leveraging each other's resources and relative strengths, both governments will be able to expand their programming while incurring little to no additional cost. Assuming the return on investment cited by ASSE, if each government can offer \$50,000 in additional programming to employees, each government could realize a potential return of approximately \$221,000.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$110,000	\$221,000	\$221,000	\$221,000	\$221,000	<b>\$994,000</b>
<b>City</b>	\$0	\$221,000	\$221,000	\$221,000	\$221,000	<b>\$884,000</b>

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<sup>34</sup>Huang, Yueng-Hsiang, et. al. "Financial Decision Makers' Views on Safety: What SH&E Professionals Should Know." Professional Safety, American Society of Safety Engineers. April 2009.  
[http://www.asse.org/practicespecialties/bosc/docs/F2\\_Huangetal\\_0409.pdf](http://www.asse.org/practicespecialties/bosc/docs/F2_Huangetal_0409.pdf)



### **Timeline for Implementation**

Information and resource sharing between the City and the County around risk management and safety and loss prevention can happen immediately. The development of joint programs or arrangements for mutual access to safety and loss prevention programs will require some time for planning and coordination. It is reasonable to anticipate that implementation of cooperative programs can begin between the middle and the end of 2011.

**SERVICE DELIVERY AREA: Administration-Procurement**

<b>AD05.</b>	<b>Jointly Administer Reverse Auctions for Utilities</b>	
	<b>Target outcome:</b>	Leverage changing technology to generate utility cost savings for the County and City.
	<b>Financial impact:</b>	\$2,811,205 (County) \$4,755,083 (City)
	<b>Responsible entities:</b>	County Public Works; City Board of Public Service (BPS)
	<b>Timeframe:</b>	Short-term

**Summary of Current Operations**

<b>St. Louis County</b>	<b>St. Louis City</b>
<b>Responsible Department:</b> Public Works	<b>Responsible Department:</b> BPS
<b>FY2010 Budget:</b> \$39,342,000	<b>FY2010 Budget:</b> \$25,772,529
<b>FY2010 Staffing:</b> 298	<b>FY2010 Staffing:</b> 184 (budgeted) 177 (occupied)
<b>Current Operations:</b> Public Works is responsible for utilities and coordinates with the County's Energy Sustainability Director in the County Executive's Office. In FY2010 the County instituted several measures aimed at reducing energy costs.	<b>Current Operations:</b> The Board of Public Service is primarily responsible for utility management citywide. BPS works with the City's Sustainability Coordinator and has conducted energy audits in City buildings in the past several years.

**St. Louis County**

The County's Public Works Department is responsible for the management of utilities in conjunction with the County's Energy Sustainability Director within the County Executive's Office. The issue of energy conservation and sustainability has been a priority of County Executive Dooley, and the County is currently investigating several ways to reduce its environmental footprint.

It is estimated the County will spend approximately \$5.9 million<sup>35</sup> annually on utilities as detailed by the following table:

<b>Utility Cost</b>	<b>2010 Estimated<sup>36</sup></b>
<b>Electric</b>	\$3,672,626
<b>Natural Gas</b>	\$1,070,597
<b>Water</b>	\$586,516
<b>Sewer</b>	\$550,612

**City of St. Louis**

In the City, the BPS is primarily responsible for utility management citywide. Like the County, BPS has taken steps in recent years to improve energy efficiency in line with stated policy goals. BPS has

<sup>35</sup>2010 recommended budget.

<sup>36</sup>PFM estimate based on actual totals as of December 9, 2010.



conducted energy audits of City Hall, the Civil Courts Building and the Courthouse. Staff estimates that these audits will save the City \$350,000 in FY2011 through reduced utility consumption.

Historically the City has spent \$12.2 million annually on utilities as detailed by the following table:

Utility Cost	FY2010 Budgeted
Electric	\$6,432,527
Natural Gas	\$1,694,110
Steam	\$2,534,000
Sewer	\$1,477,000
Other Utilities	\$ 52,050

### Initiative Description

Given the recent budget strain and the growing movement across all levels of government to operate in an environmentally efficient manner, it is not surprising that a primary focus of interest is on reducing energy costs. A recent area of focus in other jurisdictions has been how to achieve lasting energy cost savings without substantial capital investment. In recent years, several municipalities have used reverse energy auctions as an innovative and practical way to reduce energy costs. Reverse energy auctions are an internet-based method of competitive bidding for utilities such as electricity and natural gas. In a reverse auction, pre-qualified utilities make bids in real-time in an online forum during a specified time period. The forum is most often set up by a third party contractor, which facilitates the auction by providing the necessary technology and market intelligence to broker the transaction. Several jurisdictions have implemented reverse energy auctions with large significant success:

- **Montgomery County, MD:** Montgomery County joined together 18 of the county's agencies and other organizations to achieve about \$25 million in energy cost savings through a recent series of online auctions. The auctions were conducted through the World Energy Solutions' World Energy Exchange. The Montgomery County Aggregation Group received 292 bids through 68 auctions, resulting in \$125 million in energy contracts totaling 611 million kilowatt hours per year. The contracts cover about 616 buildings and facilities, streetlights and traffic signals in the county. Reverse auctions generated savings of 15 percent to 25 percent off standard local utility rates. As a result of the auction's success, the consortium placed 98 percent of its total load requirements through the auctions.<sup>37</sup>
- **Allegheny County, PA Governments:** The City of Pittsburgh, its Parking Authority, Water and Sewer Authority, as well as the cities of East McKeesport, Edgewood, Edgeworth, Millvale, Wilksburg, Wilmerding and the Steel Valley Council of Governments recently teamed up to conduct a reverse auction for electricity and achieved significant savings. In May 2010, these governments held an electronic energy auction that resulted in a three-year contract with Duquesne Light Energy. The contract included a requirement that 10 percent of the energy be from renewable sources. Fees for the auction program were covered by the successful supplier. It is estimated that the participants will collectively save a total of \$1.03 million over the life of the contract over Duquesne's normal municipal charges.<sup>38</sup> Building upon the success of this auction, the City, County, Zoo and Water and Sewer Authority will join with Pittsburgh Public Schools and

<sup>37</sup>Robinson, Brian. "Energy Auctions Save County \$25M." Federal Computer Week. May 17, 2006. <http://www.fcw.com/online/news/94542-1.html>

<sup>38</sup>Brandolph, Adam. "Energy auction cuts \$1 million off electric bills." Pittsburgh Tribune-Review. May 27, 2010. [http://www.pittsburghlive.com/x/pittsburghtrib/business/s\\_683176.html](http://www.pittsburghlive.com/x/pittsburghtrib/business/s_683176.html)



the Allegheny County Airport Authority in 2010 to conduct another joint reverse auction for natural gas.<sup>39</sup>

- **District of Columbia:** Washington's Municipal Aggregation Program (MAP) decided to open its energy procurement to prospective bidders using an online reverse auction. Within a four-week time frame, the DC Energy Office joined with two other city offices to conduct online energy auctions over the World Energy Exchange, an online energy exchange run by World Energy Solutions. During a one-hour auction, eight qualified energy suppliers bid 25 times, continually lowering their offering price. The resulting two-year contract included the generation and transmission of electricity for 600 DC government accounts. The contract is projected to produce an annual cost avoidance savings of more than 10 percent. Overall DC taxpayers were projected to save about \$5.5 million over a 24-month contract period, compared to standard local utility rates. In addition, the contract secured 16.5 million kilowatt hours of green power, an amount equal to five percent of the total purchase.<sup>40</sup>
- **State of Delaware:** In March 2007, a consortium of Delaware state, county and local governmental entities participated in an online reverse energy auction, also run by the online energy brokerage firm World Energy Solutions. The auction collectively saved the Delaware entities approximately \$8.2 million over a three-year period. The consortium included various school districts, volunteer fire companies, the city of Wilmington, two counties, the University of Delaware and Delaware Technical and Community College. The contracts resulting from the auction provide electricity at an average rate of \$0.0815 per kilowatt hours, which represents a reduction of 11.2 percent from the previous contract. The contracts are projected to save \$8.2 million over three years for the state and its municipal partners. The auction also allowed the consortium to pursue environmental goals through a provision mandating that five percent of the electricity come from green sources for FY 2008.<sup>41</sup>

Although these governments have had very successful experiences with reverse energy auctions, there are key considerations to keep in mind when launching an energy auction. Energy procurement officials in several federal and state agencies have devised a series of guidelines for conducting a successful reverse energy auction. Just like in the normal RFP process, a thorough check of each bidder's background and financial solvency is essential to soliciting qualified vendors. In addition, it is often necessary to receive accurate, up to date energy market information to determine the best time to enter the energy market. Large bid-loads also tend to be more attractive to bidders rather than smaller ones. Most often it is best to use a bid platform that is dedicated to energy auctions, instead of a generic bid platform. Taking steps to select an independent energy auction technology contractor can also be helpful in guaranteeing the success of an auction. Selecting a contractor that lacks any ties to potential bidders preserves the fairness and neutrality of the selection process, while guaranteeing that the truly lowest bidder is selected.<sup>42</sup>

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<sup>39</sup>Co-exprise Partners with City of Pittsburgh to Power Natural Gas Aggregation Initiative – Cooperative Purchase and Reverse Auction Provide Relief for Region's Taxpayers." Computorsor. May 2010. <http://Computorsor.com/space/lion77248c381o/uso9108549006>.

<sup>40</sup>Juhl, Ginger. "Online Auctions Drive Down Energy Costs for Public Entities." GovPro. December 2005.

<sup>41</sup>"Reverse Energy Auction Saves Delaware \$8.2 million." GovPro. May 17, 2007. <http://www.govpro.com/News/Article/66255A>



**Fiscal Impact**

Based on the County’s and City’s annual spending for utilities and the experience of other governments, it is likely that each government would be able to secure savings conservatively estimated at 10 percent of annual spending beginning in 2012.

**Fiscal Impact**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
<b>County</b>	\$0	\$682,065	\$695,706	\$709,621	\$723,813	\$2,811,205
<b>City</b>	\$0	\$656,488	\$1,339,235	\$1,366,020	\$1,393,340	\$4,755,083

**Timeline for Implementation**

Depending on existing agreements with utility providers, the City and County could begin preparing for an initial reverse auction in the near future. Initial discussions should determine whether or not the City and County would like to hire an outside firm to help manage the reverse auction. The City and County should be able to hold their initial auction within 9-12 months and can then assess the results and plan next steps.



<b>AD06.</b>	<b>Joint Purchasing of Common Supplies and Bulk Purchases</b>	
	<b>Target outcome:</b>	Lower supply and bulk purchasing costs for the City and the County.
	<b>Financial impact:</b>	\$616,054 (County) \$332,627 (City)
	<b>Responsible entities:</b>	City Supply Commissioner, Department of Finance; County Division of Procurement and Administrative Services, Department of Administration
	<b>Timeframe:</b>	Short-term

**Summary of Current Operations**

<b>St. Louis County</b>	<b>St. Louis City</b>
<p><b>Responsible Department:</b> Department of Administration, Division of Procurement and Administrative Services</p> <p><b>FY2010 Budget:</b> \$2,621,800</p> <p><b>FY2010 Staffing:</b> 30</p> <p><b>Current Operations:</b> The Department of Administration’s Division of Procurement and Administrative Services is responsible for procurement, records management, mail processing, courier services, central receiving and surplus property management at the County’s Government Centers.</p> <p>Services provided include awarding and administering contracts, inspecting and testing goods, and expediting their shipment, collecting, distributing and processing interoffice and outgoing mail, utilizing and disposing of surplus property, retaining records, managing inactive records and imaging services and updating policies and procedures.</p>	<p><b>Responsible Department:</b> Department of Finance, Supply Commissioner (Supply Division)</p> <p><b>FY2010 Budget:</b> \$644,167</p> <p><b>FY2010 Staffing:</b> 9.73 (budgeted and occupied)</p> <p><b>Current Operations:</b> The City Supply Division is responsible for the procurement of supplies, equipment, equipment maintenance and selected services for all City departments. In addition, the Division handles disposal and recycling of City surplus property. As the primary preparer of contracts for the City, the Division processes nearly 7,000 requisitions annually and administers over 200 purchase contracts.</p> <p>In FY2011, the Supply Commissioner will review additional City supply contracts to identify products that may have more sustainable or "green" substitutes to minimize environmental impacts.</p>

**Initiative Description**

Currently, the City and the County do not consistently engage in joint purchasing. Both the City and the County buy off State contracts when it is advantageous to do so, and both entities have the ability to occasionally buy off of each other’s contracts.

In the City, there is a \$5,000 threshold for competitive bidding and a \$500 threshold for informal, unadvertised bidding. Departments typically contract for professional services themselves, however these contracts are subject to approval by a five-member board consisting of the director of the client department, a staff member of the client department and three other City employees selected by the Mayor, President of the Board of Aldermen and Comptroller. In the past, St. Louis Public Schools have purchased surplus salt from the City, which itself purchases approximately 15,000 tons of salt per year.



## DISCUSSION DRAFT



However, purchasing for the St. Louis Public Library, Public Schools, Airport, Metro and Metropolitan Police Department is currently not coordinated through the Supply Division.

In St. Louis County, all County purchases are required to be competitively bid whenever possible. However, only purchases over \$25,000 are subject to a formal competitive bid process. The County uses several cooperative purchasing contracts with entities such as the Missouri Department of Transportation and the Western States Contracting Alliance. The County has also established many cooperative contracts where the successful bidder will extend the County's cooperative agreement to County municipalities.

There are several procurement areas where the City and County could realize real savings from purchasing common supplies and bulk purchases such as asphalt, fuel, salt and other common bulk purchased items under cooperative contracts. This may involve the City buying off a County contract for which the County is able to leverage lower per unit costs or vice versa. Both the City and County codes explicitly authorize cooperative purchasing programs with other governments.<sup>43</sup>

There are at least a couple of opportunities within the City where remedial actions could significantly increase savings opportunities. First, if the City were able to centralize the entire procurement process, it could improve the overall coordination of the procurement process and reduce the duplication of functions. At the time of this study there were a number of departments with spending authority that allowed them to procure goods and services independently of one another. Second, the Police Department, governed largely by a state-appointed board and outside of the City's control, has an entirely separate purchasing operation. These duplications are counter-productive and likely do not allow the City - or the Police Department - to procure goods and services in the most efficient and economical manner. A centralized procurement operation, similar to that of the County, would improve transparency, streamline processes and reduce the City's overall expenses associated with purchasing. It is also possible that these efforts could improve individual and joint pricing by increasing the overall spend of the department.

Although cooperative purchasing agreements have several benefits, there are issues that would have to be addressed before initiating a new program. In some cases, two jurisdictions will have different "explanatory levels," thresholds below which a department can make a purchase without formal competitive bidding. A low explanatory limit can limit the areas where joint purchasing can be possible. In St. Louis, the explanatory level is \$5,000 while in the County, the level is \$25,000. In these cases, each participating jurisdiction should review its public procurement regulations and contracts and make necessary changes to address inconsistencies such as the explanatory level difference.

- **Pittsburgh and Allegheny County, PA:** In February 2007 the City and County entered into a joint purchasing agreement through which the County handled procurement for some materials, general supplies and equipment on behalf of the City. Under this agreement the City paid the County \$135,000 annually to cover overhead costs for joint commodity purchasing and the cost of the commodities themselves. The County and City estimated that this joint purchasing agreement saved the City \$1 million with \$385,000 in annual personnel cost savings achieved through reduced staffing. For comparison, the City's FY2009 budget funds a procurement coordinator and three purchasing agents who procure professional, construction and other services at an annual salary cost of \$153,943. The City and County negotiated a renewal of the joint purchasing agreement that expired in 2008 with an extension to cover services like plumbing and electrical maintenance. In return for the County handling more purchasing on behalf of the City, the City pays the County \$200,000 annually.

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<sup>43</sup>St. Louis City Revised Code, 5.58.015; Revised Ordinances of St. Louis County, 107.200.



Although the agreement resulted in significant cost savings, there were a number of concerns that arose during implementation of the initiative. As the City and County had different "explanatory levels", the City had to review its public procurement regulations and contracts and make necessary changes to address inconsistencies such as the explanatory level difference. In addition, the County expressed concern about incurring additional liability if it procured certain services on behalf of the City. Although some changes occurred to alleviate initial problems encountered with joint purchasing by the City and County, a further review of the City's public procurement regulations was necessary in order to properly facilitate additional joint purchasing with the County.

- **Androscoggin County, Franklin County and Oxford County, ME:** In late summer of each year, the Androscoggin Council of Governments conducts joint cooperative purchases of road salt and liquid calcium chloride. More than 30 towns participate in the road salt bid and more than a dozen participate in the calcium chloride bid. On average, the road salt joint purchase saves towns approximately 10 percent of the normal purchase price. In many cases, the savings provide a significant offset to their town dues.<sup>44</sup>
- **Suburban Detroit Municipalities:** The Downriver Community Conference (DCC) of suburban Detroit allows member municipalities to increase purchasing power and promote cost savings. DCC maintains a joint purchasing program for common Public Works items such as road salt, water meters, cold patch and uniforms. Public Works directors from member municipalities meet once a month to discuss needs, evaluate bids, communicate progress and discuss other timely and relevant issues. Directors take turns developing the RFPs for the commodities needed, while DCC provides administrative support through recordkeeping and meeting facilitation. Municipalities can opt out of any bid that does not meet their particular needs.<sup>45</sup>
- **Lafayette and Tippecanoe County, IN:** In 2005, the Joint Purchasing Board (JPB) was created by the City of Lafayette and Tippecanoe County to combine purchasing roles and efforts in a uniform manner. In general, the City and the County combine their purchasing efforts on products and materials when similar commodities are utilized by both entities, allowing vendors the opportunity to supply goods and services to both entities under a single awarded contract agreement. Past procurements under the JPB have included hot mixed asphalt, liquid asphalt and rock salt.<sup>46</sup>
- **Suburban Pittsburgh Municipalities:** The South Hills Area Council of Governments of suburban Pittsburgh (SHACOG) serves as the coordinating and administrative entity for 120 affiliated municipalities participating in the SHACOG Purchasing Alliance. While administrative responsibilities (product surveys, specification development, advertising and bid tabulation) are vested in SHACOG, participating governments retain the right to purchase only those products and those amounts which they require. Products range from public works vehicles to swimming pool chemicals to rock salt. The Alliance's collective buying power for rock salt (in excess of 100,000 tons) has historically resulted in prices lower than the City, County and even the State. For example, the 1998-99 season resulted in a collective savings of over \$400,000. New products are added as requested with recent successful additions being police cars and public works vehicles.<sup>47</sup>

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<sup>44</sup>Androscoggin Council of Governments. "Joint Purchasing." [http://www.avcog.org/muni\\_joint.aspx](http://www.avcog.org/muni_joint.aspx)

<sup>45</sup>Southeast Michigan Council of Governments. "AgileGov - Ideas for advancing local government effectiveness: DPW/S Joint Purchasing Agreements." 2007. [http://www.semco.org/data/agilegov.report.cfm?proj\\_num=101](http://www.semco.org/data/agilegov.report.cfm?proj_num=101)

<sup>46</sup>City of Lafayette, IN. "Joint Purchasing Board (JPB Bids)." <http://www.lafayette.in.gov/department/division.php?fDD=11-214>

<sup>47</sup>South Hills Area Council of Governments. "About SHACOG." <http://www.shacog.com/Shacog%20Info.htm>



**Fiscal Impact**

If the City and County routinely engaged in joint purchasing for clothing, office supplies, computer supplies and medications, they could reasonably expect to save 10 percent on these items, based on the experiences of other jurisdictions that have negotiated similar agreements. Based on 2010 expenditures on these select commodities, savings for the County would total approximately \$616,054 and City savings, \$332,627. Savings would likely be even greater if the agreement was expanded beyond these commodities.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$149,469	\$152,459	\$155,508	\$158,618	\$616,054
<b>City</b>	\$0	\$45,923	\$93,682	\$95,556	\$97,467	\$332,627

**Timeline for Implementation**

Allowing for reasonable time to set up cooperative purchasing agreements, decide on the appropriate commodities for joint purchasing, working out any differences in explanatory levels, the City and County could possibly implement a joint purchasing program beginning in Spring 2012.



<b>AD07.</b>	<b>Coordinate Surplus Property Sales and Online Auctioning</b>	
	<b>Target outcome:</b>	Lower property disposal costs and increase surplus property sales revenue for the City and the County.
	<b>Financial impact:</b>	15 percent increase in surplus property sales revenue (City and County)
	<b>Responsible entities:</b>	City Supply Commissioner, Department of Finance; County Division of Procurement and Administrative Services, Department of Administration
	<b>Timeframe:</b>	Short-term

**Summary of Current Operations**

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> Department of Administration, Division of Procurement and Administrative Services</p> <p><b>FY2010 Budget:</b> \$2,621,800</p> <p><b>FY2010 Staffing:</b> 30</p> <p><b>Current Operations:</b> The Department of Administration's Division of Procurement and Administrative Services is responsible for procurement, records management, mail processing, courier services, central receiving and surplus property management at the County's Government Centers.</p> <p>Services provided include awarding and administering contracts, inspecting and testing goods, and expediting their shipment, collecting, distributing and processing interoffice and outgoing mail, utilizing and disposing of surplus property, retaining records, managing inactive records and imaging services and updating policies and procedures.</p>	<p><b>Responsible Department:</b> Department of Finance, Supply Commissioner (Supply Division)</p> <p><b>FY2010 Budget:</b> \$644,167</p> <p><b>FY2010 Staffing:</b> 9.73 (budgeted and occupied)</p> <p><b>Current Operations:</b> The City Supply Division is responsible for the procurement of supplies, equipment, equipment maintenance and selected services for all City departments. In addition, the Division handles disposal and recycling of City surplus property. As the primary preparer of contracts for the City, the Division processes nearly 7,000 requisitions annually and administers over 200 purchase contracts.</p> <p>In FY2011, the Supply Commissioner will review additional City supply contracts to identify products that may have more sustainable or "green" substitutes to minimize environmental impacts.</p>

**Initiative Description**

Currently, the City disposes of surplus property through a competitive bidding run by the Supply Division, while the County holds quarterly property auctions for heavy equipment, vehicles and occasional on site sales through a contracted firm. The County has expressed an interest in implementing online auctioning for surplus property and has already established an online auctioneering service contract for the County Police Department. With the consent of the Department, this contract could be made cooperative and the City could begin to using the County's online auction vendor to dispose of its surplus property within a reasonably short period of time. Under a cooperative agreement, the disposal of property by the City's Supply Division and the County's Division of Procurement and Administrative Services could be coordinated by holding periodic online auctions of both City and County property.



Online surplus property auctions are an increasingly popular tool used by governments to maximize revenues from surplus property sales. Typically, governments will contract with a private vendor to handle management of the inventory, appraisal, sale and shipping of surplus property. The private firm will then conduct auctions of government assets through its online marketplace. Many governments have found that online auction is more cost effective and has greater revenue generating potential than more traditional methods of property disposal such as live auctions and sealed bids. Analyses of auction results generally confirm that online auctions will offer more return on conventional surplus assets than conventional local auctions due to the increased exposure and marketing efforts offered by online auction venues.<sup>48</sup> In 2003, about 15 percent of cities and counties and approximately 4 percent of municipal utilities across the United States were using online auctions for selling surplus equipment and materials.<sup>49</sup>

There are numerous benefits to utilizing online surplus property auctions:

- When well advertised, they can attract more interested bidders and thus maximize revenue from unused property.<sup>50</sup>
- They can eliminate the need to pay property disposal fees for old or obsolete property, replacing a cost with a new revenue source.<sup>51</sup>
- Online surplus property auctions can make the existing process for the disposal of excess property more efficient and effective by reducing disposal time and increasing sales revenues.<sup>52</sup>
- They eliminate the need to pay property maintenance and administration costs for unused property (i.e: insurance, repair, etc.).<sup>53</sup>
- Online surplus property auctions make it easier for the public to access government surplus property auctions and build public trust in a government's abilities to deliver quality products in surplus auctions.
- The security of online auction venues increases the transparency of the auction process and provides sound auditing trails for items sold.<sup>54</sup>
- Online sales require the winning bidder to arrange for transportation of surplus vehicles to their locale, reducing oil and other fluid leaks into the ground, waterways and watersheds during pre-auction storage.<sup>55</sup>

In addition to conventional property auction services, some online auction companies offer overtime bidding, under which if bidding is still going on when the auction is scheduled to end, the auction will not end until the last bidder has had a chance to place a bid. Others will manually verify bidders' identities

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<sup>48</sup>Georgia Municipal Association. "Online Surplus Property Auctions Growing in Popularity." Georgia Cities Newspaper. November 3, 2009. <http://www.gmanet.com/Paper.aspx?CNID=44224>

<sup>49</sup>National Institute of Governmental Purchasing. "Purchasing 2003 Benchmarking Survey." 2003. <http://www.nigp.com/>

<sup>50</sup>"E-Notification System Announced for Connecticut Surplus Property Auctions." Government Technology. April 7, 2008. [http://www.govtech.com/e-government/E-Notification-System-Announced-for-Connecticut-Surplus-Property\\_Auctions.html](http://www.govtech.com/e-government/E-Notification-System-Announced-for-Connecticut-Surplus-Property_Auctions.html)

<sup>51</sup>Carmen, Barbara. "Agencies in Ohio use Web to auction unused items." Associated Press. January 15, 2010.

<http://www.middletonjournal.com/news/ohio-news/agencies-in-ohio-use-web-to-auction-unused-items-495351.html>

<sup>52</sup>Ferro, Enrico and Dadayan, Lucy. "Can Government be a good eBay? Using online auctions to sell surplus property." European Journal of ePractice. February 2008. <http://www.epractice.eu/files/2.2.pdf>

<sup>54</sup>Georgia Municipal Association. "Online Surplus Property Auctions Growing in Popularity." Georgia Cities Newspaper. November 3, 2009. <http://www.gmanet.com/Paper.aspx?CNID=44224>

<sup>55</sup>Ibid.



before allowing them to participate and offer no up-front fees. They also sometimes provide unlimited free training for local government employees for online auctions.<sup>56</sup>

Online surplus property auctions have been implemented by several state and municipal governments with much success:

- **Franklin County (Columbus Area), OH:** In 2003, Franklin County, OH began to make use of online auctioning for surplus property disposal. The County was attracted to online auctions because they can reach a large number of potential buyers and often cost less than traditional live auctions. From 2003 to 2010, Franklin County collected \$1.28 million from online auctions of old, broken or unwanted items. The County has seen significant savings from adopting this approach. For example, originally, the County paid a \$9 per tire fee for disposal of surplus tires. Now the County sells packets of 20 to 25 tires for \$250 to \$300 to bidders interested in recycling them. Also, in 2006, the County was able to dispose of an old unused steel water tower by selling it on auction for \$2,000. The purchaser was required to disassemble it and repair any tire ruts or damage to the land at no cost to the County.<sup>57</sup>
- **Jacksonville, NC:** In July 2004, Jacksonville, NC discovered online auctions as a way to dispose of surplus goods through the North Carolina League of Municipalities. Previously, Jacksonville had only live auctions, however Jacksonville employees now download a photograph and complete a form to sell an item online. The City put its first items up for auction - three vehicles that were posted for 10 days - on the Internet in July 2004. As a result, the vehicles sold for what the City considered to be their average values. Because of the online auction, the three surplus vehicles did not take up garage space or maintenance and insurance dollars while waiting to go to auction. The online auction company the City used charged 7.5 percent of the final sale price, 0.5-4.5 percent less than the typical cost of live auction sales, resulting in significant property disposal cost savings.<sup>58</sup>
- **Douglas County (Lawrence Area), KS:** In 2004, Douglas County, KS shifted from live auctions and trade-in offers to online auctions for disposing of County vehicles. The County used eBay for surplus vehicle auctions at a cost of \$82 per vehicle. When comparing revenue generated from traditional disposal methods to online auction, the County found it generated approximately \$1,900 more per vehicle for 2002 model vehicles and \$1,400 more for 1997 models - an estimated increase of \$12,300 for seven vehicles - by selling online.<sup>59</sup>

## Fiscal Impact

There are numerous estimates on the volume of savings that can be gained from online auctioning. One recent estimate found that private sector entities could gain between 18 and 45 percent of the initial purchase price for items auctioned online.<sup>60</sup> Based on this, using joint online auctioning could lead to at least a 15 percent increase in surplus property sales revenue. The overall revenue yield would depend on the volume of property sales the City and the County would subject to auction.

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<sup>56</sup>Fleming, Sibley. "Online auctions help sell surplus property." *American City and County*. October 1, 2004. [http://americacityandcounty.com/admin/economic\\_dev/government\\_online\\_auctions\\_help/](http://americacityandcounty.com/admin/economic_dev/government_online_auctions_help/)

<sup>57</sup>Ibid.

<sup>58</sup>Ibid.

<sup>59</sup>Ibid.

<sup>60</sup>Ferro, Enrico and Dadayan, Lucy. "Can Government be a good eBay? Using online auctions to sell surplus property." *European Journal of ePractice*. February 2008. <http://www.epractice.eu/files/2.2.pdf>



DISCUSSION DRAFT



**Fiscal Impact**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
<b>County</b>	N/A	N/A	N/A	N/A	N/A	N/A
<b>City</b>	N/A	N/A	N/A	N/A	N/A	N/A

**Timeline for Implementation**

Establishing a joint online auctioning program would require County Police Department approval, negotiation of a cooperative agreement for the City to join the County’s contract, selection of appropriate items for online auctioning and creation of photographs and descriptions for the auctions. Beyond these steps, minimal effort would be required to prepare for the auctions; other elements of the process would typically be handled by the auction vendor. As a result, the City and County could begin a comprehensive online surplus property auction program as early as Fall 2011.



### SERVICE DELIVERY AREA: Administration-Printing

<b>AD08.</b>	<b>Consolidate Print Shop Operations</b>	
	<b>Target outcome:</b>	Lower printing costs for the County and generate new revenue for City.
	<b>Financial impact:</b>	Not available (County) Not available (City)
	<b>Responsible entities:</b>	Fiscal Services Division, St. Louis County Department of Health; Multigraph Division, St. Louis Department of Finance
	<b>Timeframe:</b>	Short to Medium-term

#### Summary of Current Operations

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> St. Louis County Department of Health, Fiscal Services Division, County Print Shop</p> <p><b>FY2010 Budget:</b> \$185,500, \$585,500 (w/o agency reimbursement)</p> <p><b>FY2010 Staffing:</b> 6</p> <p><b>Current Operations:</b> The Department of Health's Services' Fiscal Services Division the County's Print Shop. The Shop handles all major printing operations for St. Louis County. The Division is reimbursed by County agencies that use its services, which offsets approximately 68 percent of its costs.</p>	<p><b>Responsible Department:</b> St. Louis Supply Division, Multigraph Section</p> <p><b>FY2010 Budget:</b> \$913,969</p> <p><b>FY2010 Staffing:</b> 10 (budgeted), 10 (occupied)</p> <p><b>Current Operations:</b> The Multigraph Section of the St. Louis Supply Division is responsible for providing quality printing and graphic design support services to all City agencies. City agencies are required to use the Division's services. The Section provides forms, brochures, letterheads, and information materials as well as typesetting, graphic design, photography, press work, and bindery services to City agencies.</p>

#### Initiative Description

At present, the City and the County operate separate and independent print shop operations. St. Louis County's Print Shop is housed within its Health Department, whereas the City's Shop is within the Multigraph section of the Supply Division. City departments are required to use the Multigraph section for printing services, however City elected officials are currently exempt from this requirement. As a result, the Section provides some services for the Comptroller, Recorder of Deeds, License Collector and City Courts, but none for the Treasurer or Collector of Revenue. In recent years, the Multigraph section has moved aggressively to expand its services to other City agencies and departments. For example, the Section will soon assume responsibility for the St. Louis Metropolitan Police Department's printing. In July 2011, there will be a transfer of funds and personnel to the Section to support police printing operations.

St. Louis County should consider contracting with the City to provide printing services for County agencies. The City has recently expanded its capacity by moving to a new facility, and maintains a larger



operation with a wider range of offered services than the County. Such an arrangement would provide a new source of revenue for the City of St. Louis, while potentially reducing the County's printing costs. Instead of direct reimbursements to the Health Department Print Shop, the County would instead reimburse the City Multigraph Section on a fee-for-service basis. As printing is not a core function of the Health Department, County Health Department resources could then be redirected to other services that are closer to its core mission. It is important to note that County printing expenditures are not based in the General Fund, but in the Health Fund, a special fund for Health Department use supported by a dedicated property tax levy. The County Print Shop receives transfers and reimbursement for services provided to County agencies, but is still supported by a net \$185,509 subsidy from the Health Fund. In order to maintain this funding and reimbursement structure, printing reimbursement to the City should originate from the Health Fund.

Interlocal printing agreements are not uncommon among similar governments. The following are examples of such agreements in place:

- **City of Houston and the Houston Independent School District (HISD):** In August 2010, the Houston City Council approved an agreement that will provide printing services from the Houston Independent School District to the city for a period of five years, at a total cost of approximately \$7.5 million, with five one-year optional extensions. Houston Independent School District has specific printing needs to serve its own internal purposes. To address this requirement, HISD elected to invest in specialized printing equipment which allowed it to produce a broad array of print services and products. Because HISD had excess capacity for printing equipment utilization, it began offering print services on a fee-for-service basis to other governmental and non-profit organizations. In addition to the city, HISD provides similar services to Lone Star College, several area school districts and other agencies.<sup>61</sup>
- **Montgomery County, MD and Montgomery County Public Schools (MCPS):** In FY 2000, Montgomery County consolidated its print shop with that of Montgomery County Public Schools. Today MCPS's print shop provides all offset printing for Montgomery County government.<sup>62</sup>
- **City of Edmonds and Washington State:** In February 2010, the Washington State Department of Printing entered an agreement with the City of Edmonds to provide all necessary printing services to the City in exchange for full reimbursement of associated costs by the City.<sup>63</sup>
- **City of Woodland and Cowlitz County, WA:** In July 2010, City of Woodland City Council approved an interlocal agreement with Cowlitz County under which the County would provide printing, design, binding, finishing, photographic, multimedia duplication and related services to the City for a charge equal to the actual cost of providing these services.<sup>64</sup>

## Fiscal Impact

Contracting with the City would eliminate the need for the County to provide the effective \$185,509 Health Fund operating subsidy to the Health Department Print Shop. Actual savings to the City and County would depend on the volume of County print jobs that would be contracted out, the reimbursement rate to

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<sup>61</sup>Bryce, Garrett. "Houston City Council." Guidry News Service. <http://www.guidrynews.com/story.aspx?id=1000028465>

<sup>62</sup>Montgomery County, MD. "FY11 Operating Budget and Public Services Program FY11-16." May 27, 2010. [http://www.montgomerycountymd.gov/content/omb/FY11/appr/psp\\_pdf/dqs.pdf](http://www.montgomerycountymd.gov/content/omb/FY11/appr/psp_pdf/dqs.pdf)

<sup>63</sup>City of Edmonds, WA. "Interlocal Cooperation Agreement between the State of Washington Department of Printing and the City of Edmonds." February 19, 2010. <http://www.ci.edmonds.wa.us/interlocal/WashingtonStateDeptOfPrinting.pdf>

<sup>64</sup>City of Woodland, WA. "Interlocal Agreement between Cowlitz County and the City of Woodland." July 19, 2010. <http://www.ci.woodland.wa.us/AgendasMinutes/CityCouncil/2010/071910/C-Interlocal%20Printing%20Agreement.pdf>



the City, and the scale of the in-house printing operations the County would no longer need to operate. As this information was not available from the City or the County, a revenue estimate was not possible.

**Fiscal Impact**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
<b>County</b>	N/A	N/A	N/A	N/A	N/A	N/A
<b>City</b>	N/A	N/A	N/A	N/A	N/A	N/A

**Timeline for Implementation**

Elimination of the County Print Shop and a shift of all printing operations to the City would require a considerable amount of negotiation, preparation and planning. The City and County would ultimately need to sign a contract stipulating the reimbursement formula, as well as protections for the County from abrupt City withdrawal. Given the process that would be need to sort out these issues, and transfer operations to the City, printing operations could be consolidated by Spring 2012 at the earliest.



### SERVICE DELIVERY AREA: Administration-Information Technology

<b>AD09.</b>	<b>Implement a Joint Licensure Optimization Study</b>	
	<b>Target outcome:</b>	Achieve cost savings for the City and the County from reduced software licensing fees.
	<b>Financial impact:</b>	\$85,530 (County) \$17,951 (City)
	<b>Responsible entities:</b>	St. Louis Information Technology Services Agency; St. Louis County Information Technology Division, Department of Administration
	<b>Timeframe:</b>	Short to Medium-term

#### Summary of Current Operations

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> Department of Administration, Information Technology Division</p> <p><b>FY2010 Budget:</b> \$3,673,700</p> <p><b>FY2010 Staffing:</b> 5<sup>65</sup></p> <p><b>Current Operations:</b> The Information Technology Division develops County IT policies and plans and manages the introduction, operation and use of information technologies, including telecommunications, across County government.</p> <p>Services provided include developing and communicating IT strategies, policies, practices, budgets, architecture and standards, managing IT projects and consulting with departments to identify and address their IT needs. The Division also plans and coordinates the business telecommunications systems, facilities, operations and projects for all of County government.</p>	<p><b>Responsible Department:</b> Information Technology Services Agency</p> <p><b>FY2010 Budget:</b> \$5,727,354</p> <p><b>FY2010 Staffing:</b> 43</p> <p><b>Current Operations:</b> The St. Louis Information Technology Services Agency (ITSA) is responsible for provide mainframe and personal computer network support and programming along with web site development and maintenance for City agencies. The Agency estimates it processed 7,500 held desk calls and managed 1,640 workstations in FY2010.</p> <p>In FY2011, the ITSA plans to complete an on-line permit system to be used by all City departments involved in issuing permits. The Agency also plans a complete revamp of the City's website, including comprehensive updates and reformatting.</p>

#### Initiative Description

Currently, City and County software licensing is not coordinated in any way. The County attempts to control its licensing costs through vendor negotiations; the City has had significant issues in managing its software licenses. A number of City operating systems are currently not licensed, and license optimization overall has been difficult to achieve throughout City government. The City and the County have an opportunity to improve their license optimization processes through a joint licensure optimization study. Under a joint licensure optimization study, a consultant will typically come in and conduct a broad

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<sup>65</sup>St. Louis County departments also have internal information technology specialists in addition to Information Technology Division personnel.



inventory of existing software and hardware assets. Next, the consultant would assess how many outstanding IT software contracts are in place and when they expire. After that, the consultant would identify areas where City and County software licenses can be shared, combined and/or optimized. This would allow for more efficient distribution of software licenses in both the City and County, reducing unnecessary license duplication and allowing for improved management and tracking of software licenses. This joint initiative has the potential to generate recurring cost savings for both entities.

Several jurisdictions have seen significant benefits from shared software agreements:

- **Pittsburgh and Allegheny County, PA:** In 2010, the city of Pittsburgh and Allegheny County reached an agreement with Oracle to shift the City's accounting processes to County computers. The City had previously been operating with financial software dated from 1996 and was urged by both the City Comptroller and the state-appointed fiscal oversight board to upgrade it. As a result, a merger with Allegheny County's system was determined to be the best solution. Under the agreement, the City shares the County's current accounting software and purchases a license from the software vendor at a cost of less than \$5 million. Acquiring a system as advanced as the County's would have cost an estimated \$20 million. The improved accounting system was estimated to generate \$2 million in savings and an additional \$1 million in revenue from the Pittsburgh Water and Sewer Authority for using the system.<sup>66</sup>
- **Raleigh and Mecklenburg County, NC:** Since 2005, Mecklenburg County (Charlotte) Code Enforcement and the City of Raleigh Development Services have maintained a joint technology development program. Under the program, the two jurisdictions share the cost of computer program development for permitting and development review activities. Raleigh and Mecklenburg County also have an electronic residential master plan reciprocal review program for national builders using common master plans, eliminating unnecessary duplication of residential reviews, where the same builders are constructing in both jurisdictions. As a result of the program, both jurisdictions have seen significant benefits including an improved service focus, reduced staff hours and increased efficiency in the permitting process.<sup>67</sup>
- **Southlake and New Braunfels, TX:** In 2006, the cities of Southlake and New Braunfels joined forces to acquire new land and asset management software systems. The two cities worked with a single consultant to develop an approach that used staff from both cities. Southlake and New Braunfels then worked together to complete the process of documenting business processes, developing software requirements and specifications, issuing an RFP and determining the best software package to meet each city's needs. The two cities found that the economies of scale from a joint software acquisition would result in lower costs for both cities through shared effort and industry expertise. Under the joint consultant contract, Southlake was estimated to save \$12,000 and New Braunfels \$25,000. In the end, the two cities selected the same software product, and were able to secure the software at a lower cost than if they had made the purchases separately. The two cities were also able to save money on software acquisition by saving costs related to software configuration and common interface design, resulting in economies of scale. Moreover, both cities were able to learn from each other during the selection process, identifying areas to improve business practices.<sup>68</sup>

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<sup>66</sup>Lord, Rich. "City, county to share financial software." Pittsburgh Post-Gazette. December 4, 2009.; Puko, Tim. "Allegheny County, Pittsburgh work on details of joint system." Pittsburgh Tribune-Review. September 9, 2010.

<sup>67</sup>E-plan Review NC. "Overview of joint P&I software development by the City of Raleigh and Mecklenburg County." October 20, 2008. [http://e-plan-nc.org/Joint\\_Venture\\_Project.pdf](http://e-plan-nc.org/Joint_Venture_Project.pdf)

<sup>68</sup>Blagg, Jim, Korinchock, Deborah, and Tweedy, Jerry. "Joint software selection project provides numerous benefits." Government Finance Review. February 2009. [http://www.entrepreneur.com/tradejournals/article/194463378\\_2.html](http://www.entrepreneur.com/tradejournals/article/194463378_2.html)



- New York City:** In 2008, the New York City Office of Management and Budget was forced to find ways to significantly reduce NYC agency operating costs due to a pending fiscal crisis. The City was faced with immediate operating expenses requested agency by agency tied to software publisher renewal and a limited available budget for these renewals. Moreover, the City experienced uncertainty over which software was essential to business operations and which employees needed full versus limited application function. In response the City hired a private vendor to identify software/IT redundancies and implement user segmentation modeling and overall consolidation initiatives. After optimizing the City’s software, the vendor worked with the City to convert optimized software operating costs to a capital eligible model. In addition, the vendor reviewed key future projects within the City to understand planned new technology, software and services to ensure flexibility to upgrade in a 5 year capital offering. As a result of this effort, City agencies were estimated to save 20 to 40 percent in software costs.

**Fiscal Impact**

Based on New York City’s experience, the City and the County could expect to realize at least 20 percent in software costs from a joint licensure initiative. Typically, license optimization consultants will charge a fixed fee ranging from \$25,000 to \$50,000 in addition to a fixed percentage of the savings from optimization. However it may be possible to leverage outside funding sources that would minimize the upfront liability for the study, based on the future stream of cost savings to be generated by the project. Based on the City and County’s FY2011 budgeted software and license expenditures and assuming a \$50,000 joint expenditure for the study and an additional consultant’s commission equal to 10 percent of the savings, this could yield \$17,951 in savings for the City and \$85,530 for the County.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	(\$25,000)	\$26,817	\$27,354	\$27,901	\$28,459	\$85,530
<b>City</b>	(\$25,000)	\$5,930	\$12,097	\$12,339	\$12,586	\$17,951

**Timeline for Implementation**

A joint licensure optimization study would need to be performed in advance of any software license sharing agreement. The City and County would need to select a single consultant to examine software/IT redundancies and identify opportunities for consolidation. Assuming completion of this study in late 2011, a joint software licensure agreement could take effect as early as Spring 2012.



