

920434

LEGISLATIVE REFERENCE LIBRARY
KFM5831.9.J6 C872 1992
Currie, Gary R. - Uses of the joint exercise of power



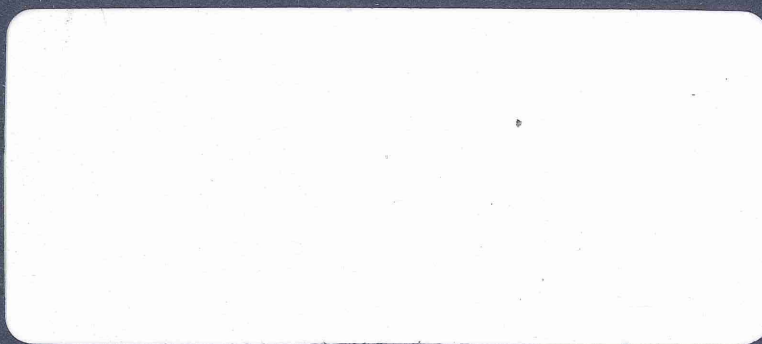
3 0307 00057 7851

**Uses of the
Joint Exercise of Powers Act**

May 1992

KFM
5831.9
.J6
C872
1992

Research Department
Minnesota House of Representatives



The Research Department of the Minnesota House of Representatives is a non-partisan professional research office serving the entire membership of the House and its committees. The Department assists all members and committees in developing, analyzing, drafting and amending legislation.

The Department also conducts in-depth research studies and collects, analyzes, and publishes information regarding public policy issues for use by all House members.

Research Department
Minnesota House of Representatives

600 State Office Building, St. Paul, MN 55155

(612) 296-6753



Uses of the Joint Exercise of Powers Act

May 1992

This report reviews how cities, counties and towns use the Joint Exercise of Powers Act. The description is based on a survey of local governments conducted in 1988-1989. The survey did not include governmental units that are permitted to use the act, e.g. school districts.

This report was prepared by **GARY R. CURRIE**, Legislative Analyst.

LISA SUTHERLAND and **FRAN ANTHONSEN** provided secretarial support.

Copies of this report may be obtained by calling (612) 296-6753.

Questions may be directed to:

• **GARY CURRIE** (612) 296-5052

List of Tables

Table 1	Survey: Number of Questionnaires Sent and Returned	2
Table 2	Percentage of Joint Powers Agreements in Relation to Respondent Governmental Units	3
Table 3	Percentage of Joint Powers Activities by Group and Number of Agreements Including Division by Population	5
Table 4	Leading Activities in Number of Agreements	6
Table 5	Type of Agreement	7
Table 6	Service Contract and Shared Responsibility by Activity	8
Table 7	Total Joint Boards Established	9
Table 8	Joint Boards by Activity	10

Appendix

Table A-1	Activities by Group	15
Table A-2	Respondent Cities with Joint Powers Agreements	16
Table A-3	Respondent Cities without Joint Powers Agreements	18
Table A-4	Respondent Towns with Joint Powers Agreements	19
Table A-5	Respondent Towns without Joint Powers Agreements	20
Table A-6	Respondent Counties All with Joint Powers Agreements	22

Contents

Key Findings on Uses of the Act	1
The Survey Questions and Responses	1
Who Uses the Act	3
Cities and Counties Are Frequent Users of the Act	3
Large Cities and Towns Use the Act more than Small Cities and Towns	3
Joint Powers Agreements	4
The Number and Activities Performed under JPAs	4
Two Types of Agreements: Service Contract or Shared Responsibility	7
Joint Powers Boards	9
Joint Power Boards Are in Common Use by Cities and Counties	9
Exceptions to the Rule of Commonality	10
Subdivisions 8 and 10 of Section 471.59 Contain the Exceptions to the Requirements for Commonality of Powers in Order to Exercise a Power Jointly or Cooperatively	10
Problems with the Joint Exercise of Powers Act	11
Appendix -- Tables A-1 to A-6	13

Key Findings on Uses of the Act

The Joint Exercise of Powers Act coded in Minnesota Statutes, section 471.59 is a fundamental component of the legal system for interlocal cooperation among local units of government in Minnesota. This law authorizes governmental units to enter into voluntary agreements to perform jointly or cooperatively a service or function where the authority to perform the activity is common to all participating parties. Thus, if a unit of government may perform an activity individually, it may do so jointly or cooperatively with another governmental unit with the same or similar power. The act contemplates two basic kinds of arrangement: one is when responsibility for the provision of the service, including the establishment of joint boards, is shared among the parties to an agreement; the other is when one governmental unit purchases a service from another such unit under a service contract.

