

MUNICIPAL CONSOLIDATION  
IN THE  
JACKSON COMMUNITY

CITIZENS RESEARCH COUNCIL OF MICHIGAN

1526 David Stott Building  
Detroit, Michigan 48226

204 Bauch Building  
Lansing, Michigan 48933

Report No. 223

January, 1966



# CITIZENS RESEARCH COUNCIL

## OF MICHIGAN

Detroit-Lansing

Robert E. Pickup,  
*Executive Director*

1526 David Stott Building  
Detroit, Michigan 48226  
Area Code 313-961-5377

### LETTER OF TRANSMITTAL

January, 1966

The Honorable  
Township Board of Blackman, Leoni and Summit Townships  
and  
City Commission of the  
City of Jackson

Gentlemen

Pursuant to your request, we are submitting herewith our report on Municipal Consolidation in the Jackson Community. In accordance with your request, the report presents factual information as to whether the creation of a new city, providing the Jackson level of municipal services, would better serve the overall needs of the residents of the Jackson Community than the present four units of government operating independently. It is not the purpose of this report to recommend a course of action to the people of the Jackson Community, but rather to present the facts in such a manner that each individual may draw his own conclusions.

We want to express to you and to the other officers and employees of your respective units of government, our appreciation for the excellent co-operation and many courtesies extended during the course of this study.

We hope that the information presented in the report will be of assistance to you and to your constituents in reaching your decision as to the future course of action in the Jackson Community.

We will be pleased to provide such additional information or assistance as may be desired.

Respectfully submitted

/S/ Robert E. Pickup

Executive Director



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## INTRODUCTION

This study was undertaken at the request of the Blackman, Leoni, and Summit Township Boards and the City Commission of the City of Jackson. In making this request, the governing bodies of these communities were motivated by a desire to know whether the creation of a new city, formed through a merger of their four communities and providing a level of municipal services comparable to that now provided in the City of Jackson, would better serve the overall needs of their respective constituents than the four units operating individually.

It is not the purpose of this report to recommend a course of action to the people at the Jackson community, but rather to assemble available information and present it in such a manner that each individual may draw his own conclusions. It is believed, however, that inasmuch as any such merger would be contracted with an eye to the future rather than the past, two observations are pertinent as part of the general frame of reference.

### Growth

In the next 15 years, America will be well into the third industrial revolution. Both population and productivity are expected to increase greatly. Some forecast that by 1980 there will be a population increase of as much as 50 million (25 percent) and a growth in national product of \$500 billion (70 percent). This will mean a greater "crowding" of people, who have more money to spend and more free time; consequently, a people with higher social and economic standards, more time to assess the "fitness" of their working and living environment, and greater opportunity to exercise a choice as to where they will live, work, and conduct their business. It seems inevitable that government, and particularly local government, will play a large role in the future in determining whether any particular geographical area measures up as a fit place in which to live and work. Will one be able to live in a pleasant environment, get to work with reasonable dispatch, and find a place to have a picnic lunch on a hot summer evening?

Assuming that the Jackson community wishes to obtain its proportionate share of this future, it must decide how it can best structure local government to achieve the kind of community that will be in demand.

Can the area best build and service an appropriate balance of pleasant residential sites, convenient and efficient industrial, commercial and agricultural facilities, and open spaces by operating as a unit or through separate local government jurisdictions?

### Governmental Costs

No matter what the structure of government may be, unified or fragmented, more people and more economic activity mean larger expenditures for water, waste disposal, health services, protective services, et al. Inefficient, uneconomic or inadequate provision of these services by the governmental sector of the economy will limit the growth potential of the private sector.

It is, therefore, pertinent to speculate on the probable relative efficiency of a unified area government down over the years as compared to that which might otherwise develop. No one can forecast with absolute certainty what will happen in the Jackson community in the future, but this and other Research Council studies indicate that:

1. When the provision of adequate governmental services to it's citizenry makes it necessary for a township to alter its governmental form, a given level of services can be provided at less cost overall by joining forces with an adjacent city than by separate incorporation.
2. Blackman, Leoni and Summit township residents can, by merging with Jackson, obtain Jackson-level services for approximately one-third of the cost increase that would be involved if the three townships incorporated as a separate city.

While this study must of necessity be a snapshot of what now exists, its true scope will be understood if the reader can relate it to his individual hopes and aspirations for the future of the Jackson community.



## RESULTS OF CONSOLIDATION

It is the purpose of this study to identify the levels of governmental services that would result and their probable costs if the city of Jackson and Blackman, Leoni, and Summit townships were to be merged into a new city receiving the level of municipal services now provided by the City of Jackson.

Before summarizing the findings of this examination) it is appropriate to look at some of the consequences of and opportunities presented by such a merger that go beyond this primary focus.

### General Results of Consolidation

#### Governmental Organization

Consolidation of the townships of Blackman, Leoni, and Summit with the City of Jackson would create a new city 124 square miles in area with a population of over 100,000. The consolidated city would provide a uniform level of urban service to all persons in Jackson County classed as urban population by the 1960 census of population. Thus, through the creation of a single city, the Jackson community would achieve a goal sought by many other communities in the country—a manageable single unit of local government directly responsible to the people and with sufficient resources and jurisdiction to meet and solve the local governmental problems rising from rapid urbanization. In this manner, the entire resources of the community, human and material, can be brought to bear on the governmental problems of the natural community. By the same token, the unification of the municipalities precludes the use of the present units of local government to protect intra-local interests.

The new consolidated city would have its form of government and its powers determined by the people of the entire community within the broad range of action available to home rule cities under the constitution and statutes of Michigan. The people would have an opportunity to participate in the framing of a new charter and would vote on its acceptance. At the present time the residents of the three townships do not have the opportunity to determine the form of their township governments or its powers, since the three townships are general law townships with governmental form and powers spelled out by the state constitution and statutes and with no opportunity for home rule.

## A Balanced Community

The creation of a new consolidated city would provide a greater opportunity for a well-balanced community in terms of tax base, land use, and social and economic development than now exists in the present four separate units of local government.

For example, the tax base of the new community would be evenly divided between residential and commercial-industrial-utility property, each representing 49 percent of the total tax base. At the present time the commercial-industrial-utility tax base is concentrated in the City of Jackson and in Blackman and Leoni Townships, while in Summit Township residential property constitutes 81 percent of the tax base. Thus, the township with the lowest per capita valuation and the highest per capita expenditure for services must depend on the residential property owner for the bulk of its revenues. And, it should be noted that while Blackman and Leoni Townships, as well as the City of Jackson, each have more than 50 percent of their respective tax bases in commercial-industrial-utility valuation, Leoni has only 12 percent of the total valuation of such property in the four communities and Blackman 18 percent, while Jackson has 65 percent. The per capita valuation in the new city would be greater than the present per capita valuations in each of the three townships.

