

INDIANA

Indiana ranks 10th among the states in number of local governments, with 3,231 as of October 2007.

COUNTY GOVERNMENTS (91)

The entire area of the state is encompassed by county government except for the former county of Marion. Marion County and the City of Indianapolis are consolidated to operate as one government, designated the City of Indianapolis. Indianapolis is counted for census purposes as a municipal government rather than as a county government.¹ In Indiana counties with organized county government, the governing body is called the board of commissioners.

SUBCOUNTY GENERAL PURPOSE GOVERNMENTS (1,575)

The subcounty general purpose governments in Indiana consist of the municipal (city and town) governments and the township governments.

Municipal Governments (567)

Municipal governments in Indiana are designated cities and towns. Cities are further divided into three classes as follows:

- First class--600,000 inhabitants or more
- Second class--35,000 to 599,999 inhabitants
- Third class--fewer than 35,000 inhabitants

Other municipalities of any population are called towns. Conversion from town to city status, or from city to town status, however, is not automatic. Provision is made for towns with a population of more than 2,000 to become cities upon petition of voters and after referendum. Cities may become towns upon petition of two thirds of the taxpayers to the circuit court. All cities and towns exist within township areas.

Township Governments (1,008)

The entire area of the state is encompassed by township governments. Some township governments in Indiana serve in a dual capacity as "civil" and "school" townships. Although identical in area and governed by the same elected trustee, individual townships operate in each capacity as a distinct entity. The civil townships are counted as township governments for census purposes; the school townships are counted under "Public School Systems," below.

PUBLIC SCHOOL SYSTEMS (293)

School District Governments (293)

The following types of school districts in Indiana are counted as separate governments for census purposes:

- School townships
- School cities and school towns
- Township school corporations
- County school corporations--1949 law
- County school corporations--1969 law
- Consolidated school corporations
- Metropolitan school districts
- Community school corporations
- United school corporations

All types of school districts in Indiana are considered by Indiana law to be school corporations. All may levy school taxes and borrow money. Each school township is governed by one elected township trustee. In most instances, school cities and school towns are governed by an elected board of school commissioners. Township school corporations are governed by elected township school trustees. County school corporations under the 1949 law are governed by a county board of education that is either appointed or popularly elected. County school corporations created under the 1969 law governed by an elected board of education.

Consolidated school corporations may be formed by the merger of any two or more school corporations. The school board of a consolidated school corporation may be

appointed or elected.

Metropolitan school districts are mergers of two or more school corporations of any type in a single county or in adjoining counties. These districts are governed by an elected metropolitan board of education.

Community school corporations may be created by merging, subdividing, or reorganizing any two or more school corporations. These districts are governed by a board of trustees that may be either elected or appointed. United school corporations are community school corporations comprising territory in two or more adjacent counties.

Dependent Public School Systems (0)

Indiana has no dependent public school systems.

Other Educational Activities

Indiana law generally authorizes interlocal agreements between school districts. These agreements provide for exercise of powers by one or more school districts on behalf of other parties to the agreement or jointly by the participating entities. Agencies created by such interlocal agreements between school districts are classified as joint educational service agencies of the sponsoring school districts and are not counted as separate governments.

Vocational education schools may be established by one or more school corporations. They are classified as joint educational service agencies of the sponsoring school corporations and are not counted as separate governments.

Educational service centers provide the sharing of programs and services among school corporations. The centers are established by the state department of education but are locally governed. They are counted as joint education service agencies of the participating school districts and are not counted as separate governments.

Joint programs are established by agreements between the sponsoring school districts. The programs are classified as joint educational service agencies of the sponsoring school districts and are not counted as separate governments.

Special education cooperatives may be created by two or more school corporations. These cooperatives are governed by a board of managers per the authorizing agreement. The cooperatives are classified as joint educational service agencies of the sponsoring school districts and are not counted as separate governments.