<b>AD10.</b>	<b>Further Integration of Regional Services using REJIS as a Platform</b>	
	<b>Target outcome:</b>	Integrate regional shared services and achieve cost savings through negotiation of lower fees.
	<b>Financial impact:</b>	Not Quantifiable (County) Not Quantifiable (City)
	<b>Responsible entities:</b>	St. Louis Information Technology Services Agency; St. Louis County Information Technology Division, Department of Administration, City Police IT and other regional entities as applicable
	<b>Timeframe:</b>	Short-term

**Summary of Current Operations**

The Regional Justice Information Service (REJIS) was set up in 1975 by the City of St. Louis and St. Louis County to increase regional cooperation in criminal justice information management. Today, the REJIS is a specialized quasi-governmental Information Technology (IT) and records management consultant that primarily serves criminal justice agencies throughout the St. Louis region. It offers a wide array of services including access to public records, systems support and integration, software installation and support as well as grant management assistance.

The agency is overseen by a seven member board (the REJIS Commission) appointed by the St. Louis County Executive and the Mayor of the City of St. Louis. The Mayor and County Executive each appoint three members to the Commission and jointly appoint the 7<sup>th</sup> member. REJIS is run by a general manager that reports directly to the Commission and employs over 140 people, including 130 at the main office in the Central West end of St. Louis and about ten at larger customer sites. REJIS is financially supported by contract and subscription fees charged to clients for services.

Since its founding, REJIS has expanded its geographic reach to jurisdictions containing over 90 percent of the region’s population, including three additional Missouri and three additional Illinois counties. Today, REJIS serves about 250 criminal justice and government customers, mostly county and local government criminal justice agencies. While the primary focus of REJIS is to provide records management services to government agencies in the St. Louis metropolitan region, other services offered include the following<sup>69</sup>:

- Development of customer applications and web designs;
- Online and batch processing;
- Installation and support of custom and commercially available software;
- Systems integration;
- Custom interfaces;
- Facility management;
- Data center co-location;
- Reselling of commercially available hardware and software;
- Access to remote databases;
- Networking;

<sup>69</sup>Regional Justice Information Service. “About REJIS.” 2009. <http://www.rejis.org/AboutREJIS.aspx>



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- Training and help desk support;
- Public record access (i.e: drivers license, warrants, criminal history, deaths, etc.) for members of the Missouri Bar Association, professional corporations, private security firms and government agencies (subscription fees required);
- Case management services;
- Jail management services;
- State accident report submission (Missouri only);
- Law enforcement database (i.e: arrests, warrants, stolen vehicles);
- Mobile traffic ticketing service;
- Booking photo software;
- Automated online payment service;
- Concealed carry registration service;
- Public works, code enforcement and licensing suite;
- Desktop and Network IT support services;
- Web development and support; and
- Grant management systems.

### **St. Louis County**

The County currently uses REJIS for services related to LAN, WAN, helpdesk, servers and networks. These services are delivered through a series of coordinated multiple year contracts, revised on an annual basis. All of the County's contracts with REJIS include termination clauses that allow the County to terminate the contracts if adequate notice is given.

The County also maintains a partnership in the correctional database management system, IJMS2, that was developed in 2004 with key players within the City as further described below.

### **City of St. Louis**

Some City agencies (i.e: Judicial Offices) have reduced their reliance on REJIS services over the past 10 years, bringing case management services in-house to achieve cost savings, but there are still a number of REJIS contracts with differing contract terms in various City agencies. Some functional areas where the City has used REJIS services include:

- Under St. Louis' City Code (Section 17.62.220 (D)), the Budget Division is required to obtain monthly reports on the amounts and types of parking violation from REJIS for records reconciliation purposes.
- In 2004, the St. Louis City Information Technology Services Agency (ITSA) worked with the Police Department, Division of Corrections and REJIS to develop a regional approach with St. Louis County Corrections to implement a correctional database management system, IJMS2, starting in the later part of 2004.
- In 2006, ITSA worked with REJIS in developing new web-based applications for the City Courts management system.



The City Police, while generally a separate operating unit from the City, uses server-based systems through REJIS. For this particular initiative, it is critical to understand the importance of a unique arrangement that was just recently forged between the City and the City Police. In an effort to maximize the existing resources within the City Police IT Department, the City worked to execute a Memorandum of Understanding (MOU) with the Police IT Director to provide 25 percent of their time working to do a comprehensive review of the City's IT operations. This MOU is currently in place on a six month trial basis, and the City hopes that this will provide enough time to at least prioritize the City's critical IT needs.

### **Initiative Description**

While the City, City Police and the County are currently using REJIS services independently for the most part, there are opportunities to achieve economies of scale by forming regional partnerships where there are similar service delivery needs. In this arrangement, REJIS would serve as the centralized platform for further integration. One example that exists today is the regional correctional database management system, IJMS2, which was implemented in the later part of 2004. Given the exhaustive list of services provided by REJIS (as noted above), we believe there are many more services that could be provided more effectively through similar arrangements. As individual organizations or units, most governments lack the capability to afford top-tier IT solutions. However, REJIS provides a unique opportunity to the St. Louis region to maintain mutual infrastructure, improve license discounts and share costs in an effort for all participating units to lower total cost of ownership (TCO), reduce risk and improve financial performance.

Any efforts to strengthen the independent bargaining power of these separate units will ultimately reduce the TCO for each unit. We recommend that additional thought be given to what opportunities may exist between these units to renegotiate IT costs with REJIS through a more powerful regional presence in those areas where there is a shared service interest. By approaching these contracts through a more regional approach it will not only force these separate units to evaluate their current contract terms, but standardize the contract language that currently exists in REJIS contracts between these separate units, help balance service delivery expectations and provide future opportunities for further integration. Additional savings could also result from coordinated and standardized tools, methodologies, business processes and systems.

An example of such an opportunity within this report can be found in the Fleet initiatives, where by taking a similar approach in streamlining fleet management systems, not only would there be an opportunity for savings from annual licensing fees in a more regional approach, but there may also be savings that could be achieved by reducing the number of servers and housing all servers in one location; perhaps an entity like REJIS could maintain- the hosting capacity needed for the sort of web-based fleet management system that is being recommended to assist in streamlining fleet management. This approach could be implemented not just by the City, City Police and the County, but could also include other large regional fleet maintenance operations like MSD, Metro and the Airport that would substantially increase the purchasing power and incent vendors to reduce their costs in exchange for the augmented client base.

### **Fiscal Impact**

At the time of this analysis the City was in the midst of transitioning the IT Director position to that of the IT Director in the Police Department and a reasonable estimate of REJIS contracts within City departments was requested, but not readily available to complete a comprehensive estimate of what the fiscal impact may be at this time.



**Fiscal Impact**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
<b>County</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>
<b>City</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>

**Timeline for Implementation**

The City and the County should begin discussions surrounding these opportunities immediately to determine what services may be suitable for this sort of arrangement. The contract renewal dates and any termination clauses within the existing City, City Police and County REJIS contracts would need to be considered in any attempts at regionalizing similar current service contracts.



### SERVICE DELIVERY AREA: Health

<b>HE01.</b>	<b>Achieve Greater Economies of Scale through Collaborative Health Services</b>	
	<b>Target outcome:</b>	Enhance the delivery of public health services by phasing out the duplication of services currently carried out by the City and County Health Departments.
	<b>Financial impact:</b>	Not Quantifiable (County) Not Quantifiable (City)
	<b>Responsible entities:</b>	St. Louis County Department of Health and the City of St. Louis Department of Health and Hospitals
	<b>Timeframe:</b>	Short-term

#### Summary of Current Operations

St. Louis County	St. Louis City
<b>Responsible Department:</b> Health	<b>Responsible Department:</b> Health and Hospitals
<b>FY2010 Budget:</b> \$63,118,300	<b>FY2010 Budget:</b> \$29,479,478
<b>FY2010 Staffing:</b> 502 (Full and Part-time) 64 (Grant funded positions)	<b>FY2010 Staffing:</b> 192 (Budgeted) 184 (Occupied)
<b>Current Operations:</b> The Department of Health is responsible for environmental health, disease control, vital statistics, medical examiner, community primary care, veterinary, correctional health and printing services.	<b>Current Operations:</b> The Department of Health and Hospitals is responsible for communicable disease control, animal care and control, environmental health, vital records, medical examiner and family, community and school health services.

#### St. Louis County

St. Louis County's Department of Health includes the following divisions supervised by the Director of Health:

- **Communicable Disease Control:** Provides surveillance and control of communicable and contagious diseases in the community and coordinates emergency response for disease outbreaks. This division also provides vector control (i.e. mosquito, rabid animals) as well as veterinary services for stray and dangerous animals.
- **Environmental Protection:** There are two divisions within environmental protection: Air and Waste Management and Food and Environmental Health Laboratory. The Air and Waste Management division provides management, education and enforcement of codes related to solid waste, air pollution and lead poisoning prevention. The Food and Environmental Health Laboratory division provides inspections of food establishments, daycares, hotels and motels, tobacco parlors, dairy farms and swimming pools, as well as measures levels of environmental toxins known to cause harm to humans.
- **Executive Administration:** Responsible for the department's information technology needs, management of grants and contracts, quality control and improvement, community relations and other special projects.



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- **Fiscal Services:** Manages revenues and grants, billing and collections and accounts payable as well as the Office of Vital Statistics and the printing operations for the County.
- **Office of the Medical Examiner:** Determines the cause of deaths and operates regionally by providing some services to neighboring municipalities other than the City of St. Louis.
- **Personnel:** Coordinates the hiring and firing, promotions and credentialing of employees and coordinates a volunteer program and intern program.
- **Research and Medical Services:** Provides comprehensive primary healthcare and dental services to County residents at three community health centers, community health education programs and health and mental health services for the County's correctional system.

In addition, the Health Advisory Board meets monthly to advise the Director of the Department of Health relative to the functions and affairs of the department.

The St. Louis County Health Department indicates that it is the largest single provider of Medicaid and uninsured care in the state and provides a holistic approach to delivering public health services by offering direct medical services to citizens through three County-owned health clinics.

The County Health department is funded by a variety of funding streams. The Health Fund, approved by voters in the early 1900s, is a restricted fund to provide health services and is funded as a percent of assessed value on County tax bills by statute. The Health Fund provides approximately 70 percent of the department's funding. The remaining funds come from licenses, permits and fees (13 percent); grants and contracts (10 percent); program revenue (6 percent) and other revenue from railroad and utility taxes (1 percent).

### City of St. Louis

St. Louis City's Department of Health and Hospitals includes the following divisions

- **Administration:** The department activities are administered through two offices. The department is managed by a Director. Each division reports to the Health Commissioner.
  - **Director of Health and Hospitals:** The responsibilities of the Director include, but are not limited to representing the department at community and governmental meetings to garner support for and increase awareness of public health issues, forging partnerships with other agencies and community organizations to undertake joint public health projects and identifying areas that City departments can collaborate to tackle issues affecting cross sections of City departments. In addition, the City's Lead Remediation Program is now operated through this division. The Director of Health and Hospitals is responsible for providing leadership and direction to the Department of Health by establishing strategic goals and objectives for planning, developing, implementing and evaluating programs and services provided.
  - **Health Commissioner:** The Commissioner is responsible for implementing the strategic goals and objectives established by the Director of Health and Hospitals, in addition to providing administrative support to the other divisions of the Department of Health: Communicable Disease Control, Animal Care and Control, Environmental Health Services and Family/Community/School Health. Services provided by the Health Commissioner include, but are not limited to personnel management, budget preparation, grant administration, development and marketing of preventive programs and public information initiatives that are instrumental to improving the health of St. Louis citizens.



- **Communicable Disease Control (CDC):** Dedicated to providing effective monitoring, protection, prevention and promotion of public health to the citizens of St. Louis with regards to communicable diseases. Services provided by Communicable Disease Control include, but are not limited to prevention programs, diagnostic testing, treatment, follow-up and contact investigations for all reported communicable diseases in accordance with state standards. In addition, case management, housing and medication funding is provided to those diagnosed with HIV or AIDS.
- **Animal Care and Control Services:** Provides apprehension of stray animals, public education, vaccinations, adoption services, containment and elimination of mosquito populations and disease testing/monitoring of mosquitoes and birds. Animal Care and Control (ACC) is dedicated to providing an array of animal control, health and pet- owner services to promote responsible pet ownership and humane treatment of animals among the citizens of St. Louis and to protect citizens against insect and animal borne diseases.
- **Environmental Health Services:** Provides various services including mosquito control, rat control, hazardous materials management, water quality monitoring, sanitation control and air pollution control through a variety of programs. Environmental Health Services (EHS) strives to ensure the citizens of St. Louis have a safe and sanitary environment. The division carries out the initiatives of the Clean Air Act in conjunction with the Missouri Dept. of Natural Resources, and the EPA. In addition, the division also provides for the inspection and education of St. Louis food service establishments to help ensure food is of high quality and handled properly.
- **Family/Community/School Health (FCH):** Provides outreach to the highest risk populations for contracting chronic and communicable diseases including youth, refugee, immigrant and incarcerated populations in an effort to help them get the care they need. Division services include, but are not limited to school health screenings and referrals, immunization audits, community outreach, infant mortality initiatives and other prenatal care services.
- **The Health Care Trust Fund:** This fund was established in 2001, from a portion of local use tax receipts, as a means for funding health care for uninsured and under insured City residents.

While the City and the County both provide similar core public health services, there are a number of differences in how they provide those services and the scope of service delivery. The most notable are outlined below:

- The City contracts for the medical services provided to members of the community through Connect Care. In addition four Federally Qualified Health Centers (FQHCs)<sup>70</sup> operate within the City. By contrast, the County provides indigent health care services through clinics staffed by County employees and remains the largest single provider of Medicaid and uninsured care in the State of Missouri.
- The County provides comprehensive correctional health services for the inmates of the County Correctional Facility and the City does not provide any form of correctional health services.

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<sup>70</sup>A Federally Qualified Health Center is a community based health organization. An FQHC provides comprehensive primary health, oral, and mental health/substance abuse services to persons in all stages of the life cycle. FQHC's bring primary health care to the underserved, underinsured and non-insured populations. FQHCs are located in or serve Federally designated Medically Underserved Area/Populations (MUA or MUP).



- A large proportion of the City's budget is from grant funding (just over 60 percent excluding the Connect Care pass-through) while the proportion of grant funding in the County is much lower (approximately 10 percent). Grant funding is often not a stable source of funding.
- The County maintains a substantial and stable revenue source, the Health Fund. This Fund is restricted by statute (charter) to public health activities as they may be broadly defined, and provides approximately \$54-\$55 million in annual funding. The City has a Local Use Tax on transactions that individuals and businesses conduct with out-of-state vendors, including catalog and direct market sales, which is not restricted to public health activities and only provides a portion of the annual funding for the Health Department. The Local Use Tax is projected to provide approximately \$7.6 million to the Health Division for FY2011, and a portion (approximately \$5 million dollars budgeted in FY2011) is also provided to a Health Care Trust that funds indigent care services in the City. As tax receipts have fallen sharply as a result of the recent economic downturn, the Local Use Tax has not provided as stable of a revenue source for the City.
- The County is already a regional provider for certain public health activities including some Sexually Transmitted Disease (STD) Clinic Services, Emergency Preparedness, Regional Air Monitoring, Dairy Testing and Water Testing for the City through contract.
- While the City's public health resources have been smaller than the County's, they have notably developed a number of innovative approaches to working with partners to provide services at a lower cost to taxpayers, which has been well-received by stakeholders. This includes initiatives such as partnering with FQHCs and Connect Care to provide certain public health services and closing a City animal shelter and contracting to provide similar services through a private provider that maintains a no-kill shelter.

### Initiative Description

In an effort to provide a more streamlined, community-based approach to core public health services, the City of St. Louis and St. Louis County health departments should create an aggressive plan to coordinate their public health services that are currently being carried out by two separate health departments. The ultimate goal will be to develop a public health program that will more effectively serve the collective population within the City and the County. Building on prior studies, including the Regional Health Commission's recommendation in 2005 to increase collaboration and coordination between the City and County health departments<sup>71</sup>, these entities must outline the core public health services that can be delivered in a more efficient manner. If carried out successfully, a coordinated approach to health service delivery has the potential to be more efficient, effective and better equipped to improve the health conditions of citizens in both jurisdictions.

The following service delivery improvements related to joint service delivery have been touted by key health officials in comparable health departments that have taken a shared approach to service delivery, and understood by key St. Louis health officials and stakeholders that we interviewed:

- 1) The major incidents which public health endeavors to prevent and must respond to occur irrespective of the municipal boundaries established decades ago. Examples include: transmittal of communicable and contagious diseases, vector control (i.e. mosquitoes carrying H1N1 and rabid animals), food borne illness outbreaks, etc. Prevention and response are more effective with an approach that can focus on public health activities for the community as a whole, rather than on jurisdictional issues and impediments.

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<sup>71</sup>St. Louis Regional Health Commission. "Community Health Infrastructure Assessment for St. Louis City and County." Summer 2005. <http://www.stlthc.org/LinkClick.aspx?fileticket=JQN9JUez3M8%3d&tabid=81>



- 2) Response time to communicable diseases will improve if one single entity has the authority to immediately respond to citizen exposure to food borne illness, influenza, measles, shigellosis and STDs. For example, additional time is currently spent while St. Louis health officials determine place of residence and shifting citizens between the two health departments.
- 3) By sharing resources such as specialized public health staff, medications, personal protective equipment and emergency vehicles, resources could be more effectively mobilized through a more coordinated regional response.
- 4) By eliminating duplication in areas such as purchasing, hiring, training and communications, as well as the need for highly specialized expertise and equipment, costs could be reinvested in direct services.
- 5) A regional approach will often result in a more competitive application for federal and foundation funding, resulting in the region's securing more funding for improved public health.
- 6) Coordinating services and public health codes in the City and the County will make it easier for businesses to relocate to the region. Food safety, sanitation and air pollution standards will be more uniform and regulated facilities will have only one set of processes and one level of fees to follow.
- 7) Economies of scale allow for better management, the ability to develop capacities, and some cost savings.

A number of jurisdictions across the country have taken a shared-services approach to delivering health services. PFM conducted a comparability analysis on over twenty health department models by considering a number of economic and demographic measures (including the population served, population density, percent below poverty level, median household income, median age and percent with bachelors degree or higher) and health measures (including fetal deaths, tuberculosis rate, chlamydia cases, percent reporting poor or fair health, poor physical health days per month, premature deaths, adult smoking rate, adult obesity rate, adult binge drinking rate, teen birth rate, preventable hospital stays and low birth weight births) and found the following jurisdictions with regional health service delivery models to be most comparable to the St. Louis City and County area<sup>72</sup>:

- **Louisville Metro Department of Public Health and Wellness:** This is a county health department-metro government regional model serving a population of over 700,000 residents.
- **Metro Nashville Davidson County Public Health Department:** This is a county health department-metro government regional model in Tennessee serving a population of over 600,000 residents.
- **Oklahoma City/Oklahoma County, OK:** This is an independent county health agency serving over 700,000 residents.
- **Department of Public Health-Seattle and King County:** This is a combined city and county health department in Washington serving nearly two million residents. The Department was created in 1951 with the City of Seattle administering the department and the two jurisdictions providing funding in proportion to their populations. A 1981 reorganization placed administrative control with King County under contract to provide supplemental health services within the City of Seattle. The City of Seattle maintains a smaller health department that advises the City on public

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<sup>72</sup>For the complete analysis see Appendix F: Additional Health Initiative Data.



health policy, manages health-related contracts and serves as a regional liaison to the County department.

- **Springfield-Greene County Health Department:** This is a local example of a combined city and county health department serving a population of over 250,000 residents. In 1978 the City of Springfield Health Department merged with the Greene County Health Department to serve all of Greene County, including the City of Springfield. Separate budgets are still prepared and adopted by corresponding entities, and the Springfield City Council then approves a unified departmental budget. The employees of the Health Department are City employees on the City's merit system and answer to the City Manager, City Council and County Commission.
- **Austin Travis County Health and Human Services Department:** This is a combined city and county health department serving all of Travis County, including the City of Austin, with a population of over one million. Based on size, demographic factors and model for service delivery this comparable jurisdiction may serve as the most applicable to this particular study. The Department has a unique funding mechanism and history as explained in more detail below.

An interview with the Austin/Travis health department was helpful in identifying some of the lessons that they learned from their long history of collaboration. For nearly two decades, the City and the County had an inter-local agreement with over 30 amendments and several additional "side" agreements. The City and County each had employees under separate merit systems, there were separate line-item budgets, and they were essentially operating as two separate departments.

Approximately four years ago, the City and County reached a consensus that the inter-local agreement needed attention. They took three years to incorporate all of their lessons learned into a new model that focused on population-based interventions and not primary care or indigent health services. The new model continues with an enhanced inter-local agreement between the City and the County, with the City Council and County Commission serving as the local Boards of Health. Through attrition, all employees have become employees of the City. The department is a City department with the county contracting for services.

The County pays the City based on the percent of population as a proportion of the total population in the service area through a fixed contract that is reconciled the following year. There are some exceptions to the population based cost model. Environmental Services costs are determined through a hybrid model based partially on the population and partially on the number of inspections. Animal Services are based on percent of field activity, and Shelter Services on percent of animals brought in. Costing of services is transparent with initial calculations based on performance measures and the existing budget. Administrative costs of 6.5 percent are added to the program costs.

Indigent care is not part of the agreement between the City of Austin and Travis County. Indigent care is funded through a Countywide Health Care District that maintains a separate taxing authority and funding stream.

The two jurisdictions also maintain separate fee structures. However, the separate fee structures do not matter as the fee revenue simply contributes to the overall cost. As a result, it is up to the municipality how much they would like to charge for fees.

In an effort to capture the experiences of those departments that may have recently transitioned from two distinct operations to a consolidated service delivery model, PFM also reviewed the process that the City of Akron and Summit County in Ohio undertook to create a newly consolidated department.

- **Akron/Summit County, OH:** These departments are in the process of transitioning from two separate city and county health departments to a consolidated county health regional model (in



this case a union between city health district and county general health district). In January of 2010, after over a year of conducting a consolidation feasibility study<sup>73</sup>, representatives from the Akron Health Department and the Summit County General Health District and their Boards of Health, the City of Akron and Summit County councils and administrative bodies as well as other public health stakeholders recommended the consolidation. The Mayor of Akron and the Health Commissioner of the Summit County Combined General Health District representing the Summit County Board of Health signed a Memorandum of Understanding on March 10, 2010. The Akron City Council voted unanimously on August 16, 2010 to authorize the Mayor of Akron to enter into a contract with the Summit County Board of Health by January 1, 2011.

### **Lessons Learned**

The comparative analysis conducted identified some lessons learned and key points from other regions. In addition, there are some lessons learned regarding regionalism in the St. Louis area. For this initiative alone, PFM met with about a dozen individuals from the region, both in person and through telephone conferences, to discuss the opportunities for health department collaboration. Given that this has been addressed in the past, it became clear from these discussions that if St. Louis County and City governments are to proceed with combining the activities of their health departments, they should proceed first with defining the benefits and creating the constituency for this change. Both Health Departments and a host of community members have endorsed the benefits to of more integrated public health efforts. The following discussion identifies a number of decisions that must be made before an adequate project plan or implementation plan can be carried out.

### **Scope**

The County and the City must agree to the scope of the enhanced collaboration. From discussions with stakeholders in the community, the best approach may be a phased approach to the merger/consolidation of public health services. The County and City should identify a phased approach to shared service delivery over a period of two or more years that will result in improved public health programs and capacity. A second key area that the County and City must develop a consensus on is the role of indigent care in these collaborative efforts. The City and County currently operate very different models for indigent medical care - with the City providing care through contracts and the County staffing health clinics. Based on the two dramatically different models, with both operating effectively at providing and funding care in their communities, it is recommended that the scope exclude indigent health care programs. In addition, other County/City models, such as Austin/Travis County in Texas, have not included indigent health care and believe this was an underlying key to their success. The primary benefit of this approach is that public health programs would not have to compete with indigent care programs for scarce funding.

### **Governance**

The City and County must discuss which model of governance they believe will be most conducive to the quality of service the health departments want to strive to deliver to the residents of the region. They must then determine the legal issues that need to be addressed to achieve that level of service and how will they be resolved.

The County and City should develop a formal mechanism for this collaboration. In researching the models that currently exist, there are a number of methods for accomplishing this task - ranging from a very informal "handshake" agreement to establishing an entirely separate health district. While a number

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<sup>73</sup>The Center for Community Solutions. "Summit County Health District and Akron Health Department Consolidation Feasibility Study." February 11, 2010. <http://www.schd.org/pdfs/Final%20Report%202-12-10.pdf>



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a regions have established a regional health district, most counties and cities that we reviewed have a contract for services that identifies the responsible party, the cost, reporting requirements and outcomes. If the County and City decide to proceed with a phased approach, then utilizing a contract process may be the best way to proceed.

In developing any agreement, the following decisions must be made collectively by the appropriate designees within the County and the City:

- *Selection of a Lead Agency.* Given discussions with the two entities, as well as other stakeholders in the community, it appears that the consensus is the lead agency would be the County Department of Health. This makes sense, given that the County covers a larger, more populated area and already offers a number of services on a regional basis.
- *Contract language relating to terminating the relationship between the two parties.* The entity that takes the lead for any shared service delivery approach needs to be assured that they will not staff to provide services for the entire region and then lose the revenue source needed to carry out the functions. Any contract language should ensure that termination of a contract must occur over several years in an effort to effectively transition staff, facilities, resources, equipment, etc.
- *Who will be the direct contact for the Board of Alderman and City residents if the County takes the lead on shared or merged service delivery?* Understanding the demands of the County Health Director, the City would have to decide if it is in their best interest to maintain a Health Commissioner to oversee any shared or merged service contracts that may be carried out by the two parties. This would also preserve a direct contact for City residents that may have questions or concerns related to the delivery of public health services.
- *Appropriate payment for services (addressed below) and payment terms.*
- *Services to be included.* As noted above, PFM recommends that the individual health services not be included in any shared services approach due to the very different methods within the City and the County for providing these very critical services. The County is staffed to provide these services directly to County residents, while the City provides additional funding to four FQHCs and a City funded clinic (through Connect Care). These entities would identify any merger or attempt at shared services in this area as direct competition if the County were to propose to provide health services in the City. The County should continue to provide these services in other areas without competing with other entities. The County and City will also have to determine how to handle the issue of quarantine powers. While it is likely most effective to have those powers rest with a single entity, it may require a City charter revision if that is the end result.

### **Funding**

The most important factor in gaining the trust of the citizens, employees and other stakeholders is ensuring transparency of the methods used for identifying funding amounts and taxing jurisdictions. That being said, one of the most critical questions to be addressed will be the following:

- *How does the transition to shared or merged services impact the funding streams of the two departments?*

As indicated above, the City has a Local Use Tax while the County has the Health Fund. The City's Use Tax does not specifically support public health in the way the County's Health Fund does; the City's Use Tax is also much smaller. The City should consider a Health Fund similar to the County's that would be dedicated to public health programs. It is important to the success of the initiative that residents of both counties understand what their tax dollars are supporting. County residents that pay the levy for the



Health Fund could easily believe that they are subsidizing the City and its residents and could believe they are paying twice if the methodology is not clear and transparent. Whatever method is used, it will be important that the funding amounts are transparent and that the tax structure is fairly supporting services for both communities.

In terms of funding methodology, the County and City should consider the Austin/Travis population based model for identifying the cost of shared or merged service arrangements. This model has worked well for that community, and they believe it has shifted the focus to maintaining greater public health outcomes. The model also allows for greater autonomy; both jurisdictions maintain their own fee and taxing structures, which ultimately eliminates some of the more complex impediments that can be found in merged service models.

### **Personnel**

Considerations that will need to be made involving the personnel within the two separate departments include the following:

- *Which jurisdiction will the employees affected by any shared or merged services report to?*
- *How may those employees be impacted? (e.g. job classifications, position titles, benefits, leave policies, etc)*
- *What are the legal and union issues surrounding the transition to shared or merged service delivery functions?*

### **Stakeholder and Community Engagement**

The departments must take some care in developing an engagement plan for any modification in service delivery. Given that there have been past attempts at shared service arrangements that have not been implemented, it is important to look at the lessons learned from past attempts and understand what can be done in future attempts to ensure a more successful venture.

Community members we interviewed in the St. Louis region ultimately believe that the best way to improve public health is for the two departments to reduce the duplicative efforts being carried out independently in each of the two separate departments and consolidate functions into a single department to enhance service delivery to the entire community. However, they were almost unanimous in their caution about how this should be approached.

The message from those interviewed consistently emphasized the need for incremental integration and the development of specific contracts for shared or merged services in a manner that transitions the City's public health programs to the County on a schedule that makes the most sense for the County and the City. Any transition must be collectively thought out and organized in a way that allows for flexibility and renegotiation when and if necessary. Further, interviewees cautioned the effort regarding the terminology utilized: while "regionalism" makes sense, the term carries negative connotations locally and any successful effort to merge or share services between the two health departments should not be identified as an effort to "regionalize" the health departments. Many residents in the City and the County assume that the term means one community must sacrifice autonomy or their current level of service may be negatively impacted, rather than recognizing the benefits and flexibility of such an approach and the more broadly defined definition of regionalism.

Key questions that are important to consider include the following:



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- *What approach will be used to ensure that any shared or merged service delivery arrangements will actually enhance services or save money? More importantly, how will that message be delivered effectively to citizens in a way that they can understand?*
- *What approach or methodology will be used to determine the impacts on service delivery and how will citizens be engaged and educated about those impacts or modifications in service delivery?*

### **Facilities**

The City and the County need to develop a comprehensive list of the facilities that are currently being maintained by each of the two departments. Once this is complete, the following questions need to be answered:

- *What are the facility needs of the health departments under these new shared or merged service agreements?*
- *Will the facilities of the two departments ensure adequate operations (house all employees, equipment, programs and ensure parity in service delivery to citizens) or will investments need to be made to achieve the goals of the transition?*
- *How will the County or the City utilize or decommission any facilities that may no longer be needed under such an arrangement? How would they fund any new investments in facilities that may need to be made?*

### **Implementation Plan**

While the Implementation Plan will be the most important part of this process, the City and the County should be prepared to spend a substantial amount of time on the following questions:

- *How will all of the decisions above impact implementation?*
- *What is the most reasonable estimate of the time it will take to transition to a shared or merged service delivery model?*
- *What are the specific actions and steps that must be taken to complete the shared arrangement?*
- *How can the transition be achieved with the least disruption to service delivery? (Consideration should be given on how this will impact grants, contracts, programs, etc.)*

### **Fiscal Impact**

The fiscal impact of this initiative cannot be determined at this time. The benefits of this initiative relate to better, more effective delivery of health services for the residents of St. Louis County and City. Given the current staffing levels in the City and the County that remain as a result of reductions that have occurred over the past couple of years, it is unlikely that there will be any significant up-front cost savings from reduced personnel as a result of this initiative. In the long run there will likely be administrative savings and related cost avoidance as a combined health department would not require two director positions (saving approximately \$150,000 in salary costs) and there may be opportunities for savings from the reallocation of other duplicative administrative and management positions in the two departments to ensure employees in those positions are deployed more effectively using this model as an approach to enhance the delivery of core public health services.



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**Fiscal Impact**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
<b>County</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>
<b>City</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>



### SERVICE DELIVERY AREA: Parks and Recreation

<b>PR01.</b>	<b>Mutual Aid Agreements for Emergency Forestry Services</b>	
	<b>Target outcome:</b>	Enhance preparedness for natural disasters through the establishment of mutual aid agreements for forestry services.
	<b>Financial impact:</b>	Not quantifiable (County) Not quantifiable (City)
	<b>Responsible entities:</b>	County Department of Parks and Recreation; City Department of Parks, Recreation, and Forestry; Parks Departments in county municipalities
	<b>Timeframe:</b>	Short-term

#### Summary of Current Operations

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> Parks and Recreation, Operations Division</p> <p><b>FY2010 Budget:</b> \$2,081,800</p> <p><b>FY2010 Staffing:</b> 23 (budgeted)</p> <p><b>Current Operations:</b> The Operations Division operates and manages outdoor facilities and all grounds maintenance of county parks. Forestry and horticulture are also services performed by the Operations Division.</p>	<p><b>Responsible Department:</b> Parks, Recreation and Forestry, Forestry Division</p> <p><b>FY2010 Budget:</b> \$7,210,483</p> <p><b>FY2010 Staffing:</b> 106 (budgeted)</p> <p><b>Current Operations:</b> The Forestry Division works to beautify neighborhoods and maintain safe environments through planting, pruning and removing trees, enforcing city tree codes, maintaining vegetation growth on city property and vacant lots, composting and clearing debris.</p>

#### St. Louis County

With a 2010 budgeted staff of almost 500 employees, and a total budget of \$26.3 million, the St. Louis County Parks & Recreation Department is responsible for over 12,000 acres of developed and undeveloped land. The Department’s mission is to provide high quality parks, facilities, and recreation services that enhance the lives of residents. The Department’s Operations Division is responsible for outdoor facilities and maintenance of county parks. Besides maintenance, the Operations Division is also responsible for parks construction and forestry. The County has a fairly small forestry function with only three full-time employees. Parks employees in other functions support the efforts of the forestry employees as necessary. Also the County sets funds aside each year specifically for dealing with hazardous trees.

#### City of St. Louis

The City of St. Louis, Department of Parks, Recreation & Forestry has a 2010 budget of \$33.0 million and a staff of over 300 employees. The Department is responsible for 3,200 acres of park land in the City. The mission of the Department is to ensure the safety, attractiveness, and quality of parks, open spaces, and neighborhoods and to provide a full range of recreational and educational activities to city residents. The Department’s Forestry Division is responsible for responding to requests for tree service, and for maintaining the urban forest. The Forestry Division includes a staff of approximately 113 employees.



Among the functions performed by this division are tree planting, tree trimming, weed control, debris removal and composting.

### Initiative Description

A natural disaster can create an unexpected and dramatic increase in the workload of a municipal forestry operation. Staff and equipment levels that were appropriate to meet typical service needs in any one government are often insufficient to handle the volume of work that could result after a major event. To address this issue, some governments hire outside contractors to temporarily augment the work of in-house crews. Another alternative is to establish agreements with nearby governments to provide mutual aid in the event of a natural disaster. Through mutual aid agreements, neighboring jurisdictions can leverage each other's resources to meet service needs under challenging circumstances, without necessarily incurring additional costs.

The City has a much larger forestry operation than the County. The County, however, has numerous municipalities within its borders, many of which have their own forestry functions. The City, the County, and the municipalities within the County should establish a mutual aid agreement, by which any nearby jurisdiction with the capacity will provide forestry assistance to another under special circumstances, such as a storm or other natural disaster.

The County and some of its municipalities currently have a mutual aid agreement around police services. Mutual aid agreements for emergency medical services are established throughout the region through the St. Louis Area Regional Response System (STARRS), a regional organization developed to coordinate planning and response for critical incidents in the metropolitan area. With regard to urban forestry, the County and its municipalities sometimes rely on one another for assistance, but this is very rare and does not involve any formal arrangement for mutual aid. Establishing a mutual aid agreement for emergency forestry services between these various governments will allow for a more formal regional partnership that benefits each entity involved.

The National Arbor Day Foundation recommends that municipalities be prepared to deal with storm damage before a storm strikes. Making arrangements in advance for the support of contractors on an as needed basis, and developing mutual aid agreements with nearby communities are two methods that can help communities to be ready to execute a quick and efficient clean-up effort after a storm.<sup>74</sup>

Examples of mutual aid agreements in other governments include:

- **Colorado Local Governments:** Legislation passed in the State of Colorado requires that by July 2011, all local governments that own any land located inside the territorial boundaries of a county, and that contain at least 50 percent forest land, will be required to enter into an intergovernmental agreement for cooperation and coordination in the mitigation of forest fires affecting the contiguous land of the local government and the county. The intergovernmental agreement is to address the roles and responsibilities of the parties, procedures for cooperation and coordination, objectives for wildfire prevention, preparedness, and suppression, designation of fiscal and operational authorities, description of available resources, reimbursement and billing procedures and recourse action should one party fail to meet its obligations. The legislation was enacted with the understanding that "wildfires do not recognize political boundaries."<sup>75</sup>

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<sup>74</sup>National Arbor Day Foundation. "When a Storm Strikes." [Tree City USA Bulletin](http://www.arborday.org/programs/treeCityUSA/bulletins/browse.cfm), No. 2. <http://www.arborday.org/programs/treeCityUSA/bulletins/browse.cfm>

<sup>75</sup>Colorado State Forest Service. "HB09 – 1162 Concerning Intergovernmental Cooperation for the Purpose of Mitigating Wildfires." [http://csfs.colostate.edu/pages/documents/HB09-1162\\_Talking\\_Points.pdf](http://csfs.colostate.edu/pages/documents/HB09-1162_Talking_Points.pdf)



- **New York City, NY:** In September of 2010, New York City suffered substantial damage from severe storms. The storm damage was the greatest that the City had seen in many years. Mutual aid agreements with nearby governments, as well as support from the U.S. Forest Service, helped the City’s Parks Department to recover from the storms, cleaning up sidewalks, streets and parks “at record speeds.”<sup>76</sup>

**Fiscal Impact**

In the event of a storm or disaster, mutual aid agreements can allow governments to avoid some of the costs of recovery and clean-up. Because the occurrence of a natural disaster, the extent of the damage and the resulting clean-up costs cannot be predicted, the fiscal impact of this initiative is not quantifiable.

**Fiscal Impact**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
<b>County</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>
<b>City</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>

**Timeline for Implementation**

Discussions between the City, the County and the County’s municipalities around the specific terms of the mutual aid agreements can begin immediately. With the participation of each of the partners, these agreements could be in place by the middle of 2011.

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<sup>76</sup>New York City Office of Emergency Management. “City Updates New Yorkers on Tornado Recovery Efforts.” September 2010. [http://www.nyc.gov/html/oem/html/pr/10\\_9\\_30\\_storm\\_recovery\\_update.shtml](http://www.nyc.gov/html/oem/html/pr/10_9_30_storm_recovery_update.shtml)



<b>PR02.</b>	<b>Continue and Enhance Regional Cooperation on Parks Development</b>	
	<b>Target outcome:</b>	An increased regional focus on parks and recreation planning and development.
	<b>Financial impact:</b>	Not quantifiable (County) Not quantifiable (City)
	<b>Responsible entities:</b>	County Department of Parks and Recreation, City Department of Parks, Recreation, and Forestry
	<b>Timeframe:</b>	Short-term

**Summary of Current Operations**

<b>St. Louis County</b>	<b>St. Louis City</b>
<p><b>Responsible Department:</b> Parks and Recreation</p> <p><b>FY2010 Budget:</b> \$26,340,800</p> <p><b>FY2010 Staffing:</b> 498 (budgeted)</p> <p><b>Current Operations:</b> The St. Louis County Parks &amp; Recreation Department’s mission is to provide high quality parks, facilities and recreation services that enhance the lives of residents. The Department is responsible for 12,685 acres of developed and undeveloped land.</p>	<p><b>Responsible Department:</b> Parks, Recreation and Forestry</p> <p><b>FY2010 Budget:</b> \$32,962,244</p> <p><b>FY2010 Staffing:</b> 319 (budgeted)</p> <p><b>Current Operations:</b> The City of St. Louis Department of Parks, Recreation and Forestry aims to ensure the safety, attractiveness and quality of parks, open spaces and neighborhoods, and to provide a full range of recreational and educational activities to city residents. The Department manages about 3,200 acres of park land in the City.</p>

**St. Louis County**

With a 2010 budgeted staff of almost 500 employees, and a total budget of \$26.3 million, the St. Louis County Parks & Recreation Department is responsible for over 12,000 acres of developed and undeveloped land. The Department’s mission is to provide high quality parks, facilities and recreation services that enhance the lives of residents. Parks planning and development functions are typically performed by senior staff in the Parks & Recreation Department. The County also maintains informal networks with the municipalities within their boundaries regarding the planning and development of park space.

**City of St. Louis**

The City of St. Louis, Department of Parks, Recreation, & Forestry has a 2010 budget of \$33.0 million and a staff of over 300 employees. The Department is responsible for 3,200 acres of park land in the City. The mission of the Department is to ensure the safety, attractiveness and quality of parks, open spaces and neighborhoods as well as to provide a full range of recreational and educational activities to city residents. The Department’s planning and development functions are typically handled through the Director’s Office with the support of consultants. The City currently has master plans for three of the City’s five regional parks, as well as six community parks. The City aims to develop master plans for all regional and community parks as funding becomes available.



## Initiative Description

The development and management of park land is an important government function. Communities can realize a number of benefits from investments in their park systems. According to the Trust for Public Land (TPL), a strong park system can add value to communities in the areas of economic development, property values, community health, environmental sustainability and quality of life<sup>77</sup>. The benefit of parks systems on economic development can be seen in the impact that a strong parks system has on attracting residents and businesses to a community. Research from the American Planning Association suggests knowledge workers are drawn to cities with easily accessible outdoor recreation, such as walking, cycling and rock climbing<sup>78</sup>.

Parks can also benefit local economies by attracting tourists. In discussing the benefit that parks can have on local property values, a 2009 TPL report referred to numerous studies showing that parks have a positive impact on nearby property values. With regard to community health, parks can add value by encouraging physical activity. Among the environmental benefits of urban park systems are improved air quality and reduced storm water runoff. In 2004, 28.6 percent of Washington, DC was covered by trees, which removed 540 tons of air pollution each year. This was cited by TPL as being having an annual economic value of approximately \$2.5 million. Because the permeable surface of unpaved land absorbs water, park land also helps to reduce the amount of storm water runoff that must be treated. According to the EPA, a typical city block can generate nine times more runoff than an equally sized woodland area<sup>79</sup>. Parks also contribute to the quality of life in communities by promoting leisure and encouraging community cohesion.<sup>80</sup>

It is clear that both the City and the County understand the value of a strong urban parks system. Both governments have active parks departments that maintain a focus on the development and management of the green space in their respective jurisdictions. The County's planning and development function with regard to its parks is typically handled by the senior staff in the Parks and Recreation Department. The Parks and Recreation Department also works with the Department of Planning on specific projects. The County also maintains communication with county municipalities regarding parks planning and development through informal networks. Parks planning and development in the City is a function of the Office of the Director of Parks, Recreation and Forestry. The City has already developed master plans for a number of its regional and community parks and is aiming to develop plans for the others as well. However, as in many areas of government, funding is a restrictive factor.

In the areas of the economy, the environment and public health, challenges do not respect political boundaries. Similarly, solutions should not be limited to individual jurisdictions but should be approached at a regional level. Given the impact that parks planning and development can have on economic development, the environment and the health and well being of residents, it is important to maintain strong communication and coordination between regional governments to achieve these shared goals.

Cooperation and coordination between the City and the County with regard to the regional planning and development of parks and trails is currently facilitated through the Great Rivers Greenway District (GRG). GRG is a regional parks district established by St. Louis City, St. Louis County and St. Charles County. The mission of the GRG is to develop a greener, more connected St. Louis region. Among its current initiatives, the district is working to develop an interconnected system of parks, trails and greenways

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<sup>77</sup>Harnik, Peter and Welle, Ben. "Measuring the Economic Value of a City Parks System." The Trust for Public Land. 2009. <http://www.8-80cities.org/Articles/Measuring%20Economic%20Value%20City%20Park%20System.pdf>

<sup>78</sup>City Parks Forum. "How Cities Use Parks for Economic Development." American Planning Association. 2002.

