

Local Service Delivery in Idaho Cities:
A Study of Modes of Service Delivery and City Choices

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Authorization to Submit Thesis

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Abstract

Cities vary on the services they provide to their residents and how they provide them. What is less known is why there is variation across cities in service provision? For example, why do some cities provide fire inspection services and others don't? Why does one city use county police and another city directly provide this service? This research attempts to answer these questions by examining the types and modes of service delivery in Idaho cities that are small and uniquely rural.

Idaho is a rural state with a very centralized authority. The state has 200 cities spread in its vast geographic area with relatively few people. These cities display considerable differences on the services that are available and how they are provided. Past studies on local service delivery, which primarily focused on big cities, highlight socio-economic, demographic, geographic proximity, type of a service, forms of city governments, and economies of scale in producing services as important predictors of provision, as well as modes of delivery. What is overlooked in the literature is understanding local service delivery in rural cities and towns from the perspective of their locational distribution.

Locational factors such as distance to other cities, the rural landscape, city size, and the number of cities within a county can have an impact on the choice of rural cities. Decisions about what services cities provide and how they would provide those services impact the wellbeing of the residents of the community. This research looks to the location of rural cities and how these cities are impacted by their location on the provision and delivery modes of local services. It adds spatial perspective in understanding local service delivery with an extended view of the operating context of the rural cities.

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CHAPTER 1: Introduction

Provision of basic services that are of adequate quality is the primary purpose of the very existence of cities. Cities exist in a specific geographic location and their location has an impact on the services they provide and how they provide those services. For example, the city of Idaho Falls in Idaho is able to supply residents with electricity because of its close proximity to the Snake River. The city owns and operates the power plant, which provides the citizens with a more reliable power source at a lower cost than most Idaho residents (Idaho Falls Power by The Numbers, 2015). While socio-economic characteristics, demographic factors, city size, and type of services impact differences in local service delivery across cities, an overview of the rural perspective in understanding these differences is striking, especially in the context of rural cities. Rural governments are said to be the lowest rung on the government hierarchy and are the most constrained (Cloke and Little, 1990). This research looks to answer what services are provided by cities in Idaho, the manner by which these cities provide those services, and what factors, in particular, contribute to the adoption of collaborative modes of service delivery.

Idaho is a state that is very dichotomous in value and reality. Idaho is known for its pristine environment and natural beauty, however, recycling, is hard to find in most of Idaho's cities. It is very much a conservative state that embraces a rural culture, yet Boise, the capital, has a thriving and progressive downtown. Idaho like its neighbors Nevada and Wyoming, it has hesitant interactions with the federal government. Ironically though, it is composed of 63% federal land, which makes the state dependent on federal services. Idaho has a very centralized government and people depend on the state for various services. Yet, most citizens have greater trust in the local governments (20th Annual Idaho Public Policy Survey, 2011).¹ While Idaho citizens like direct contact with local government, all cities operate under the same laws and are organized in the same manner. This means small towns like Placerville with 56 residents operate the same as Nampa with 81,241 residents. Although Idaho is very centralized in its government structure, the state is composed of regional cultures, symbolic of such a large state impacted by a unique history and spatially dispersed population.

¹ A random sample survey of 525 Idaho households representing three geographic regions were surveyed November 2010 and January 2011.

Idaho cities lend themselves to some interesting questions relating to local service provision. What services should be provided if a city isn't required to provide any services? What role does the location of a city play in providing these services? What differences in service provision exist between smaller and larger cities when cities are no different in their power? How do smaller cities overcome the barriers to providing services? How do differences across cities play in collaborative service provision?

Cities can deliver services directly through their own departments, procure from the private market, engage in collaboration with other governments or non-profits, or use some combination of two or more modes of service delivery. For example, smaller cities generally use collaboration as a means of service delivery compared to the larger ones, which mostly use direct service provision (Warner and Heftez, 2003). Service delivery studies emphasize usual suspects such as city size, fiscal stress, residents' income, heterogeneous population, and number of services providers in the area as factors affecting choice of service delivery modes. However, it is less known whether geographic location of cities is a factor as to what services rural cities provide and how they provide them.

An understanding of service delivery in Idaho cities require careful observation and analysis of the types of services that are being provided and the means by which those provisions are occurring. While lack of information about what Idaho cities are providing is a challenge, general appeal and trust in local governments (20th Annual Idaho Public Policy Survey, 2011), the presence of both extreme rural and urban city centers, uniform statutory power regardless of the city size, and sparse distribution of cities across large geographic hinterland provide opportunities for such an analysis.

It can be argued that, next to Alaska, Idaho's rural setting with a poor transportation network, can help explain the role its geography plays in service provision. Idaho has a single lane highway connecting the state from north to south. Many rural cities in Idaho have limited road connectivity and yet few large cities, such as Spokane, Washington, Boise, Idaho, and Salt Lake City, Utah, have emerged as regional cities (Gastil, 1975). These regional cities serve as hubs and thus impact the choices that are available to smaller outlying cities, as well as the decisions these smaller cities make regarding service delivery.

CHAPTER 2: Scope of the Study

Most municipal service delivery studies focus on larger urban municipalities (e.g., Warner and Hefetz, 2003; Brown and Potoski, 2003; Post, 2002) to the neglect of small municipalities that are rural, in particular. The socioeconomic, demographic, locational, administrative, and political conditions within which small rural municipalities operate, or the challenges these municipalities face, are uniquely different from the large urban municipalities. Therefore, the lessons learned from large municipalities regarding efficient and effective delivery of services may not be transferable to small rural municipalities. This underscores the need for and importance of a study of rural municipalities. This is especially the case for Idaho municipalities that are not only rural, but also small and sparsely distributed. Yet all cities, big and small, enjoy equal rights and privileges with no state requirement to what services these cities provide. The freedom of the scope and extent of service delivery can have an important implication on what services are provided and how those services are provided.

In this context, the goal of this study is to answer three main questions: (1) What services do Idaho cities provide?, (2) What service delivery modes do these cities utilize to provide the services?, and (3) Does spatial location of a city influence how these cities provide services with a particular focus on collaborative service provision? The focus on the correlational analysis of city location and collaborative service delivery is built on past studies that suggest rural, non-adjacent cities are more likely to rely on intergovernmental cooperation, as opposed to privatization (Warner and Hefetz, 2003). Some scholars have argued the contrary. They suggest that collaboration among rural governments is less likely due to the lack of public demand and lack of political entrepreneurs (e.g., Lakey et.al., 2002). This study will compare Idaho cities large and small, to get insight into the factors contributing to differences across cities in service delivery.

This research focuses on the location of a city and how that location impacts its ability to provide services to its citizens by taking note of the services that are provided and the modes of service delivery with an emphasis on collaborative service provision. Distance to other cities, rural landscape, city size, number of cities within a county, and the spatial density of cities in a county can all impact local service delivery. Factors like state infrastructure, the competitiveness in market delivery, type of a service, citizen's engagement in government affairs, the fiscal

condition, and the importance of commerce may also be critical to understanding the provision of local services. A spatial perspective developed in this research provides a more comprehensive view and analysis of service delivery for rural cities in particular.

Lastly, geographic location not only can affect the choice a city can make, but also can serve as a precursor to the choices by forming values and cultures of citizens. This value system of the citizenry, formed over time and impacted by spatial factors, can hinder or help determine the importance of certain services and their modes of delivery. Thus, an important perspective to this study is looking to the spatial factors in their role of determining the supply for local services.

CHAPTER 3: Literature Review

The types of services cities provide and how they provide them are important questions in the service delivery literature. Not all cities provide all services. Once cities decide to provide a service, they can use different methods of service delivery. A city can produce a service by itself using its own department, or arrange to provide the service through external providers including market. Stein (1991) discusses both traditional and regulatory types of service delivery methods. These methods include direct provision, private contract, joint contract, voucher, subsidy, tax incentives, franchise, volunteers, and self-help. Brown and Potoski (2003) highlighted five different service delivery modes: internal production, joint contracting, contract with other governments, contract with private firms and contract with non-profit firms. The mode of service delivery can also vary in different phases of service delivery constituting planning, financing, producing, and distributing phases (Stein, 1991).

One of the fundamental questions in the service delivery literature is what factors drive cities to choose a particular mode of service delivery. Most decisions that cities make are presumed on the basis that cities are looking to be efficient and acquire cost savings (Nelson, 1997), but more recent literature demonstrates that other costs are also taken into consideration. These costs include costs associated with transaction, transparency, monitoring and oversight, which determine why some governments use different modes (Carr et. al, 2007). Stein (1993) argues that efficiency is not a matter of a particular mode, but rather dictated by the service itself and the key being a match of the received benefits from service arrangements to the cost paid by each individual consumer.

Most early literature acknowledges characteristics of a city as important factors for service delivery choices. Morgan and Hirlinger (1991) look at costs to a city, the type of tax structure, the political environment, and the rules (i.e., statutes and laws) that can limit governments in making service delivery choices. Smaller municipalities are less likely to produce in-house services (Nelson, 1997). Older, more developed, and larger communities tend to have a larger selection of service provision (LeRoux and Carr, 2009). LeRoux and Carr (2009) also conclude that city size, growth patterns, and composition of the community matter. Many small cities that face a decline in local resources have limited capacity to implement change in service delivery (Lackey, Freshwater, and Rupasingha, 2002).

Early studies in service delivery choices helped lay the foundation for additional research. Ostrom and Ostrom (1977) argued that the characteristics of a good or service dictate the choices for a service delivery mode. They distinguished a good or service based on its attributes of exclusion (the ability to exclude individuals from the service) and the jointness of consumption (or the degree of mutual use or the resulting in subtractibility of one user to the other). These characteristics then determine a good or service either as a private good or a public good with implication of how that service be provided. For example, a public good is typically hard to measure; individual consumers generally have no choice regarding the quantity or quality, payment for goods are not closely related to demands, and allocations are primarily made in a political process. Thus, public goods are typically candidates for governmental production. In contrast, services produced by the market or by contracting out tend to be easy to measure, can be consumed by a single person, a consumer generally has a choice, and consumers can be excluded for nonpayment.

Brown and Potoski (2005) point specifically to asset specificity and measurement difficulty of a service in transaction as important determinants for service delivery choices. Asset specificity of a service in transaction occurs when the production of the service requires making upfront specific physical or human investment that can hardly be used for alternative purposes. Measurement difficulty relates to the difficulty in monitoring the quantity or quality of the supply of a service. Greater asset specificity and measurement difficulty creates greater transaction risks (costs) in service transaction. Cities tend to use external production via contracting out when transaction costs are low or when cities are able to mitigate the transaction risk. When transaction risks are higher, more trusting partners like non-profits or governmental agencies may be utilized (Brown and Potoski, 2005).

Institutional arrangements can also play a key role in making decisions involving producing internally or buying externally from private and public providers (Nelson, 1997; Cigler, 1993). Cities with a manager form of government are more likely to use external service provisions (Nelson 1997; Morgan and Hirlinger, 1991). Warner and Heftetz (2003) show that unavailability of private (for profit and nonprofit) providers is more likely to encourage cities to adopt intergovernmental contracting. Likewise, flexibility of public officials is critical to collaborative forms of service delivery (LeRoux and Carr, 2009).

Economic and demographic factors can also determine service delivery choices. Fiscal stress, either from declining internal revenue or from intergovernmental transfers, has been an important factor (LeRoux, 2006 and Cigler, 1999). Wealth of a community, tax base, and economies of scale are also important drivers (Morgan & Hirlinger, 1991). Similarly, property tax limits, high tax burdens, or a small tax base may also influence a community's decision about service delivery choice (Nelson, 1997).

Homogeneity, or the idea the local government speaks with one voice, and the age of the population are found to be associated with direct service provision (Morgan & Hirlinger, 1991). Homogenous societies are also said to reduce communication costs leading to adopt cooperative means of service delivery (Alcorn and Toledo, 1998). Age and education of city residents may affect community pride for a service and, thus, is less likely to be delivered privately (Hefetz & Warner, 2011). Education is likely to increase awareness necessary for collaboration to occur (Lahey et. al., 2002).

The location of a city is also considered important in making decisions for service delivery modes. Having a fixed location with many adjoining jurisdictions can play a big role in a city's decision to collaborate with its neighbors (Miller, 1992). Cities embedded in regional associations or networks may be more receptive to new ideas and thus may look for opportunities for external delivery of services (Carr et. al., 2007). External service incidence from cities of all sizes is shown to increase if the jurisdiction is located in a more populated county or metro area which has potential to utilize scale economies through large geographic coverage (Morgan and Hirlinger, 1991; Nelson, 1997).

Extant research, however, mostly focuses on urban local governments. There is a lack of systematic research of what services and how services are delivered in rural local governments in general and in Idaho in particular. Given that Idaho cities are small, rural, and sparsely located, these factors might play an important role in determining what services these cities provide and how they provide those services. Unlike urban areas, rural areas lack private service providers and, therefore, can hardly reap the efficiency gain that would come from the competitive contracting. A plausible alternative for rural communities might be greater reliance on intergovernmental cooperation or direct delivery (Warner and Hefetz, 2003). However, rural communities that are proximate to metropolitan areas and rural communities that are not

adjacent to metropolitan areas have important implications on how these governments approach service delivery (Warner and Hefetz, 2003). As an example, rural communities adjacent to metropolitan areas (e.g. state capital) receive more state aid and are less likely to depend on cooperation than those rural communities that are nonadjacent to metropolitan areas (Warner and Hefetz, 2003).

Stephanie Post (2002) points out that the reality of spatial factors on local governments is that local governments are place-bound and, as a result, are a makeup of their neighbors. She makes an argument that concentration of local governments in a geographical boundary may increase the need for cooperation of local services (Post, 2002). Post (2002) claims that the movement of people in nearby geographical places creates strong economic and social ties facilitating the incentive to work together. People in similar areas also face similar problems which can motivate communities to seek cooperative actions to solve issues these communities face. Laroux and Carr (2007) claim that population concentration and density in a single or few jurisdictions will influence the manner in which services are provided. They also caution that the abundance of local governments does not necessarily increase cooperative service delivery (Laroux and Carr, 2007).

CHAPTER 4: Idaho Cities

Idaho cities are predominantly small and uniquely rural. Out of a total of 200 Idaho cities, 118 cities have a population of 1,000 or less (almost 60%). The cities are evenly spread across the state. On average, there are four cities in one county, spread across an average of 1,800 square miles, leaving city centers, on average, about nine miles apart. The physical space between cities is primarily vast empty space of farms and public lands. These cities are also sparsely distributed, as state or federally owned land in one county, on average, varies from 54% to as much as 95% (Idaho Association of Counties, 1993). To provide a comparison, Minnesota is nearly the same size as Idaho in square miles, but has a total of 854 cities (Minnesota House of Representatives, 2011). In Idaho, only five cities have a population above 50,000 (Boise, Nampa, Pocatello, Idaho Falls and Meridian) and only 22 cities have a population of 10,000 or above. That is, nearly 91% of cities have fewer than 10,000 or less people.

Table 4.0 highlights the basic socio economic and demographic information of Idaho cities. U.S. census data highlights that Idaho's population is predominantly poorer and undereducated in comparison to national averages. As Table 4.0 indicates, the average percentage of residents with a bachelor's degree or higher in Idaho cities is about 18% and the average percentage of cities with residents below the poverty line is about 14%. Lower levels of education and poverty appear to be correlated. Wealthier communities such as Sun Valley with 61% of their residents with a bachelor's degree or more, only have about seven percent of their population below the poverty line. The table also reveals that Idaho cities, on average, are almost 100 years old but they are sparsely distributed, as some cities are about 35 miles apart from one another.

Table 4.0 City Information: Basic Socio-economic and Demographic Features of Idaho Cities

Basic Features	Min	Max	Mean
Median age of residents per city	24.8	55.3	36.48
Percent bachelor's degree within Idaho cities	0	84.2	17.69
Full Time employees per city	0	1228	54
Percent poverty line per city	1	50	13.62
Age of Idaho cities as of 2013	42	152	98.9
Number of Mormon meeting houses per city	0	38	3
Miles between city centers	1.0	34.6	9.33
Percent age 65 or over per city	3.7	37.5	13.8
No. of cities per county	1	12	4.11
City population	3	210,145	5,452
County acres in sq. miles	125	8477	1852

Idaho cities are formed by the consent of their inhabitants and they are given governmental and proprietary powers by the state (Association of Idaho Cities, 2009). City incorporation is important in itself for the residents as not all areas of Idaho residents choose or are required to incorporate. While reasons of incorporation for residents in an area vary, land use, safety, sanitation, local identity and overall wellbeing of the human spirit are key factors communities consider for incorporation. In general, incorporation allows communities improved service delivery and direct accountability. Interestingly, some Idaho cities were incorporated to acquire one of the two liquor licenses a city is allowed by state statute (Weatherby and Stapilus, 2005).

Idaho is essentially a Dillon's Rule state. The Rule professes that cities exist only as creatures of the state (Rooney, 2002). The Idaho Constitution and statutes provide cities their powers. Unlike the majority of US cities that use a charter as the legal basis for governance, Idaho cities' authority is rooted in state law. State founders sought to consolidate power at the state level for ease of control, transparency and to restrict government (Weatherby and Stapilus, 2005). The Local Self-Government Act of 1976 has allowed cities the ability to exercise specific rights that do not specifically prohibit the city from being carried out, but those rights have been narrowly interpreted by the state supreme court (Duncombe and Wesiel, 1984).

Idaho cities before 1890 had more flexibility as they were governed by adopted city charters. When Idaho became a state in 1890, many cities were faced with the reality of tighter restriction of Idaho laws specifically in relation to annexation, and were forced to keep their charter or adopt Idaho code (Weatherby and Stapilus, 2005). At one time, there were three cities that decided to keep their charters and not adopt Idaho code. Boise, Lewiston and Bellevue chose to follow territorial charters prior to Idaho's statehood. In the 1960s, however, Lewiston and Boise abandoned the territorial charter in order to ease in conducting business, as city officials had to seek direct legislative approval for any amendments to the charter (Nicholas, et. al, 1970). Currently Bellevue, near the famous Sun Valley Resort, is the only city in the state that follows a special charter. Bellevue thus has provisions that are unique, such as having a marshal rather than a police chief or aldermen rather than a city council. While charters are common across the nation, in Idaho they are all but nonexistent.

Idaho cities are given both police and proprietary powers. Idaho cities derive their police power from Idaho's Constitution and are established by Idaho statutes, which are enforced within city limits. The policing powers can include such items as zoning, certifications, licensing, code enforcement, and ordinances (Idaho Association of Cities, 2009). A city can also act in its proprietary powers including acquisition, operation, and maintenance of such things as cemeteries, hospitals, cultural centers, power, sewer systems, airports, public transportation, solid waste systems, and streets as per Idaho statutes (Idaho Association of Cities, 2009). Although Idaho statutes appear to provide Idaho cities the ability to act more freely as long they do not conflict with other municipalities or current law (Idaho Association of Cities, 2009), Idaho cities are not given direct home rule. State statutes dictate service provisions and control city revenue. In terms of flexibility, one can view Idaho cities somewhere in between home rule and pure Dillon's Rule.

In some cases, state law specifically provides power to cities. Cities can levy property taxes, borrow money, annex adjacent property, issue ordinances, regulate animals, and establish construction codes, for example. Where services already exist, perhaps by a special district or the county, a city can own and/or directly provide the services to its residents regardless (Idaho Association of Cities, 2009). Although Idaho statute does not specify the services required of a city, a city is granted sovereignty to act within the limit set by state law.

On the surface it would appear that Idaho cities have a lot of flexibility and that many variations of service delivery exist. However, any variations across the cities must be seen in a larger context of much uniformity across the state engineered by the statutes. Idaho operates much the same as it did when it was created, in part because Idaho citizens cannot directly change the constitution and, in part, because of Idaho's conservative approach to government (Weatherby and Stapilus, 2005). The other reason that the state operates in a more uniform manner is because the county serves as an arm of the state, which has mandates for many governmental powers and responsibilities (e.g. police, district courts, jails, landfills). Many of the services are delivered to residents through the county and it is up to the residents of a city to decide if the service is adequate or if another means is appropriate for them.

Idaho cities lack true autonomy. Idaho cities and counties are very much reliant upon a single major source of tax revenue, the property tax (Weatherby and Stapilus, 2005). Property taxes are collected by the county and distributed to each taxing district (schools, cities, county agencies, fire districts, road districts, etc.) in which the property lies. Revenue sharing is made up of 50% based on population and 50% based on the market value of the assessed properties within that city (Idaho Code § 63-3638-9a). The amount of property tax paid is based on the assessed value of an individual's property and tax rates and bond debt service amount of the taxing districts levy (Idaho Code § 63). Since most cities are small and have very few other means to raise revenue, this single source of funding limits many cities in their ability to provide services.

Costs of services for Idaho citizens can be higher than national averages, since the delivery of those services is more challenging for rural areas. The diseconomies of scale in production of services resulting from small population and higher transportation costs due to remoteness of cities are major factors for this situation. For example, Clark County and Camas County only have one incorporated city which presents market limitations and, in turn, offers increased state responsibility through the county for service delivery. Agencies like emergency and transportation, which in most cases will be stationed in these remote cities, will provide services throughout the county. These services are required for Idaho's federal lands. This land, over 60% federal, can become a financial burden as no taxes can be raised. This burden then falls to the county to administer responsibilities which, in some cases, will look to urbanized areas for

assistance. Payment in lieu of taxes is offered by the federal government to counties and thus cities because of the large amount of untaxable area (Idaho Association of Counties, 1993).

Cities can collaborate with their peers and other local governments such as counties, special districts, or the state to improve efficiency in the provision of services. Cities with similar purposes may shift resources and work together. The Intergovernmental Cooperation Act of 1960 and Idaho Code provide the framework for such collaboration (Weatherby and Stapilus, 2005). Title 50 of the Idaho statutes outlines responsibilities of involved parties. A city can act as a corporation and thus will have the authority to sue or be sued, negotiate contracts and have the ability to own and manage property (Idaho Code § 50-301). This gives the city the power to act like a business.