The act also contains two exceptions to the requirement for commonality of power in order to engage in cooperative agreements. The exceptions permit the delivery of a service by one governmental unit to another unit even though both units do not have the powers to deliver the service.

- The Joint Exercise of Powers Act is extensively used by cities, towns, and counties.
- There is great variety in the activities performed under the act.
- Local governmental units with large populations use the act more frequently than units with small populations.
- The establishment of joint powers boards is a common feature in the delivery of services under joint powers agreements.
- Cities are the heaviest users of the act in terms of multiple joint powers agreements.
- All counties responding to the survey have joint powers agreements.
- Counties have joint powers agreements most often for the provision of mandated services and functions.
- Towns use the act less frequently than cities and counties.
- Very few governmental units indicate any problems with the act.

The Survey Questions and Responses

We sent a written survey to statistically selected cities and towns and all 87 counties. We asked the official of each class of local governmental units surveyed to complete a questionnaire on the uses of the Joint Exercise of Powers Act. The questionnaire included the following questions:

- Does your governmental unit have one or more joint powers agreement formed under section 471.59?
- If so, what activity is performed under each agreement?

- Is the service or function provided under a service contract or a shared responsibility arrangement?
- Has a joint powers board been established to govern or administer the activity?
- If so, what activity does the joint powers board govern or administer?
- How is coverage for tort liability for the joint powers board provided, if provided?
- Has the governmental unit used subdivisions 8, 10, or 11 of section 471.59? If so, what activity is involved?
- What problems do you see with the Joint Exercise of Powers Act?

The responses to these questions form the basis for the contents of this report.

The report is not intended to be a comprehensive description of all interlocal cooperation. First, the survey involved agreements entered into under section 471.59 in whole or in part. But although there are perhaps 125 statutes that permit interlocal cooperation among local units of government for specific purposes, the survey was concerned with those engaged in under section 471.59, the general authority for joint cooperation. An agreement may mention both a specific statute and section 471.59.

Second, we found omissions in the completion of certain questions. No doubt some of the respondents from large cities and counties did not report all joint powers agreements in force for the city or county. Still, the data, however imperfect, provides insight on how the act is used for interlocal cooperation in Minnesota.

Table 1 shows the number and percentages of questionnaires sent and returned.

Table 1			
Survey: Number of Questionnaires Sent and Returned			
	Sent	Received	Percentage Responding
Cities	159	83	52%
Towns	155	98	63%
Counties	87	30	34%
Total	401	211	53%

House Research Department

Who Uses the Act?

Table 2 shows the number and percentages of cities, towns and counties that reported joint powers agreements in relation to the number of individual cities, towns and counties responding to the survey by population groups and totals.

Table 2 Number and Percentage of Joint Powers Agreements (JPAs) in Relation to Respondent Governmental Units									
Population	City			Town			County		
	0-1,999	2-5,000	5,000+	0-999	1-5,000	5,000+	0-15,000	15-29,999	30,000+
Total Responses									
Number	15	16	52	31	63	4	10	9	11
Percent	100%	100%	100%	100%	100%	100%	100%	100%	100%
With JPAs									
Number	5	10	49	3	17	2	10	9	11
Percent	33%	63%	94%	10%	27%	50%	100%	100%	100%
Without JPAs									
Number	10	6	3	28	46	2	0	0	0
Percent	67%	37%	6%	90%	73%	50%	0%	0%	0%
TOTALS									
Questionnaires Returned	All Cities -- 83			All Towns -- 98			All Counties -- 30		
With JPAs									
Number	64			22			30		
Percent	77%			22%			100%		
Without JPAs									
Number	19			76			0		
	23%			78%			0%		

House Research Department

Cities and Counties Are Frequent Users of the Act

Among the three classes of general-purpose local units of government, 77 percent of the respondent cities have joint powers agreements while only 22 percent of the towns have at least one JPA; all respondent counties have JPAs. But although cities are heavy users of inter-governmental agreements in terms of the number of individual cities, it is safe to assume that every county in Minnesota has at least one JPA. Without exception, each respondent county reported at minimum several cooperative agreements in force. It is likely all 87 counties have JPAs, based on the nature of the heaviest concentration in agreements by activity. This does not mean that counties have more active agreements in absolute numbers. There is little doubt that cities by a large measure lead in that category. There are 855 cities in the state, many with multiple agreements, so in total number cities undoubtedly are first.

