

**CITY OF SAN ANTONIO  
INTERDEPARTMENTAL MEMORANDUM  
EXTERNAL RELATIONS OFFICE**

**TO:** Mayor and City Council

**FROM:** Jim Campbell, External Relations Director

**THROUGH:** Terry M. Brechtel, City Manager

**COPIES:** Christopher J. Brady, Assistant City Manager; File

**SUBJECT:** CITY COUNTY COOPERATION PLAN

**DATE:** January 22, 2004

**SUMMARY AND RECOMMENDATION**

This resolution declares support for the City County Cooperation Plan to create a more seamless and integrated structure of local government, which includes a work program for 2004.

Staff recommends approval of this resolution.

**BACKGROUND INFORMATION**

The City of San Antonio comprises 80% of the county's total population and three-quarters of the county's tax base. City residents receive services from and pay taxes to both governments. Metropolitan San Antonio is an integrated system economically and socially, and should become better integrated governmentally.

Since 2001, the City and County have sought to expand the areas of cooperation. Dr. Thomas Brereton, an urban affairs consultant, has served as a facilitator between both local governments in developing greater intergovernmental cooperation and assisting in structuring arrangements for better integration of City and County services. Over the last six months, Dr. Brereton and the External Relations staff have met with various City departments to identify areas which may serve as potential City-County partnerships. Similar meetings have taken place with key County staff members.

The cooperation plan was presented to the City Council Intergovernmental Relations Committee in the Fall of 2003 and received favorable review.

## **POLICY ANALYSIS**

The San Antonio City Council and Bexar County Commissioners Court both recognize that to achieve governmental integration, a deliberate planning effort is required. The plan is an attempt to set forth an agreement on the general principles and strategies that will guide their efforts to integrate City and County services. It is an initial expression by the City Council and Commissioners Court toward a joint commitment to create a more seamless and integrated structure of local government. It sets out their vision for City/County government, the mission of this initiative, and some principles of general policy that will guide both governing bodies.

The plan includes a work program providing specific areas identified and recommended for increased coordination. One of these areas is subdivision plat approval in the City's extra-territorial jurisdiction. In 2003, an interlocal agreement was finalized, eliminating the duplication in reviewing and approving subdivision plats in the City's extra-territorial jurisdiction, as required by House Bill 1445, (Acts of the 77<sup>th</sup> Legislature). In 2004, the City and County will use this agreement as the model for similar agreements with other affected political subdivisions in the area. The work program also recommends that the City and County continue to coordinate on the pursuit of federal and state funding to implement Emergency Operations programs.

The County has already determined it is more efficient to add capacity to the City's existing geographic information system rather than develop a parallel system. Once the County has refined the scope of work, an interlocal agreement will be developed. The work program also calls for a joint planning effort to determine the feasibility of integrating County services into the existing City Community Link Service Centers and of providing access to City services through the County's various satellite offices.

Also recommended in the work program is exploration into the development of linear City and County parks along Salado Creek and continued research into potential funding sources and development of a partnership to manage a local History Center. Included in the work program is a recommendation that the City and County continue cooperating to fulfill each entity's commitments under the Starbright Agreement and complete work on a joint suppliers package that will be used to attract prospective suppliers for the Toyota manufacturing plant.

In the area of legislative affairs, it is recommended that the City and County continue cooperation as each entity prepares for the 79<sup>th</sup> Legislative Session and any Special Sessions of the 78<sup>th</sup> Legislature, should they be called. The work program further recommends that the City and County work together to submit a joint project for Local Law Enforcement Block Grant funding. Furthermore, the City and County will provide staff support for the City/County Service Integration Commission, which will research and recommend further areas of functional and service integration.

## **FISCAL IMPACT**

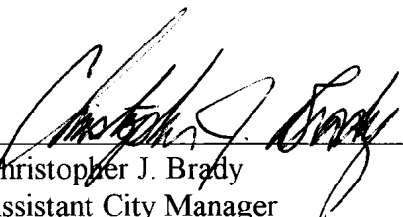
There is no anticipated financial impact to the City's General Fund to administer this resolution.