Idaho cities have vested authority beyond their borders. For example, subdivisions laying outside of the city boundaries may be rejected or accepted by the city's planning and zoning authority (Duncombe, 1968). This is critical since county zoning may have lesser standards that could present potential problems for future city expansion. Cities may also go beyond their borders and own property such as cemeteries, public utilities, airports, parks, water systems and the like and may use eminent domain to acquire this property. This is also one of the reasons why many cities adopted state statutes rather than their own charter. Both police and fire protection can be extended beyond the city in the heat of action. In the case of fire protection, special fire districts and city fire departments may assist each other without contracts (Duncombe, 1968). The county and the city, along with special districts, can work with each other to provide services for Idaho's many rural communities.

To understand Idaho cities, it is important to understand Idaho counties. There are 44 of them; some are the size of the state of Connecticut, others much smaller. Owyhee County and Idaho County are the two largest counties in area covering 4.9 million acres and 5.4 million acres respectively, but they are some of the least populated counties (Idaho Association of Counties, 1993). The counties are critical in local service provision because they provide many of the necessary services that the state and small rural cities cannot provide. The counties are responsible for providing jails, libraries, tax collection, police, fair grounds, public transportation, and distributing election costs (Idaho Code § 31-1-58). Without the county, the state would have to have a direct hand in city business. Because of wide-ranging responsibilities as well as taxing

and spending powers, county commissioners are also viewed as the overseers of local public policy.²

The county structure of the elected board has little variation; most are a typical structure of either five or seven commissioners with a chairman elected by the board. There are options to use a charter if approved by the electorate or to change the board structure to three commissioners with changes in responsibilities to other staff (Idaho Code § 31-52-58). This is important when important decisions like city incorporation and zoning regulations are made with a simple majority vote of the board.

A county can exist without a city, but a city cannot exist without a county. The county has the ultimate authority of deciding incorporation of a population. In order for a population to become an incorporated city, 60% of residents of the area must sign a petition and submit documents to the board of county commissioners. The board of county commissioners will then review the petition and wait for objections from neighboring cities, as well as from the concerned public. Statutes require certain distance requirements to already incorporated cities and that the population of that particular petitioning territory must exceed 125 registered voters (Idaho Code § 50-101). There is no requirement of a popular vote, but rather a simple majority vote of county commissioners is all that is needed to approve the petition for incorporation (Weatherby and Stapilus, 2005). This is one reason why the county is so critical in determining justifications for a cities' existence. Once the county board has approved the incorporation process, they will then appoint city leaders until elections can be held (Idaho Code § 50-102).

The political structures of nearly all Idaho cities are the same. City councils consist of a four or six person board elected in two-year cycles for a four year term. The mayor is elected at large and has veto power and in most cases acts as the chief administrator (Nicholas et. al., 1970). The mayor acts as the chief administrator who works alongside an elected board or council responsible for passing budgets and resolution that the mayor must follow. Idaho cities have adopted a mayor-council form of government with the exception of Lewiston, Twin Falls, and McCall that have a manager-council form of government. In a manger-council system, the city

² For a complete list of district type, oversight and taxing authority refer to Appendix E.

council appoints a professional city manager to execute city policies approved by the council. Fourteen Idaho cities have allowed for the hiring of a city administrator, who works alongside the mayor in an assistant role providing professional guidance and expertise in part because of the growing population (Directory of Idaho Government of Officials, 2011). The fact that Idahoans have strong values in their local government makes them hesitant to relinquish their power through their vote.

Lastly, the availability of the number of employees in cities is also important for understanding service provision in Idaho cities. Idaho ranks high in terms of employee population ratios in the cities compared to other states (Wolman et. al., 2008). The city of Boise, the largest city, has 1228 full time employees (Directory of Idaho Cities, 2011). Comparatively, Boise is very lean in staffing with one fulltime employee to 135 residents, whereas other western cities with a population greater than 200,000 have substantially more employees. For example, Anchorage, Alaska is at one employee per 107 residents; Spokane, Washington with one employee to 91 residents, and Denver, Colorado has one employee for every 49 residents (Rosiak, 2013). In addition, 46 Idaho cities have no fulltime employees. Most Idaho cities have very limited staff capability, which constrains their ability to consider available service delivery options and to exercise those options.

CHAPTER 5: Research Design

This study is a single-state analysis. It is based on survey responses provided by city clerks about the services their city provides and the means the cities utilize to deliver those services. A single-state analysis has benefits of comparing the cities without concerns for multi-state level variables such as: state laws, state economies, and other fiscal constraints. When comparing cities across multiple states, these state level factors need to be controlled for, which this survey avoided. The study of service provisions across cities within the boundaries of one state also limits other states' related heterogeneity in the analysis. Furthermore, Idaho is a Dillon's Rule state with a uniform charter, meaning cities in Idaho are not different in their statutory source of power.

The study used surveying to gather information relating to which services are provided. The provider could be the city itself, a county, a nonprofit or a for-profit organization, a special taxing district, another city, or the state.

All 200 Idaho cities were included in the sample. A pre-designed survey questionnaire was sent to all City Clerks via email. The survey was a modified version of the survey designed by the Citizens Research Council of Michigan for a similar study in Michigan. A paper version of the survey with return postage (envelope) was mailed and hand delivered to those cities who did not reply to the electronic survey. The survey was carried out for three months from February 2010 with the electronic surveys and was finished with mailed surveys following in April 2010. To ensure greater participation, follow-up calls were made to increase the response rate. For those cities without an employee, the survey was to be filled out by individuals such as council members, who were acquainted with the city.

The survey was designed to be comprehensive. It listed all possible services a city could provide and the choices or modes by which those services could be provided. The services were listed by category, so that the respondents could find the related services in one place for the sake of convenience. Altogether, 25 categories and 105 individual services were listed. For each service, an exhaustive list of possible service delivery options were included for the respondent to select from. The options provided were directly by the city (in-house delivery), jointly by other institutions, provided by another institution, provided by the county, etc.. Additional

service delivery choices included were service provided by another city, special district, a county, state, or for-profit/nonprofit.³ If a city did not provide the service, this option was also made available.

Table 5.0 Response Rate of Cities per Idaho Region

Idaho Regions	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6
Number of Respondents/ Number of Cities	12/35 34%	11/29 38%	23/35 66%	12/34 35%	12/30 40%	12/37 32%
Number of Cities Larger than 125 population	31	26	34	31	28	31

The response rate was 42%; that is, 83 of 200 cities responded to the survey. The cities who responded represent different regions, city size and rural-urban dimensions of the state. Table 5.0 presents the distribution of the respondent cities across different regions of the state, with Region 1 representing the northern-most part of the state and Region 6 the eastern-most. As the Table shows, cities are more or less evenly represented in each region. The response rate is higher in Region 3, in part because of the presence of larger cities such as Boise, with staff available to respond to the survey. Because Idaho has 19 cities with fewer than 125 residents, many smaller cities do not have a full-time city clerk or staff who are available to respond to the survey

The reported information about the type of service provided and the modes of service delivery utilized became the basis for this study. The survey distinguished if a service is provided or not provided. If the service is provided, the survey then asked respondents to determine how that service is provided by selecting the appropriate collaborator from a menu of choice noted above. To help ensure the accuracy of the data, any questionable information was verified

³ See Appendix for Survey.

either by contacting the city or through checking city resources such as websites and government documents.

Both descriptive and causal analysis were carried out to examine the service delivery choice of Idaho cities. Descriptive analysis was performed by modes of service delivery and by size of the cities in order to provide better insight into the practice of service delivery. Since types of services differ, descriptive analysis was conducted by category of services to understand the differences across the service category. The causal analysis is limited to collaborative service provision with a particular focus on the role of spatial factors such as distance to another city and density of local governments in influencing the choice of collaborative mode of service delivery. Because of the sparse distribution of cities, distance to another city could be a unique determinant in cities' choice of service delivery mode. Lastly, since this was a single-state analysis, the survey results allowed for comparison across regions of the state to better understand factors influencing Idaho cities.

Out of a total of 105 services listed in the survey, the analysis includes 79 services. Many services were excluded from this analysis in part because those services were provided by the county as mandates from the state and, therefore, cities had no discretion.

CHAPTER 6: Local Service Delivery

A wide array of services are provided to residents in Idaho cities. Services can either be mandated by Idaho statute (and, thus are provided by a designated institution to city residents), services can have a default provider when a city elects not to provide the service, or a service may not be required to be provided in a city.

Certain services are provided in Idaho cities by counties. These services include: election administration and reporting (Idaho Code §34-101), tax collection and property assessing (Idaho Code §63-301), jails and detention centers (Idaho Code §20-604), and district courts (Idaho Code §1-107). The county creates election precincts and the county clerk is responsible for gathering administrators and reporting to the state (Idaho Code § 34). Tax collection is administered through the state and carried out by the county assessors.⁴ Counties are responsible for the provision of jail and detention centers; if a county detention facility does not exist, a county may seek an agreement with another county to have the service provided (Idaho Code § 20-604). Landfills are also managed by counties.

Section 4 above discussed the legal basis for Idaho cities for delivering a variety of services to its residents. These services can be further categorized into two sets: internal services and external services. Internal city services are not directly consumable by residents. They help with the production of external services. External services are consumable by residents. Because of the nature of these services the two categories of services vary in their modes of delivery.

6.1 Internal Services

Almost all cities in Idaho provide basic internal services. Internal services provided by Idaho cities include: printing, record keeping, payroll, purchasing, storage, treasury functions, and janitorial services. Most of these services are provided directly by cities. Very few cities use mediation and dispute resolution, fleet purchasing, and website services. Nearly 30% of Idaho cities have no presence in an online format.

⁴ Idaho has many different tax collection sources: income, property and sales taxes. Property tax made up the largest revenue source with 32.6% of the total in 2014 tax collection. Only a total of 3.24% of sales tax collected was returned to Idaho cities. (tax.idaho.gov)

Table 6.1 shows the percentage of cities that provide various internal services as well as the percentage of cities that used various modes to provide internal services. The rows in the table represent the various internal services, whereas the columns show six different modes of service delivery consisting of direct provision, provision by another city, special district, state, county, and private parties. The fact is that most internal services are provided directly. Internal services that a majority of cities provide, regardless of city size include: payroll, printing of municipal documents, purchasing, document destruction, treasury functions, vehicle maintenance, record keeping, archiving and janitorial services.

Some internal services are provided through multiple modes. Training, document destruction, archiving, and attorneys are provided in multiple ways. For example, the city of Coeur d'Alene uses the county prosecutor, but will also contract out for other aspects of legal services. Most cities use a private company for website management and attorney services. Regardless of the mode, certain services are provided by fewer cities such as: professional development, management information systems, garage and storage, fleet purchasing, website management, and building security services

Concerning modes of internal service delivery, cities utilize two or more modes for certain services. Record keeping, document destruction, and professional development are provided in numerous ways. For example, small scale document destruction is provided directly in most cities, but for mass document destruction, a private corporation like Western Records Destruction may be used.

Table 6.1 Internal Service Provisions by Type of Services (in percentage of cities)

Percentage of Internal Service by provision type	Do Not Provide	Directly Provide	Other City	Special District	State	County	Private
Printing of Municipal Documents	2.30	87.3	0.00	1.2	0.00	0.00	9.20
Record/ Archives	0.00	93.18	1.14	1.14	3.41	1.14	1.14
Document Destruction	10.23	70.45	0.00	0.00	2.27	0.00	18.18
Training/Professional Development	20.25	50.63	1.27	2.53	7.59	0.00	20.25
Payroll	2.30	95.40	0.00	0.00	1.15	0.00	2.30
Treasury Functions	1.14	90.91	0.00	2.27	2.27	4.54	1.14
Accounting	1.15	89.66	0.00	1.15	0.00	1.15	10.34
Purchasing	0.00	97.70	0.00	0.00	0.00	2.30	0.00
Management Information Systems	21.95	58.54	0.00	0.00	0.00	0.00	6.10
Geographic Information Systems	26.19	23.81	1.19	8.33	1.19	29.76	5.95
Website Development/Management	29.41	50.59	1.18	0.00	1.18	0.00	21.18
Building Security	23.81	58.33	0.00	1.19	0.00	8.33	8.33
Janitorial Services	9.52	71.43	4.76	0.00	0.00	0.00	15.48
Fleet Purchasing	40.96	57.83	0.00	0.00	0.00	0.00	1.20
Vehicle Maintenance	7.41	82.72	0.00	0.00	0.00	0.00	13.58
Garage/Storage	32.93	67.07	0.00	0.00	0.00	0.00	0.00
Attorney/Legal Services	17.28	34.57	3.70	6.17	0.00	8.64	39.51
Mediation/Dispute Resolution	48.15	9.88	1.23	8.64	2.47	22.22	3.70

Note: The total percentage of each row for these services can be higher than 100% because cities can combine more than one mode of delivery. For example, the attorney services row totals 109.87%, meaning that 9.87% of the attorney services is provided in addition to one service provision mode.

6.2 External Services

Idaho cities provide a wide array of external services to their residents. The most common services provided in Idaho include: health, law enforcement and emergency services, utilities, and transportation infrastructure. The least provided services are recreational services. External services are divided into twelve categories. These categories of services are discussed below along with their modes of delivery by the city size.

6.2.1 Police Services

Police protection is one of the most common services provided in Idaho, as policing is a guaranteed provision to Idaho citizens. Table 6.2.1a highlights the differences in service delivery for policing related services based on city size and whether a city directly provides police services or seeks an external mode for the service delivery.

Police patrol or protection is provided in all cities. Even cities that do not have agreements for such service are provided by external providers. Smaller cities tend to use external providers for all other police-related services like officer training, 911 dispatch, detective, and crime laboratory shown in the table below. All dispatch centers for small cities are provided by the county and 55% of detective work and crime labs are used by smaller cities. Most large cities provide police services by themselves with the exception of some large cities that use external providers for officer training and crime lab services.

Table 6.2.1a Percentage of Police Service by City Size

Service Types	City Size and Percentage of Delivery Modes								
	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Police Patrol	1.6	36.5	61.9	0.0	63.6	36.4	0.0	100.0	0.0
Officer Training n=55	40.0	10.9	49.1	9.0	36.4	54.6	0.0	66.7	33.3
911 Dispatch n=62	1.6	0.0	98.4	0.0	9.0	91.0	0.0	66.7	33.3
Detective n=58	19.0	25.9	55.1	0.0	54.6	45.4	0.0	100.0	0.0
Crime Laboratory n=54	44.4	0.0	55.6	18.2	18.2	63.6	11.1	44.5	44.4

N= number of responses per city size category possible

n=the number or respondents who answered the question if other than N in city <5,000 population category

*denotes some cities do not know how the service is provided, so the total number of N cities in a category may not equal the N value in that category

Intergovernmental agreements are the most common form of external delivery mode of police services. Some cities have specific intergovernmental agreements, but it is not a requirement for external service providers such as the county. The advantage for a city to have a written intergovernmental agreement or a memorandum of understanding is that the terms of the service(s) provided can be specifically defined for the unique needs of the city.

Intergovernmental agreements allow flexibility and can enhance service response times, community outreach, or even to provide a means for local control. For example, Gooding County has a specific intergovernmental agreement with the City of Hagerman to provide police patrolling services. Gooding County provides an officer and a vehicle specifically to the city rather than general police patrolling through the county that would occur without an agreement.

Smaller cities mostly use counties for various policing services. Most cities face diseconomies of scale to provide labs, dispatch centers, training, and detective services. When a county provides the policing, crime labs, officer training, and investigation generally become part of the services the county offers. This explains why 33 of 74 cities do not provide training and 27 of 73 cities do not provide crime labs.⁵

As table 6.2.1b illustrates, there are differences in economy of scale in police protection services. Counties play a much larger role in smaller cities, making up 56.5% of all police protection for cities under 5,000 residents, while cities over 25,000 residents only use the county for 911 dispatch services.

6.2.1b Percentage of Service provided by External Provision	<5,000 Population N=63					5,000-25,000 Population N=11					>25,000 Population N=9				
	Private	Dist.	County	State	City	Private	Dist.	County	State	City	Private	Dist.	County	State	City
Police Patrol	0.0	4.8	56.5	0.0	1.6	0	0	45.5	0	0	0	0	0	0	0
Officer Training	9.1	9.1	36.4	27.3	0.0	10	0	50	10	0	0	0	0	33.3	0
911 Dispatch	0.0	9.8	87.0	1.6	1.6	0	0	100	0	0	0	0	33.3	0	0
Detective	0.0	2.1	61.2	2.1	2.1	0	0	54.5	0	0	0	0	0	0	0
Crime Laboratory	3.3	3.3	60.0	3.3	0.0	0	0	66.7	22.2	0	0	0	0	50	0

Percentage is based on all service provision choices (direct, non-profit, private, county, state or another city) provided.

⁵ Appendix I shows actual number values of service tables.

The delivery mode for police protection services vary in rural cities. Latah County provides an example of this variation in police service delivery. Latah County Sheriff has police service contract with the city of Potlatch (815 population). The sheriff also has a part time position under contract with the community of Genesee (968 population) and with the town of Kendrick (303 population). The deputy sheriffs provide the smaller communities with fully trained and equipped officers who are in direct operational contact and have interaction with the Sheriff's Office. This service is provided at a savings to local communities over their costs to provide the same coverage, equipment, and training levels (Latah Sheriff, 2015). On the other hand, the city of Troy (874 population), also in the same county and relatively close to the Latah County Sherriff's Office, has its own police department. Deary (512 population), in the same county as well, has no such agreement with any department. The city of Deary appears to work with the State as noticed in their collaboration with the State's 911 dispatch.

Joint police provision is rare in Idaho cities. The survey found one case of joint city police service provision in which the city of Kimberly and the city of Hansen jointly provide police protection service. In tribal communities such as Lapwai and Worley, tribal police, as a special district jurisdiction, provide police service to tribal members.

Dispatch Centers are critical for emergency services. Only a few large cities provide this service directly. These cities are: Nampa, Twin Falls, Chubbuck, Pocatello, Moscow and Post Falls. Interestingly, the largest cities in Idaho such as Boise, Lewiston, Coeur d'Alene, Meridian and Caldwell use counties for dispatch center service even though they have their own police departments. What this reflects is that economies of scale are not the only driving force when cities adopt a particular mode of service delivery.

6.2.2 Fire and Emergency Services

Unlike police protection, fire protection is not a guaranteed service to Idaho citizens. As table 6.2.2a shows, basic fire protection is provided in all but four cities or 6.5% of cities surveyed. Other fire related services such as fire inspections and investigations are not provided by nearly 20% of Idaho cities. Surprisingly, 25% of Idaho cities under 5,000 residents directly provide firefighting services. In rural settings, fire protection and suppression staffs are volunteer, which provides a cost saving for cities. The state is reported to have about 5,400 volunteers (Idaho

Volunteer Fire and Emergency Service Association, 2015). Few medium-sized cities, such as Moscow and Eagle, typically use a combination of paid and volunteer fire fighters. As the city size grows, fire services tend to be provided directly by the city.

Table 6.2.2a Percentage of Fire Service by City Size

Service Types	City Size and Percentage of Delivery Modes								
	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Fire Fighting n=62	6.5	25.8	67.7	0.0	36.4	63.6	0.0	77.8	22.2
Fire Inspection n=58	20.7	24.1	55.2	0.0	36.4	63.6	0.0	77.8	22.2
Fire Training n=57	17.5	24.6	57.9	0.0	36.4	63.6	0.0	77.8	22.2
Fire Hydrants n=60	5.0	73.3	21.7	0.0	45.5	54.5	0.0	77.8	22.2
Fire Investigation n=57	21.1	14.0	64.9	0.0	27.3	72.7	0.0	77.8	22.2
Emergency Planning n=58	12.1	15.5	72.4	0.0	18.2	81.8	0.0	88.9	11.1
*Hazardous Materials n=52	25.0	21.2	53.9	11.1	22.2	66.7	0.0	77.8	22.2

N= number of responses per city size category possible
n=the number or respondents who answered the question if other than N in city <5,000 population category
*denotes some cities do not know how the service is provided, so the total number of N cities in a category may not equal the N value in that category

While the primary role of the fire department includes enforcement of fire codes and preservation of life and property, its scope can vary (Idaho Code § 31). A city can define the role of the fire department in an agreement for matters such as wildfire suppression with federal and state agencies or for dispatch of the department staff for matters such as car accidents. The responsibilities of each department vary based on the needs and priorities of the community.

The provision of fire and ambulance service is impacted by economy of scale. While police protection tends to be a direct provision or a county service, fire is predominantly provided by special districts. These fire districts sprawl across the state and appear to be based mostly on city size. The larger cities such as Boise, Twin Falls, Idaho Falls, and Coeur d'Alene provide this service directly. Most rural communities provide fire through a more broadly defined jurisdiction. Fire suppression through fire districts allows economies of scale (large coverage of population) to share the tax burden among residents in unincorporated areas as well as in the cities. This is why 55.2% of small cities as well as 54.5% of medium size cities use fire districts for firefighting services.

6.2.2b Percentage of Service provided by External Provision	<5,000 Population N=63					5,000-25,000 Population N=11					>25,000 Population N=9				
	Priv.	Dist.	County	State	City	Priv.	Dist.	County	State	City	Priv.	Dist.	County	State	City
Fire Fighting	0	55.2	13.8	0	3.4	0	54.5	0	0	9.1	0	22.2	0	0	11
Fire Inspection	0	33.3	11.1	4.7	1.6	0	54.5	0	0	9.1	0	22.2	0	0	0
Fire Training	0	44.7	17	2.1	2.1	0	54.5	0	0	9.1	0	22.2	0	0	11
Fire Hydrants	1.8	14	7	0	0	0	45.5	0	0	9.1	0	22.2	0	0	11
Fire Investigation	0	48.9	20	15.6	0	0	54.5	0	9.1	9.1	0	22.2	0	0	11
Hazardous Materials	2.5	38.4	30.8	0	0	0	62.5	0	0	12.5	0	22.2	0	11.1	11
Emergency Planning	0	5.9	72.5	2	2	0	0	81.8	0	0	0	0	11.1	0	0

Percentage is based on all service provision choices (direct, non-profit, private, county, state or another city) provided.

Fire investigation, training and inspection services are generally carried out by fire districts. The above table illustrates this phenomenon. Fire training tends to be the responsibility of the fire district and not of the Idaho Volunteer Fire and Emergency Services Association, for example. Fire investigation also tends to be under the jurisdiction of the fire district. In some cases, cities work directly with the State Fire Marshal for these services.

Although 72.4% of smaller cities have firefighting provided by other government agencies, fire hydrants are mostly provided by the cities themselves. This is because hydrants are part of a city's water utility system. This service includes the establishment of hydrants, as well as of their maintenance.