Large Cities and Towns Use the Act more than Small Cities and Towns

Cities with relatively large population use the Joint Exercise of Powers Act far more frequently than relatively small cities. Ninety-four percent of respondent cities with populations of 5,000 or more reported having joint powers agreements. Sixty-three percent of the respondent cities with populations of between 2,000 and 5,000 reported having JPAs, while only thirty-three percent of the respondent cities with populations of less than 2,000 reported having such agreements. All cities that reported as having no JPAs were less than 10,000 population. Also, the responses show that the number of cities having JPAs with populations of more than 5,000 is nearly ten times that of cities having JPAs with populations of less than 2,000.¹

Large towns tend to use cooperative agreements more than small towns. One-half of the towns responding with populations of 5,000 or more have JPAs, while 90 percent of the respondent towns of less than 1,000 reported no JPAs.

The comparatively little use of JPAs by small cities and towns presents a certain curiosity. One might suppose that an active use of JPAs would be found among small communities because a cooperative effort might enable a small community to provide a service at less expense than to provide it singly. Efficiencies in delivery and economies of scale possible under cooperative agreements might enable a small city or town to provide an activity not otherwise available due to costs or at least reduce the cost. This might be true whether a service is purchased or delivered in common. Financial considerations are especially important to small communities.

The reason for less activity is probably at least threefold. One, a small community usually does not need to provide a broad range of governmental functions; two, there may be a lack of sophistication about the availability of cooperative arrangements or how to form them; and three, lack of geographical proximity among local units of government in sparsely populated areas may lessen the feasibility of effective inter-local cooperation.

Joint Powers Agreements

The Joint Exercise of Powers Act's broad and general grant of authority for inter-local cooperation is used extensively to provide a wide range of activities. The versatility of the act and its comprehensive application to local services and functions account for the great variety of joint powers agreements.

¹ The great majority of cities in Minnesota are relatively small in population. Less than 200 of the 855 cities in the state have populations of more than 2,500.

The Number and Activities Performed under JPAs

Table 3 shows the percentage of joint powers activities by activity group, division of population and the number of joint powers agreements for each activity group for cities, towns and counties.²

The activity groups listed under cities, towns and counties below are shown in descending order of action, without division by population.

Cities

public safety and law
enforcement
environment
general government
parks, recreation and
miscellaneous services
transportation

Towns

public safety and law
enforcement
transportation
environment

Counties

environment
health and human
services
public safety and law
enforcement
general government

² For the individual component activities comprising each group, see Table A-1 in the Appendix.

Table 3
Percentage of Joint Powers Activities by Group and Number of Agreements
Including Division by Population

	<u>Public Safety and Law Enforcement</u>	<u>General Government</u>	<u>Transportation</u>	<u>Environment</u>	<u>Health and Human Services</u>	<u>Parks, Recreation and Miscellaneous Services</u>	<u>Total</u>
Cities							
All Cities	76 29%	43 17%	30 12%	59 23%	12 5%	38 15%	258 100%
<2,000	3 43%	2 29%	-- --	1 14%	1 14%	-- --	7 100%
2-5,000	4 27%	3 20%	-- --	5 33%	1 7%	2 13%	15 100%
>5,000	69 29%	38 16%	30 13%	53 23%	10 4%	36 15%	236 100%
Towns							
All Towns	19 49%	1 3%	9 23%	5 13%	4 10%	1 3%	39 100%
<1,000	3 50%	-- --	2 33%	-- --	1 17%	-- --	6 100%
1-5,000	14 47%	1 3%	7 23%	5 17%	3 10%	-- --	30 100%
>5,000	2 67%	-- --	-- --	-- --	-- --	1 33%	3 100%
Counties							
All Counties	31 22%	21 15%	12 9%	35 25%	31 23%	8 6%	138 100%
<15,000	13 25%	8 16%	2 4%	13 25%	12 24%	3 6%	51 100%
15-30,000	9 20%	5 11%	2 5%	11 25%	14 32%	3 7%	44 100%
>30,000	9 21%	8 18%	8 18%	11 26%	5 12%	2 4%	43 100%

Table 4 lists, in descending order, the particular activities from the largest number of joint powers agreements to a minimum of four agreements.

