

for some functions; (3) unification of some, but not all, of the municipal governments and the county government. Sometimes the consolidation is broadened to include the territory of two or more counties and the county and municipal governments within them, or to include other local governments.³¹

City-county consolidation requires enabling legislation and sometimes also a local referendum, frequently with separate majority approvals in the central city and the remainder of the county. In 1959 it was reported that 4 States had general law methods of effecting city-county consolidations and 18 States had special laws.³²

Like city-county separation, city-county consolidation took place mostly in the last century. However, the approach has continued to attract the interest of groups concerned with governmental reorganization in metropolitan areas. The city-county consolidations of the 19th century were in New Orleans (completed in 1874), Boston (1882), Philadelphia (1854), and New York (1898). Although these consolidations varied as to the extent of city and county merger, they had a number of common characteristics.³³ They were brought about by action of the State legislature and without local referendum. Most involved just one county and one major city. In most cases the area of the affected or remaining city was expanded and made coterminous with the county or counties involved. Those that initially extended the city to the area of the county, however, have had little subsequent expansion, and all the consolidated territories are now considerably smaller than the metropolitan areas of which they are a part.

In 1949, a city-county consolidation merged East Baton Rouge Parish (county), La., with the city of Baton Rouge. Starting in the late 1950's, a series of attempted city-county consolidations were all defeated by local electorates: Nashville-Davidson County, Tenn. (1958); Albuquerque-Bernalillo County, N. Mex. (1959); Knoxville-Knox County, Tenn. (1959); Macon-Bibb County, Ga. (1960); Durham-Durham County, N.C. (1961); and Richmond-Henrico County, Va. (1961).

Then in 1962, a revised charter creating "The Metropolitan Government of Nashville and Davidson County" was approved by the voters, receiving the required separate majorities both in Nashville and in the remainder of the county. The charter set up an urban services district of about 75 square miles surrounding Nashville, with provisions for expansion. Certain functions are performed and financed only within the urban services district, including sewage and refuse disposal, street lighting, and a higher level of police protection than that prevailing outside. There are two levels of taxation—one for all residents of the county, the other only for those who receive urban services. Countywide services include several that were previously limited to Nashville, such as parks and recreation, libraries, and public housing. There is an elected metropolitan county mayor and a council of 41 members, of whom 35 are elected from single member districts and 6 at large.³⁴

³¹ Council of State Governments, *The State and the Metropolitan Problem*, op. cit., p. 53.

³² See Dixon and Kerstetter, op. cit.

³³ Council of State Governments, *The States and the Metropolitan Problem*, op. cit., pp. 68-71.

³⁴ Roscoe C. Martin, *Metropolis in Transition: Local Government Adaptation to Changing Urban Needs* (Washington: Government Printing Office, 1963), pp. 107-110.