Emergency planning tends to be the responsibility of the county. Large cities are the exception to the rule as eight of the nine large cities provide this service directly. In certain cases, fire districts are the main service provider for emergency planning. The emergency planning includes the handling of hazardous materials and preparedness. As noted in the table, 38% of smaller cities use a fire district and 30% use a county for hazardous materials.

6.2.3 Health Services

Health services provided in Idaho cities include hospital, ambulance and the prevention and mitigation of sickness through cemetery and insect/mosquito abatement services. Many health services are regulatory in nature and are mentioned in the regulatory services section. Table 6.2.3a shows that the percentage of cities providing health services relates to the size of the city.

It should be mentioned that Idaho has seven special purpose health districts (Idaho Code § 39-408) that provide health services for the wellbeing of individuals. These unique districts are not a direct agent of the state; however, they are given authority to enforce state laws and rules. These health districts are not directly mentioned in the survey, but serve a function that most Idaho cities do not provide. They fill the responsibility of the county with many health-related matters. The health district also serves as a place to foster collaborative efforts. These health districts inspect, enforce and hold individuals accountable to Idaho laws. The health districts have a responsibility for: restaurant and food regulations, immunizations, emergency planning, septic systems, air quality, child care, solid waste, water systems and overall community health.

With the exception of ambulance service, small cities are reluctant to provide health services. Among the respondents, twelve percent of small cities do not provide ambulance service, 56 percent do not provide cemeteries, 59 percent do not provide hospitals or health clinics, and 65 percent do not provide insect or mosquito control. Medium and larger cities are more likely to provide health services, with only two cities not providing cemeteries and a quarter do not provide insect control. All cities over 5,000 people provide ambulance services.

Table 6.2.3a Percentage of Health Service by City Size

Service Types	City Size and Percentage of Delivery Modes								
	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision n	Not Provided	Directly Provided	External Service Provision n	Not Provided	Directly Provided	External Service Provision n
Ambulance n=62	12.9	4.8	82.3	0.0	9.1	90.9	0.0	44.4	55.6
Hospitals n=61	59.0	1.6	39.3	36.4	0.0	63.6	44.4	0.0	55.6
*Cemetery Service n=55	56.4	16.4	27.3	22.2	22.2	55.6	0.0	71.4	28.6
*Mosquito/Insect Control n=61	65.6	11.5	23.0	27.3	9.1	63.6	12.5	12.5	75.0

N= number of responses per city size category possible

n=the number of respondents who answered the question if other than N in city <5,000 population category

*denotes some cities do not know how the service is provided, so the total number of N cities in a category may not equal the N value in that category

One of the most prominent health services provided in Idaho cities is ambulance service. Cities generally provide this service externally. Out of the total surveyed, only eight cities provide this service directly. While ambulance service is provided predominantly by external modes, this service is provided in a mode different from other related services like fire services. Over 90% of the medium-size cities provide this service externally, but the external provision is shared more

equally between the counties and special districts. Table 6.2.3b shows that nearly one third of all cities provide ambulance service through the county regardless of the size of the city. In comparison, Idaho has 189 fire districts throughout the state, but it has only 28 ambulance districts across the state (Idaho Tax Commission, 2014). Unlike fire districts, ambulance districts generally cover the whole county, which explains the existence of the fewer number of such districts. Greater number and widespread distribution of fire districts across the state compared to the limited number of ambulance districts make fire districts or departments the first responders and primary provider of emergency care in most rural locations.

Although private institutions rarely provide ambulance service in Idaho cities, they do exist regardless of the city size. If a county, a city or a special district do not provide ambulance service, non-profit or for-profit providers fill the gaps in a service absence.

6.2.3b Percentage of Service provided by External Provision	<5,000 Population N=63					5,000-25,000 Population N=11					>25,000 Population N=9				
	N. P.	Priv.	Dist.	County	City	N. P.	Priv.	Dist.	County	City	N. P.	Priv.	Dist.	County	City
Ambulance	7.4	1.9	44.4	35.2	5.6	0	9.1	45.5	27.3	9.1	11.1	0	22.2	33.3	0
Hospitals	44	0	24	2	4	42.9	0	14.3	28.6	14.3	80	0	20	0	0
Cemetary Service	4.2	0	58.3	0	0	0	0	57.1	14.3	0	14.3	0	14.3	0	0
Mosquito/Insect Con	0	0	2.4	38.1	4.8	0	0	37.5	50	0	0	0	42.9	42.9	0
Percentage is based on all service provision choices (direct, non-profit, private, county, state or another city) provided.															
State mode excluded. No Health services provided by this mode.															

A critical aspect to ambulance service is response time. As a result, eight Idaho cities reported providing this service directly. The City of Horseshoe Bend is one of three cities under 5,000 residents that accomplishes this. With a population of 707 residents, Horseshoe Bend is located in Boise County. Boise County would have a difficult time providing a county-wide ambulance service, since the distance between cities in the county are great, and there is limited road access between cities within the county.

Once an individual is taken by ambulance service, they are typically taken to a hospital or health clinic. Most Idaho cities do not provide hospital services. Only 37 of the 82 cities surveyed have agreements with health care providers to provide hospitals or health clinics. The majority of those cities that do provide healthcare services provide it through non-profit organizations or special districts. Regardless of city size, 44% of small cities, 42.9% of medium cities, and 80% of large cities provide these services by nonprofit hospitals. Smaller nonprofit hospitals network

with regional hospitals such as St. Luke's in Meridian, St. Alphonsus in Boise, and St. Joseph's in Lewiston. Occasionally, in more rural cities, county tax dollars are collected to manage and support a hospital like Power County Hospital District in Aberdeen. In other cases, more creative means of collaboration between a city, a county, and service providers have occurred. In the City of Gooding, the county collaborates with a non-profit hospital such as St. Luke's to form North Canyon Medical Center, supported by both non-profit and county dollars. A hospital board oversees tax dollars and healthcare professionals in the field from St. Luke's. The city then contracts with the county for the service.

In regards to cemeteries and insect control services, about 50% of small cities provide cemetery and 30% of small cities provide insect control services. As shown in table 6.2.3a, the percentage of cities providing these services increases with city size. Regardless of size, external service provision is the most common form of delivery for these services. Cemeteries are scattered throughout Idaho and are mostly provided through special districts. Cemeteries can also be created as a corporation and given a nonprofit status (Idaho Code §27-201). An abatement district can be created as well. Sixteen cities surveyed directly provide cemeteries and nine cities provide insect control service. Most small cities collaborate with a special district for provision of these services. Large cities provide cemetery service directly and prefer to collaborate for abatement.

Insect control is more widely distributed through special districts or the county. Insect control goes beyond the boundaries of the city which helps protect those living in the fringe of cities and eradicate the problem at the source outside the city limits in agricultural or wilderness areas.

6.2.4 Regulatory Services

Regulatory services in Idaho cities include: septic, building and well permitting and inspections, restaurant and food regulations, animal licensing and enforcement, and city zoning and planning. Regulation codes are provided by Idaho statutes and administered through the following: The Idaho Division of Building Safety, Idaho Department of Health and Welfare (Health Division), Idaho Department of Water Resources and the Idaho Department of Environmental Quality. If a city elects to alter, add, or substitute regulations or ordinances, it

becomes the responsibility of the city to enforce those regulations. Many small cities do not provide additional regulations.

Table 6.2.4a provides information about the percentage of cities providing regulatory services. Zoning, building permits, inspections and code enforcement is provided by almost all Idaho cities. Zoning is one of the primary purposes for city creation. It allows a city to plan and organize the community in a meaningful way. Building permits, building inspections and code enforcement are provided by all large and medium-size cities and only the smallest of Idaho cities do not provide these services. Well and septic permitting and restaurant/food regulations are less likely to be provided by a city.

Service Types	City Size and Percentage of Delivery Modes								
	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Building Permits n=61	4.9	70.5	24.6	0.0	90.9	9.1	0.0	100.0	0.0
Building Inspections n=62	6.5	38.7	54.8	0.0	90.9	9.1		88.9	11.1
Code Enforcement n=62	6.5	61.3	32.3	0.0	100.0	0.0	0.0	100.0	0.0
*Well Permitting n=57	50.9	15.8	33.3	18.2	18.2	45.5	25.0	12.5	62.5
*Septic Permitting n=57	52.6	14.0	33.3	12.5	12.5	75.0	25.0	12.5	62.5
Restaurant/Food Regulation n=56	51.8	7.1	41.1	12.5	0.0	87.5	33.3	66.7	0.0
Animal License n=61	18.0	68.9	13.1	0.0	90.9	9.1	0.0	100.0	0.0
Animal Control n=62	17.7	61.3	21.0	0.0	45.5	54.5	0.0	88.9	11.1
Zoning Regulation n=62	3.2	85.5	11.3	0.0	100.0	0.0	0.0	100.0	0.0

N= number of responses per city size category possible

n=the number of respondents who answered the question if other than N in city <5,000 population category

*denotes some cities do not know how the service is provided, so the total number of N cities in a category may not equal the N value in that category

One of the few service areas that the state plays a direct role in city affairs is through the collaboration for food and restaurant regulations. Fifty one percent of small cities do not provide food/restaurant regulations beyond state rules. Those cities that could identify food regulation services mentioned that the regulatory authority is provided by the state as highlighted by the majority of cities in table 6.2.4b. The cities that elect to have stricter regulations provide this service directly, such as the city of Boise; however, the city requires a permit upon a successful inspection by the Central District Health Department. This means the state still has an important role even when a city directly provides this service. The direct provision is not necessarily based on the city size as three large cities do not provide this service. This is one of the rare occasions where the state has a direct hand in city affairs because of the Health District's inspections and the state defining those inspections and rules.

6.2.4b Percentage of Service provided by External Provision	<5,000 Population N=63						5,000-25,000 Population N=11						>25,000 Population N=9					
	N. P.	Private	Dist.	County	State	City	N. P.	Private	Dist.	County	State	City	N. P.	Private	Dist.	County	State	City
Building Permits	0	10.3	1.7	12.1	0	1.7	0	0	0	9.1	0	0	0	0	0	0	0	0
Building Inspections	0	17.2	3.4	29.3	0	6.9	0	0	0	9.1	0	0	0	11.1	0	0	0	0
Code Enforcement	0	8.6	1.7	20.7	0	1.7	0	0	0	0	0	0	0	0	0	0	0	0
Well Permitting	0	0	7.1	21.4	35.7	3.6	0	0	14.3	14.3	42.9	0	0	16.7	16.7	33.3	16.7	0
Septic Permitting	0	0	11.1	25.9	33.3	0	0	14.3	14.3	28.6	28.6	0	0	0	33.3	33.3	16.7	0
Restaurant/Food Regulation	0	0	22.2	29.6	33.3	0	0	0	14.3	57.1	28.6	0	0	0	33.3	16.7	50	0
Animal License	0	2	2	10	2	0	0	0	0	9.1	0	0	0	0	0	0	0	0
Animal Control	0	2	2	15.7	3.9	2	18.2	0	0	27.3	0	0	0	0	0	11.1	0	0
Zoning Regulation	0	0	1.7	8.3	0	1.7	0	0	0	0	0	0	0	0	0	0	0	0

Percentage is based on all service provision choices (direct, non-profit, private, county, state or another city) provided.

Building safety and code enforcement are extensively used in Idaho cities. The general guidelines and policies are set forth by the state statutes and then can be amended through ordinances by local governments (Idaho Code § 39-4116). The Idaho Division of Building Safety and the Idaho Building Code Board set forth the codes and provide information to cities. Less than five percent of cities surveyed do not provide permits, 6.5 % do not inspect, and 6.5 % do not have any enforcement beyond the means of the state or county. As an example, the City of Drummond does not provide permitting, but it does work collaboratively with the county for enforcement and inspection. According to Idaho Code, local governments that adopt building codes shall enforce those codes (Idaho Code § 39-4104). If a city does not adopt codes, the county will enforce them.

Lastly, while popular belief would have that rural cities do not provide animal control or licensing, this service is provided by most Idaho cities. Only 17% of small cities do not provide these services, noted as small Idaho cities from the table. Animal control and licensing tends to be under the auspices of the city or county police, depending on who the service provider is for police protection. Ten percent of small cities and 9.1% of medium cities rely on the county for licensing and 15.7% of small cities and 27.3% of medium-size cities rely on a county for enforcement. Some smaller cities also use the state and/or private institutions for the provision of this service.

6.2.5 Utility Services

Almost half of Idaho cities do not provide utilities. Those cities that provide utilities such as gas, electric and cable service, provide those services through private providers. Gas is provided by Avista and Intermountain Gas, both private utility companies, throughout the state, almost equally covering north and south parts of the state. Cable is provided by private cable

providers. Rocky Mountain Power, Avista, and Idaho Power are the dominant electric utility providers in the state. Idaho Power covers most of southern Idaho and reaches as far north as Riggins providing services to the Boise, Twin Falls and Pocatello areas (idahopower.com). Rocky Mountain Power is primarily based in Wyoming and Utah and provides services to the Idaho Falls and extreme rural Southeast Idaho cities (rockymountainpower.net). Avista provides service to Eastern Washington and North Idaho cities.⁶

Table 6.2.5a Utility Service Provision Percentages

Utility Service Mode	Do Not Provide	Provide Directly	Private Contract	Intergovernmental Agreement
Gas	58%	0%	40.7%	0%
Electric	37.9%	8.5%	50%	3.6%
Cable	50.8%	0%	49.2%	0%

Table 6.2.5a provides the information that 8.5% of the cities surveyed directly provide electric utilities and 3.6% of these services are provided through agreements with other government agencies, such as the Bonneville Power Administration (BPA). There are two unique aspects to electric service provision in Idaho. There are electric cooperatives throughout the state found in East and North Idaho, which extend their services to the municipalities in the region. This cooperative is owned by the users and thus makes it different from a privately operated public utility or a special district. The BPA also provides services to cities throughout Idaho through the energy gained from federal resources and is a federally run utility that is self-supported by the sale of its services. The BPA directly works with certain city-owned electric companies such as: Burley, Heyburn, Albion, Declo, Soda Springs, Coeur d'Alene and Bonners Ferry (Oregon Trail Electric Co-Op, 2012). These cities are strategically located near a federal supply of power sources, mainly dams that directly provide this service, with the city owning various infrastructure to provide this service to its citizens. Overlap of this service provision is possible by various providers within city limits. The City of Idaho Falls provides an example with Rocky Mountain Power and the city-owned power company both providing electrical services within city limits.

⁶ See Appendix for utility distribution throughout Idaho.

6.2.6 Refuse Services

Refuse services in Idaho include landfill management, waste transfer stations, recycling, and commercial and residential curbside waste collection. Residential waste collection is not a guaranteed service. Landfills and solid waste management systems are guaranteed and are the responsibility of the county and are inspected by federal and state officials through the regional health districts (Idaho Code 39.7401). A county wide cooperative in the Magic Valley region does exist, making it a unique special district created through collaborative efforts of cities and counties, as opposed to a direct county provision.

Table 6.2.6a Percentage of Refuse Service by City Size

Service Types	City Size and Percentage of Delivery Modes								
	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Residential Waste n=61	13.1	27.9	59.0	9.1	54.5	36.4	0.0	44.4	55.6
Commercial Waste n=61	21.3	24.6	54.1	9.1	45.5	45.5	0.0	44.4	55.6
Recycling n=60	63.3	3.3	33.3	36.4	9.1	54.5	0.0	44.4	55.6
Landfill	3.2	0.0	96.8	0.0	0.0	100.0	0.0	0.0	100.0

N= number of responses per city size category possible

n=the number of respondents who answered the question if other than N in city <5,000 population category

*denotes some cities do not know how the service is provided, so the total number of N cities in a category may not equal the N value in that category

The most common provision of refuse services is residential and commercial trash collection. As would be expected of smaller cities with less commercial activities, commercial waste collection is provided in fewer cities than residential waste collection. Most cities provide residential trash collection externally. Still, 27 total cities surveyed provide this service directly, with 28% comprised of small cities. Size of a city does not appear to be the key factor in determining external service provision, but it does appear to be a factor in whether or not the service is provided. Compared to only nine percent of medium cities that do not provide residential trash collection and all large cities providing this service, only 13% of small cities do not provide residential trash collection and 21% of small cities do not provide commercial trash collection.

Recycling service varies widely across the state by the size of cities. In general, recycling lags behind other city services and is generally not provided in Idaho. A recent study of Ada County's landfill showed that only 12.5% of current trash can be collected and recycled by current means and available facilities (Sewell, 2015). Only 38 cities surveyed provide any recycling service.

Moreover, the majority of cities provide this service by private contract. The largest city, Boise, and arguably the city with most resources for recycling, lags behind the national average, measured in pounds of waste. Boise resident's rate of waste per day averages at 4.9 pounds, as compared with the national average of 4.4 pounds per day (Sewell, 2015). Recycling is underutilized in the state's largest city.

6.2.6b Percentage of Service provided by External Provision	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Private	Dist.	County	Private	Dist.	County	Private	Dist.	County
Residential Waste	49.1	7.5	11.3	30	10	0	44.4	0	11.1
Commercial Waste	47.9	8.3	12.5	40	10	0	44.4	0	11.1
Recycling	40.9	4.5	45.5	71.4	0	14.3	44.4	0	11.1
Landfill	8.2	16.4	70.5	9.1	9.1	81.8	22.2	0	66.7

Percentage is based on all service provision choices (direct, non-profit, private, county, state or another city) provided.

Cities commonly use private companies for refuse services providers. Nearly 50% of the 36 small cities surveyed use private contracts for residential waste collection and nearly 50% of the 33 small cities use private contracts for commercial waste collection

As shown in Table 6.2.6b, various external providers are utilized for recycling services. Recycling tends to be a function of the contract service agreement that a city arranges for waste collection. Generally, a city seeks a private company for both waste collection and recycling. If a city directly provides trash collection, then recycling tends to be provided by the county through intergovernmental agreements. Seven cities provide recycling directly through the city, in comparison to 27 cities who provide residential trash collection directly. Small cities that directly provide trash collection depend on counties for providing recycling service, as 45.5% of recycling in small cities is provided by the county as shown in table 6.2.6b

Table 6.2.6b highlights some other interesting facts. Private use of resource recovery and landfill management include 8.2% of small cities, 9.1% of medium cities, and 22.2% of large cities. Landfills vary in terms of facilities such as composting, and incinerators and processing facilities. Some landfill facilities may be privately operated. In addition, private companies can work with the landfill management and resource recovery system throughout the state. The city of Lewiston provides an example of the integrated network of landfill and resource management in Idaho cities through different providers. The city of Lewiston has yard and

composting waste processed by Clearwater Composting, recycling and trash collection are provided by Sunshine Disposal, and Lewis Clark Recyclers and Pacific Steel and Recycling provide recycling of electronics and metals. Each of the mentioned providers are private organizations who work in an integrated waste management system. In addition, the landfill for the city is managed out of state in Asotin County, Washington, as the city of Lewiston, Nez Perce County, and the City of Clarkston (in Washington) and Asotin County work cooperatively to form the Asotin County Regional Landfill and waste management system in the area. This example shows the numerous external providers that a city can utilize for refuse service.

6.2.7 Water Services

Water services consist of water utility, water distribution, sewer collection and treatment, storm water management and water metering.

Service Types	City Size and Percentage of Delivery Modes								
	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Water Utility n=61	11.5	85.3	3.3	9.1	72.7	18.2	11.1	88.9	0.0
*Water Distribution n=60	8.3	88.3	3.3	10.0	80.0	10.0	11.1	88.9	0.0
Sewer Collection n=62	12.9	77.4	9.7	0.0	63.6	36.4	0.0	88.9	11.1
Sewer Treatment n=62	17.7	71.0	11.3	0.0	63.6	36.4	0.0	88.9	11.1
Storm Water Management n=62	12.9	77.4	9.7	0.0	72.7	27.3	0.0	88.9	11.1
Storm Water Collection n=58	36.2	63.8	0.0	0.0	72.7	27.3	0.0	77.8	22.2
*Storm Water Treatment n=56	55.4	44.6	0.0	0.0	72.7	27.3	0.0	75.0	25.0
Water Metering n=59	10.2	84.8	5.1	9.1	72.7	18.2	11.1	77.8	11.1

N= number of responses per city size category possible
n=the number of respondents who answered the question if other than N in city <5,000 population category
*denotes some cities do not know how the service is provided, so the total number of N cities in a category may not equal the N value in that category

As shown in Table 6.2.7a, most Idaho cities with a substantial population size directly provide water, sewer systems and metering services. Water services are provided by nearly all cities. Out of 83 respondents, only nine cities do not provide water utility, seven cities do not provide water distribution, eight do not provide sewer collection, eleven do not provide sewer treatment, and eight do not provide storm water management and water metering.

Of the small cities in the analysis, 36% do not provide storm water collection service and 55% of cities do not provide storm water treatment. This is in contrast to the fact that all medium and

large cities provide these services either directly or through external providers including special districts to provide this service.

Some cities form special water districts to overcome diseconomies of scale and lack of a tax base and revenues necessary to operate the water systems. Special districts covering larger areas can include residents outside of the city limits to gain economies of scale and broaden the revenue base. For example, the Hayden Area Regional Sewer Board, in North Idaho, provides services to the City of Hayden, Hayden Lake Recreational Water area, and the Kootenai County Airport (Hayden Area Regional Sewer Board, 2015). Special districts are commonly used for sewer collection and treatment. Six cities use sewer collection and treatment through this provision. The city of Dalton Gardens (population 2,200), formed a non-profit corporation in 1945 to meet its water needs (www.daltonwaterassociation.com).

Special districts do not typically include other cities and thus such city-to-city collaboration is also rare for water and sewer services; however there are a few noteworthy exceptions to city-to-city collaboration. St. Anthony's is the only city to collect and contract with another city for sewer services to neighboring Parker, ID. The City of Ponderay collaborates with the neighboring city of Sandpoint for the provision of water utility and distribution.

