

**From Government to Governance:
Collaboration of Illinois Township
Governments**

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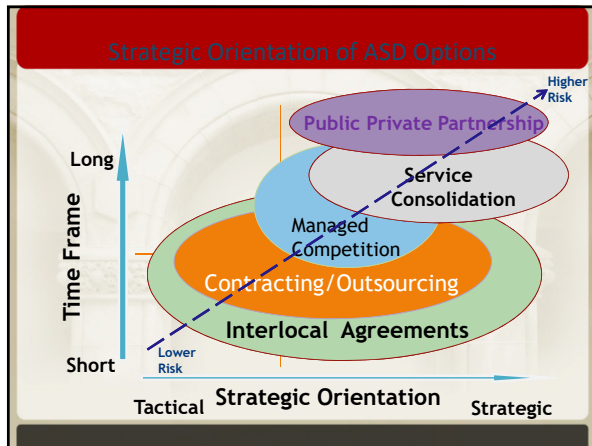
It's about Reinventing, Continuously
Improving and Optimizing

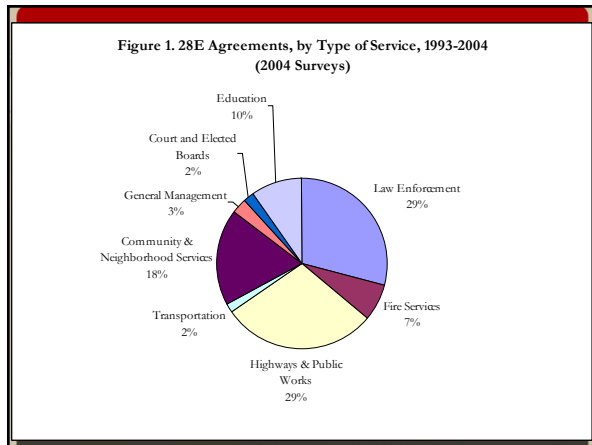
It's about
Organizational Culture

Taking Risks Contracting Capacity
Rewarding Risks Managing Risks

The NIU ASD Project

- **Using a National-Local Focus for Answers**
 - NIU MPA Local Government Expertise
 - NIU CGS Field Experience
 - HR Green Sponsorship
- **Research on national experiences**
- **Focus group sessions of northern Illinois communities**
 - Success stories
 - Less than success stories
- **Recapitulation**
 - Practitioner review of major findings
- **Project: Field Guide to ASD Options**





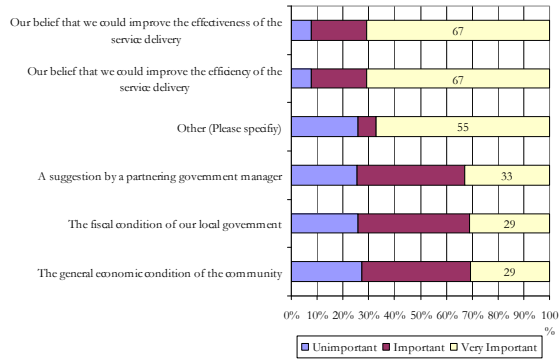
- ### Research Questions: Part I
- **IMPETUS**
 - What considerations prompt the creation of interlocal agreements?
 - Economic and fiscal factors
 - Management factors
 - **SUCCESS MEASURES**
 - Achieves goals
 - Increases effectiveness and efficiency
-

Two Foci in Local Collaboration

- Address transjurisdictional problems
 - Emergency Management
 - Knowledge Sharing
- Economize on service delivery
 - Building Bridges and Roads
 - Contracting for Fire Services
 - Sheriffs Patrolling Small Towns



Figure 3. Impetus for 28E Agreements (2004 Survey)



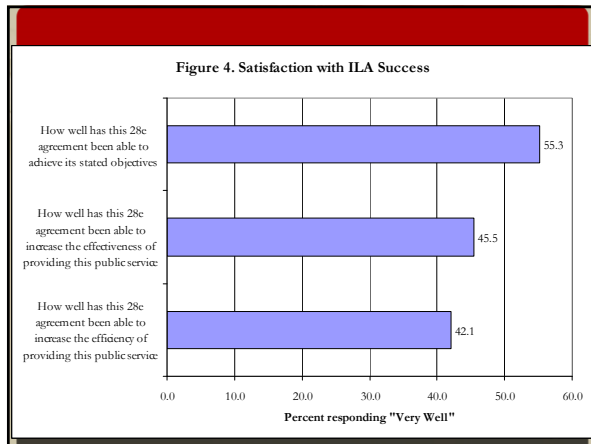
Research Questions: Part II

What determines a successful interlocal agreement?