Public school foundations may be created by school corporations using grants or gifts. The governing body of the school corporation appoints the board members of the foundation. The foundation distributes the income from the endowment to the school corporation to be used for educational purposes. The foundations are not counted as separate governments.

School building corporations in Indiana are discussed under "Special District Governments," below.

SPECIAL DISTRICT GOVERNMENTS (1,272)

Indiana statutes authorize the creation of a variety of special districts or authorities that are counted as governments. These are discussed in detail below.

Area Park Districts

An area park district, to provide public parks, may be established under general law by the ordinances of two or more counties. The governing board consists of members appointed by each participating county with representation in proportion to population. The area park districts may set and levy ad valorem taxes.

City-County Building Authorities

Authorities to finance public buildings, hospitals, public markets, or correctional

facilities may be established by resolution of the fiscal body of a city constituting the county seat, the county commissioners, and the county council after petition of these governing bodies to the county auditor and a public hearing. Each such authority is governed by a five-member board of directors appointed by a majority vote of the building authority trustees who, in turn, are appointed by the mayor and the common council, the county commissioners, and the county council. The authority board of directors may issue revenue bonds and collect rentals for the lease of properties constructed for use by the sponsoring governments.

Conservancy Districts

Conservancy districts may be formed for any or all of the following purposes: flood prevention and control; reclamation; irrigation; water supply; sewage collection, treatment, and disposal; regulation of water courses; and provision of parks and facilities in connection with water management. These districts may be established by the circuit court upon petition by freeholders or by a municipality. Approval is subject to review by the state natural resources commission and hearings conducted by both the circuit court and the state natural resources commission. A board of directors, elected by the freeholders at the annual district meeting, governs each district. These boards may charge rates and fees, levy ad valorem and special benefit taxes, and issue revenue bonds.

Subdistricts established by conservancy districts are not counted as separate governments. Levee associations and districts may reorganize under the conservancy district statutes.

County Toll Road Authorities

Authorities to acquire, construct, finance, and operate toll roads are established by resolution of one or more counties and municipalities that are county seats of those counties, subject to public hearing. A board of five trustees appointed by officials of participating counties and their county seats

governs the authority. The board of trustees, in turn, appoints the five-member board of directors which is responsible for control of the toll road authority. The board of directors of an authority may fix fees, tolls, and charges, and may issue revenue bonds.

In Marion County, construction and financing of toll roads by authorities organized under this law requires approval by the city-county legislative body and the legislative body of the unit involved. Thus, authorities of this type in Marion County are not counted as separate governments. See "Subordinate Agencies and Areas," below.

Drainage Districts

Drainage districts may be organized by the circuit court on petition of land owners in the area, subject to public hearing. A board of three drainage commissioners, appointed by the county commissioners, governs each district. The boards may levy special assessments.

East Chicago Waterway Management District

Authorized in 1994, the district is governed by a seven-member board of directors of whom four are appointed by the executive of East Chicago, two by the Governor, and one by the legislative body of East Chicago. The district was created to ease navigation and to improve water quality in the Indiana Harbor and Canal and in the Grand Calumet River. Multiple local, state, and federal agencies are participating under interagency agreements and memoranda of understanding. The district is authorized to impose user fees for waterways and public facilities.

Hospital Bonding Authorities

These authorities are created by resolution of the governing body of any county, second- or third-class city, or town in which one or more private nonprofit hospitals, following a written request by the hospital governing board. A board of five directors, appointed by the board of county commissioners or by the city or town

executive, governs each authority. The authorities may set rates; collect rents, fees, and charges; and issue revenue bonds.

Housing Authorities

Housing authorities may be established by a city, town, or county by resolution of its governing body. The mayors of cities or the legislative bodies of towns or counties appoint the housing authority commissioners. The authorities may issue revenue bonds and fix and collect rents.

Indianapolis is authorized to designate a department, division, or agency of the consolidated city government to perform the public housing function and such an entity is not classified as a special district government.