Land use projections for 1980 by the Regional Planning Commission indicate a substantial imbalance of projected land uses among the four units of government. Of the 16,682 acres of land allocated to open space and recreation uses 54 percent of the acreage will be in Leoni Township. The same will be true of agricultural acreage with 50 percent in Leoni Township and 42 percent in Blackman. This means that of all the acreage in Leoni Township, 60 percent will be devoted to open space and agricultural usage and only five percent used for commercial-industrial purposes. Thus, Leoni would be supporting the recreational-agricultural acreage for the area, but the commercial-industrial acreage would be primarily in Blackman and Jackson. Under these circumstances it seems evident that it will be difficult to achieve the most effective use of land for the entire Jackson community under four separate units of government. A consolidated city could achieve the most effective use of land without creating the imbalances in land use and tax base that would result in the individual units of local government. Additionally, the implementation of land use planning would be more readily accomplished through one political jurisdiction than through negotiations among four political jurisdictions.

## Economic Development

Finally, for whatever it is worth in inter-municipality competition, the consolidated city would be a city of over 100,000 persons and 124 square miles in area—the second largest city in area in Michigan and the 19th largest city in area in the United States.

The four units of government would not be competing with one another in their attempts at economic expansion. Development could be approached in an integrated manner for the benefit of the whole community. The consolidated city would have the land space, the population, the tax base and fiscal capacity, the general governmental and planning tools, and the municipal services to support economic expansion. Not all of these factors are present in any one of the present four units of government in the Jackson community.

## Adequate Service Base

Size alone—in population or area—is not necessarily a virtue. But in some instances it is recognized that size is important in determining whether a particular service can be supported adequately by the residents of a community. The United States Advisory Commission on Intergovernmental Relations provides some data relating population size to services in its report Performance of Urban Functions: Local and Area Wide, September, 1963. The report points out that a minimum library system should be supported by a population of no less than 100,000 persons. A health department requires a minimum population of 50,000 and the Advisory Commission recommends a minimum population of 50,000 to support a self-sufficient police department. None of the three townships individually has sufficient population to meet these population criteria recommended by the United States Advisory Commission on Intergovernmental Relations. The Advisory Commission also points out that economies of scale (unit cost of output decreases as output increases) can be achieved in providing certain services—police; libraries; public health; hospitals and medical care facilities; rubbish disposal, when incineration is used; and, water supply and sewage disposal.

## Results of Consolidation on Governmental Services and Costs

### General Government Services

The consolidation of the four units of government into a new city would result in improved and more economical general governmental services. General government for the entire area would be placed on a

full-time, professional basis. A professional manager or an elected chief executive, depending on the form of government chosen by the voters, would be responsible for the coordination of the activities of full-time professional department heads, engaged in both administrative and service functions. One legislative body would be responsible for formulating policy for the entire community. The judicial function would be integrated into one municipal court. Duplication of many offices would be eliminated with a savings of \$24,000 annually in general government costs.

### Public Safety Services

Consolidation would provide increased police protection through an increase in the number of men; through an extension of the patrol hours to 24 hours a day, seven days a week; and, through improved communications and other supporting services. Presently, police protection in each township is assigned to three separate units—township department, sheriff's department, and state police. The latter two agencies are responsible for servicing areas and populations much larger than just the three townships. On the basis of the present assignment of sheriff's deputies and state policemen the total number of police personnel in the three townships is 23 including township officers. Presently during certain hours, police protection in all three townships is provided by only two state police patrols and one sheriff's patrol, with both patrols having to cover an area greater than the three townships. It would require the addition of 36 officers to the present City of Jackson police force in order to provide the Jackson level of police protection throughout the consolidated city. All of the consolidated city would receive improved police services on a day-to-day basis and emergency protection would be strengthened greatly.

Fire protection services would be improved in the entire area upon consolidation through more effective use of present facilities. The fire service benefits of consolidation will be even greater in the future when it becomes necessary for the present township areas to add stations, equipment and personnel to service developing areas. Inasmuch as several of the present township fire stations are located close to one another or to a Jackson fire station, the mere relocation of present stations in a consolidated city would be sufficient to provide much of the additional fire protection that will be required in the future.

### Public Works—Streets

Consolidation would bring higher levels of street service to the present township areas. Cities, traditionally, provide paved streets with curbs

and gutters, and the paving is usually of a higher type than that found in areas outside of the city. The three townships have approximately twice as many miles of streets as the City of Jackson, but less was spent on township roads than on Jackson streets. The consolidated city would have available for expenditure for public works purposes about \$470,000 more than is now being spent in the four units. This would provide additional funds for street construction and maintenance, snow and ice control, forestry and other public works programs. Street lighting would be provided from the general fund in a consolidated city thus eliminating a separate charge to township residents.

Consolidation will also provide a revenue benefit to the residents of the new community. The additional street mileage which will be added to the city system would qualify the consolidated city for an additional \$375,000 in state-shared gasoline taxes. Total projected state aid for the consolidated city from gas and weight taxes would be about \$1,420,000.

The townships could incorporate as separate cities and receive state gas and weight taxes directly. However, the costs for providing street service would undoubtedly be much higher than by obtaining the service as part of a consolidated city. None of the townships has, at present, a nucleus upon which it could build an effective public works program.

#### Public Works—Water and Sewerage

Creation of a consolidated city providing a Jackson level of services would require extending the Jackson water system to the built-up areas of Blackman and Leoni Townships, which do not have water systems at the present time, and tying the present Summit Township water system into the consolidated city system. The provision of water services through a consolidated city water system would offer a number of advantages as compared to creating four separate systems. A consolidated system would provide economies in capital costs, engineering costs, and interest charges, advantages in building upon an already existing system, and economies in operation. Jackson water officials indicate that it costs \$134 per million gallons of water to operate Jackson's present system. Operation of additional facilities required to service the present waterless areas of a consolidated city would cost about \$50 per million gallons. However, additional capital facilities would be required. Only a comprehensive engineering study can indicate what total costs would be and the user charges that would be necessary to finance those costs.

A consolidated approach to the provision of a sewerage system to serve the Jackson community would have all of the advantages associated with a consolidated water system. Other considerations peculiar to the collection and treatment of sewage in the Jackson community make a consolidated approach highly attractive. The disposal of sewage requires a fairly steady and rapid flow of water to carry off the effluent. The Jackson area is characterized by innumerable lakes, streams, and wet areas serving as headwaters of several rivers, and by relatively flat topography. These factors stringently limit appropriate locations of sewage disposal plants. This factor aside, unless engineering studies indicate counterbalancing costs for collection mains and pumping stations, utilization of the excess capacity of the Jackson disposal plant plus the expenditure of \$500,000 for plant additions would cost substantially less than building separate sewage disposal plants.