6.2.7b Percentage of Service provided by External Provision	<5,000 Population N=63					5,000-25,000 Population N=11					>25,000 Population N=9				
	N. P.	Private	Dist.	County	City	N. P.	Private	Dist.	County	City	N. P.	Private	Dist.	County	City
Water Utility	1.9	0	0	0	1.9	0	0	20	0	0	0	0	0	0	0
Water Distribution	1.8	0	0	0	1.8	0	0	11.1	0	0	0	0	0	0	0
Sewer Collection	0	0	9.3	0	1.9	0	0	36.4	0	0	0	11.1	0	0	0
Sewer Treatment	0	0	9.8	0	3.9	0	0	36.4	0	0	0	11.1	0	0	0
Storm Water Management	0	0	0	2.4	0	0	0	27.3	0	0	0	0	0	11.1	0
Storm Water Collection	0	0	0	0	0	0	0	27.3	0	0	0	11.1	0	11.1	0
Storm Water Treatment	0	0	0	0	0	0	0	27.3	0	0	0	12.5	0	12.5	0
Water Metering	0	1.9	1.9	0	1.9	0	10	10	0	0	0	12.5	0	0	0

Percentage is based on all service provision choices (direct, non-profit, private, county, state or another city) provided.

Overall collaborative provision of water systems is not the preferred mode of delivery for Idaho cities. Collaboration is more prevalent in education and training through the Idaho Rural Water Association (IRWA). The IRWA, a non-profit organization, provides expertise, educational supports and leadership development to Idaho cities with a population of fewer than 10,000 (Idaho Rural Water Association, 2015). This educational network allows cities the ability to execute and manage their own water systems.

Generally, large cities have infrastructure to provide water services. However, Boise, the largest city in the state, is an exception. The City of Boise contracts with United Water of Idaho, a private corporation, to provide water utility, metering and distribution services. The city and this private corporation have had agreements since the creation of the city. Therefore the city of Boise contracts this service. United Water of Idaho reports to the Idaho Public Utilities Commission, much like other public utilities.

6.2.8 Environmental Services

The state of Idaho is known for its pristine environment and the economy of many Idaho cities' is dependent upon these environments. Surprisingly, the data (see below) shows an overall lack of environmental services provided by Idaho cities. Environmental services include soil, air and water quality, watershed management, erosion control, environmental education and city beautification.

Among various environmental services reported in Table 6.2.8a, city beautification is the most common service provided by Idaho cities in this category. Interestingly, small cities are more inclined towards city beautification and provide this service directly, with only 3.8% of cities using private contracts. Medium-size cities collaborate with the state and other cities, while large cities work with special districts and private businesses.

Environmental services that exist in most rural cities are provided by the 50 soil and water conservation districts throughout the state; however most cities do not have agreements with these special districts for service provision. These districts are separate legal entities and subdivisions of the state's Soil and Water Conservation Commission led by elected boards (Idaho Association of Soil Conservation Districts). Many cities do not engage with these districts. As many as 56% of cities do not provide soil quality and conservation and 32.1% of cities do not provide water quality and conservation.

Service Types	City Size and Percentage of Delivery Modes								
	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
City Beautification n=61	13.1	83.6	3.3	9.1	72.7	18.2	0.0	77.8	22.2
Soil Quality n=57	70.2	3.5	26.3	42.9	0.0	57.1	11.1	55.6	33.3
*Water Quality n=59	37.3	39.0	23.7	27.3	27.3	36.4	0.0	77.8	22.2
*Watershed Management n=53	56.6	18.9	18.9	33.3	16.7	50.0	33.3	44.4	22.2
Air Quality n=54	72.2	0.0	27.8	50.0	16.7	33.3	33.3	33.3	33.3
*Erosion Control n=52	73.1	3.9	23.1	50.0	16.7	33.3	11.1	88.9	11.1
*Environment Education n=55	78.2	0.0	21.8	62.5	12.5	25.0	12.5	87.5	0.0

N= number of responses per city size category possible
n=the number of respondents who answered the question if other than N in city <5,000 population category
*denotes some cities do not know how the service is provided, so the total number of N cities in a category may not equal the N value in that category

The majority of cities do not provide air quality services and environmental education services. In most cases, cities work with the Idaho Department of Environmental Quality to arrange for these services or they will work with the county or special district, who then works with the state and federal agencies. Large cities provide this service directly as highlighted by the fact that three large and one medium size city provide these services, whereas small cities do not provide air quality service directly as shown in Table 6.2.8a. For air quality, 53.3% of small cities collaborate with the state as opposed to 16.7% of large cities.

Service provided by External Provision	<5,000 Population N=63						5,000-25,000 Population N=11						>25,000 Population N=9					
	N. P.	Private	Dist.	County	State	City	N. P.	Private	Dist.	County	State	City	N. P.	Private	Dist.	County	State	City
City Beautification	0	3.8	0	0	0	0	0	0	0	0	10	10	0	11.1	11.1	0	0	0
Soil Quality	0	5.9	41	17.6	23.5	0	0	0	50	25	25	0	0	0	12.5	0	25	0
Water Quality	0	2.7	8.1	2.7	24.3	0	0	0	14	0	42.9	0	0	0	0	11.1	22.2	0
Watershed Management	5	0	20	10	15	0	0	0	25	0	50	0	0	0	0	16.7	16.7	0
Air Quality	0	0	27	20	53.3	0	0	0	33	0	33.3	0	0	0	16.7	16.7	16.7	0
Erosion Control	0	0	43	21.4	21.4	0	0	0	33	0	33.3	0	0	12.5	0	0	0	0
Environment Education	8.3	0	42	16.7	33.3	0	0	0	33	0	33.3	0	0	0	0	0	0	0

Percentage is based on all service provision choices (direct, non-profit, private, county, state or another city) provided.

6.2.9 Transportation Services

Overall, transportation structures in the state are mediocre. The state has no large regional airport in North Idaho, only a two lane highway system that connects the state north and south, and a very lean public transportation system in the cities. The state does have an extensive freight railroad system, but a passenger train system does not exist.

Public transportation is limited in Idaho cities. As Table 6.2.9a shows, 81% of small cities, 40% of medium cities, and 11% of large cities do not offer public bussing services. Dial-a-ride is not provided in 65 cities surveyed and airports are not available in 48 cities. Public transportation is not a responsibility of most cities, as only 11 small cities provide any bussing, which virtually is the only means of public transportation available to residents.

Public bussing is provided regionally in collaboration with the communities in regions with a large city. For example, the Treasure Valley area has two large transit authorities: Valley Transit and Treasure Valley Transit. These authorities operate public buses in almost all communities throughout the Southwest region of the state. The cities of Idaho Falls, Pocatello, Coeur d'Alene, Lewiston and Moscow all have transportation systems linked to a regional operation.

Service Types	City Size and Percentage of Delivery Modes								
	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Road Maintenance n=61	0.0	82.0	18.0	9.1	63.6	27.3	0.0	77.8	22.2
Road Construction n=60	10.0	65.0	25.0	9.1	72.7	18.2	0.0	77.8	22.2
Snow Removal n=62	0.0	87.1	12.9	9.1	63.6	27.3	0.0	77.8	22.2
Sidewalks n=61	24.6	67.2	8.2	18.2	63.6	18.2	0.0	77.8	22.2
*Bus System n=60	81.7	0.0	18.3	40.0	0.0	60.0	11.1	22.2	66.7
*Airport n=58	74.1	17.2	7.4	37.5	37.5	25.0	22.2	55.6	22.2
*Dial-A-Ride n=60	86.7	0.0	13.3	88.9	0.0	11.1	55.6	11.1	33.3
Street Signs n=61	0.0	93.4	6.6	9.1	54.5	36.4	0.0	77.8	22.2

N= number of responses per city size category possible
n=the number of respondents who answered the question if other than N in city <5,000 population category
*denotes some cities do not know how the service is provided, so the total number of N cities in a category may not equal the N value in that category

Highways in Idaho are provided by the Idaho Transportation Department (ITD) and Highway districts. State and federal highways are the jurisdiction of ITD. For some smaller cities, state or federal highways happen to be the primary road in the city. Road maintenance services are an essential service to Idaho cities and only one city does not provide road maintenance. All small cities provide road maintenance. Road maintenance, snow removal, and road construction are provided in most cases directly by the city. In a few circumstances, cities contract out for this service or have the service provided by the highway district.⁷

⁷ In Idaho, highway districts serve a similar role as the county, in which they provide services of county road maintenance. Several highway districts may be in a county and cross county lines. Idaho has 101 highway districts. (Idaho Tax Commission, 2014)

Transportation services vary based on the size of the cities. Compared to larger cities, smaller ones use more than one means for road construction, maintenance, and snow removal. Medium and larger cities mainly use a special district for these services. For airport service, small cities use different external providers including private firms. Medium and large cities do not use private providers for infrastructure and public transportation services.

Surprisingly, small Idaho cities do provide road infrastructure and pedestrian care. All cities provide street signs and most provide sidewalks. These services are generally provided directly.

6.2.9b Percentage of Service provided by External Provision	<5,000 Population N=63						5,000-25,000 Population N=11						>25,000 Population N=9					
	N. P.	Private	Dist.	County	State	City	N. P.	Private	Dist.	County	State	City	N. P.	Private	Dist.	County	State	City
Road Maintenance	0	1.6	6.6	9.8	0	0	0	0	20	0	0	10	0	0	22.2	0	0	0
Road Construction	0	9.3	7.4	11.1	0	0	0	0	20	0	0	0	0	0	22.2	0	0	0
Snow Removal	0	1.6	4.8	6.5	0	0	0	0	10	0	10	10	0	0	22.2	0	0	0
Street Signs	0	0	1.6	4.9	0	0	0	0	10	0	20	10	0	0	22.2	0	0	0
Sidewalks	0	10.9	0	0	0	0	0	0	11.1	0	0	11.1	0	0	22.2	0	0	0
Bus System	63.6	0	18.2	9.1	0	18.2	66.7	0	16.7	0	0	16.7	37.5	0	25	0	0	12.5
Airport	0	6.7	0	6.7	13.3	6.7	0	0	0	20	0	20	0	0	28.6	0	0	0
Street Signs	0	0	1.6	4.9	0	0	0	0	22.2	0	0	0	0	0	10	0	20	10
Dial-A-Ride	62.5	0	25	0	0	12.5	100	0	0	0	0	0	25	0	50	0	0	0

Percentage is based on all service provision choices (direct, non-profit, private, county, state or another city) provided.

Airports are directly provided in 18 of the 27 cities that provide airports. City size appears to have little effect on the direct provision of airport service decision making, as small cities like Gooding, Orofino, Donnelley, Council, and Homedale directly provide this service. Idaho statutes only allow for five regional airports in the state, per their distinction with tax collection from counties (Idaho Code § 21-802). Idaho's largest airport is the Boise Airport with approximately 1.3 million passengers per year, followed by Idaho Falls Regional Airport with 160,000 passengers (FAA, 2013). Moscow/Pullman Regional Airport is the northcentral Idaho regional airport and is an example of collaborative efforts between cities, counties and states. Nez Perce County and the City of Lewiston have supported an airport to be more local, to specifically meet the needs of the city and county, as opposed to using the Moscow/Pullman Regional Airport, a 45 minute drive away. The city of Lewiston collaborates with Nez Perce County for this service to be provided. This collaboration forms a unique special authority between the city and the county (FAA, 2013). The largest airports for Idaho citizens are located out of state, with Spokane International airport in Washington and Salt Lake City International airport in Utah providing service for a good majority of Idahoans.

6.2.10 Education Services

Idaho cities are generally involved in the provision of libraries and museums. The majority of cities provide library services, with only 21% of the respondent cities not providing them; 36% of those cities being small cities. Idaho code prohibits geographic overlap of library services. If a municipality is already providing library services or if a library district already exists, no other library district can be established. (Idaho Code § 33-2703). As Table 6.2.10a shows, city size is associated with the mode of provision of libraries. Small cities generally collaborate with a library district. As city size increases, libraries are provided directly by the city. The City of Drummond was the only city which provides library services through the county. However, it should be noted that the library service is provided by a district that encompasses the whole county.

Table 6.2.10a Percentage of Education Service by City Size

Service Types	City Size and Percentage of Delivery Modes								
	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Library n=60	36.7	21.7	41.7	9.1	45.5	45.5	0.0	77.8	22.2
*Museum n=61	75.4	3.3	21.3	50.0	30.0	20.0	55.6	22.2	22.2

N= number of responses per city size category possible

n=the number of respondents who answered the question if other than N in city <5,000 population category

*denotes some cities do not know how the service is provided, so the total number of N cities in a category may not equal the N value in that

Museums are not as commonly provided as libraries by Idaho cities. Direct provisions of museums are even rarer. Only three percent of small cities provide museums directly. Museums often are related to historical societies for the preservation of culture and history. Some museums are art related. Historical societies are run as non-profits, which establish and manage museums. Larger cities, such as Boise, provide this service to other cities as noted with 20% of medium cities collaborating with other cities.

6.2.10b Percentage of Service provided by External Provision	<5,000 Population N=63						5,000-25,000 Population N=11						>25,000 Population N=9					
	N.P.	Priv.	Dist.	County	State	City	N.P.	Priv.	Dist.	County	State	City	N.P.	Priv.	Dist.	County	State	City
Museum	53.3	0	6.7	20	0	6.7	20	0	0	0	0	20	50	0	0	0	0	0
Library	5.3	0	55.3	2.6	0	2.6	0	0	30	20	0	0	0	0	22.2	0	0	0

Percentage is based on all service provision choices (direct, non-profit, private, county, state or another city)

6.2.11 Community Development Services

Economic development services include tourism, community planning, and the retention and recruitment of businesses. Cities vary in their economic base, which can drive the types of economic services they provide. For example, the city of Nampa has attracted industrial-related businesses, McCall and Sun Valley's economic engine is recreational and tourism opportunities, the City of Burley is driven by agriculture, and Boise attracts technology-based companies.

Most Idaho cities do not provide tourism or business retention services. Cities that provide these services use direct provision and external provision almost equally. Cities that do provide tourist and visitor information externally collaborate with nonprofit organizations like the Chamber of Commerce and Visitors Bureaus to provide this service. Table 6.2.11a shows that smaller cities do not provide tourism or business retention services, but these cities develop community planning. The small size of cities, the lack of businesses, and the fact that many cities have agriculture-based economies, means that many cities have no need to provide tourism and business retention services.

Service Types	City Size and Percentage of Delivery Modes								
	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Community Planning n=58	19.0	72.4	8.6	9.1	81.8	9.1	0.0	100.0	0.0
Tourism Promotion n=59	55.9	20.3	23.7	54.5	27.3	18.2	22.2	22.2	55.6
Business Retention n=58	58.6	22.4	19.0	18.2	45.5	36.4	33.3	55.6	11.1

N= number of responses per city size category possible
n=the number of respondents who answered the question if other than N in city <5,000 population category
*denotes some cities do not know how the service is provided, so the total number of N cities in a category may not equal the N value in that category

Business development service, in particular, is generally provided through regional non-profit or county entity. Idaho cities show that community planning, business retention and tourism are all economically tied together by how the services are provided. The limitations of resources drives cities to combine resources through the county or metro area nonprofit organizations. For example, the cities of Boise, Meridian, Caldwell, Kuna and Mountain Home are associated with the Boise Valley Economic Partnership, which is a division of the Boise Metro Chamber of Commerce, a nonprofit organization. This partnership is also linked with the Boise Visitor's

Bureau. These nonprofit organizations make up the largest external provider of these services as shown in Table 6.2.11b. Similarly, several cities become part of regional associations like the Clearwater Economic Development Association, Region III Economic Development District, Panhandle Area Council, and Southeast Idaho Council of Governments to promote economic growth.

There appears to be a slight difference between small and larger cities on how they deliver economic services. Smaller cities have found working with other cities through county resources to be helpful in promoting the area for business retention and tourism, whereas larger cities directly collaborate through a nonprofit. About a quarter of smaller cities provide business retention through the county, as opposed to 11% of medium cities and zero large cities. For example, the Lincoln County Chamber of commerce provides business services to the cities of Shoshone, Dietrich and Richfield.

6.2.11b Percentage of Service provided by External Provision	<5,000 Population N=63					5,000-25,000 Population N=11					>25,000 Population N=9				
	N. P.	Private	Dist.	County	City	N. P.	Private	Dist.	County	City	N. P.	Private	Dist.	County	City
Community Planning	2.1	0	0	6.4	2.1	10	0	0	0	0	0	0	0	0	0
Business Retention	12.5	4.2	4.2	20.8	4.2	22.2	0	11.1	11.1	0	16.7	0	0	0	0
Tourism	26.9	0	11.5	15.4	0	20	0	20	0	0	71.4	0	0	0	0

Percentage is based on all service provision choices (direct, non-profit, private, county, state or another city)

Although the Idaho Department of Commerce provides statewide incentives, grants and opportunities to promote growth and development statewide, it is surprising that no cities mentioned any collaboration with the state. According to the Department of Commerce, 45% of the tourism dollars raised through lodging taxes fund nonprofit and regional tourism (Idaho Commerce, 2014).

6.2.12 Recreation Services

Provision of adequate and quality recreation services are considered critical for retaining or attracting residents in the cities. Yet very few recreational services are provided by Idaho cities. Three cities provide zoos, seven cities have marinas, eleven cities have municipal golf courses, and seven cities provide convention centers independently.

Table 6.2.12a illustrates the state of the provision of recreation services provided in Idaho cities. About 75% of all recreational services are not provided by smaller Idaho cities. Golf courses,

senior centers, recreation centers, trails, and community pools are mostly provided in larger cities.

Theaters, stadiums, meeting places, pools, and beaches are also considered recreational services and are rarely provided by any city. Only two large cities provide convention centers and entertainment facilities.

Table 6.2.12a Percentage of Recreational Service by City Size

Service Types	City Size and Percentage of Delivery Modes								
	<5,000 Population N=63			5,000-25,000 Population N=11			>25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
*Convention Centers n=60	83.3	11.7	5.0	80.0	10.0	10.0	75.0	0.0	25.0
*Recreation Centers n=62	67.7	24.2	8.1	72.7	18.2	9.1	0.0	88.9	11.1
Senior Centers n=59	55.9	11.9	32.2	9.1	36.4	54.5	0.0	50.0	50.0
Golf Course n=60	91.7	3.3	5.0	54.5	27.3	18.2	11.1	66.7	22.2
Community Pool n=61	78.7	11.5	9.8	45.5	45.5	9.1	22.2	66.7	11.1
*Trails n=60	75.0	8.3	16.7	55.6	44.4	0.0	0.0	100.0	0.0
*Entertainment Facility n=58	89.7	5.2	5.2	72.7	9.1	18.2	71.4	14.3	14.3
*Theater n=61	93.4	0.0	6.6	72.7	9.1	18.2	75.0	12.5	12.5
*Beach n=60	95.0	1.7	3.3	90.0	10.0		75.0	25.0	0.0

N= number of responses per city size category possible
n=the number or respondents who answered the question if other than N in city <5,000 population category
*denotes some cities do not know how the service is provided, so the total number of N cities in a category may not equal the N value in that category

Besides recreational centers and community pools, all other recreational services are provided externally in small and medium-size cities as shown in Table 6.2.12b. For example, senior centers are provided by nonprofit organizations or in some cases by the county. Convention centers are provided by a wide variety of collaborators.

6.2.12b Percentage of Service provided by External Provision

	<5,000 Population N=63						5,000-25,000 Population N=11						>25,000 Population N=9					
	N.P.	Priv.	Dist.	County	State	City	N.P.	Priv.	Dist.	County	State	City	N.P.	Priv.	Dist.	County	State	City
Convention Centers	10	0	0	10	10	0	0	0	0	0	0	50	0	50	50	0	0	0
Recreation Centers	0	0	20	10	0	0	0	0	33.3	0	0	0	0	11.1	0	0	0	0
Senior Centers	34.6	0	3.8	26.9	3.8	3.8	30	0	10	20	0	0	50	0	0	0	0	0
Golf Course	0	20	0	20	0	20	0	20	0	0	0	20	0	28.6	0	0	0	0
Community Pool	0	0	30.8	0	0	15.4	0	0	0	0	0	16.7	0	0	14.3	0	0	0
Entertainment	0	0	16.7	0	0	33.3	0	0	0	0	0	66.7	0	50	0	0	0	0
Trails	20	0	20	13.3	13.3	6.7	0	0	0	0	0	0	0	0	0	0	0	0
Theater	25	0	0	25	25	25	0	33.3	0	0	0	33.3	50	0	0	0	0	0
Beach	0	0	33.3	33.3	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Percentage is based on all service provision choices (direct, non-profit, private, county, state or another city)

Special districts play a role in recreational services. Recreational districts are found in smaller cities to create the tax base to raise capital needed for these services. Recreation districts can include services like community pools and fitness centers. Auditorium districts provide convention centers and entertainment facilities. There are only four auditorium districts in the state and only one auditorium district is located in an actual city. The Boise auditorium district is the only city auditorium district. Other auditorium districts are located in rural areas to form community centers outside of cities (Idaho State Tax Commission, 2014).

Recreational services are also very dependent upon the location of cities. For example, a city needs to be located next to a body of water to have a beach. Many trail services like the Greenbelt in the Treasure Valley and the non-profit Weiser River Trail exist in cities located next to federal or state lands. In general, smaller cities near larger cities rely on larger cities for many recreational services in their local area. Recreational services have more city-to-city collaboration than any other service categories. These services include pools, golf courses, and entertainment facilities. Because of this proximity, many trails extend beyond the boundaries of city limits, the reason for inter-city collaboration.

Almost all Idaho cities provide parks and playgrounds directly. As highlighted in Table 6.2.12c, 95% of cities provide parks and 85% provide playgrounds. Of those cities only one percent of cities collaborate for parks and only two percent collaborate for playgrounds.⁸

Table 6.2.12c Parks and Playground Service Provision Percentages

Parks and Playground Modes	Percentage of Service Provided Directly	Percentage of External Service Providers	Percentage of Service Not Provided
Parks	94%	1%	5%
Playgrounds	83%	2%	15%

⁸ Park and playground services were excluded from the normal data set because of the uniformity and commonality of the direct service provision.

6.2.13 Summarization

Based on the analysis of services provided by Idaho cities, it appears that most Idaho cities prefer to provide the minimum essential services. Emergency services such as police and fire, zoning and planning services, water services and road maintenance services are provided more often than other services by Idaho cities. In the reverse, cultural, recreational, educational, and economic services are provided less often and appear to be considered secondary services. The general pattern of services provided offer insight into what city councils and residents determine as the purpose of their city government.

