Bibliography – City-County Consolidation

1 – Books

Books on City-County Consolidation in General

Carr, Jered B., and Richard C. Feiock, eds. City-County Consolidation and Its Alternatives: Reshaping the Local Government Landscape. M.E. Sharpe, Armonk, N.Y., 2004.
    This book contains the following chapters:

    Carr, Jered B. "Perspectives on City-County Consolidation and Its Alternatives." Pp. 3-24.
    This chapter, by one of the co-editors, previews the individual chapters that follow and shows how those chapters are interconnected.

    Leland, Suzanne M., and Gary A. Johnson. "Consolidation as a Local Government Reform: Why City-County Consolidation Is an Enduring Issue." Pp. 25-38.
    The authors place city-county consolidation proposals in the tradition of reform of local government structure, with the goal of improving efficiency and effectiveness and perhaps achieving cost savings. They also point out the changing nature of the justifications given for consolidation.

    Feiock, Richard C. "Do Consolidation Entrepreneurs Make a Deal with the Devil?" Pp. 39-52.
    The author sets out the benefits that proponents argue will follow from city-county consolidation and asserts that most studies show the benefits are not realized. He suggests that major reason is the various compromises that proponents must make in order to create a government that will be approved by the voters.

    Brierly, Allen B. "Issues of Scale and Transaction Costs in City-County Consolidation." Pp. 55-86.
    The author argues that centralization of government increases transactions costs – both within the government and between the government and citizens. This increase of transaction costs may help explain the antipathy many voters have for consolidation.

    Johnson, Linda S. "Revolutionary Local Constitutional Change." Pp. 155-182.
    The author reviews existing academic theories on why city-county consolidation does or does not succeed and suggests a new approach.

    Carr, Jered B., and Bethany G. Sneed. "The Politics of City-County Consolidation." Pp. 183-218.
    The chapter summarizes the results of a survey sent to officials in 33 communities that held city-county consolidation referendums between 1987 and 1999. The surveys covered arguments used for and against consolidation, the groups active in the process, elements of the proposed charters, and rules governing the referendum.

Rosenfeld, Raymond A., and Laura A. Reese. "Local Government Amalgamation from the Top Down." Pp. 219-245.

   The authors examine the transitional phase of a consolidation of twelve municipalities in Ontario, Canada. Because the consolidation was mandated by the provincial government, the authors are particularly interested in whether there were particular aspects of the transition traceable to the top-down character of the merger.

Johnson, Linda S., and Jered B. Carr. "Making the Case for (and Against) City-County Consolidation: A Qualitative Comparative Analysis." Pp. 246-290.

   Using the same surveys described in the chapter by Carr and Sneed, the authors examine the arguments made by community leaders on both sides of consolidation referendums, attempting to discover any underlying patterns.

Feiock, Richard C. "Institutional Choice, Collective Action, and Governance." Pp. 291-309.

   The author examines the incentives that cause groups to seek city-county consolidation, and other local boundary changes.

In addition, three chapters examine alternatives to city-county consolidation:

Brierly, Allen B. "Annexation as a Form of Consolidation." Pp. 87-112.
Thurmaier, Kurt, and Curtis Wood. "Interlocal Agreements as an Alternative to Consolidation." Pp. 113-130.
McCabe, Barbara Coyle. "Special Districts." Pp. 131-152.

Leland, Suzanne M., and Kurt Thurmaier, eds. City-County Consolidation – Promises Made, Promises Kept? Washington, Georgetown University Press, 2010.

   This book uses comparative case studies to investigate whether successful city-county consolidations deliver on the promises made by proponents during the referendum campaigns. Each of nine consolidated city-counties is compared with a comparable county and city in the same state. The nine consolidated governments, and the comparison governments, are:
   - Nashville-Davidson county, Tennessee – compared with Knoxville and Knox county.
   - Virginia Beach, Virginia – compared with Richmond.
   - Jacksonville-Duval county, Florida – compared with Tampa and Hillsborough county.
   - Carson City-Ormsby county, Nevada – compared with several Nevada counties.
   - Lexington-Fayette county, Kentucky – compared with Louisville and Jefferson county.
   - Butte-Silver Bow county, Montana – compared with Bozeman and Gallatin county.
   - Lynchburg-Moore county, Tennessee – compared with Decatur and Meigs county.
   - Athens-Clarke county, Georgia – compared with Gainesville and Hall county.
   - Kansas City-Wyandotte county, Kansas – compared with Topeka and Shawnee county.