The benefits of an area approach to the provision of water and sewer services could be gained through methods other than consolidation. The townships could purchase water and sewerage services from the city, if the latter were willing to provide these services on a contractual basis. There would, however, be three basic conditions attached to this procedure: (1) the townships would be dependent upon the city's willingness to provide such services; (2) such extension would have to be negotiated between the city and township officials, with the city always being in a dominant position; and, (3) the cost of the services, in terms of user charges, could be as much as double the city rate.

A second method would be through the creation of a water and/or sewer authority. This method would be dependent upon Jackson's willingness to turn its present facilities over to such an authority. The city would, in a sense, give up a presently operating system over which they exercise control to a new entity over which control would be more tenuous. Also, while Jackson would receive financial reimbursement for its facilities, it would lose the tangible and intangible benefits of direct ownership. Another disadvantage is that the creation of an authority would add a fifth governmental unit to the four units already providing services within the Jackson community.

### Parks and Recreation

Township residents now have access to park facilities and most of the recreation programs provided by the City of Jackson. The establishment of a consolidated city would eliminate the inequity created by the present system in which Jackson residents support a park and recreation system through their city and school district taxes, while non-residents of Jackson take advantage of the program but either pay no taxes or pay taxes only to support the Union School District contribu-



tion to the program. Consolidation would facilitate the development of park and recreational facilities and eliminate the inequities that might well develop through removal from the tax rolls of substantial park acreage in anyone of the townships.

That is in a balanced consolidated community adequate open spaces could be provided in appropriate locations without causing anyone of the present units of government to lose the tax base involved.

### Library Service

The consolidated city would provide definite advantages in terms of library services. While township residents are presently served by the county library, the library is physically located in the City of Jackson, near its northern boundary on North West Avenue. Summit and Leoni Townships provide the county library with building facilities in their respective areas and contribute to the cost of a librarian. A consolidated city would provide regular branches in each of the townships with more extensive services than are now being provided. This consolidated city library, on the basis of the estimated population of 107,000 persons, would qualify as a "library system" under the state library aid program. As a qualified library system, it could receive additional state aid and additional services provided by the state library to qualified systems. Consolidation would result, however, in a net reduction in the penal fine revenues of the county library.

### Health

The consolidated city health department would provide extensive health services to the present township areas, which are now served by the county sanitarian and nurse whose services must be shared with 16 other townships in the county. The consolidated city health department would provide the services of three sanitarians, public health investigators, and laboratory personnel, and nursing services would be provided to the residents outside of the Union School District. Additional revenues would be received under a newly enacted state-aid program to assist city health departments. If a county-wide health department is established as contemplated, the city health department would be eliminated.

### Hospital, Airport, Cemeteries

Consolidation would not alter the present arrangements for the provision of hospital, airport and cemetery services. The present equalization charges paid by non-residents for hospital services would be eliminated if the one mill special tax levy for Foote Hospital is continued in the charter.

## Expenditures and Revenues

Expenditures of the three townships and the City of Jackson totaled \$4.8 million in fiscal 1964-65, excluding public improvement and hospital fund expenditures. The total projected expenditures for the services to be provided by the consolidated city are \$6.1 million, an increase of \$1.3 million over the present expenditures of the four units. The comparative expenditures by major function in the consolidated city and in the present four units are shown below:

	Expenditures by Four Units <u>1964-65</u>	Projected Expenditures <u>Consolidated City</u>	<u>Increase</u>
General Government	\$ 573,000*	\$ 598,000	\$ 25,000
Protective Services	1,612,000*	1,770,000	158,000
Public Works	1,587,000*	2,481,000	894,000
Other Services	555,000	773,000	218,000
Fringe Benefits & Misc.	<u>431,000</u>	<u>464,000</u>	<u>33,000</u>
TOTAL	\$4,758,000*	\$6,086,000	\$1,328,000

\* Excludes monies spent by the state and county to provide local services such as, justice courts, streets, and police protection to township residents.

These projected expenditures would provide the Jackson level of municipal services throughout the entire community.

Present revenues of the four units of government and projected revenues of the consolidated city are as follows:

	<u>Four Units</u>	<u>Consolidated City</u>	<u>Increase</u>
Charges, fees, fines, & miscellaneous	\$1,229,000	\$1,470,000	\$241,000
State aid	1,575,000	2,448,000	873,000
Property tax	<u>1,913,000</u>	<u>2,168,000</u>	<u>255,000</u>
TOTAL	\$4,717,000	\$6,086,000	\$1,369,000

As shown in the comparison above, projected revenues of the consolidated city from non-property tax sources would increase by over \$1.1 million annually. With projected expenditures of \$6.1 million and projected non-property tax revenues of \$3.9 million, the consolidated city would need revenues from the property tax of \$2.2 million. Excluding revenues from delinquent property taxes and collection fees, the consolidated city would require a current property tax levy for operating purposes of \$2,031,000 or \$6.47 per \$1,000 of state equalized value.



If the voters of the consolidated city continued by charter provision the present Jackson special levies of one mill for Foote Hospital and two mills for capital improvements, the tax rate for all purposes in the consolidated city would total \$9.47 per \$1,000 of state equalized value.

Impact of Consolidation on the Taxpayer

The tax cost in the consolidated city to the individual taxpayer will be determined by two factors: the valuation of his property and the tax rate.

Property valuations in the present four units of government are at different levels of assessment in relation to true cash value. A residence with a true cash value (market value) of \$16,000 is now assessed at approximately the following amounts in the four communities:

<u>Unit</u>	<u>Assessed Value \$16.000 House</u>
Jackson	\$5,600
Blackman	3,830
Leoni	3,360
Summit	4,160

A complete reassessment of all property in the consolidated city would be necessary in order to obtain uniform assessments throughout the consolidated city. Such a reassessment would:

1. provide an equitable allocation of the tax burden among all property in the city;
2. prevent the disruption of school district finances that might result from the mathematical process used in pro-rating the state equalized value of an assessing jurisdiction (the city) among taxing jurisdictions within the city (school districts); and,
3. conform to the constitutional and statutory requirement that all property in the state be assessed uniformly at 50 percent of true cash value after January 1, 1966.