There are differences in service provisions by city size. The analysis above illustrates that larger cities provide more services to their residents than smaller cities, in general. While larger cities still use external modes for service delivery, it is common for them to provide more services directly to their residents such as trails, environmental education, libraries and detective work. In addition, because smaller cities do not have the population to provide many auxiliary services, they tend to rely on larger cities for these services in such service categories as economics and recreation. Examples of the small cities reliance on larger cities for collaborative service delivery include metro chamber of commerce's and zoos.

Idaho cities also use external providers for the provision of services. The county and special districts play a large role in city service delivery, highlighted by the fact that Idaho has 799 special purpose taxing districts (Russell, 2012), while the state plays a very minimalist role in service delivery in Idaho cities. The survey found external service modes are utilized quite substantially in Idaho cities regardless of size for services such as hospitals, refuse, fire, ambulance, utilities, senior centers, and tourism.

Finally, important regional variation exist in service delivery. As shown in Table 6.3, while the number of government entities across the state is equally divided in each of Idaho's six administrative regions, service delivery patterns differ by geographic areas.⁹

⁹Idaho is typically divided into six administrative regions. Region1=Panhandle Region, Region2=Northcentral, Region3=Treasure Valley, Region 4=South Central, Region5= East Idaho South, Region 6=East Idaho North

Table 6.3 Number of Local Governments per Idaho Administrative Region

Idaho Regions	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6
Number of special districts, cities, counties within a region	215	212	288	254	174	267

*Source: Legislative Service Idaho: Special Districts in Idaho

Cities in Region 1 (northern most part of Idaho) are closer to each other compared to other regions, suggesting more opportunities for collaboration in this area of the state. Map 6.3 shows the number of cities in close proximity in Kootenai County. Ten cities are all located within five miles of each other, which is unique compared to other areas, even those areas with substantial population bases like Southwest Idaho. Spatial proximity has made it possible for cities like Bonners Ferry to provide power to Moyie Springs and the Kootenai Medical Center to provide hospital services to multiple cities in the regional area. At the same time, cities in North Idaho appear to utilize special districts as a means to delivering local services as indicated by the presence of the high number of special districts. Kootenai County has 79 special districts, Bonner County has 64 special districts, and Latah County has 48 special districts, which is a much higher number of special districts in comparison to other counties based on population. North Idaho tends to have a larger number of water, sewer and water districts than any other parts of the state. A special district helps consolidate resources and organize services in a more efficient way by addressing diseconomies of scale that small Idaho cities face.

Map 6.3 Distribution of Cities in the Pacific Northwest Region of Idaho



Southwest Idaho (Region 3) has a large metropolitan area and is unique in the way it delivers local services. Road maintenance, construction, and snow removal in this area are all under the Ada County Highway District. What is particularly unique about this is that it is the only consolidated countywide highway district in the state covering the cities of Boise, Eagle, Garden City, Kuna, Meridian and Star, which are some of the largest populated cities. This is significant because most cities, as they grow larger, tend to not give up their autonomy. The expansiveness of the Ada County Highway District and its intermediary role for city-to-city collaboration are noteworthy in the state.

South Central Idaho (Region 4) cities appear to be more willing to reach across traditional boundaries, such as county lines or city limits to work with other institutions. As an example, Mosquito Abatement Districts, which can include city limits, are only provided below the 45th parallel, even though mosquitos are a concern across all of Idaho cities. Cities that are located within Gooding, Jerome, Lincoln, or Twin Falls counties share one 911 dispatch center through the South Idaho Regional Communications Center. All other dispatch centers for cities are provided by the county or directly from the city. Interestingly, even a remote city and county such as the city of Dubois in Clark County or Fairfield in Camas County, with fewer than 1,000 people, have dispatch services provided by the county.

South Central Idaho (Region 4) is home to Cassia County and cities like Burley, Oakley and Declo. For many services, they work together. The county provides police protection for all cities, even for the city of Burley that has 10,500 people. The various cities in Cassia County have one school district, which is unique to the state. In addition, this area also has cities that work with the Bonneville Power Administration to provide power to rural cities.

South Central Idaho cities also operates a collaborative network of landfill operations for solid waste removal through the Southern Idaho Solid Waste, a non-profit organization, owned by the counties in the region and classified as a special district. Public transportation is virtually non-existent in South Central Idaho compared to the public transportation in other regions of the state like North Central Idaho (Region 2), which has an airport and extensive public bussing through the Lewiston Transit System.

East Idaho (Region 5 and 6) cities have a large population who associate themselves with the Church of Christ of Latter Day Saints (LDS). The LDS influence impacts humanity-based services. Outside of Boise, only Pocatello and Idaho Falls have zoos. Idaho Falls has a large museum gallery compared to cities of relative size across the state. Idaho State University in Pocatello is given the responsibility to house the performing arts. If one was to visit a school in these areas, it is quite evident that the distinguishing feature of the schools is the large auditorium, not typically associated in other Idaho schools. The converse of the enjoyment of the arts is that there are almost no recreational districts in Eastern Idaho. Since collaboration for recreational districts is uncommon in this area a city would most likely provide the service directly or use for profit organizations, both of which are uncommon.

CHAPTER 7: Collaboration in Municipal Service Provision in Idaho Cities

It is evident that collaboration and external modes for service delivery in Idaho cities are important. Collaboration is one of the ways to arrange external service delivery. As Idaho ranks 28th overall for the number of local governments with 1,161, which pales in comparison to neighboring states like Nevada with 190 local governments (Russell, 2012), the topic of collaboration is a critical aspect to Idaho cities external service delivery.

For the purpose of this research, collaborative service delivery is broadly defined as cities working with external entities for the delivery of city services. Collaboration is considered voluntary and is expected to serve the mission of two or more agencies either public or private. (Prèfontaine et. al., 2000). Collaborative service provision of a city can also involve some sort of contractual form (Andrew, 2005).

Cities are place bound and impacted by their location. One of the missing pieces to understanding city service delivery is the relative ease of the transaction. Interestingly, the role of spatial distribution of a city in service delivery from a rural state perspective is missing from the literature. Besides characteristics of a service, the number of available collaborators, trust (Cigler, 1999), the political culture (Alm, et. al., 2004), the fiscal condition (Morgan and Hirlinger, 1991), and markets and choice (Warner and Hefetz, 2002) are somewhat related to cities' locations. A city's location can also be associated with demographics and worldviews of residents affecting how and what choice the city makes.

This research looks to why certain services are provided in a collaborative manner. In particular, it focuses on the location of a city and how location impacts its choices in the provision of services to its citizens. Distance to other cities, the rural landscape, the size of the city, and the number of cities within a county can all impact service delivery choices. Factors like state infrastructure, the ability to spread ideas and communicate, the fiscal situation, and the importance of commerce may also be critical to understanding how cities make choices. A spatial perspective can provide a more comprehensive view in understanding local service delivery choice.

7.1 Review of literature

Why local governments collaborate for service delivery has been a subject of continuous interest for public management scholars. Although some scholars have also argued that collaboration among rural governments in service delivery is a low probability due to the lack of public demand, a presence of mismatching goals, and a lack of political entrepreneurs, others have claimed that cooperation is a means to improving the quality of life in a community, both economically and socially (Lackey et. al., 2002).

The existence of numerous small size cities resulting from political fragmentation creates conditions for collaboration. Because of cities' small size, cities lack enough residents to gain, economies of scale benefits in the production of services. When they collaborate, together they can have enough resident consumers to gain economies of scale benefits. Collaboration can occur when cities encounter externalities that result from mismatch of the scope of a service and political boundary (Feiock, 2007). Air pollution, flood, underground water, and crime are examples of services that are subject to externalities. A city can act in self-interest at the cost of collective benefit unless the affected governments find a collaborative solution. Thus, collaboration enhances efficiencies gained through economies of scale, allocative efficiencies, and through alignment of inter-jurisdictional woes (Post, 2002; Feiock, 2007). Collaboration can also be seen as a means to promote regional governance (Feiock, 2004).

Early studies of local service delivery primarily focused on socio-political characteristics and fiscal constraints of cities as drivers for a city's collaboration with other governments or non-profits. For example, similar demographics and similar forms of government were found to be conducive for collaboration compared to dissimilar demographics and forms of government (Morgan and Hirlinger, 1991; Warner and Hefetz, 2003). Likewise, cities facing fiscal stress are more likely to collaborate with other entities than cities facing less fiscal constraints (Warner and Hefetz, 2002). Other factors that were studied as motivators for collaboration with external providers include the extensive capital requirements for the production of a service in-house (Post, 2002), prior collaboration (Cigler, 1991), homogenous communities (Cigler, 1991), tax incentives (LeRoux & Carr, 2009), managerial capacity (Feiock, 2007), local identity (Lackey et al., 2002), and availability of external providers (Feiock, 2007).

Although Stein's (1993) study did not specifically focus on collaboration, it provides insights on the association between policy attributes of services and cities' choices for internal or external mode of service delivery. He classified local public services into collective goods, private goods, toll goods, and common pool resources based on high or low degree of excludability and subtractibility of the services. He found that cities are more likely to use direct service delivery for public, toll, and common-pool resource services rather than going to private market. Stein also analyzed the association between Peterson's (1981) classification of service categories and modes of service delivery. Peterson classifies services into developmental (e.g., roads and highways), allocational (e.g., police and fire), and redistributive (e.g., health, welfare, housing, and hospitals) categories. Stein (1993) found that developmental and allocational services are more associated with direct service delivery. A study conducted by Feiock et. al. (2007) utilized Stein and Peterson's policy types. However, they did not find conclusive evidence of association between policy types and provider modes consisting of other government, non-profit, and for-profit providers.

Subsequent studies focused on the effect of transaction costs on service delivery modes. Based on the idea that service transaction involves costs, Brown and Potoski (2003) argued that city managers face transaction risks arising from asset specificity and measurement difficulty of services, often called transaction characteristics of services. Asset-specific services are services that require large upfront physical or human asset or capital investment for the production of a service. Asset specificity creates dependency risks on the part of the buyer as well as the supplier entities. Measurement difficulty relates to difficulties in evaluating the quantity or quality of a service supplied by a supplier entity. Brown and Potoski (2003) and subsequent studies (Carr et. al., 2009; Shrestha and Feiock, 2011) suggest a nonlinear relationship between transaction risks and mode of service delivery. That is, when transaction risks are at moderate level, cities prefer collaborative service delivery; when transaction risks are low, cities use the market. When transaction risks are very high, they adopt direct service delivery.

Interestingly, the role of spatial distribution of cities and rural location, in particular, on the choice of a service delivery mode, has not been considered in the past studies. One factor, a possible reflection of spatial distribution, used in the analysis is density of local government (Post 2002). However, density of local government does not directly capture the physical distance between a city and a collaborating entity. This study specifically focuses on the role of

location on the collaborative mode of service delivery for Idaho cities. The distance between cities and where it is located can have an important implication on whether a city collaborates or does not collaborate with external entities.

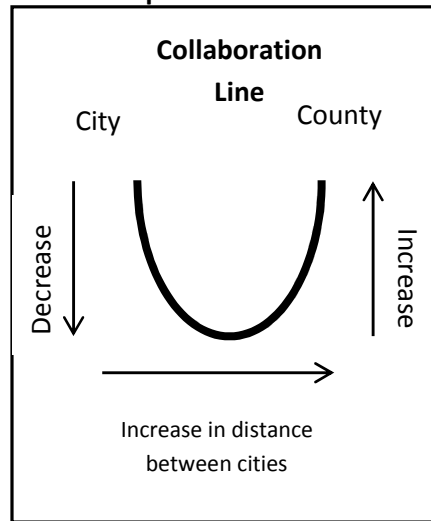
7.2 Hypothesis

7.2.1 Physical distance and collaboration

Post (2002) argues that relative proximity increases probability of collaboration in local service delivery. Generally, cities with close proximity to potential collaborators are more likely to collaborate because of the ease of frequent interactions, the commonalities of jurisdictional problems, and the cost of delivering services. Cities are also place-bound. Idaho cities are widely distributed in a vast area of the state. As a result, they are hardly next to each other. The implication for collaboration is that the more isolated a city is from another city, it is less likely that a city will follow a collaborative mode of service delivery. However, the dynamics could be different for a city when it chooses to collaborate with other entities such as a county, a special district, a non-profit or a state. The greater the distance between cities, it is more likely that a city will find other governmental or non-profit entities more attractive to collaborate with. If so, greater distance between cities would increase collaboration between a city and other governments or non-profits.

Idaho's situation is unique in its correlation between location and collaborative mode of service delivery. Greater distance between cities could mean a county, special district, state or non-profit could be the only available potential collaborator in proximity that can relieve cities from upfront large investment for services and can also provide economies of scale benefits. For example, the cities of Kimberly and Hansen, which are three miles apart, form a collaborative police department based on the close proximity of the two cities, whereas the city of Victor and Driggs, of relatively the same size, but further in distance between city centers, rely on the county to provide this service. The relationship among the distance between cities and the collaboration with city and county (and other entities) is shown in Chart 7.2. The U-shaped relationship illustrates that with increase in distance between cities, city-to-city collaboration declines and when the distance is too great, a city's collaboration with the county increases.

Chart 7.2 Relationship Between Distance and Collaboration



Hypothesis 1: Increase in distance between cities will decrease city to city collaboration.

Hypothesis 2: Increase in distance between cities will increase city to county, special district, state, or non-profit collaboration.

7.2.2. Regional location and collaboration

Idahoan's ideals and attitude towards government in general are likely to affect how cities interact with external entities. Robert H. Blank (1988) highlights Idaho's individualistic conservative attitude in its foundation as a state. Cities' history, culture, and political expression also vary depending on their locational distribution. The value of the individual and competitiveness are in large part considered barriers to cooperative efforts. Idahoans can be very individualistic in their political thinking (Blank, 1988) and, therefore, where they live in the state will likely be reflected in the cities' cooperative behavior with other entities.

A social identity theory may also help explain the effects cities' location have on collaboration. Social representation is a commonly shared and collectively identified belief about social reality held by individual members of a culture or subculture and can be enacted through a group membership an individual holds (Deaux, 2001). It is argued that the conservative ideals of individuals create conservative identities of the communities affecting their collaborative efforts.

While there is a similar political culture in the state, three regions exist. South Idaho, the Pacific Northwest and the Mormon Region are clearly distinguishable in terms of their cultural manifestation (Gastil, 1975). The Mormon Region defined by the large number of individuals associated with the Church of Jesus Christ of Latter Day Saints (LDS), The Pacific Northwest region associated with the Pacific Time zone and the remainder being the South Idaho region. The Pacific Northwest Region can be distinguished even further between Central Idaho and the Spokane sub-regions (Gastil, 1975). Cities in these regions are distinguished by their association to local hubs like Spokane, Boise, and Salt Lake City.

The three regions are different based on their spatial distribution of cities, their politically defined boundaries and their historical backgrounds. The isolation of South Idaho cities (specifically South Central Idaho) will form reliances on the county for services, since other providers are unlikely to exist, many cities are small in this particular region and there is no particularly close large city to collaborate with in most counties. North Idaho's cities are spatially distributed much closer in distance to each other than other regions. Closeness of these cities should lead to more opportunities to collaboration and thus more unity amongst cities in solving economy of scale matters. It should be noted however, the large population of resident who are LDS in the Mormon Region may positively affect the number of special districts available to residents in this region. The church teachings have a value for humanity based services. Humanity based services more likely available in this region include libraries, zoos, theaters, and museums.

Hypothesis 3: Compared to the cities in the Mormon Region, cities in the Pacific Northwest and South Idaho Region are more likely to collaborate with cities and other governmental and non-profit entities.

7.3 Variables and Measurement

Dependent Variable

The dependent variable is a city's collaboration with external providers for services. External providers include another city, a county, a special district, the state, or a non-profit provider. The unit of analysis is city by service; that is, the dependent variable is created at the level of service for each city. Seventy nine different services were analyzed. The dependent variable is

measured as a binary variable: When a city collaborated with external providers for the provision of a service, it is coded “1”; when a city did not collaborate for the provision of a service, it is coded “0”. The dependent variable is also operationalized for each of the individual external providers.

Since the purpose is to investigate cities’ collaborative choice for service delivery, the analysis includes services that are provided by the cities. Of the 105 services surveyed, 79 services were analyzed for collaboration. A list of all services analyzed is provided in Appendix D with bold letters. Most internal services such as payroll, purchasing, accounting, management systems, fleet purchasing, and record archiving are not candidates for collaboration and, therefore, were excluded from the study. Electrical utilities, cable, and natural gas were excluded based on a cities’ dependence on a single source for service delivery. Services with insignificant variations of modes like parking meters, city parks, and playgrounds were also excluded. Finally, service modes that were defined by state statutes were excluded from the study, as a city has no choice in collaboration. Mandated services include election administration, jails, tax collection, and district courts.

Independent Variables

The physical distance between cities is measured by the road distance in miles from a focal city (for which collaboration is explained) to the next nearest city center. The distance data for each city is collected using GPS information from mapquest.com which gives the most efficient vehicular travel distance from one city center to the next. The physical distance measure also reflects the rural-ness of the focal city. The detail of physical distance from a focal city to the next nearest city center is provided in the Appendix A. The average nearest physical distance is 9.33 miles with a minimum of 1 mile and maximum of 34.6 miles.

The locational differences in collaboration of cities by the Pacific Northwest, South Idaho and the Mormon regions are captured by the Pacific Northwest and South Idaho regions’ dummy variables. The effect of these two regional dummy variables is compared with the Mormon region dummy variable, which is considered the reference variable. The South Idaho region includes cities south of the 45th parallel and west of the city of Burley. The Pacific Northwest region includes cities in the Pacific time zone and the Mormon region includes cities near Burley,

Idaho Falls, Pocatello and Salmon in Southeast Idaho. Appendix A provides details of the list of cities in each of the three regions.

Control variables

Besides physical distance and regional location, a city's demographic, economic, political standing, and political market variables can also influence its collaboration with other government or non-profit entities. These demographic, economic, and political market variables are included as control to account for their potential spurious effects.

The number of cities within a county is used to represent the available city collaborators in the county in which the focal city is located. It is expected that the more cities exist within a county, the more likely that a city collaborates with another city in the county. By implication, fewer cities in a county could lead to a greater likelihood of a city's collaboration with the county or other entities. Since this variable does capture the location of a special district, the state, and a non-profit, the variable's influence on a city's collaboration with these entities is uncertain. Another broader measure for the availability of external providers is the density of local governments within a county. The county density is operationalized as the number of cities including the county divided by the area of the county. The variable measures the number of general purpose local governments per square mile within a county. Greater county density creates conditions for a city to collaborate more with another city and county and less collaboration with other provider entities such as a special district or a non-profit.

A county seat is another control included in the analysis. One city within a county is designated as a county seat. The county seat variable is measured as a binary variable. If a city is designated as a county seat, it is coded "1"; all other cities are coded "0". This variable represents the city's political standing in the county. County seat creates an opportunity for a city to get greater access to and interaction with the county officials, which potentially lead to more likelihood of collaboration with the county.

A city's age is also important in understanding local collaboration in service delivery. A city's age is measured by the number of years since its incorporation. It is believed that older cities had more opportunities over time to foster collaborative relationships compared to the younger

ones. Feoick (2007) argued that cooperation is more likely the longer the time horizon for a relationship.

A city's percentage of population over the age of 18 who fall below the poverty line is used to represent the city's economic condition. The 2010 US census data is used for this variable, which captures the poverty in the last 12 months. In times of economic stress, cities look for cutting costs of service delivery or find alternative means to maintain the service that they provide. Hence, poor communities are more likely to collaborate with external governmental or non-profit entities.

A city's number of people (city size) in natural log, percentage of white population, percentage of people with a bachelor's degree, and percentage of people over the age of 65 are used to represent the city's demographic characteristics. Smaller cities are more likely to collaborate to gain economies of scale. Larger cities are less concerned with economies of scale and, thus, less prone to collaboration. A higher percentage of white population means greater homogeneity in the community, where preference aggregation could be easier, leading to a greater chance of collaboration with external providers. A community with a higher number of educated people is more likely to be aware of the service they get and price (tax) they pay for the service. The greater demand for accountability from the city could lead to greater likelihood of external collaboration in search for efficiency and effective delivery of services. Finally, cities with more old age population could mean greater need for variety of basic transportation, medical, and emergency, as well as recreation and wellbeing services, which can force cities to collaborate with external providers for their effective delivery.

7.4 Results and Discussion

Descriptive Statistics

The survey showed that Idaho cities in aggregate provided 61% of the total services included in the survey. Not all cities provide all of these services. Idaho cities vary considerably by the type and the number of services they provide. Of the total 6,557 city-by-service cases, only 22.4% of

services were provided in some form of collaboration.¹⁰ The percentage of service collaboration is shown in Table 7.4.1. The extent of collaboration also varies by the mode of collaboration. Idaho cities' largest collaborator appears to be counties which represent 9.9% of all service collaboration. Special districts are the next significant collaborators with a share of 7.2% of service collaboration. The state, another city, and non-profit providers play less of a role in collaborative provision of services for Idaho cities.

Table 7.4.1 Percentage of Services Provided in Collaboration

Service collaborators	Percentage of Services provided in collaboration
City	1.5%
County	9.9%
State	2.3%
Special District	7.2%
Non-profit	1.7%
Total collaboration:	22.4%
For-Profit	4.8%
Total percentage of all agreements	27.2%

Table 7.4.2 and Table 7.4.3 report the descriptive statistics and correlation between the independent variables in the analysis. The average population size in logs is 7.4, while the average log miles between cities is two. The average percentage of Idaho cities' white population is 87.33% with a maximum of 100% white and a minimum of 44.6%; one standard deviation is plus or minus 12%. The average age of Idaho cities is 100 years, the oldest city being 152 years of age and the newest 42 years old. Bachelor's degree and poverty lines are negatively correlated and shown by their statistical significance. In addition, there is a large variance among Idaho cities for both of these statistics. The percentage of a population 18 or over below the poverty line averages to 13.6%, with one percent being the minimum in an Idaho city and the maximum being 50%. The percentage with a bachelor's degree or higher in a

¹⁰ The total number of services are based on the number of respondent cities multiplied by all services included in the survey.

particular city can be as high as 84% and as low as zero, with the standard deviation being 12 and a mean of 17.6%.