<sup>79</sup>Nowak, David, et. al. "Environmental and Economic Benefits of Preserving Forests within Urban Areas: Air and Water Quality." *The Economic Benefits of Land Conservation*. The Trust for Public Land, 2007: 28-47.

<sup>80</sup>Gies, Erica. "Conservation: An Investment that Pays – The Economic Benefits of Parks and Open Space." The Trust for Public Land, 2009. [http://www.tpl.org/content\\_documents/EconBenefitsReport\\_7\\_2009.pdf](http://www.tpl.org/content_documents/EconBenefitsReport_7_2009.pdf)



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throughout the region. The district is funded by a tenth of a cent sales tax in the three member governments. The organization’s 10-member board is comprised of representatives from each of the member governments.

The City and the County also communicate with each other through the Missouri Parks & Recreation Association (MPRA). The MPRA is a state non-profit that aims to disseminate information and resources and promote cooperation at all levels of the public and private sector focused on the development and preservation of park and recreation resources.

Finally, the County Parks Director, the City Parks Director and a number of parks directors in the County’s municipalities host meetings every other month to discuss issues of common interest, and to share information and resources. While these meetings happen every other month, they are not always well attended by all invited parties.

The City, the County, and the municipalities within the County should seek to continue and enhance regional coordination and cooperation around parks planning and development. This regional coordination could take the form of enhanced resource and information sharing, joint development undertakings and/or an intergovernmental approach to the parks planning process. An enhanced regional focus would allow each government to further leverage the assets of the others in promoting the growth and prosperity of the entire region. An emphasis on regional cooperation and the resulting synergies has the potential to benefit all participating governments.

**Fiscal Impact**

While this initiative does not have a direct fiscal impact, enhanced coordination and cooperation around parks planning and development has the potential to provide various benefits, both economic and non-economic in nature, to the governments in the St. Louis region.

**Fiscal Impact**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
<b>County</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>
<b>City</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>

**Timeline for Implementation**

This initiative can be implemented immediately and would be an ongoing endeavor between the City, the County, and the County’s municipalities.



<b>PR03.</b>	<b>Establish Partnership to Share Volunteer Resources</b>	
	<b>Target outcome:</b>	Enhance volunteer support for each government's parks department in an effort to reduce operating costs.
	<b>Financial impact:</b>	\$956,138 (County) \$864,273 (City)
	<b>Responsible entities:</b>	County Department of Parks and Recreation, City Department of Parks, Recreation and Forestry
	<b>Timeframe:</b>	Short-term

**Summary of Current Operations**

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> Parks and Recreation</p> <p><b>FY2010 Budget:</b> \$26,340,800</p> <p><b>FY2010 Staffing:</b> 498 (budgeted)</p> <p><b>Current Operations:</b> The St. Louis County Parks &amp; Recreation Department's mission is to provide high quality parks, facilities and recreation services that enhance the lives of residents. The Department is responsible for 12,685 acres of developed and undeveloped land.</p>	<p><b>Responsible Department:</b> Parks, Recreation and Forestry</p> <p><b>FY2010 Budget:</b> \$32,962,244</p> <p><b>FY2010 Staffing:</b> 319 (budgeted)</p> <p><b>Current Operations:</b> The City of St. Louis Department of Parks, Recreation and Forestry aims to ensure the safety, attractiveness and quality of parks, open spaces and neighborhoods, and to provide a full range of recreational and educational activities to city residents. The Department manages about 3,200 acres of park land in the City.</p>

**St. Louis County**

St. Louis County's Department of Parks and Recreation receives a substantial amount of support from volunteer groups. The Department partners with a number of non-profit organizations, many of which provide volunteer services. Last year, the County used about 96,700 total volunteer hours. Assuming an average hourly rate of \$19.00 that would have been paid to an employee, this volunteer support saved the County over \$1.8 million.

**City of St. Louis**

The City of Louis Department of Parks, Recreation and Forestry uses volunteers to support various areas of operation. Some functions that volunteers help the City to perform include gardening, coaching, grounds maintenance and beautification. The City receives volunteer support through various non-profit partners, including Forest Park Forever and Operation Brightside.

**Initiative Description**

Partnerships with non-profit organizations can go a long way to support public park programs. A 2005 report from the Center for Parks Management describes the various ways that non-profit "Friends of Parks" organizations can benefit government parks programs. These partnerships can support fund-



raising for parks programs, raise awareness and civic participation and support parks programs through advocacy.<sup>81</sup>

Non-profit partnerships are also a great source of volunteer support for government park departments. Both the City and the County rely on volunteer aid associated with local non-profit organizations to perform their current operations. Last year, the County was able to leverage approximately \$1.8 million worth of volunteer hours. There is also a strong presence in the City among parks non-profits. Operation Brightside and Forest Park Forever are two non-profit organizations supporting the development and preservation of park land in the City.

In order to better leverage non-profit resources available in the region, the City and the County should coordinate efforts to partner with non-profit organizations and recruit volunteers. The City and the County can share information about local and regional organizations offering volunteer support. Each government can also promote the other's parks and recreational programming to the volunteer organizations they are already engaged with. Enhanced access to parks non-profit networks would benefit both governments.

In addition to sharing access to non-profit networks, the City and the County can also partner with each other to directly organize volunteer activities to support their operations. Each government can promote the other's programming and both governments can collaborate to promote joint initiatives. Through this type of partnership, each parks department can gain access to a greater volunteer audience. Also, the mutual promotion by each government of the other's programming would allow for better marketing of each department at no additional cost. Finally, such collaboration can serve to promote awareness and civic engagement around parks and conservation in the region.

Examples of partnerships around volunteer resources include:

- **City of Salem and Salem-Keizer School District:** The City of Salem, Oregon and the Salem-Keizer School District have established a partnership to provide safe and healthy after-school programs for the City's youth. The success of this partnership relied upon the mutual commitment from both partners, input from the community and the engagement of volunteer support from various groups. Together, the City and the School District recruit volunteers from faith-based groups, civic groups, high schools, colleges and businesses to work with teachers and staff in leading activities.<sup>82</sup>
- **Town of Camp Verde, AZ:** The Town of Camp Verde, Arizona, publishes volunteer opportunities online for members of the public who are interested in getting involved. Through the City's online volunteer opportunities list, it also recruits volunteers to support the Fort Verde State Historic Park. The town's website includes descriptions of volunteer opportunities at the park as well as contact information for those who are interested in donating their time at the historic state park.<sup>83</sup>

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<sup>81</sup>Center for Parks Management. "Best Practices in Friends Groups and National Parks." 2005. [http://www.nps.gov/partnerships/best\\_practices\\_rpt.pdf](http://www.nps.gov/partnerships/best_practices_rpt.pdf)

<sup>82</sup>Oregon Department of Education. "Superintendent Castillo Recognizes Salem as One of the Top 5 Community/School Partnerships in Oregon." <http://www.ode.state.or.us/search/page/?=571>

<sup>83</sup>Town of Camp Verde, AZ. "Volunteer Organizations." 2010. <http://www.campverde.az.gov/community/volunteer-opportunities-2/>



**Fiscal Impact**

In 2009, the County was able to obtain 96,700 hours of volunteer support. Assuming that, through partnership, this total can be increased by ten percent, the County could yield an additional 9,670 hours. If the City is able to obtain the same increase in hours of volunteer participation, each government can realize a benefit approximately \$184,000 in 2011. This total assumes an average compensation of \$19.00 for a paid employee. Because this initiative would not likely result in staff reductions, the fiscal impact realized would not represent a cost reduction, but would instead represent the costs avoided in increasing the service provided by each government's parks and recreation department.

**Fiscal Impact**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
<b>County</b>	\$183,730	\$187,405	\$191,153	\$194,976	\$198,875	<b>\$956,138</b>
<b>City</b>	\$91,865	\$187,405	\$191,153	\$194,976	\$198,875	<b>\$864,273</b>

**Timeline for Implementation**

Collaboration between the City and the County around volunteer resources can begin immediately.



**SERVICE DELIVERY AREA: Finance**

<b>FN01.</b>	<b>Implement a Shared Assessment System</b>	
	<b>Target outcome:</b>	Achieve cost savings by maintaining a single assessment system for the City and the County.
	<b>Financial impact:</b>	\$60,000 (County) (\$636,675) (City)
	<b>Responsible entities:</b>	St. Louis Information Technology Services Agency; St. Louis County Information Technology Division, Department of Administration
	<b>Timeframe:</b>	Short to Medium-term

**Summary of Current Operations**

<b>St. Louis County</b>	<b>St. Louis City</b>
<p><b>Responsible Department:</b> Department of Revenue, Assessment Division</p> <p><b>FY2010 Budget:</b> \$12,460,800</p> <p><b>FY2010 Staffing:</b> 171</p> <p><b>Current Operations:</b> The Assessment Division discovers, identifies, classifies and assesses all real and personal property within St. Louis County.</p> <p>The Division is required to reassess all real property to market value every other year. This process involves estimating values on approximately 389,000 parcels of real property, providing owners the opportunity to appeal, then finalizing, certifying and communicating the values to individual taxing authorities.</p>	<p><b>Responsible Department:</b> Department of Finance, City Assessor</p> <p><b>FY2010 Budget:</b> \$4,332,887</p> <p><b>FY2010 Staffing:</b> 69 (budgeted), 66 (occupied)</p> <p><b>Current Operations:</b> The City Assessor assesses all property to fairly reflect market value and records and provides real estate and personal property information to customers.</p> <p>In FY2011, the Assessor plans to add computer terminals to the Real Estate Records counter to improve customer service. The Assessor will also reduce staff by three positions as reimbursements from the State of Missouri were reduced in FY2010. The balance of the Assessor's Office operations is subsidized by the City.</p>

**Initiative Description**

Currently, the City of St. Louis has a largely paper-based property assessment system. The City Assessor now operates with software custom designed in 1984. As a result, software updates are not possible and storing and retrieving assessment data is both difficult and inefficient. At present, field assessors record information using pencil and paper, which data entry clerks later enter into the City's assessment system. Property records are also stored in paper, rather than in an electronic format. As a result, the City has found it extremely difficult to generate consistent, accurate reports.

St. Louis County maintains a modern, electronic property assessment system, which the City could leverage to improve its own management of assessment data. The County system is based on software from CLT Tax Assessment that is capable of managing assessment data from several jurisdictions. The City and County should consider entering into an agreement whereby the County would host and manage City assessment data. In August 2009, the City and County explored the idea of the County hosting the City's data, however the initiative never proceeded beyond the information gathering stage. Recently, the



County has indicated it is open to the idea of hosting the City's data. The agreement could take the form of a contract for services, under which the City would reimburse the County for the additional cost of hosting its assessment data. This would include any additional per parcel licensing fees the County would need to pay from hosting the City's data. This initiative has the potential to lower per parcel assessment costs for the City, while providing a new revenue stream for the County. In advance of any data transfer, the City would first need to upgrade its assessment system and convert the data into an electronic format compatible with the County's systems. There would inevitably be significant short-term data transfer costs from this process. However over the long term, the efficiency gains from electronic management of assessment data and reduced staffing needs to input and manage data, would yield recurring cost savings.

In the past, the City and County have worked together on setting parcel boundaries for GIS and assessment purposes. Although both the City and County assess according to state statute, the actual appraisal methods differ. For example, the City utilizes a mass appraisal, location based system, whereas the County looks at properties at an individual basis and compares them to comparable properties in the area, a more sophisticated and precise approach. The City should consider first modernizing its appraisal methodology to one that is compatible with the County's to facilitate hosting of its assessment data. In addition, there are differences between the ways the City and County apply property tax rates by property class that would need to be harmonized. The City's tax exemption tracking system and methodology would also need to be evaluated and improved before data hosting could take place. In addition, the City should evaluate the quality of its current GIS data and update it accordingly. To accomplish this, the City could work with the County to implement a single City/County GIS system that leverages the relative strengths and experience of the County Planning Department's Research and Information Technology Division in this area.

In adopting this initiative, one of the challenges the City and County could face is the fact that the County has recently moved to a system with an elected assessor while the City has an appointed assessor. This could potentially hinder cooperation between the two offices, with a newly elected assessor responsible to County voters in place. In addition, under the County's new regime, coordination of the two agency's assessment operations could be challenging.

Although less common amongst large urban cities and counties, several jurisdictions have seen significant benefits from shared assessment agreements:

- **Petal and Forrest County, MS:** In December 2003, the City of Petal, MS signed an agreement with Forrest County for the County to provide assessment and related services on behalf of the City. The agreement allows for the sharing of mapping and other assessment data between the County and the City. In 2007, an amendment was added which allowed for creation of a website to facilitate sharing of assessment data between the City and County. The City was responsible for reimbursing the County 1/3 of the costs associated with the website.<sup>84</sup>
- **New York State Municipalities:** New York state law allows for two or more towns and cities within the same county to establish a Coordinated Assessment Program (CAP) by jointly entering into an inter-municipal cooperative agreement which provides for a single assessor to be appointed to hold the office of assessor in all of the participating municipalities. The agreement must also provide that the same uniform percentage of value will be used for all assessments

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<sup>84</sup>Forrest County and the City of Petal, MS. "Second Amendment to the Interlocal Cooperation Agreement between the City of Petal and Forrest County for the Collection of Taxes by the Forrest County Tax Collector, the Assessment of Property by the Forrest County Tax Collector, and the Redemption of Property sold for Taxes." January 2, 2008.  
<http://www.ago.state.ms.us/images/uploads/forms/IndexM.Miller.042508.pdf>



throughout the CAP and the same assessment calendar will be used by all municipalities that participate in the CAP.<sup>85</sup>

Examples of New York towns participating in CAPs include the towns of Lisle and Nanticoke, the towns of Candor and Tioga and the City of Glen Falls as well the Town of Queensbury. A 2004 New York State Comptroller’s report could not determine whether CAPs result in lower per parcel assessment costs for the municipalities that participate in them, but noted sharing a single assessment office resulted in lower overhead costs per parcel and qualified the office for state maintenance aid.<sup>86</sup>

- **Covert, Lodi, Ovid, Romulus and Varick, NY:** The towns of Covert, Lodi, Ovid, Romulus and Varick, NY have entered into an agreement to form a joint assessment group, under which each town contributes an apportionment (ranging from roughly \$19k-\$26k) measured by the number of parcels within each jurisdiction relative to all jurisdictions combined. A single department within the town of Romulus provides assessment services for the entire group.<sup>87</sup>

### Fiscal Impact

According to estimates from the County Assessment Division, conversion of City assessment data into an electronic format would cost approximately \$1,000,000. It is estimated that maintenance costs for hosting the City’s data would total \$195,000 annually. Conservatively, assuming the initiative would allow the City to cut the number of clerks and data entry operators in half and City maintenance cost reimbursements to the County averaged \$210,000 per year, the City could save \$991,992 in personnel costs, while the County would realize a net \$240,000 in additional revenue. This initiative, when offset against the initial expense of converting the assessment data, would cost the City a net \$636,675 over five years. However in the future, efficiency gains from the new system would likely more than recover the initial data conversion investment.

### Fiscal Impact

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$15,000	\$15,000	\$15,000	\$15,000	\$60,000
<b>City</b>	\$0	(\$1,000,000)	\$121,108	\$121,108	\$121,108	(\$636,675)

### Timeline for Implementation

In advance of implementing this initiative, the City and County would need to perform a gap analysis to evaluate City and County assessment practices and identify areas of required harmonization. The City and County would also need to establish a process for conversion of the City’s data into a compatible format, determine where the data would be entered and managed, perform required staff training, and sort through other implementation issues that arise. Next, a formal data hosting agreement with the County would need to be signed and City and County assessment operations would need to be coordinated. At the conclusion of this process, it is likely the County could begin hosting City assessment data by mid-2012 at the earliest.

<sup>85</sup>Stefko, Joseph and Sittig, Scott. “A Review of Property Tax Assessment Options for Wayne County.” Center for Governmental Research. February 2009. <http://www.policyarchive.org/handle/10207/bitstreams/18171.pdf>

<sup>86</sup>Office of the State Comptroller. “The Effectiveness of Coordinated Assessment Programs.” September 2004. <http://www.osc.state.ny.us/localgov/audits/swr/2004ms2.pdf>

<sup>87</sup>Town of Romulus, NY. “2010 Adopted Town Budget.” November 12, 2009. [http://www.romulustown.com/pdfs/town/budgets/2010\\_budget.pdf](http://www.romulustown.com/pdfs/town/budgets/2010_budget.pdf); Office of the State Comptroller. “The Effectiveness of Coordinated Assessment Programs.” September 2004. <http://www.osc.state.ny.us/localgov/audits/swr/2004ms2.pdf>



<b>FN02.</b>	<b>Implement a Shared Billing and Collections System</b>	
	<b>Target outcome:</b>	Increased tax and fee collections for the City and additional revenue generation for the County.
	<b>Financial impact:</b>	\$240,000 (County) \$1,889,974 (City)
	<b>Responsible entities:</b>	St. Louis Collector of Revenue; St. Louis License Collector; St. Louis County Department of Revenue, Collection Division
	<b>Timeframe:</b>	Short to Medium-term

### Summary of Current Operations

#### St. Louis City

The chief tax collection official in the City, the Collector of Revenue (Collector) collects the earnings tax, payroll expense tax, real and personal property taxes, special tax bills and all other major city taxes and fees. The Collector also handles water bill payments for the water division and supervises an office of the Missouri Department of Revenue operating in City Hall. The office is funded by commissions based on a portion of the revenue it collects for the City. At the close of the fiscal year, the Collector remits remaining commission funds back to City departments in proportion to their General Fund appropriation. At times this amount has been significant - in FY2008 it was \$9.7 million. The Collector is required by City ordinance to keep a daily record of tax receipts, delinquent and forfeited taxes. The Collector is also required to file monthly budget reports for water bill collections.

The License Collector is responsible for collecting all business and occupational licenses fees and taxes. The City's major business taxes are tied to occupational licensing, which is under the jurisdiction of the License Collector. These taxes include the hotel/motel, parking, amusement and restaurant taxes. The office is funded by a four percent commission on licenses, which produces \$2.5 to \$3.0 million per year. The License Collector's budget is, on average, about \$2.1 million per year, and the office has the ability to reserve up to two times its annual expenditures.

#### St. Louis County

The St. Louis County Collection Division bills, collects and distributes more than \$1.8 billion annually in real and personal property taxes, railroad and utility taxes and merchant's and manufacturer's license fees. The Division provides services for the 241 separate taxing authorities in St. Louis County. The Division also combines and extends the tax rates adopted by the various taxing authorities to develop individual tax bills. This is done through a centralized process to efficiently manage the receipt and distribution of funds for most taxing jurisdictions within St. Louis County.

### Initiative Description

The City currently lacks a centralized tax and fee collection IT platform to track collections, payments and receipts. Many City departments, such as the License Collector, have antiquated IT platforms that inhibit the ability to pull data on licenses and thus track individual accounts. This and other antiquated IT systems have made monitoring, storage and retrieval of information related to fee revenue very difficult. The License Collector does not have access to a centralized license database and as a result, there is an abundance of cumbersome manual processes. This problem is a common problem in other City fee-collecting departments, which tend to have multiple paper-based systems for processing and recording fee payments.



In contrast, the County maintains a modern, centralized tax and fee billing system administered by the Department of Revenue’s Collection Division. The Tyler Technologies system, installed in 2008, enables the County to make financial information and documents more accessible to County departments. The County’s new cashiering software allows for a centralized tax and fee collection process that creates a single point of entry for data from many applications. The system allows for real time tax collection reporting that has enhanced the county’s ability to monitor critical revenue streams. The system also makes it easy to develop individual tax and fee bills based on rates adopted by multiple taxing authorities.

The City would greatly benefit from using the County’s tax and fee billing and collection system under contract. A shared billing and collection system would allow for centralized tracking of tax accounts, collections, delinquencies, filing and payment status. Adopting this approach could improve the City’s ease of monitoring tax and fee revenue streams, enabling cost recovery analysis for city services and identification of collection rates for individual fees. It is likely that using the County’s system would require additional licensing fees that would need to be included in the underlying contract. In advance of this initiative, the City’s tax and billing data would need to be assessed, organized and prepared for entry into the County’s system.

Several governments have adopted similar agreements to share billing and collection services:

- **Carrollton and Dallas County, TX.** The City of Carrollton, TX, a suburban city spread over Denton, Dallas, and Collin counties contracts with Dallas County to handle all property tax billing and collections for the City. The City estimates that the arrangement saves \$100,000 in collection costs annually.<sup>88</sup>
- **Upper Township and Corbin City, NJ.** In 2007, Upper Township signed an agreement with Corbin City to share billing of EMS collection services. Under the agreement, Upper Township would use Corbin City’s existing EMS contractor through an amendment to the city’s existing billing contract.<sup>89</sup>

### Fiscal Impact

Conservatively, assuming the improved billing system would yield a 1 percent increase in business and occupational license fee and property tax revenue, and the City reimbursed the County at a rate of \$100,000 per year, the City could realize an additional \$1.9 million in collected revenue and the County, \$240,000.

#### Fiscal Impact

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$60,000	\$60,000	\$60,000	\$60,000	\$240,000
<b>City</b>	\$0	\$260,916	\$527,050	\$542,861	\$559,147	\$1,889,974

### Timeline for Implementation

Given the amount of time that would be required to convert the City’s billing and collections into a compatible format, negotiate a software sharing agreement with the County, and sort out the operational issues from having the City utilize a County software product, it is likely the City could begin using the County’s billing and collection software by early 2012 at the earliest.

<sup>88</sup>City of Carrollton, TX. “Tax and Revenue Collection.” 2010. <http://www.cityofcarrollton.com/index.aspx?page=41>

<sup>89</sup>Upper Township, NJ. “Minutes for September 24, 2007.” September 24, 2007. [http://www.uppertownship.com/City\\_Hall/2007/township\\_of\\_upper\\_minutes\\_september\\_24\\_2007.pdf](http://www.uppertownship.com/City_Hall/2007/township_of_upper_minutes_september_24_2007.pdf)



## SERVICE DELIVERY AREA: Economic Development

<b>ED01.</b>	<b>Coordinate Economic Development Activities to Promote Regional Growth</b>	
	<b>Target outcome:</b>	Create a successful regional approach to economic development through more coordinated efforts.
	<b>Financial impact:</b>	No additional resources required
	<b>Responsible entities:</b>	St. Louis Development Corporation (SLDC), St. Louis County Economic Council (SLCEC)
	<b>Timeframe:</b>	Short-term

### Summary of Current Operations

#### City of St. Louis

The City’s primary economic development agency is the St. Louis Development Corporation (SLDC). SLDC provides large scale development incentives, small business loans, site location services, and support for neighborhood commercial districts. In addition, SLDC operates the St. Louis business assistance center in City Hall as well as provides property management and sales, site assemblage and relocation assistance services.

Although the St. Louis Development Corporation functions as the City’s primary economic development agency, there are multiple other agencies that perform unique economic development functions, such as holding title to properties acquired for redevelopment, granting special loans to new businesses, issuing special bonds for development financing and regulating the use of TIF and tax abatement in the City.

These agencies are described below:

- **Industrial Development Authority (IDA):** Issues tax exempt revenue bonds for long-term financing at below-market interest rates to finance large-scale industrial development projects.
- **Land Clearance for Redevelopment Authority (LCRA):** Recommends development incentives such as real estate tax abatement, tax-exempt revenue bonds and the possible use of eminent domain to assist in property acquisition for commercial, industrial and residential projects in Chapter 99 redevelopment areas approved by the St. Louis Board of Aldermen.
- **Land Reutilization Authority (LRA):** Receives title to all tax delinquent properties not sold at the Sheriff’s sale. Also receives title to properties through donations. LRA maintains, markets and sells these properties and performs land assemblage for future development.
- **St. Louis Local Development Corporation (LDC):** Provides low-interest local, State and Federal business loans to small businesses seeking to locate or expand in the City.
- **Planned Industrial Expansion Authority (PIEA):** Recommends development incentives such as real estate tax abatement, tax-exempt revenue bonds and the possible use of eminent domain to assist in property acquisition for commercial, industrial and residential projects in Chapter 100 development areas approved by the St. Louis Board of Aldermen.
- **Port Authority Commission:** Works directly with local, State and Federal agencies to increase the volume of commerce within the 19-mile St. Louis Port District, the largest inland waterway



port in the Midwest. Oversees operations, mooring leases of City-owned property and river-related activities including riverboat gaming.

- **Tax Increment Financing Commission (TIFC):** Recommends the establishment of TIF districts to the Board of Aldermen for commercial, industrial and residential projects requiring this form of financing assistance.
- **Enhanced Enterprise Zone Commission (EEZC):** Recommends 10-year real estate tax abatement for eligible projects in the State Enhanced Enterprise Zone or the Federal Empowerment Zone.

## St. Louis County

St. Louis County's primary economic development agency is the St. Louis County Economic Council (SLCEC). The Council provides business development, real estate and community development services, operates five enterprise centers, offers business finance advice and participates in the County's economic development collaborative. The collaborative, established in 2006, brings together the County's 91 municipalities, key chambers of commerce and regional economic development agencies to establish a link for shared resources and improved communication to move economic development forward. In the past, the collaborative has developed and implemented key countywide transportation, housing and retail development initiatives. Current initiatives include completion of the Route 141/Maryland Heights Expressway, a housing modernization initiative, an economic development certificate program and redevelopment of the 290-acre former site of a Chrysler assembly plant.

In addition, there are several county commissions and authorities that provide unique economic development functions:

- **Land Clearance for Redevelopment Authority of the County of St. Louis:** Undertakes activities intended to correct blighted conditions including the ability to prepare and implement redevelopment plans and projects; to contract for services in furtherance of such projects; and to acquire property and prepare it for redevelopment.
- **Industrial Development Authority of St. Louis County Missouri:** Administers the industrial development bond program (IDB) in St. Louis County. Bonds issued through the program enjoy a tax-exempt status, providing low interest rate-financing for qualifying businesses.
- **Lambert Airport Eastern Perimeter Joint Development Commission:** Coordinates, plans, oversees, constructs, improves, finances, operates, maintains and contracts for the overall development of the North Park development area in accordance with the Lambert Airport Eastern Perimeter Tax Increment Financing (TIF) Redevelopment Plan.
- **St. Louis County Port Authority:** Encourages private capital investment by fostering the creation of industrial facilities and industrial parks within the port district, endeavors to increase the volume of commerce and promotes the establishment of a foreign trade zone within the port district.
- **St. Louis County TIF Commission:** Approves the establishment of TIF districts for commercial, industrial and residential projects requiring this form of financing assistance



## Initiative Description

In the past, the SLDC and SLCEC have cooperated on various development initiatives. For example, SLCEC's network of five enterprise centers includes a location in Midtown St. Louis, developed in partnership with the City. Although the centers are managed by SLCEC, they are governed by an 18 member board of governors composed of representatives from the private sector, colleges and universities as well as both City and County economic development agencies.

SLDC and SLCEC have formed functional partnerships in a number of areas. Most recently, the City and County have jointly pursued a federal designation for the region as a foreign trade zone, which would allow incoming international air cargo to be exempt from federal duties. This would promote usage of Lambert St. Louis International Airport, which is owned by the City of St. Louis, but located within St. Louis County.

In the past, the St. Louis region has cooperated on economic development initiatives and seen much success. For example, when the Cities of St. Louis and East St. Louis submitted separate federal empowerment zone applications in 1994, neither was able to win an empowerment zone designation. However, when the region collectively submitted an application covering St. Louis City and parts of St. Clair County (IL) and St. Louis County in 1998, the region won the designation. The new Greater St. Louis Regional Empowerment Zone was able to receive \$10 million for business development and backing for \$95 million in tax-exempt development bonds.<sup>90</sup>

City and County economic development agencies for the most part provide similar services; however each entity has some unique specialty areas, as shown in the chart below:

	St. Louis Development Corporation (City)	St. Louis County Economic Council
Bond Finance Assistance	X	X
Brownfield Remediation Support	X	X
Commercial District Program	X	
Enterprise Centers		X
Financial Incentives	X	X
Fixed Asset Loans	X	X
Government and Community Liaisons	X	X
Infrastructure Improvements	X	X
Land Assemblage	X	X
Permitting and Regulatory Assistance	X	X
Project Management Support		X
Sector Specialists		X
Site Selection	X	X
Specialty Business Loans	X	X
Tax Abatement	X	X
Tax Credit Program Assistance	X	X
Tax Exempt Bond Financing	X	X
Tax Increment Financing	X	X
Technical Assistance for Developers	X	X
Technical Assistance for Municipalities		X
Workforce Development Services		X

<sup>90</sup>Phares, Don (Editor). "Governing Metropolitan Regions in the 21<sup>st</sup> Century." M.E. Sharp, Inc, 2009: 104-105.



When examining the City and County's economic performance over the past 30 years, there is evidence both entities have seen challenges in promoting economic growth. Over time, both City and County have seen reductions in their proportion of metropolitan area personnel income, as shown in the table below:

### Percentage of Metropolitan Area Income, 1970-2008

	1970	1980	1990	2000	2008	% Change 1970-2008	% Change 2000-2008
St. Louis City, MO	21.7%	16.4%	13.1%	10.0%	9.6%	-55.7%	-4.2%
St. Louis County, MO	44.9%	44.8%	48.7%	47.6%	45.1%	0.4%	-5.3%
St. Charles County, MO	3.4%	5.6%	7.5%	10.0%	11.5%	234.9%	15.3%
Jefferson County, MO	3.2%	4.9%	4.7%	5.7%	6.1%	87.0%	6.4%
Franklin County, MO	1.8%	2.3%	2.4%	2.8%	3.0%	69.0%	4.8%
Madison County, IL	9.2%	9.3%	8.4%	8.0%	8.1%	-12.1%	1.2%
St. Clair County, IL	9.3%	8.9%	8.0%	7.5%	7.8%	-16.2%	2.9%
Clinton County, IL	0.8%	1.0%	1.0%	1.1%	1.1%	34.7%	1.3%
Jersey County, IL	0.6%	0.6%	0.6%	0.6%	0.7%	17.6%	4.3%
Monroe County, IL	0.6%	0.8%	0.8%	1.0%	1.1%	73.9%	10.9%
Lincoln County, MO	0.6%	0.7%	0.8%	1.0%	1.2%	114.6%	19.9%
Warren County, MO	0.3%	0.5%	0.5%	0.7%	0.9%	169.2%	24.7%
Washington County, MO	0.4%	0.4%	0.4%	0.4%	0.5%	40.8%	12.4%
Bond County, IL	0.4%	0.5%	0.4%	0.5%	0.5%	7.9%	-2.7%
Calhoun County, IL	0.2%	0.2%	0.1%	0.1%	0.1%	-27.1%	-1.7%
St. Francois County, MO	1.0%	1.3%	1.1%	1.3%	1.4%	39.1%	6.6%
Macoupin County, IL	1.5%	1.7%	1.4%	1.4%	1.3%	-10.6%	-3.8%

Source: US Bureau of Economic Analysis, Regional Economic Accounts.

Likewise, over the past decade, the City and County have lagged behind in job growth relative to the rest of the region. Although St. Louis County significantly increased its proportion of metropolitan area jobs since 1970, since 2000, it has seen a decline in its proportion, similar to the City.

### Percentage of Metropolitan Area Employment, 1970-2008

	1970	1980	1990	2000	2008	% Change 1970-2008	% Change 2000-2008
St. Louis City, MO	39.4%	32.2%	21.4%	17.5%	16.2%	-59.0%	-7.7%
St. Louis County, MO	32.1%	37.7%	46.1%	46.6%	44.4%	38.6%	-4.6%
Bond County, IL	0.4%	0.4%	0.4%	0.4%	0.4%	-2.2%	5.4%
Calhoun County, IL	0.2%	0.2%	0.1%	0.1%	0.1%	-32.3%	-6.2%
Clinton County, IL	0.9%	0.9%	1.0%	1.1%	1.1%	25.4%	-0.7%
Franklin County, MO	1.8%	2.2%	2.5%	2.8%	3.0%	70.8%	8.2%
Jefferson County, MO	1.8%	2.4%	3.2%	3.8%	4.4%	144.7%	14.6%
Jersey County, IL	0.5%	0.4%	0.4%	0.5%	0.5%	8.3%	2.7%
Lincoln County, MO	0.6%	0.6%	0.6%	0.8%	1.0%	80.2%	21.6%
Macoupin County, IL	1.2%	1.4%	1.2%	1.1%	1.0%	-18.6%	-11.0%
Madison County, IL	8.7%	8.0%	7.6%	7.4%	7.4%	-14.9%	-0.1%
Monroe County, IL	0.4%	0.5%	0.5%	0.7%	0.8%	75.5%	18.3%
St. Charles County, MO	2.1%	3.3%	5.8%	7.4%	9.6%	351.9%	28.6%
St. Clair County, IL	8.2%	7.9%	7.0%	7.2%	7.4%	-9.7%	2.7%
St. Francois County, MO	1.1%	1.2%	1.4%	1.6%	1.8%	61.4%	14.1%
Warren County, MO	0.3%	0.4%	0.5%	0.6%	0.6%	96.5%	6.4%
Washington County, MO	0.4%	0.4%	0.4%	0.4%	0.4%	-12.0%	-13.4%

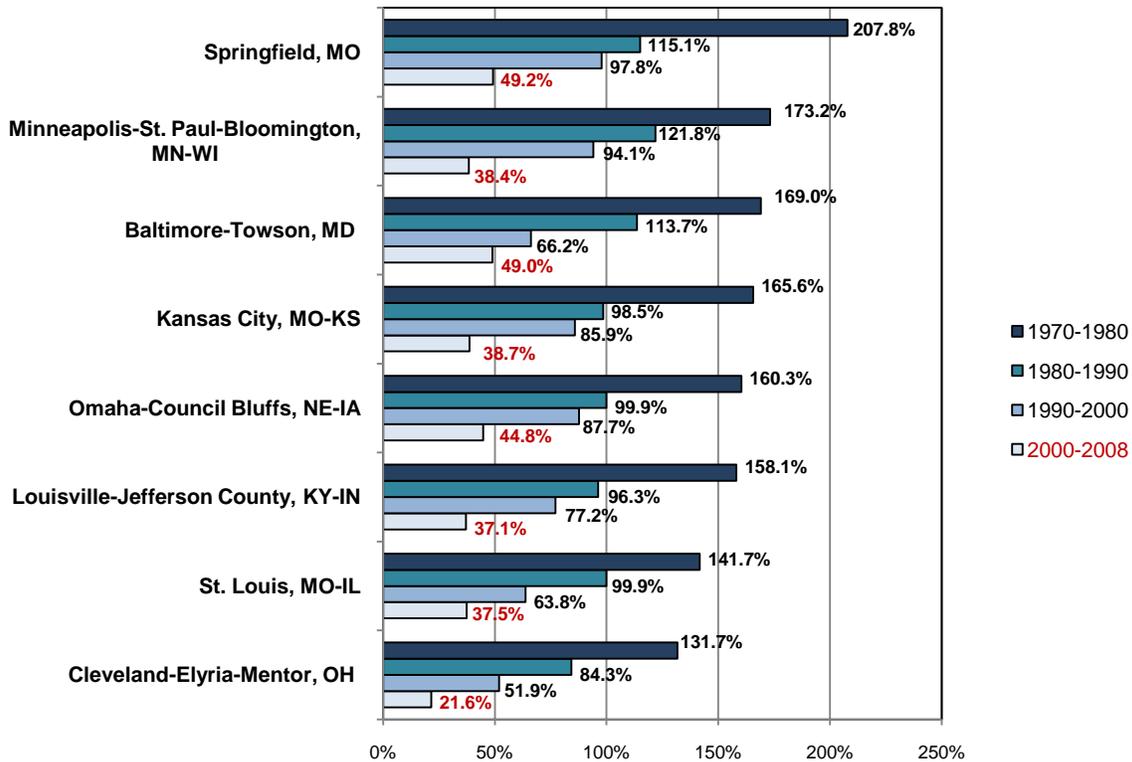
Source: US Bureau of Economic Analysis, Regional Economic Accounts.



Although City and County economic development agencies have generally been successful in revitalizing blighted properties, developing vacant parcels of land, improving the ambiance and attractiveness of central business districts, restoring historical properties and retaining existing businesses, these efforts have not been successful in catalyzing regional economic growth. As a proportion of the region, both St. Louis City and County have lost both jobs and personal income to other areas of the region.

In addition, there is evidence that the St. Louis region has lagged behind other comparable regions in economic and job growth. To compare the St. Louis region to other similar metropolitan areas, a group of comparable metropolitan areas primarily concentrated in the Midwest were selected based on similar demographic, geographic and economic features. Missouri cities such as Kansas City and Springfield were also included to add a Missouri perspective to the comparison. When compared to these metropolitan regions, the St. Louis region has historically experienced a below average level of economic growth, as shown below:

Percentage Change in Metropolitan Area Personal Income, 1970-2008



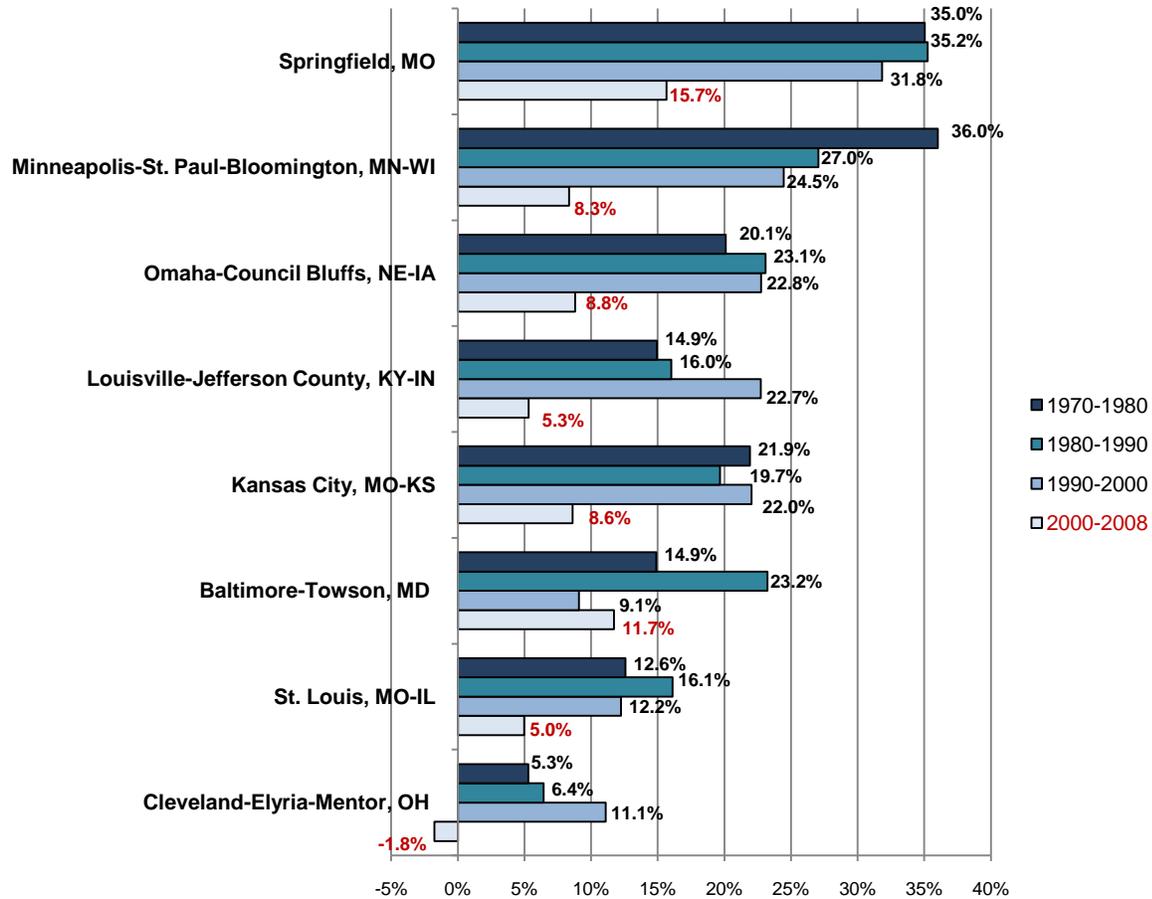
Source: US Bureau of Economic Analysis, Regional Economic Accounts.



From 2000 to 2008, the St. Louis metropolitan region experienced personal income growth of 21.6 percent, while the average for comparable metropolitan areas was 39.8 percent. St. Louis has also fallen well short of the comparable averages in 10 year personal income growth since 1970.

In the area of job growth, the St. Louis region has also consistently lagged behind comparable metropolitan areas:

**Percentage Change in Metropolitan Area Employment, 1970-2008**



Source: US Bureau of Economic Analysis, Regional Economic Accounts.

From 2000 to 2008, the St. Louis metropolitan region experienced job growth of 5.0 percent, while the average for comparable metropolitan areas was 7.7 percent. Since 1970, the St. Louis regional job growth has been well below the comparable averages in 10 year job growth. The St. Louis region has failed to keep pace with economic growth experienced in comparable metropolitan areas.

Over time, St. Louis City and County have gradually developed a regional framework for promoting economic development. With the region's loss of aerospace, chemical and automotive industry jobs over the past 30 years, the City and County have intermittently adopted joint economic development planning and promotion strategies to ameliorate the effects of these losses. The product of these efforts is an array of regional economic development coalitions, councils and networks that work to coordinate economic development efforts across the region:



- **The Greater St. Louis Economic Development Council:** Formed in 1994, is an 11 person board consisting of the St. Louis Mayor, the St. Louis County Executive and top officials from St. Clair County, southwestern Illinois, labor and business groups. The Council controls policy, planning, goals and direction for metropolitan area growth strategies.
- **The Regional Chamber and Growth Association (RCGA):** The region's non-profit chamber of commerce, provides the operational leadership for regional economic development initiatives. RCGA serves as the coordinating entity for the region's economic development agencies to facilitate enterprise development and economic growth throughout the St. Louis region. In addition, RCGA promotes the St. Louis region as an ideal place to do business.
- **The Greater St. Louis Economic Development Network:** An informal network of 100 economic development agencies at the state, county and city levels that facilitates retention, expansion, and recruitment of businesses in the 16 county metropolitan region. The network serves as a means for collaborative marketing, business recruitment and retention and other joint regional projects.
- **Forward Metro St. Louis:** A coalition of the Regional Chamber & Growth Association, Civic Progress, Regional Business Council, Partners for Progress and Leadership Council Southwestern Illinois, advances a unified public policy agenda to develop and sustain a world class economy for the bi-state St. Louis metropolitan region.

Although the St. Louis region has made much progress in building a framework for regional economic development planning and cooperation, there are a number of areas where the region could strengthen its economic development efforts. Fundamentally, SLDC and SLCEC should begin thinking about how to attract development to the region as a whole and how respective City and County resources and tax incentives can be used to support that development.

The City and County should begin a comprehensive, coordinated, sustained effort to attract new businesses that does not rely on attracting businesses from other parts of the region. The proliferation of strategies focused on real estate development to attract employers and jobs from other parts of the region has clearly left the St. Louis area at a disadvantage relative to its peers. To correct these effects, economic development planning should be executed and coordinated on a regional level. In addition, individual economic development agency activities should be coordinated with the larger goal of regional economic growth and development in mind.