If the consolidated city assesses property uniformly at 50 percent of its true cash value and imposes a tax rate of \$6.47 for operating purposes, \$2.00 for public improvements, and \$1.00 for Foote Hospital, a house with a current market value of \$16,000 will pay \$76 per year in taxes

(\$8,000 valuation times \$9.47 rate). The following table compares the present tax rate in the City of Jackson and the three townships with the rate in the consolidated city.

	Present (Local Assessed)			Consolidated City		
	<u>Valuation</u>	X <u>Rate</u>	= <u>Tax</u>	<u>Valuation</u>	X <u>Rate</u>	= <u>Tax</u>
Jackson	\$5,600	\$17.40	\$97.00	\$8,000	\$9.47	\$76.00
Blackman	3,830	2.11	8.00	8,000	9.47	76.00
Leoni	3,360	6.02	20.00	8,000	9.47	76.00
Summit	4,160	1.96	8.00	8,000	9.47	76.00

The fact that taxes in the consolidated city would be higher than present taxes in the townships is due to the fact that residents in the township areas would be receiving the Jackson level of municipal services. The decrease in taxes in the City of Jackson is attributable to the fact that the provision of the Jackson level of services throughout the entire community would result in economies of scale and thus a lower tax rate than is now required in the present City of Jackson.

If the three townships were to join together to provide the Jackson level of services the same \$16,000 house would have to pay \$170 a year in municipal property taxes instead of the \$76 in the consolidated city. This difference is accounted for by the fact that the creation of two units of municipal government to serve the Jackson community would increase overhead costs substantially; would result in the loss of economies of scale; and would preclude the township areas from sharing in the higher per capita tax base in the City of Jackson. Thus, if all of the residents of the Jackson community want a level of municipal service comparable to that now provided by the City of Jackson, this level could be provided throughout the entire community by a consolidated city at substantially less tax cost to the residents of both the township and city areas than would be possible if two separate municipalities were providing the services.

## Part I

### THE JACKSON COMMUNITY – ITS PEOPLE

The Jackson community, defined in this study as the City of Jackson and the townships of Blackman, Leoni, and Summit, traces its development from 1829, when Horace Blackman and the first pioneers settled around a fordable place on the Grand River. In the year 1830, the first land was plotted and the Village of Jacksonburg was established as the county seat. From this beginning, Jackson soon began to blossom as the business center for the county. Not long after the first railroad entered the city in 1842, terminal facilities were established in Jackson, with railroad lines penetrating the area from several points.

Rail repair facilities and maintenance shops accompanied the establishment of the terminal facilities. Jackson, located 75 miles west of Detroit and 200 miles east of Chicago, has a relatively flat topography. The area is checkered by numerous lakes, swamps, and muck and peat areas. From these water bodies flow numerous streams in all directions, most of them characterized by small water flows. This area is drained by the Grand and Kalamazoo rivers, which eventually empty into Lake Michigan and by the headwaters of the Raisin and Huron rivers, which flow into Lake Erie.

According to the 1960 Census of Population, a total of 96,311 persons resided in the Jackson community. Data in Table 1 show that of this total number residing in the four-unit area, slightly more than half—52.7 percent lived in the City of Jackson. In 1965, according to the population estimates provided by the regional planning commission and the Jackson city planning commission, Jackson's population represents slightly less than half—47.4 percent of the area's total population. Not only did Jackson's proportion of the area's total population decline but, during that same period, the city incurred a decline of 2/10ths of one percent in its own population. This follows a similar decline of 7/10ths of one percent from 1950 to 1960, as shown in Table 1.

Table 1

Population Data – Jackson Study Area  
1950-1965

Unit	Area Square Miles	1950		1960		1965			
		Total	Percent of Study Area	Total	Percent of Study Area	Total	Percent of Study Area	Percent Change 1960-65	Density Persons per Sq. Mile
Blackman	31.50	12,903	15.6%	16,060	16.7%	17,628	16.5%	98.0%	560
Leoni	52.00	8,468	10.2%	11,430	11.9%	13,487	12.6%	18.0%	259
Summit	29.75	10,215	12.4%	18,101	18.8%	24,979	23.4%	38.0%	840
Jackson	10.75	51,088	61.8%	50,720	52.7%	50,625	47.4%	0.2%	4,709
Total	124.00	82,674	100.0%	96,311	100.0%	106,719	100.0%	10.8%	861

Source: Population data for 1950 and 1960 is from U. S. Bureau of Census; 1965 figures are estimates provided by the Jackson Metropolitan Area Regional Planning Commission for the Townships and by the Jackson Planning Commission for the City of Jackson.

Of the four units of government in the Jackson Community, Summit Township is exhibiting the greatest rate of growth. In the period from 1950 to 1960 Summit Township's population increased from 10,215 persons to 18,101 persons, an increase of 77.2 percent. The last five years, 1960-65, have been ones of continued growth for Summit Township, with an estimated increase in population of 38 percent. Both Leoni and Blackman townships are also exhibiting growth patterns in their population as may be seen by reference to Table 1.

Jackson has always been the population center of the county. Of the 131,994 persons in Jackson County, as enumerated by the 1960 census, 73 percent resided in the four units of government under examination in this study. Jackson County population increased by 24,069 persons from 1950 to 1960. The population increase for the Jackson community in this same period of time was 13,637 persons. Hence, more than half—56.7 percent of the county's population growth occurred in the Jackson community. The data in Table 2 also show that Jackson County has 16,023 persons—57.6 percent of the total—classified as urban residents in 1960. All these 76,023 persons in the county classified as urban resided in the Jackson community.

Table 2

Urban-Rural Population  
Jackson Community

<u>Unit</u>	<u>Total</u>	<u>1960 Population</u>		<u>Percent Urban</u>
		<u>Urban</u>	<u>Rural</u>	
Jackson County	131,994	76,023	55,971	57.6%
Jackson Study Area	96,311	76,023	20,288	78.9%
Blackman	16,060	6,548	9,512	41.0%
Leoni,	11,430	6,101	5,329	53.0%
Summit	18,101	12,654	5,447	70.0%
Jackson	50,720	50,720	—	100.0%

Source: U. S. Bureau of Census Reports.

As may be seen from the figures in Table 2, Blackman Township is the least urbanized and Summit Township is the most urbanized of the three townships. However, as a result of the large, uninhabitable muck and peat areas existing in Leoni Township and the fact that its size is equivalent to one and one-half survey townships,

Leoni Township has the lowest density of the three townships. Jackson, of course, is the mostly highly urbanized of the four units of government. With its population concentrated in 10.75 square miles, it has the highest density—4,709 persons per square mile in 1965.