Table 4
Leading Activities in Number of Agreements

<u>Cities</u>	<u>Towns</u>	<u>Counties</u>
Water and sewer services	Fire protection	Public health and welfare
Mutual aid	Road maintenance	Hazardous waste management
Law enforcement	Water and sewer services	Law enforcement
Parks and recreation	Community service	Corrections
Street and road maintenance		Job training
Fire protection		Computer and information data services
Flood and water management		Highway maintenance
Cable television		Transportation
Hazardous waste management		Traffic control
Assessing		Emergency and ambulance services
Purchasing		Mutual aid
Medical and ambulance services		Communications
Airports		Juvenile training centers
Environment and public health		Libraries
Planning and zoning		Parks and recreation
Transportation		Insurance
Community service		Natural resources and conservation
Public housing		Miscellaneous human services

Cities

The most frequent cooperative activities for cities include water and sewer services, mutual aid, law enforcement, parks and recreation, and street and road maintenance. Mutual aid, law enforcement, and parks and recreation activities continue a trend started at least as early as the 1960s when increased use of agreements in these fields first began. Fire protection is also a well established area of agreement among cities, no doubt due to city-town service contracts in this activity.

Towns

Fire protection and street and road maintenance lead in the number of town agreements. These two activities are the only ones that reported more than four agreements. Not surprisingly, fire protection leads the list.

Counties

Not surprisingly, counties reported the greatest use of joint powers agreements in areas of federal or state mandated services and directed functions. Health and welfare and solid and hazardous waste management are the leading areas for cooperative agreements. Miscellaneous human services, in addition to welfare, law enforcement, transportation, and libraries are also frequent subjects of joint powers agreements.

Two Types of Agreements: Service Contract or Shared Responsibility

Section 471.59 provides for two basic types of arrangements for the exercise of joint powers. Under the service contract one governmental unit purchases a service from another governmental unit. Under the second type parties agree to share in the responsibility for governing or administering the service.

Table 5 shows the number and percentage of joint powers agreements for cities, towns, and counties by the service contract and the shared responsibility arrangement.

Table 5 Type of Agreement			
	Service Contract	Shared Responsibility	Total
City	73 29%	177 71%	250 100%
Town	21 53%	19 47%	40 100%
County	30 21%	115 79%	145 100%

House Research Department

Table 5 indicates the shared responsibility arrangement is prevalent under the Joint Powers Act. This form of cooperation far exceeds that of the service contract for cities and counties. The service contract is used slightly more than the shared responsibility arrangement for towns.

Although the shared responsibility arrangement dominates the agreements formed under section 471.59 according to the responses from the survey, the broad picture of interlocal cooperation in Minnesota, which includes the many individual general statutes that authorize cooperation in a specific endeavor, would no doubt show the service contract to be the more prevalent. For example, towns and cities frequently enter into service contracts to provide fire protection services to towns. Minnesota Statutes, sections 365.10 to 365.19 is the general law that specifically authorizes towns to provide fire protection and to contract for such services. Sections 365.10 to 365.19 maybe used for cooperation irrespective of section 471.59.³

³ Urban towns have the same authority as statutory cities for fire protection (section 368.01, subdivision 9). The questionnaire asked for information regarding agreements formed under section 471.59, or at least formed in part under that section. The respondents did not always adhere strictly to this request.

Table 6 shows the number of service contract and shared responsibility arrangements for cities, towns and counties by particular activity when there are five or more agreements.

Table 6		
Service Contract and Shared Responsibility by Activity		
Cities	Service Contract	Shared Responsibility
Assessing	8	
Law enforcement	5	17
Street/road maintenance	9	10
Fire protection	13	
Water/sewer services	21	7
Mutual aid		23
Parks and recreation		18
Cable television		15
Flood/water management		15
Purchasing		7
Information systems		10
Solid/hazardous waste management		7
Airports		5
All Others	17	43
Total	73	177
Towns		
Fire protection	12	5
Street/road maintenance	6	
All Others	3	14
Total	21	19
Counties		
Solid/hazardous waste management		16
Community health		13
Law enforcement	6	10
Flood/water management		12
Job training		7
Emergency/ambulance services		6
Computer/information systems		6
Mutual aid		5
All Others	24	75
Total	30	115

Service Contracts

Service contracts for cities by activity, in descending order of number of agreements, are water/sewer services, fire protection, street maintenance, assessing, and law enforcement. For towns, it is fire protection and street/road maintenance. In the case of counties, the service contract is used most for law enforcement activities.⁴

Shared Responsibility

Cities use the shared responsibility arrangement most frequently in agreements on mutual aid, parks and recreation, water/flood management, street maintenance, information services, water/sewer services, solid/hazardous waste management, and airports. Towns use it most for fire protection services. Counties use it most in the following order: solid/hazardous waste management, community health and welfare services, water/flood management, law enforcement, job training, emergency/ambulance resources, information services and mutual aid.

Joint Powers Boards

Joint Powers Boards Are in Common Use by Cities and Counties

The Joint Exercise of Powers Act authorizes the creation of a joint board by action of the parties to the agreement to govern or administer the delivery of the service or function.