In a final chapter the editors summarize the findings as a whole:

- Consolidated governments cannot be shown to have improved the efficiency of government.
- Consolidated governments probably have improved local economies.
- Consolidated governments usually have delivered on other specific promises.

Rosenbaum, Walter A., and Gladys M. Kammerer. Against Long Odds: The Theory and Practice of Successful Governmental Consolidation. Beverly Hills, Sage Publications, 1974.

Based mainly on an extensive study of the successful consolidation effort in Jacksonville and Duval county, Florida, and a contemporaneous unsuccessful effort in Tampa and Hillsborough county, Florida, the authors develop and explain their theory of what is necessary for a successful city-county consolidation referendum. Very briefly, they suggest three stages:
- Broad evidence that a local government is confronting very serious problems and inadequately dealing with them.
- A loss in confidence in the government by various elites whose support is necessary to the government.
- Some kind of galvanizing event or set of events that accelerates the move toward consolidation.

Case Studies and Histories

Crooks, James B. Jacksonville – The Consolidation Story, from Civil Rights to the Jaguars. Gainesville, University Press of Florida, 2004.

A history of Jacksonville from the 1950s – before, during, and after consolidation.

Harvard, William C., Jr., and Floyd L. Carty. Rural-Urban Consolidation: The Merger of Governments in the Baton Rouge Area. Baton Rouge, Louisiana State University Press, 1964.

A case study of the successful effort in Baton Rouge and East Baton Rouge parish, Louisiana.

Hawkins, Brett W. Nashville Metro: The Politics of City-County Consolidation. Nashville, Vanderbilt University Press, 1966.

A case study of the successful effort in Nashville and Davidson county, Tennessee.

Horan, James F., and G. Thomas Taylor, Jr. Experiments in Metropolitan Government. New York, Praeger Publishers, 1977.

The book examines a variety of new ways to govern metropolitan areas. The first three of nine chapters examine city-county consolidations in Nashville-Davidson county, Jacksonville-Duval county, and Indianapolis-Marion county. Each chapter reviews the politics leading up to the successful consolidation effort and the resulting structure of the merged government.

Leland, Suzanne M., and Kurt Thurmaier, eds. Case Studies of City-County Consolidation: Reshaping the Local Government Landscape. Armonk, M.E. Sharpe, 2004.

Twelve case studies of city-county consolidation efforts (plus one study of a city-city consolidation effort). Seven of the efforts were successful – Jacksonville-Duval county, Florida;

Columbus-Muscogee county, Georgia; Athens-Clarke county, Georgia; Lafayette-Lafayette parish, Louisiana; Augusta-Richmond county, Georgia; Kansas City-Wyandotte county, Kansas; and Louisville-Jefferson county, Kentucky. Five of the efforts were not – Tallahassee-Leon county, Florida; Sacramento-Sacramento county, California; Des Moines-Polk county, Iowa; Wilmington-New Hanover county, North Carolina; and Knoxville-Knox county, Tennessee.

Lyons, Schley R. Citizen Attitudes and Metropolitan Government: City-County Consolidation in Charlotte. Charlotte, Institute for Urban Studies and Community Service, 1972.
        An examination of voter attitudes in the unsuccessful referendum for city-county consolidation in Charlotte-Mecklenburg county in 1971.

Lyons, W.E. The Politics of City-County Merger – The Lexington-Fayette County Experience. Lexington, The University Press of Kentucky, 1977.
        A case study of the successful effort in Lexington and Fayette county, Kentucky. The author is both an academic political scientist and the chair of the merger commission.

Martin, Richard. Consolidation: Jacksonville duval county. Jacksonville, Crawford Publishing Company, 1968.
        A case study of the successful effort in Jackson and Duval county, Florida.