Another indication of the central role played by the Jackson Study Area in Jackson County is the concentration of the non-agricultural labor force in this area. In all but the construction category, the Jackson Urbanized Area—which is not completely coterminous with the four units of this study—has more than half of the county labor force, as is shown by the data in Table 3.

Table 3

Jackson Labor Force

	<u>County</u>		<u>Urbanized</u>		<u>City</u>	
	<u>Number</u>	<u>Percent of County</u>	<u>Number</u>	<u>Percent of County</u>	<u>Number</u>	<u>Percent of County</u>
Total Labor Force	48,915	100.0%	28,408	58.1%	20,458	41.8%
Total Employed	45,798	100.0%	26,463	57.8%	18,874	41.2%
Agriculture	1,695	100.0%	—	—	—	—
Manufacturing	16,256	100.0%	8,860	54.5%	5,865	36.1%
Construction	1,924	100.0%	870	45.2%	577	30.0%
Transportation, Communication & Utilities	4,276	100.0%	2,713	63.4%	1,919	44.9%
Wholesale & Retail Trade	8,324	100.0%	5,228	62.8%	3,714	44.6%
Finance, Insurance & Real Estate	1,282	100.0%	829	64.7%	614	47.9%
Education & Government	3,874	100.0%	2,218	57.3%	1,658	42.8%

Source: County and City Data Book, 1962.

The regional planning commission reported in its Land Use Plan for a Greater Jackson Metropolitan Area, that of 158 industrial plants in the county, 147 of them were located in the Metropolitan Area, the definition of which includes the study area of this report and a portion of Napoleon Township. It is estimated in that same report that 80 percent of the non-manufacturing firms in the county may be found in the Metropolitan Area.

Consolidation of the four communities would create a new community with a population of over 100,000 persons and an area of 124 square miles. The entire urban population of Jackson County as well as slightly more than one-half its labor force would be located in this new community. From the point of view of area, the consolidated city would be the nineteenth largest city in the United States and the second largest city in the State of Michigan. More importantly, though, it would place the human and economic resources of the area in one community, eliminating the intra-area competition for these resources. Consolidation would unify the community and permit it to direct its competitive energies outward towards other cities of the state and nation.

## PART II

### THE JACKSON COMMUNITY—ITS GOVERNMENT

At the present time there are four units of local government providing governmental services to the more than 100,000 persons residing in the 124 square miles that make up the Jackson Community. The present City of Jackson services almost one-half of the population of the Jackson Community, but less than 10 percent of the land area. The township governments of Blackman, Leoni, and Summit Townships together serve slightly over half of the population and more than 90 percent of the land area in the Jackson Community. In addition, some general local government services are provided in the Jackson Community by the Jackson County Government. Eight school districts provide educational services to the residents of the area and the State of Michigan provides some services that are traditionally considered local government responsibilities. The main focus of this study is on the services provided to the residents of the area by the City and three townships. The services provided by the county, the school districts and the state are considered only when the specific services provide supplement or supplant services normally provided by the general local units of government—the city and townships.

The present City of Jackson provides a broad range of services to its residents—the city provides most if not all of the municipal services normally provided by cities in Michigan to meet the needs of an urban population. The government of the City of Jackson was established by the people of Jackson when they drafted and adopted a home rule charter establishing the form, structure and powers of their city government. The government established by the charter was a council manager form of government, with legislative powers vested in the council and the responsibility for the administration of city affairs vested in a city manager appointed by and responsible to the city commission. In addition to the commission, the voters also elect a mayor who also serves on the city commission, and a city treasurer.

In adopting the charter the people gave the city council a broad grant of powers. Pursuant to charter provisions and city ordinances, the City of Jackson has established some 20 departments of government to provide services to the residents of the city. The city has 400 full-time employees and spends about \$4,000,000 a year.



There are significant differences between the government established by the people to serve that part of the Jackson Community lying within the boundaries of the present City of Jackson, and the three township governments which are responsible for providing local government services to the residents of the Jackson Community living outside the present City of Jackson. The three townships operate under the typical form of township government provided in the Constitution and statutes of the State of Michigan and the people of the townships do not have the home rule powers of local self-government that are available to residents of a city. The townships operate under a supervisor-board of trustees form of government, wherein the voters in each township elect a supervisor, a clerk, and a treasurer, who have administrative responsibilities, and these three officials together with four elected trustees serve as the townships board in which is vested the legislative powers of the township. Townships, however, have substantially less legislative power to provide services and perform functions than do cities. Those powers which townships do have are restricted. Thus, the three townships serving the Jackson Community do not provide the full range of services normally provided in urban communities. These three townships together have 69 full-time employees and spend about three quarters of a million dollars annually in providing services.

The following portions of this report analyze the levels and costs of services now provided by the four units of government serving the Jackson Community and project the cost of providing the City of Jackson level of urban service throughout the entire Community by a single unit of government.

## Chapter 1

### GENERAL GOVERNMENT

All four units of government in the Jackson Community perform general governmental functions—legislative, executive-administrative, and judicial. These general functions do not provide, generally speaking, a direct service to the citizens, but rather are the essential overhead operations of a governmental unit.

#### Legislative Bodies in the Present Four Units of Government

In the city of Jackson the legislative functions are performed by the city commission, while in the three townships the township boards are the legislative bodies.

The township board in each of the three townships is composed of the supervisor, clerk, treasurer and four elected trustees. The supervisor, clerk and treasurer are elected administrative officers of the township as well as members of the township board. Responsibility for developing township policy is vested in the township board. Compensation varies for board members, trustees being paid a basic fee for each meeting and the three elected township officers receiving a salary for their administrative duties. Board meeting costs on an annual basis for each of the townships amounted to \$2,410 in Blackman, \$2,355 in Leoni, and \$4,058 in Summit; a total of \$8,823 in the three townships.

In Jackson the city commission has nine commissioners, eight of whom are nominated by wards, but elected at large, and a mayor, nominated and elected at large. For the last fiscal year, the expenditures for the commission's activities, including the mayor's office, amounted to \$6,505. Of this amount \$5,479 represents the expenditure for salaries

An examination of Table 4 shows the comparative information on legislative bodies for the city and the three townships. On a per capita basis, there is one commissioner, excluding the mayor, for every 6,300 persons in the city of Jackson. When the mayor is included there is one representative for every 5,600 persons. In the townships, the representation on the seven member township boards averages one township board member for every 2,671 persons.