- Success measured as goal achievement, effectiveness, and efficiency
- Coverage of outcomes, small communities, government-to-government, service types






Effectiveness Factors for ILAs

	Goal Achievement	Perceived Efficiency	Perceived Effectiveness
Fiscal condition as impetus	.144	.026	-.021
Suggestion by a partnering government as an impetus	-.039	.046	.084
Effectiveness as impetus	.677	.543	1.833***
Efficiency as impetus	-.300	.998**	-.250
Equitable Sharing of Costs	.392**	.138	.260*
Equitable Sharing of benefits	.684***	.589***	.504***
Population (natural log)	-.010	.173**	.110*
Law enforcement	.825*	.561	.520
Fire services	1.530**	1.409**	1.440**
Highways & Public Works	1.840***	1.015**	.926**
Transportation	1.883*	.368	.156
Community & Neighborhood	.498	.335	.056
Nagelkerke Pseudo R-Square	0.372	0.419	0.434

Findings and Implications

- Findings:
 - Impetuses provide a focusing effect on the outcome
 - Norm of equity matters
 - Population and service types
- Implications for getting successful agreements:
 - The need for articulating the purpose
 - Equitable sharing of benefits and costs
 - Capacity and manageability



Beyond the money...

The most common impetus for the creation of agreements is a belief by public officials that


- an ILA will increase the effectiveness
- an ILA will increase efficiency of a public service.

Suggests that management considerations are the most important impetus for ILA participation.

Policy consequences for state legislators and governors

Reducing state aid to local governments and increasing fiscal stress on local governments


unlikely to lead to increased interlocal agreements use.



Research Questions: Part III


What about the money?

- How much do LGUs save in ILAs?
- Do LGUs save more on short-term projects with high capital costs or more on ongoing agreements?
- Does savings depend on the type of governments in the ILA partnership?
- Does savings depend on the type of service provided by the ILA?
- Do regular face to face meetings of partners produce higher savings, even though it also may increase costs?
- Are the increased costs of higher commitments of personal and organizational hours rewarded with increased revenues and savings?



Recall Two Foci in Collaboration

- **Effectiveness:** Address transjurisdictional problems
 - Emergency Management
 - Knowledge Sharing
- **Efficiency:** Economize on service delivery
 - Building Bridges and Roads
 - Contracting for Fire Services
 - Sheriffs Patrolling Small Towns



The Role Of Resources In Collaboration

- **Collaborations focused on effectiveness** likely to have diffused benefits and costs among the partners; financial reckoning may be difficult to determine:
 - savings are not an important feature of the collaboration,
 - the intangibility of the benefit
 - the divisibility of the benefit
 - the high cost of information may not be worth it.



The Role Of Resources In Collaboration

- The costs and benefits of participating in an **efficiency focused collaboration** likely more easily calculated:
 - Partners more likely to know the approximate cost to collaborate in the first place
 - Fee for service exchange can be set to recover the costs of service delivery.
 - Elected officials are generally aware of and satisfied with the costs of interlocal contracts
 - Formal contracts are able to yield predictable financial and service.



The Role Of Resources In Collaboration

- **Relational contracting**: recognition that each partner depends on the other, and the quality of trust between the organizations is the reference point for dispute resolution more than the actual contract itself.
- Two-party collaborations in the public management context are akin to relational contracting, whereby **interlocal agreements** between units of government incorporate some degree of ambiguity to allow for building working relationships built upon trust to improve the prospects for effective service delivery.



Township Services

Survey question: Does your township provide services beyond what are statutorily required?