Owen, C. James, and York Willbern. Governing Metropolitan Indianapolis – The Politics of Unigov. Berkeley, University of California Press, 1985.
        A case study of the formation of city-county consolidation in Indianapolis-Marion county, Indiana, and an examination of the performance of the government over its first 15 years.

Temple, David G. Merger Politics – Local Government Consolidation in Tidewater Virginia. Charlottesville, Institute of Government, University of Virginia, 1972.
        A case study of four governmental consolidations in southeastern Virginia, from 1952 to 1963. Three of the four were city-county consolidations; all four resulted in consolidated city governments.

2 – Articles in Books

Grant, Daniel R. "Political Access Under Metropolitan Government: A Comparative Study of Perceptions by Knowledgeables." A chapter in Daland, Robert T., ed., Comparative Urban Research – The Administration and Politics of Cities, Beverly Hills, Sage Publications, 1969, pp. 249-271.
        The author focuses on whether political consolidation leads to a loss of political access to local government, comparing Nashville-Davidson county, Tennessee and metropolitan governments in the Toronto area and in Dade county, Florida. The study suggests that consolidation actually improves rather than constrains political access.

Swanson, Bert. "Jacksonville: Consolidation and Regional Governance." A chapter in Savitch, H.V., and Ronald K. Vogel, Regional Politics – America in a Post-City Age, Thousand Oaks, California, Sage Publications, 1996, pp. 229-252.

This chapter is a short review of the creation and performance of consolidated government in Jacksonville-Duval county Florida.

3 – Articles in Academic Journals

Pros and cons of city-county consolidation

Hawkins, Brett W., Keith J. Ward, and Mary P. Becker. "Governmental Consolidation as a Strategy for Metropolitan Development." *Public Administration Quarterly*, Volume 15, No. 2, (Summer 1991), pp. 253-267.
This article examines and summarizes arguments that governmental consolidation should help a metropolitan area secure economic development.

Hutcheson, John, and James Prather. "Economy of Scale or Bureaucracy Entropy." *Urban Affairs Quarterly*, Volume 15, No. 2 (December 1979), pp. 164-181.
The article examines the argument that consolidated governments will create efficiencies through economies of scale and concludes that the increasing size of the government bureaucracy in consolidations makes such economies of scale unlikely.

Lyons, William, and John M. Scheb II. "Saying 'No' One More Time: The Rejection of Consolidated Government in Knox County, Tennessee." *State and Local Government Review*, Volume 30, No. 2 (Spring 1998.), pp. 92-105.
This article reviews the general literature on the proponents and opponents of city-county consolidation and then applies the findings to an unsuccessful referendum in Knoxville and Knox county in November 1996.

Savitch, H.V., and Ronald K. Vogel. "Metropolitan Consolidation versus Metropolitan Governance in Louisville." *State and Local Government Review*, Volume 32, No. 3 (Fall 2000), pp. 198-212.
The author compares a proposed (and ultimately successful) city-county consolidation in Louisville and Jefferson county, Kentucky, with existing cooperative arrangements, and suggests the existing arrangements were preferable.

Factors leading to consolidation efforts

Carr, Jered B., and Richard C. Feiock. "Who Becomes Involved in City-County Consolidation? Findings from County Officials in 25 Communities." *State and Local Government Review*, Volume 34, No. 2 (Spring 2002), pp. 78-94.
Using surveys distributed to county officials in 25 communities holding consolidation referendums between 1987 and 1997, the authors describe the groups commonly involved in consolidation efforts, either as proponents or opponents.

Feiock, Richard C., and Jered B. Carr. "Private Incentives and Academic Entrepreneurship: The Promotion of City-County Consolidation." *Public Administration Quarterly*, Volume 24, No. 2 (Summer 2000), pp. 223-245.
The authors find some support for the suggestion that the presence of a university with a public administration faculty in a county increases the chances for putting city-county consolidation on the local political agenda.