Table 7.4.2 Independent Variable Descriptive Statistics

Independent Variables	N	Minimum	Maximum	Mean	Std. Deviation
City Population (log)	6557	2.77	12.26	7.4000	1.85435
City Miles (log)	6557	.00	3.54	2.0158	.70868
County Density (log)	6557	-7.56	-3.76	-5.2479	.79214
Located in Mormon Region	6557	0	1	.34	.473
Located in South Idaho	6557	0	1	.39	.487
Located in Pacific Northwest Region	6557	0	1	.28	.448
Number of Cities per County	6557	1.00	14.00	6.1209	3.03948
County Seat	6557	.0	1.0	.277	.4476
% White people	6557	44.6	100.0	87.333	12.0211
% People 65 +	6557	3.7	37.5	13.857	5.0394
% Below Poverty Line (all people 18 over)	6557	1.0	50.0	13.629	7.3785
% with Bachelors or Higher (age +25)	6557	.0	84.2	17.690	12.3760
Year from 2013	6320	42	152	98.96	23.735

Correlation coefficients between independent variables are below .5 value in all cases and, hence, do not indicate signs of multicollinearity. Positive correlations exist between county seats and city population size, the percentage with a bachelor's degree or higher and the percentage of white residents in a city, and the number of cities per county and the log miles between cities. Negative correlations between the percentage of residents 65 or older and the

percentage with a bachelor's degree exist, as well as between the age of a city and the South Idaho region.

Correlations also help provide insight into regionalism. These values further enhance the hypothesis 7.2.2 which states that regional characteristics to service delivery exist in Idaho cities. Statistically significant positive correlations exist with the number of cities per county and the Pacific Northwest region. Negative correlations exist between cities located in South Idaho and the percentage of a city that is white and number of cities per county.¹¹

¹¹ Demographics of South Idaho cities with many agriculture-based economies have attracted many immigrants for work.

Table 7.4.3 Correlation between Independent Variables

	Age of City	Mormon Region	South Idaho Region	Pacific N.W. Region	City Pop. (log)	City Miles (log)	County Density (log)	City per County	County Seat	% White People	% People 65 +	% with Bachelors or Higher (age 25+)	% Below Poverty Line (age 18+)
Age of City	1	.083**	-.131**	.051**	.252**	.138**	.149**	-.018	.362**	-.065**	-.016	-.087**	-.029*
Mormon Region		1	-.565**	-.442**	-.124**	-.107**	.049**	-.102**	-.037**	-.127**	-.030*	-.094**	-.178**
South Idaho Region			1	-.490**	.152**	.256**	-.222**	-.322**	.058**	-.125**	-.192**	.115**	.106**
Pacific N.W. Region				1	-.035**	-.165**	.189**	.458**	-.025*	.270**	.240**	-.026*	.074**
City Pop. (log)					1	-.200**	.245**	.208**	.428**	-.161**	-.332**	.159**	-.234**
City Miles (log)						1	-.327**	-.439**	.168**	.117**	.093**	-.031*	-.045**
County Density (log)							1	.420**	-.057**	-.216**	-.167**	-.086**	-.080**
City per County								1	-.191**	-.064**	-.020	.010	-.024
County Seat									1	-.059**	.131**	-.079**	.023
% White People										1	.321**	.299**	.002
% People 65+											1	-.182**	.346**
% Bachelors +												1	-.284**
% Below Poverty Line													1

** . Pearson correlation is significant at the 0.01 level (2-tailed).

* . Pearson correlation is significant at the 0.05 level (2-tailed).

N=6557

Estimation

Since the dependent variable is a binary choice, a logistic regression technique was used to estimate the effect of the independent variables on the likelihood of collaboration. A total of six binary logistic regression models were estimated. The first model was used to estimate the effect of the independent variables on the cities' choice of collaboration. The remaining five models were used to determine the choice for each five modes of collaboration using the same independent variables. The five different collaborative modes are another city, county, special district, state, and non-profit providers.

Prior to estimating the regression models, distance between cities (miles), the county density, and city population were transformed into natural log to correct for non-normal distribution of these variables. Some of the variables suffered from extreme observations and were removed from the data set. A total of two observations were removed for the analysis. For example, in the case of residents with a bachelor's degree, 100% of the population with bachelor's degrees (in the city of Stanley) turned out to be an overestimation from Census data used and was excluded from the analysis.

Table 7.4.4 reports the results of the estimated models. Model 1 in column 1 shows the effect of independent variables on whether a city collaborated or did not collaborate for the provision of services. Models 2, 3, 4, 5 and 6 show a city's likelihood of collaboration with another city, a county, a special district, the state, and a non-profit provider respectively. Multicollinearity tests were conducted, but no signs of multicollinearity were detected as indicated by tolerance and variance inflation factor statistics. The explanatory power of these models is very low (pseudo R-square <.066). Since the purpose was to test hypotheses, the assessment of the estimated models was focused on the statistical significance of the variables. The logistic regression produces coefficients in logit units or log odds. The values in the parentheses are standard errors for the corresponding logit coefficients. The coefficients in logit values were converted into corresponding odds ratios, the exponentiation of the coefficients, for an easier interpretation. The odds ratios greater than one means higher likelihood of collaboration, whereas the odds ratios less than one means less likelihood of collaboration.

Table 7.4.4: Logistic Regression Results Explaining Idaho Cities' Likelihood of Collaboration

Independent Variables	Collaboration (YES)	Collaboration With				
		City	County	Special District	The State	Non-Profit
	Model 1	Model 2	Model 3	Model 4	Model 5	Model 6
Distance to nearest city in miles (log)	.988 (.059)	.556** (.198)	1.380** (.100)	.862 (.095)	1.079 (.162)	1.123 (.190)
South Idaho Region	.848 (.091)	.654 (.302)	2.198** (.144)	.628** (.161)	.886 (.241)	.475* (.312)
Pacific Region	1.119 (.103)	2.708* (.400)	2.421** (.159)	.719 (.182)	.851 (.269)	.398* (.373)
City per county	1.038** (.015)	.971 (.057)	1.006 (.025)	1.032 (.027)	.977 (.043)	1.010 (.050)
County density (log)	1.026 (.052)	1.543* (.203)	1.076 (.086)	1.070 (.094)	.887 (.141)	.793 (.162)
City with a county seat	1.372** (.097)	.524 (.343)	1.067 (.169)	1.123 (.186)	.647 (.269)	.731 (.312)
Age of city (year)	.997* (.002)	.992 (.005)	.996 (.003)	.998 (.003)	1.001 (.005)	1.007 (.005)
% below poverty	.997 (.005)	.993 (.019)	.990 (.008)	1.008 (.009)	1.009 (.015)	1.017 (.019)
City people (log)	.831** (.026)	.940 (.103)	.892** (.044)	1.029 (.044)	1.012 (.068)	1.194* (.077)
% white people	1.004 (.003)	1.056** (.016)	1.000 (.005)	1.002 (.006)	.997 (.008)	.991 (.010)
% bachelors' degree	1.002 (.003)	.977 (.014)	.990* (.005)	1.010* (.005)	1.007 (.007)	1.012 (.009)
% people 65 +	1.002 (.009)	.966 (.027)	1.031** (.013)	.984 (.014)	.947* (.025)	.975 (.032)
Pseudo R-square	.066	.062	.101	.039	.022	.062
N	3812	1676	1677	1677	1676	1676
Log Likelihood	5035.615	643.295	2084.991	1870.468	965.358	743.161

*p<.05, **p<.01, N=81 (number of cities cases analyzed)

Values in the parentheses are standard errors. Pseudo R Squared = Nagelkerke R Square

Discussion

The aggregate model (model 1) does not support locational hypotheses for collaborative service provision. The odds ratio for the distance variable in model 1 is statistically insignificant. The regional dummy variables representing regional distribution of cities are also statistically insignificant. Among the control variables, only the number of cities per county and cities with a county seat contribute to greater likelihood of service collaboration. The odds ratio for the number of cities per county (1.04) and cities with a county seat (1.37) are greater than 1 and are statistically significant. A city with a county seat is likely to be more politically active. Such a city is also expected to have a good working relationship with county officials to embark on collaboration with the county. Older cities and large cities are less likely to use collaboration for service provision as indicated by statistically significant odds ratios that are smaller than one.

The evidence for Idaho cities' collaborative service provision with specific providers is mixed. The distance variable, in particular, is statistically significant only for collaboration with another city and counties. The variable is not significant for collaboration with special district, the state, or non-profit providers. In regards to the evaluation of the hypotheses, the result supports Hypothesis 1 which stated that an increase in distance between cities will reduce the likelihood of collaboration between cities. This is evidenced by the statistically significant odds ratio of .55 for the variable distance to the nearest city in log miles. This odds ratio suggests that, controlling for other variables in the model, increases in distance between cities by one additional log mile will reduce the likelihood of collaboration with another city by about 45 percent (model 2). This finding is consistent with past studies that found proximity an important predictor for cities for collaboration (Post 2002, Feiock 2007). The findings are suggesting reduced likelihood of collaboration with another city with greater distance between cities is especially important for Idaho cities as they are far apart with an average distance of more than nine miles.

Hypothesis 2 claimed that an increase in distance between cities would lead to increased collaboration with counties, special districts, the state, and non-profits. The results supported the hypothesis only for cities' collaboration with counties. The odds ratio, which is 1.38, for the distance variable is statistically significant. It suggests that an increase in distance between cities by an additional log mile will increase the likelihood of cities' collaboration with counties

by 38%, controlling for other variables in the model (Model 3). When cities are far away from each other, creating locational barrier to inter-city collaboration, counties are likely to become the next best option for collaboration for cities. This is because a county may be close by or the only option available in the area for a city to seek collaboration. Moreover, both counties and cities being the general-purpose local governments, cities may find counties a natural collaborator that deal with similar multiple service provision responsibilities. Such a natural extension or overlap of service responsibilities is minimal, with a single-purpose special district or the far away state, or a non-profit provider. It is plausible that these entities in the area do not offer services that a city seeks; in which case service collaboration is infeasible.

The support for Hypothesis 3 is also mixed. The hypothesis stated that cities in South Idaho and the Pacific Northwest regions will experience greater collaboration with external providers compared to the Mormon region. The results found contrary evidence in the case of cities' collaboration with special district, the state, or non-profits. There is either no evidence of collaboration with the state or evidence for less likelihood of collaboration with special districts and non-profits with odds ratios less than one. In regards to collaboration with a county, the evidence is positive. The estimates for both South Idaho and the Pacific Northwest regions are statistically significant with corresponding odds ratios of 2.19 and 2.42, suggesting that cities in these two regions are two times more likely to collaborate with counties compared to cities in the Mormon region. For collaboration with another city, only the Pacific Northwest region is significant with an odds ratio of 2.71. This matches with the spatial distribution of cities in Idaho. The Pacific Northwest region has many cities within one to two miles of each other, in direct contrast to other regions. In addition, the Eastern Region of Idaho is the most conservative region compared to the other two regions (Alm et. al., 2004).

As for the control variables, the number of cities per county, cities with a county seat, age of a city, and percentage of people below poverty line do not seem to have any influence on cities' collaborative service provision with any of the five external collaborators – another city, county, special district, the state, and non-profit. For the remaining control variables, these variables are significant for one mode of collaboration but not for other modes of collaboration. For example, in regards to collaboration with another city (Model 2), only county density – the number of general-purpose local governments in a county per square mile – and percentage of white people are statistically significant with corresponding odds ratios of 1.54 and 1.05, but

these variables are not significant for other collaborative modes. Similarly, for collaboration with a county (Model 3), population size of a city, percent of people with a bachelor's degree, and a population with an age of 65 and over are statistically significant with corresponding odds ratios of .89, .99, and 1.03 suggesting either almost no or less chance of influencing collaboration. Large cities are less likely to collaborate with the county because their population size allows them to gain economies of scale even if they provide services by themselves. For collaboration with special district, one control variable that is significant is the percentage of people with bachelor's degrees with an odds ratio of 1.01. For collaboration with the state, the only significant control variable is population with age 65 and older with an odds ratio of .95. Finally, one control variable that is significant for collaboration with non-profits is city size with an odds ratio of 1.19.

CHAPTER 8: Conclusion

This research looked to answer what services Idaho cities provide, how those services are provided and the effect of physical distance and location on the collaborative modes of service provision. The finding shows an interesting pattern about the services Idaho cities provide and how they provide those services. Most Idaho cities provide the essential services such as police and fire, planning and zoning, water supply, and road maintenance to their residents. Few Idaho cities provide cultural, recreational, educational, and economic services.

Differences in service provisions by Idaho cities vary by city size. In general, large and medium size cities provide more services to their residents than smaller cities. It is common for larger cities to provide services directly to their residents. Larger cities tend to have more amenities too. These cities provide economic and recreation related auxiliary services like zoos, tourism, and business promotion services. Conversely, smaller cities tend to be limited to basic services. They are less likely to provide services like public bus and recycling, as population bases are too small for economic viability of those services. Economies of scale captured by city size appears to be an important consideration for Idaho cities whether services are provided directly or through external providers. Therefore, smaller cities tend to use collaborative agreements to provide services

The uniqueness of the region, within which a city is located, also appears to affect the type of external service providers. Cities in the Pacific Northwest Region of Idaho tend to collaborate with other cities and special districts because the region has higher density of cities and special districts compared to other regions in the state. In the Southwest Idaho region, some of the largest cities like Boise, Eagle, Garden City, Kuna, Meridian and Star use the Ada County Highway District for road maintenance, construction, and snow removal services. This is distinctive because most large cities tend to not give up their autonomy. In the Southcentral Idaho region, contrary to a county for typical service provision, many cities share one 911 dispatch center through the South Idaho Regional Communications Center. The South Central Idaho cities use the Southern Idaho Solid Waste, a non-profit organization, owned by the counties in the region for landfill operation as well. In Eastern Idaho, the influence of the Church of Christ of Latter Day Saints is reflected in the humanity-based services provided.

Collaboration is an important mode of service delivery for Idaho cities. About a quarter of city services are provided by some form of collaboration via another city, county, special district, non-profit or the state. In general, counties are the biggest collaborators for Idaho cities. However, it is interesting to find that physical distance between cities plays an important role for cities in choosing a city or a county for service collaboration. The study found that cities are more likely to collaborate with another city when they are closer in distance. As cities become further apart, cities use the county for the delivery of services. When cities are distant, counties may be close by or the only option available in the area for which a city service collaboration is possible. In addition, cities may find greater prospect of collaboration with counties because counties are general-purpose local governments, which already offer various services. Greater distance between cities is found unrelated to a city's collaboration with special districts, the state, or non-profit providers. As regards to region-specific factors, the results found that cities in Southern Idaho and the Pacific Northwest regions are more likely to collaborate with counties as compared to cities in the Mormon region. Inter-city collaboration is more prevalent in the Pacific Northwest region than any other regions in Idaho. The Pacific Northwest region has many cities within one to two miles of each other compared to other regions in Idaho.

It is striking that the frequently used variables in service delivery literature such as the number of cities per county, cities with a county seat, age of a city, and percentage of people below poverty line do not seem to have any influence on a city's external service provision. For other commonly used variables in the literature, different variables seem to be associated with different service providers making it difficult to discern a causal pattern. For example, cities with more white people and more general purpose local governments in the county are more likely to collaborate with another city. Cities with more people with bachelor's degree are more associated with counties and special districts for service provision. Cities with a larger 65 and older population tend to collaborate with counties and the state. Smaller cities tend to collaborate with counties. Large cities prefer to provide services by themselves, but when they collaborate, they tend to collaborate with non-profits.

It is worth noting that collaborative service provision constitutes a small portion of all services that Idaho cities provide. This research did not include all service delivery choices in its analysis. It also carried out separate analysis for individual mode of external delivery. An analysis that involves all service delivery choices including joint service provision could provide better insight

into the factors affecting cities' choice of service delivery modes. Other important aspects of collaboration were also not included in the analysis. This includes the varying levels of service collaboration with external providers, as well as collaboration by service (policy) types. The study also did not consider transaction characteristics of services – the upfront investment requirement and measurement difficulty of the services. Future studies should look into these aspects to better understand the role of physical distance and location and other factors in affecting the cities' choice of external service providers.

The knowledge of subtle problems relating to entering and maintaining service collaboration is also important in managing collaboration, which this study did not analyze. Sustaining collaboration is not easy. Recent examples include intense debates over the one county police services in Cassia County cities and the constant bickering between Ada County cities and the Ada County Highway District. Nevertheless, this research provides insight into the type of services Idaho cities provide, different modes of service delivery they use, and the role of locational factors in external service provision. These insights could provide a good footing for future study for better knowledge of the governance of local service delivery in rural setting in Idaho and elsewhere.

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Appendix A
City Spatial Data

CITY NAME	COUNTY	Closest City	Number of Miles next nearest city	Population July 2011	Region
City of Aberdeen	Bingham	American Falls	14.5	2,009	M
City of Acequia	Minidoka	Acequia	4.9	125	M
City of Albion	Cassia	Declo	8.9	269	M
City of American Falls	Power	Aberdeen	14.5	4,428	M
City of Ammon	Bonneville	Idaho Falls	5.5	14,019	M
City of Arco	Butte	Butte City	3.7	972	M
City of Arimo	Bannock	McCammon	7.0	360	M
City of Ashton	Fremont	Warm River	8.7	1,117	M
City of Athol	Kootenai	Spirit Lake	8.4	706	PNW
City of Atomic City	Bingham	Butte City	28.2	29	M
City of Bancroft	Caribou	Lava Hot Springs	12.7	371	M
City of Basalt	Bingham	Shelley	6.0	397	M
City of Bellevue*	Blaine	Hailey	5.2	2,268	SI
City of Blackfoot	Bingham	Firth	11.5	11,987	M
City of Bliss	Gooding	Hagerman	8.9	318	SI
City of Bloomington	Bear Lake	Paris	2.6	206	M
City of Boise	Ada	Garden City	6.3	210,145	SI
City of Bonners Ferry	Boundary	Moyie Springs	8.6	2,507	PNW
City of Bovill	Latah	Deary	10.6	263	PNW
City of Buhl	Twin Falls	Filer	8.7	4,163	SI
City of Burley	Cassia	Heyburn	3.2	10,447	M
City of Butte City	Butte	Arco	3.7	71	M
City of Caldwell	Canyon	Greenleaf	6.4	46,905	SI
City of Cambridge	Washington	Midvale	8.4	330	SI
City of Carey	Blaine	Richfield	22.8	599	SI
City of Cascade	Valley	Donnelly	16.2	918	SI
City of Castleford	Twin Falls	Buhl	10.9	229	SI
City of Challis	Custer	Clayton	24.6	1,072	M
City of Chubbuck	Bannock	Pocatello	4.5	14,067	M
City of Clark Fork	Bonner	East Hope	9.0	536	PNW
City of Clayton	Custer	Challis	24.6	7	SI
City of Clifton	Franklin	Dayton	5.2	260	M

City of Coeur d'Alene	Kootenai	Fernan Lake	1.4	44,962	PNW
City of Cottonwood	Idaho	Ferdinand	9.1	910	PNW
City of Council	Adams	Cambridge	21.8	839	SI
City of Craigmont	Lewis	Ferdinand	7.7	502	PNW
City of Crouch	Boise	Placerville	14.7	163	SI
City of Culdesac	Nez Perce	Lapwai	9.4	384	PNW
City of Dalton Gardens	Kootenai	Hayden	2.9	2,381	PNW
City of Dayton	Franklin	Clifton	5.2	465	M
City of Deary	Latah	Bovill	10.6	512	PNW
City of Declo	Cassia	Albion	8.9	346	M
City of Dietrich	Lincoln	Shoshone	8.6	329	SI
City of Donnelly	Valley	McCall	12.6	148	SI
City of Dover	Bonner	Sandpiont	3.3	555	PNW
City of Downey	Bannock	Arimo	10.1	632	M
City of Driggs	Teton	Tetonia	8.2	1,660	M
City of Drummond	Fremont	Ashton	9.9	16	M
City of Dubois	Clark	Spencer	14.1	654	M
City of Eagle	Ada	Garden City	4.7	20,347	SI
City of East Hope	Bonner	Hope	1.0	209	PNW
City of Eden	Jerome	Hazelton	3.9	410	SI
City of Elk River	Clearwater	Bovill	17.7	124	PNW
City of Emmett	Gem	Star	16.3	6,537	SI
City of Fairfield	Camas	Gooding	34.6	418	SI
City of Ferdinand	Idaho	Craigmont	7.7	161	PNW
City of Fernan Lake	Kootenai	Coeur d'Alene	1.4	171	PNW
City of Filer	Twin Falls	Twin Falls	8.1	2,534	SI
City of Firth	Bingham	Basalt	1.2	480	M
City of Franklin	Franklin	Preston	7.2	643	M
City of Fruitland	Payette	Payette	5.0	4,683	SI
City of Garden City	Ada	Eagle	4.7	11,217	SI
City of Genesee	Latah	Moscow	16.2	968	PNW
City of Georgetown	Bear Lake	Montpelier	12.0	476	M
City of Glens Ferry	Elmore	Bliss	19.1	1,284	SI
City of Gooding	Gooding	Wendell	11.5	3,569	SI
City of Grace	Caribou	Soda Springs	11.7	900	M
City of Grand View	Owyhee	Mountain Home	24.6	449	SI
City of Grangeville	Idaho	Cottonwood	15.4	3,176	PNW
City of Greenleaf	Canyon	Notus	4.8	860	SI
City of Hagerman	Gooding	Bliss	8.9	873	SI