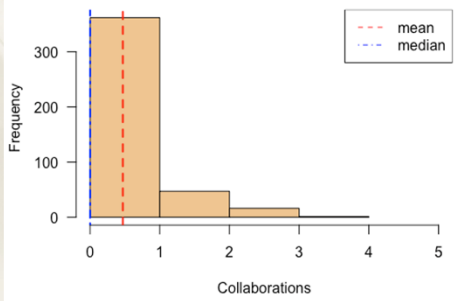
Yes	105 (33.4%)	N = 314
No	209 (66.6%)	

List of other services

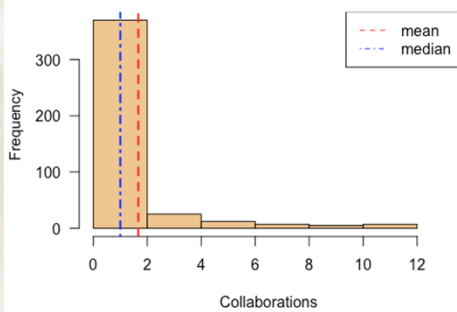
Family therapy	Mental health services
Senior therapy	Disabled services
After school tutoring	Senior services
Community building services	Youth services
Food pantry	Notary public service
Hunting & fishing licenses	Cemeteries
Lending closet	Parks and recreation activities
Open gym	Libraries
Passports	Transportation



Distribution of Number of Collaborations (Statutory)



Distribution of Number of Collaborations (Statutory+)



Collaboration by Employee Sharing

SERVICES	With other townships	With other governments	TOTALS	Of Which ILA
Only Statutory Townships (n=109 collaborations)				
General Assistance	7%	4%	11%	3%
Property Tax Ass.	44%	11%	55%	6%
Roads	20%	13%	33%	5%
Totals	72%	28%	100%	13%
Beyond Statutory Townships (n=41 collaborations)				
General Assistance	24%	0%	24%	5%
Property Tax Ass.	29%	5%	34%	0%
Roads	20%	22%	41%	5%
Totals	73%	27%	100%	10%

Collaboration: Extra-Statutory Services

SERVICES	Neighboring Township	Neighboring Municipality	County Government	Nonprofit	Private Firm	Totals	ILA
Family therapy	0%	0%	0%	4%	1%	6%	1%
Senior therapy	0%	0%	0%	4%	0%	4%	0%
After school tutoring	0%	0%	0%	2%	0%	2%	0%
Community Building	1%	1%	0%	3%	0%	5%	0%
Food Pantry	2%	2%	1%	8%	0%	13%	1%
Lending closet	0%	0%	0%	3%	0%	4%	0%
Passports	0%	0%	0%	0%	0%	1%	0%
Transportation	2%	3%	3%	3%	2%	13%	2%
Mental Health Services	1%	0%	1%	6%	1%	9%	0%
Disabled Services	0%	1%	1%	4%	0%	6%	0%
Senior Services	2%	2%	2%	7%	1%	13%	1%
Youth Services	2%	2%	1%	5%	0%	9%	0%
Notary Public Services	2%	2%	1%	1%	0%	5%	0%
Cemeteries	1%	0%	0%	0%	0%	1%	0%
Parks and Recreation	0%	2%	0%	0%	0%	2%	1%
Libraries	0%	2%	0%	0%	1%	3%	0%
Other	0%	1%	0%	0%	0%	2%	0%
Totals	14%	20%	10%	50%	6%	100%	7%

n=245 collaborations

Employee Sharing by Townships with Extra-Statutory Services

SERVICES	With other townships	With Other governments	Totals	ILA
Family therapy	0%	0%	0%	6%
Senior therapy	0%	0%	0%	6%
Community Building	0%	0%	0%	6%
Lending closet	6%	0%	6%	6%
Transportation	18%	12%	29%	6%
Mental Health	0%	0%	0%	12%
Disabled Services	0%	0%	0%	6%
Senior Services	6%	12%	18%	18%
Youth Services	6%	6%	12%	12%
Cemeteries	6%	0%	6%	0%
Parks & Recreation	0%	18%	18%	12%
Libraries	0%	6%	6%	0%
Other	6%	0%	6%	6%
Totals	47%	53%	100%	94%