Table 7 shows the total number of joint powers boards established by the cities, towns, and counties that responded to the survey.

Table 7	
Total Joint Boards Established	
Cities	117
Towns	9
Counties	92

⁴ Minnesota Statutes, sections 436.05 and 436.06 grant powers for cooperation in municipal law enforcement, but require compliance with section 471.59. The sections authorize the cooperative provisions of police services by cities, towns, and counties (sheriff), and permit two or more adjacent cities to establish joint police departments. Section 436.05, subdivision 2 states that except as otherwise provided, a contract for police service authorized by the section must comply with section 471.59. Similarly an agreement by cities establishing a joint police department under section 436.06 must comply with section 471.59 (section 436.06, subdivision 1).

Table 8 lists the number of joint powers boards established by cities, towns, and counties for each specific activity with five or more agreements.

Table 8 Joint Boards by Activity	
	Number of Boards
Cities	
Parks and recreation	16
Flood/water management	15
Cable television	13
Mutual aid	12
Law enforcement	11
Information systems	10
Airports	5
Towns	
Fire protection	5
Counties	
Solid/hazardous waste management	18
Public/community health	15
Flood/water management	11
Job training/misc/human services	10
Law enforcement	5

Tables 7 and 8 show joint boards are often established to govern or administer the performance of the activity which is the subject of the agreement. Joint boards are common for cities and counties, especially in several of the activities frequently engaged in by cooperative agreement.

Exceptions to the Rule of Commonality

Subdivisions 8 and 10 of Section 471.59 Contain the Exceptions to the Requirement for Commonality of Powers in Order to Exercise a Power Jointly or Cooperatively

Subdivision 8 permits a county to enter into agreements with another governmental unit to provide a service or function on behalf of the requesting unit if the requesting unit has the power to provide the service or function for itself even if the county has no authority to provide it for itself.

Subdivision 10 permits a governmental unit to enter into an agreement with another governmental unit to provide a service or function that the supplying unit may provide for itself even if the requesting unit does not have such authority.

The subdivisions contemplate that in both cases, the activity would be performed under a service contract.

One purpose of the survey was to determine the extent of the use of subdivisions 8 and 10. The responses indicate that these subdivisions are little used (at least at the time of the survey),⁵ perhaps because of an unfamiliarity with the provisions, which are somewhat recent additions to section 471.59.

The following is a list of uses of the two subdivisions as reported in the questionnaire:

Subdivision 8

Cities

- Administration of federal revitalization and revenue grants (1)

Counties

- Administration of federal revitalization and revenue grants (1)

Subdivision 10

Cities

- Counseling services (1)
- Water and sewer services (1)

Problems with the Joint Exercise of Powers Act

All cities, towns, and counties were asked to identify any problems encountered with section 471.59 in the exercise of powers. Of the 211 responses, only five cities, one town, and four counties indicated that a problem existed with the law. They are listed below.

Cities

- A problem with obtaining insurance for joint powers boards--also agreement to levies for certain agreements.
- Subdivision 3 of section 471.59 (disbursement of funds) is unclear if it requires one of the contracting parties to collect and disburse funds or under a broader interpretation, may a joint powers board maintain its own separate accounts?
- A problem of participants remaining parties to an agreement. This is a self-limiting condition on joint powers agreements that keeps most jurisdictions using them for specialized functions.

⁵ See House Research information brief The Joint Exercise of Powers Act for a detailed description of the subdivision.

- A problem with representation or the perception that constituents are not being represented.
- The law should be simplified to make simple agreements.

Towns

- The law is too confusing.

Counties

- A problem with the marketability of bonds under subdivision 11 of the act (joint boards for issuing revenue bonds) if not supported by a pledge of full faith and credit
- A concern that solid waste joint powers boards do not have authority to contract or obtain licenses for solid waste facilities. This should be clarified as the MPCA and WMB apparently disagree.
- The uncertainty about which powers can be delegated to a joint powers board, i.e., can legislative power be so delegated?
- The act is too cumbersome to use on small projects. It is too difficult to live up to the letter of the law in the act's provisions so consequently other means are found to deal with certain situations.

Several of the problems identified by the respective local units of government either express or imply important considerations about the Joint Exercise of Powers Act. One is the voluntary nature of agreements found under the act. Because a local unit of government is not required to cooperate a consensus must be achieved in order to solve a problem or deliver a service by joint action. Similarly, an existing agreement is based on the continuing mutual consent of the parties to the agreement. If for whatever reason a party decides to leave the arrangement it is free to do so provided the party complies with the terms of the agreement. However, on the positive side the voluntary nature of cooperative action under section 471.59 can offer flexibility in performing activities and in organization designed to accomplish the purpose of the agreement.