Filer, John E., and Lawrence W. Kenny. "Voter Reaction to City-County Consolidation Referenda." *Journal of Law and Economics*, Volume 23, No. 1 (April 1980), pp. 179-190.
The authors argue that city-county consolidation is "primarily a vehicle for transferring wealth" from the suburbs to the central city.

Fleischmann, Arnold. "The Goals and Strategies of Local Boundary Changes: Government Organization or Private Gain." *Journal of Urban Affairs*, Volume 8, No. 4 (September 1986), pp. 63-76.
The article argues that any attempt to explain efforts at boundary changes, including city-county consolidations, must take into account the private interests of political and civil leaders, of local businesses, and of residents.

Marando, Vincent L. "City-County Consolidation: Reform, Regionalism, Referenda and Requiem." *The Western Political Quarterly*, Volume 32, No. 4 (December 1979), pp. 409-421.
The author notes that most consolidation efforts have been in the South, although more recently the West has become more active. He seeks to explain the regional character of interest in consolidation, concludes that regional factors are changing and that consolidation will be even less likely to be successful in the future, and urges reformers to look to alternative kinds of reforms.

Mead, Timothy D. "The Daily Newspaper as Political Agenda Setter: *The Charlotte Observer* and Metropolitan Reform." *State and Local Government Review*, Volume 26, No. 1 (Winter 1994), pp. 27-37.
The author describes the continuing efforts of the main newspaper in Charlotte and Mecklenburg county, North Carolina, to place city-county consolidation on the local political agenda and to encourage its passage.

Rosenbaum, Walter A., and Thomas A. Henderson. "Explaining the Attitude of Community Influentials Toward Government Consolidation – A Reappraisal of Four Hypotheses." *Urban Affairs Quarterly*, Volume 9, No. 2 (December 1973), pp. 251-275.
Relying on interviews with participants in the recent consolidation efforts in Jacksonville-Duval county and Tampa-Hillsborough county, Florida, the authors examine the attitudes held by civic elites toward proposed consoldation.

Consolidation referendum successes and failures

Benton, J. Edwin. "Voter Attitudinal Factors and Metropolitan Consolidation: A Re-evaluation." *Midwest Review of Public Administration*, Volume 13, No. 4 (December 1979), pp. 207-224.
    The article compares voter attitudes in Nashville-Davidson county, Tennessee, and Tallahassee-Leon county, Florida, and examines factors that affect how citizens vote in consolidation referendums.

Cole, Richard L., and David A. Caputo. "Leadership Opposition to Consolidation." *Urban Affairs Quarterly*, Volume 8, No. 2 (December 1972), pp. 253-258.
    Relying on interviews undertaken in Indianapolis, the authors examine why some civic elites come to oppose city-county consolidation.

Durning, Dan, and David Edwards. "The Attitudes of Consolidation Elites: An Empirical Assessment of Their Views of City-County Mergers." *Southeastern Political Review*, Volume 20, No. 2 (September 1992), pp. 355-384.
    Defining "consolidation elites" as the leading proponents and opponents of consolidation, the article explores the differences in attitudes toward consolidation exhibited by the two sides. The authors rely on a survey in two Georgia county that had recently held referendums on consolidation.

Grant, Daniel R. "Consolidations Compared." *National Civic Review*, Volume 52, No. 1 (January 1963), pp. 10-13.
    The author compares the process by which Nashville and Davidson county, Tennessee, recently consolidated, and the structure of the resulting consolidated government, with earlier consolidations.

Hawkins, Brett W. "Life Style, Demographic Distance and Voter Support of City-County Consolidation." *Southwestern Social Science Quarterly*, Volume 48, No. 3 (December 1967), pp. 325-338.
    The author examines consolidation referenda from 1945 to 1964 in order to determine the factors that explain voter patterns.

Henderson, Thomas A., and Walter A. Rosenbaum. "The Prospects for Consolidating Local Government: The Role of Elites in Electoral Outcomes." *American Journal of Political Science*, Volume 17, No. 4 (November 1973), pp. 695-719.
    Using a comparative study of Jacksonville-Duval county and Tampa-Hillsborough county, Florida, the authors examine the role of civil elites in consolidation referendums.