## COORDINATION


This item has been coordinated with the departments of Customer Service (311), Development Services, Fire, Library, Municipal Courts, Parks and Recreation, Police, Public Works, Purchasing, Economic Development, Human Resources and Information Technology Services.

*for*   
Jim Campbell, Director  
External Relations

Approved:

  
Christopher J. Brady  
Assistant City Manager

Approved:

  
Terry M. Brechtel  
City Manager

# **ATTACHMENT A**

**BEXAR COUNTY  
CITY OF SAN ANTONIO**

**PLAN FOR CITY-COUNTY COOPERATION**

**FISCAL YEAR 2004**

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## INTRODUCTION

This document is the second iteration in a multi-year effort to integrate the City and County governments into a more seamless and transparent structure serving the citizens of San Antonio and Bexar County. It sets out the shared vision of the Bexar County Commissioners Court and the San Antonio City Council for the improvement of our local governments at the beginning of the 21<sup>st</sup> century and the mission statement that we adopted to guide this effort in February 2002. It also establishes the principles of general policy that both governing bodies have agreed will guide the progressive integration of City and County services.

An important new component in this document is a section on "Cost-Sharing Principles." This reflects the commitment of both governing bodies to develop a progressively more detailed and mature policy framework to structure City-County cooperation.

Following these elements of agreement is the rolling annual "work program" that the staffs of both governments will work to implement during fiscal year 2004. On the foundation of our progress in implementing this work program, City Council and Commissioners Court will continue to adopt progressively more detailed policy principles and to extend the work program as a "rolling plan" for subsequent years.

## VISION

- We envision a system of local government that is as integrated in the delivery of public services as the metropolitan region is integrated economically and socially.
- We envision a system that delivers services seamlessly, without duplication or overlap, and without bureaucratic boundaries that impede service delivery.
- We envision a system that is as efficient as possible, minimizing the total tax burden on our community.
- We envision a system that is as effective as possible, maximizing actual service delivery.
- We envision a system that is transparent to the average citizen, who does not care what agency or level of government is actually responsible for delivering a needed service.
- We envision a system that is equitable to taxpayers and citizens both inside and outside the city limits.
- We envision a system that is accountable for results in actual service delivery to the taxpayers who support both governments.

## **MISSION**

We will create an environment of City/County government that is transparent to the citizens and seamless in service delivery - efficient, effective, equitable and accountable to all citizens of San Antonio and Bexar County – while recognizing the different structures we are required to observe.



## GENERAL PRINCIPLES

The San Antonio City Council and the Bexar County Commissioners Court agree on the following general principles as policy to govern the development of particular individual efforts to improve City-County service delivery.

- A principal objective is to maximize the efficiency of local government and to minimize the total tax burden *of the community as a whole*, rather than to seek a budgetary advantage for one government at the expense of the other.
- At a minimum, each particular agreement between the City and the County will maintain the existing quality of the service that is delivered to citizens. We will strive to enhance the quality and effectiveness of existing services at reduced cost to the taxpayer.
- Whenever City and County services are delivered directly to citizens on some combined or cooperative basis, we will measure service outputs and we will apply performance standards to ensure that services are delivered effectively and equitably to citizens both inside and outside the city limits.
- Benefits to either government in the form of increased efficiency or effectiveness in an existing service will accrue to the community as a whole.
- The City and the County will strive to keep each other up to date on issues and projects of common interest, especially those that could impact revenues. Each government will provide information requested by the other in a timely and complete manner.

## COST-SHARING PRINCIPLES

The issue of cost sharing between the City and County governments is fundamental to any form of City-County service integration. Therefore we agree on the following principles as a general policy framework to address this issue. These principles will apply both to new contracts and to existing contracts as they are renewed, and to any other form of cooperative or combined arrangement for City-County service delivery.