Another problem area concerns the powers that may be exercised by a joint board under the Joint Exercise of Powers Act. Specifically, can the parties to an agreement delegate by legislative authority to a joint board agreement or discretionary administrative powers? For example, can a joint board adopt ordinances? The issue remains unclear.⁶

The true significance of the replies on problems with the Joint Exercise of Powers Act is that so few respondents identified any. This suggests that the act is a very good one indeed; one that works well and does not present major problems in its execution. In fact a number of respondents made unsolicited comments about the effectiveness of the act.

⁶ For a description of this issue, see previous footnote.

Appendix

A-1	Activities by Group	15
A-2	Respondent Cities with Joint Powers Agreements	16
A-3	Respondent Cities without Joint Powers Agreements	18
A-4	Respondent Towns with Joint Powers Agreements	19
A-5	Respondent Towns without Joint Powers Agreements	20
A-6	Respondent Counties All with Joint Powers Agreements	22

Table A-1
Activities by Group

	<u>Cities and Towns</u>	<u>Counties</u>
Public Safety and Law Enforcement	Prosecution review Law enforcement Ambulance/medical services Fire protection Emergency dispatch Animal pound Civil defense Mutual aid	Prosecution/court services Emergency dispatch Ambulance services Law enforcement Corrections Juvenile training center Mutual aid
General Government	Planning/zoning Assessing Cable TV Purchasing Building inspector Lodging tax Council of government Government building Elections Litigation	Computer program services Lodging tax Communications Insurance Planning and zoning Assessing Community planning Purchasing
Transportation	Airports Transportation Road and street maintenance Parking/impound lot	Airports Fuel supply dispensing Steamboat landing Traffic control Parking
Environment/Water/Sanitation	Water/flood management Environment/public health Hazardous/solid waste management Water regulation Water/sewer Exploration Forestry	Water/flood management Hazardous/solid waste management Water/sewer Natural resource conservation Mine inspection Ditches
Health, Human Services, and Community Development	Human service Community service Economic development Counseling services Home share adult program Hospital	Economic development Job training Public health and welfare Human services Hospital
Parks, Recreation, Libraries, Miscellaneous	Information system Parks and recreational facilities Community education program Lake improvement Libraries	Libraries Parks and recreation

Table A-2
Respondent Cities with Joint Powers Agreements

<u>City</u>	<u>Population</u>		<u>Home Rule or Statutory</u>	<u>County</u>
	<u>1980</u>	<u>1990</u>		
Alexandria	7,608	7,838	hc	Douglas
Anoka	15,634	17,192	hc	Anoka
Austin	23,020	21,907	hc	Mower
Bemidji	10,949	11,245	hc	Beltrami
*Bloomington	81,831	86,355	hc	Hennepin
Brainerd	11,489	12,353	hc	Crow Wing
Brooklyn Center	31,230	28,887	hc	Hennepin
Brooklyn Park	43,332	56,381	hc	Hennepin
Buffalo	4,560	6,856	sc	Wright
Chatfield	2,055	2,226	hc	Fillmore & Olmsted
Cloquet	11,142	10,885	sc	Carlton
Cologne	545	563	sc	Carver
Cottage Grove	18,994	22,935	sc	Washington
Detroit Lakes	7,106	6,635	sc	Otter Tail
East Grand Forks	8,537	8,658	hc	Polk
Elk River	6,785	11,143	sc	Sherburne
Faribault	16,241	17,085	hc	Rice
Farmington	4,370	5,940	sc	Dakota
Forest Lake	4,596	5,833	sc	Washington
Fridley	30,228	28,335	hc	Anoka
Golden Valley	22,779	20,971	sc	Hennepin
Grand Rapids	8,134	7,976	sc	Itasca
Ham Lake	7,832	7,832	hc	Anoka
Hermantown	6,759	8,924	sc	St. Louis
Hutchinson	9,244	11,523	hc	McLeod
Inver Grove Heights	17,171	22,477	sc	Dakota
Lake Elmo	5,296	5,903	sc	Washington
Lakeland	1,812	2,000	sc	Washington
Lindstrom	1,972	2,461	sc	Chisago
Litchfield	5,904	6,041	hc	Meeker
Little Falls	7,250	7,232	hc	Morrison
Maple Grove	20,525	38,736	sc	Hennepin
Medina	2,623	3,096	sc	Hennepin
Minneapolis	370,951	368,383	hc	Hennepin
Minnetonka	38,683	48,370	hc	Hennepin

*Response on JPAs not used in activities data.