The St. Louis region would greatly benefit from a focused, targeted economic development strategy that leverages pre-existing regional assets to diversify the region's economy. A diversified regional economy would be less sensitive to the ups and downs of the business cycle and more likely to generate sustained long-term job growth. Although there will always be some degree of competition between the City and County in attracting new jobs and development opportunities, both entities should work together as part of a unified regional strategy to attract jobs and businesses to the St. Louis region as a whole. Under a strong, vibrant and growing St. Louis region, both the City and County would greatly benefit. In order to develop a more robust joint regional economic development planning regime, the City and County should do the following:

- **Develop a comprehensive regional economic development strategy** in partnership with the Greater St. Louis Economic Development Council;
- **Partner with RCGA and other regional development entities** to coordinate economic development activities in line with a regional economic development strategy;



## DISCUSSION DRAFT



- **Build consistent lines or communication** between regional economic development agencies to facilitate mutual trust and cooperation;
- **Negotiate a formal agreement** to routinely notify each other of businesses looking to relocate from one jurisdiction to another;
- **Identify target redevelopment areas** across both the City and County to pursue for federal grant opportunities;
- **Coordinate provision of tax increment financing and other tax incentives** with municipalities to attract cross jurisdictional developments and new businesses with a major regional presence;
- **Strengthen joint economic development planning and oversight** through the Greater St. Louis Economic Development Council; and
- **Streamline and combine key economic development service areas** to provide a single regional interface to businesses (i.e: areas such as business development, sector specialists, project management support and technical assistance).

Several major cities and counties have adopted regional approaches to economic development:

- **Columbia and Boone County, MO:** Jointly fund a regional economic development agency, Regional Economic Development, Inc (REDI). Founded in 1988, REDI is a nonprofit, public/private partnership that works to provide increased economic opportunities for the Columbia area while maintaining a high quality of life. REDI acts as a local point of contact for businesses requesting information about Columbia and Boone County. In addition to providing available site and building information, comprehensive area demographics and labor availability studies, REDI organizes community tours, facilitates community leader introductions when prospective companies visit the area and acts as an ombudsman for local utilities and city government. In addition to contributions from the City and County, REDI is funded by the University of Missouri, the Columbia Chamber of Commerce and approximately 90 private businesses and associations including the cities of Ashland, Hallsville and Centralia. The organization is governed by a 12 member board consisting of Columbia's mayor, a Boone County Commissioner and other members appointed by both public and private investors. REDI also acts as the economic development department for the City of Columbia and the City pays the salaries for three REDI positions.<sup>91</sup>
- **San Diego and San Diego County, CA:** Jointly participate in the San Diego Regional Economic Development Corporation. The Corporation is a non-profit regional economic development agency funded by over 150 regional employers, the City of San Diego, San Diego County, four city and county special authorities and eight other cities in the San Diego region. The Corporation works to implement strategies that set the San Diego region apart as a thriving center of technology and entrepreneurship, built upon informal networks, a knowledge-based economy, a culture of innovation and an unparalleled lifestyle. The Corporation's business development program supports corporate outreach and retention, while nurturing emerging industries and attracting new corporate investment through targeted marketing initiatives. The policy program focuses on a targeted strategy of addressing acute workforce shortages, promoting entry-level and mid-career development and enhancing regional housing, transportation, water, energy, environmental stewardship and economic competitiveness. In addition, the Corporation has spearheaded major initiatives including a regional sales tax for transportation infrastructure, BRAC lobbying to preserve regional military bases and installations, development of a pre-engineering curriculum program for area school districts and a "mega-

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<sup>91</sup>Regional Economic Development, Inc. "What is REDI?" [http://www.columbiaredi.com/pdfs/REDIHandoutFY10IBM\\_000.pdf](http://www.columbiaredi.com/pdfs/REDIHandoutFY10IBM_000.pdf)



region” development partnership with neighboring Imperial County and the Mexican state of Baja California.<sup>92</sup>

- **Metro Denver Municipalities:** The Metro Denver Economic Development Corporation (EDC) serves as the regional economic development entity for 70 cities, counties and economic development agencies in Metro Denver and Northern Colorado. Affiliated with the Denver Metro Chamber of Commerce, Metro Denver EDC is funded by private-sector investors, as well as participating cities and counties including the cities of Denver, Golden, Westminster and Wheat Ridge. Strategic initiatives are developed among participating agencies, with final decision-making authority by an investor board of directors. Metro Denver EDC provides site selection, market research and analysis, logistics and project support as well as region familiarization tours to businesses interested in the metro Denver region. Successful initiatives championed by the organization include the BreakThrough! Denver job creation fundraising campaign, the Blue Sky Committee strategic plan to create 100,000 jobs and a five-year capital campaign to broaden the business leadership base.<sup>93</sup>

### Fiscal Impact

It is estimated that enhanced cooperation and coordination between SLDC and SLCEC would not require additional resources on behalf of the City or the County.

### Timeline for Implementation

The City and County could begin to create develop a comprehensive regional economic development initiative immediately. With the engagement of agency, non-profit and other municipal stakeholders, the City and County could plausibly have a coordinated regional economic development initiative fully operational by late 2011.

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<sup>92</sup>Marketwire. “San Diego Regional Economic Development Corporation Votes Support for Proposition D; Will Work for Repeal if Reforms Not Enacted.” October 13, 2010.

<sup>93</sup>Metro Denver Economic Development Corporation. “About Metro Denver EDC.” 2010. <http://www.metrodenver.org/about-metro-denver-edc/>



<b>ED02.</b>	<b>Explore the Creation of a Jointly Funded Grant Compliance Officer</b>	
	<b>Target outcome:</b>	Establish a formal position to provide joint representation, facilitate compliance of joint grant awards and identify additional opportunities for joint grant application.
	<b>Financial impact:</b>	Not quantifiable (County) Not quantifiable (City)
	<b>Responsible entities:</b>	Mayor’s Office and County Executive’s Office; in coordination with independent grant compliance operations in the City and the County
	<b>Timeframe:</b>	Short-term

**Summary of Current Operations**

At the current time, there is no formal representation for the City or the County where joint representation and compliance may be in the best interest of the two parties for grant applications and awards for funding. This is likely due to the limited number of joint grant applications and joint grants that are being awarded. Recently, the City and the County were awarded funds in a joint application process in October of 2010, where the East-West Gateway Council of Governments was awarded a \$4.6 million federal planning grant as part of the U.S. Housing and Urban Development’s (HUD) Sustainable Communities Regional Planning Grant Program. In this case, the East-West Gateway coordinated the joint application process. There are also examples of federal economic development grants that apply to geographic areas covering both the City and the County (i.e. regional empowerment zones). These grants are facilitated by a non-profit management corporation governed by a board of directors with representatives from participating municipalities, businesses and regional development organizations.

The City and the County also currently maintain independent grant compliance procedures; the County maintains these procedures on a department by department basis, while the City maintains these procedures centrally within the Comptroller’s Office.

**Initiative Description**

The City and the County should explore the opportunity of creating a joint position, paid equally or in accordance to grant compliance activities carried out for each entity, to provide joint representation when identifying, monitoring or facilitating joint grant application processes and awards for compliance. While facilitating a joint grant application (between the City and the County) as we have proposed in other initiatives may be far more challenging, it should be less complicated when dealing with joint grant compliance to set up a single individual to oversee them to ensure they are in compliance and the City and/or County are receiving fair distributions. This is an opportunity for the City and County to set up a flexible agreement initially; covering how much this person would be paid and how much each entity would contribute, key responsibilities, which entity or jointly defined governance structure the position would report to, where they would be housed and other key position details. Any such arrangement should allow for appropriate adjustments to be made as the position evolves.

While any jointly-funded compliance officer would need to have an understanding of how grant compliance is handled for each entity, this is recommended as a separate activity from independent grant compliance as it currently exist in the City and the County.



A number of joint grants have been awarded across the country that included City-County partnerships:

- **Osceola County and the City of St. Cloud, Florida:** In April 2010 the joint Osceola County/City of St. Cloud was selected as the number one submittal in the state for the Energy Efficiency and Conservation Block Grant (EECBG) under the Osceola Energy Initiative Application. The grant submittal was part of an educational, economic, employment and infrastructure initiative with a goal to bring energy efficiency awareness and implementation to the region. Led by Osceola County and supported by the East Central Florida Regional Planning Council, Osceola Energy Initiative will encompass unincorporated Osceola County, the City of St. Cloud and residents and businesses within the City of Kissimmee. The joint initiative will also benefit from partnerships with OUC, KUA, Progress Energy, local educational and financial institutions, Workforce Central Florida, the University of Florida and the General Electric Company.
- **City of Fresno and Fresno County, California:** The U.S. Department of Housing and Urban Development (HUD) awarded the City of Fresno \$3,130,746, and the County of Fresno \$1,634,630, in Homeless Prevention and Rapid Re-Housing Program (HPRP) funds through a joint application. HPRP was authorized by the U.S. Congress on February 17, 2009, under the American Recovery and Reinvestment Act of 2009 (ARRA), in response to the national economic crisis. Included in the ARRA is \$1.5 billion in HPRP funding that will be used to provide financial assistance and services to assist individuals and families either prevent homelessness or help those experiencing homelessness to quickly be re-housed and stabilized. As required by HUD to receive funding, the City and the County both prepared a substantial amendment to their FY 2008-2009 Annual Action Plans to incorporate the proposed selected sub-grantees to receive HPRP funds, at various amounts.
- **City of Burlington and Des Moines County, Iowa:** In 2009 the City of Burlington and Des Moines County filed a joint application and were awarded a Statewide Transportation Enhancement grant in the amount of \$555,745. The City received \$205,745 as a part of this grant that was administered by the Iowa Department of Transportation. The grant was used towards construction of the Flint River Trail.

### Fiscal Impact

For purposes of this study, the fiscal impact for the City and County could not be calculated. While there would be initial cost to the City and the County to provide for joint funding of the position (which will vary greatly depending on the position description), the benefits and financial impact could also differ to a great extent depending on the defined scope of the position. For example, if the position is initially proposed to coordinate only compliance issues, there may be savings that could be achieved as a direct result of the position if full compliance of such grants is dependent upon funding or future funding, but if there are little or no disincentives related to such compliance, the incentives may be less monetary and more directly related to the political (policy) or regional benefits of ensuring such compliance.

Additionally, if the scope of the position is more broadly defined to include actively identifying regional opportunities for joint grant applications, there could be a substantial financial impact for both the City and the County in subsequent years if joint grant applications are aggressively pursued and awarded, or less of an impact if solely pursued aggressively and not awarded. Overall, the uncertainty of grant opportunities and award criteria complicate the assumptions for any fiscal impact to the City and/or the County.



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**Fiscal Impact**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
<b>County</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>
<b>City</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>

**Timeline for Implementation**

The City and the County could begin talks immediately to negotiate and define the parameters of this potential cooperative arrangement. Given the discussion above, pending the scope of the joint compliance position description, it is likely that the two entities could enter into such an arrangement by Spring 2011.



<b>ED03.</b>	<b>Strengthen Regional Planning Efforts</b>	
	<b>Target outcome:</b>	Develop a holistic approach to regional planning that reflects a more collective regional vision.
	<b>Financial impact:</b>	Not quantifiable (County) Not quantifiable (City)
	<b>Responsible entities:</b>	St. Louis County Planning and Sustainability Offices, City of St. Louis Planning and Sustainability Offices, other metro planning organizations, businesses, universities and other stakeholders
	<b>Timeframe:</b>	Short-term

**Summary of Current Operations**

The St. Louis region has a number of planning organizations that exist to coordinate planning efforts within a focused mission, such as the Great Rivers Greenway District and the Metro East Park and Recreation District created by the voters of St. Louis to connect the region through an interconnected system of greenways, parks, bike routes and trails or the East-West Gateway designated as by state and federal agencies as the metro planning organization for the bi-state area with the primary responsibility of making transportation investment decisions (selecting the road, bridge and transit projects in the region that will receive federal funds) in the context of the region’s 20 year Transportation Plan.

The East-West Gateway Council of Governments also launched “Renewing the Region: Getting Together on Regional Issues” in June of 2009 to assess the area’s economic and societal health and to explore possible ways to enhance cooperative planning and action for the region. Through a series of group meetings, discussions and outreach via the Internet, the Summer 2010 quarterly edition of the East-West Gateway Publication noted that citizens believe the region suffers from governmental fragmentation due to the high costs of living within various municipalities and taxing districts and the inefficiencies, or lack of consistent or sufficient public services due to the confusion surrounding the service delivery of multiple jurisdictions. They feel the recent fiscal crisis should prompt more effective collaboration across jurisdictional boundaries, not delay it.<sup>94</sup>

In October of 2010, the East-West Gateway Council of Governments was awarded a \$4.6 million federal planning grant as part of the U.S. Housing and Urban Development’s (HUD) Sustainable Communities Regional Planning Grant Program. The core members of the program grant include the East-West Gateway, the City of St. Louis, St. Louis County and FOCUS St. Louis. Other consortium members include Trailnet, Citizens for Modern Transit, Metro, Great Rivers Greenway, Metro St. Louis Equal Housing Opportunity Council, Southwestern Illinois Resource Conservation and Development and the Applied Research Collaborative (St. Louis University, University of Missouri-St. Louis and Southern Illinois at Edwardsville). According to the East-West Council of Governments, the goal of the grant is to develop regional and sub-regional plans to coordinate housing, transportation, the environment and economic development to give the region a better chance to sustain its current affordability and further its economic progress.

**Initiative Description**

<sup>94</sup>East-West Gateway Council of Governments. “Renewing the Region initiative expands focus to include economic development.” Gateways Quarterly Publication. Summer 2010. <http://www.ewgateway.org/pdf/newsletters/gateways-Summer10.pdf>



In an effort to develop a holistic approach to regional planning the City and County, as well as other municipalities and counties in the region, should partner with the East-West Gateway Council of Governments to leverage existing relationships with business organizations, universities and other regional organizations to *collectively* establish a public Regional Visioning Process. The recently awarded \$4.6 million HUD grant should provide the resources needed to initiate a formal process and serve as a catalyst for more effective regional cooperation. The Sustainability Offices within each of the jurisdictions should play a key role in the process to ensure that regional planning efforts incorporate the fundamental elements of sustainability to support the long-term vision of the region. By including a public participation component, similar to the Renewing the Region sessions held throughout the region, citizens will be allowed to play an instrumental role in shaping the vision by stressing key efforts they feel are critical to improving the livability and sustainability of the region. Once these efforts are identified, the regional partners will be in a position to collectively develop a strategy to find ways in which each of these planning organizations can work together to maximize the resources and institutional knowledge of their given areas of expertise to enhance cooperative planning efforts for the region. Public participation will also greatly enhance regional participation in sustainability efforts and the likelihood of the region achieving their identified vision.

A number of regions have carried out similar visioning processes that bring together government, business, non-profit and citizen groups in an effort to ensure that regional planning and sustainability efforts represent a unified vision for the region:

- **Vision 2020:** A group of community representatives from across business, education, government and foundation sectors in Northeast Indiana that have come together this year to develop a compelling and actionable vision for the ten-county Northeast Indiana region to develop a clear and unifying vision for the future, shared regional priorities and accountability plans with specific strategies and tactics. Through a six-month process of community engagement, from in depth interviews to regional outreach meetings, focus groups and a regional economic summit, Vision 2020 will individually touch hundreds, if not thousands, in Northeast Indiana. Insight gathered from surveys and conversations will allow Vision 2020 to understand the significant assets of the region, what's missing and how to best use that information to move forward.
- **GO TO 2040:** Led by the Chicago Metropolitan Agency for Planning (CMAP) to develop the comprehensive regional plan that will guide growth in Cook, DuPage, Kane, Kendall, Lake, McHenry and Will Counties for the rest of this century<sup>95</sup>. In addition to land use and transportation, *GO TO 2040* also addresses the full range of quality-of-life issues, including the natural environment, economic development, housing and human services such as education, health care and other social services. In the first phase of the planning process in 2007-08 input was gathered from stakeholders across the region that helped define a Regional Vision. The "Invent the Future" phase in the summer of 2009 collected public input at 57 workshops across the region, on the web, via multimedia kiosks at dozens of locations, and at community fairs and festivals. That input along with extensive research into implementation strategies and resulted in a preferred "Regional Scenario" that was approved in January 2010.
- **Power of 32:** A regional visioning initiative recently created that will involve tens of thousands of people across 32 counties in Maryland, Ohio, Pennsylvania and West Virginia in creating a shared vision for the region's future<sup>96</sup>. The Power of 32 will work to create a mindset of collaboration and a shared vision within the region, which will improve the quality

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<sup>95</sup>Chicago Metropolitan Agency for Planning. "Draft GO TO 2040 Plan." <http://www.cmap.illinois.gov/draft-plan>

<sup>96</sup>Power of 32. "About P32." 2010. <http://powerof32.org/about-p32>



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of life and position the region to compete more effectively in the global economy. The goals of the initiative include:

1. Create a shared vision and regional agenda that is driven by the broad and innovative engagement of thousands of citizens and supported by business, government and nonprofit leadership.
2. Instill a sense of realistic optimism and inspire public determination to solve the region's problems and seize the region's opportunities.
3. Inspire cross-sector leadership across the region committed to acting on the regional agenda.
4. Connect people, communities and institutions in new and effective ways to best assure a sustainable, innovative and globally competitive region and high quality of life for all its residents.

Through several different kinds of forums - community conversations, framing solutions, regional town meetings and online and media programs - the Power of 32 will work to ensure that everyone has a chance to participate and that a strong regional consensus emerges.

### Fiscal Impact

As mentioned above, the City of St. Louis and St. Louis County were recently awarded a \$4.6 million HUD grant 'to organize a process of community planning and collaboration across jurisdictional boundaries that will rely on citizen and public official participation'<sup>97</sup>.

According to an October 20, 2010 article from the St. Louis Business Journal, the distribution of the grant will be as follows:

Recipients	Grant Amount
City of St. Louis	\$696,000
St. Louis County	\$200,000
Applied Research Collaborative (SLU)	\$669,489
Trailnet	\$448,454
Southwestern Illinois Resource Conservation & Development	\$250,000
FOCUS	\$231,000

Assuming the allocations above are accurate, these funds should support the initial costs of increased regional planning efforts between the City and the County and other regional partners. When the HUD grant funding is exhausted, the City and the County should consider allocating a portion of planning budgets or more preferably, aggressively pursue additional joint grant funds to support the continuation of these planning efforts, eliminating the fiscal impact on general fund dollars.

### Fiscal Impact

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<sup>97</sup>East-West Gateway Council for Governments. "Sustainability Grant News Release." October 15, 2010. <http://www.ewgateway.org/pdf/files/prs/PRS-101510-SustainabilityGrant.pdf>



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	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
<b>County</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>
<b>City</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>



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### **Timeline for Implementation**

Given the funds were awarded in October while this study was still in progress, any initial efforts to facilitate the process for enhancing regional planning efforts should have already been kicked off. If not, establishing how the HUD grant can serve as a catalyst to increased efforts as well as on-going regional efforts should begin immediately. According to the East-West Gateway's website, as accessed on December 13, 2010, they are in the process of providing HUD with additional information and after which they will negotiate an award agreement and begin work in Mid-January 2011.



<b>ED04.</b>	<b>Collaborate on Regional Sustainability Efforts</b>	
	<b>Target outcome:</b>	Increase effectiveness of regional sustainability through more coordinated efforts.
	<b>Financial impact:</b>	Not quantifiable (County) Not quantifiable (City)
	<b>Responsible entities:</b>	Mayor’s Office, County Executive’s Office, City and County Sustainability Directors
	<b>Timeframe:</b>	Short-term

**Summary of Current Operations**

**St. Louis County**

In July of 2009 the County was awarded \$8.4 million in formula grant funding through the ARRA Energy Efficiency and Conservation Block Grant (EECBG). Through this grant the County was able to supplement its County Strategic Plan with an Energy Efficiency and Conservation Strategy (EECS), launch St. Louis Green and Growing, a long-range sustainability framework for the County and create a Sustainability Director position. The key component of the EECS was the development of the Greenhouse Gas Inventory of County Operations and Community-wide Components that served as the foundation for understanding the areas in which the County could implement sustainable strategies with the most effective impact on the environment. The framework was completed in December of 2009 and outlines advancements in sustainability, energy efficiency and greenhouse gas (GHG) reductions in the following interdepartmental focus areas:

- Building Management
- Transportation
- Land Use Planning
- Waste Management
- County Procurement and Administration
- Economic Development
- Community Engagement

By using the County’s Strategic Plan, the GHG inventory, stakeholder engagement and participation from the seven interdepartmental focus areas, a County Core Team identified and prioritized a range of potential initiatives to be funded by EECBG and strategized on the County’s long-term framework for energy management and sustainability. The County ultimately selected approximately 20 high impact initiatives that will be funded through this grant and it is projected that these changes alone could reduce energy demand in the County by up to 20 percent a year<sup>98</sup>.

**City of St. Louis**

In December of 2009 the City was awarded a similar grant for \$3.7 million. The City is using this grant money to promote sustainability by developing a sustainability plan for the City, creating a Sustainability Director position and funding eight energy efficiency activities within the following three goals:

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<sup>98</sup>A comprehensive list of these efforts can be found on their website at <http://green.stlouisco.com/EECS/EECBGStrategies.aspx>.



1. Reduce City Government Greenhouse Gas (GHG) Emissions/Energy Consumption:
  - Energy audits on eight different municipal buildings.
  - Energy efficient street light upgrades.
  - Building retrofits for City Hall and Carnahan Courthouse.
  - City GHG emissions inventory for local government/community-wide operations.
2. Reduce Energy Consumption due to Activities of City Residents and Businesses:
  - Distribute compact fluorescent light bulbs to low-income residents.
  - Develop innovative financing techniques for energy use reduction.
3. Reduce energy consumption in the Transportation Sector by Promoting Alternatives to Fossil Fueled Vehicle Use:
  - Create a public commuter bike station.
  - Create a downtown commuter bike hub and cycling signage.

### Initiative Description

In an effort to maximize the regional impact of sustainability initiatives, the City and the County should find opportunities to collaborate with the region on sustainable planning efforts. By developing a similar framework for measuring the impact of these efforts and developing a cohesive message to guide the efforts, the region will be in a better position to leverage citizen participation and commitment to ensure that goals, strategies, implementation plans and metrics for improving sustainability in the region are collectively aligned. Additionally, the City and County should also leverage the research and resources compiled by other regional partners, such as not-for profit groups like Sustainable St. Louis, Midwest ICLEI (Local Governments for Sustainability), St. Louis Regional Chamber and Growth Association (RCGA) or FOCUS St. Louis, and other public entities such as the local Chapter of the US Green Building Council or St. Louis University's Center for Sustainability. This focus should identify those issues most critical to the livability and sustainability of the region. Currently the region maintains a large number of regional groups working on parallel tracks, and many feel that like the overall structure of the region as a whole, having too many well-intentioned and passionate groups working towards similar goals creates fragmentation when a particular group or group(s) doesn't want to give up control. These regional partners must find a way to streamline these efforts. (See Regional Planning initiative below.)

The STAR Community Index is a relatively new framework developed by Local Governments for Sustainability USA (ICLEI), the US Green Building Council (USGBC) and the Center for American Progress (CAP). STAR is a voluntary rating system for sustainable communities modeled after the highly successful LEEDTM green building program that will use a consensus-based approach to develop options that cities and counties can choose to make their communities more sustainable and livable<sup>99</sup>. The City and County should work together, and with other entities in the region, to ensure that their separate sustainability plans are standardized according to the STAR Community Index in an effort to maximize the impact of all sustainability efforts in the region.

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<sup>99</sup>ICLEI-Local Governments for Sustainability. "Star Community Index: A National Framework for Sustainable Communities." 2011. [www.starcommunityindex.org](http://www.starcommunityindex.org)



Other cities and counties have experienced success through creative coordination of regional sustainability efforts:

- **San Diego Regional Sustainability Partnership-Metro San Diego, CA:** The San Diego Regional Sustainability Partnership is a volunteer-based consortium of business, government, academic and community organizations leading and promoting practices that support a sustainable future for the San Diego region. The unique structure of the Partnership, unifying a diverse array of public- and private-sector organizations behind the common goal of sustainability, serves as a model for similar efforts in other regions. Formed in 2006, the Partnership is a collaborative, bi-national and inter-regional effort to reduce pollution, enact energy savings and improve the quality for current and future generations in the region. The Partnership is made up of over 60 organizations in the greater San Diego region and is led by a volunteer Board of Directors comprised of representatives from Partnership member organizations. The Board oversees the work of several policy and support committees staffed on a voluntary basis by Partnership members and other volunteers from various sustainability-related fields. Partnership activities include workshops, symposia, networking, case studies, outreach, sharing of resources and best practices, participation in sustainability-related community events, a Partnership Breakfast held annually in the fall, a quarterly e-newsletter, a Web site and more<sup>100</sup>.
- **City and County Joint Oversight Committee on Sustainability-City of La Crosse and La Crosse County, WI:** The City and County Joint Oversight Committee on Sustainability first convened in August 2007 to begin work on a Strategic Plan for Sustainability. Since early 2007 the City and County of La Crosse have been working toward the goal of becoming eco-municipalities through The Natural Step framework developed in Sweden in 1983. The Natural Step approach involves the use of a framework of four system conditions, and a four step planning process. Both the City and County adopted resolutions creating a Joint Long-Term Sustainability Commission permanently creating the La Crosse Sustainable Commission<sup>101</sup>.
- **Regional Sustainability Committee-Metro Baltimore, MD:** The Baltimore Metropolitan Council, consisting of Baltimore City and the Counties of Baltimore, (Carroll, Howard, Harford and Anne Arundel) has a Regional Sustainability Committee. In October 2008, under the leadership of then-Chair, Howard County Executive, Ken Ulman, the BMC Board of Directors created the Committee with the goal of sharing information and coordinating sustainable efforts throughout the region in an effort to improve the quality of life for all citizens. The Committee focuses on coordinating a regional sustainability program, fostering cooperation between state and local governments, and maximizing partnerships with public, private and quasi-governmental agencies.<sup>102</sup>
- **Joint City/County Sustainability Coordinator-City of Lawrence and Douglas County, KS:** In May of 2010 the City of Lawrence and Douglas County created a new city-county sustainability coordinator position to be split between the city and county to work to identify potential energy savings on local government buildings and also be responsible for coordinating efforts in the community, including the county's recently formed Food Policy Council, devoted to strengthening the locally produced food network. The city has received a

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<sup>100</sup>San Diego Regional Sustainability Partnership. "About." <http://sdrsp.wordpress.com/about-2/>

<sup>101</sup>Sustainable La Crosse. "Summary of a Sustainable La Crosse." <http://www.sustainablelacrosse.com/PDF/accomplishments.pdf>

<sup>102</sup>Baltimore Metropolitan Council. "Regional Sustainability Committee." March 22, 2010. <http://www.baltometro.org/environmental-planning/regional-sustainability-committee>



grant to fund the position for the first year. The county will cover the second year, and after that cost will be split 60 percent by the County and 40 percent by the City<sup>103</sup>.

- **Joint City/County Sustainability Office-City-County of Durham, NC:** The Durham City-County Sustainability Office was created in April 2008 to oversee the implementation of the Durham Greenhouse Emissions Reduction Plan and other sustainability initiatives. The Office is jointly funded by equal contributions from the City of Durham and Durham County and is functionally located within the City of Durham under the jurisdiction of the City Manager's Office. The Sustainability Office works with City and County employees to improve how government does business by developing policies, educating staff and promoting the ethics of environmentally responsible leadership. The Office also works with people and organizations in the community to enhance sustainable living through public education, sponsored events and other outreach as needed. The main task of the Sustainability Office is implementing Durham's Greenhouse Gas Emissions Reduction Plan. The office also runs the Neighborhood Energy Retrofit Program, offered to citizens of both the City of Durham and Durham County<sup>104</sup>.

Sustainability strategies can be incorporated into a number of areas that impact citizens beyond jurisdictional boundaries - from transportation and land use planning to energy and water consumption and material procurement. One initiative that the City and County are looking to further develop includes implementing Environmentally Preferable Purchasing (EPP) practices. According to Executive Order 13101, *Greening the Government Through Waste Prevention, Recycling and Federal Acquisition* (September 14, 1998), EPP means selecting products or services that have a lesser or reduced effect on human health and the environment when compared with competing products or services that serve the same purpose<sup>105</sup>.

In an effort to promote regional sustainability the City and County should explore opportunities with other government entities (municipalities within the County, educational institutions or other entities within the region) or even other business entities to combine the collective purchasing power of those parties interested to create an EPP Consortium. These efforts could not only reduce the costs of environmentally preferred products but also foster regional partnerships, educate members on the impact of environmentally preferable goods and services and strengthen the market and create a demand for "green" local suppliers and manufacturing in the region. Other regions in the country have formed similar consortiums or purchasing groups.

- **Finger Lakes EPP Procurement Consortium:** This was New York's first community based, multi-sector consortium formed to promote EPP processes, procedures, products and services. The Consortium includes representatives from the City of Ithaca, Cornell University, Ithaca College, Tompkins Cortland Community College, Tompkins County, Tompkins County Chamber of Commerce and Tompkins Seneca Tioga Board of Cooperative Educational Services.<sup>106</sup> Benefits have included lower costs for key commodities, and the sharing of best practices and pooled purchasing experience to make smarter purchasing decisions that benefit the health of the residents in the region and protect the environmental wellbeing of the Finger Lakes Region.

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<sup>103</sup>Diepenbrock, George. "Lawrence, Douglas County team up to hire sustainability coordinator." *Lawrence Journal-World*. April 8, 2010. <http://www2.ljworld.com/news/2010/apr/08/lawrence-douglas-county-team-hire-sustainability-c/>

<sup>104</sup>City of Durham, NC. "Durham City/County Sustainability Office." <http://www.ci.durham.nc.us/departments/manager/sustainability/Index.cfm>

<sup>105</sup>United States Environmental Protection Agency. "Private Sector Pioneers: How Companies are Incorporating Environmentally Preferable Purchasing." June 1999.

<sup>106</sup>Tompkins County, NY. "Tompkins Joins Other Community Partners in Regional 'Green Purchasing' Consortium." February 1, 2008. <http://www.tompkins-co.org/news/detail.aspx?ContentID=889>



- West Michigan Sustainable Purchasing Consortium (WMSPC):** This effort was launched in late 2007 by a group of Grand Rapids area businesses, academic institutions and a municipality that met on a regular basis to identify sustainable purchasing opportunities. They determined that one way for the group to have a measurable benefit on the watershed as well as spur sustainable economic development in the region would be to establish a purchasing consortium. The goal of the WMSPC is to improve conditions for achieving a healthy community by identifying and purchasing products and services that have a reduced environmental impact as compared to similar, conventional products and services. Agreements are negotiated for commonly used equipment, supplies, and services that have a low impact on the environment, are cost-effective and promote economic development in West Michigan<sup>107</sup>.
- Northern Arizona Renewable Energy Purchasing Group (NAREG):** This group was created to facilitate renewable energy development in Northern Arizona. The goal of NAREG is to consolidate enough purchasing demand for renewable energy to enable the local electric utility to invest in renewable energy generation closer to home. Members of this group include Northern Arizona University, Coconino County, the City of Flagstaff, Coconino Community College, Flagstaff Medical Center, Nestle Purina Pet Care Company, Flagstaff Unified School District, Xanterra Resorts and the Museum of Northern Arizona. On February 5, 2008 a Memorandum of Understanding (MOU) was signed at a public ceremony by many of the area's largest electrical power users to purchase some of their power from renewable resources<sup>108</sup>.

**Fiscal Impact**

A Sustainability Director position for both entities is critically important to maintaining the momentum for a more regional approach to any sustainability efforts, given these positions were recently created for the City and the County; we would not suggest that either position be phased out to create a joint Sustainability Director position as outlined in the case studies above limiting the overall financial impact of this particular initiative. A more collective approach by each of the groups as defined above should together provide adequate funding for enhancing any such collaborative efforts, including joint committees, trainings, workshops, symposia, networking, case studies, outreach, sharing of resources and best practices, participation in sustainability-related community or partnership events, a joint or regional quarterly e-newsletter, web site or other efforts to support regional sustainability.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>
<b>City</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>

**Timeline for Implementation**

It is our understanding that limited collaborative efforts with the City and County Sustainability Directors, such as attending or speaking at trainings, have already begun. While joint participation at these sorts of engagements is important to stressing the commitments that the Mayor and County Executive have taken

<sup>107</sup>West Michigan Sustainable Purchasing Consortium."About Us." 2008. <http://www.wmspc.org/aboutus.php>

<sup>108</sup>Northern Arizona Sustainable Economic Development Initiative. "Northern Arizona Renewable Energy Purchasing Group." 2010. [http://www.ccsedi.org/energy\\_action\\_nareg.html](http://www.ccsedi.org/energy_action_nareg.html)



## DISCUSSION DRAFT



towards increasing sustainability efforts, there are many more opportunities for collaborative efforts that should be pursued immediately as discussed above.



### SERVICE DELIVERY AREA: Human Services

<b>HS01.</b>	<b>Increase Collaboration in Providing Homeless Services</b>	
	<b>Target outcome:</b>	Enhanced federal grant funding to the region and homeless services coordinated at a regional level.
	<b>Financial impact:</b>	\$2,081,554 (County) \$4,328,651 (City)
	<b>Responsible entities:</b>	County Department of Human Services, City Department of Human Services
	<b>Timeframe:</b>	Short-term

#### Summary of Current Operations

St. Louis County	St. Louis City
<b>Responsible Department:</b> Human Services, Homeless Services Division	<b>Responsible Department:</b> Human Services, Office of the Director, Homeless Services
<b>FY2010 Budget:</b> \$155,031 (General Fund), \$2,620,136 (All Funds estimate)	<b>FY2010 Budget:</b> \$9,288,186
<b>FY2010 Staffing:</b> 3	<b>FY2010 Staffing:</b> 10 (budgeted)
<b>Current Operations:</b> The Homeless Services Division coordinates funding and contract compliance for nonprofit agencies providing services for homeless and potentially homeless individuals and families.	<b>Current Operations:</b> The Homeless Services program within the Department of Human Services works with non-profit service providers to provide emergency shelter, transitional housing, permanent housing for the disabled, safe havens, assessment and outreach services for the homeless.

#### St. Louis County

The County's Homeless Services Division is the entity responsible for administering and managing the County's Continuum of Care. A Continuum of Care is a HUD-funded local or regional system for helping people who are homeless or at imminent risk of homelessness by providing housing and services appropriate to the whole range of homeless needs in the community. They are regional level agencies that coordinate housing and services funding for homeless families and individuals and receive funding from the HUD Homeless Assistance Grant program.

Since 1993, the County's Homeless Services Division has offered a number of special programs serving the County's homeless population. In addition to administering four County homeless services programs, the Division writes grants, administers local, state and federal homeless grants, contracts with provider agencies to provide services, monitors existing programs and services and coordinates the County's Homeless Service Providers Network. The County's Emergency Shelter Program contracts with provider agencies to provide emergency shelter and treatment services to homeless individuals within the County for a range of 30 to 60 days. The Transitional Housing Program houses clients for a longer period (up to 24 months) while they receive treatment, job training, job search and housing search services. The Permanent Supportive Housing Program offers similar services as the Transitional Program to emergency shelter clients whose head of household has a permanent disability. Compared to other County programs, the Permanent Supportive Housing Program focuses more on special needs job training and vocational rehabilitation. The Prevention Services program offers rent, mortgage and utility assistance to



individuals at risk of eviction or foreclosure. In addition, the program offers a number of workshops in personal finance, home maintenance and other areas.

The County budgeted to spend \$155,031 on Homeless Services in FY2010 (General Fund only) and spends approximately \$2.6 million annually on an all funds basis.<sup>109</sup>

### **City of St. Louis**

Like the County's program, the City's Homeless Services program coordinates the City's Continuum of Care and administers approximately \$9 million in grant funding for homelessness programs throughout the City. In addition to grant funding, the Homeless Services program receives \$301,523 (FY2010) from the City's Local Use Tax Fund. The Division coordinates the Homeless Services Network Board, a consortium of health and human service professionals, advocates, government officials, representatives from nonprofit agencies and homeless clients from the metropolitan area. The Board directs, coordinates and monitors new and existing programs serving the homeless and negotiates contracts with social services agencies to deliver these services efficiently and without duplication.

### **Initiative Description**

St. Louis City and St. Louis County have two individual Continuums of Care (CoC). Each entity provides services to individuals whose last permanent residence was within their borders, or have come from a location outside of the St. Louis metropolitan region. Over the past few years, the City and County have collaborated on a number of joint initiatives to address the problem of chronic homelessness. For the last eight years, the City and County have conducted the Homeward Bound program, a joint venture where area homeless residents receive information on the array of services offered by the CoC providers. Moreover, the City and County both have access to each other's Homeless Management Information System data for referral and client information lookup purposes.

The City and County have also cooperated on the Emergency Shelter Hotline, a centralized, jointly funded intake and referral system that can be accessed by calling a single number. City and County residents who are homeless or experiencing a housing crisis can seek assistance through the Hotline. The caller is interviewed by an intake specialist, and if in crisis, is referred to either emergency shelter or rent/mortgage/utility assistance. Both jurisdictions also maintain an information system database showing the number of emergency beds available at any particular time. When there is a shortage of available emergency shelter beds, the City and County can use each other's beds under contract for their residents. In addition, the City and County developed a joint 10-Year Plan to End Chronic Homelessness in August 2005. The plan identified a single, regional strategy to reduce the suffering of the chronically homeless by maximize self-sufficiency.

These initiatives represent positive steps the City and County have taken to make it easier for the homeless to request and receive services. In the past, a joint city/county CoC has been proposed; however, it was not implemented. The City and County should build upon these initiatives by submitting a joint application to the US Department of Housing and Urban Development (HUD) for a combined City/County CoC at the FY2012 grant cycle. Administration and coordination of the Continuum of Care would be carried out by a single office working with homeless service providers across both the City and County. A merged CoC would eliminate the need for referrals between the City and County while providing a more efficient regional platform for addressing homeless issues. HUD has determined that merging two CoCs can result in more effective and efficient planning, program delivery, Homeless Management Information System (HMIS) implementation and grant competitiveness. Moreover, HUD's

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<sup>109</sup>Homeless Services Division estimate.



CoC Hold Harmless Merger policy ensures that combined CoCs will not lose funding by merging.<sup>110</sup> There are, however, a number of important benefits and drawbacks to keep in mind when considering a CoC merger.

Benefits	Drawbacks
Increased ability to focus on coordination in a multi-jurisdiction consortium	A regional continuum would add a layer of planning
Economies of scale: one annual McKinney-Vento (CoC grant) application required instead of two	Potential loss of local city/county control over McKinney decision-making
Maximize use of Federal McKinney-Vento funds bonus fund	Staffing capacity might be a challenge for smaller CoCs
Performance and competitive edge likely to improve for metro region	Application performance likely to drop for high ranking CoC
Regional planning enhanced	Strong facilitation will be required

**Source:** US Department Of Housing and Urban Development. "Merging with Another Continuum of Care: A Discussion Guide for Communities Considering Changing their Continuum of Care Composition." 2010.

Several City/County CoCs have demonstrated a variety of HUD-recognized best practices that increase their effectiveness in meeting their goals:

- **Adopting a regional CoC governance structure** with broad representation from all affected sectors.
- **Engaging the regional business community** in support (i.e: financial, advisory, etc.) of CoC activities.
- **Engaging all stakeholders** (state, city, county, nonprofit, private, etc.) and providers in the continuous planning for providing homeless services.
- **Diversifying funding sources** beyond federal sources.
- **Instituting a robust performance management process** that tracks both client outcomes and service provider performance.
- **Ensuring clients receive necessary housing and supportive services** upon discharge from emergency shelters.

Under a merged CoC, it would be important for the City and County to have equal control and input into the CoC grant application process, to ensure the needs of their respective homeless populations are met. In addition, existing funding for respective City and County homeless programs should be sustained and then gradually realigned to a regional level over time. Specifically, in the short-term, resources should be distributed in line with current City and County program funding levels, then adapted to a regional level once the full integration of City and County homeless services is complete. A 1985 court-ordered consent decree mandates the provision of short and long term homeless services by the City of St. Louis. Any realignment to a joint City/County homeless services model would likely require an amendment to this consent decree before the City and County's CoC could be combined.

In addition, several cities similar to St. Louis have adopted a joint City/County CoC model and seen positive results:

- **Cleveland and Cuyahoga County, OH:** In 1992, Cuyahoga County and the City of Cleveland created the Cleveland/Cuyahoga County Office of Homeless Services (OHS) to coordinate

<sup>110</sup>US Department Of Housing and Urban Development. "Notice of Funding Availability (NOFA) for the Continuum of Care Homeless Assistance Program." September 14, 2009. <http://www.hudhre.info/documents/FY2009CoCNOFA.pdf>



initiatives directed at reducing and preventing homelessness, providing comprehensive services to homeless persons and increasing permanent housing opportunities for low income and long-term homeless persons. The Office coordinates the CoC, a network of organizations that plan, organize and deliver housing and services to prevent homelessness and assist homeless people as they move into permanent housing and become self-sufficient. The Office is served by an Advisory Board is comprised of at least 23 members, representing a broad range of community interests. Ten members are appointed by specified government and systems entities. Other members are appointed by the Board from applications submitted by community members to fill designated categories. Board-appointed members include representatives of the business, philanthropic, nonprofit and health care sectors, as well as least two current or formerly homeless individuals.<sup>111</sup>

- **Memphis and Shelby County, TN:** In July 2001, Memphis Mayor W.W. Herenton and Shelby County Mayor Jim Rout jointly appointed the Mayors' Task Force on Homelessness. The mission of the Task Force is "to act as Memphis/Shelby County's designated entity for planning and facilitating implementation of a more comprehensive, more highly coordinated system of services and housing options to break the cycle of homelessness and prevent future homelessness."<sup>112</sup> The Task Force began to develop a "blueprint" to guide coordination and development of programs and initiatives to break the cycle of homelessness and prevent future homelessness. The Task Force facilitated implementation of the "blueprint" through coordination and accessing of various private and public resources and for monitoring progress in meeting the goals and objectives outlined in the blueprint. The Task Force, co-chaired by the City's Housing Director and the County's Community Services Director, consists of senior-level public and private policy makers, grant-makers, directors of vital mainstream programs for disadvantaged people and representatives of providers of services to homeless people, the faith community as well as business leaders. Key stakeholders, including numerous providers of services to homeless and other disadvantaged people, participated in focus and working groups designed to solicit recommendations for addressing the structural issues and individual risk factors that create and perpetuate homelessness. As a result of the Task Force's planning efforts, Memphis/Shelby County has been recognized as a "best practice" CoC by the US Department of Housing and Urban Development.<sup>113</sup>
- **Columbus and Franklin County, OH:** In 1986, a group of business leaders, city and county government agencies, corporate and foundation funders, the United Way and other players founded the Community Shelter Board (CSB). The CSB, a non-provider, nongovernment independent nonprofit agency, handles planning, managing, supervising and strategic thinking about what homeless services should look like in Columbus/Franklin County. The Board has the strong support of both corporate and government leaders, and mainstream agencies, which also actively participate and provide funding. This availability of substantial local backing, resources and support has aided Columbus/Franklin County in advancing its mission of preventing and eliminating homelessness.
- **Suburban Minneapolis and St. Paul Counties:** In 2008, Washington, Scott and Carver Counties (MN) formed a joint CoC. Prior to forming the joint CoC, Washington, Scott and Carver Counties were able to secure a combined \$356,490 as separate CoCs in 2007. However when the counties combined to form a joint CoC for the 2008 grant year, they were able to secure \$454,908, an approximately 28 percent increase in funding. By comparison, funding for the CoC program overall increased approximately 8 percent in 2008.