- In sharing costs for new initiatives, we will attempt to split the costs between the City and County governments on the simplest measurable terms.
- Where the costs of existing services can be easily and meaningfully measured on a unit basis (e.g., calls for service, or number of clients/citizens served), we will split the costs on this ratio whenever possible.
- Where an agreement to combine services is a new initiative for both governments or involves the use of new technology, facilities or infrastructure, we will split the costs on the simplest meaningful and measurable ratio of projected usage or percentage of overall system capacity.
- In calculating indirect (“overhead”) costs of service, we will use each government’s best available data that meet the standards and requirements of the Governmental Accounting Standards Board.
- Where a multi-year contract needs to include a measure of inflation, we will use the state Consumer Price Index in the absence of more meaningful data.
- Where an initial expansion of service from one government to the other entails only a distinct “marginal” or incremental cost (e.g., additional computer programming for an existing system) with no reduction in the existing service (or availability of the service), the government benefiting from the expansion will pay only this incremental cost.
- Where an initial expansion of service from one government to the other involves a demonstrable issue of “service availability” (or “dilution” of an existing service) that is not captured by existing unit costs, the government benefiting from the expansion will pay a reasonable pro-rata share of the cost of the required increase in service capacity.

## 2004 WORK PROGRAM

In 2002, we adopted an ambitious and wide-ranging work program to achieve the objectives of this plan. A number of elements of that program have now been completed or essentially completed, and so they are no longer mentioned in this section. These items include:

- Implementation of agreements on road improvements, traffic control and regulation of off-site parking, to support the opening of the County-owned SBC Center in October 2002.
- Creation of the Metropolitan Partnership for Energy, to increase community energy efficiency and the utilization of renewable energy resources.
- Creation of the San Antonio Mobility Coalition, to increase state and federal funding for local transportation infrastructure.
- Adoption of an agreement among the City, the County and the San Antonio River Authority to coordinate the planning, financing, construction and maintenance of flood control projects, as recommended by the Countywide Citizens Watershed Master Plan Committee after the flood of October 1998.
- Adoption of an interlocal agreement to support the County's presence at the City's new One-Stop Development and Business Services Center.
- Creation of a City-County Commission on Elderly Affairs, to address the issues of health care, job training, affordable housing and transportation as they affect the elderly.
- Implementation of a new system for magistration and pre-trial services, with certain operations of the Sheriff's Office and the Pre-Trial Services Office located at the Frank Wing Municipal Courts Building.
- Creation of *Team Toyota*, which included representatives from both the City and County, who joined together in successfully attracting the Japanese automaker to locate its newest manufacturing plant to the San Antonio area.
- Completion of a joint suppliers package that will be used to attract prospective suppliers for the Toyota manufacturing plant.

At the same time, several new initiatives are included in the following agenda. These include Environmental Services outside the city limits, County access to the City's Geographic Information System, joint programs in Employee Insurance and Purchasing, and support of a Citizens' Commission on City-County Service Integration.

## Existing City-County Contracts

In 2002, we began to standardize the provisions of City-County contracts for services. As existing contracts have expired, each new contract provides for automatic renewal (subject to appropriations by the governing bodies) for a minimum of five years and for negotiations on contract renewal to begin at least six months before the end of the final year of the contract term. We also began to standardize methodologies for measuring and allocating the costs of the services that one government provides to the other.

- In FY 2004, we will continue the effort to simplify and standardize cost allocation provisions, in order to facilitate contract renewals and the extension of service contracts to additional services.

## Subdivision Plat Approval in the ETJ

In 2003, we approved an Interlocal Agreement to eliminate the duplication of effort in reviewing and approving subdivision plats in the City's extra-territorial jurisdiction, as required by House Bill 1445, 77<sup>th</sup> Legislature. This creates a single point of intake in the City government for these plats and provides for better coordination in plat review.