City of Hailey	Blaine	Bellevue	5.2	7,893	SI
City of Hamer	Jefferson	Roberts	16.1	48	M
City of Hansen	Twin Falls	Kimberly	3.7	1,155	SI
City of Harrison	Kootenai	St. Maries	18.3	207	PNW
City of Hauser	Kootenai	Post Falls	6.0	692	PNW
City of Hayden	Kootenai	Hayden Lake	2.3	13,550	PNW
City of Hayden Lake	Kootenai	Hayden	2.3	590	PNW
City of Hazelton	Jerome	Eden	3.9	762	SI
City of Heyburn	Minidoka	Burley	3.2	3,100	M
City of Hollister	Twin Falls	Filer	17.4	275	SI
City of Homedale	Owyhee	Wilder	5.1	2,613	SI
City of Hope	Bonner	East Hope	1.0	85	PNW
City of Horseshoe Bend	Boise	Eagle	21.1	707	SI
City of Huetter	Kootenai	Coeur d'Alene	4.7	102	PNW
City of Idaho City	Boise	Placerville	13.0	484	SI
City of Idaho Falls	Bonneville	Ammon	5.5	57,646	M
City of Inkom	Bannock	McCammon	12.2	863	M
City of Iona	Bonneville	Ammon	6.0	1,830	M
City of Irwin	Bonneville	Swan Valley	4.4	222	M
City of Island Park	Fremont	Ashton	27.1	283	M
City of Jerome	Jerome	Wendell	10.8	11,040	SI
City of Juliaetta	Latah	kendrick	3.9	587	PNW
City of Kamiah	Lewis	Kooskia	8.3	1,295	PNW
City of Kellogg	Shoshone	Wardner	1.2	2,105	PNW
City of Kendrick	Latah	Juliaetta	3.9	307	PNW
City of Ketchum	Blaine	Sun Valley	1.8	2,694	SI
City of Kimberly	Twin Falls	Hansen	3.7	3,298	SI
City of Kooskia	Idaho	Kamiah	8.3	614	PNW
City of Kootenai	Bonner	Ponderay	1.3	677	PNW
City of Kuna	Ada	Meridian	10.1	15,548	SI
City of Lapwai	Nez Perce	Culdesac	9.4	1,144	PNW
City of Lava Hot Springs	Bannock	McCammon	11.0	411	M
City of Leadore	Lemhi	Salmon	46.1	105	M
City of Lewiston	Nez Perce	Lapwai	14.4	32,119	PNW
City of Lewisville	Jefferson	Menan	2.1	462	M
City of Mackay	Custer	Moore	18.7	514	M
City of Malad	Oneida	Downey	22.2	2,061	M
City of Malta	Cassia	Albion	18.3	194	M
City of Marsing	Owyhee	Homedale	10.0	1,022	SI

City of McCall	Valley	New Meadows	12.1	2,924	SI
City of McCammon	Bannock	Arimo	7.0	817	M
City of Melba	Canyon	Kuna	13.5	521	SI
City of Menan	Jefferson	Lewisville	2.1	745	M
City of Meridian	Ada	Eagle	7.9	76,750	SI
City of Middleton	Canyon	Caldwell	7.2	5,607	SI
City of Midvale	Washington	Cambridge	8.4	171	SI
City of Minidoka	Minidoka	Acequia	8.5	113	M
City of Montpelier	Bear Lake	Paris	9.9	2,604	M
City of Moore	Butte	Arco	7.7	185	M
City of Moscow	Latah	Troy	12.7	24,080	PNW
City of Mountain Home	Elmore	Grandview	24.7	13,841	SI
City of Moyie Springs	Boundary	Bonnors Ferry	8.6	710	PNW
City of Mud Lake	Jefferson	Hamer	21.5	361	M
City of Mullan	Shoshone	Wallace	6.8	687	PNW
City of Murtaugh	Twin Falls	Hansen	10.7	115	SI
City of Nampa	Canyon	Caldwell	10.1	82,755	SI
City of New Meadows	Adams	McCall	12.1	319	SI
City of New Plymouth	Payette	Fruitland	7.7	497	SI
City of Newdale	Fremont	Teton	3.4	1,539	M
City of Nezperce	Lewis	Kamiah	15.7	465	PNW
City of Notus	Canyon	Greenleaf	4.8	539	SI
City of Oakley	Cassia	Burley	21.5	772	M
City of Oldtown	Bonner	Priest River	6.1	184	PNW
City of Onaway	Latah	Potlatch	1.1	190	PNW
City of Orofino	Clearwater	Peck	11.1	3,124	PNW
City of Osburn	Shoshone	Wallace	5.7	1,544	PNW
City of Oxford	Franklin	Clifton	5.6	50	M
City of Paris	Bear Lake	Bloomington	2.6	515	M
City of Parker	Fremont	St. Anthony	4.9	301	M
City of Parma	Canyon	Notus	8.4	2,012	SI
City of Paul	Minidoka	Rupert	6.5	1,174	M
City of Payette	Payette	Fruitland	5.0	7,478	SI
City of Peck	Nez Perce	Orofino	11.1	198	PNW
City of Pierce	Clearwater	Weippi	11.7	505	PNW
City of Pinehurst	Shoshone	Kellogg	5.3	1,608	PNW
City of Placerville	Boise	Idaho City	13.0	53	SI

City of Plummer	Benewah	Worley	6.3	1,035	PNW
City of Pocatello	Bannock	Chubbuck	4.5	54,810	M
City of Ponderay	Bonner	Kootenai	1.3	1,135	PNW
City of Post Falls	Kootenai	Hauser	6.0	28,104	PNW
City of Potlatch	Latah	Onaway	1.1	815	PNW
City of Preston	Franklin	Dayton	6.7	5,230	M
City of Priest River	Bonner	Oldtown	6.1	1,747	PNW
City of Rathdrum	Kootenai	Hauser	7.2	6,969	PNW
City of Reubens	Lewis	Craigmont	9.4	71	PNW
City of Rexburg	Madison	Sugar City	4.1	25,705	M
City of Richfield	Lincoln	Shoshone	16.3	480	SI
City of Rigby	Jefferson	Lewisville	6.4	3,988	M
City of Riggins	Idaho	New Meadows	34.1	424	SI
City of Ririe	Jefferson	Rigby	10.2	640	M
City of Roberts	Jefferson	Menan	6.7	584	M
City of Rockland	Power	American Falls	16.0	292	M
City of Rupert	Minidoka	Heyburn	6.0	5,578	M
City of Salmon	Lemhi	Leadore	46.1	3,124	M
City of Sandpoint	Bonner	Ponderay	2.9	7,354	PNW
City of Shelley	Bingham	Basalt	6.0	4,444	M
City of Shoshone	Lincoln	Dietrich	8.6	1,454	SI
City of Smelterville	Shoshone	Kellogg	2.3	622	PNW
City of Soda Springs	Caribou	Grace	11.7	3,009	M
City of Spencer	Clark	Dubois	14.1	36	M
City of Spirit Lake	Kootenai	Athol	8.4	1,982	PNW
City of St. Anthony	Fremont	Parker	4.9	3,514	M
City of St. Charles	Bear Lake	Bloomington	5.3	131	M
City of St. Maries	Benewah	Harrison	18.3	2,382	PNW
City of Stanley	Custer	Clayton	33.6	62	SI
City of Star	Ada	Middleton	6.8	5,921	SI
City of Stateline	Kootenai	Hauser	4.8	38	PNW
City of Stites	Idaho	Kooskia	3.5	223	PNW
City of Sugar City	Madison	Rexburg	4.1	1,528	M
City of Sun Valley	Blaine	Ketchum	1.8	1,395	SI
City of Swan Valley	Bonneville	Irwin	4.4	209	M
City of Tensed	Benewah	Plummer	13.5	123	PNW
City of Teton	Fremont	Newdale	3.4	730	M
City of Tetonia	Teton	Driggs	8.2	269	M
City of Troy	Latah	Deary	11.6	874	PNW
City of Twin Falls	Twin Falls	Kimberly	6.6	44,564	SI
City of Ucon	Bonneville	Iona	6.3	1,125	M

City of Victor	Teton	Driggs	8.6	1,927	M
City of Wallace	Shoshone	Osburn	5.8	778	PNW
City of Wardner	Shoshone	Kellogg	1.2	186	PNW
City of Warm River	Fremont	Ashton	8.7	3	M
City of Weippe	Clearwater	Pierce	11.7	429	PNW
City of Weiser	Washington	Payette	14.8	5,537	SI
City of Wendell	Gooding	Jerome	10.9	2,784	SI
City of Weston	Franklin	Dayton	5.4	439	M
City of White Bird	Idaho	Grangeville	17.2	93	PNW
City of Wilder	Canyon	Homedale	5.1	1,557	SI
City of Winchester	Lewis	Craigmont	8.5	340	PNW
City of Worley	Kootenai	Plummer	6.3	262	PNW
Region Abbreviation: PNW=Pacific Northwest, M=Mormon, SI=South Idaho					

Appendix B
City Demographics

CITY NAME	% with Bachelors or Higher (age +25)	% Below Poverty Line (all people 18 over)	AGE>65	%WHITE (alone not Hispanic)
City of Aberdeen	11.4	25.4	10.1	60.2
City of Acequia	2.9	27.3	14.5	66.9
City of Albion	22.3	8.3	18.4	96.3
City of American Falls	9.8	10.3	11.9	70.2
City of Ammon	27.6	9.6	9.8	94.1
City of Arco	18.4	21.6	18.9	95.1
City of Arimo	14.2	6.1	10.1	60.2
City of Ashton	16.0	18.3	16	85
City of Athol	12.4	13.1	15.6	97
City of Atomic City	0.0	21.4	34.5	96.6
City of Bancroft	8.1	12.1	17.8	97.1
City of Basalt	8.8	17.0	18.5	90.6
City of Bellevue*	24.9	8.5	6	80.4
City of Blackfoot	15.1	14.4	12.8	83.1
City of Bliss	3.7	52.1	8.2	72.3
City of Bloomington	0.9	13.1	19.4	88.8
City of Boise	36.9	12.8	11.2	89
City of Bonners Ferry	12.1	20.6	19.5	94.3
City of Bovill	3.6	9.2	15	96.5
City of Buhl	7.1	13.4	9.8	81.9
City of Burley	14.0	23.4	13.6	63.7
City of Butte City	0.0	6.3	33.8	86.5
City of Caldwell	12.5	18.0	8.9	60.8
City of Cambridge	13.1	9.1	22.9	98.2
City of Carey	15.5	8.3	10.4	88.9
City of Cascade	9.3	10.7	18	96.5
City of Castleford	2.0	14.8	12.4	87.6
City of Challis	12.3	23.6	17.2	93.6

City of Chubbuck	22.3	10.1	10	90.5
City of Clark Fork	8.4	18.8	18.8	10.4
City of Clayton	0.0	0.0	42.9	100
City of Clifton	20.3	5.1	11.2	97.7
City of Coeur d'Alene	23.2	14.7	14.6	91.1
City of Cottonwood	23.3	12.0	18.4	97.1
City of Council	10.4	12.4	20.3	96.5
City of Craigmont	19.5	2.3	19.8	95.2
City of Crouch	14.5	27.9	17.3	96.9
City of Culdesac	4.9	24.8	15.8	83.4
City of Dalton Gardens	22.8	8.5	19.4	96.8
City of Dayton	23.7	10.9	13.4	93.1
City of Deary	19.6	11.8	13.6	93.5
City of Declo	7.1	11.0	10.8	85.1
City of Dietrich	5.7	3.1	8.7	90.1
City of Donnelly	17.4	7.4	8.6	94.7
City of Dover	35.2	12.0	15.8	96.8
City of Downey	12.1	10.2	24.6	98.1
City of Driggs	29.7	11.9	7	73
City of Drummond	0.0	50.0	37.5	93.8
City of Dubois	5.3	7.5	11.8	67.1
City of Eagle	48.6	5.5	12.1	91.2
City of East Hope	37.3	3.1	30	98.1
City of Eden	9.3	11.0	15.6	75.8
City of Elk River	7.6	26.3	21.6	100
City of Emmett	9.3	20.7	17.4	83.9
City of Fairfield	14.7	10.4	11.1	93
City of Ferdinand	18.0	9.0	12.6	93.7
City of Fernan Lake	36.1	14.9	24.3	96.4
City of Filer	5.6	17.2	12.3	91.6
City of Firth	11.6	17.8	12.2	79.5
City of Franklin	14.5	11.5	12.6	91.1
City of Fruitland	15.1	13.9	13.9	84

City of Garden City	32.2	15.5	18.8	81.2
City of Genesee	36.9	7.2	9.7	96.1
City of Georgetown	6.8	8.6	16.4	95.4
City of Glenns Ferry	12.0	9.8	23	82.2
City of Gooding	11.6	14.7	17.7	84.6
City of Grace	12.7	8.2	18.5	96.9
City of Grand View	0.4	29.6	16.4	84.7
City of Grangeville	13.2	16.3	20.3	94.8
City of Greenleaf	13.2	16.3	12.2	87.1
City of Hagerman	10.1	17.4	25.2	93.8
City of Hailey	36.9	5.4	6.5	69.9
City of Hamer	0.0	0.0	16.7	72.9
City of Hansen	8.9	15.7	11.6	85
City of Harrison	22.2	18.6	26.6	98.5
City of Hauser	13.4	15.4	12.5	94.5
City of Hayden	25.1	7.8	17.2	92.1
City of Hayden Lake	51.0	4.7	29.3	97.6
City of Hazelton	8.7	17.8	12	74.9
City of Heyburn	9.6	12.1	13.6	77.4
City of Hollister	6.1	16.9	15.1	83.1
City of Homedale	2.7	21.6	13.5	63.1
City of Hope	15.7	30.0	12.8	98.8
City of Horseshoe Bend	10.1	24.5	15.4	93.6
City of Huetter	11.1	14.7	8	88
City of Idaho City	11.4	18.9	13	94.2
City of Idaho Falls	27.5	13.5	11.8	83.1
City of Inkom	17.2	2.9	11.8	95.2
City of Iona	24.0	5.3	11.5	97.7
City of Irwin	9.8	3.9	23.7	99.1
City of Island Park	55.3	0.0	15.7	96.9

City of Jerome	7.1	20.0	10.2	62.9
City of Juliaetta	22.6	14.2	20.9	95.7
City of Kamiah	10.5	19.1	24	82.2
City of Kellogg	13.3	16.8	16.3	94
City of Kendrick	22.6	8.2	26.1	97
City of Ketchum	61.1	8.5	16.3	90.9
City of Kimberly	16.0	6.8	11.1	91.8
City of Kooskia	5.3	18.9	22.1	90
City of Kootenai	8.2	13.3	12.7	95.9
City of Kuna	20.7	10.6	4.4	87.2
City of Lapwai	20.5	18.4	9.3	16.6
City of Lava Hot Springs	22.6	3.6	26.5	97.5
City of Leadore	8.2	21.4	20	100
City of Lewiston	18.3	9.5	18.2	93.9
City of Lewisville	11.5	3.0	15.3	89.7
City of Lost River			10.3	95.6
City of Mackay	21.8	8.2	22.6	98.8
City of Malad	12.7	14.1	17.9	96.5
City of Malta	39.6	7.5	10.9	91.2
City of Marsing	4.2	18.1	13.1	74.9
City of McCall	45.1	7.1	13.5	93.6
City of McCammon	27.9	14.0	13.7	97.7
City of Melba	8.8	13.8	10.3	78.9
City of Menan	20.7	5.7	12.8	92.3
City of Meridian	33.4	5.9	8.9	88.1
City of Middleton	11.1	14.4	8.2	86.6
City of Midvale	15.6	4.2	29.2	94.2
City of Minidoka	0.0	1.0	11.6	46.4
City of Montpelier	11.9	16.2	17.1	96.2
City of Moore	21.5	5.4	18.5	100
City of Moscow	11.1	30.8	8.2	86.6
City of Mountain Home	18.8	4.7	9.9	77.2
City of Moyie Springs	8.7	18.3	10.6	93.6

City of Mud Lake	27.8	8.0	3.9	63.4
City of Mullan	10.9	15.0	20.5	95.8
City of Murtaugh	1.5	33.8	14.8	84.3
City of Nampa	16.8	16.4	10.3	72.7
City of New Meadows	13.3	20.2	10.9	95.4
City of New Plymouth	13.1	11.4	16	89.3
City of Newdale	29.1	13.2	15.2	90.7
City of Nezperce	22.3	9.7	23	95.1
City of Notus	10.8	22.3	11.7	73.3
City of Oakley	12.7	8.8	16.4	92.5
City of Oldtown	5.8	14.7	15.2	98.4
City of Onaway	10.8	17.1	20.9	100
City of Orofino	12.0	11.6	20.1	91.7
City of Osburn	12.5	7.2	22.4	95.8
City of Oxford	4.8	17.9	12.5	93.8
City of Paris	20.2	8.9	16.6	97.9
City of Parker	5.2	3.6	11.1	94.8
City of Parma	8.2	19.2	13.8	75.4
City of Paul	7.1	19.9	16	76.6
City of Payette	9.5	22.7	15.6	76.3
City of Peck	13.5	15.4	21.8	95.4
City of Pierce	15.0	9.5	22.6	94.3
City of Pinehurst	11.9	11.9	23.7	96.4
City of Placerville	25.8	20.6	17	96.2
City of Plummer	13.8	23.9	10.3	45.7
City of Pocatello	30.0	15.7	10.7	86.8
City of Ponderay	18.3	13.6	11.5	94.5
City of Post Falls	18.9	12.1	11.3	91.2
City of Potlatch	23.9	14.3	14.8	97.1
City of Preston	17.8	8.8	15.2	90.6
City of Priest River	10.7	27.4	15.8	93.3
City of Rathdrum	17.5	10.5	8.8	92.9
City of Reubens	3.7	10.5	7	97.2
City of Rexburg	36.1	52.2	3.7	90.8

City of Richfield	5.2	9.8	13.1	89.4
City of Rigby	16.8	12.9	10.3	89.5
City of Riggins	17.3	17.9	29.1	96.9
City of Ririe	8.9	13.0	11	86.3
City of Roberts	22.4	16.8	8.8	62.6
City of Rockland	27.9	21.1	16.3	99.7
City of Rupert	7.9	11.6	15	54.5
City of Salmon	18.1	20.2	20.9	96.5
City of Sandpoint	23.3	15.5	16.7	93.5
City of Shelley	13.8	16.8	9.5	89
City of Shoshone	9.6	17.7	15.7	81
City of Smelterville	1.6	22.3	15.9	95.4
City of Soda Springs	18.4	9.4	16.4	96.4
City of Spencer	13.0	0.0	29.7	100
City of Spirit Lake	6.7	12.1	11.9	96.3
City of St. Anthony	10.2	17.0	10.4	85.9
City of St. Charles	8.6	3.4	21.4	98.5
City of St. Maries	10.3	15.3	19.6	96
City of Stanley	84.2	18.0	12.7	100
City of Star	26.9	8.9	7.9	89.5
City of Stateline	0.0	50.0	26.3	100
City of Stites	10.9	23.8	19	95
City of Sugar City	32.4	6.1	9	91.3
City of Sun Valley	65.9	7.3	30.1	96.4
City of Swan Valley	14.3	4.0	20.6	96.6
City of Tensed	13.7	20.5	26.8	69.1
City of Teton	10.8	16.7	11.8	79.6
City of Tetonnia	22.8	7.7	7.4	92.2
City of Troy	28.9	1.8	11.4	96.1
City of Twin Falls	17.8	15.3	13.4	82.1
City of Ucon	11.4	6.4	9.6	95.9
City of Victor	33.7	10.4	3.7	79.3

City of Wallace	14.5	28.2	19.5	95.9
City of Wardner	9.4	19.6	16.5	95.2
City of Warm River			33.3	100
City of Weippe	10.0	10.4	23.6	98.4
City of Weiser	14.6	15.5	18.7	70.5
City of Wendell	9.1	17.0	14.2	74.2
City of Weston	12.7	10.7	9.2	98.4
City of White Bird	15.3	13.3	33	100
City of Wilder	4.1	24.9	9.1	44.6
City of Winchester	4.6	22.3	21.2	92.1
City of Worley	8.2	7.7	13.6	56

Appendix C

City Political Data

CITY NAME	#Mormon Meeting House/Temples	County Seat 1=yes, 0=no	Year of Incorporation
City of Aberdeen	1	0	1913
City of Acequia	0	0	1952
City of Albion	1	0	1895
City of American Falls	2	1	1906
City of Ammon	9	0	1905
City of Arco	1	1	1909
City of Arimo	1	0	1923
City of Ashton	2	0	1905
City of Athol	0	0	1909
City of Atomic City	0	0	1950
City of Bancroft	1	0	1913
City of Basalt	1	0	1906
City of Bellevue*	0	0	1883
City of Blackfoot	16	1	1901
City of Bliss	0	0	1947
City of Bloomington	0	0	1910
City of Boise	31	1	1866
City of Bonners Ferry	1	1	1899
City of Bovill	0	0	1911
City of Buhl	2	0	1908
City of Burley	11	1	1909
City of Butte City	0	0	1953
City of Caldwell	6	1	1890
City of Cambridge	1	0	1902
City of Carey	1	0	
City of Cascade	1	1	1917
City of Castleford	0	0	1967
City of Challis	1	1	1907
City of Chubbuck	7	0	1949
City of Clark Fork	1	0	1911
City of Clayton	0	0	1960
City of Clifton	1	0	1915
City of Coeur d'Alene	2	1	1887
City of Cottonwood	0	0	1901
City of Council	1	1	1903
City of Craigmont	0	0	1920

City of Crouch	0	0	1951
City of Culdesac	0	0	1903
City of Dalton Gardens	0	0	1960
City of Dayton	1	0	1914
City of Deary	0	0	1912
City of Declo	2	0	1920
City of Dietrich	1	0	1946
City of Donnelly	0	0	1952
City of Dover	0	0	1988
City of Downey	1	0	1912
City of Driggs	2	1	1910
City of Drummond	0	0	1917
City of Dubois	1	1	1916
City of Eagle	3	0	1971
City of East Hope	0	0	1913
City of Eden	0	0	1916
City of Elk River	0	0	1910
City of Emmett	3	1	1909
City of Fairfield	1	1	1912
City of Ferdinand	0	0	1917
City of Fernan Lake	0	0	1957
City of Filer	1	0	1910
City of Firth	2	0	1929
City of Franklin	1	0	1897
City of Fruitland	1	0	1948
City of Garden City	0	0	1949
City of Genesee	0	0	1889
City of Georgetown	1	0	1908
City of Glenns Ferry	1	0	1909
City of Gooding	1	1	1910
City of Grace	2	0	1915
City of Grand View	1	0	1971
City of Grangeville	1	1	1896
City of Greenleaf	0	0	1973
City of Hagerman	1	0	1918
City of Hailey	1	1	1903
City of Hamer	1	0	
City of Hansen	0	0	1899
City of Harrison	0	0	1899
City of Hauser	0	0	1947
City of Hayden	1	0	1955