Table A-2 (continued)
Respondent Cities with Joint Powers Agreements

<u>City</u>	<u>Population</u>		<u>Home Rule or Statutory</u>	<u>County</u>
	<u>1980</u>	<u>1990</u>		
Minnestrista	3,236	3,439	sc	Hennepin
Montevideo	5,845	5,499	hc	Chippewa
Moorhead	29,998	32,295	hc	Clay
Morgan	975	965	sc	Redwood
Morris	5,367	5,613	hc	Stevens
Moundsview	12,593	12,541	hc	Ramsey
Nashwauk	1,419	1,025	sc	Itasca
New Prague	2,952	3,569	hc	LeSueur & Scott
New Ulm	13,755	13,132	hc	Brown
North Mankato	9,145	10,164	sc	Nicollet
North St. Paul	11,921	12,376	hc	Ramsey
Northfield	12,562	14,684	hc	Dakota & Rice
Oakdale	12,123	18,374	sc	Washington
Orono	6,845	7,285	sc	Hennepin
Ortonville	2,550	2,205	hc	Big Stone
Owatonna	18,632	19,386	hc	Steele
Prior Lake	7,284	11,482	sc	Scott
Red Wing	13,736	15,134	hc	Goodhue
Rochester	57,906	70,745	hc	Olmsted
Sauk Rapids	5,793	7,825	sc	Benton
Shakopee	9,941	11,739	sc	Scott
Sleepy Eye	3,581	3,694	hc	Brown
St. Paul	270,230	272,235	hc	Ramsey
Stillwater	12,290	13,887	hc	Washington
Waseca	8,219	8,385	hc	Waseca
Wayzata	3,621	3,806	hc	Hennepin
Willmar	15,895	17,531	hc	Kandiyohi
Winona	25,075	25,399	hc	Winona
Woodbury	10,297	20,075	sc	Washington

Table A-3
Respondent Cities without Joint Powers Agreements

<u>City</u>	<u>Population</u>		<u>Home Rule or Statutory</u>	<u>County</u>
	<u>1980</u>	<u>1990</u>		
Blooming Prairie	1,969	2,043	sc	Steele
Canton	386	362	sc	Fillmore
Chisholm	5,930	5,290	hc	St. Louis
Clara City	1,574	1,307	sc	Chippewa
Cold Spring	2,294	2,459	sc	Stearns
Gibbon	787	712	sc	Sibley
Keewatin	1,443	1,118	sc	Itasca
Kellogg	440	423	sc	Wabasha
Menahga	980	1,076	sc	Wadena
Montgomery	2,349	2,399	sc	LeSueur
Mound	9,280	9,634	sc	Hennepin
Oronoco	574	727	sc	Olmsted
Park Rapids	2,976	2,863	sc	Hubbard
Pequot Lakes	681	843	sc	Crow Wing
Rosemount	5,083	8,622	sc	Dakota
Slayton	2,420	2,147	sc	Murray
Ulen	514	547	sc	Stearns
Verndale	504	560	sc	Wadena
Wabasha	2,372	2,384	hc	Wabasha

Table A-4
Respondent Towns with Joint Powers Agreements

<u>Town</u>	<u>Population</u>		<u>County</u>
	<u>1980</u>	<u>1990</u>	
Arthur	1,435	1,533	Kanabec
Avon	1,737	3,385	Stearns
*Bass Brook	1,871	1,970	Itasca
Big Lake	2,679	4,452	Sherburne
Biwabik	1,024	839	St. Louis
Columbus	3,232	3,690	Anoka
Forest Lake	5,331	6,690	Washington
Franconia	1,007	1,151	Chisago
Glendorado	765	762	Benton
Greenfield	943	1,078	Wabasha
Hassan	1,766	1,951	Hennepin
Holst	333	325	Clearwater
LaGrand	3,080	3,550	Douglas
Lent	1,380	1,797	Chisago
LeSauk	2,069	2,173	Stearns
Marion	5,299	5,960	Olmsted
Rocksbury	1,286	1,128	Pennington
Sargeant	314	271	Mower
Standord	1,592	1,822	Isanti
Sunrise	1,001	1,125	Chisago
Wyoming	2,312	2,967	Chisago
Young America	952	916	Carver

*Town of Bass Brook became a statutory city effective August 7, 1991.