- In FY 2004, the City and County will use this agreement as the model for similar agreements with other affected political subdivisions in the area.
- In FY 2004, we will also investigate the feasibility of consolidating inspection and approval of streets, drainage, sidewalks, accessibility ramps, traffic signals and regulatory signage associated with plat approvals in the extra territorial jurisdiction (ETJ). Streamlining this process would compliment the interlocal agreement for plat review and approval.
- In FY 2004, we will also establish a consolidated permit review and inspection process for building and fire code enforcement in the limited annexation area ("Southside Initiative").
- In FY 2004, we will adopt and enforce the same building and fire codes for areas outside the ETJ and promote the use of the same building codes region-wide as a means of streamlining the development process and promoting economic development.

## Emergency Operations

In 2002, we developed a comprehensive program to improve the City and County's ability to manage any kind of local emergency, with an estimated cost of \$66 million. We began round-the-clock staffing of a combined Emergency Operations Center and we submitted elements of our plan for federal and state funding.

- In 2003, the City and County have coordinated general obligation bond propositions to develop a state-of-the-art combined Emergency Operations Center. On November 4, 2003

voters approved \$20.5 million in City bonds and \$4 million in County bonds to build this new Center.

- In FY 2004, we will continue to coordinate our pursuit of federal and state funding to implement Emergency Operations programs as a high priority.

### Geographic Information Systems

In 2002-2003, we determined that it would be more efficient for the County to add capacity to the City's existing geographic information system than to develop a parallel GIS system on its own.

- In FY 2004, we will refine the County's desired scope of work and determine what resources will be needed to allow the City to provide the requested services, in order to develop an appropriate interlocal agreement.

### Decentralized Service Access

The City has a network of Community Link Service Centers and the County also has multiple "satellite offices" to make citizen access more convenient for various individual services. Combining access to City and County services through decentralized service centers is a key strategy to make both governments more transparent and accessible to the citizens they serve.

- In FY 2004, we will undertake a joint planning effort to determine the feasibility of integrating County services into the existing City Community Link Service Centers and of providing access to City services through the County's various satellite offices. We will also explore the feasibility of developing a combined City-County service center in the Bandera Road/Loop 1604 area, which has a rapidly growing need for services. We anticipate adopting an interlocal agreement for sharing City and County expenses in FY 2005.
- By the end of FY 2004, we will initiate a feasibility study of expanding the City's 311 Call Center to include direct access to the entire County government. This study will address cost sharing for additional phone and computer equipment, telecommunications, additional personnel, access to County information databases for service requests and case tracking. If a decision is made to proceed, we anticipate developing an appropriate agreement early in FY 2005.
- We will consider the development of a network of combined City-County service centers as a potential priority in upcoming City and County bond programs.

## Parks and Recreation

In 2002-2003, the City and the County developed a conceptual plan for the redevelopment of the historic Plaza de las Islas (Main Plaza). The cooperation among the City, the County and the San Antonio River Authority in improving the San Antonio River channel and the implementation of the City's Proposition 3 sales tax initiative, to acquire additional open space within the Edwards Aquifer recharge zone and along Leon and Salado Creeks, both suggest the potential for additional cooperation in linking City and County parks along Salado Creek.

- In FY 2004, we will work to resolve the property ownership issues involving the "front yard" of the courthouse (the area of Plaza de las Islas/Main Plaza located south of Market Street) and determine the most feasible funding options to implement the Plaza de las Islas redevelopment plan.
- In FY 2004, we will explore the potential for an agreement to coordinate the development of linear City and County parks that are located along the Salado Creek watershed.

## San Antonio History Center

In 2002, a joint City-County blue ribbon task force developed the concept of a San Antonio History Center to showcase the history of San Antonio/Bexar County for scholars, researchers, genealogists, students, tourists and the general public. In 2003, the City arranged for the transfer to the Witte Museum of the materials in the Hertzberg Collections, and staff estimated the cost of renovating the Hertzberg library building as the museum and entry-point component of this center. The City and the County have coordinated bond propositions in November 2003 for stabilization of the Hertzberg Building and for further architectural and engineering studies on the reuse of this facility.

- In FY 2004, we will engage archival and museum consultants to further develop the "program" for the elements of the History Center.
- The task force will also continue to research potential funding sources and to develop a proposed partnership to manage the center, including the City and County governments along with related stakeholders, public, private and nonprofit agencies and The University of Texas System.