n=17 employee sharing agreements

Correlation Coefficients According To Demographics				
Demographics	Statutory collaboration	Extra-statutory collaboration	Statutory employee sharing	Extra-statutory employee sharing
As population increases	Less statutory collaboration	More extra statutory collaboration	Less extra statutory employee sharing	More extra statutory employee sharing
As med house value increases		More extra statutory collaboration		
As % BA/BS degree rises		More extra statutory collaboration		
As % White Pop rises	More statutory collaboration	Less extra statutory collaboration	More extra statutory collaboration	Less extra statutory collaboration
As % Black Pop rises	Less statutory collaboration	More extra statutory collaboration	Less extra statutory collaboration	More extra statutory collaboration

External Relationship Building										
Township Survey Results (selected)										
"How often do officials from the following organizations contact you about township operations and issues?"										
%	Townships with only three services					Townships beyond three services				
	Never	Occasionally	Monthly	Weekly	Daily	Never	Occasionally	Monthly	Weekly	Daily
A neighboring township	20.5	70.9	5.3	2.7	.7	5.2	58.4	16.9	18.2	1.3
A neighboring municipality	57.4	38.5	2.7	1.4	0	16.7	43.1	20.8	16.7	2.8
Your county officials	31.8	61.6	6.0	.7	0	18.4	56.6	18.4	4.0	2.6
Business associations	71.0	26.2	1.4	.7	.7	25.4	49.3	16.9	7.0	1.4
Environmental groups	76.6	23.5	0	0	0	55.7	37.1	4.3	2.9	0
Nonprofits other than environmental	70.1	29.2	.7	0	0	33.8	31.0	12.7	14.1	8.5

External Relationship Building										
Township Survey Results (selected)										
%	Townships with only three services					Townships beyond three services				
	Never	Occasionally	Monthly	Weekly	Daily	Never	Occasionally	Monthly	Weekly	Daily
Specific corporations/businesses	77.2	19.3	2.1	1.4	0	35.7	45.7	14.3	2.9	1.4
Neighborhood associations	75.9	22.1	2.1	0	0	44.4	29.2	18.1	8.3	0
Church or faith based organizations	69.2	30.1	.7	0	0	28.8	39.7	20.6	9.6	1.4
Labor unions	93.1	6.9	0	0	0	87.1	11.4	1.4	0	0
Regional planning council or metropolitan planning organization	78.9	21.1	0	0	0	47.9	39.4	9.9	2.8	0

External Relationship Building

Township Survey Results (selected)

"How often **do you** consult with the following governments about township operations and issues?"

%	Townships with only three services					Townships beyond three services				
	Never	Occasionally	Monthly	Weekly	Daily	Never	Occasionally	Monthly	Weekly	Daily
A neighboring township	12.9	79.6	5.4	2.0	0	7.6	59.5	19.0	12.7	1.3
A neighboring municipality	54.5	42.1	3.5	0	0	21.3	42.7	18.7	16	1.3
Your county officials	16.2	77.7	5.4	.7	0	6.4	64.1	21.8	6.4	1.3
Business associations	77.8	20.1	1.4	.7	0	39.4	43.7	15.5	1.4	0
Environmental groups	91.0	9.0	0	0	0	58.6	38.6	2.9	0	0
Nonprofits other than environmental	84.1	15.9	0	0	0	38.9	27.8	12.5	13.9	6.9



External Relationship Building

Township Survey Results (selected)

%	Townships with only three services					Townships beyond three services				
	Never	Occasionally	Monthly	Weekly	Daily	Never	Occasionally	Monthly	Weekly	Daily
Specific corporations/businesses	82.1	16.6	1.4	0	0	46.6	39.7	11.0	2.7	0
Neighborhood associations	82.1	16.6	1.4	0	0	45.1	38.0	11.3	5.6	0
Church or faith based organizations	77.9	20.7	1.4	0	0	37.5	36.1	16.7	6.9	2.8
Labor unions	93.8	6.2	0	0	0	89.9	10.4	0	0	0
Regional planning council or metropolitan planning organization	82.4	17.6	0	0	0	54.3	35.7	7.1	2.9	0



Discussion