Table A-5
Respondent Towns without Joint Powers Agreements

<u>Town</u>	<u>Population</u>		<u>County</u>
	<u>1980</u>	<u>1990</u>	
Albion	1,127	1,121	Wright
Athens	1,793	2,062	Isanti
Baldwin	2,412	2,909	Sherburne
Belgrade	1,118	1,456	Nicollet
Bemidji	2,270	2,660	Beltrami
Birch Creek	283	230	Pine
Black River	137	89	Pennington
Borgholm	1,042	1,021	Mille Lacs
Brockway	1,915	2,261	Stearns
Byron	330	259	Waseca
Cedar Lake	1,507	1,688	Scott
Clear Lake	1,048	1,225	Sherburne
Clearwater	1,153	1,156	Wright
Claremont	449	449	Dodge
Danville	352	272	Blue Earth
Dublin	230	166	Swift
Embarrass	1,154	826	St. Louis
Eureka	1,268	1,405	Dakota
Farley	87	58	Polk
Friberg	667	650	Otter Tail
Grand Lake	2,166	2,355	St. Louis
Hale	1,004	992	McLeod
Hart	397	424	Winona
Haverhill	1,295	1,467	Olmsted
Hawk Creek	253	228	Renville
Hegne	101	71	Norman
Helena	1,215	1,107	Scott
High Forest	1,545	964	Olmsted
Homer	1,314	1,258	Winona
Isanti	2,204	1,800	Isanti
Jay	341	290	Martin
Kasota	1,525	1,303	LeSueur
Lake Eunice	1,021	955	Becker
Leonardsville	179	156	Traverse
Leon	902	916	Goodhue
Little Falls	1,137	1,532	Morrison
Logan	246	210	Aitkin
Lone Pine	592	472	Itasca
Maine Prairie	1,518	1,536	Stearns

Table A-5 (continued)
Respondent Towns without Joint Powers Agreements

<u>Town</u>	<u>Population</u>		<u>County</u>
	<u>1980</u>	<u>1990</u>	
Mantorville	1,013	1,158	Dodge
Marysville	1,944	1,839	Wright
Milo	957	999	Mille Lacs
Minerva	289	262	Clearwater
Mission Creek	411	500	Pine
Monroe	294	259	Lyon
New London	2,269	2,679	Kandiyohi
Nessel	1,460	1,354	Chisago
Oakport	1,714	1,386	Clay
Orrock	1,104	1,474	Sherburne
*Otsego	4,769	5,219	Wright
Paynesville	1,167	1,307	Stearns
Pine City	876	950	Pine
Pomroy	342	321	Kanabec
Princeton	1,625	1,601	Mille Lacs
Rollingstone	1,403	1,217	Winona
St. Cloud	5,282	7,549	Stearns
Salem	86	106	Cass
Sandsville	71	69	Polk
Sauk Centre	1,106	1,111	Stearns
Sheridan	305	240	Redwood
Southside	1,475	1,241	Wright
Sparta	1,060	866	Chippewa
Spencer Brook	1,146	1,203	Isanti
Springvall	1,046	1,113	Isanti
Staples	1,011	842	Todd
Steenerson	52	44	Beltrami
Stoneham	360	287	Chippewa
Thomsen	3,962	3,970	Carlton
Todd	1,070	1,240	Hubbard
Trelipe	144	119	Cass
Turtle Lake	713	838	Beltrami
Ulen	240	192	Clay
Waconia	1,402	1,287	Carver
Walls	136	88	Traverse
Wilson	1,141	1,141	Winona
Woodland	1,098	1,091	Wright

*Town of Otsego became a statutory city effective November 15, 1990.

Table A-6
Respondent Counties All with Joint Powers Agreements

<u>County</u>	<u>Population</u>	
	<u>1980</u>	<u>1990</u>
Anoka	195,998	243,641
Beltrami	30,982	34,384
Brown	28,645	26,984
Carver	37,046	47,915
Clearwater	8,761	8,309
Crow Wing	41,722	44,249
Douglas	27,839	28,674
Houston	18,382	18,497
Isanti	23,600	25,921
Itasca	43,069	40,863
Kittson	6,672	5,767
Lake of the Woods	3,764	4,067
Meeker	20,594	20,846
Mille Lacs	18,430	18,670
Morrison	29,311	29,604
Murray	11,507	9,660
Noble	21,840	20,098
Olmsted	92,006	106,470
Pipestone	11,690	10,491
Ramsey	459,784	485,765
Rock	10,703	9,806
Roseau	12,574	15,026
St. Louis	222,229	198,213
Scott	43,784	57,846
Sherburne	29,908	41,945
Steele	30,328	30,729
Stevens	11,322	10,634
Swift	12,920	10,724
Wadena	14,192	13,154
Washington	113,571	145,896