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<sup>111</sup>Cleveland/Cuyahoga County Office of Homeless Services. "About the Office of Homeless Services." <http://ohs.cuyahogacounty.us/en-US/about-ohs.aspx>

<sup>112</sup>Memphis and Shelby County Mayors' Task Force on Homelessness. "Blueprint To Break the Cycle of Homelessness And Prevent Future Homelessness." August 2002. <http://www.ich.gov/slocal/plans/memphis.pdf>

<sup>113</sup>Ibid.



**Fiscal Impact**

Under current HUD policy, the City and County’s CoCs are guaranteed to not lose funding by merging. Based on the suburban Minneapolis/St. Paul example, a joint CoC application could possibly result in a 20 percent increase in federal funding for homeless services. In FY 2009, the City of St. Louis was awarded \$5,976,144 in federal grant funds for its CoC. Agencies and providers servicing St. Louis County’s CoC received \$2,525,172 in the same year. As a result, over a five year period, the City could realize an additional \$4,328,651 for homeless services, while County homeless service providers could see an additional \$2,081,554.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$505,034	\$515,135	\$525,438	\$535,947	\$2,081,554
<b>City</b>	\$0	\$597,615	\$1,219,134	\$1,243,516	\$1,268,387	\$4,328,651

**Timeline for Implementation**

Merging the City and County’s continuums of care would require a joint application for the next CoC grant cycle. The needs of both City and County providers would need to be reflected in the application, and the City and County would need to have equal input into the contents of the application. Both entities would also need to determine which entity would serve as the fiscal agent and administrator for the grant. With these considerations in mind, with strong support from City and County leadership, the City and County could realistically file a joint CoC application for the FY2012 grant cycle, with federal funding for the newly combined CoC beginning in 2012.



<b>HS02.</b>	<b>Explore Increased Collaboration between Area Agencies on Aging</b>	
	<b>Target outcome:</b>	Achieve administrative cost savings and enhance regional coordination in providing senior services.
	<b>Financial impact:</b>	\$3,544,187 (MEAAA) \$398,371 (County) \$1,848,584 (City)
	<b>Responsible entities:</b>	Mid-East Area Agency on Aging; County Department of Human Services, Office of Family and Community Services; City Department of Human Services, Aging Services Program
	<b>Timeframe:</b>	Short-term

### Summary of Current Operations

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> Mid-East Area Agency on Aging; County Department of Human Services, Office of Family and Community Services County Older Residents Program</p> <p><b>FY2010 Budget:</b> <i>Mid-East Area Agency on Aging:</i> \$11,914,980 <i>County Office of Family and Community Services, County Older Residents Program:</i> \$1,164,900</p> <p><b>FY2010 Staffing:</b> <i>Mid-East Area Agency on Aging:</i> 130 <i>County Office of Family and Community Services, County Older Residents Program:</i> 33</p> <p><b>Current Operations:</b> The Mid-East Area Agency on Aging provides caregiver assistance, ombudsman services, information and assistance services, transportation services and an aging resource program to seniors over age 60 in four suburban St. Louis counties. The St. Louis County Office of Family and Community Services operates a variety of county senior programs including home repair, legal assistance, information services and transportation programs.</p>	<p><b>Responsible Department:</b> City Department of Human Services, Aging Services Program (St. Louis Area Agency on Aging)</p> <p><b>FY2010 Budget:</b> \$295,568 (Local Use Tax Fund), \$10,215,030 (all funds)</p> <p><b>FY2010 Staffing:</b> 20.5 (budgeted)</p> <p><b>Current Operations:</b> The St. Louis Area Agency on Aging works to provide a comprehensive and coordinated system of community based services for older adults and persons with disabilities living in the City of St. Louis. The agency provides in-home, community and ombudsman services to senior residents of the City of St. Louis.</p>

### St. Louis County

Area agencies on aging are offices created under the Older Americans Act of 1965 that receive federal funds to facilitate and support the development of programs to address the needs of older adults in a defined geographic region and support investment in their talents and interests. St. Louis County is served by the Mid-East Area Agency on Aging (MEAAA), covering St. Louis, Franklin, Jefferson and St. Charles Counties. MEAAA provides caregiver assistance, information and assistance services, an aging resource program and transportation services to individuals age 60 and above living within its service area. In addition, MEAAA operates a network of 25 senior centers and has approximately 2,000



volunteers. Most services are either volunteer-driven or contracted out, however MEAAA provides some services in-house, such as meal delivery coordination and health services. The agency's greatest strengths are in its meals service, information and assistance, and family caregiver assistance programs. MEAAA collaborates with St. Louis County's Older Residents Programs (CORP) frequently on cross referrals; providing meals services to CORP clients upon referral and referring clients to CORP for volunteer transportation services.

In addition, the Department of Human Services' Office of Family and Community Services operates the County's Older Resident Programs. The CORP programs have been operating since 1975 and provide services to County residents over the age of 60. These programs include a volunteer transportation program, home visits and telephone reassurance, home care and repair, legal assistance, tax preparation, forms assistance, computer classes, information and referral services, active aging programs, volunteer opportunities and an aging services academy. Although CORP's operations are primarily volunteer-driven, the County provides training programs and mileage reimbursement for all volunteers. The program serves an average of 8,000 seniors per year through a network of 20 neighborhood centers.

### **City of St. Louis**

The St. Louis Area Agency on Aging (SLAAA), funded under the Aging Services program within the Department of Human Services, is the area agency on aging for the City of St. Louis. SLAAA is the only aging agency in the state of Missouri that falls under the jurisdiction of City government. SLAAA provides transportation, nutrition, home modifications and repairs, legal services, respite, personal care services and case management to older adults and persons with disabilities living in the City of St. Louis. In addition, SLAAA provides opportunities for employment, socialization and other activities in the City. Service delivery is provided primarily through contractual arrangements with multiple not-for-profit community providers located in the City of St. Louis. SLAAA then monitors these agencies' performance to ensure they are adequately meeting the needs of City seniors.

### **Initiative Description**

At present, SLAAA and MEAAA do engage in a level of cooperation. For example, the two agencies often share booths at senior fairs, conferences, commemorative events and celebrations. In addition, both agencies participate in the annual Village of Many Cultures multicultural outreach event. They also partner in sharing information and sometimes cover for each other at meetings.

Moreover, cooperation and communication occurs through the Missouri Alliance of Area Agencies on Aging, a statewide collaborative of area agencies on aging that identifies new grant opportunities for senior services, provides information on senior services available in the state and provides education and advocacy on issues important to seniors. Clients are often referred back and forth between agencies if they have needs that can only be addressed by one agency, based on their residency. However, there are numerous areas where the City, County and the MEAAA are providing similar or overlapping services as shown in the table below:



DISCUSSION DRAFT



	Mid-East Area Agency on Aging	St. Louis County Office of Family and Community Services	St. Louis Area Agency on Aging
Active Aging Programs		X	
Aging Services Academy		X	
Caregiver Support Services	X		
Computer Classes		X	
Forms Assistance	X*	X	
Health Promotion	X		X
Home Care and Repair Brokerage		X	
Home Delivered Meals/ Meals Programs	X		X
Home Visits and Telephone Reassurance		X	
Housing Information	X		X
Information and Referral Services	X	X	X
Legal Assistance	X	X	X
Ombudsman Program	X		X
Personal Care and Chore Services			X
Respite/Day Care Coordination	X		X
Senior Centers	X		X
Senior Community Service Employment Program	X		X
Tax Preparation	X*	X	
Transportation Program	X	X	X
Volunteer Opportunities	X	X	X

\*Only provided at the St. Peters Senior Center.

Under the current structure of the region’s Area Agencies on Aging, both agencies refer seniors residing outside their jurisdiction to the appropriate agency, but in many cases will not provide services to those seniors themselves.

The City and the County would benefit from closer cooperation and coordination in providing services to seniors and the disabled that creates a more uniform interface for seniors seeking services in the metropolitan St. Louis region. At a minimum, the Mid-East Area Agency on Aging, the County’s Office of Family and Community Services and St. Louis Area Agency on Aging should work to identify areas where service delivery can be consolidated on a regional level to reduce the need for inter-agency referrals, reduce program administration costs and improve ease of access to services.

Alternatively, the City and County should consider merging the St. Louis Area Agency on Aging and the County’s Office of Family and Community Service Older Resident Programs with the Mid-East Area Agency on Aging. This would result in a single regional area agency on aging to operate senior centers throughout the region, leveraging savings from increased economies of scale, while offering a wider range of services to the metro St. Louis area. A regional approach to providing senior services would make it easier to tackle regional issues such as elder abuse and financial exploitation of seniors. Aggressive prevention and training programs could be put in place through the existing regional network of senior centers to tackle these problems.

Under a consolidated regional area agency on aging, seniors would also no longer have to respect geographic boundaries when receiving services at senior centers – they could receive services at the nearest center regardless of whether they lived in the City of St. Louis or St. Louis, Jefferson, Franklin, or St. Charles counties. A combined aging agency would also leverage the respective service area strengths of SLAAA, MEAAA and CORP on behalf of the entire region.



It is likely that recurring cost savings would result from having only a single agency provide senior services throughout the region. However, under this consolidated structure, parity of funding for services in each jurisdiction would be a major concern. Initially, funding should be consistent with historical levels in each jurisdiction. It is important that in the short term, funding and services be maintained at their current level, so that seniors residing in counties beyond the urban center of the region continue to receive the services they expect and need. Over time, funding should be allocated based on the respective demand and need for senior services within all jurisdictions, ensuring that residents of all participating cities and counties are adequately served with an appropriate array of programs and services.

Several comparable cities have joined with their surrounding counties to provide senior and disabled services on a regional level:

- **Greater Kansas City, MO:** The Mid-America Regional Council (MARC), a council of governments consisting of Platte, Clay, Ray, Jackson and Cass Counties, runs the Area Agency on Aging for the greater Kansas City, MO area, the MARC Department of Aging Services. The Department advocates for, design and implement programs to meet the unique needs of older citizens within the five counties they serve. The department uses a combination of federal, state and local dollars to fund services, the largest being funds appropriated through the Older Americans Act of 1965 as well as contributions from cities of Kansas City, Independence and MARC's five member counties. The Department currently operates a network of senior centers, an information and assistance program, a transportation program, provides senior health and community services and engages in senior advocacy.<sup>114</sup>
- **Seattle/King County, WA:** The Seattle-King County Area Agency on Aging is one of thirteen Area Agencies on Aging in the State of Washington. The Agency, also known as Aging & Disability Services (ADS), plans, coordinates and advocates for a comprehensive service delivery system for older adults, family caregivers and people with disabilities in the City of Seattle and surrounding King County. ADS functions as a division of the Seattle Human Services Department and works in partnership with King County and United Way to improve the health and quality of life for seniors and disabled adults, connect seniors and disabled adults with helpful resources and provide help and support for caregivers. The agency's work is guided by a 27 member advisory council consisting of volunteers appointed by the three sponsors: King County, the Seattle Human Services Department and the United Way.<sup>115</sup>
- **Houston/Harris County, TX:** In January 1977, the Harris County Area Agency on Aging (HCAAA) was founded to provide federally funded social services for the elderly. HCAAA serves all of Harris County but functions as a part of the City of Houston's Department of Health and Human Services. Under the goal of a comprehensive community based services delivery system, HCAAA determines the need for social and nutrition services, advocates for the elderly by increasing awareness of their needs, utilizes federal funds to fill identified service gaps and provides technical assistance and training to service providers and private sector organizations relating to aging programs and services. The agency is guided by a volunteer Advisory Council which advises HCAAA on all matters relating to the development and implementation of services for older adults, and guidance in the development and administration of its area plan.<sup>116</sup>

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<sup>114</sup>Mid America Regional Council. "About MARC's Aging Services Department." 2010. <http://www.marc.org/aging/about.htm>

<sup>115</sup>Area Agency on Aging of Seattle and King County. "Aging Network." September 2, 2010. [http://www.agingkingcounty.org/aging\\_network.htm](http://www.agingkingcounty.org/aging_network.htm)

<sup>116</sup>City of Houston, TX. "What is the Area Agency on Aging?" <http://www.houstontx.gov/health/Aging/Aging-whatis.html>



Alternatively, the region’s three senior services agencies should consider contracting with another to provide services that a particular agency can provide more efficiently and at lower cost. There are several examples of interlocal agreements for consolidated delivery of senior and disabled services:

- **San Antonio/Bexar County, TX:** The City of San Antonio’s Senior Services Division (SSD) provides services to assist elderly citizens within the City of San Antonio and Bexar County to remain in their own homes, maintain their independence and improve their quality of life. SSD coordinates aging programs with cooperating public and private agencies in the San Antonio region. The Division continually seeks new programs and services to meet the critical needs of senior individuals in both San Antonio and Bexar County. Among the programs offered include a comprehensive nutrition project, a senior transportation program and senior resource and referral services. The Division is jointly funded by the City of San Antonio and the Alamo Area Council of Governments, consisting of cities, counties and special governmental districts across a 12 county region.<sup>117</sup>
- **Santa Fe/Santa Fe County, NM:** In 1976, the City of Santa Fe’s Division of Senior Services was established with the mission to support and assist senior citizens in the City of Santa Fe and Santa Fe County. The Division provides a wide array of services to area seniors including regional senior centers, benefits counseling, nutritional services, driving classes, transportation services, recreation and fitness programs, advocacy and a volunteer program. The Division is supported by the City of Santa Fe’s General Fund, state and federal grants and a grant from Santa Fe County to provide services to County residents. The Division is overseen by a joint city/county Senior Services Advisory Board of Directors. The Board serves in an advisory capacity to the Division of Senior Services with regards to the needs of the targeted senior citizens in the City of Santa Fe and Santa Fe County. Four members are appointed by the Board of County Commissioners; four members are appointed by the Mayor of Santa Fe; one member is appointed jointly by the City and County and six members at large are appointed by the Advisory Board.<sup>118</sup>

**Fiscal Impact**

Assuming greater use of shared services and cooperation would result in a 10 percent reduction in program administration costs, the City’s St. Louis Area Agency on Aging could realize all funds savings of \$1,848,584 and the County’s Older Resident Programs, savings of \$398,371, with full savings realized in 2014, based on FY2011 budgeted expenditures for these agencies. Based on MEAAA’s FY2010 estimated budget, the agency could expect to see savings of approximately \$3,544,187 from FY2012 to FY2015.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>MEAAA</b>	\$0	\$309,909	\$790,267	\$1,128,501	\$1,315,510	\$3,544,187
<b>County</b>	\$0	\$59,165	\$90,523	\$123,111	\$125,573	\$398,371
<b>City</b>	\$0	\$161,643	\$412,189	\$588,606	\$686,146	\$1,848,584

<sup>117</sup>City of San Antonio, TX. “Community Initiatives – Senior Services.” <http://www.sanantonio.gov/communit/eds/edsmain.asp?res=819&ver=true>

<sup>118</sup>City of Santa Fe, NM. “Senior Services.” <http://www.santafenm.gov/index.aspx?nid=311>



### **Timeline for Implementation**

SLAAA, MEAAA and the County's Older Resident Programs would first need to identify areas where service delivery can be consolidated on a regional level. Agreements would also need to be negotiated, under which the agencies would provide services to each other under contract. Realistically, at the conclusion of this process, the three agencies could begin sharing services by Spring 2012.



<b>HS03.</b>	<b>Regionalization of Workforce Development Services</b>	
	<b>Target outcome:</b>	Wider range of services offered to City and County clients and lower program administration costs.
	<b>Financial impact:</b>	5 percent cost savings (County) \$1,446,546 (City)
	<b>Responsible entities:</b>	St. Louis Agency on Training and Employment; County Workforce Development Division, Department of Human Services
	<b>Timeframe:</b>	Short-term

**Summary of Current Operations**

<b>St. Louis County</b>	<b>St. Louis City</b>
<b>Responsible Department:</b> Department of Human Services, Workforce Development Division	<b>Responsible Department:</b> St. Louis Agency on Training and Employment
<b>FY2010 Budget:</b> Data not available	<b>FY2010 Budget:</b> \$16,244,867 (all funds)
<b>FY2010 Staffing:</b> Data not available	<b>FY2010 Staffing:</b> 45 (budgeted), 29 (occupied)
<b>Current Operations:</b> The Department of Human Services' Workforce Development Division administers a full spectrum of employment services for job seekers and employers. These include operating five service centers throughout the County, administering a Career Assistance Program for TANF recipients, the federal National Emergency Grant program for laid-off workers, and adult, youth and dislocated worker services.	<b>Current Operations:</b> The St. Louis Agency on Training and Employment (SLATE) is responsible for administering and operating the Workforce Investment Act (WIA), a federal program to aid in the employment and training of unemployed and underemployed workers at four City career centers. SLATE also administers the Career Assistance Program for TANF recipients and the Urban Force youth summer employment program.

**St. Louis County**

St. Louis County's Workforce Development Division serves as the designated workforce development agency for St. Louis County. For businesses, the Division offers labor market information, internet job posting, resume retrieval, on-site interviews, business workshops and recruitment services. For job seekers, the Division provides job opening information, resume preparation, job training programs, job search seminars, career assessment, career exploration, internet access for job search activities, computers and reference materials. In addition, a number of training services are offered including Adult Education and Literacy (AEL), vocational skill training, on-the-job training, construction training for youth and tuition assistance.

The Division is governed by the St. Louis County Workforce Investment Board. The Board provides direction on local workforce issues by identifying needs and developing strategies for administering the Title I Program of the Workforce Investment Act and the Temporary Assistance to Needy Families/Career Assistance Program (TANF/CAP). The Board contracts with five partner agencies to provide workforce development services to clients. Funding is primarily through grants from the US Department of Labor and the Missouri Division of Workforce Development.



## St. Louis City

The St. Louis Agency on Training and Employment (SLATE) is the City's dedicated workforce development agency. For businesses, SLATE provides a business library, job order posting, recruiting, pre-screening, interviewing, training, labor market and tax credit information, federal bonding and on-site meeting and office space. For job-seekers, SLATE offers GED and skills assessments, job search services, job seeker workshops, occupational and computer training and youth services programs.

In FY2010, SLATE was estimated to have trained 600 unemployed workers and secured employment for 2,368 people. In FY2011, SLATE plans to develop additional services through the ReEntry One-Stop Center for ex-offenders, including mentoring, legal and photo ID services. SLATE is governed by the City of St. Louis Workforce Investment Board. The Board develops strategic planning and policy development goals for the City's Career Center and strives to provide opportunity for both job seekers and employers in St. Louis City and the larger metro region.

### Initiative Description

At present, the City and County have cooperated in a number of areas relating to workforce development. Each jurisdiction's career centers are open to anyone who walks in the door that is not already registered with another government. In the past, there has also been collaboration on identifying necessary training needed for IT, creating green jobs in the area and rapid response to mass layoffs. In addition, the State Economic Development Office coordinates monthly meetings of 14 workforce development executive directors statewide, preserving a line of communication between the County, City and other urban governments. There has also been some collaboration between City and County workforce development agencies in the form of informal communications between the City, County and Kansas City workforce development directors. Currently, the City and County have a good working relationship on workforce development issues affecting the region.

In 2004, the City and County attempted a merger of workforce development functions; however these efforts failed due to a number of challenges in implementation. Historically, there have been significant concerns over a potential loss of federal funding under a consolidated city/county workforce development agency. The City has since identified areas for additional collaboration, including allowing City and County clients to report to any regional career center for services and greater use of shared services in areas where one jurisdiction is particularly strong.

The City and County should consider further aligning and coordinating their respective workforce development programs. There are particular areas where further cooperation and shared services might make sense. Both the City and County have particular areas of strength for which shared services agreements could be beneficial to both entities. For example, the City maintains a robust ex-offender job training program, through its ReEntry One Stop career center. The center offers a wider range of services than the County's ex-offender services program and is currently expanding its range of services. The County also offers specialized training programs aimed at seniors, immigrants and veterans under contract not offered by the City. In some cases, it may be more efficient and cost effective for one entity to stop providing a particular service and contract with the other to provide it.



DISCUSSION DRAFT



The following is a comparison of the services offered by the City and County workforce development agencies:

	St. Louis Agency for Training and Development	St. Louis County Division of Workforce Development
Business Library	X	X
Career Strategies Workshop	X	
Computer Training	X	X
Employee Retention Services	X	
ESL/Literacy Programs		X
Ex-Offender Services	X	X
Federal Bonding	X	
GED Services	X	X
Incumbent Worker Training	X	
Job Order Posting	X	X
Job Search Resource Center	X	X
Labor Market/Wage Information	X	X
Layoff Response/Dislocated Worker Services	X	X
Occupational Training Financial Assistance	X	
On Site Meeting Space	X	X
On-Site Interviewing	X	X
On-Site Office Space	X	X
Pre-Screening Services	X	X
Recruiting Services	X	X
Senior Training Program		X
Skills Assessment	X	X
Tax Credit Information	X	X
Trade Adjustment Assistance Program		X
Unemployment Claims Assistance		X
Veterans Services Program		X
Youth Services Programs	X	X

In addition, allowing City and County clients to access the services of any career center, with adequate safeguards to prevent abuse of both jurisdictions' resources, would make accessing these services more convenient for clients. This would enable both City and County clients to receive services at locations closer to their place of work.

Alternatively, the City and County should consider coordinating the activities of their respective workforce development departments under the oversight of a joint city/county workforce investment board. The board would include a wide variety of representatives from the non-profit, public and private sectors, with a dedicated subcommittee for each economic sector. The board could partner with the St. Louis Community College to develop a curriculum that provides the skills in demand by the region's leading employers and industries. Under this new framework, the activities of City and County workforce development agencies would be coordinated and consolidated (when appropriate) in line with the policy goals of the combined board. This initiative has the potential to increase efficiency by reducing administrative costs associated with running two completely independent workforce development programs.

It is likely that consolidation and coordination of City and County workforce development agencies as a single Workforce Region would not result in a net reduction in funding for workforce development



services. Local WIA funding allocations are determined by a federal formula and state variations to this formula are subject to approval by the US Department of Labor. As a result, combined workforce areas do not typically lose funding as a result of merger, as the federal WIA allocation formula is tied to employment, layoff and other economic indicators. For example, in 2005, Claremont County, OH left its original workforce development region and joined an existing one consisting of Butler and Warren Counties. The merger was intended to upgrade the services available to area employers and job seekers and allow for sharing of best operational practices.<sup>119</sup> After the merger, the County's level of funding for workforce development services was maintained, even though it joined the new region.

When aligning workforce development activities, the City and County should keep the following factors in mind:

- Cost efficiency;
- Alignment of economic and workforce development;
- Performance management;
- Participation of business leaders on the combined workforce investment board;
- Planning; and
- Meeting federal and state guidelines for Workforce Region boundaries<sup>120</sup>.

With sufficient attention paid to these areas, the City and County can ensure a smooth transition to a joint workforce development operation, while maximizing the efficiency and effectiveness of the combined program.

Several urban governments have partnered to deliver workforce development services on a regional level:

- **Kansas City, MO Area Counties:** The Mid-America Regional Council, a council of governments consisting of Platte, Clay, Ray, Jackson and Cass Counties, sponsors the OneKC WIRED program, a dynamic, entrepreneurial partnership strategically designed to drive significant economic and workforce development transformation within the 18-county, bi-state region. The program's local workforce investment board works to integrate and build upon what were once independent activities to develop a comprehensive system of workforce development, education and training and also economic development to meet the region's current and future needs. The program is supported by a \$15 million WIRED (Workforce Innovation in Regional Economic Development) competitive grant from the US Department of Labor and a \$500,000 America Works grant from the Wal-Mart Foundation.<sup>121</sup>

The OneKC Regional Workforce Council serves as a regional advisory body to position the public workforce system as a relevant talent-development pipeline for business and economic development across political jurisdictions in the 18-county bi-state region. The Council also coordinates workforce services beyond political jurisdictions to deliver industry and business outreach services more efficiently, develop regional responses to critical shortages and to support portable basic readiness credentials recognized by both states.<sup>122</sup>

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<sup>119</sup>Butler-Warren Workforce Investment Board. "Counties Announce Plans to Form New Expanded Workforce Development Area in Southwest Ohio." January 18, 2005. [http://www.swohioworkforce.com/pdf/newsupload/news/2005-01-18\\_Clermont.pdf](http://www.swohioworkforce.com/pdf/newsupload/news/2005-01-18_Clermont.pdf)

<sup>120</sup>Governor's Workforce Development Council. "Report on Minnesota's Workforce Service Area Boundaries." July 16, 2004. [http://www.gwdc.org/pubs/Final%20-%20WSA%20Boundaries%20Report%20\(7-16-04\).pdf](http://www.gwdc.org/pubs/Final%20-%20WSA%20Boundaries%20Report%20(7-16-04).pdf)

<sup>121</sup>OneKC WIRED. "About Us." 2008. <http://www.onekcwired.com/aboutus.aspx>

<sup>122</sup>OneKC WIRED. "OneKC Regional Workforce Council." 2008. <http://www.onekcwired.com/partners.aspx?partner=/Partners/OneKC-Regional-Workforce-Council>



- **Cleveland and Cuyahoga County, OH:** Cuyahoga County and the City of Cleveland have adopted a regional approach to providing workforce development services. In 2005, they merged their respective workforce development programs under a single city/county workforce investment board. The city/county workforce investment board is appointed by both the Cuyahoga County Board of Commissioners and the Mayor of Cleveland. The board provides guidance to the City and County workforce development departments and oversees Employment Connection, the City and County's collaborative workforce development program. Although the City and County maintain separate workforce development departments, they jointly provide services, resources and information at a regional level through Employment Connection. Employment Connection oversees regional training and educational programs, offers job search assistance and employment-related youth programs and supplies area businesses with information and services to meet their hiring and training needs.<sup>123</sup>

The merger was precipitated by a drop in the region's population, which meant that the City and County could no longer function as separate workforce development regions under Department of Labor guidelines. As a result of the merger, staffing needs were reduced, duplicated services were eliminated and more funding was available for programs and services. In the aftermath of the merger, Cleveland and Cuyahoga County saw no direct reduction in funding as a result of combining the two agencies. Due to years of declining federal funding for workforce development programs, the County found that it would not have been able to maintain its workforce development program if not for the merger with the City of Cleveland.

- **Wake and Johnston Counties, NC:** The Raleigh, NC area is served by the Capital Area Workforce Development Board, a public-private partnership focusing on economic development by ensuring that the local workforce has the skills, training, education and work ethics to meet the needs of local employers. The board oversees several programs in Wake and Johnston Counties that serve individuals, businesses and youth. These programs deliver services that meet local needs as determined by the board and its committees. The Board is composed of not more than 25 members, a majority of whom must be representatives of the private sector. Members of the Board are appointed to a two year term by the Chairman of the Wake County Board of Commissioners.<sup>124</sup>
- **Richmond, VA Area Counties:** The Capital Region Workforce Partnership Consortium a federally funded organization supported by the Workforce Investment Act (WIA) of 1998 through the U.S. Department of Labor to provide workforce services to employers, adults and dislocated workers in the greater Richmond area. The Consortium is supported by a 48 member Workforce Investment Board (WIB), appointed by the Policy Board, an advisory group of elected officials and county administrators. The Policy Board, in concert with the WIB plans, directs, monitors and evaluates the area's One Stop Career Centers, and related workforce development programs and services. The Consortium represents Charles City County, Chesterfield County, Goochland County, Hanover County, New Kent County, Powhatan County, and the City of Richmond, VA. Henrico County serves as the fiscal agent and WIA grant recipient.<sup>125</sup>
- **Spokane and Spokane County, WA:** In 1974, an Interlocal Cooperation Agreement between the City of Spokane and Spokane County established the Spokane Workforce Development Council (WDC) as the administrative entity for the federally funded employment and training programs for the Spokane County. The WIA of 1998 required the creation of a local council to set policy for the portion of the statewide workforce investment system within the local area, Spokane

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<sup>123</sup>Cuyahoga County, OH. "Workforce Investment Board of the City of Cleveland/Cuyahoga County." <http://bocc.cuyahogacounty.us/en-US/workforce.aspx>

<sup>124</sup>Capital Area Workforce Development Board. "What We Do." 2006. <http://www.capitalareawdb.com/about.htm>

<sup>125</sup>Capital Region Workforce Investment Board. "About CRWIB." 2009. <http://www.cawib.org/welcome.cfm>



County. The Spokane Area WDC serves as this entity for all of Spokane County. Organizationally, the Council was placed within Spokane city government, as part of the Economic Development Division in the City. Under the terms of the Interlocal Cooperation Agreement, the WDC Office of the City serves as the administrative entity, grant recipient, custodian of grant funds and staff to the WDC. Local elected officials and the SAWDC jointly approve program plans, grants, selection of, and allocation of grant funds to program operators and service providers and appointment of the WDC members.<sup>126</sup>

**Fiscal Impact**

Assuming the City and County consolidated duplicative workforce development services on a regional level, the two entities could realize program administration savings of approximately 5 percent. Based on FY2011 budgeted expenditures in this area, the City could see savings of \$1,446,546. As workforce development program expenditures data was not available from the County, a County cost savings estimate for the County is not possible. However it is likely that the County would realize at least 5 percent cost savings from consolidating services with the City.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	N/A	N/A	N/A	N/A	N/A
<b>City</b>	\$0	\$126,488	\$322,544	\$460,593	\$536,920	\$1,446,546

**Timeline for Implementation**

In FY2011, the City and County would first need to evaluate and determine which workforce development services would be best shared and delivered on a regional level. Next, an agreement establishing the provider for each service and the City and County's respective contributions would be negotiated and signed. Under a joint workforce investment board, a similar process would need to occur, with the extra step of negotiating the composition, structure and appointment of the combined board. Approval from the State of Missouri would likely be necessary to function as a combined Workforce Region for the purposes of the Department of Workforce Development's federal WIA funding allocations. With sufficient planning, negotiation and service evaluation completed in 2011, the City and County could begin sharing workforce development services in early 2012.

<sup>126</sup>City of Spokane, WA. "Budget Bids: Workforce Investment Act Administration - Department 1410." September 16, 2008. <http://www.spokanecity.org/government/budget/bids/view/?BidID=124>



### SERVICE DELIVERY AREA: Public Safety-Corrections

<b>PS01.</b>	<b>Contract with the County to Provide Electronic Monitoring Services</b>	
	<b>Target outcome:</b>	Reduced City prison population resulting in inmate housing cost savings and revenue opportunity for the County.
	<b>Financial impact:</b>	\$51,067 (County) \$2,220,158 (City)
	<b>Responsible entities:</b>	St. Louis County Department of Justice Services; St. Louis Division of Corrections, Public Safety Department
	<b>Timeframe:</b>	Short-term; Electronic Monitoring*

\*While there are a number of shared service alternatives suggested in the Long-term initiative section under *PS02. Shared Service Alternatives to Reduce City Prison Population*; the opportunity to contract with the County for electronic monitoring services may provide for a more short-term opportunity as well.

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> Justice Services</p> <p><b>FY2010 Budget:</b> \$23,047,300</p> <p><b>FY2010 Staffing:</b> 335</p> <p><b>Current Operations:</b> The Department of Justice Services provides custody, supervision and guidance to those persons who, by State statute and County ordinance, are mandated to County jurisdiction. The Department is responsible for management, security and operation of the St. Louis County Jail. The Department also provides a variety of inmate programs and administers the Community Corrections program providing community-based sentence alternatives.</p>	<p><b>Responsible Department:</b> Public Safety Department, Division of Corrections/MSI, City Justice Center Division, City Courts Division</p> <p><b>FY2010 Budget:</b>  <i>Division of Corrections:</i> \$16,528,512  <i>City Justice Center Division:</i> \$17,739,556  <i>City Courts Division:</i> \$2,535,404</p> <p><b>FY2010 Staffing:</b>  <i>Division of Corrections:</i> 228 (budgeted), 212 (occupied)  <i>City Justice Center Division:</i> 252 (budgeted), 247(occupied)  <i>City Courts Division:</i> 35 (budgeted), 33 (occupied)</p> <p><b>Current Operations:</b> The Public Safety Department's Division of Corrections is responsible for conducting investigations and supervising offenders at the City's Medium Security institution as well as manages the City's alternatives to incarceration programs. This program will be moving to the City Courts division in FY2011.</p> <p>The City Justice Center Division is responsible for providing housing and basic needs for pretrial inmates along with processing individuals under jurisdiction of the SLMPD and the Division of Corrections.</p>



## Initiative Description

As part of an effort to reduce the City's MSI population, the City and County should consider negotiating an interlocal agreement for the County to provide electronic monitoring to City inmates under contract. Although the City maintains an electronic monitoring program for juveniles, it does not have a similar program for adult offenders. During the late 1990s, the City of St. Louis operated an electronic monitoring program, but eliminated the program after problems with the monitoring technology.

The City could avoid these problems by contracting with the County program, which has been proven to work and uses more up-to-date technology. The cost of the program would at least be partially offset by daily monitoring fees that would be charged to inmates. For example, the County's electronic monitoring program serves approximately 102 individuals; it has the capacity to absorb an additional 73 individuals without adding additional resources. Roughly half of the individuals in the County's program are pre-trial inmates, while the other half are sentenced. Three case managers are assigned to operate the program, each with an approximately 35 person case load. Inmates are charged 25 percent of their gross income, up to \$134 per week, with a minimum of \$5 per day.

The County's electronic monitoring program has historically been very successful, and has on average performed at a 90 percent success rate. Contracting for electronic monitoring would allow the City to reduce the MSI population, and therefore renegotiate its contracts with medical and food services vendors to service a smaller population. As a result, the City would realize substantial savings from renegotiating these contracts.

There are several examples of inter-local agreements to provide electronic monitoring services:

- **Southwest Virginia Counties:** Blue Ridge Court Services, a subunit of the City of Staunton, provides home electronic monitoring services to courts within the City of Staunton and Waynesboro as well as Augusta and Highland Counties. Previously, each municipality had made annual contributions of approximately \$3,700 to the agency; they now contribute to the Community Action Partnership of Staunton, Augusta and Waynesboro, a quasi-governmental regional entity, which fully funds the service.<sup>127</sup>
- **Lancaster County, City of Lincoln and the State of Nebraska:** In 2002, Lancaster County entered into an agreement with the State of Nebraska Probation Administration to provide electronic monitoring for pre-adjudicated and/or pre-disposition juvenile offenders on home arrest or detention. The agreement provides monitoring for up to 28 juveniles and the services of two probation officers, beginning November 1, 2002 and ending June 30, 2003, at a total cost of \$71,232.<sup>128</sup>

In July 2008, the City of Lincoln entered into an agreement with Lancaster County in which the County would handle the electronic monitoring, transport and housing of City offenders in correctional facilities free of charge in exchange for 20 years of debt service contributions for a newly constructed County Correctional Facility. The agreement was estimated to save approximately \$65,000 per year through the use of the joint correctional facility.<sup>129</sup>

- **Camas and Clark County, WA:** In January 1997, the City of Camas entered into an agreement with Clark County to provide jail services for prisoners arrested for city crimes. Among these services is electronic monitoring of offenders serving a sentence at their residence. Under the

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<sup>127</sup>City of Staunton, VA. "Court Services." 2010. <http://www.staunton.va.us/directory/departments-a-g/court-services/court-services>

<sup>128</sup>Lancaster County, NE. "Lancaster County Board of Commissioners Minutes." October 22, 2002. <http://lancaster.ne.gov/clerk/agenda/2002/mi021022.pdf>

<sup>129</sup>Lancaster County, NE. "Lancaster County Board of Commissioners Minutes." October 28, 2008. <http://lancaster.ne.gov/clerk/Agenda/2008/mi081028.pdf>



terms of the contract, Camas initially paid Clark County \$18.86 per day, per offender, to provide this service.<sup>130</sup>

**Fiscal Impact**

Under this initiative, the City could plausibly place 8 percent of its estimated 2011 MSI average daily population under electronic monitoring. At a reimbursement rate of \$26 per day, comparable to other jurisdictions that have contracted for electronic monitoring, plus a 2 percent premium, the City could see \$2.2 million in inmate housing cost savings, while the County could see \$51,067 in additional revenue.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$12,390	\$12,638	\$12,891	\$13,149	\$51,067
<b>City</b>	\$0	\$306,516	\$625,292	\$637,798	\$650,554	\$2,220,158

**Timeline for Implementation**

Before joining the County’s program, the City would need to review inmate cases to determine which would be eligible for electronic monitoring. Adding more than 73 individuals to the County’s program would likely require an additional investment in staff and equipment that would result in a higher reimbursement cost for the City. The City should carefully consider how many inmates would be appropriate to place in the County’s program in line with its needs, given the additional cost from increasing participation above the current limit of 175 individuals. In addition, the arrangement would need to be coordinated with City judges, which would need to provide approval for a new alternative from of sentencing for City inmates. With this process in mind, the County could begin electronic monitoring for City inmates as early as Spring 2012.

<sup>130</sup>City of Camas, WA. “Interlocal Governmental Contract between the City of Camas and Clark County for Jail and Correction Services.” February 20, 1998. <http://www.mrsc.org/contracts/C3-C52Jail.pdf>



## Long Term Opportunities

In this section you will find those opportunities that we feel are more likely to be achieved in the long term, which for the purposes of this study have been defined as those opportunities that don't have the opportunity to achieve measurable results for at least two years.

### SERVICE DELIVERY AREA: Administration-Human Resources

<b>AD01.</b>	<b>Self-Funding Employee Health Insurance</b>	
	<b>Target outcome:</b>	Maintain a focus on capturing potential savings for the City and County from self-funding employee health insurance.
	<b>Financial impact:</b>	Not quantifiable (County) Not quantifiable (City)
	<b>Responsible entities:</b>	County Division of Personnel; City Department of Personnel
	<b>Timeframe:</b>	Long-term

#### Summary of Current Operations

St. Louis County	St. Louis City
<b>Responsible Department:</b> Department of Administration, Division of Personnel	<b>Responsible Department:</b> Department of Personnel
<b>FY2010 Budget:</b> \$1,863,400	<b>FY2010 Budget:</b> \$2,921,039
<b>FY2010 Staffing:</b> 22 (budgeted)	<b>FY2010 Staffing:</b> 39.8 (budgeted)
<b>Current Operations:</b> The Division of Personnel is responsible for the administration of the County merit system. Services provided include recruitment, classification, compensation, employee/labor relations, retirement, health and other benefits management and training/organizational development.	<b>Current Operations:</b> The Personnel Department is charged with the task of hiring, training and maintaining the City's workforce. Services provided include recruitment, testing, classification, compensation, employee relations, health and other benefits management and training/organizational development.

#### St. Louis County

Benefits administration in the County is handled by the Division of Personnel. The County is fully insured for medical benefits with Anthem Blue Cross Blue Shield (BCBS). In 2010, the County had over 3,500 employees enrolled in its medical plans. The annual cost of employee medical insurance including prescription drug benefits is approximately \$27.4 million. In the four year period between 2007 and 2010, the County's medical premiums have increased by a cumulative 20.2 percent, on average across all available plans. The proposed premium rates for 2011 represent a 17.5 percent increase over the 2010 rates, and would represent a 41.3 percent increase over the premium rates in 2007.

#### City of St. Louis

The City's Department of Personnel is responsible for the benefits administration function. The City is fully insured for medical benefits with Anthem BCBS. Prescription drug coverage, however, is carved out



of the City's medical plan. The City's medical plan covers over 4,500 employees and their dependents at an annual cost of approximately \$27.4 million. This excludes the cost of prescription drug coverage which the City receives through the St. Louis Area Business Health Coalition (BHC). The total cost of this coverage in 2010 was approximately \$5.5 million. Between 2007 and 2010, the City's medical insurance premiums have fluctuated significantly, with an average net increase of less than one percent over the four year period. The City saw significant premium decreases between 2009 and 2010. The reported reason for this decrease was the bidding process. The City received lower premiums from Anthem when it went out to bid for 2010.

**Initiative Description**

Both the City and County are fully insured through Anthem BCBS for employee health insurance. Fully-funded health insurance is relatively uncommon among employers of this size as they should be large enough to absorb the risk of medical claims costs on their own and avoid paying the additional overhead costs to insurance companies that inherently comes with fully-funded insurance. According to data from the Kaiser Family Foundation's Employer Health Benefits 2010 Annual Survey, employees in larger firms are more likely to be covered by partially or completely self-funded medical plans. Among firms with greater than 5,000 employees, 93 percent of covered workers were in partially or completely self-funded plans. Among all firms with greater than 200 employees, 83 percent of covered workers were in partially or completely self-funded plans<sup>131</sup>.

Data from the Kaiser Family Foundation also shows that generally premium rates in fully insured plans have grown more rapidly than premium rates in self-insured plans. Over the last five years, fully insured family coverage for employees in firms with more than 200 workers has grown by 35.0 percent, while self-insured family coverage in the same sized firms, during the same time period has grown by 25.5 percent.

**Average Health Insurance Premiums for Family Coverage Among Workers in Firms with 200 or More Workers (2004-2010)<sup>132</sup>**



<sup>131</sup>Kaiser Family Foundation. "Employer Health Benefits 2010 Annual Survey." 2010. <http://ehbs.kff.org/?page=charts&id=1&sn=11&p=1>

<sup>132</sup>Ibid.



The County annually reviews the potential benefit of self-funding employee medical benefits, and have to date found that the potential savings would not justify the change. However, with a reported 17.5 percent increase in medical premium rates expected for 2011, that assumption may change.

The City, at one point, was self-insured for medical benefits, but this program was resulted in a substantial deficit for the City. The City and its benefits consultants agreed that fully-funded insurance coverage was a better option for the City.

While studies and past experience may suggest that fully-insured medical coverage is the more appropriate option, as insurance premiums continue to escalate, both the City and the County should continue to study the option of self-funding employee health coverage. Changes in health care legislation expected to take effect in the near future also warrant continued exploration of alternative options for financing employee health benefits. In the near future, a similar study of the costs and benefits of self-insurance may yield different results than have recently been found.

**Fiscal Impact**

The fiscal impact of this initiative cannot be quantified at this time. The actual fiscal impact will depend on whether or not the City and County decide to self-fund their health coverage, when that decision is made and what each workforce looks like at the time that the decision is made. The decision to self-fund health coverage will be based at least partially on trends in premium rates and the future impacts of recently passed health care legislation.

**Fiscal Impact**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
<b>County</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>
<b>City</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>

**Timeline for Implementation**

The City and the County should review the potential benefit of self-insurance of medical coverage annually.