Interstate Airport Authorities

Authorities to provide airports may be established by joint agreement between local governments in Indiana and any adjoining state upon resolution or ordinance of the governing bodies of all governments. An appointed board consisting of representatives of all participating governments, as spelled out in the agreement creating the authority, governs each authority. Authorities may impose fees for its facilities and services and may issue revenue bonds.

The Chicago-Gary Regional Airport Authority is described under "Illinois--Special District Governments."

Joint Electric Power Agencies

Joint electric power agencies may be created by two or more municipalities, by resolution or ordinance of their respective governing bodies, to provide electric power. A board consisting of one commissioner appointed by the governing body of each participating municipality governs the agency. The agency may fix, charge, and collect rents, rates, fees, and charges and may issue revenue bonds. The Indiana Municipal Power Agency was established under this law.

Electric power agencies serving only one municipality are classified as dependent agencies of the municipality they serve and are not counted as separate governments. See "Subordinate Agencies and Areas," below.

Joint Park Districts

Joint park districts may be created by two or more neighboring cities or towns by ordinance. The park boards of the cities and towns uniting constitute a joint park board. The joint park board determines the amount of money that each participating government must appropriate for the support of the district.

Library Building Corporations

A library building corporation may be established to provide library buildings under lease-purchase arrangements. Establishment is upon petition by resident taxpayers of a library district or municipality that operates a library and determination of such building needs. The building corporation may issue revenue bonds to finance facilities in accordance with a plan approved by the lessee, subject to public hearing and state government approval.

Library Districts

Class one library districts are all districts established after March 13, 1947; class two library districts are those established prior to March 14, 1947, and that have not converted to class one districts. A class one library district may be established in a municipality, township, county, or part of a county that meets population and land value requirements. Districts are created by resolution of the governing body of the municipality, township, or county either upon the governing body's own initiative or upon voter petition. A library board of seven members, appointed by the governing bodies of the county, municipalities, townships, or school districts served, governs each district. The districts may levy ad valorem taxes and issue bonds. Provisions concerning the class two library districts are similar to those governing class one districts. Class two library districts may levy ad valorem

taxes.

Library Services Authorities

Authorities to provide library services to participating public and private libraries are created by joint agreement between two or more libraries. A board of directors composed of one to four representatives of each participating library governs each authority. The authority may prorate the amount to be contributed by each participating library and may establish and collect fees for service.

Multiple County Juvenile Facility Authorities

Authorities to acquire, construct, operate, and maintain juvenile welfare and confinement facilities are established by ordinance of two or more counties after intergovernmental agreement. A board of directors consisting of three representatives from each participating county (the county executive a juvenile or circuit court judge, and a member of the county governing body) governs each authority. The authority may receive contributions from participating counties pursuant to a formula established in the intergovernmental agreement creating the authority. No multiple county juvenile facility authorities were reported in operation as of October 2007.

Multiple Jurisdiction Infrastructure Authorities

Authorities to assist in the development of infrastructure may be established by ordinance of the participating municipalities and, if the county is participating, order of the county executive. A joint agreement specifying the contribution of funds by the participating governments also must be created. A board of directors consisting of two representatives of each participating government (one appointed by the chief executive and one by the fiscal body) governs the authority. The authority may fix fees, rates, and charges and may issue revenue bonds.

Northwest Indiana Regional Development Authority

This authority was created by special act to fund airports, transportation, shoreline development, and other economic projects. The law applies to the Lake and Porter counties and the cities of East Chicago, Gary, and Hammond. The authority is governed by a board consisting of representatives of the participating counties and cities, plus members appointed by the Governor. The authority may issue bonds and set leases. The authority receives funding from the participating local governments as established by the authorizing act.

Northern Indiana Commuter Transportation District

This district, formed in 1977 by general law with special application, upon ordinance of counties served, provides interstate commuter rail service, the South Shore Line, between Chicago, Illinois, and South Bend, Indiana, with service through Lake, La Porte, Porter, and St. Joseph counties. A board of trustees, consisting of one trustee appointed by the county commissioners of each county served, one trustee who is a member of the county of council of each county served, and three trustees appointed by the Governor, governs the district. The district may fix rates, fees, and tolls for use of its facilities and may issue revenue bonds.