Table 4

Legislative Bodies — Jackson Community

	<u>Number on Body</u>	<u>Expenditures 1964-1965</u>	<u>Population per Representative</u>	
Blackman	7 <sup>a</sup>	\$2,410 <sup>c</sup>	2,518 <sup>a</sup>	4,407 <sup>c</sup>
Leoni	7 <sup>a</sup>	\$2,355 <sup>c</sup>	1,927 <sup>a</sup>	3,372 <sup>c</sup>
Summit	7 <sup>a</sup>	\$4,058 <sup>c</sup>	3,568 <sup>a</sup>	6,245 <sup>c</sup>
Sub-Total, Three Townships	21	\$8,823 <sup>c</sup>	2,671 <sup>a</sup>	4,675 <sup>c</sup>
Jackson	9 <sup>b</sup>	\$6,505	5,600 <sup>b</sup>	6,300 <sup>d</sup>

<sup>a</sup> Includes supervisor, clerk, and treasurer.

<sup>b</sup> Includes mayor.

<sup>c</sup> Excludes supervisor, clerk, and treasurer.

<sup>d</sup> Excludes mayor.

### Legislative Body in a Consolidated City

The number of members of the legislative body in a consolidated city and their manner of selection would, of course, be determined in the new charter of a consolidated City. At the present time there are 30 members of the four legislative bodies serving the Jackson community. If representation in the consolidated city were based on the present ratio of representation in the City of Jackson of one commissioner for each 6,300 people (plus the mayor), the commission in a consolidated city would have 17 members plus the mayor. In Michigan, the size of city councils or commissions in 17 cities over 50,000 in population ranges from seven to ten members.

For purposes of projecting costs, expenditures for the legislative body in a consolidated city are estimated at about the same level as present expenditures in the four units of government—\$15,000 annually

### Executive Administrative Functions

In all four units of government within the Jackson community there are officials and employees who are responsible for providing executive-administrative leadership and supervision of the operations of their respective governments and there are a number of other officials and employees who are responsible for performing general administrative functions. Included in this general administrative category are the functions of such offices as the city manager and township supervisors, the clerks, the treasurers, the assessors, the attorneys, the operation of public buildings, planning, personnel, purchasing and miscellaneous overhead and housekeeping functions. The functions now performed by these officials in the city and three townships would also have to be performed in a consolidated city. The following section of this report discusses the services performed and the costs involved in each of these general government offices at the present time and in a consolidated city

### Executive-Administrative Direction—Present

The general administrative responsibility for running the townships rests with the supervisors. The supervisors may be vested with other specific roles such as township assessor and township sanitarian. The latter activity, if it is carried out by the supervisor, is mainly performed in conjunction with the county sanitarian and is mostly concerned with water and septic tank problems. As township assessor, the supervisor may also employ an assistant to aid him in performing this function.

The expenses of operating the supervisors offices, exclusive of clerical costs which are included for purposes of this report under the "Clerk and Treasurer" category were as follows: Blackman—\$8,077; Leoni—\$8,000; and, Summit—\$8,000; a total of \$24,077 in the three townships.

In the City of Jackson executive authority is vested in the mayor, who also serves as a voting member of the city commission. The administrative head of the Jackson city government is the manager, who is appointed by and responsible to the city commission.

The manager is responsible for the supervision of the city agencies providing services to Jackson's residents. For this task he has the assistance of one professional aide and one secretary. In the last fiscal year, the cost of running the city manager's office amounted to \$21,095, of which \$20,466 was for salaries.

#### Executive-Administrative Direction—A Consolidated City

In a consolidated city executive-administrative direction would also have to be provided, but it would not duplicate the present officials and employees in the four units of government. The form of government provided for in the new charter of the consolidated city would determine the type of executive-administrative direction, whether by a strong full-time mayor, or by a part-time mayor and full-time professional manager. For purposes of projecting costs for executive-administrative direction, the specific form of government in the consolidated city will not be a major factor.

Presently, the manager's office in the City of Jackson operates with one professional assistant and one secretary to assist the manager, the cost of which was \$21,095 for 1964-65 fiscal year. An additional assistant would be necessary to handle the activities of a consolidated city. The cost of such an assistant is to be about \$7,000 per annum. Additional equipment and supplies would also be required, but the total operation of the office—manager, two assistants, and one secretary would not exceed \$33,000. This sum would be less than the present cost—\$45,172 of running the manager's office and the three supervisors' offices and professional managerial services would be provided.

#### Clerk and Treasurer—Present

There are at present a total of four elected clerks and four elected treasurers in the four units of government serving the Jackson community. For purposes of this report the clerks and treasurers are discussed together because the clerical costs of the township clerks' and treasurers' offices cannot be identified separately inasmuch as each of the townships use a clerical pool.

The Jackson city clerk in addition to performing the traditional functions of city clerk and the election function also handles accounting, budgetary, and cemetery administration functions for the city of Jackson. This office has 12 employees and expended \$91,641 in fiscal 1965. Of this amount, \$8,856 was for cemetery supervision; \$33,510 for accounting purposes, \$32,838 for the traditional city clerk's functions, and \$16,436 for election purposes.

Jackson's city treasurer is responsible for the mailing of tax bills and the collecting of the taxes levied on the citizens of Jackson. The tax bills themselves are prepared by the county tax roll department at a cost to the city of \$900 per year. Nine persons are engaged in performing the activities of the treasurer's office. Six of these persons, four professional and two non-professional, are in the treasurer's division. Two professional and one non-professional employee are assigned to the water division and are responsible for the collection of 60,000 water bills annually. In the last fiscal year, the treasurer's office expended a total of \$40,699 for the activities under its responsibility. Thus, in the City of Jackson the combined cost of the clerk's office and the treasurer's office is about \$132,340 annually.

The clerks in the three townships serve as secretary of the township board, conduct elections, record financial transactions of the townships and perform a variety of other duties. The annual expenditures of the clerks' offices, excluding election expense and clerical help, is as follows: Blackman—\$5,048; Leoni—\$5,000; Summit—\$6,000; or, a total of \$16,048.

Election expenditures of the townships are reported separately from the expenditures of the clerks' office. These expenditures totaled \$16,032 as shown in Table 5 below. The table also shows the number of precincts, voting machines, and registered voters in each of the four units of government.

Table 5

Election Expenditures—Fiscal 1964-65 —Jackson Community

<u>Unit</u>	<u>Number of</u>		<u>Number of</u>		<u>Expenditures</u>	
	<u>Precincts</u>	<u>Machines</u>	<u>Registered Voters</u>	<u>Total</u>	<u>per Registered Voter</u>	<u>per Resident</u>
Blackman	6	12	4,939	\$ 3,669	\$ 0.74	\$ 0.21
Leoni	6	12	5,150	3,139	0.61	0.23
Summit	10	27	10,308	9,225	0.89	0.37
Sub-Total, Three Townships	26	51	20,397	16,032	0.78	0.29
Jackson	24	48	20,876	16,436	0.79	0.32

Treasurer's expenditures for each of the three townships mainly involved the salaries of the township treasurer's. In Blackman, Leoni, and Summit Townships, for the 1964-65 fiscal period, this amounted to \$4,944, \$5,000, and \$6,000 respectively, a total of \$15,944.