**SERVICE DELIVERY AREA: Public Safety**

<b>PS01.</b>	<b>Forge a Coordinated City/County Prisoner Re-entry Program</b>	
	<b>Target outcome:</b>	Reduced City and County prison population and inmate housing cost savings.
	<b>Financial impact:</b>	\$4,825,082 (County) \$6,034,989 (City)
	<b>Responsible entities:</b>	St. Louis County Department of Justice Services; St. Louis Division of Corrections/MSI, Public Safety Department
	<b>Timeframe:</b>	Long-term

**Summary of Current Operations**

<b>St. Louis County</b>	<b>St. Louis City</b>
<p><b>Responsible Department:</b> Justice Services</p> <p><b>FY2010 Budget:</b> \$23,047,300</p> <p><b>FY2010 Staffing:</b> 335</p> <p><b>Current Operations:</b> The Department of Justice Services provides custody, supervision and guidance to those persons who, by State statute and County ordinance, are mandated to County jurisdiction. The Department is responsible for management, security and operation of the St. Louis County Jail. The Department also provides a variety of inmate programs and administers the Community Corrections program providing community-based sentence alternatives.</p>	<p><b>Responsible Department:</b> Public Safety Department, Division of Corrections/MSI</p> <p><b>FY2010 Budget:</b> <i>Division of Corrections:</i> \$16,528,512</p> <p><b>FY2010 Staffing:</b> <i>Division of Corrections:</i> 228 (budgeted), 212 (occupied)</p> <p><b>Current Operations:</b> The Public Safety Department's Division of Corrections is responsible for conducting investigations and supervising offenders at the City's Medium Security Institution as well as managing the C.R.A.S.H prisoner re-entry program.</p>

**St. Louis County**

The County maintains a variety of prisoner re-entry programs to County Jail inmates. These include the Choices program, a 90 day substance abuse 12-step recovery program, as well as classes on anger management, life skills and parenting. In addition, the County receives a Federal Bureau of Justice Assistance grant to house and treat mentally ill inmates. Historically, contracted providers, such as Barnes Jewish Hospital, have been engaged to assist with treatment for these individuals. Funding for these programs has been a consistent concern, and funding has generally declined in recent years.

**City of St. Louis**

In 2008, the City created the C.R.A.S.H (Cognitive Restructuring and Social Habilitation) prisoner re-entry program. C.R.A.S.H is a four-step case management program designed to address risk factors that contribute to individual incarceration. The program focuses on employment training, alcohol/drug, domestic violence and parenting counseling and education. It operates from the Medium Security Institution in north St. Louis. The program is coordinated and managed by the City, but services are



## DISCUSSION DRAFT



provided by volunteers and non-profit providers. In addition, the St. Louis Public School District has remotely provided online GED education to City inmates; however, the District has recently experienced challenges in maintaining adequate funding for this service.

Since 2006, the City has been operating the St. Louis Jail Diversion Project. The Project was developed as a means to divert arrested and locally incarcerated mentally ill individuals from jail or prison to mental health, substance abuse and support services. A June 2010 Institute of Applied Research project evaluation report found it had been successful in improving mental health symptoms and daily functioning outcomes, reducing substance abuse and reducing recidivism for its clients. However, the report also noted the low level of participation in the program and recommended the City increase program enrollment by coordinating with courts in surrounding counties to develop a means of multi-jurisdictional approval of diversion into it.

In addition, the Project Re-Connect program, a joint venture of the Center for Women in Transition (CWIT), Employment Connection, Provident Inc. and the St. Vincent de Paul Society, provides social reintegration services including case management, job training and placement, housing, family support, life skills programs, mentoring and substance abuse treatment to newly released ex-offenders in the City. The program has in recent years has proven very effective at reintegrating ex-offenders back into society.

### **Initiative Description**

Historically, cooperation between the City and County on prisoner re-entry has been minimal. The City and County should consider more closely aligning their prisoner reentry and jail diversion programs through a joint program partnership. For example, the City should consider contracting with the County to provide programs and services not currently offered by the City to strengthen the C.R.A.S.H program. This can include use of the County's Day Reporting Program, Success Stories program and health education programs for City inmates. Both programs should be coordinated with ex-offender workforce development programs to ensure ex-offenders have quick access to job training and employment opportunities. In addition, the County should consider contracting with the City to place its mentally ill offenders in the City's successful jail diversion project. This initiative would need to be coordinated with both the City and County court systems, which handle alternative sentencing for the mentally ill. This would give the City's program a wider regional impact, while reducing the County's costs in administering its own jail diversion program.



The following is a listing of existing prisoner reentry programs provided by the City and County:

	St. Louis City	St. Louis County
Parenting	X	X
Life Skills	X	X
Drug and Alcohol Education	X	X
Domestic Violence Education	X	X
Stress Management		X
Success Stories		X
Relapse Prevention/After Care Program		X
Anger Management Program		X
Art Therapy		X
Relapse Prevention Program		X
Healthy Relationships Class		X
Cognitive Psychology Class		X
Health Education		X

Successful prisoner reentry programs can have a significant impact on jail costs. Effective prisoner reentry programs generally reduce the average jail population over the long term. Significant reductions in jail population can result in less cost for food, health care and use of outside facilities for board and care and – if the reductions are significant enough – can allow for reductions in the number of corrections officers needed to oversee the jail population.

While the majority of jail stays are relatively short, a certain percentage of offenders are in local jail for a long enough period that coordinated reentry planning and other services can be meaningful. A 2006 paper by the Urban Institute Justice Center found that “the case for jail based reentry programming is strong” and that such programs were likely to reduce crime and “may have a small positive impact on spending.” Investment in prison reentry also reduces recidivism, which reduces local incarceration costs. In addition, research suggests that reentry programs focused on offenders returning from prison have a direct impact on jail costs. A large number of offenders spend at least some time in the local jail system even if they are eventually sentenced to a state prison facility.

A recent study released a series of policy recommendations for a national prisoner reentry program.<sup>133</sup> Based on the experience of similar programs implemented in Brooklyn, New York City and Texas, the study devised a group of prisoner re-entry proposals that are designed for national implementation, but would also fit well on a municipal level. The City and County would benefit from reconfiguring their prisoner re-entry programs based on the following recommendations:

- 1) **Limit reincarceration for technical parole violations:** Instead of immediate reincarceration, place parolees under increased supervision and management (i.e.: electronic monitoring, day reporting centers, increased check-ins with parole officers/supervisors, graduated sanctions in line with severity of violation).
- 2) **Coordinate prisoner re-entry educational activities with workforce development programs:** To align job skills and occupation training provided in prison with workforce development programs arranging post-release employment.
- 3) **Reform prisoner re-entry programs:** To focus more on transitional employment and work skills to reduce recidivism and parole violations.

<sup>133</sup>Western, Bruce. “From Prison to Work: A Proposal for a National Prisoner Reentry Program.” The Brookings Institution. December 2008. [http://www.brookings.edu/papers/2008/12\\_prison\\_to\\_work\\_western.aspx](http://www.brookings.edu/papers/2008/12_prison_to_work_western.aspx)



- 4) **Arrange transitional housing and drug treatment services:** For parolees without housing arrangements or with a history of substance-abuse problems.
- 5) **Make participation in education and work skills programs compulsory:** For inmates below a minimum education level. For example, participation in the C.R.A.S.H. program is currently through voluntary admission, court directives and as a condition of parole.
- 6) **Begin a prison industry program:** To enable inmates to pay off court costs, fines and provide income for their families. The program would also develop valuable work skills for post-release employment.
- 7) **Require compulsory post release employment:** Require a short period of compulsory, subsidized community service employment for parolees without employment upon release.

There are a number of examples of prisoner re-entry partnerships:

- **Commonwealth of Virginia:** The Commonwealth of Virginia maintains a statewide prisoner re-entry program, implemented by regional prisoner re-entry councils. The regional councils coordinate re-entry services provided to ex-offenders within their jurisdiction and create partnerships between area service providers and stakeholders on re-entry issues. The program focuses on workforce development, health and substance abuse, financial, housing, and community resources as well as family and community reintegration. The program was developed around the principles of pre-release planning, interagency and intergovernmental cooperation, integrated service delivery and links to the community through family and community support. Examples of regional prisoner re-entry councils include the Albemarle (County)/Charlottesville, Greenville (County)/ Emporia and Southwest Virginia (12 counties, 2 cities) councils.<sup>134</sup>
- **State of Michigan:** The State of Michigan's Michigan Prisoner ReEntry Initiative (MPRI) works to equip ex-offenders with the tools they need to become successful, valued members of their communities upon return. The program is administered by a public/private partnership and is jointly funded by the state and the JEHT Foundation. MPRI implements a seamless plan of services and supervision for released prisoners in collaboration with both state and local agencies. To accomplish this, MPRI works with networks of service providers to provide affordable housing, workforce development, transportation, substance abuse treatment, health care, family support, education and domestic violence services to ex-offenders. Local MPRI sites responsible for broad regions of the state coordinate service delivery with the assistance of federal, state and local agencies. These sites are housed within regional workforce development offices, parole offices, non-profit agencies and councils of governments. Examples of MPRI regional sites include the Oakland (Oakland and Livingston Counties), Capital Area (Eaton, Clinton, and Ingham counties) and Kent (Kent and Allegan counties) sites.<sup>135</sup>

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<sup>134</sup> Commonwealth of Virginia, Department of Social Services. "Virginia Community Reentry Program." 2010. [http://www.dss.virginia.gov/files/division/cvs/prisoner\\_reentry/intro\\_page/vcpr\\_programs/general\\_information/vcpr\\_intro.pdf](http://www.dss.virginia.gov/files/division/cvs/prisoner_reentry/intro_page/vcpr_programs/general_information/vcpr_intro.pdf)

<sup>135</sup> Michigan Prisoner ReEntry Initiative. "How it Works." 2010. <http://www.michpri.com/index.php?page=how-it-works>



**Fiscal Impact**

Assuming a joint City/County re-entry program would result in a 5 percent reduction in the City and County’s average daily population and based on the City and County’s estimated FY2011 daily costs per inmate, the City would realize savings of \$6,034,989, while the County would see savings of \$4,825,082.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$1,170,680	\$1,194,093	\$1,217,975	\$1,242,334	\$4,825,082
<b>City</b>	\$0	\$833,192	\$1,699,712	\$1,733,706	\$1,768,380	\$6,034,989

**Timeline for Implementation**

In anticipation of this initiative, the City and County would need to align their respective prisoner re-entry programs and identify and coordinate programs and services that would be best provided jointly. Service areas of particular strength for the City and County would need to be identified and evaluated for delivery in both City and County correctional facilities. In addition, these activities should be coordinated with the City and County court systems, to ensure the initiative receives judicial feedback and approval. At the conclusion of this process, the City and County could begin sharing prisoner re-entry services in early 2012.



<b>PS02.</b>	<b>Shared Service Alternatives to Reduce City Prison Population</b>	
<b>Target outcome:</b>	Reduced City prison population and inmate housing cost savings.	
<b>Financial impact:</b>	\$51,067 - \$5,505,604 (County) \$294,866- \$6,111,653 (City)	
<b>Responsible entities:</b>	St. Louis County Department of Justice Services; St. Louis Division of Corrections, Public Safety Department	
<b>Timeframe:</b>	Long-term	

**Summary of Current Operations**

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> Justice Services</p> <p><b>FY2010 Budget:</b> \$23,047,300</p> <p><b>FY2010 Staffing:</b> 335</p> <p><b>Current Operations:</b> The Department of Justice Services provides custody, supervision and guidance to those persons who, by State statute and County ordinance, are mandated to County jurisdiction. The Department is responsible for management, security and operation of the St. Louis County Jail. The Department also provides a variety of inmate programs and administers the Community Corrections program providing community-based sentence alternatives.</p>	<p><b>Responsible Department:</b> Public Safety Department, Division of Corrections/MSI, City Justice Center Division, City Courts Division</p> <p><b>FY2010 Budget:</b>  <i>Division of Corrections:</i> \$16,528,512  <i>City Justice Center Division:</i> \$17,739,556  <i>City Courts Division:</i> \$2,535,404</p> <p><b>FY2010 Staffing:</b>  <i>Division of Corrections:</i> 228 (budgeted), 212 (occupied)  <i>City Justice Center Division:</i> 252 (budgeted), 247(occupied)  <i>City Courts Division:</i> 35 (budgeted), 33 (occupied)</p> <p><b>Current Operations:</b> The Public Safety Department's Division of Corrections is responsible for conducting investigations and supervising offenders at the City's Medium Security institution as well as manages the City's alternatives to incarceration programs. This program will be moving to the City Courts division in FY2011.</p> <p>The City Justice Center Division is responsible for providing housing and basic needs for pretrial inmates along with processing individuals under jurisdiction of the SLMPD and the Division of Corrections.</p>

**Initiative Description**

The City maintains two correctional facilities, the Medium Security Institution (MSI) for the presentenced population and the City Justice Center, a maximum security facility, for those convicted of felony charges. The MSI also houses a small number of sentenced inmates and the City Justice Center houses some inmates in custody for special security reasons. All processing of inmates takes place at the City Justice Center. The City also houses both federal and state inmates under contract. Federal reimbursements amount to approximately \$1 million per year, while state reimbursements are at roughly \$26 per inmate,



per day. In addition, the City houses inmates from Jefferson County with no additional fees required. Over the years, the City has shut down four wings at the MSI and has been forced to make a number of capital improvements in recent years to this aging facility.

St. Louis County maintains a single correctional facility, the St. Louis County Jail at the Buzz Westfall Justice Center. This facility primarily houses pretrial inmates, although roughly 20 percent of inmates are long-term sentenced inmates. Like the City, the County has contracts to house both federal and state prisoners. The County also houses prisoners from other County municipalities under contract and will occasionally house prisoners from other counties. Currently, the City and County occasionally house each other's inmates without fee on an as-needed basis to allow for more convenient inmate visitation.

The following is an overview of the City and County Correctional Facilities:

**St. Louis City and County Correctional Facilities**

	St. Louis City		St. Louis County
	Medium Security Institution	City Justice Center	County Jail
<b>Capacity</b>	1,200	750	1,283
<b>Avg. Daily Population (FY2010)</b>	786	589	1,154
<b>Avg. % Occupied</b>	66%	79%	90%
<b>Age of Facility</b>	65 years old	8 years old	12 years old
<b>Daily Cost per Inmate* (FY2010)</b>	\$56.23	\$83.30	\$80.00

\*Measured as the sum of total inmate housing costs divided by average daily population (ADP). St. Louis County represents a Department of Justice Services estimate for 2010.

The City has indicated a desire to reduce the inmate population at its Medium Security Institution from its current average of 786 to 400 inmates. This would allow for a scale back of operations in the core facility, while reducing the necessary prison staffing complement. MSI is an old facility with some more newly constructed areas for inmate housing. The City would benefit from closing the core facility, and reserving the newer facilities for drug treatment programs. There are a number of strategies the City can employ to accomplish this, as described below:

**Reduce Inmate Population at MSI, Transfer to County under Contract**

The City should consider contracting with St. Louis County to occasionally house city inmates at the County Jail. This is a newer facility, which although currently near capacity, may periodically have additional room to house City prisoners. If the County's per diem reimbursement cost amounts to less than the City's existing cost per inmate, the arrangement could help the City save personnel and capital costs associated with operating and maintaining a large 65 year old facility. This would need to be coordinated with the City Sheriff's Department, which would be responsible for any physical transfer of inmates.

There are multiple examples of such arrangements in place:

- **Kansas City and Jackson County, MO:** The City of Kansas City, MO recently eliminated its municipal jail operations and transferred correction responsibility to Jackson County, Missouri. In February 2009, Kansas City developed a memorandum of understanding with Jackson County to consolidate corrections operations. As part of a final agreement reached in April 2009, the City agreed to pay Jackson County:
  - \$1.4 million to rehabilitate a portion of the County Detention Center;
  - \$600,000 to cover security technology; and



- \$57 per day to house 150 City inmates (approximately \$3.1 million annually).

The Jackson County Detention Center was renovated in two months and the Regional Correctional Center was opened on July 31, 2009. Kansas City officials estimate the consolidation will save the city approximately \$1 million annually and \$5 million in the current fiscal year by avoiding facility upgrades at the now-closed Municipal Correctional Institute. Kansas City and Jackson County officials hope to reach similar agreements with other municipalities in the region and to eventually build a new regional facility.

- **Seattle and King County, WA:** In May 2010, the City of Seattle entered into an agreement with King County to provide jail facilities, booking and transportation among County facilities for city offenders in exchange for a booking fee and maintenance charge. The agreement included access to the County's day reporting and electronic home monitoring programs.<sup>136</sup>
- **Austin and Travis County, TX:** In August 2006, the City of Austin reached an agreement with surrounding Travis County for the County to provide booking and detention services for City offenders. The City reimburses the County for services provided for its inmates through a cost reimbursement formula based on the number of City bookings. The agreement also allowed City access to the County jail building for arrest review, interviews, magistrate services and report writing.
- **Spokane and Spokane County, WA.** In February 2006, the City of Spokane and Spokane County signed an interlocal agreement for the County to accept City prisoners for incarceration in the County jail. Under the agreement, the City covers the percentage share of the County jail's annual operating costs based on the number of prisoners booked on City charges and detention costs for housing these prisoners at the jail. The agreement also required the County to provide medical care to City inmates, the cost of which is fully reimbursed by the City. The estimated annual cost to the City was approximately \$2.5 million.<sup>137</sup>

### Fiscal Impact

If the City transferred 115 of its inmates to County custody, representing 14.6 percent of its MSI average daily population, the City could plausibly reduce MSI personnel, inmate medical care, and food costs by the same percentage. At a reimbursement rate equal to the County's FY2011 estimated daily cost per inmate (\$52.63),<sup>138</sup> plus a two percent premium, the City could realize savings of \$294,866, while the County could see increased revenue of \$182,094.

### Fiscal Impact

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$44,180	\$45,064	\$45,965	\$46,884	\$182,094
<b>City</b>	\$0	\$40,709	\$83,047	\$84,708	\$86,402	\$294,866

<sup>136</sup>City of Seattle, WA. "Amendment to Interlocal Agreement Between King County and the City of Seattle for Jail Services." May 1, 2010. <http://clerk.ci.seattle.wa.us/~ordpics/116815.pdf>

<sup>137</sup>City of Spokane. "Interlocal Agreement between Spokane County and the City of Spokane Regarding Cost Sharing for Jail Services." February 7, 2006. <http://www.spokanecity.org/government/interlocal/>

<sup>138</sup>Calculated as the sum of total budgeted 2011 Department of Justice Services expenditures divided by average annual population.



## **Timeline for Implementation**

In anticipation of this initiative, the City and County would need to determine how many inmates could reasonably be transferred to County facilities, work out a reimbursement formula, and establish a contract term. As a result, City inmates could possibly be transferred to the St. Louis County Jail in early 2012.

### **Contract with County to Provide Electronic Monitoring Services**

*(See Short term Initiative PS01 on Page 122.)*

### **Explore Joint City/County Alternatives to Incarceration Strategies**

In addition to the above-mentioned measures, the City and County should consider implementing coordinated alternative to incarceration strategies. Currently, the County maintains a comprehensive Community Corrections Program offering Electronic Monitoring, Day Reporting (for juveniles), Alternative Community Services, Remote Alcohol Monitor, Mental Health Court, Probation Supervision, Victim Impact Panel, Drug and Alcohol Recovery, Pre-Trial Release and Defensive Driving programs. The Community Corrections Program was budgeted at \$978,800 in FY2010 and was staffed with 15 employees. The County also received a two year grant in 2009 from the United States Department of Justice for support of a Mental Health Release Assistance Program. This Program is a collaborative effort between the Department of Justice Services, BJC Behavioral Health and St. Louis University to provide mental health services to individuals being released from the county jail. Grant funds are being used to provide case management services, psychiatric and medication services as well as fund the research to evaluate the effectiveness of the program in improving the health of the individuals and reducing recidivism.

The County Department of Justice Services has also been receiving a Residential Substance Abuse and Treatment (RSAT) grant from the Missouri Department of Public Safety for approximately the past six years to fund a part time substance abuse counselor for the County's jail-based Choices Substance Abuse Program. The part time counselor focuses on aftercare and re-entry programs for persons who have completed the 90 day Choices program and have been released to the community. The aftercare counselor conducts weekly group counseling sessions as well as family sessions and refers participants to additional community resources. Funding has increased in 2010 to include an additional full time counselor to work in the 90-day Choices Program, which enables an additional 15 persons to participate in each 90-day session.

The City's Division of Corrections' Probation, Parole and Alternative Sentencing Program provides supervision and services to state and municipal court offenders as a sentencing alternative to incarceration. In FY2011, this Program will be transferred to the City Courts Division. In FY2010, this program was budgeted at \$786,881 and staffed with 14 employees. In addition, the City runs a Jail Diversion Project that diverts arrested and locally incarcerated mentally ill individuals from jail or prison to mental health, substance abuse and support services. Since the start of the project in 2006, the program has resulted in notable improvements in mental health symptoms, reductions in substance abuse and recidivism and more stable housing arrangements for program participants. The Program represents progress the City has made in coordinating its criminal justice system with local mental health/substance abuse treatment providers.

The City and County should consider aligning their respective alternative sentencing programs. There are several innovative alternative sentencing programs operated by the County, which the City could take advantage of under contract. The City has expressed a desire to implement new alternative sentencing programs in addition to the few it already operates. Given the County's experience and greater capacity in this area, the City could benefit from "piggybacking" on the County's existing programs rather than establishing new programs to reduce its prison population. For example, the County's pre-trial release



program, which now serves 24 individuals, could possibly absorb another 26 without additional staff or funding. This would reduce the need for additional City staff and resources to administer new programs, reducing the cost of program administration to the City. In addition, the County operates a Community Service Program with over 4,000 participants (\$60 program fee), as well as the Victim Impact Panel (\$35 per panel fee), Defensive Driving (\$55 program fee) and SCRAM alcohol detection programs (\$10 per day fee) for individuals on probation. The SCRAM program requires court-referred participants to wear an ankle bracelet that samples an offender's perspiration every 30 minutes to ensure compliance with court-ordered sobriety. The City should consider using these programs under contract as additional methods to reduce its incarcerated population. At the same time, City contracts would provide a new source of revenue to the County.

There are several examples of multi-jurisdiction cooperation on alternative sentencing in effect:

- **Fircrest and Pierce County, WA:** In January 2010, the City Council of Fircrest approved an agreement with Pierce County to provide day reporting and offender work crew services for City offenders. Costs in 2010 were cited as \$29.56 per day, and are assessed directly to offenders at sentencing.<sup>139</sup>
- **Orange and Chatham Counties, NC:** Orange Chatham Alternative Sentencing, a non-profit community supported agency, administers alternative sentencing programs in Orange and Chatham Counties. The agency is jointly funded by the State of North Carolina local governments in both counties, and the United Way. The agency's sentencing services program provides special probation, probation, counseling, community service, victim restitution and pre-trial programs. The program also provides employment training, education, housing assistance to offenders when appropriate. Actual services are provided by a network of public and private agencies.<sup>140</sup>
- **Kirkland and King County, WA.** In May 2010, the City of Kirkland and King County reached an agreement for an amendment to their November 2002 jail services agreement. Under the new agreement, King County provides jail facilities, booking, health care and transportation services to City inmates under contract, but also affords access to the County's day reporting, evening reporting, work crew, work release and electronic home detention programs. The City reimburses King County with a daily maintenance charge based on the County Jail's 2007 actual operating costs.<sup>141</sup>

## Fiscal Impact

Assuming the City would place the equivalent of 8 percent of its estimated 2011 MSI average daily population (64 offenders) in County alternative sentencing programs at a reimbursement rate of \$30 per day, comparable to other jurisdictions that have contracted for these services, plus a 2 percent premium, the City could see \$1.9 million in inmate housing cost savings, whereas the County could see \$58,924 in additional revenue.

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<sup>139</sup>City of Fircrest, WA. "Regular City Council Meeting Minutes." January 12, 2010. <http://www.cityoffircrest.net/uploads/CCM20100112.pdf>

<sup>140</sup>City of Kirkland, WA. "Amendment to Interlocal Agreement - King County and the City of Kirkland for Jail Services." May 18, 2010. <http://www.ci.kirkland.wa.us/Assets/Finance+Admin/Finance+Admin+PDFs/Interlocal+Agreements/King+County+Jail+Agreement.pdf>

<sup>141</sup>Orange Chatham Alternative Sentencing. "About Sentencing Services." May 18, 2010. <http://www.ocas-inc.org/>



**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$14,296	\$14,582	\$14,874	\$15,171	\$58,924
<b>City</b>	\$0	\$257,908	\$526,132	\$536,655	\$547,388	\$1,868,084

**Timeline for Implementation**

Similar to the electronic monitoring program, the City would need to review inmate cases to determine which would be eligible for alternative sentencing programs. Adding more than 26 individuals to the County’s pre-trial release program would likely require an additional investment in staff and equipment that would result in a higher reimbursement cost for the City. The City should carefully consider how many inmates would be appropriate to place in this and other County programs in line with its needs, given the additional cost from increasing participation above the current limit of 30 individuals. The arrangement would also need to be coordinated with City judges, which would need to provide approval for new alternative forms of sentencing for City inmates. However, at the conclusion of this process, the County could begin providing alternative sentencing options for City offenders as early as Spring 2012.

**Establish a Regional Jail Authority**

Although the City and County maintain two separate and distinct corrections departments, the City and County should consider merging these departments under a single regional jail authority. The authority would have jurisdiction over both the City and County and would be governed by a board with representatives from both entities. The authority would have jurisdiction over all municipal correctional facilities in St. Louis City and County, house all inmates convicted in both the City and County justice systems, and absorb all the employees in the City and County corrections agencies. The Authority also would have the ability to close, renovate or construct new facilities in line with the inmate housing needs of the City and County.

Section 221.40 of the Missouri Statutes explicitly allows two neighboring counties to form an agreement to establish a regional jail district. Under Missouri law, the governing bodies of the City and County would need to approve an ordinance or resolution to join the district and then approve an agreement specifying the duties of each entity within the district. Regional jail authorities have the power to impose a voter-approved sales tax of up to 0.5 percent, collect fees for services, issue bonds, adopt bylaws, rules and regulations, construct and repair jail facilities and sell property.

Creating a jail authority would create a single regional employer for correctional officers, eliminating unproductive inter-jurisdictional competition that hinders recruitment and retention efforts. In addition, a single regional jail authority has the potential to reduce administration and inmate housing costs, as City and County inmates could be moved to facilities throughout the region without the need for per diem reimbursement. A jail authority would also be better positioned to tackle trans-border crime issues such as drug trafficking and prostitution. Although there is the potential for substantial cost savings, the new authority would need to harmonize differing City and County correctional philosophies and practices. For example, the City uses a contracted medical services provider, while the County uses an in-house Corrections Medicine Program. The authority would also require support from both City and County judges, who would be sentencing individuals into the custody of a new correctional entity.

There are several examples of regional approaches to corrections:

- **Daviess and DeKalb County, MO:** The counties of Daviess and DeKalb County are part of the Daviess-DeKalb County Regional Jail District, the only such district in the state of Missouri. In



May 2005, the county commissions of both jurisdictions approved creation of the District. Six months later, voters approved a 0.5 percent dedicated sales tax to fund the new district. The District maintains a single regional jail facility in Pattonsburg, MO and seventeen counties in Missouri, Kansas and Iowa now send prisoners to the jail at a cost of \$28 per day for men and \$30 per day for women. As a result of the merger, Daviess County saved \$185,000 and DeKalb County \$280,000 in prisoner costs.<sup>142</sup>

- **Northwestern Ohio Counties:** In 1987, five northwestern Ohio counties and the city of Toledo formed the Corrections Commission of Northwest Ohio to oversee the construction of the Corrections Center of Northwest Ohio, a new regional correctional facility. Each member jurisdiction has three representatives on the eighteen-member commission. Member jurisdictions share the cost of operating the facility based on the proportion of beds they have within the facility. Construction of the facility was also funded proportionately by member jurisdictions with assistance from the state of Ohio, which covered 50 percent of the cost.<sup>143</sup>
- **Southeastern Virginia Cities:** The cities of Norfolk, Portsmouth, Hampton and Newport News, are part of the Hampton Roads Regional Jail Authority, a special regional authority that operates the Hampton Roads Regional Jail in Portsmouth. The Authority is governed by a board consisting of the city manager, sheriff and a council member from each member city. Each city reimburses the Authority with a daily per diem rate to fund operations. The jail serves as a supplement to existing city jails, often housing inmates with medical problems too costly to house at city facilities.<sup>144</sup>

### Fiscal Impact

Assuming creating a regional jail authority would allow the City and County to reduce their total correctional costs by up to 10 percent, the City could possibly realize savings of \$6.1 million and the County, savings of \$5.5 million, with full realization of cost savings in 2015.

#### Fiscal Impact

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$0	\$1,194,067	\$1,826,923	\$2,484,615	<b>\$5,505,604</b>
<b>City</b>	\$0	\$0	\$849,856	\$2,167,132	\$3,094,665	<b>\$6,111,653</b>

### Timeline for Implementation

At least of two years of careful planning and coordination would be necessary before establishing a regional jail authority. Existing contracts would need to be renegotiated, prison operations coordinated, then combined, operational practices, policies and procedures standardized and state approval obtained before a full merger of City and County correctional agencies would be possible. In addition, both the City and County judiciary should be involved in the consolidation process due to their critical role in controlling the inflow of inmates. Funding issues would also need to be addressed, particularly, each jurisdiction's contribution and the option of a regional correctional sales tax. As a result, the earliest a regional jail authority could come into being would be Spring 2013.

<sup>142</sup>Daviess\DeKalb County Regional Jail District. "History." <http://ddcrj.com/linked/the%20daviess-dekalb%20reg%20jail%20history.pdf>

<sup>143</sup>Corrections Commission of Northwest Ohio. "Profile." October 6, 2010. <http://www.ccnoregionaljail.org/>

<sup>144</sup>Forster, Dave. "Regional jail to ask cities to pay higher fees." *The Virginian Pilot*. January 24, 2010. <http://hamptonroads.com/2010/01/regional-jail-ask-cities-pay-higher-fees>



<b>PS03.</b>	<b>Enhance City and County Emergency Management Coordination and Training</b>	
	<b>Target outcome:</b>	Enhanced regional coordination in addressing emergencies.
	<b>Financial impact:</b>	(\$119,020) (County) (\$40,622) (City)
	<b>Responsible entities:</b>	St. Louis City Emergency Management Agency, Department of Public Safety; St. Louis County Office of Emergency Management, Police Department
	<b>Timeframe:</b>	Long-term

**Summary of Current Operations**

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> Police Department, Office of Emergency Management</p> <p><b>FY2010 Budget:</b> \$822,800 (General Fund)</p> <p><b>FY2010 Staffing:</b> 8</p> <p><b>Current Operations:</b> The Office of Emergency Management, within the Special Operations Division of the Police Department is charged with preparing members of local government, law enforcement and the public and private sectors, with how to prevent, prepare for, respond to and recover from disasters.</p> <p>The Office coordinates and interacts with many public and private sector planning commissions and groups in order to be better prepared in the event of a disaster. The Office also maintains the St. Louis County Basic Emergency Operations Plan and the County’s Emergency Operations Center.</p>	<p><b>Responsible Department:</b> Department of Public Safety, City Emergency Management Agency</p> <p><b>FY2010 Budget:</b> \$278,593, (General Fund) \$528,593 (all funds)</p> <p><b>FY2010 Staffing:</b> 4 (budgeted and actual)</p> <p><b>Current Operations:</b> The St. Louis City Emergency Management Agency coordinates, cooperates and communicates with all agencies that have a responsibility in the area of Emergency Management and Homeland Security for the City of St. Louis.</p> <p>Services provided include operation and maintenance of an outdoor warning siren system, emergency operations planning, emergency reporting of essential information to government offices, resource management and training and education.</p> <p>In FY2010, the Agency estimates it participated in three FEMA/SEMA exercises, ten off-site training exercises, and 30 on-site training exercises.</p>

**Initiative Description**

At present, the City and County maintain separate but regionally linked emergency management agencies. Regional emergency management is currently coordinated through the St. Louis Area Regional Response System (STARRS), which focuses primarily on bioterrorism and public health emergencies. In addition, the City of St. Louis is a member of the Mutual Aid Box Alarm System, a multi-state regional mutual aid system. The City and County should build on these pre-existing regional frameworks to further coordinate emergency management operations in the region. For example, use of joint training sessions, joint test exercises and a joint information center involving the City, County and



other interested regional municipalities would create a more integrated, regional emergency response system.

The US Department of Homeland Security's Lessons Learned Information Sharing database offers a number of best practices in regional emergency management including joint information centers, joint training and joint exercises. The City and County should consider adopting these best practices by implementing the following initiatives:

**a. Establish Protocols for a Joint Information Center**

Joint Information Centers (JICs) serve as a central regional facility that houses the operations of a Joint Information System (JIS). High-profile events often require an accurate, coordinated response to the media and public at large. JICs serve as a central point of distribution for information to the public, while also serving as a communications conduit for state, local and regional emergency management agencies. A JIS provides the mechanism to organize, integrate and coordinate information to ensure the timely, accurate, accessible and consistent flow of information across multiple jurisdictions. Typically they will include the plans, protocols, procedures and structures used to provide public information in the event of an emergency.<sup>145</sup> The City and County should consider developing protocols for development of a single regional Joint Information Center during emergencies to better facilitate, coordinate and disseminate the flow of information in an emergency affecting the entire region.

**b. Conduct Joint Training Exercises**

Regular joint training exercises allow two jurisdictions to familiarize themselves with each other's operating procedures. Training serves to speed the process of requesting and receiving aid by familiarizing all engaged parties with the mutual aid process. Training also has the potential to enhance responders' understanding of the incident command system. Well-run joint training programs generally enhance understanding of partner capabilities, establish personal working relationships between cooperating jurisdictions, create familiarity with the mutual aid system and encourage use of mutual aid during real emergencies. Some regions maintain "train the trainer" programs, where trained personnel return to their jurisdiction or agency and train others there. The City and County both hold separate independent, emergency management training exercises through their respective emergency management agencies. Both entities should consider use of joint training exercises of emergency response personnel to build familiarity with mutual aid procedures and share knowledge about emergency operating procedures and capabilities.

**c. Conduct Joint Emergency Response Exercises**

Regular joint exercises are hypothetical test exercises that serve to prepare all parties for an actual emergency incident. Joint exercises typically involve multiple jurisdictions and disciplines which stage hypothetical emergency scenarios. These scenarios often start out relatively small and simple and gradually become more complex over time. Joint exercises can be used to develop after-action reports (AAR) and lessons learned which can improve regional response capability. Problems and lessons learned should be extracted from the AAR, and should lead directly to corrective actions. These areas of concern can then be tested later during future exercises. Exercises are not simply confined to emergency response agencies; they can involve public information officers, elected officials, dispatchers, the media and others that typically play a role in an emergency. A good joint exercise program will foster communication outside of basic working relationships and increase general interaction among

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<sup>145</sup>US Department of Homeland Security. "Lessons Learned Information Sharing, Lessons Learned Series: Establishing a Joint Communications Center." May 26, 2008.



participants.<sup>146</sup> Currently, St. Louis County requires an annual emergency management exercise in its Emergency Operations Plan.

The City and County should coordinate their planned emergency management exercises to test regional emergency response capabilities in the event of a disaster. The exercises would serve to foster communication and coordination amongst the City and County's multiple municipal emergency response agencies, while identifying areas for improvement in response procedures. It is important that exercises also involve public safety agencies from St. Louis County's constituent municipalities, to ensure an adequate regional representation in these exercises. The command structure should be broadly representative of the agencies involved and rotate on a consistent basis to ensure some degree of command participation from all parties.

There are several examples of multi-jurisdictional regional coordination in emergency management.

- **California Central Valley Counties:** On May 15, 2008, the Sutter County Department of Human Services joined various emergency response agencies from Yuba and Sutter counties and Beale Air Force Base in a joint emergency exercise known as Operation Lightning Bolt. In response to a hypothetical emergency scenario, the department opened and operated a Point Of Distribution, for distribution of federally-supplied medical supplies in a public health emergency, in accordance with the county's Strategic National Stockpile Plan. The exercise was the County's first attempt to establish a Point of Distribution and was designed to identify and remedy potential problems before a real medical emergency occurs.<sup>147</sup>
- **State of Arizona:** The Arizona Fire Chiefs Association (AFCA) offers a "train the trainer" course on Statewide Mutual Aid to administrators, emergency managers, company officers and chief officers throughout the state of Arizona. The course is part of an overall orientation and training effort by AFCA leading up to the implementation of Statewide Mutual Aid. AFCA also offers mutual aid dispatch and activation guidelines training for dispatch center personnel and emergency managers.<sup>148</sup>
- **Philadelphia Area Counties.** In May 2007, the Chester County (PA) Hazardous Materials Response Team (HMRT) traveled to the Philadelphia Fire Academy to participate in a joint training exercise between the other HAZMAT Teams and Bomb Squads from the Southeast Pennsylvania region. Chester County HMRT was paired with Bucks County HIRT and the Delaware County Bomb Squad. This training was sponsored by the Southeast Pennsylvania Regional Task Force Hazardous Materials Subcommittee which includes the Hazardous Materials Response teams for Bucks, Montgomery, Philadelphia, Delaware and Chester Counties along with the state Department of Environmental Protection, EPA and the Philadelphia FBI HAZMAT Unit. These training exercises have been held twice a year for the last four years and have given regional HAZMAT response a more cohesive capability.<sup>149</sup>
- **Pittsburgh Area Counties:** Allegheny County, Beaver County, Butler County (Pennsylvania), Emergency Teams - Rapid Intervention Team, Inc. (ABBET-RIT) is a non-profit organization dedicated to the promotion of firefighter safety through information and resource sharing. ABBET-RIT works to improve incident site safety through information, training and a collaborative environment where members can exchange best practices. In 1999, the issue of firefighter safety

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<sup>146</sup>US Department of Homeland Security. "Lessons Learned Information Sharing, Best Practice Series: Mutual Aid Agreements: Conducting Joint Training and Exercises." June 20, 2008.

<sup>147</sup>Sutter County, CA. "Activating a Point of Distribution: Background Information on Response to Biological Hazard in Emergency Exercise on May 15." May 27, 2008. [http://www.co.sutter.ca.us/pdf/news/strategic\\_stockpile.pdf](http://www.co.sutter.ca.us/pdf/news/strategic_stockpile.pdf)

<sup>148</sup>Ibid.

<sup>149</sup>Chester County Department of Emergency Services. "HazMat Team Participates in Regional Joint Training." *The Responder*. July 2007. [http://dsf.chesco.org/des/lib/des/responder\\_2007/july2007.pdf](http://dsf.chesco.org/des/lib/des/responder_2007/july2007.pdf)



brought together three fire departments from Allegheny, Beaver and Butler counties in southwestern Pennsylvania. The firefighters met at a local restaurant to discuss training methodologies and emergency response procedures. Discussions focused on personnel accountability and rapid intervention. Within a year, the group was holding monthly meetings and had grown to include more than ten fire departments. In addition, the group had adopted personnel accountability and rapid intervention standard operating procedures (SOPs) to improve mutual aid operations between their jurisdictions. In 2001, the group of firefighters became an official organization. Members developed a set of organizational by-laws with the aid of an area firefighter who was also a lawyer. The bylaws were agreed upon and, in May, and representatives from each of the three counties signed incorporation papers for the new organization. Shortly thereafter, ABBET-RIT elections were held and elected officers assumed their positions in January 2002.<sup>150</sup>

**Fiscal Impact**

Assuming establishing protocols for a joint information center and conducting new joint trainings and emergency response exercises requires a five percent increase in City and County General Fund emergency management expenditures, the County would see an additional \$119,020 liability, while the City would see a \$40,622 liability. These estimates are based on FY2011 City and County budgeted emergency management expenditures, assuming a gradual increase in joint activities culminating in FY2014.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	(\$17,677)	(\$27,045)	(\$36,781)	(\$37,517)	<b>(\$119,020)</b>
<b>City</b>	\$0	(\$3,552)	(\$9,058)	(\$12,934)	(\$15,078)	<b>(\$40,622)</b>

**Timeline for Implementation**

Providing the City and County would commence coordination and planning for joint emergency management activities in 2011, the first joint training and emergency response exercises could begin in 2012. Over a three year period, it is estimated these joint activities would increase up to a fully operational level in 2014.

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<sup>150</sup>US Department of Homeland Security. "Lessons Learned Information Sharing, Good Story Series: Allegheny County, Beaver County, Butler County (Pennsylvania), Emergency Teams - Rapid Intervention Team, Inc." June 25, 2008.



**SERVICE DELIVERY AREA: Public Works - Fleet**

<b>PW01.</b>	<b>Achieve Economies of Scale by Streamlining Fleet Management Software</b>	
	<b>Target outcome:</b>	Streamlined software management platforms, wider range of shared service opportunities, lower program administration/software costs for City, County and other regional fleet operations.
	<b>Financial impact:</b>	Not quantifiable (County) Not quantifiable (City)
	<b>Responsible entities:</b>	City of St. Louis Board of Public Service Fleet Management, City Police Fleet Management and St. Louis County Department of Highways and Traffic, METRO, MSD, Airport, etc.
	<b>Timeframe:</b>	Long-term

**Summary of Current Operations**

<b>St. Louis County</b>	<b>St. Louis City</b>
<p><b>Responsible Department:</b> St. Louis County Department of Highways and Traffic</p> <p><b>FY2010 Budget:</b> \$8.6 million overall Fleet budget (Budgeted at department level)</p> <p><b>FY2010 Staffing:</b> 500 FTEs</p> <p><b>Current Operations:</b> The County’s Department of Highways and Traffic is responsible for keeping the County’s fleet of 3,400 vehicles and small engine equipment functioning at five maintenance districts throughout the County.</p> <p>The Department maintains nine fueling sites throughout the County.</p> <p>Additional responsibilities include maintenance of the road and bridge system for unincorporated County and designated arterial roads in incorporated communities as Missouri’s second largest caretaker of public roadways (second to the Missouri Department of Transportation (MoDOT) with 3,100 lane miles of road and street pavement and more than 184 bridges to maintain.</p> <p>The Department also repairs bridge decks, constructs new sidewalks and driveway approaches, installs traffic signs, designs complex new road construction plans and oversees parking garage operations for more than 2,400 vehicles<sup>151</sup>.</p>	<p><b>Responsible Department:</b> Board of Public Service Equipment Services Division (ESD)</p> <p><b>FY2010 Budget:</b> \$11.1 million (General Fund)</p> <p><b>FY2010 Staffing:</b>68 FTEs</p> <p><b>Current Operations:</b> The Equipment Services Division (ESD) provides repair and maintenance to City’s 2,150 vehicles and equipment at four garage repair facilities throughout the City.</p> <p>The Division also manages the fleet fueling procedures for City vehicles.</p> <p>The Division is not responsible for many of the functions similar to the County’s Department of Highways and Traffic; as many of these functions in the City are carried out by the Streets Department.</p>

<sup>151</sup>St. Louis County. “Saint Louis County’s Department of Highways and Traffic.” <https://www.co.st-louis.mo.us/hwyweb/>



## St. Louis County

The County's Department of Highways and Traffic fleet management role is quite extensive and operates a centralized fleet operation through a monthly charge-back allocation from each County department by vehicle. The Department carries out a comprehensive fleet management role for each County department. While fleet purchases are budgeted at a department level, the Department assists by creating the specifications for vehicle and specialized equipment needs to ensure that they are continuously right-sizing the fleet; it also prepares the fleet budget for all County departments so that they maintain an accurate projection and are able to budget accordingly for their monthly fuel and maintenance costs as projected by the Department of Highways and Traffic.

The County uses software solutions from Enrich Software Corp., a suite of standardized software modules that are integrated to form their transportation (Enterprise Resource Planning) system; the two modules include Equipment Maintenance and Materials Management and Customer Web Access. These two modules cost the County approximately \$13,000 in annual maintenance costs, a minimal cost comparatively to other fleet management systems, but, according to the County, it is currently lacking any web-based functionality.