Regional Transportation Authorities--1981 Law

Regional transportation authorities may be established by ordinance of the governing body of any county or municipality to provide public transit services. Other counties or municipalities within the same planning district may join. The authority board is appointed by executives and governing bodies of local governments within the authority area plus members appointed by the Governor and by labor organizations representing transit workers as specified by statute. These authorities may charge fares, rents, and other fees and may issue revenue bonds. These

districts may be known as “regional bus authorities.”

Regional Water, Sewage, and Solid Waste Districts

These districts are established by order of the state department of environmental management either upon petition of one or more governments within the territory of the proposed district or, for state-owned land, upon petition of the state department of natural resources. Districts established prior to 1972 were established by court order. Public hearing is required. Districts may be established to provide one or more of water supply, sewage treatment, and solid waste disposal. The board is appointed by local officials or are popularly elected. The board may include gubernatorial appointees. In a district in which a state correctional facility is located, the state department of correction may be represented on the board. The trustees may fix rates and charges for services and may issue revenue bonds.

School Building Corporations--1947 and 1957 Laws

A school building corporation may be established to provide school buildings under lease-purchase arrangements, upon petition of the school district by patrons and determination of such building needs. The building corporation may issue revenue bonds to finance facilities in accordance with a plan approved by the lessee and by various state agencies.

Soil and Water Conservation Districts

A single soil and water conservation district, with boundaries conterminous with county boundaries, exists in each county of the state. A five-member board of supervisors, consisting of two members appointed by the state soil conservation board and three elected members, governs each district. These districts may accept voluntary contributions from any source and may require contributions from benefitted landowners.

Solid Waste Management Districts

Authorities to provide solid waste management facilities are established by ordinance of one or more counties. The board of directors includes members appointed by the executives and the governing bodies of participating cities and counties and ex officio members of those governments as specified by statute. The district may charge fees, levy ad valorem taxes and special assessments, and issue bonds.

In Marion County, similar districts are governed by the Indianapolis board of public works ex officio and are not counted as separate governments. See “Subordinate Agencies and Areas,” below.

SUBORDINATE AGENCIES AND AREAS

Shown below are various governmental designations in Indiana that have certain characteristics of governmental units but that are classified in census statistics as subordinate agencies of the state or local governments and are not counted as separate governments. Legal provisions for some of the larger of these are discussed below (see "Public School Systems," above, regarding educational agencies of this nature).

Indiana Finance Authority (state). This authority, formerly the Indiana Toll Finance Authority, combined the former state office building commission, Indiana Development Finance Authority, Indiana Transportation Finance Authority, and the Recreational Development Commission. The Indiana Finance Authority issues revenue bonds payable from lease rentals under lease agreements with various state agencies to finance the building or acquiring of state buildings and structures. The authority is governed by a board consisting of the director of the office of management and budget, the state treasurer, and three members appointed by the Governor. The authority may issue revenue bonds.

Indiana Housing and Community Development Authority (state). This authority, created by statute in 1978, provides

mortgage credit for low- and moderate-income housing. The authority is governed by a seven-member board, including four members appointed by the Governor, plus the lieutenant governor, the finance director of the Indiana Finance Authority, and the state treasurer. The authority may fix charges in connection with its loans and may issue revenue bonds.

Local improvement bond banks (municipal).

These agencies are created to market bonds issued by local governments in their respective counties. A board of five directors is appointed by the mayor of the city where a bank is located. These banks may fix fees and charges and may issue revenue bonds.