Johnson, Linda S., and Richard C. Feiock. "Revolutionary Change in Local Government: Revisiting the Rosenbaum and Kammerer Theory of Successful City-County Consolidation." *The Journal of Political Science*, Volume 27 (1999), pp. 21-52.
    The authors reevaluate the theory of successful city-county consolidation proposed in a 1974 book, looking at nine proposals, especially two in Tallahassee and Leon county, Florida. They find that the theory stands up well.

Krefetz, Sharon Perlman, and Alan B. Sharaf. "City-County Merger Attempts: The Role of
      Political Factors." *National Civic Review*, Volume 66, No. 4 (April 1977), pp. 175-181.
      The article investigates the factors that have been important to voters in city-county
consolidation referendums.

Leland, Suzanne, and Kurt Thurmaier. "Metropolitan Consolidation Success: Returning to the
      Roots of Local Government Reform." *Public Administration Quarterly*, Volume 24, No.
      2 (Summer 2000), pp. 202-213.
      The authors investigate consolidation in Kansas City and Wyandotte county, Kansas, and
why the referendum was successful. They attribute the success to the citizenry's desire for
budgetary accountability and the proposed charter's successful response to that desire.

Leland, Suzanne, and Kurt Thurmaier. "When Efficiency is Unbelievable: Normative Lessons
      from 30 Years of City-County Consolidations." *Public Administration Review*, Volume
      65, No. 4 (July-August 2005), pp. 475-189.
      The authors suggest a new model for predicting success in city-county consolidation
efforts: civic elites develop a new vision for economic development, decide the current
government cannot achieve the vision, and convince voters that approving consolidation will
improve local economic development.
      This article generated a response from Richard C. Feiock, Jered B. Carr, and Linda S.
Johnson, and a reply to the response by Leland and Thurmaier. This colloquy is found in *Public
Administration Review*, Volume 66, No. 2 (March-April 2006), pp. 274-280.

Marando, Vincent L., and Daniel K. Wanamaker. "Political and Social Variables in City-County
      Consolidation Referenda." *Polity*, Volume 4, No. 4 (Summer 1972), pp. 512-522.
      Reviewing all city-county consolidation referenda between 1945 and 1970, the authors
examine the relative importance of political factors and of social factors in determining voter
positions in favor of or against consolidation.

Marando, Vincent L. "The Politics of Metropolitan Reform." *Administration and Society*,
      Volume 6, No. 2 (August 1974), pp. 229-262.
      The article summarizes the efforts at metropolitan reorganization, especially city-county
consolidation, between 1946 and 1974, looking especially at the processes followed and at the
factors leading to success or failure.

Reese, Laura A. "Same Governance, Different Day: Does Metropolitan Reorganization Make a
      Difference?" *Review of Policy Research*, Volume 21, No. 4 (July 2004), pp. 595-611.
      The author suggests that, to the average voter, governmental consolidation will not create
any lasting noticeable change.

Scott, Thomas M. "Metropolitan Governmental Reorganization Proposals." *The Western
      Political Quarterly*, Volume 21, No. 2 (June 1968), pp. 252-261.
      The author examines a number of then-recent reorganization proposals, including several
proposed city-county consolidations, and speculates as to why some were successful and others
not.

Swanson, Bert E. "Quandaries of Pragmatic Reform: A Reassessment of the Jacksonville Experience." *State and Local Government Review*, Volume 32, No. 3 (Fall 2000), pp. 227-238.
>   Reviewing the academic literature, the author describes the political forces that led to successful city-county consolidation in Jacksonville, Florida, and then reviews perceptions of the effect of consolidation.

The effects of consolidation

Benton, J. Edwin, and Darwin Gamble. "City/County Consolidation and Economies of Scale: Evidence from a Time-Series Analysis in Jacksonville, Florida." *Social Science Quarterl*y (March 1984), pp. 190-198.
>   This article uses time-series analysis to try to determine if the consolidation of Jacksonville and Duval county led to any reduction in property taxes or in expenditures. The authors concluded that there was no reduction; rather, if anything, taxes and expenditures increased after consolidation.