In addition to the expenditure by the three townships of \$16,048 for the clerks' office and \$15,944 for the treasurers' office, all three townships expended funds for clerical help for the various township officials. These clerical expenditures were \$6,916 in Blackman, \$5,483 in Leoni and \$17,187 in Summit, or a total of \$29,586. While some portion of this expense is properly allocable to other township administrative functions, such figures are not available and for purposes of this study the total clerical expense is shown with the clerks' and treasurers' expenditures.

Thus, the combined expenditures for the four units of government for the clerks' and treasurers' functions (including election and clerical) totaled \$209,941.

#### Clerk-Treasurer—A Consolidated City

The basic functions now performed by the four clerks' and four treasurers' offices in the Jackson community would have to continue to be performed in a consolidated city, but there would be only one clerk's office and one treasurer's office. The municipal home rule act requires that each city include in its charter provision for the appointment or election of a clerk and a treasurer, although the duties of these offices may be combined with another office. Thus, the charter for a consolidated city would determine the organization for the clerk and treasurer functions.

The expenditures for the four clerks' and four treasurers' offices now total \$209,941 annually. It is believed that these functions can be carried out for \$191,000 in a consolidated city. The clerk's office would expend \$126,000 and the treasurer's office \$65,000 of this total. For the clerk, this would permit the addition of clerical employees and one professional assistant to perform the functions of the consolidated clerk's office. The total activity of the treasurer's office of the consolidated city would not be any more than the total of what is now being performed by each of the units separately. Thus, a projected expenditure of \$65,000 would permit the addition of about five more employees to handle the workload now carried by the Jackson Treasurer's office and the treasurers of the three townships.

#### Assessing—Present

All four units of government in the Jackson Community perform the assessing function. In the three townships the basic responsibility for this function is lodged in the supervisor, but in Leoni and Summit Township, the supervisors have assistance in

performing the assessing function. The expenditures for this function amounted to \$789 in Leoni Township for a part-time assistant to the supervisor and to \$9,468 in Summit Township, while in Blackman Township the assessing function was performed by the supervisor. Expenditures for operating Jackson's assessing office amounted to \$31,701 in the 1964-65 fiscal year. This office operated with a total of four and one-half employees—two and one-half professional and two non-professional. The total costs of assessing in the four communities is \$41,958 annually.

#### Assessing—Consolidated City

Consolidation would require a reassessment of all properties within the consolidated city in order to equalize the assessments on individual parcels of property. Furthermore, assessment of all property at 50 percent of true cash value is now required by P.A. 409 of 1965. The cost of reassessment would be an extraordinary expenditure which would not recur in the succeeding years. Therefore, no special funds are projected for this activity. It is assumed that in the actual establishment of the consolidated city, expenditures projected for other activities would not necessarily occur immediately because of the time necessary to hire additional employees and to purchase necessary equipment and supplies and some portion of these funds could be used for the reassessment.

For the routine assessing function of the consolidated city, a total of nine employees—five professional and four non-professional—is projected. The projected expenditures would amount to \$64,000. This would provide a professional caliber of assessing services throughout the entire community.

#### Legal Services—Present

All four units of government in the Jackson community have legal services available for their governmental officials. None of the three townships maintains a legal department as such; instead they depend upon private attorneys or legal firms for legal service. Both Blackman and Summit Townships retain a legal firm, requiring the attorney to be present at all township board meetings. Leoni Township requests the presence of the township attorney at board meetings only when his presence is necessary. Legal fees paid by each of the townships for 1965 fiscal period amounted to \$2,136 for Blackman Township; \$2,700 for Leoni Township; and \$6,527 for Summit Township; a total for all three townships of \$11,363. Jackson expended a total of \$18,642 for a full-time legal, staff of one attorney and one secretary.

#### Legal Services—Consolidated City

Present expenditures for legal services for the four units of government amount to \$30,000, an amount sufficient provide full-time legal services in a consolidated city.



## Planning—Present

The City of Jackson has a planning department of eight full-time and two part-time employees. Of the eight full-time employees, five are professionally trained planners and three are non-professional clerical and stenographic employees. The department is authorized to fill a sixth professional planning position, which was vacant when these data were compiled. In addition to its regular employees, the department calls upon outside consultants for special services and studies. The planning director is responsible for the administration of the agency, while a ten member planning commission gives policy direction to the department. The commission was created in 1947 and replaced a zoning commission established in 1920. The original Jackson master plan was prepared in 1920. The present Jackson master plan was adopted by the city commission in December 1963. Jackson also has an official map—or master street plan which was last amended in 1965, and a six-year comprehensive capital program and capital budget. The capital program set forth in the capital budget is financed through a two-mill tax levy earmarked for the public improvement fund.

Administration of Jackson's zoning ordinance is the responsibility of the city planning commission. Thirteen separate zoning classifications are defined by the ordinance—five residential, two industrial, and six business. The present zoning ordinance was adopted in 1961, replacing the previous ordinance which had been in effect since 1920.

The operating costs of the planning commission are financed from the general fund of the city and amount to \$54,875, excluding consulting fees. In addition to having its own planning department, Jackson participates in the support of the Jackson Metropolitan Area Regional Planning Commission as do the three townships. The city makes a \$6,000 cash contribution and provides the regional planning commission with office space in the city hall. Since the townships have no individual planning agencies, they rely on the regional planning commission for advice, primarily on matters of zoning, plats and subdivisions. None of the townships has an overall development plan for orderly growth.

The area Land Use Plan recently issued by the Regional Planning Commission may serve as a general guide for the townships, but it does not provide the detailed analysis or projections that could make it serve as an official plan for each of the units.

Zoning ordinances exist in all three townships, Blackman having had such an ordinance since 1935. Blackman's present ordinance was adopted in 1964. Leoni and Summit Townships have both had their zoning laws in effect since 1956. Blackman's zoning ordinance provides for eight classifications—four residential classes, three business classes, and one agricultural class. Eleven classes of use are defined by the Leoni zoning law—five residential, including an agricultural residen-



tial class, four business categories, an industrial class, and an open land-recreational class. The present zoning ordinance of Summit Township provides for nine different classes—four residential, including a residential farms class, one commercial class, two industrial classes, an agricultural class, and a planned building group class.