## City of St. Louis

The City's Equipment Services Division (ESD) plays a less extensive role in the City's fleet management, yet operates on a set budgeted allocation within ESD (as compared to budgeting for fuel and fleet maintenance within each department). In the City, departments make their own fleet purchases with little coordination from ESD and have little incentive to maintain proper maintenance cycles with no financial burden directly impacting those decisions within the departments. This often results in ESD exceeding the budgeted amounts allocated for fuel and vehicle maintenance of City vehicles within the ESD budget. If the City were to establish an internal service fund, each department would need to be held accountable for adequately budgeting for their share of the expenses. While those costs that exceed the fuel and fleet maintenance budget allocations may be easier to manage within one department (ESD), the model does not enforce fiscal responsibility. While moving to an internal service fund has been suggested for a number of years, the City has not yet been able to implement such an initiative. These recommendations include an audit report by the Missouri State Auditor's Office that recommended... "the city should establish an internal service fund for the ESD, in which the cost of providing fuel and services is billed to and paid by the applicable city departments<sup>152</sup>."

The City currently uses Asset Works Fleet Focus M5 for their fleet management system. According to their website, Asset Works is a leading provider of technology and consulting solutions for asset or infrastructure-intensive organizations and their Fleet Focus software applications can track all functions related to the maintenance of vehicles and equipment, including processing repair and preventive maintenance (PM) workorders, capturing operating expenses and offers billing and tracking for vehicle equipment usage.

## Initiative Description

While the fleet management software provides the foundation for many of the shared service opportunities that may exist between the City and the County, it would make sense for them to streamline their fleet management systems to ensure that they are operating with similar systems for tracking operating costs and supporting decisions affecting their fleets. While preventive maintenance, repair

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<sup>152</sup>City of St. Louis. "Board of Public Service Audit Report No. 2008-61." September 2008.



services and other relevant information for all City and County fleet is tracked within these computerized systems 'from cradle to grave', it is important to have systems that are capable of being interfaced.

To date, the City and the County have been able to participate in independent forms of inter-jurisdictional cooperation. For example, the City has been able to work out cooperation agreements with Metro for servicing their fire suppression vehicles, and the City Police Department to carry out approximately 75 percent of their light duty maintenance. The County has also been able to secure agreements for fill-in work with municipalities within the County and the Housing Authority.

Below is a recent example of a similar initiative to increase efficiencies through streamlining software systems:

- **City of Colorado Spring and Colorado Springs Mountain Metropolitan Transit Authority (Mountain Metro), CO:** These two entities recently upgraded to the browser-based version of Fleet Focus in September 2010 in an effort to take advantage of the built-in integration between maintenance, operations and ITS technology offered by Asset Works that will allow them to use the same system and view the same data to improve efficiencies. This integrated solution will help improve vehicle availability, streamline service requests and incident reporting, and consolidate IT resources.

### **Fiscal Impact**

While it is often very expensive to purchase new software systems; having fleet maintenance facilities in the region with the ability to work from a similar web-based (or browser-based) platform would allow for future integration of operations between the County and other large regional fleet operations, including the City. Currently, the City, City Police and Metro, operate with Asset Works, which offers a web-based solution. According to the County, Enrich doesn't offer a web-based option at this time. This has generally not been an issue for the County that has, to date, only done fill-in work for municipalities within the County that do not have fleet management systems in place. If future integration should be pursued, the County would have to find a way to interface the Enrich system with these systems; as an alternative, it may make sense to upgrade to Asset Works at that time. Initial costs of purchasing these systems can vary based on the number of vehicles the system would be tracking. That being said, until there is a better idea for the scope of participation and the approach that will be taken to streamline these systems, there is really no way to determine an accurate fiscal impact.

In an effort to minimize costs, the City and the County should consider the opportunities that may exist to renegotiate the current contract with Asset Works to include joint licensing, or regional licensing to leverage the savings that could be achieved through a regional commitment to utilize a web-based version of this particular fleet management system. While annual licensing may be based on number of vehicles, it would make sense to assume that as that number of vehicles increases there would be an opportunity for unit savings that could be negotiated for all parties. Not only would there be an opportunity for savings from annual licensing, but there may be also be savings that could be achieved by reducing the number of servers and housing all servers in one location; perhaps this is another opportunity for these regional players to negotiate based on their 'purchasing power' or regional presence/stability with an entity like REJIS for the hosting capacity that would be needed in a case like this.

### **Timeline for Implementation**

A reasonable first step for streamlining the software systems between the City and the County would be to explore each of these fleet initiatives collectively and determine which ones can be implemented to



## DISCUSSION DRAFT



achieve the greatest savings at the lowest cost for the City and the County. By working incrementally towards more shared service opportunities in this particular area, there is likely a better chance for their success.



<b>PW02.</b>	<b>Contracting for Joint Fueling Sites (Joint Fuel Purchasing)</b>	
	<b>Target outcome:</b>	Monthly fuel purchases tracked on a monthly basis in the City, increased revenue to County through administrative fee and reduced costs in fuel purchasing through bulk purchase.
	<b>Financial impact:</b>	Not quantifiable at this time(County) Not quantifiable at this time(City)
	<b>Responsible entities:</b>	City of St. Louis Board of Public Service Fleet Management and St. Louis County Department of Highways and Traffic
	<b>Timeframe:</b>	Long-term

**Summary of Current Operations**

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> St. Louis County Department of Highways and Traffic</p> <p><b>FY2010 Budget:</b> \$8.6 million overall Fleet budget (Budgeted at department level)</p> <p><b>FY2010 Staffing:</b> 500 FTEs</p> <p><b>Current Operations:</b> The County's Department of Highways and Traffic is responsible for keeping the County's fleet of 3,400 vehicles and small engine equipment functioning at five maintenance districts throughout the County.</p> <p>The Department maintains nine fueling sites throughout the County.</p> <p>Additional responsibilities include maintenance of the road and bridge system for unincorporated County and designated arterial roads in incorporated communities as Missouri's second largest caretaker of public roadways (second to the Missouri Department of Transportation (MoDOT) with 3,100 lane miles of road and street pavement and more than 184 bridges to maintain.</p> <p>The Department also repairs bridge decks, constructs new sidewalks and driveway approaches, installs traffic signs, designs complex new road construction plans and oversees parking garage operations for more than 2,400 vehicles<sup>153</sup>.</p>	<p><b>Responsible Department:</b> Board of Public Service Equipment Services Division (ESD)</p> <p><b>FY2010 Budget:</b> \$11.1 million (General Fund)</p> <p><b>FY2010 Staffing:</b>68 FTEs</p> <p><b>Current Operations:</b> The Equipment Services Division (ESD) provides repair and maintenance to City's 2,150 vehicles and equipment at four garage repair facilities throughout the City.</p> <p>The Division also manages the fleet fueling procedures for City vehicles.</p> <p>The Division is not responsible for many of the functions similar to the County's Department of Highways and Traffic; as many of these functions in the City are carried out by the Streets Department.</p>

<sup>153</sup>St. Louis County. "Saint Louis County's Department of Highways and Traffic." <https://www.co.st-louis.mo.us/hwyweb/>



## St. Louis County

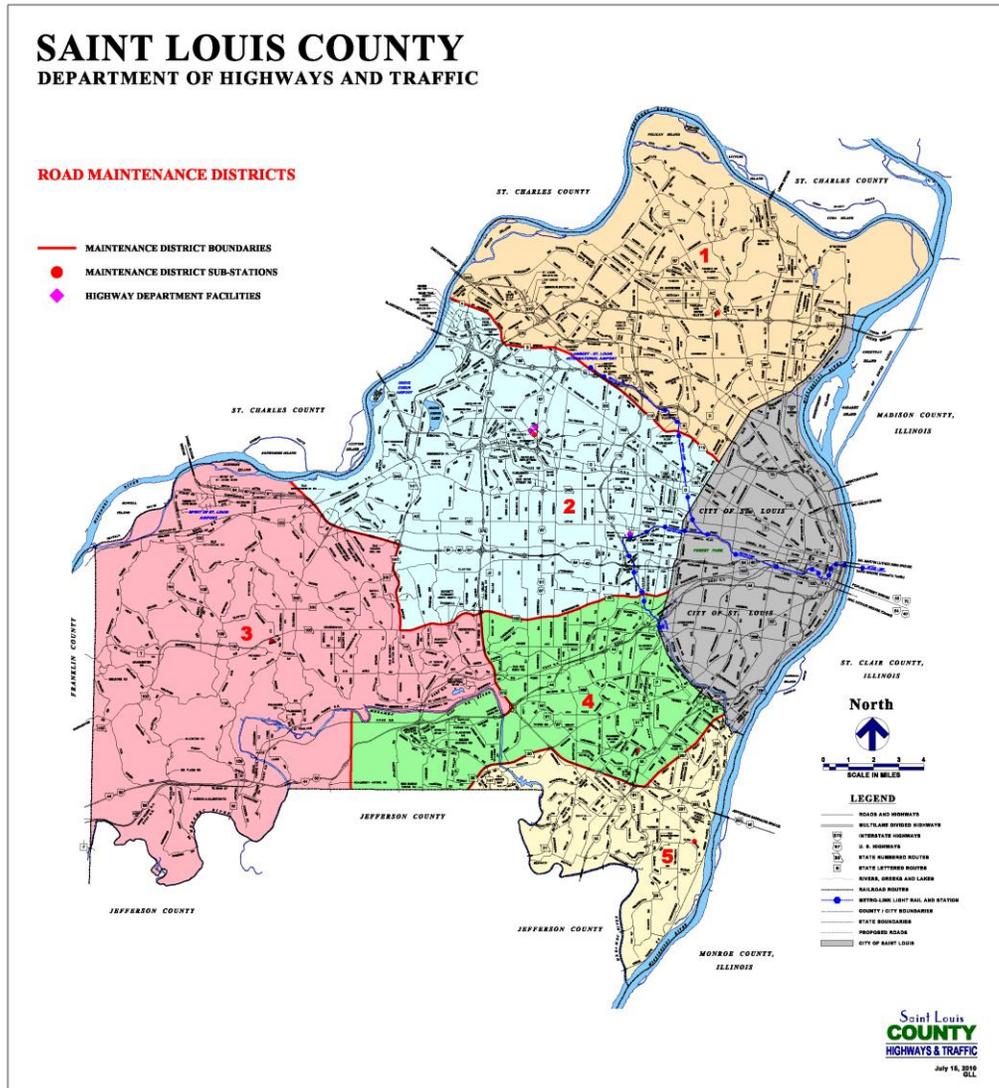
The County maintains one person in their Highways and Traffic Department responsible for securing the purchase of fuel for the County. Fuel is currently secured through a three year contract with Froesel Oil with an annual renewal option, but competitively bid through central purchasing every year. The County leverages their bulk purchasing power for fuel by maintaining joint purchasing contracts with seven municipalities (currently in negotiations with the eighth) and the St. Louis County Housing Authority. These contracts are also three year renewable contracts.

The County also operates nine fleet management fuel sites throughout the County; this currently includes six 24-hour operations (two that offer gasoline and diesel) and three open from 7:00am-3:30pm Monday through Friday (excluding holidays) at Highway Maintenance Districts #1, #3 and #5. Each year the County facilitates a geographical study to determine if the fueling sites are being fully-utilized and if new locations should be considered or current locations closed; fuel sites were replaced this year and funded through excess fuel savings.

The County just installed a new automated fueling system this year through a local St. Louis company, Petro Vend. This vendor provides the fuel keys and assigns Employee Identification Numbers (EINs) for each person granted rights to the automated fueling system for the County's fuel purchases. The vendor also facilitates the electronic reporting file that is provided on a weekly basis to allocate fuel transactions based on vehicle use and EIN number. See the map below for the boundaries of the County's Road Maintenance Districts:



### County Road Maintenance Districts





## City of St. Louis

The City also purchases their fuel through a competitive bidding process; the bulk diesel contract is three and a half years into a five year contract with Kiesel Oil Company. This contract provides diesel for the City's tanker pick-ups and small park tanks and above-ground diesel tanks. The contract sets the price at the daily Oil Price Information Service (OPIS) rate plus the bid margin for pricing with an annual escalation charge.

The fueling process for the City is similar to the County, with the City using the services of Fuelman through Asset Works. The contract is in the first year of its five year contract. This vendor provides the credit cards for the City's fuel purchases as well as the electronic reporting file that is provided on a weekly basis to allocate fuel transactions based on vehicle use. The City does not maintain any fueling stations, but through this vendor, the City is provided a 4-5 cent discount on the rack price (pump price) according to weekly average OPIS price adjustments including the bid margin by brand for pricing. This process allows the City to audit fuel charges without knowing the pump price at every station.

The City alone spent nearly \$3.5 million on 1,442,012 gallons of all fuel types (gasoline, diesel, Compressed Natural Gas (CNG), E85) over the last 12 months; this includes a portion of the Water Division and excludes the Airport and City Police.

## Initiative Description

The City should consider entering into the County's joint fuel purchasing program to increase the bulk purchasing power that they have already increased through participation from other municipalities. While a separate entity not controlled by the City, it makes sense for the City's Police Department to also measure the potential benefits that may be achieved through partnering with the City to purchase fuel with the County. Ideally, in the long-term, key players like Metro, the Airport and Metropolitan Sewer District (MSD) should also consider the savings that could be achieved by creating a regional buying power that would dramatically reduce the purchase price by increasing the economies of scale as they relate to the bulk purchase of fuel. By creating a regional pact, there also becomes an incentive for bidders to be even more competitive to secure a contract of this scale.

A number of creative intergovernmental agreements have been forged in an effort to increase efficiencies or reduce costs:

- **City of Livermore and Surrounding Regional Entities, CA:** The City of Livermore's Fleet Services Section provides preventive maintenance and repair services for all city vehicles and equipment. Staff maintains a computerized fleet management program that tracks operating costs and provides information that supports decisions affecting the fleet. Staff also coordinates compliance with all applicable regulatory agencies associated with commercial fleet operations including licensing and inspections. In addition to maintaining the city fleet, staff also performs preventive maintenance and repairs for the Livermore Valley Joint Unified School District and the City of Tracy Fire Department. The Fleet Services Section also provides fuel sales and management to Livermore Area Recreation Park District, Alameda County Fire Department, Livermore Valley Joint Unified School District and Zone 7 Water Agency through a computerized fuel management program<sup>154</sup>.
- **Sierra Vista Unified School District and the City of Sierra Vista, AZ:** The Sierra Vista Unified School District approved two intergovernmental agreements in late 2009 for fleet maintenance

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<sup>154</sup>City of Livermore, CA. "Fleet Services." July 2, 2010. <http://www.ci.livermore.ca.us/maintenance/fleet.html>



and fueling services for its vehicles with the City as a backup to the District's own services. They have determined that by combining resources they will be in a position to offer greater efficiencies and cost savings for the District. While the district currently has its own fueling capacities, the first agreement provides backup to the district for the actual purchase price of the fuel, plus a \$0.05 per gallon flowage fee to offset operation and maintenance costs of the fuel facility. In a second intergovernmental agreement the City agreed to provide fleet maintenance and repair services to the District and offer fleet parking or storage areas as an optional service. While the District has its own maintenance services the City services will also be used as a backup in an emergency or unforeseen circumstance<sup>155</sup>.

- **Palm Beach County and the Federal Bureau of Investigation, FL:** In 2005 the Palm Beach County Fleet Management Division entered in a three-year fuel purchase agreement with the FBI, with a five-year option to renew the agreement. The FBI office located in Palm Beach County was looking for ways to cut its fuel cost and contacted the county inquiring about purchasing fuel from their 13 fuel sites. Palm Beach County Fleet Management Division has several current contracts to supply fleet-related service and fuel, including the Secret Service, Florida States Attorney and Public Defender, and several other cities. Palm Beach County Fleet Management Division is able to sell fuel to its customers on average approximately 35 cents per gallon less than average retail prices in Palm Beach County. Palm Beach County Fleet Management Division formed a fuel-purchasing co-op that includes 13 cities within the County and the School Board District. The contract for the co-op is for 9.3 million gallons of gasoline and diesel that will be purchased annually<sup>156</sup>.

## Fiscal Impact

At this time, it is difficult to determine the fiscal impact to the City or the County. There are a number of considerations that would need to be taken into account to determine if this initiative is in the best interest of the City. For example, the City believes that there may be at least \$50,000 left on the Kiesel contract that would have to be bought out if they were to cancel the contract to cover the capital investment of equipment and networked tanks (fuel controllers/tank monitors) that were made available to the City by the vendor. If this is the case, the City would have to determine if those buy-out costs are more or less than the projected savings that could be achieved by procuring with the County. The City would also need to determine if the separate Fuelman contract outlines any stipulations or cost burdens within its cancellation clause.

Further complicating these considerations, the City and the County would have to expend a fair amount of time determining 1) if the increased spend on the County's open fuel purchasing contract would ultimately save the City/and or the County and municipalities that already participate money and 2) if so, with the administrative fee that would be charged by the County to utilize Petro Vend (currently 5 cents per gallon) would the savings for the City be enough to justify terminating their current contract.

While it was noted that the County's nine fueling sites may not currently be in the most convenient locations for the City and City Police, we believe this issue could be easily resolved. If the City and the City Police were in a position to make such a commitment to secure their fuel purchase through the County's contract, we believe the annual geographical study done by the County could be extended into the City's boundaries and a workable solution could be identified.

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<sup>155</sup>"City Sharing Fleet Services with School District." *Government Fleet*. November 9, 2009. <http://www.government-fleet.com/Channel/Maintenance/News/Story/2009/11/City-Sharing-Fleet-Services-with-School-District.aspx>

<sup>156</sup>"Palm Beach County Fleet Management Division to Provide Fuel to FBI." *Government Fleet*. September 14, 2005. <http://www.government-fleet.com/News/Story/2005/09/Palm-Beach-County-Fleet-Management-Division-to-Provide-Fuel-to-FBI1.aspx>



## DISCUSSION DRAFT



Until the economies of scale can be increased to a point where the purchase price would be reduced (the gallons purchased through partnerships with key players such as Metro or City Police would be substantial enough to reduce the bulk purchase price - the addition of the City alone may not be enough to impact the cost), and the City implement an internal service fund to allocate fuel costs by department, it may not make sense for the City to consider such an option as there would likely be little, if any financial incentive for the City as well as very little incentive for the County.

### **Timeline for Implementation**

Given that the fuel contracts for the City and the County may be a bit out of sync, discussions should begin immediately on how any arrangement for joint purchasing could be pursued in the future. The City should explore their current contracts with vendors to determine if the clauses within the contracts make it feasible to achieve savings by partnering with the County. It would be in the best interest of the City to at least explore the opportunities that may exist with the City Police to find ways in which they can collectively increase their spend in this area in an effort to not only cease the duplication of administrative tasks related to securing fuel contracts, but substantially increase the bulk spend and save money for the citizens in the City of St. Louis. It would also make sense to bring other key players to the table to discuss the opportunities that may exist for a more regional approach to securing fuel contracts for the purchase of fuel (*as also discussed in AD06. Consider Joint Procurement of Common Supplies and Bulk Purchases.*) It also makes sense to explore how a sharing arrangement may be forged that would expand the County's fueling sites across the region to reduce the duplication of similar processes used by each of these entities.



<b>PW03.</b>	<b>Standardize the Fleet within the City and the County</b>	
	<b>Target outcome:</b>	Achieve greater efficiencies for the City and County through increased opportunities for collaboration and bulk purchasing.
	<b>Financial impact:</b>	Not quantifiable (County) Not quantifiable (City)
	<b>Responsible entities:</b>	City of St. Louis Board of Public Service Fleet Management and St. Louis County Department of Highways and Traffic
	<b>Timeframe:</b>	Long-term

**Summary of Current Operations**

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> St. Louis County Department of Highways and Traffic</p> <p><b>FY2010 Budget:</b> \$8.6 million overall Fleet budget (Budgeted at department level)</p> <p><b>FY2010 Staffing:</b> 500 FTEs</p> <p><b>Current Operations:</b> The County's Department of Highways and Traffic is responsible for keeping the County's fleet of 3,400 vehicles and small engine equipment functioning at five maintenance districts throughout the County.</p> <p>The Department maintains nine fueling sites throughout the County.</p> <p>Additional responsibilities include maintenance of the road and bridge system for unincorporated County and designated arterial roads in incorporated communities as Missouri's second largest caretaker of public roadways (second to the Missouri Department of Transportation (MoDOT) with 3,100 lane miles of road and street pavement and more than 184 bridges to maintain.</p> <p>The Department also repairs bridge decks, constructs new sidewalks and driveway approaches, installs traffic signs, designs complex new road construction plans and oversees parking garage operations for more than 2,400 vehicles<sup>157</sup>.</p>	<p><b>Responsible Department:</b> Board of Public Service Equipment Services Division (ESD)</p> <p><b>FY2010 Budget:</b> \$11.1 million (General Fund)</p> <p><b>FY2010 Staffing:</b> 68 FTEs</p> <p><b>Current Operations:</b> The Equipment Services Division (ESD) provides repair and maintenance to City's 2,150 vehicles and equipment at four garage repair facilities throughout the City.</p> <p>The Division also manages the fleet fueling procedures for City vehicles.</p> <p>The Division is not responsible for many of the functions similar to the County's Department of Highways and Traffic; as many of these functions in the City are carried out by the Streets Department.</p>

**St. Louis County**

As previously discussed, the County has done a good job of leveraging cost savings in the County through buying units of the same or similar vehicles from the same manufacturers. Through a

<sup>157</sup>St. Louis County. "Saint Louis County's Department of Highways and Traffic." <https://www.co.st-louis.mo.us/hwyweb/>



coordinated approach with each department in the County, including the Police, the County has the ability to adopt a bulk purchasing approach when purchasing vehicles by ensuring that one person is dedicated to developing and standardizing specifications for all vehicle and specialized equipment purchases. The County purchases all American made vehicles, generally Ford, GM and Chrysler models and is certified to carry out all GM warranty work and services.

One additional unique feature for the County is that they possess a Missouri Dealership license; this allows them to purchase undercover police vehicles and other special request vehicles at auto auctions at a lower cost.

### **City of St. Louis**

The City's decentralized approach to allowing some departments to purchase their own vehicles is not as coordinated as the efforts in the County. Departments do not receive specification guidelines for passenger vehicles and there is little to no interdepartmental cooperation on the procurement of vehicles. This is likely a result of the fact that the City has not been in the position to purchase many vehicles over the last few years; 60 percent of the fleet is over 10 years old and older vehicles are held to cover needs as emergency reserves when fleet used for critical services are down for maintenance.

### **Initiative Description**

Once the City is in a position to purchase new vehicles, they should seek to standardize their fleet purchases with those of the County. By standardizing the fleet and streamlining the fleet management systems within the two entities they will be in the best position to explore future opportunities for shared services. In standardized fleets, all vehicle types are similar models (for example, all sedans are Impalas or all trucks are Ford series). This permits operators to service fleets more efficiently through standardized processes and generally results in lower error rates. This also leads to lower costs by streamlining parts procurement for needed maintenance and other service related issues.

There is also a possibility that the City or City Police could find a way to take advantage of the County's ability to purchase auction vehicles at a substantially lower price through some sort of agreed up-front payment arrangement to secure fleet at a substantially lower cost while paying a minimal 'service fee' to the County to cover their costs involved in securing such purchases. It should be noted that the County's Department of Highways and Traffic provides service to the County's Police fleet while the City and the City Police maintain completely separate operations. While the majority of the County's savings achieved through this approach are by purchasing undercover police vehicles; there may be less benefit to the City as opposed to the City Police.

### **Fiscal Impact**

No fiscal impact can be determined at this time. Given the City has not been in a position to purchase vehicles in the last few years there is no way to determine if the number of vehicles they may be procuring when sufficient funds become available, therefore, there is no way to determine if the joint purchase would produce savings for the City or the County at this time.

### **Timeline for Implementation**

The timeline for implementation is also difficult to determine as the City estimates that they may not be in a position to purchase vehicles until 2014. While the City may not be purchasing vehicles in the next year, there is always the opportunity to begin discussions with the County on the prices they have been able to secure for fleet, the models of vehicles they generally secure and what other opportunities may exist to leverage their joint fleet and equipment purchasing power.

**SERVICE DELIVERY AREA: Public Works**

<b>PW04.</b>	<b>Increase Collaboration on Sewer Lateral Program</b>	
	<b>Target outcome:</b>	Program administration cost savings for the City and County.
	<b>Financial impact:</b>	\$1,057,192 (County) \$820,387 (City)
	<b>Responsible entities:</b>	County Public Works Department, City Streets Department
	<b>Timeframe:</b>	Medium to Long-term

**Summary of Current Operations**

<b>St. Louis County</b>	<b>St. Louis City</b>
<b>Responsible Department:</b> Department of Public Works, Sewer Lateral Program	<b>Responsible Department:</b> Streets Department, Lateral Sewer Repair Program
<b>FY2010 Budget:</b> \$3,109,881 (Sewer Lateral Fund)	<b>FY2010 Budget:</b> \$3,149,748 (Lateral Sewer Fund)
<b>FY2010 Staffing:</b> 4	<b>FY2010 Staffing:</b> 18.26 (budgeted)
<b>Current Operations:</b> The Public Works Department's Neighborhood Services Division manages the Sewer Lateral Program, which repairs approximately 850 sewer laterals in unincorporated St. Louis County and in ten contract municipalities. The program is funded by contributions from contract municipalities and a \$28 annual fee imposed on all residential property located within unincorporated St. Louis County having six or less dwelling units.	<b>Current Operations:</b> The City's Lateral Sewer Repair Program is managed by the Streets Department and directly overseen by the Director of Streets. The Program is funded by a \$28.00 annual fee on all residential property having six or less dwelling units.

**Initiative Description**

Both the City and the County currently operate sewer lateral repair programs. A sewer lateral repair program funds repairs for a defective residential sewer lateral, representing the portion of a sewer line that branches off the main line to service a particular property. In many cases, these laterals will become blocked, will collapse, or be otherwise damaged, requiring repair. Traditionally, repair of the upper lateral, the portion of the sewer line that extends from the curb to a home's foundation, is the responsibility of the homeowner, while the lower lateral, the portion extending from the curb to the main sewer line, is the responsibility of the municipality. However, municipal sewer lateral repair programs often offer a subsidy of up to 100 percent to repair all or a portion of the upper lateral.

Overall, the City and County sewer lateral repair programs are highly similar: they charge identical fees, require city/county bidding and selection of the contractor and require inspection/validation of the need for the repair. However, the County's program is much broader in scope than that of the City. In the City, repair will be made only if the break occurs in a City right of way. In the County, any portion of the sewer lateral can be repaired, although homeowners are responsible for clearing any blockage in their sewer lateral.



There are areas under which the City and County could collaborate to reduce program administration costs. However, it is likely such an initiative would require changes to the City and County codes.

- 1) **Create a single regional entity to manage a joint city/county sewer lateral repair program.** This would require harmonization of inspection, bid solicitation and contractor selection requirements. Alternatively, either St. Louis City or St. Louis County could provide this service to each other under contract. This would be similar to the current arrangement St. Louis County has with its resident municipalities. To further reduce inspection and contractor selection costs, the combined entity could shift to a simple reimbursement structure for homeowner-initiated repairs.

The following are examples of cities with this structure:

- **Rock Island, IL – Sewer Lateral Repair Program**  
Provides up to \$8,000 for the repair or replacement of a failed sewer lateral for owners of residential property.
- **Boston, MA – Sewer Lateral Financial Assistance Program**  
Provides up to \$3,000 to eligible property owners with a completely blocked or collapsed sewer lateral requiring excavation in a public right-of-way.
- **Santa Barbara, CA – Sewer Lateral Inspection Program**  
Provides up to \$150 per sewer line inspection and up to \$2,000 per lateral line repair or replacement for eligible residential properties. Waives all applicable permit fees.

Due to differences between the City and County programs, a joint program would likely use both City and County inspectors to enforce the unique provisions of the City and County's sewer lateral programs. In addition, repairs would need to be provided in accordance with the scope of each entity's programs. At present, staff in the City and County sewer lateral programs are also responsible for activities in other public-works related programs. Consolidating program administration on a regional level could potentially free up these staff for these other responsibilities and priorities, while leveraging administrative cost savings that would accrue to both entities.

- 2) **Open sewer lateral repair contract bidding to both City and County contractors.** By expanding sewer lateral repair contracts to a wider, regional pool of bidders, the City and County can potentially leverage lower per residence repair costs from contractors. It is likely doing so would require a reciprocal licensing agreement that would allow City-licensed contractors to work in St. Louis County and vice versa.

**Fiscal Impact**

Based on 2011 budgeted City and County sewer lateral program expenditures and assuming a jointly administered sewer lateral program would reduce costs 10 percent by 2014, the City could be expected to save \$820,387 and the County, \$1,057,192 from 2012 to 2015.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	\$0	\$157,011	\$240,227	\$326,709	\$333,244	\$1,057,192
<b>City</b>	\$0	\$71,736	\$182,926	\$261,219	\$304,506	\$820,387



### **Timeline for Implementation**

Before the City and County could begin administration of a joint sewer lateral program, both jurisdictions would need to identify administrative functions that could realistically be consolidated on a regional level. The City and County would evaluate, then coordinate administrative activities, within the framework of an interlocal agreement establishing the conditions for joint administration of the two programs. Once this process is complete, the City and County could commence joint program administration as early as 2012, with full savings being realized in 2014.



<b>PW05.</b>	<b>Coordinate City and County Code Enforcement Activities</b>	
	<b>Target outcome:</b>	Simplified building code compliance for regional developers.
	<b>Financial impact:</b>	Not quantifiable (County) Not quantifiable (City)
	<b>Responsible entities:</b>	St. Louis Building Division, Department of Public Safety; St. Louis County Code Enforcement Division, Department of Public Works
	<b>Timeframe:</b>	Long-term

**Summary of Current Operations**

St. Louis County	St. Louis City
<p><b>Responsible Department:</b> Department of Public Works, Code Enforcement Division</p> <p><b>FY2010 Budget:</b> \$9,281,500<sup>158</sup></p> <p><b>FY2010 Staffing:</b> 134</p> <p><b>Current Operations:</b> The Code Enforcement Division performs plan reviews, issues permits and conducts inspections related to enforcement of building, mechanical, electrical, plumbing, commercial property maintenance, zoning and public safety-related codes throughout unincorporated St. Louis County and 82 of the County's incorporated municipalities.</p> <p>The Division's Business Assistance Center assists county businesses in navigating the County's plan review, permitting, inspection and licensing process.</p>	<p><b>Responsible Department:</b> Department of Public Safety, Building Division</p> <p><b>FY2010 Budget:</b> \$21,866,766</p> <p><b>FY2010 Staffing:</b> 231 (budgeted), 223 (actual)</p> <p><b>Current Operations:</b> The St. Louis Building Division issues building permits, conducts building inspections, demolishes vacant buildings and enforces zoning ordinances. The Division also operates the Housing Conservation Program designed to preserve the City's housing stock.</p> <p>In FY2011, Code Enforcement plans to significantly reduce its staff due to a decline in supporting revenues related to depressed construction activity.</p>

**Initiative Description**

Currently, the City and County building codes are not coordinated or integrated in a way that eases building code compliance for developers in the metropolitan St. Louis region. Although both the City and County have recently adopted the 2009 International Building Code and have attempted to mirror each other's codes when possible, the two codes remain uncoordinated in areas relating to existing buildings. In some cases, the building codes for the County's constituent municipalities also remain uncoordinated with that of the County and each other. Many City and County residential structures are highly similar in construction and the City and County building codes also share a number of key similarities due to past coordination efforts. Fully standardizing building codes would simplify building code compliance for regional developers while assuring a minimum standard of construction standards throughout the region. The City and County should consider an initiative with other interested municipalities in the region to create a single regional uniform building code. The code would incorporate the principles of the 2009 IBC

<sup>158</sup>Reflects budgets for building inspection, building permits, and business assistance center programs.



and establish minimum standards for building construction, which would be the foundation for all local building codes in the region. Participating municipalities would still have the option to add additional requirements to their building codes in line with development goals or treatment of special historical structures. The City, County and other participating governments would also create a regional commission consisting of representatives from all participating entities to coordinate amendments to local building codes and update and amend the regional building code on an ongoing basis.

Several urban governments have adopted this approach:

- **Tucson and Pima County, AZ:** Tucson and Pima County's building codes are completely harmonized under the requirements of Arizona state law. Arizona state law requires that building codes adopted by the largest city within a county and the county will "at all times be substantially uniform." The statute also provides for code adoption in the same manner as for zoning ordinances, which require public hearings. Tucson and surrounding Pima County have a Joint City/County Building Code Committee which provides for regional code review, public hearings and technical review. Seven members are jointly appointed by the City of Tucson's mayor and city council and the Pima County Board of Supervisors.<sup>159</sup>
- **Des Moines, IA Area Communities:** Municipalities in the Des Moines, IA metropolitan area operate on the same basic construction codes, based on the International Building Code. In addition, the metropolitan area building officials have committed to working to further coordinate amendments to their building codes throughout the region in the next cycle of code adoptions.

In 2006, the building officials prepared an agreement establishing a metropolitan licensing program for electrical, mechanical and plumbing trades. The program includes a process and single agency for review and approval of trade licenses to replace the existing community specific program; similar structure and requirements for experience, licensing, training and CEU's for the three trades; and establishment of a metro-wide licensing and appeals board to establish training, testing and reciprocity requirements. The City of Des Moines approved the agreement establishing the program in January 2007, however as of yet, the program has not been established.<sup>160</sup>

- **Milwaukee, WI Area Communities:** Milwaukee-area municipalities are governed by a uniform building code covering the metropolitan area set up by the Milwaukee Metropolitan Uniform Building Code Commission. The Commission consists of 9 members appointed by an annual conference of the participating cities and villages. The Commission exists to study new construction materials and techniques and recommend amendments to the Southeastern Wisconsin Uniform Building Code over time. Funding for the Commission is provided by the participating municipalities prorated based on equalized valuation.<sup>161</sup>
- **Pueblo and Pueblo County, CO:** Pueblo has a regional building authority, a quasi-governmental agency that is the enforcing authority of adopted major and minor regulatory

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<sup>159</sup>City of Tucson, AZ, "Uniform Building Code Committee." 2010. <http://cms3.tucsonaz.gov/clerks/boards?board=30>; Pima County, AZ. "Building Codes Committee." September 2010. <http://www.pima.gov/cob/bcc/BuildingCodesCommitteeInformationPage.pdf>

<sup>160</sup>City-County Permit and Zoning Team. "Planning and Zoning Team Report." March 1, 2006.; City of Des Moines. "Resolution Approving a Chapter 28E Agreement with the Cities of Altoona, Ankeny, Bondurant, Carlisle, Clive, Des Moines, De Soto, Grimes, Indianola, Johnston, Mitchellville, Norwalk, Pleasant Hill, Polk City, Urbandale, Waukee, West Des Moines, and Windsor Heights, and the Unincorporated Areas of Dallas, Polk, and Warren Counties to Establish a Metropolitan Licensing Board of Examiners for the Electrical, Mechanical, and Plumbing Trades." January 8, 2007. [http://www.dmgov.org/mayor\\_council/agendas/2007\\_as/010807/55.pdf](http://www.dmgov.org/mayor_council/agendas/2007_as/010807/55.pdf)

<sup>161</sup>Village of Fox Point, WI. "Village Code, Chapter 2." <http://www.vil.fox-point.wi.us/vertical/Sites/%7B83EA0406-DD07-4114-A4A0-57078ECDD72%7D/uploads/%7B64AF90A1-E858-4B4F-8551-958D40929BFB%7D.PDF>; Town of Lisbon, WI. "Town Code, Chapter 30." [http://www.townoflisbonwi.com/fileCabinet/ch30\\_buildingcode.pdf](http://www.townoflisbonwi.com/fileCabinet/ch30_buildingcode.pdf)



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codes for Pueblo County. The department is governed by a commission and boards that are appointed or elected by various government entities within Pueblo County (i.e: Pueblo County, City of Pueblo) and building trade representatives. The agency maintains and enforces a single building code for all of Pueblo County including the City of Pueblo, with the exception of the town of Rye and state and federal lands.<sup>162</sup>

In addition, the City and County should consider negotiating a trade licensing reciprocity agreement, under which contractors licensed in one jurisdiction could perform work in another jurisdiction without having to fulfill additional licensing requirements. The City and County worked together for several years on this issue and already have a reciprocity agreement for mechanical trades. However, there is no similar agreement for electrical and plumbing trades. Reciprocity for these trades would benefit City and County consumers by allowing for more competition, while creating a regional market for the electrical and plumbing trades.

There are several examples of urban governments with reciprocal licensing agreements:

- **City of Baltimore and Baltimore County, MD:** The Baltimore County plumbing board maintains a reciprocal plumbing and gas license agreement with the City of Baltimore. Applicants are only required to pay a license fee and fill out an application to be licensed to operate in the County. In addition, the County maintains reciprocal licensing with the State of Maryland and the Washington Suburban Sanitary Commission.<sup>163</sup>
- **Long Island, NY Communities:** The Town of Huntington, NY has reciprocal master plumbing license agreements with Suffolk County, the City of Glen Cove, the Village of Lindenhurst, and the Towns of Babylon, Islip, Hempstead, North Hempstead and Oyster Bay. Under the agreements, applicants are required to pay application and licensing fees, as well as provide an insurance certificate, two photos and a letter of good standing from the original licensing municipality. Reciprocal applicants are not required to take the Town's required plumbing examination.<sup>164</sup>
- **Bowling Green and Warren County, KY:** The Bowling Green-Warren County Contractors Licensing Board is a joint city/county contractor licensing board that prescribes and regulates construction activity according to current ordinances and laws, and furnishes contracting licenses for individuals, partnerships and corporations. The Board was established by both City and County ordinance to protect the public's health, safety and welfare by guarding against unreliable contractors, and to regulate construction activity in order to protect property owners in the City of Bowling Green and Warren County. The Board consists of nine members selected by the mayor of Bowling Green and the Warren County Judge Executive including special representatives from the City, County, general and specialty contractors, trade and specialty associations as well as the Craft Committee of the Bowling Green Vocational Technical School Board.<sup>165</sup>

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<sup>162</sup>Pueblo Regional Building Department. "About Us." 2010. <http://www.prbd.com/aboutus.php>

<sup>163</sup>Baltimore County, MD. "Reciprocal Licensing." July 21, 2010. <http://www.baltimorecountymd.gov/Agencies/permits/plumbing/plumbinginsp.html#recip>

<sup>164</sup>Town of Huntington, NY. "Requirements for Plumbing Licenses." [http://town.huntington.ny.us/permit\\_pics/51.pdf](http://town.huntington.ny.us/permit_pics/51.pdf)

<sup>165</sup>City of Bowling Green, KY. "Contractors Licensing Board." 2010. <http://www.bgky.org/contractorslicensing/>



**Fiscal Impact**

It is estimated that coordination of building codes and creation of a reciprocity agreements for electrical and plumbing licenses could be executed with existing City and County staff at minimal additional expense.

**Fiscal Impact**

	2011	2012	2013	2014	2015	Total
<b>County</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>
<b>City</b>	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>

**Timeline for Implementation**

As negotiation of reciprocal licensing agreements and harmonization of licensing requirements is typically a long term process, the City and County would likely be able to adopt an agreement by 2013 at the earliest. Historically, adoption of regional building code standards occurs over several years, as participating municipalities must agree on a set of minimum regional building code standards and amend each of their codes to reflect those standards. As a result, a regional building code could possibly be formulated and implemented as early as 2015.

# Appendices



# Appendices

## A: Overlay of Current Service Delivery for City and County

Administration		
Service Area	St. Louis City	St. Louis County
<b>Budget</b>	• Budget Division, Board of Estimate and Apportionment	• Budget and Risk Management Division, Dept of Admin.
<b>Risk Management</b>	• Accounting Services, Comptroller's Office	
<b>Clerk/Records</b>	• Office of the City Register	• County Clerk
<b>Counsel</b>	• City Counselor	• County Counselor
<b>Information Technology</b>	• Information Technology Services Agency	• IT Division, Dept of Admin
<b>Personnel/HR</b>	• Personnel Department	• Division of Personnel, Dept. of Admin
<b>Printing</b>	• Multigraph Division, Dept of Finance	• Fiscal Services Division, Dept. of Health
<b>Procurement</b>	• Supply Commissioner, Dept of Finance • Board of Public Service	• Division of Procurement and Admin. Services, Dept of Admin
Health		
Service Area	St. Louis City	St. Louis County
<b>Communicable Disease Control</b>	• Communicable Disease Control Division, Dept of Health and Hospitals	• Communicable Disease Control Services, Dept of Health
<b>Animal Care and Control</b>	• Animal Care and Control Division, Dept of Health and Hospitals	
<b>Environmental Health Services</b>	• Environmental Health Services Division, Dept of Health and Hospitals	• Environmental Protection Division, Dept of Health
<b>Vital Statistics</b>	• Vital Records Office, Recorder of Deed's Office	• Fiscal Services Division, Dept of Health
<b>Medical Examiner</b>	• Office of the Medical Examiner	• Office of the Medical Examiner, Dept of Health
<b>Family, Community, and School Health</b>	• Family, Community, and School Health, Dept of Health and Hospitals	• Research and Medical Services Division, Dept of Health
<b>Personnel</b>	• Health Commissioner, Dept of Health and Hospitals	• Personnel Division, Dept of Health
<b>Grant Management</b>	• Health Commissioner, Dept of Health and Hospitals	• Executive Administration Division, Dept of Health • Fiscal Services Division, Dept of Health
Parks and Recreation		
Service Area	St. Louis City	St. Louis County
<b>Forestry</b>	• Forestry Division, Dept of Parks, Recreation, and Forestry	• Operations Division, Dept of Parks and Recreation
<b>Parks Management</b>	• Parks Division, Dept of Parks, Recreation, and Forestry	
<b>Recreation</b>	• Recreation Division, Dept of Parks, Recreation, and Forestry	• Program Services Division, Dept of Parks and Recreation
<b>Administration</b>	• Administration Programs within each Parks Division	• Administration Division, Dept of Parks and Recreation
Finance		
Service Area	St. Louis City	St. Louis County
<b>Auditor</b>		• County Auditor, County Council
<b>Fiscal Management and Reporting</b>	• Comptroller's Office	• Division of Fiscal Management, Dept of Admin.
<b>Debt Service</b>		
<b>Revenue Collection</b>	• Collector of Revenue • License Collector	• Collection Division, Dept of Revenue
<b>Assessor</b>	• Assessor's Office	• Assessment Division, Dept of Revenue
<b>Treasurer</b>	• Treasurer's Office	• Treasury, Director's Office, Dept of Admin.
<b>Tax Equalization</b>	• Tax Equalization Board	• Board of Equalization, Dept of Revenue
Courts and Judicial Offices		
Service Area	St. Louis City	St. Louis County
<b>Sheriff</b>	• Sheriff's Office	• Sheriff's Office
<b>Marshal</b>	• City Marshal's Office	
<b>Municipal Courts</b>	• City Courts	• Court en Banc Office, Dept of Judicial Admin.
<b>Circuit Court</b>	• Circuit Court	
<b>Jury Management</b>	• Board of Jury Supervisors	• Administration Division, Dept of Judicial Admin.
<b>Drug Court</b>	• Circuit Drug Court	
<b>Clerk of Court</b>	• Office of the Circuit Clerk	• Circuit Clerk's Office
<b>Circuit Attorney</b>	• Office of the Circuit Attorney	• Prosecuting Attorney
<b>Probation and Juvenile Detention</b>	• Probation and Juvenile Detention Center	• Family Court • Probation Supervision, Dept of Justice Services
<b>Probate Court</b>	• Probate Court	• Probate Division, Dept of Judicial Admin.