Blomquist, William, and Roger B. Parks. "Fiscal, Service, and Political Impacts of Indianapolis-Marion County's Unigov." *Publius*, Volume 24, No. 4 (Autumn 1995), pp. 37-54
>   The authors describe the structure of the Unigov consolidation and then examine its effect on local politics, government finance, and government services and operations.

Carr, Jered B., and Sang-Seok Bae and Wenjue Lu. "City-County Government and Promises of Economic Development: A Tale of Two Cities. *State and Local Government Review*, Volume 38, No. 3 (2006), pp. 131-141
>   The authors compare economic development results in Lexington-Fayette county and Louisville-Jefferson county, Kentucky over a 50-year period. They seek to determine whether adoption of city-county consolidation in the former, or the lack of it in the latter, had any appreciable effect on economic development successes; they find no strong evidence of any positive effect.

Carr, Jered B., and Richard C. Feiock. "Metropolitan Government and Economic Development." *Urban Affairs Review*, Volume 34, No. 3 (January 1999), pp. 476-488.
>   The authors examine how successful nine consolidated governments were at attracting new industrial and commercial development and find no support for the idea that city-county consolidation enhances economic development.

Carver, Joan. "Responsiveness and Consolidation: A Case Study." *Urban Affairs Quarterly*, Volume 9, No. 2 (December 1973), pp. 211-249.
>   The article examines the performance of the consolidated government in Jacksonville-Duval county, Florida, during its first five years, particularly looking at the new government's responsiveness and its ability to address difficult social problems.

Clarke, Kristin. "Voting Rights & City-County Consolidation." *Houston Law Review*, Volume 43, No. 3 (Summer 2006), pp. 621-699.

The author presents a challenge to city-county consolidations on the ground that they violated the federal Voting Rights Act, by diluting minority political power.

Condrey, Stephen E. "Organizational And Personnel Impacts On Local Government Consolidation: Athens-Clarke County, Georgia." *Journal of Urban Affairs*, Volume 16, No. 4 (December 1994), pp. 371-383.
　　　　The article looks closely at the process of merging two personnel systems and the issues arising therefrom. It suggests that there were no cost savings from efficiencies because of consolidation.

Durning, Dan. "The Effects of City-County Government Consolidation: The Perspectives of United Government Employees in Athens-Clarke County, Georgia." *Public Administration Quarterly,* Volume 19, No. 3 (Fall 1995), pp. 272-298.
　　　　This article investigates employee attitudes regarding the consolidation of Athens and Clarke county, Georgia. The discussion is based on three surveys – one at the time of consolidation, and two others at 18 and 30 months. The author finds that the employee attitudes toward consolidation are largely negative. He suggests part of the reason may be the difficulties of transitioning from two governments to one.

Durning, Dan, and Patricia Dautel Nobbie. "Post-Transition Employee Perceptions of City-County Unification: The Case of Athens-Clarke County." *Public Administration Quarterly*, Volume 24, No. 2 (Summer 2000), pp. 140-168.
　　　　This article follows up on an earlier article. This one reports on a 1997 survey of employees of the Athens-Clarke county government and finds there is still strong employee dissatisfaction with consolidation. There authors suggest alternative explanations.

Feiock, Richard C., and Jared B. Carr. "A Reassessment of City-County Consolidation: Economic Development Impacts." *State and Local Government Review*, Volume 29, No. 3 (Fall 1997), pp. 166-171.
　　　　The authors compare Jacksonville-Duval county, Florida with other Florida counties, to determine whether city-county consolidation has a positive impact on private-sector economic development. The could find no discernible impact.

Fleischmann, Arnold. "Regionalism and City-County Consolidation in Small Metro Areas." *State and Local Government Review*, Volume 32, No. 3 (Fall 2000), pp. 213-226.
　　　　The concern of the article is regionalism, and how it is affected by city-county consolidation. It compares four counties in Georgia – two that have had successful consolidation referendums and two that were unsuccessful. Regional issues were not important in the referendum campaigns, but, at least in Athens-Clarke county, leaders believe that consolidation has made it easier for the community to address regional issues.