## Economic Development

In 2003, the City and County worked successfully with the State of Texas and other economic development entities to encourage Toyota Motor Manufacturing North America to build a new vehicle assembly plant in our community.

- In FY 2004, we will complete work already underway to establish joint Tax Phase-In guidelines.
- In FY 2004, we will continue to work on building stronger ties to the Japanese business community by jointly retaining a representative to communicate directly to that community the benefits of locating new businesses here.
- In FY 2004, we will work together to fulfill the commitments each of our entities made under the Starbright Agreement.

## Employee Insurance

The increasing cost of providing insurance benefits places increasing pressure on both the City's and the County's budget.

- In FY 2004, we will determine the feasibility and economic benefit to the City and County by aggregating insurance coverage for the more than 16,000 employees covered by the City and County.

## Purchasing

The City and County together purchase millions of dollars in goods and services each fiscal year. Current law allows governmental entities to enter into interlocal agreements to develop standard specification terms and cooperatively make joint purchases. Because of our joint purchasing power, it is likely that together we could make joint purchases at a significant discount.

- In FY 2004, we will work together to identify and establish a process to make at least one joint purchase of a good or service.

### Jail Population

The City and County's Joint Booking and Magistration Project went "live" on September 1, 2003. This program was designed in part to help address the County's jail population issue.

- In FY 2004, we will monitor the performance of this implemented program to see if further improvements could be made.
- In FY 2004, we will work to resolve an outstanding issue related to fees assessed by the County to house Class C misdemeanor detainees.

### Legislative Affairs

The City and County successfully worked together both prior to and during the 78<sup>th</sup> Regular Session on issues affecting our community.

- In FY 2004, the City and County will continue this effort as each entity prepares for the 79<sup>th</sup> Legislative Session.
- In FY 2004, should a Special Session of the 78<sup>th</sup> Legislature be called to address school finance, the City and County will work together to protect their respective revenue streams.

### Senior Services

With the successful passage of the City and County bond programs in September 2003, both entities will work to enhance services to our community's elderly citizens.

- In FY 2004, the City and County will coordinate on the acquisition, construction, and development of a new Senior Multi-Services and Health Care Center that will provide a variety of services, including nutrition, health, education, legal and recreational activities.



### Local Law Enforcement Block Grants

Since 1996, the U.S. Department of Justice, through the Local Law Enforcement Block Grant (LLEBG) Program, has provided funding to the City of San Antonio and Bexar County for programs to reduce and prevent crime, violence and drug abuse. In 2002, the City and County partnered on a City/County Gang Task Force project funded with 2002 LLEBG funds. This project was recognized by the U.S. Department of Justice as an excellent example of cooperation between local, state and federal agencies to address a targeted community problem. The program is believed to have made efficient use of grant funds and non-grant resources.

- In FY 2004, the City and County will work together to pursue a joint project for the 2004 grant year.

### Defense Adjustment Management Authority

During the 78<sup>th</sup> Legislative Session, state lawmakers adopted legislation allowing the City to create a defense management authority. This new type of special purpose district would be located on the southside of San Antonio for the purpose of fostering economic development, promoting land use controls and enhancing educational opportunities for public schools in the area. The County and each public school district whose boundaries overlap with the boundaries of the authority are entitled to appoint members to the governing body.

- In FY 2004, the City and County will work together to create a defense adjustment management authority and to use the economic development tools permitted under SB 1565, which allow for orderly growth and quality development for the area.

### City/County Service Integration Commission

The City and County have now created a citizens committee with the charge to: review best practices and models from other communities, including the role of special authorities and districts; develop and implement community education programs on the desirability of functional consolidation; recommend a plan to transfer and consolidate functions/services between county and city governments or other special authorities that is equitable to both city and county taxpayers; and develop a draft of the state legislation that would be needed to implement the Commission's recommendations.

- In FY 2004, City and County will provide staff support to this Commission.