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Economic Development 		
Service Area	St. Louis City	St. Louis County
<b>Economic Development</b>	<ul style="list-style-type: none"> <li>• Economic Development and Real Estate Program, City Counselor's Office</li> <li>• Community Development Administration</li> <li>• St. Louis Development Corporation</li> </ul>	<ul style="list-style-type: none"> <li>• St. Louis County Economic Council</li> </ul>
Human Services		
Service Area	St. Louis City	St. Louis County
<b>Aging Services</b>	<ul style="list-style-type: none"> <li>• Aging Services, Director's Office, Dept of Human Services</li> </ul>	<ul style="list-style-type: none"> <li>• Office of Family and Community Services, Dept of Human Services</li> </ul>
<b>Family and Community Services</b>	<ul style="list-style-type: none"> <li>• Youth and Family, Director's Office, Dept of Human Services</li> </ul>	<ul style="list-style-type: none"> <li>• Women &amp; Children's Services Division, Dept of Human Services</li> </ul>
<b>Homeless Services</b>	<ul style="list-style-type: none"> <li>• Homeless Services, Director's Office, Dept of Human Services</li> </ul>	<ul style="list-style-type: none"> <li>• Homeless Services Division, Dept of Human Services</li> </ul>
<b>Office of the Disabled</b>	<ul style="list-style-type: none"> <li>• Office on the Disabled, Director's Office, Dept of Human Services</li> </ul>	<ul style="list-style-type: none"> <li>• <i>No comparable service or agency</i></li> </ul>
<b>Veterans Affairs</b>	<ul style="list-style-type: none"> <li>• Veterans' Affairs, Director's Office, Dept of Human Services</li> </ul>	<ul style="list-style-type: none"> <li>• Office of Family and Community Services, Dept of Human Services</li> </ul>
<b>Workforce Development</b>	<ul style="list-style-type: none"> <li>• St. Louis Agency on Training and Employment</li> </ul>	<ul style="list-style-type: none"> <li>• St. Louis County Economic Council</li> <li>• Workforce Development Division, Dept of Human Services</li> </ul>
<b>Program Management</b>	<ul style="list-style-type: none"> <li>• Program Management, Director's Office, Dept of Human Services</li> </ul>	<ul style="list-style-type: none"> <li>• Administration Division, Dept of Human Services</li> </ul>
Public Safety 		
Service Area	St. Louis City	St. Louis County
<b>Corrections</b>	<ul style="list-style-type: none"> <li>• Division of Corrections, Public Safety Dept</li> <li>• City Justice Center Division, Public Safety Dept</li> </ul>	<ul style="list-style-type: none"> <li>• Department of Justice Services</li> </ul>
<b>Emergency Medical Services</b>	<ul style="list-style-type: none"> <li>• Emergency Medical Services, Fire Department</li> </ul>	<ul style="list-style-type: none"> <li>• <i>None- County served by 23 fire protection districts, many of which also offer emergency medical services.</i></li> </ul>
<b>Fire</b>	<ul style="list-style-type: none"> <li>• St. Louis Fire Department</li> </ul>	
<b>Emergency Management</b>	<ul style="list-style-type: none"> <li>• City Emergency Management Agency</li> </ul>	<ul style="list-style-type: none"> <li>• Office of Emergency Management, County Police Dept</li> </ul>
<b>Police</b>	<ul style="list-style-type: none"> <li>• St. Louis Metropolitan Police Department</li> </ul>	<ul style="list-style-type: none"> <li>• St. Louis County Police Department</li> </ul>
Public Works 		
Service Area	St. Louis City	St. Louis County
<b>Capital Improvement Planning and Management</b>	<ul style="list-style-type: none"> <li>• Citizen's Advisory Committee for Capital Expenditures</li> <li>• Capital Committee</li> </ul>	<ul style="list-style-type: none"> <li>• Planning Division, Department of Highways and Traffic</li> </ul>
<b>Facilities Management</b>	<ul style="list-style-type: none"> <li>• Facilities Management Division, Board of Public Service</li> </ul>	<ul style="list-style-type: none"> <li>• Facilities Management Division, Dept of Public Works</li> </ul>
<b>Fleet Management</b>	<ul style="list-style-type: none"> <li>• Equipment Services Division, Board of Public Service</li> </ul>	<ul style="list-style-type: none"> <li>• Fleet Management/Garage Division, Dept of Highways and Traffic</li> </ul>
<b>Planning</b>	<ul style="list-style-type: none"> <li>• Planning and Urban Design Agency</li> </ul>	<ul style="list-style-type: none"> <li>• Department of Planning</li> </ul>
<b>Design Services</b>	<ul style="list-style-type: none"> <li>• Design Services Division, Board of Public Service</li> </ul>	<ul style="list-style-type: none"> <li>• Design Division, Dept of Highways and Traffic</li> </ul>
<b>Construction Services</b>	<ul style="list-style-type: none"> <li>• Construction Division, Board of Public Service</li> </ul>	<ul style="list-style-type: none"> <li>• Construction Division, Dept of Highways and Traffic</li> </ul>
<b>Permits, Licensing, and Inspections</b>	<ul style="list-style-type: none"> <li>• Building Division, Public Safety Dept</li> </ul>	<ul style="list-style-type: none"> <li>• Code Enforcement Division, Dept of Public Works</li> </ul>
<b>Code Enforcement</b>	<ul style="list-style-type: none"> <li>• Code Enforcement, Building Division, Public Safety Dept</li> </ul>	<ul style="list-style-type: none"> <li>• Neighborhood Services Division, Dept of Public Works</li> </ul>
<b>Public Utilities</b>	<ul style="list-style-type: none"> <li>• Department of Public Utilities</li> </ul>	<ul style="list-style-type: none"> <li>• <i>None- Utilities are privately provided in St. Louis County</i></li> </ul>
<b>Refuse Services</b>	<ul style="list-style-type: none"> <li>• Refuse Division, Streets Dept</li> </ul>	<ul style="list-style-type: none"> <li>• Solid Waste Management Program, Dept of Health. Trash pickup is by private haulers</li> </ul>
<b>Street Cleaning/Maintenance</b>	<ul style="list-style-type: none"> <li>• Streets Division, Streets Dept</li> </ul>	
<b>Traffic and Lighting</b>	<ul style="list-style-type: none"> <li>• Traffic and Lighting Division, Streets Dept</li> </ul>	<ul style="list-style-type: none"> <li>• Operations Division, Department of Highways and Traffic</li> </ul>
<b>Towing and Storage</b>	<ul style="list-style-type: none"> <li>• Auto Towing and Storage Division, Streets Dept</li> </ul>	
<b>Ports</b>	<ul style="list-style-type: none"> <li>• Port Authority, Streets Dept</li> </ul>	<ul style="list-style-type: none"> <li>• <i>No comparable service or agency</i></li> </ul>
Other Services		
Service Area	St. Louis City	St. Louis County
<b>Business Licenses</b>	<ul style="list-style-type: none"> <li>• License Collector</li> </ul>	<ul style="list-style-type: none"> <li>• Collection Division, Dept of Revenue</li> </ul>
<b>Liquor Control</b>	<ul style="list-style-type: none"> <li>• Excise Commissioner</li> </ul>	
<b>Recorder of Deeds</b>	<ul style="list-style-type: none"> <li>• Recorder of Deeds</li> </ul>	<ul style="list-style-type: none"> <li>• Recorder of Deeds Division, Dept of Revenue</li> </ul>
<b>Elections</b>	<ul style="list-style-type: none"> <li>• Board of Election Commissioners</li> </ul>	<ul style="list-style-type: none"> <li>• Board of Election Commissioners</li> </ul>
<b>Municipal Garage</b>	<ul style="list-style-type: none"> <li>• Municipal Garage Division, Dept of Finance</li> </ul>	<ul style="list-style-type: none"> <li>• Fleet Management/Garage Division, Dept of Highways and Traffic</li> </ul>
<b>Airports</b>	<ul style="list-style-type: none"> <li>• Airport Commission, Public Utilities Dept</li> </ul>	<ul style="list-style-type: none"> <li>• Spirit of St. Louis Airport</li> </ul>
<b>Estate Management</b>	<ul style="list-style-type: none"> <li>• Office of the Public Administrator</li> </ul>	<ul style="list-style-type: none"> <li>• Office of the Public Administrator</li> </ul>



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**B: Summary of Shared Service Initiatives**

<b>SHORT-TERM INITIATIVES</b>													
		<b>Fiscal Impact - St. Louis County</b>						<b>Fiscal Impact - City of St. Louis</b>					
		2011	2012	2013	2014	2015	Total	2011	2012	2013	2014	2015	Total
<b>Admin - Human Resources</b>													
AD01	Coordinate City and County Training Programs	-	6,070	9,287	12,631	12,883	40,871	-	8,348	21,288	30,400	35,437	95,473
AD02	Cooperatively Purchasing Products and Services Related to Employee Benefits	-	1,956,360	1,995,487	2,035,397	2,076,105	8,063,349	-	13,065	26,653	27,186	27,730	94,633
AD03	Development and Administration of Employee Wellness Programs	45,000	90,000	90,000	90,000	90,000	405,000	-	90,000	90,000	90,000	90,000	360,000
<b>Admin - Risk Management</b>													
AD04	Foster Partnership around Safety and Loss Prevention Programs	110,000	221,000	221,000	221,000	221,000	994,000	-	221,000	221,000	221,000	221,000	884,000
<b>Admin - Procurement</b>													
AD05	Jointly Administer Reverse Auctions for Utilities	-	682,065	695,706	709,621	723,813	2,811,205	-	656,488	1,339,235	1,366,020	1,393,340	4,755,083
AD06	Joint Purchasing of Common Supplies and Bulk Purchases	-	149,469	152,459	155,508	158,618	616,054	-	45,923	93,682	95,556	97,467	332,627
AD07	Coordinate Surplus Property Sales and Online Auctioning	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>Admin - Printing</b>													
AD08	Consolidate Print Shop Operations	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>Admin - Information Technology</b>													
AD09	Implement a Joint Licensure Optimization Study	(25,000)	26,817	27,354	27,901	28,459	85,530	(25,000)	5,930	12,097	12,339	12,586	17,951
AD10	Further Integration of Regional Services Using REJIS as a Platform	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>Health</b>													
HE01	Achieve Greater Economies of Scale through Collaborative Health Services	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>Parks and Recreation</b>													
PR01	Mutual Aid Agreements for Emergency Forestry Services	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
PR02	Continue and Enhance Regional Cooperation on Parks Development	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
PR03	Establish Partnership to Share Volunteer Resources	183,730	187,405	191,153	194,976	198,875	956,138	91,865	187,405	191,153	194,976	198,875	864,273
<b>Finance</b>													
FN01	Implement a Shared Assessment System	-	15,000	15,000	15,000	15,000	60,000	-	(1,000,000)	121,108	121,108	121,108	(636,675)
FN02	Implement a Shared Billing and Collections System	-	60,000	60,000	60,000	60,000	240,000	-	260,916	527,050	542,861	559,147	1,889,974
<b>Economic Development</b>													
ED01	Coordinate Economic Development Activities to Promote Regional Growth	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
ED02	Explore the Creation of a Jointly Funded Grant Compliance Officer	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
ED03	Strengthen Regional Planning Efforts	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
ED04	Collaborate on Regional Sustainability Efforts	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>Human Services</b>													
HS01	Increase Collaboration in Providing Homeless Services	-	505,034	515,135	525,438	535,947	2,081,554	-	597,615	1,219,134	1,243,516	1,268,387	4,328,651
HS02 <sup>1</sup>	Explore Increased Collaboration between Area Agencies on Aging	-	59,165	90,523	123,111	125,573	398,371	-	161,643	412,189	588,606	686,146	1,848,584
HS03	Regionalization of Workforce Development Services	NA	NA	NA	NA	NA	NA	-	126,488	322,544	460,593	536,920	1,446,546
<b>Public Safety</b>													
PS01	Contract with the County to Provide Electronic Monitoring Services	-	12,390	12,638	12,891	13,149	51,067	-	306,516	625,292	637,798	650,554	2,220,158



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<b>LONG-TERM INITIATIVES</b>		<b>Fiscal Impact - St. Louis County</b>						<b>Fiscal Impact - City of St. Louis</b>					
		2011	2012	2013	2014	2015	Total	2011	2012	2013	2014	2015	Total
<b>Admin - Human Resources</b>													
AD01	Self-Funding Employee Health Insurance	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
<b>Public Safety</b>													
PS01	Forge a Coordinated City / County Prisoner Re-entry Program	-	1,170,680	1,194,093	1,217,975	1,242,334	<b>4,825,082</b>	-	833,192	1,699,712	1,733,706	1,768,380	<b>6,034,989</b>
PS02(a)	Shared Service Alternatives to Reduce City Prison Population (1)	-	44,180	45,064	45,965	46,884	<b>182,094</b>	-	40,709	83,047	84,708	86,402	<b>294,866</b>
PS02(b)	Shared Service Alternatives to Reduce City Prison Population (2)	-	14,296	14,582	14,874	15,171	<b>58,924</b>	-	257,908	526,132	536,655	547,388	<b>1,868,084</b>
PS02(c)	Shared Service Alternatives to Reduce City Prison Population (3)	-	-	1,194,067	1,826,923	2,484,615	<b>5,505,604</b>	-	-	849,856	2,167,132	3,094,665	<b>6,111,653</b>
PS03	Enhance City and County Emergency Management Coordination and Training	-	(17,677)	(27,045)	(36,781)	(37,517)	<b>(119,020)</b>	-	(3,552)	(9,058)	(12,934)	(15,078)	<b>(40,622)</b>
<b>Public Works</b>													
PW01	Achieve Economies of Scale by Streamlining Fleet Management Software	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
PW02	Contracting for Joint Fueling Sites (Joint Fuel Purchasing)	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
PW03	Standardize the Fleet within the City and the County	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
PW04	Increase Collaboration on Sewer Lateral Program	-	157,011	240,227	326,709	333,244	<b>1,057,192</b>	-	71,736	182,926	261,219	304,506	<b>820,387</b>
PW05	Coordinate City and County Code Enforcement Activities	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA

<sup>1</sup>: HS02 also includes an estimated five-year fiscal impact for the Mid-East Area Agency on Aging in the amount of \$3,544,187.



## C: Summary of Information and Activities

### I. Primary Sources

#### A. Interviews with City of St. Louis Officials and Staff

PFM conducted in-person and phone interviews with the following staff and elected officials from the City of St. Louis, Missouri:

- Ed Bushmeyer, City Assessor, Assessor's Office
- Leo Hamm, Deputy City Assessor, Assessor's Office
- John Zakibe, Deputy Comptroller, Comptroller's Office
- Pamela Walker, Interim Director, Department of Health and Hospitals
- Melba Moore, Commissioner of Health, Department of Health and Hospitals
- Paul Payne, Budget Director, Budget Division
- Stephen Gregali, Special Assistant to the Mayor, Office of the Mayor
- Fred Dunlap, Supply Commissioner
- Rose Neyland, Deputy Commissioner of Supply
- Barbara Geisman, Executive Director for Development
- Catherine Warner, Sustainability Director, Office of the Mayor
- Richard Frank, Director, Department of Personnel
- Linda Thomas, Deputy Director, Department of Personnel
- Karen Toal, Benefits Administrator, Department of Personnel
- Denise Droege, Pension Administrator, Department of Personnel
- Patricia Hageman, City Counselor, Counselor's Office
- Richard Bradley, President, Board of Public Service
- Chris Amos, Fleet Manager, Board of Public Service
- Donald Roe, Director, Planning and Urban Design
- Otis Williams, Deputy Executive Director, St. Louis Development Corporation
- Charles Hahn, Controller, St. Louis Development Corporation
- Dale Ruthsatz, Director, Commercial Development, St. Louis Development Corporation
- Gary Bess, Director, Parks, Recreation, Forestry Department
- Charles Bryson, Director, Department of Public Safety
- Gene Stubblefield, City Commissioner of Corrections
- Gary Christmann, City Emergency Management Agency
- Frank Oswald, City Building Commissioner
- Todd Waeltermann, Director, Streets Department
- William Siedhoff, Director, Department of Human Services
- Michael Holmes, Director, SLATE
- Michael A. Graham, Medical Examiner (Shared between the City and County)

#### B. Interviews with St. Louis County Officials and Staff

PFM conducted in-person and phone interviews with the following staff and elected officials from the St. Louis County, Missouri:

- Garry Earls, Chief Operating Officer, Office of the County Executive
- Thomas Curran, Director of Intergovernmental Affairs, Office of County Executive
- Paul Kreidler, Budget Director, St. Louis County Administration
- Eugene Leung, Director of Revenue, St. Louis County Revenue
- Dr. Delores J. Gunn, Director, St. Louis County Health Department
- Edward Mueth, Director, Executive Administration, St. Louis County Health Department
- Debbie Wyland, Fiscal Director, St. Louis County Health Department
- Mike Smiley, Director, Office of Emergency Management, St. Louis County Police Dept.



- Sheryl Hodges, Director, St. Louis County Public Works
- Bob Tschopp, Fleet Manager, St. Louis County
- Tom Kendrick, Information Technology Manager, St. Louis County Assessor's Office
- Glenn Powers, Director of Planning, St. Louis County Department of Planning
- Herbert Bernsen, Acting Director, Justice Services
- Steve Stiffelman, Community Corrections, Justice Services
- Joan M. Gilmer, Circuit Clerk, Office of the Circuit Clerk
- Paul Fox, Director, Judicial Administration
- James Buckles, County Sheriff
- Kirk McCarley, Director of Personnel, St. Louis County Administration
- Marilyn Robinson, Director, St. Louis County Human Services (*Now Retired*)
- Gene Gorden, Director, Workforce Development Division, St. Louis County Human Services
- Robert Bence, Chief Information Officer, St. Louis County Administration
- Pamela Reitz, Director, St. Louis County Administration
- Sue Kane, Personnel Manager, Retirement & Benefits, St. Louis County Administration
- Bruce Kozozenski, Risk Management
- Rebecca Howe, Director of Procurement, St. Louis County Administration
- Michael Duncan, IT Manager, St. Louis County Department of Planning
- Lindsey Swanick, Director, St. Louis County Parks
- Anne Klein, County Sustainability Director, Office of the County Executive
- David Koehr, Director, Homeless Services Division
- Dr. Mary Case, Medical Examiner

**C. Interviews with St. Louis Stakeholders**

- Rev. Jerry Paul, Chairman, City Board of Health
- Dr. James Kimmey, President and CEO, Missouri Foundation for Health (MFH)
- Michelle Miller, Public Policy Liaison, Missouri Foundation for Health (MFH)
- Robert Freund, Jr., Chief Executive Officer, St. Louis Regional Health Commission (RHC)
- Denny Coleman, President & CEO, St. Louis County Economic Development Council (CDEC)
- Mary E. Schaefer, Executive Director, Mid East Area Agency on Aging

**D. Interviews with Comparable Government Officials and Outside Subject Matter Experts**

PFM conducted interviews with the following comparable government officials and outside subject matter experts:

*Workforce Development*

- B. Jai Johnson, Grant Officer, US Department of Labor
- Kathy Maybriar, Administrator, Rapid Response Program, Ohio Department of Jobs and Family Services
- Robin Rice, Program Administrator and Budget Officer, Ohio Department of Jobs and Family Services
- Frank Brickner, Fiscal Director, Cuyahoga County Department of Workforce Development

*Health*

- David Lurie, Director, Austin/Travis County Health and Human Services Department
- Gary Cox, Director, Oklahoma City/County Health Department
- Clay Goddard, Assistant Director, Springfield Greene Regional Health Department
- Jackie Richardson, Chief of Staff, Louisville Metro Department of Public Health and Wellness



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City of Carrollton, TX. "Tax and Revenue Collection." 2010.  
<http://www.cityofcarrollton.com/index.aspx?page=41>

City of Durham, NC. "Durham City/County Sustainability Office."  
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## D: Historical Overview of City and County Consolidation Efforts

In 1922, less than 50 years after the City decided to formally separate from the County, citizens presented an amendment at the Missouri Constitutional Convention that would allow for an “undefined approach” to undo the damage from the 1876 separation. Unfortunately the amendment did not provide explicit applicability to the City of St. Louis and St. Louis County, so while it was approved by voters in the City and the County, the vague understanding of how the amendment may impact the rural counties across the State, caused it to be rejected state-wide<sup>166</sup>.

The rejection of this amendment led to the introduction of another amendment that ultimately passed in 1924. The new amendment was more specific and offered three “consolidation options” and authorized the creation of a Board of Freeholders (a charter-drafting commission). The Board of Freeholders would consist of 9 members of the City and 9 members of the County, and would be tasked with drafting the plan to reintegrate the two entities under one of the three options (as summarized) below<sup>167</sup>:

- 1) Total merger of the City and the County, under the municipal government of the City of St. Louis;
- 2) Re-entry of the City to the County; or
- 3) Annexation of parts of the County by the City.

### 1926: Consolidation under City Government

The Board of Freeholders convened in 1925, and after multiple deliberations over nearly a year ended in deadlock, one County delegate on the board of freeholders finally agreed to put option 1, though unpopular with delegates from the County, before voters. The plan that was introduced was referred to as the “City Plan” and would have done the following<sup>168</sup>:

- Made the City charter the governing document for the new area;
- Eliminated all County offices and placed them under City control;
- Transferred all County property to the City;
- Eliminated all municipalities in the County;
- Put the City Police Department in control of the new area; and
- Abolished all County school districts, putting them under the control of the City School Board.

While the “City Plan” was approved by the voters in the City, an overwhelming defeat in the County allowed the proposal to ultimately be voted down in 1926 (any revision would have required a dual majority from the City and the County); but the brutal and negative campaign that led up to the vote further eroded the trust between the City and the County.

### 1930: Metropolitan Federation

A group of civic leaders originated a constitutional amendment through an initiative petition that was too complicated for voters to understand that proposed to amend the Missouri Constitution to form an overarching metropolitan government to be called “Greater St. Louis”. This approach was used to avoid the Board of Freeholders equal membership requirement that was not required in a statewide vote for a constitutional amendment, but was rejected by voters (rejected in the County and narrowly passed in the City) in a 1930 state-wide vote<sup>169</sup>.

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<sup>166</sup>Cassella, William N. “City-County Separation: The Great Divorce of 1876.” The Missouri Historical Society Bulletin. January 1959.

<sup>167</sup>Phares, Don. Governing Metropolitan Regions in the 21<sup>st</sup> Century, M.E. Sharpe, Inc. 2009.

<sup>168</sup>Ibid.

<sup>169</sup>Ibid.



### 1954: Metropolitan Sewer District

In 1943 the Missouri constitutional convention proposed language that added a fourth option to modifying the City-County relationship by allowing a board of freeholders the authority to present a plan to establish a metropolitan district “for the functional administration of services common to the area included therein”<sup>170</sup>, often referred to as a special purpose district. This provision was adopted in 1945, which ultimately allowed for the establishment of a metropolitan sewer district that was overwhelmingly supported by both the City and the County in 1954 creating what is now known as Metropolitan St. Louis Sewer District (MSD). The plan as established by the Board of Freeholders allowed MSD to define subdistricts that could set fees according to specific needs in areas of the County, thereby not requiring City residents to pay for the needs of the County or vice versa.<sup>171</sup>

Understanding the need for MSD in the region is important to understanding why it has remained the only successful proposal developed by a Board of Freeholders that was approved at the voting polls (77 percent approval in the County and 75 percent in the City)<sup>172</sup>. In the 1950’s there became an increasing concern surrounding the treatment of sewage in the City and the County, the County alone included 15 municipal sewer systems, 24 sewer districts, 75 subdivision systems and thousands of septic tanks. Understanding the need to address this sewer problem, the Bi-State Development Agency conducted an engineering study in the County, ultimately outlining four key findings<sup>173</sup>:

- There was a serious sewer problem in both the City and the County;
- The health hazards were area wide;
- The sewer problems could not be handled separately since the urbanized areas of the County drained through the City; and
- Uncoordinated efforts by all of these separate sewer systems had failed because none of them covered an entire watershed and there were inadequate resources to address the issue.

The findings of the study stressed the importance for the region to find a solution to a problem that existed beyond jurisdictional boundaries. The plan put forth by the Board of Freeholders was a solution to strengthen a shared critical service need by allowing residents to pay according to their service level needs (by subdistrict), reduce the duplicative efforts of multiple systems trying to provide the same service at varying levels of service delivery quality, and enhance the resources and regional scope of a more coordinated specialized district.

MSD is a public agency and is the only special district in Missouri created under a provision of the State Constitution (a metropolitan transit district was narrowly rejected in 1955). MSD’s responsibilities include the interception, collection and treatment of wastewater, as well as stormwater management. Their current boundaries cover 525 square miles and encompass all of St. Louis City and approximately 80 percent of St. Louis County<sup>174</sup>.

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<sup>170</sup>Missouri Constitution, Article VI, Section 30 (a) as accessed electronically at <http://www.moga.mo.gov/const/>

<sup>171</sup>Tranel, Mark. St. Louis Plans: The Ideal and the Real St. Louis. Missouri Historical Society Press, 2007.

<sup>172</sup>Ibid.

<sup>173</sup>Ibid.

<sup>174</sup>Metropolitan St. Louis Sewer District. “About MSD.” 2010. <http://www.stlmsd.com/aboutmsd>



### 1959: Metropolitan St. Louis District

A few years later, the region began to assess metropolitan issues and a large-scale study was developed to examine the critical needs of the St. Louis region. The Metropolitan St. Louis Survey ultimately issued two reports (1957a and 1957b) that analyzed these issues. The Board of Freeholders now had four options in which to choose from for a constitutional alternative for changing the City-County relationship. They had two proposals that were developed and contemplated:

- 1) Complete merger of the City and the County into a “municipal county”;
- 2) Creation of a new district government.

The second was the more moderate approach, sensitive to resident fears of a complete merger. The district plan proposed to regulate seven service delivery areas on a County-wide basis and was the alternative that was ultimately submitted by the Board of Freeholders to be put on the ballot. There were ten Board members in favor of a new district government and nine for the complete merger<sup>175</sup>. But once again, the proposal was overwhelmingly defeated by voters in 1959.

### 1962: The Borough Plan

Supporters of the merger proposal that was narrowly rejected by the Board of Freeholders for the vote in 1959 swiftly began to draft a constitutional amendment to consolidate the City and the County similar to their prior proposal (though they opted not to use the Board of Freeholder process this time). What became known as the Borough Plan would have created a single new political subdivision by consolidating all existing government bodies<sup>176</sup> into what would be known as the Municipal County of St. Louis, responsible for both City and County functions, and creating 22 boroughs—eight in the city, seven in the County and seven on the boundaries of the City and the County<sup>177</sup>. The plan would need to achieve statewide voter approval since it was posed as a constitutional amendment, but was overwhelmingly defeated, suggesting that there continued to be very little support for a complete merger or consolidation.

In 1966 an extremely broad constitutional amendment was narrowly adopted in a statewide referendum with 50.2 percent voter approval (360,000 to 357,128). The amendment allowed “any other plan for the partial or complete government of all or any part of the City and County.”<sup>178</sup> This amendment provided for the 5<sup>th</sup> option to changing the relationship between the City and the County as they currently exist today.

While the efforts above generally outline the attempts to integrate the City of St. Louis and St. Louis County, more recently there has been a caveat to their most recent efforts; to streamline the municipal entities within St. Louis County. As background, in 1876 when the City separated from St. Louis County there were only five incorporated cities in the County, today there are 91 municipalities, each with providing municipal services within their jurisdictions for public safety, building code enforcement, planning and zoning, street maintenance and other service delivery areas. St. Louis County, in addition to providing all County functions, remains the largest single provider of municipal services<sup>179</sup>. Below we outline two key efforts that address what has often been referred to as ‘government multiplicity’ as further described below within the St. Louis region.

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<sup>175</sup>Tranel, Mark. St. Louis Plans: The Ideal and the Real St. Louis. Missouri Historical Society Press, 2007.

<sup>176</sup>The proposal would have included cities, towns, villages, fire prevention districts, MSD and all other sewer districts, public water supply districts and all other municipal corporations with the sole exclusion of school districts.

<sup>177</sup>Phares, Don. Governing Metropolitan Regions in the 21<sup>st</sup> Century. M.E. Sharpe, Inc. 2009.

<sup>178</sup>Valentine, David C. Constitutional Amendments, Statutory Revision and Referenda Submitted to the Voters by the General Assembly or by Initiative Petition, 1910-2010. Missouri Legislative Academy, December 2010.

<sup>179</sup>Ibid.



### 1987 Board of Freeholders Plan - Major Countywide Reform Proposal

In 1987, numerous studies had been released detailing the problems with the governmental structure in the St. Louis region. One of which, reviewed for the purposes of this report, summarized these problems by its title: *Too Many Governments?* This study was done by the Confluence St. Louis Task Force that was formed in August 1985 to analyze the current governmental structure in the City of St. Louis and St. Louis County. The Task Force determined that there were problems with the ‘multiplicity’ of the structure and worked to put together not just recommendations for improving the governmental structure, but three mechanisms for bringing about the intra-county changes:<sup>180</sup>

- 1) An Intra-County Board of Freeholders;
- 2) The City-County Board of Freeholders; and
- 3) An incremental approach that would utilize a Boundary Commission.

The second option was pursued, with the constitutional amendment of 1966 providing the constitutional basis for the Board of Freeholders to explore this restructuring proposal that focused solely on county and municipal issues. The Board of Freeholders ultimately developed a plan, quite similar to the recommendations within the Confluence St. Louis study that included the following proposals<sup>181</sup>:

- 1) Full-incorporation of St. Louis County to address the needs of those residents that may be inadequately served by the County’s provision of municipal services;
- 2) Clear division of responsibilities between municipalities and County government to ensure that the County no longer provides municipal services;
- 3) Reorganization of municipalities in St. Louis County into 37 (versus the current 90) units of government;
- 4) Revenue reform to ensure an adequate revenue base for each municipality that would allow for providing adequate public services;
- 5) Four Fire and Emergency Medical Services (EMS) Districts would replace 19 fire departments, 23 fire districts, 33 EMS providers and 21 dispatching services;
- 6) Creation of a Metropolitan Commission to allow joint City-County issues to be reviewed, discussed and acted upon over time; and
- 7) Creation of a joint City-County Economic Development District to centralize economic development functions in an effort to coordinate a more effective economic development district.

While facing tough legal challenges throughout the process, ultimately the legal status of the Board of Freeholders and the proposals within their plan was challenged and considered by the Federal District Court, the State Circuit Trial Court, the United States Court of Appeals for the Eighth Circuit, Missouri Supreme Court and the U.S. Supreme Court. The constitutionality of the Board of Freeholders was upheld until the U.S. Supreme Court reversed the Missouri Supreme Court in a unanimous vote that invalidated the Board of Freeholders by arguing that the land ownership requirement for Board of Freeholders selection violated the equal protection clause of the U.S. Constitution. The vote for the plan (as completed, signed and filed with the City and County Boards of Election Commissioners for a June 1989 vote) was not held.

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<sup>180</sup>Confluence St. Louis Task Force. “Too Many Governments? A Report on Governmental Structure in St. Louis City and County with Recommendations for Change.” February 18, 1987.

<sup>181</sup>Ibid. (As summarized in an April 19, 1989 Addendum to the Report: Confluence St. Louis Freeholder Plan Analysis.)



### 1990 Board of Electors Plan

Given the challenges faced by the Board of 'Freeholders' as defined by the Missouri Constitution, there was an effort in 1990 by a Board of 'Electors' (which more accurately reflected the interpretation of freeholder in the Missouri Constitution to mean qualified elector). The Board of Electors began work in July of 1990 and deliberated for nearly a year before ultimately developing two Metropolitan proposals<sup>182</sup>:

- 1) "Establish a metropolitan Economic Development Commission to finance programs to create, attract, retain, expand, develop, improve and enhance employment opportunities within the City and the County." ; and
- 2) "Establish a Metropolitan Park Commission to govern, administer, repair, maintain, conserve, sustain, protect and improve any and all Commission Parks."

The proposals were placed on the ballot on April 7, 1992 and defeated by voters.

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<sup>182</sup>Phares, Don. Governing Metropolitan Regions in the 21<sup>st</sup> Century, M.E. Sharpe, Inc. 2009.



### E. Examples of City and County Regional Efforts

Example	Date Originated	Governments Involved	Description
<b>Homeless Hotline</b>	1994	St. Louis City; St. Louis County	Joint funded hotline for individuals to call to receive homeless services throughout the City and County.
<b>10 Year Plan to End Chronic Homelessness</b>	2005	St. Louis City; St. Louis County	Partnership that develop a joint plan to address homelessness in the City of St. Louis and St. Louis County.
<b>Metro Transit</b>		St. Louis City; St. Louis County; St. Clair County; Madison County	Jointly funded transit system throughout the St. Louis region.
<b>Zoo Museum District</b>	1971	St. Louis City; St. Louis County	Regionally funds amenities such as the St. Louis Zoo, St. Louis Art Museum, St. Louis Science Center and the Missouri Botanical Garden through annual property tax levy.
<b>Great Rivers Greenway</b>	2000	St. Louis City; St. Louis County; St. Charles County	Works to develop integrated system of greenways, parks and trails throughout the region.
<b>REJIS</b>	1976	St. Louis City; St. Louis County	Works to develop information technology and provides records management services for the criminal justice community, including government and quasi-governmental clients outside of the region.
<b>STARRS</b>	2003	St. Louis City; St. Louis County; St. Charles County; Franklin County; Jefferson County; Madison County; Monroe County; St. Clair County; Missouri; Illinois; United States (Homeland Security)	Develops plans to react to large-scale, critical emergencies affecting communities in the region.
<b>East-West Gateway Council of Governments</b>	1965	St. Louis City; St. Louis County; Franklin County; Jefferson County; St. Charles County; Madison County; Monroe County; St. Clair County	Act as a forum for cooperative planning, especially in regards to transportation, but also looks at taxation and strategic growth.



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<b>St. Louis RCGA</b>	1973	St. Louis City; St. Louis County; St. Charles County; Lincoln County; Warren County; Jefferson County; Franklin County; Washington County; St. Clair County; Jersey County; Madison County; Clinton County; Monroe County; Bond County; Macoupin County; Calhoun County	Serves as regional chamber of commerce for the St. Louis area.
<b>St. Louis County and County municipalities</b>	Ongoing	St. Louis County; various County municipalities	The County provides various services to different municipalities within St. Louis County, including police services, code enforcement and correctional services pursuant to contracts or MOUs.
<b>Metropolitan Sewer District</b>	1954	St. Louis City; St. Louis County	Collection and treatment of wastewater; storm water management.
<b>Medical Examiner Services</b>	1970s	St. Louis City; St. Louis County; St. Louis University	Both the City and County partner with SLU to provide medical examiner services led by SLU professors.
<b>Metropolitan St. Louis Taxicab Commission</b>	2002	St. Louis City; St. Louis County	Licenses and regulates taxi vehicles and drivers operating in St. Louis, St. Louis County and Lambert Airport.
<b>St. Louis-Jefferson Solid Waste Management District</b>	1991	St. Louis City; St. Louis County; St. Charles County; Jefferson County	Assists the public, private and not-for-profit sectors in establishing and expanding waste reduction and recycling.
<b>Junior College District of St. Louis and St. Louis County</b>	1962	St. Louis City; St. Louis County	Joint community college board with a dedicated property tax levy that governs the city/county community college system.
<b>St. Louis Regional Health Commission</b>	2001	St. Louis City; St. Louis County; State of Missouri; Health Providers; Business and Community Stakeholders	Works to increase access to health care for the uninsured and underinsured, reduce health disparities and improve health outcomes in St. Louis City and County.
<b>St. Louis Regional Arts Commission</b>	1985	St. Louis City; St. Louis County	Promotes, encourages, funds and fosters the arts and cultural institutions in St. Louis City and County.
<b>St. Louis Regional Crime Commission</b>	2006	St. Louis City; St. Louis County	Runs regional CrimeStoppers program



## F. Additional Health Department Initiative Data

		Economic / Demographic Measures					
Jurisdiction	Model	2009 Population Served	Population Density (per sq. mile)	2008 % Below Poverty Level	2008 Median Household Income	2008 Median Age	2008 % with Bachelors Degree or Higher
City of St. Louis and St. Louis County, MO	Separate City and County Health Departments	1,348,995	2,368	12.7%	\$51,501	39.6	35.4%
Louisville/Jefferson County, KY	County Department - Metro Gov	721,594	1,874	14.4%	\$46,670	38.7	28.4%
Akron/Summit County, OH	Consolidated County Department (Effective 1-1-2011)	542,405	1,314	12.2%	\$49,411	39.7	30.5%
Austin/Travis County, TX	City Department serving County	1,026,158	1,037	14.8%	\$55,467	32.5	43.0%
Nashville/Davidson County, TN	County Department - Metro Gov	635,710	1,266	17.0%	\$46,153	36.8	32.4%
Memphis/Shelby County, TN	Consolidated County Department	920,232	1,220	18.0%	\$45,714	35.7	28.1%
Oklahoma City/Oklahoma County, OK	Independent County Health Agency	716,704	1,011	16.1%	\$43,864	35.2	27.7%
Chattanooga/Hamilton County, TN	County Department	337,175	622	13.8%	\$47,779	39.4	28.4%
Seattle/King County, WA	Contracted County Department serving City	1,916,441	901	9.1%	\$70,193	38.8	44.5%
Spokane/Spokane County, WA	Independent County Health Agency	468,684	266	13.7%	\$48,395	36.1	27.1%
Toledo/Lucas County, OH	Independent County Health Agency	463,493	1,361	18.7%	\$40,990	37.0	22.1%
Peoria/Peoria County, IL	Independent County Health Agency	185,816	300	15.2%	\$49,533	36.1	28.0%
Springfield/Greene County, MO	City Department serving County	269,630	399	15.9%	\$43,962	35.5	27.5%
Columbia/Boone County, MO	City Department serving County	156,377	228	18.2%	\$47,077	30.3	42.9%



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Jurisdiction	Model	Health Measures					
		2006 Fetal Deaths per 1,000 births	2007 Population Estimate	2007 Chlamydia Cases per 100,000 pop.	2002-08 % Reporting Poor or Fair Health	2002-08 Poor Physical Health Days per month	2002-08 Poor Mental Health Days per month
USA	--	6.2	301,579,895	367.5	16%	3.5	3.4
City of St. Louis and St. Louis County, MO	Separate City and County Health Departments	8.7	1,349,353	688.3	14%	3.1	3.1
Louisville/Jefferson County, KY	County Department - Metro Gov	8.1	711,766	366.7	16%	3.6	3.8
Akron/Summit County, OH	Consolidated County Department (Effective 1-1-2011)	5.1	544,643	338.4	13%	3.1	3.6
Austin/Travis County, TX	City Department serving County	4.3	970,477	493.1	14%	2.7	2.9
Nashville/Davidson County, TN	County Department - Metro Gov	3.1	621,384	No Response	16%	3.0	3.0
Memphis/Shelby County, TN	Consolidated County Department	7.2	919,964	No Response	16%	3.4	3.4
Oklahoma City/Oklahoma County, OK	Independent County Health Agency	7.4	699,523	427.9	17%	3.7	3.8
Chattanooga/Hamilton County, TN	County Department	3.3	331,117	No Response	17%	3.7	3.1
Seattle/King County, WA	Contracted County Department serving City	5.3	1,857,506	308.7	11%	3.0	3.0
Spokane/Spokane County, WA	Independent County Health Agency	4.2	456,187	276.0	14%	3.8	3.5
Toledo/Lucas County, OH	Independent County Health Agency	6.8	466,650	534.9	15%	3.7	3.8
Peoria/Peoria County, IL	Independent County Health Agency	No Response	183,088	879.4	12%	2.9	2.7
Springfield/Greene County, MO	City Department serving County	6.4	263,800	304.4	17%	3.9	3.6
Columbia/Boone County, MO	City Department serving County	6.3	152,313	531.1	13%	3.0	3.3



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		Health Measures					
Jurisdiction	Model	2004-06 Premature Death Years per 100,000 pop.	2006-08 Adult Obesity Rate	2002-08 Adult Binge Drinking Rate	2000-06 Teen Birth Rate per 1,000 Births	2005-06 Preventable Hospital Stays per 1,000 Medicare enrollees	2000-06 Low Birthweight Births per 1,000 Births
USA	--	6860.9	0.3	0.2	42.5	75.6	82.5
City of St. Louis and St. Louis County, MO	Separate City and County Health Departments	8,088	29.1%	0.2	39.4	78.0	98.2
Louisville/Jefferson County, KY	County Department - Metro Gov	8,375	28.0%	0.12	52.0	73.0	101.1
Akron/Summit County, OH	Consolidated County Department (Effective 1-1-2011)	7,239	28.0%	0.16	38.0	84.0	87.8
Austin/Travis County, TX	City Department serving County	5,586	22.0%	0.21	54.0	62.0	77.4
Nashville/Davidson County, TN	County Department - Metro Gov	8,978	30.0%	0.11	55.0	76.0	98.4
Memphis/Shelby County, TN	Consolidated County Department	10,646	33.0%	0.10	67.0	74.0	113.0
Oklahoma City/Oklahoma County, OK	Independent County Health Agency	9,335	28.0%	0.15	69.0	74.0	92.3
Chattanooga/Hamilton County, TN	County Department	8,534	29.0%	0.07	53.0	58.0	107.3
Seattle/King County, WA	Contracted County Department serving City	4,993	21.0%	0.16	21.0	46.0	69.3
Spokane/Spokane County, WA	Independent County Health Agency	6,677	27.0%	0.15	33.0	46.0	68.3
Toledo/Lucas County, OH	Independent County Health Agency	8,368	30.0%	0.18	51.0	88.0	96.1
Peoria/Peoria County, IL	Independent County Health Agency	8,200	28.0%	0.16	51.0	73.0	86.9
Springfield/Greene County, MO	City Department serving County	7,907	29.0%	0.13	43.0	55.0	68.5
Columbia/Boone County, MO	City Department serving County	6,150	29.0%	0.17	23.0	65.0	69.3



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		Summary / Comparison		
Jurisdiction	Model	Avg. Pop/Dem Variation	Poor Health Index	Health Dept. Performance Ranking
City of St. Louis and St. Louis County, MO	Separate City and County Health Departments	0.0%	110.4	12
Louisville/Jefferson County, KY	County Department - Metro Gov	18.8%	109.2	9
Akron/Summit County, OH	Consolidated County Department (Effective 1-1-2011)	21.0%	93.2	4
Austin/Travis County, TX	City Department serving County	24.0%	98.3	7
Nashville/Davidson County, TN	County Department - Metro Gov	26.7%	109.6	11
Memphis/Shelby County, TN	Consolidated County Department	27.3%	120.0	14
Oklahoma City/Oklahoma County, OK	Independent County Health Agency	29.9%	113.5	13
Chattanooga/Hamilton County, TN	County Department	30.9%	96.1	5
Seattle/King County, WA	Contracted County Department serving City	32.6%	86.9	2
Spokane/Spokane County, WA	Independent County Health Agency	33.5%	83.7	1
Toledo/Lucas County, OH	Independent County Health Agency	36.7%	109.3	10
Peoria/Peoria County, IL	Independent County Health Agency	37.9%	104.3	8
Springfield/Greene County, MO	City Department serving County	39.4%	96.6	6
Columbia/Boone County, MO	City Department serving County	45.9%	91.7	3