Other examples include:

State

Board for Depositories
Crane Development Authority
Indiana Bond
Indiana Economic Development Corporation
Indiana Education Savings Authority
Indiana Educational Facilities Authority
Indiana Health Facility Financing Authority
Indiana Health Informatics Corporation
Indiana Natural Resources Foundation
Indiana Port Commission
Indiana Recycling and Energy Development Board (formerly Indiana Energy Development Board)
Indiana Secondary Market for Education
Indiana Stadium and Convention Building Authority
Indiana White River Park Development Commission
Intelenet Commission (state telecommunications network)
Kankakee River Basin Commission
Lake Michigan Marina Development Commission
Law Enforcement Academy Building Commission
Little Calumet River Basin Development Commission
Maumee River Basin Commission
Ohio River Greenway Development Commission
Residual Malpractice Insurance Authority
River commissions

River Marina Development Commission (in Evansville area)
St. Joseph River Basin Commission
Upper Wabash River Basin Commission
Wabash River Heritage Corridor Commission

County

Airport authorities (county)
City and county capital improvement board of managers
Community revitalization enhancement districts (county)
County cemetery commissions
County convention and visitors commissions (in various counties)
County drainage boards
County hospital (building) corporations
County onsite waste management districts
Economic development commissions (county)
Economic improvement districts (county)
Fire protection districts
Flood plain commissions (county)
Local boards of aviation commissioners (county)
Local environmental response financing districts (counties 148,001 to 169,999 population)
Military base re-use authorities (county)
Park districts (county)
Port authorities (county)
Public communications systems and computer facilities districts (county)
Redevelopment authorities (county)
Redevelopment commissions (county)
Special improvement districts--1987 law (county)
Tourism boards (Jefferson County)

Municipal

Airport authorities (municipal)
Automated transit districts
Civic center building authorities in second-class cities (South Bend and Mishawaka)
Community revitalization enhancement districts (municipal)
County toll road authorities in Marion County (Indianapolis)
Department of Public Utilities of Consolidated City (Indianapolis)
Economic development commissions (municipal)
Economic development project districts--1987

law (Indianapolis)
Economic development project districts--1990 law (Evansville, Fort Wayne, Hammond, and South Bend)
Economic improvement districts (municipal)
Electric power agencies serving a single municipality
Flood control districts in first-class cities (Indianapolis)
Flood control districts in second- and third-class cities--1981 law
Flood plain commissions (municipal)
Fort Wayne-Allen County Convention and Tourism Authority – created prior to the 1982 law
Gary Building Authority
Indiana Central Canal Maintenance and Improvement District (Indianapolis)
Local boards of aviation commissioners (municipal)
Local environmental response financing districts (municipalities 7,001 to 7,299 population) Marion County Capital Improvement Board
Marion County Convention and Recreation Facilities Authority (Indianapolis)
Marion County Health and Hospital Corporation (Indianapolis)
Metropolitan Development Commission
Metropolitan thoroughfare districts (Indianapolis)
Military base reuse authorities (municipal)
*Municipal improvement districts
Park districts (municipal)
Port authorities (municipal)
Professional sports and convention development areas (Indianapolis)
Public communications systems and computer facilities districts (municipal)
Public transportation corporations--1965 law

Redevelopment authorities (municipal)
Redevelopment commissions (municipal)
Sanitary districts
Special improvement districts--1987 laws
Waterworks districts
Waterworks districts in second-class cities of 170,000 to 180,000 population (Evansville - district includes the entire county)

City-County

Evansville-Vanderbough Levee Authority District
Military base re-use authorities (joint)
Port authorities (joint)

Private Associations

The horticultural and quarantine districts are private associations of landowners. These districts are treated for census purposes as private associations and are not counted as governments. Public school endowment corporations are also out of scope.

Indiana laws also provide for various types of local areas for election purposes and administration of justice.

1. Fourteen cities and towns located within the area of the former county of Marion continue to exist as separate governments for census purposes: Beech Grove, Clermont, Crows Nest, Homecroft, Lawrence, Meridian Hills, North Crows Nest, Rocky Ripple, Southport, Speedway, Spring Hill, Warren Park, Williams Creek, and Wynnedale. In addition, all townships within the former county of Marion continue to exist as separate governments for census purposes.