City of Hayden Lake	0	0	1947
City of Hazelton	1	0	1916
City of Heyburn	2	0	1911
City of Hollister	0	0	1917
City of Homedale	1	0	1947
City of Hope	0	0	1891
City of Horseshoe Bend	1	0	1967
City of Huetter	0	0	
City of Idaho City	1	1	1967
City of Idaho Falls	38	1	1889
City of Inkom	2	0	1946
City of Iona	2	0	1883
City of Irwin	0	0	1957
City of Island Park	0	0	1947
City of Jerome	4	1	1919
City of Juliaetta	0	0	1892
City of Kamiah	1	0	1909
City of Kellogg	0	0	1907
City of Kendrick	0	0	1890
City of Ketchum	1	0	1947
City of Kimberly	2	0	1967
City of Kooskia	0	0	1959
City of Kootenai	0	0	1910
City of Kuna	5	0	1915
City of Lapwai	0	0	1907
City of Lava Hot Springs	1	0	1915
City of Leadore	1	0	1967
City of Lewiston	2	1	1861
City of Lewisville	1	0	1904
City of Lost River	0	0	
City of Mackay	1	0	1901
City of Malad	3	1	1941
City of Malta	1	0	1958
City of Marsing	1	0	1941
City of McCall	1	0	1913
City of McCammon	1	0	1908
City of Melba	1	0	1935
City of Menan	2	0	1907
City of Meridian	18	0	1903
City of Middleton	3	0	1910

City of Midvale	0	0	1910
City of Minidoka	0	0	1904
City of Montpelier	5	0	1891
City of Moore	1	0	1947
City of Moscow	3	1	1887
City of Mountain Home	3	1	
City of Moyie Springs	0	0	1947
City of Mud Lake	1	0	
City of Mullan	0	0	1904
City of Murtaugh	1	0	1932
City of Nampa	14	0	1891
City of New Meadows	0	0	1912
City of New Plymouth	1	0	1895
City of Newdale	1	0	1917
City of Nezperce	0	1	1901
City of Notus	0	0	1921
City of Oakley	1	0	1904
City of Oldtown	0	0	1947
City of Onaway	0	0	1953
City of Orofino	1	1	1905
City of Osburn	0	0	1950
City of Oxford	0	0	
City of Paris	1	1	1987
City of Parker	1	0	1905
City of Parma	1	0	1904
City of Paul	3	0	1917
City of Payette	1	1	1891
City of Peck	0	0	1905
City of Pierce	0	0	1935
City of Pinehurst	1	0	1970
City of Placerville	0	0	1864
City of Plummer	1	0	1910
City of Pocatello	28	1	1889
City of Ponderay	1	0	1947
City of Post Falls	2	0	1891
City of Potlatch	1	0	1952
City of Preston	10	1	1900
City of Priest River	1	0	1949
City of Rathdrum	1	0	1891

City of Reubens	0	0	1912
City of Rexburg	37	1	1903
City of Richfield	1	0	1909
City of Rigby	11	1	1903
City of Riggins	1	0	1947
City of Ririe	2	0	1917
City of Roberts	1	0	1910
City of Rockland	1	0	1909
City of Rupert	6	1	1917
City of Salmon	2	1	1892
City of Sandpoint	0	1	1901
City of Shelley	7	0	1921
City of Shoshone	1	1	1902
City of Smelterville	0	0	1947
City of Soda Springs	4	1	1896
City of Spencer	0	0	1947
City of Spirit Lake	0	0	1908
City of St. Anthony	6	1	1899
City of St. Charles	1	0	1938
City of St. Maries	1	1	1913
City of Stanley	1	0	1947
City of Star	2	0	1905
City of Stateline	0	0	1947
City of Stites	0	0	1905
City of Sugar City	2	0	1906
City of Sun Valley	0	0	1947
City of Swan Valley	1	0	1947
City of Tensed	0	0	1947
City of Teton	1	0	1901
City of Tetonia	1	0	1910
City of Troy	1	0	1892
City of Twin Falls	11	1	1907
City of Ucon	2	0	1911
City of Victor	1	0	1896
City of Wallace	0	1	1888
City of Wardner	0	0	1902
City of Warm River	0	0	1947
City of Weippe	0	0	1964
City of Weiser	1	1	1887
City of Wendell	1	0	1947
City of Weston	1	0	1911

City of White Bird	0	0	1956
City of Wilder	0	0	1919
City of Winchester	0	0	1911
City of Worley	0	0	1917

Appendix D

City Service List

- | | |
|---|---|
| 1. Printing of Municipal Documents | 40. Engineering |
| 2. Records/Archives | 41. Surveying |
| 3. Document Destruction | 42. Community Planning & Development |
| 4. Training/Professional Development | 43. Business Retention/Expansion |
| 5. Payroll/Benefits | 44. Business Licensing |
| 6. Property Assessing | 45. Restaurant/Food Regulation |
| 7. Treasury Functions | 46. Public Convention Center |
| 8. Tax Collection | 47. Promotion/Tourism |
| 9. Accounting | 48. Attorney/Legal Services |
| 10. Purchasing | 49. District Court |
| 11. Management Information Systems | 50. Mediation or Dispute Resolution |
| 12. Geographic Information Systems | 51. Animal Licenses (dogs, etc.) |
| 13. Website Development/Management | 52. Animal Control |
| 14. Election Administration | 53. Fire Fighting/Rescue |
| 15. Election Records and Reporting | 54. Ambulance/EMS |
| 16. Building Security | 55. Fire Inspection |
| 17. Janitorial Services | 56. Fire Training |
| 18. Cemetery Services | 57. Fire Hydrant Maintenance |
| 19. Mosquito/Moth/Insect Control | 58. Fire Investigations |
| 20. Fleet Purchasing | 59. Hazardous Material Handle & Response |
| 21. Vehicle Maintenance | 60. Zoning Administration & Enforcement |
| 22. Garage/Storage | 61. Road Construction/Improvement |
| 23. Residential Solid Waste Collection | 62. Road Maintenance |
| 24. Commercial Solid Waste Collection | 63. Snow Removal (Plow & Sand) |
| 25. Recycling | 64. Street Signs/Signals |
| 26. Landfill/Resource Recovery | 65. Sidewalk Construction & Maintenance |
| 27. Building Permits | 66. City Beautification |
| 28. Building Inspection | 67. Water Utility Treatment |
| 29. Code Enforcement | 68. Water Distribution |
| 30. Well Permitting | 69. Sewer Collection |
| 31. Septic Permitting | 70. Sewer Treatment |
| 32. Police Patrol/Emergency Response | 71. Storm Water Management |
| 33. 911/Radio Communications | 72. Storm Water Collection |
| 34. Officer Training | 73. Storm Water Treatment |
| 35. Detective Crime Investigation | 74. Water Metering and Billing |
| 36. Emergency & Disaster Response Planning | 75. Gas |
| 37. Crime Laboratory | 76. Electric |
| 38. Jails | 77. Cable |
| 39. Detention Center(s) | 78. Parking Lots and Structures |

- 79. Parking Meters
- 80. Public Bus System**
- 81. Dial-a-Ride**
- 82. Airport**
- 83. Soil Quality and Conservation**
- 84. Water Quality and Conservation**
- 85. Watershed Management**
- 86. Air Quality Regulation**
- 87. Erosion Control Structures**
- 88. Environmental Education**
- 89. Hospitals and Health Clinics**
- 90. City Parks
- 91. Playgrounds
- 92. Community/Recreation Center(s)**
- 93. Senior Center**
- 94. Forestry Services**
- 95. Golf Course(s)**
- 96. Community Pool**
- 97. Trails**
- 98. Beach Facilities**
- 99. Marina/Port Facilities**
- 100. Museum/Art Gallery**
- 101. Library**
- 102. Zoo**
- 103. Community Theater**
- 104. Stadium(s) & Arena(s)**
- 105. Entertainment Facilities**

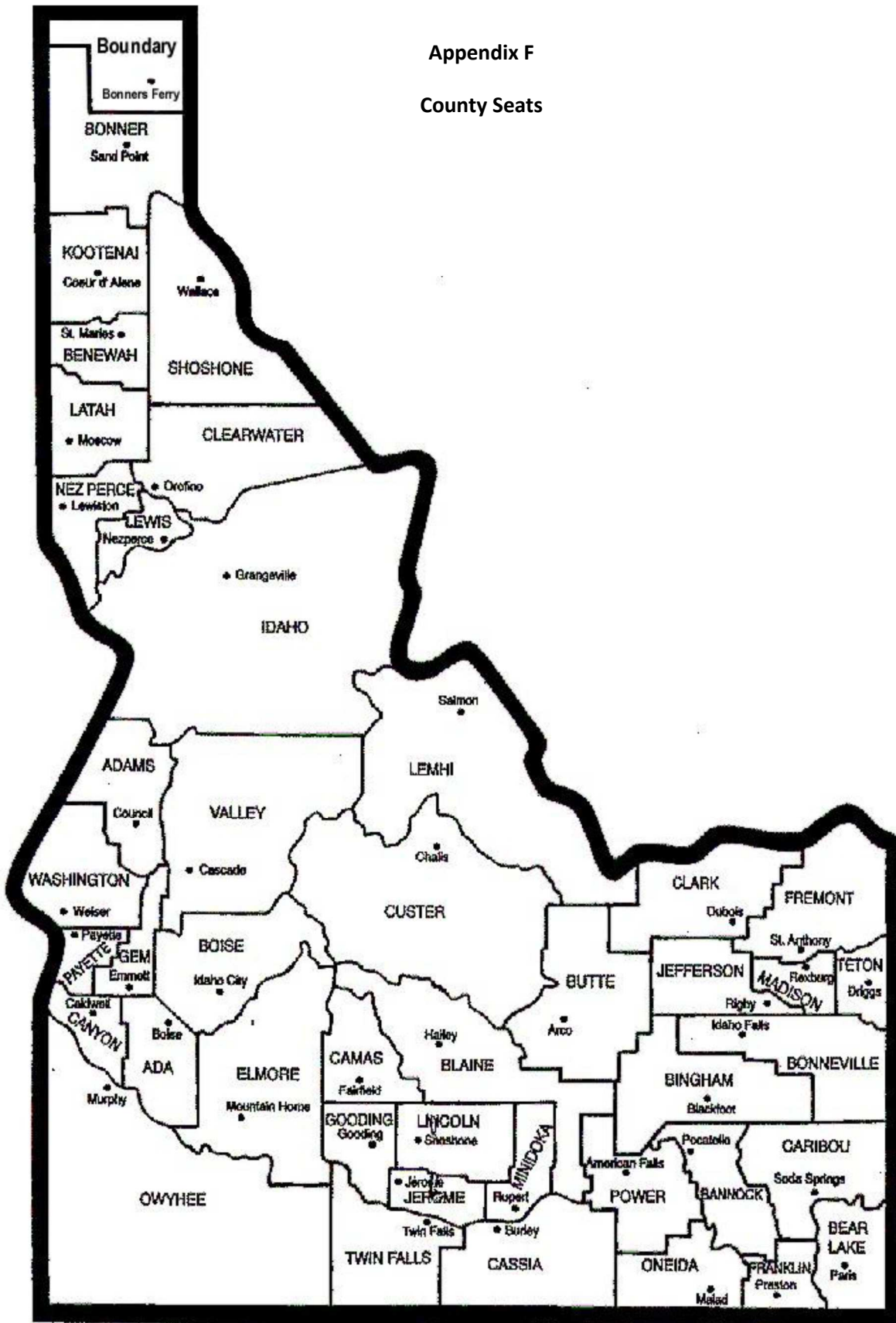
*Services in Bold were analyzed for collaborative study

Appendix E

Authorizing Legislation

Idaho Code Section	District Type	Oversight	Taxing Authority Yes/No
21-805	Airport (Regional)	ID Dept of Transportation	N
31-3908	Ambulance	County Commissioners	Y
67-4907	Auditorium	District Court	Y
19-863A	Capital Crimes Defense Program	County Commissioners	N
27-108	Cemetery	County Commissioners	Y
50-102	City	County Commissioners	Y
50-3103	Community Infrastructure	City or County Governing Body	Y
33-2104	Community College	County Commissioners	Y
31-101	County	Legislature	Y
42-2905	Drainage	District Court	Y
25-2604	Pest Extermination	County Commissioners	Y
22-303	Fair	County Commissioners	N
31-1407	Fire	County Commissioners	Y
42-3105	Flood Control	ID Dept of Water Resources	Y
25-2404	Herd	County Commissioners	Y
40-601	Highway	County Commissioners	Y
39-1325	Hospital	County Commissioners	Y
43-114	Irrigation	County Commissioners	N
42-4405	Levee	District Court	Y
33-2703	Library	County Commissioners	Y
39-2802	Abatement	County Commissioners	Y
31-4702	Museum	County Commissioners	N
70-1108	Port	County Commissioners	Y
31-4304	Recreation	County Commissioners	Y
33-Ch 3	School	ID State Board of Education	Y
31-4903	Solid Waste	County Commissioners	N
50-2006	Urban Renewal	Municipalities	N
42-3202	Water and/or Sewer	District Court	Y
42-3705	Watershed	ID Soil Conservation Commission	Y
22-4301	Weather Modification	County Commissioners	Y
22-Ch 24	Weed Control	County Commissioners	N
22-2719	Conservation	State Soil and Water Con. Comm	Y
42-5202	Ground Water	County	Y
50-1905	Housing Authority	Municipalities (Cities)	N
40-2105	Transit	City / County	N

Appendix F
County Seats



Appendix H

Police Provisions

Directly	By Another *denotes special district **denotes another city provides the service
Blackfoot	Ammon
Boise	Arimo
Bonnars Ferry	Ashton
Buhl	Burley
Caldwell	Cambridge
Cottonwood	Carey
Coeur d'Alene	Council
Fruitland	Culdesac
Gooding	Dayton
Grangeville	Deary
Heyburn	Declo
Homedale	Donnelly
Inkom	Driggs
Lewiston	Drummond
Meridian	Eagle
Middleton	Elk River
Mountain Home	Fairfield
Mullan	Firth
Nampa	Franklin
Orofino	Genesee
Payette	Georgetown
Plummer	Grace
Pocatello	Hansen**
Ponderay	Hayden
Post Falls	Hope
Preston	Horseshoe Bend
Priest River	Idaho City
Rupert	Ketchum
Shelley	Kuna
Shoshone	Lava Hot Springs
Soda Springs	Melba
Spirit Lake	Minidoka
St. Anthony	Moyie Springs
Stanley	New Meadows
Troy	New Plymouth
Twin Falls	Placerville
Wilder	Potlatch*
	Rigby
	Roberts
	Star
	Sugar City
	Swan Valley
	Tensed
	Tetonia
	Ucon
	Victor
	Whitebird
	Worley*

Appendix I

**Service Types by Service Mode in City Population Categories
(Actual Numbers)**

Services by population categories	< 5,000 Population N=63			5,000-25,000 Population N=11			> 25,000 Population N=9		
Service modes:	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Police Patrol	1	23	39	0	7	4	0	9	0
Officer Training n=55	22	6	27	1	4	6	0	6	3
911 Dispatch n=62	1	0	61	0	1	10	0	6	3
Detective n=58	11	15	32	0	6	5	0	9	0
Crime Laboratory n=54	24	0	30	2	2	7	1	4	4
N=of responses									
n=the number or respondents who answered the question if other than N in city <5,000 population									
* Some cities do not know how the service is provided so the total may not equal the N value.									

Services by population categories	< 5,000 Population N=63			5,000-25,000 Population N=11			> 25,000 Population N=9		
Service modes:	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Fire Fighting n=62	4	16	42	0	4	7	0	7	2
Fire Inspection n=58	12	14	32	0	4	7	0	7	2
Fire Training n=57	10	14	33	0	4	7	0	7	2
Fire Hydrants n=60	3	44	13	0	5	6	0	7	2
Fire Investigation n=57	12	8	37	0	3	8	0	7	2
Emergency Planning n=58	7	9	42	0	2	9	0	8	1
*Hazardous Materials n=52	13	11	28	1	2	6	0	7	2
N=of responses									
n=the number or respondents who answered the question if other than N in city <5,000 population									
* Some cities do not know how the service is provided so the total may not equal the N value.									

Services by population categories	< 5,000 Population N=63			5,000-25,000 Population N=11			> 25,000 Population N=9		
Service modes:	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Ambulance n=62	8	3	51	0	1	10	0	4	5
Hospitals n=61	36	1	24	4	0	7	4	0	5
*Cemetary Service n=55	31	9	15	2	2	5	0	5	2
*Mosquito/Insect Control n=61	40	7	14	3	1	7	1	1	6
N=of responses									
n=the number or respondents who answered the question if other than N in city <5,000 population									
* Some cities do not know how the service is provided so the total may not equal the N value.									

6.2.4a Regulation services by city size

Services by population categories	< 5,000 Population N=63			5,000-25,000 Population N=11			> 25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Service modes:									
Building Permits n=61	3	43	15	0	10	1	0	9	0
Building Inspections n=62	4	24	34	0	10	1	0	8	1
Code Enforcement n=62	4	38	20	0	11	0	0	9	0
*Well Permitting n=57	29	9	19	2	2	5	2	1	5
*Septic Permitting n=57	30	8	19	1	1	6	2	1	5
Restaurant/Food Regulation n=56	29	4	23	1	0	7	3	6	0
Animal License n=61	11	42	8	0	10	1	0	9	0
Animal Control n=62	11	38	13	0	5	6	0	8	1
Zoning Regulation n=62	2	53	7	0	11	0	0	9	0
N=of responses									
n=the number or respondents who answered the question if other than N in city <5,000 population									
* Some cities do not know how the service is provided so the total may not equal the N value.									

6.2.6a Refuse services by city size

Services by population categories	< 5,000 Population N=63			5,000-25,000 Population N=11			> 25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Service Modes:									
Residential Waste n=61	8	17	36	1	6	4	0	4	5
Commercial Waste n=61	13	15	33	1	5	5	0	4	5
Recycling n=60	38	2	20	4	1	6	0	4	5
Landfill	2	0	61	0	0	11	0	0	9
N=of responses									
n=the number or respondents who answered the question if other than N in city <5,000 population									
* Some cities do not know how the service is provided so the total may not equal the N value.									

6.2.7a Water services by city size

Services by population categories	< 5,000 Population N=63			5,000-25,000 Population N=11			> 25,000 Population N=9		
	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Service modes:									
Water Utility n=61	7	52	2	1	8	2	1	8	0
*Water Distribution n=60	5	53	2	1	8	1	1	8	0
Sewer Collection n=62	8	48	6	0	7	4	0	8	1
Sewer Treatment n=62	11	44	7	0	7	4	0	8	1
Storm Water Management n=62	8	48	6	0	8	3	0	8	1
Storm Water Collection n=58	21	37	0	0	8	3	0	7	2
*Storm Water Treatment n=56	31	25	0	0	8	3	0	6	2
Water Metering n=59	6	50	3	1	8	2	1	7	1
N=of responses									
n=the number or respondents who answered the question if other than N in city <5,000 population									
* Some cities do not know how the service is provided so the total may not equal the N value.									

6.2.8a Environmental services by city size									
Services by population categories	< 5,000 Population N=63			5,000-25,000 Population N=11			> 25,000 Population N=9		
Service modes:	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
City Beautification n=61	8	51	2	1	8	2	0	7	2
Soil Quality n=57	40	2	15	3	0	4	1	5	3
*Water Quality n=59	22	23	14	3	3	4	0	7	2
*Watershed Management n=53	30	10	10	2	1	3	3	4	2
Air Quality n=54	39	0	15	3	1	2	3	3	3
*Erosion Control n=52	38	2	12	3	1	2	1	7	1
*Environment Education n=55	43	0	12	5	1	2	1	7	0
N=of responses									
n=the number of respondents who answered the question if other than N in city <5,000 population									
* Some cities do not know how the service is provided so the total may not equal the N value.									

Table 6.2.9a Transportation services by city size									
Services by population categories	< 5,000 Population N=63			5,000-25,000 Population N=11			> 25,000 Population N=9		
Service modes:	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Road Maintenance n=61	0	50	11	1	7	3	0	7	2
Road Construction n=60	6	39	15	1	8	2	0	7	2
Snow Removal n=62	0	54	8	1	7	3	0	7	2
Sidewalks n=61	15	41	5	2	7	2	0	7	2
*Bus System n=60	49	0	11	4	0	6	1	2	6
*Airport n=58	43	10	5	3	3	2	2	5	2
*Dial-A-Ride n=60	52	0	8	8	0	1	5	1	3
Street Signs n=61	0	57	4	1	6	4	0	7	2
N=of responses									
n=the number of respondents who answered the question if other than N in city <5,000 population									
* Some cities do not know how the service is provided so the total may not equal the N value.									

6.2.10a Education services by city size									
Services by population categories	< 5,000 Population N=63			5,000-25,000 Population N=11			> 25,000 Population N=9		
Service modes:	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
Library n=60	22	13	25	1	5	5	0	7	2
*Museum n=61	46	2	13	5	3	2	5	2	2
N=of responses									
n=the number of respondents who answered the question if other than N in city <5,000 population									
* Some cities do not know how the service is provided so the total may not equal the N value.									

6.2.11a Community Development service by city size									
Services by population categories	< 5,000 Population N=63			5,000-25,000 Population N=11			> 25,000 Population N=9		
Service modes:	Not Provided	Directly Provided	External Service	Not Provided	Directly Provided	External Service	Not Provided	Directly Provided	External Service
Community Planning n=58	11	42	5	1	9	1	0	9	0
Tourism Promotion n=59	33	12	14	6	3	2	2	2	5
Business Retention n=58	34	13	11	2	5	4	3	5	1
N=of responses									
n=the number or respondents who answered the question if other than N in city <5,000 population									
* Some cities do not know how the service is provided so the total may not equal the N value.									

6.2.12a Recreation services by city size									
Services by population categories	< 5,000 Population N=63			5,000-25,000 Population N=11			> 25,000 Population N=9		
Service modes:	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision	Not Provided	Directly Provided	External Service Provision
*Convention Centers n=60	50	7	3	8	1	1	6	0	2
*Recreation Centers n=62	42	15	5	8	2	1	0	8	1
Senior Centers n=59	33	7	19	1	4	6	0	4	4
Golf Course n=60	55	2	3	6	3	2	1	6	2
Community Pool n=61	48	7	6	5	5	1	2	6	1
*Trails n=60	45	5	10	5	4	0	0	8	0
*Entertainment Facility n=58	52	3	3	8	1	2	5	1	1
*Theater n=61	57	0	4	8	1	2	6	1	1
*Beach n=60	57	1	2	9	1	0	6	2	0
N=of responses									
n=the number or respondents who answered the question if other than N in city <5,000 population									
* Some cities do not know how the service is provided so the total may not equal the N value.									