Foster, G. James, Raymond B. Gonzalez, and William L. Chappell, jr. "Citizens Assess Columbus Merger." *National Civic Review*, Volume 70, No. X (October 1981), pp. 479-80.
　　　　The authors report on two surveys of citizen satisfaction with the consolidated government in Columbus and Muscogee county, Georgia; one was taken five years after merger

and the other ten years after merger. The find a substantial majority believe that the consolidated government was an improvement over the separate city and county governments, and that feeling strengthened between years 5 and 10.

Gorton, Tom. "Unigov: Can a Partial Merger Be a Total Success?" *Planning,* Volume 44, No. 4
       (April-May 1978), pp. 16-20.
       The author describes Unigov – the partially merged government in Indianapolis and
Marion county, Indiana – and its creation. Since Unigov became effective in the late 1960s, there has been a turnaround in the economic vitality of Indianapolis, and it has become a city that is among leaders in quality of life surveys. It's not clear how much of this, however, can be attributed to government structure.

Grant, Daniel R. "A Comparison of Predictions and Experience with Nashville 'Metro'." *Urban
       Affairs Quarterly*, Volume 1, No. 1 (September 1965), pp. 34-54.
       The article sets out the arguments made for and against consolidation in Nashville-
Davidson county and examines whether the predicted outcomes have been realized during the first two years of consolidated government. The outcome is mixed.

Lyons, W.E., and David Lowery. "Governmental Fragmentation Versus Consolidation: Five
       Public-Choice Myths about How to Create Informed, Involved, and Happy Citizens."
       Public Administration Review, Volume 49, No. 6 (November/December 1989), pp. 533-
       543.
       The authors use comparative survey data from Lexington-Fayette county, Kentucky
(consolidated) and Louisville-Jefferson county, Kentucky (not consolidated) to refute arguments that a politically fragmented metropolitan area leads to better citizenship and greater citizen satisfaction.

Rogers, Bruce D., and C. McCurdy Lipsey. "Metropolitan Reform: Citizen Evaluations of
       Performances in Nashville-Davidson County, Tennessee." *Publius*, Volume 4, No. 4
       (Autumn 1974), pp. 19-34.
       The authors report on a survey of citizens in a small town not included in the Nashville-
Davidson county merger and in a comparable neighborhood with the urban service district. The survey shows considerably more satisfaction with local government in the small town than in the urban service district.

Rosentraub, Mark S. "City-County Consolidation and the Rebuilding of Image: The Fiscal
       Lessons from Indianapolis's UniGov Program." *State and Local Government Review*,
       Volume 32, No. 3 (Fall 2000), pp. 180-191.
       The article describes UniGov (a partial city-county consolidation) and its role in
revitalizing downtown Indianapolis.

Savitch, H.V., and Ronald K. Vogel. "Suburbs Without A City: Power and City-County
       Consolidation." *Urban Affairs Review*, Volume 39, No. 6 (July 2004), pp. 758-790.
       The article is a case study of the successful consolidation effort in Louisville-Jefferson
County, Kentucky, and the effect of the consolidation on local government and local politics.

Seamon, Fred, and Richard C. Feiock. "Political participation and city-county consolidation: Jacksonville-duval county." *International Journal of Public Administration*, Volume 18, No. 11 (1995), pp. 1741-1752.

       The authors review the literature on the political effects of city-county consolidation and then, using an interrupted times-series analysis applied to Jacksonville-Duval county, Florida, conclude that that particular consolidation has witnessed reduced voter participation in local elections.

Selden, Sally Coleman, and Richard W. Campbell. "The Expenditure Impacts of Unification in a Small Georgia County: A Contingency Perspective of City-County Consolidation." *Public Administration Quarterly*, Volume 24, No. 2 (Summer 2000), pp. 169-201.

       The authors examine changes in governmental expenditures after consolidation, comparing Athens-Clarke county with comparable non-consolidated counties. The results are mixed – some expenditures are down, others are up – and the authors suggest the outcome depends on factors extrinsic to actual consolidation, such as charter mandates, board policy choices, and the like.