Subdividers' plats must receive the approval of the township boards in each of the townships. All three units depend upon the regional planning commission for its advice on the plats submitted, and the boards usually follow the recommendations of the commission. In Jackson the city planning commission is responsible for approving all plats.

Expenditures for planning in the three townships total \$7,500. This together with the \$54,875 spent for operating the Jackson City planning department and Jackson's \$6,000 contribution to the regional planning commission, results in a total expenditure for planning in the four units of government of \$68,375.

#### Planning—Consolidated City

Planning in the Jackson community is presently conducted on both a metropolitan-area basis and on a city basis. A total of \$68,000 is being spent by the city and the townships. Data provided by the Jackson planning department indicate that the present planning staff now operating in the community would be sufficient in a consolidated city. Thus, the projected expenditure for planning is the present expenditure of \$68,000.

The planning studies of the regional planning commission are done on a broad scale and are purely advisory in nature due to the legal status of and limitations on the commission. While Jackson city planning is more intensive its direct implementation is limited to a small segment of the Jackson community.

Consolidation of the four units of government would have several major results in terms of effective planning. For example, one planning agency would be responsible for developing both overall and detailed plans for orderly development for the community which is now socially and economically unified but politically fragmented. Furthermore, a unified government would exist to implement the plans.

There is considerable evidence that the long term growth and prosperity of a community depends to a considerable extent on effective planning of land use and physical facilities. With good planning, resource allocation is more effective and costly errors can be avoided.

#### Personnel and Purchasing—Present

The City of Jackson utilizes a civil service system for the operation of its personnel program. A three-man commission, the members of which are appointed for three-

year terms by the city commission, is responsible for the administration of the civil service system. The personnel director, also appointed by the city commission, acts as secretary of the civil service commission. Presently, the City of Jackson has 381 positions in 157 classifications under civil service out of a total of about 400 full-time employees.

Three employees carry on the activities of the Jackson personnel department. These same employees are also charged with the purchasing responsibility for the city. During the last fiscal year, the combined functions of personnel and purchasing required an expenditure of \$21,415.

Hiring in the three townships in the Jackson Community is not as formalized as it is in Jackson. Township employees are hired by the respective officials on the basis of individual knowledge and interviews. The three townships have 69 full-time employees. The number of full-time employees and the total payroll for Jackson and for each of the townships is shown in Table 6. Per capita expenditures for salaries and wages in Jackson exceed the per capita expenditures in each of the townships by seven to ten times. The higher per capita expenditure for salaries and wages in Jackson arises from the relatively greater number of employees required to provide the Jackson level of services and a generally higher level of wages.

In the three townships all purchasing functions are performed by the general administrative officers.

Since the three townships do not report any identifiable expenditures for personnel administration or purchasing the total expenditure in the four communities is considered to be the same as that in the City of Jackson (\$21,415) for the purpose of this report.

Table 6

Employee and Payroll—Jackson Community

<u>Unit</u>	<u>Number of Full-time Employees</u>	<u>Total Salaries &amp; Wages</u>	<u>Salaries &amp; Wages Per Capita</u>
Blackman	21	\$ 103,640	\$ 5.88
Leoni	20	111,936	8.30
Summit	28	<u>144,390</u>	5.78
Sub-Total, Three Townships	69	\$ 359,966	\$ 6.42
Jackson	400 <sup>a</sup>	<u>2,737,019</u>	54.16
TOTAL	—	\$ 3,096,985	\$ 29.02

<sup>a</sup> An average for last two years.

### Personnel and Purchasing—A Consolidated City

A consolidated city would have, as Jackson now has, a personnel function. Presently this activity is carried on jointly with the purchasing activity. The personnel-purchasing function could be carried on in the consolidated city for \$36,000, some \$15,000 more than the identifiable present expenditure. It is assumed that the two functions would be separated into two separate units.

### Building Operations—Present

All four units of government have a major public building, a township or a city hall as the case may be, in which to carry out the public's business. The other buildings in the townships are mostly fire stations, but in Jackson there are separate buildings which house the police department, water department, engineering and public works department, and sewage treatment department. Both the Blackman and Leoni township halls were recently constructed in 1961 and 1963 respectively. The former has 4,100 square feet of floor space and includes two meeting halls, and the latter has 2,920 square feet of floor space. Summit Township constructed its township hall in 1952, and it purchased an adjacent home for additional offices in 1964-65. Jackson utilizes a renovated school building for a city hall. It has 48,370 square feet of space. Expenditures for maintenance of the three township halls total \$17,300 while maintenance of the Jackson city hall costs \$36,212. Jackson also spent about \$28,000 for the city hall communication system (switchboard, telephones, etc.). Total costs for building operation of the city and township halls in the four units were \$81,512.

### Building Operations—Consolidated City

The present city hall of Jackson would not be adequate in size to house the personnel handling the affairs of the new consolidated city government. Approximately 23 additional employees would have to be added to the present Jackson staff for general administration and judicial functions. These employees have to be housed in office quarters; thus, a consolidated city would have to have a different arrangement of offices than presently is the situation. The exact projections of office facilities could not be determined at this point. However, it seems logical to assume that the cost of building management would not exceed the present costs of the city and three townships. Suggestions have been made that the township halls continue to be used for various functions of general government as well as some of the service functions. The present location of these halls may not make them feasible as sub-centers of government. In any event, it would seem that the cost of additional office space for city agencies would not exceed present costs of \$81,000.

All Executive-Administrative Functions—Summary

The executive-administrative functions now performed in the four units of government in the Jackson community by the city manager and township supervisors, the clerks, the treasurers, the assessors, the attorneys, and the planning, personnel, purchasing, and building operations employees would continue to be performed in a consolidated city. However, it would not be necessary in a consolidated city to have four sets of officials performing these functions. Savings would be realized in several functional areas if a single unit of government performed these functions throughout the entire Jackson community. In other functional areas the introduction of new services such as civil service and city planning to part of the community and the professionalization of others such as assessing and purchasing would involve increases.

Table 7 below shows the present cost for the various executive-administrative functions in the four units of government and the projected costs in the consolidated city. As can be seen from the table the overall executive-administrative costs in the consolidated city are estimated to be \$15,000 less than at present.

Table 7

<u>Functions</u>	<u>Three Townships</u>	<u>City of Jackson</u>	<u>Total Present Costs</u>	<u>Cost in the Consolidated City</u>
Executive-Administrative Direction	\$24,077	\$ 21,095	\$ 45,172	\$33,000
Clerk and Treasurer	77,601	132,340	209,941	191,000
Assessing	10,257	31,701	41,958	64,000
Legal Services	11,363	18,642	30,005	30,000
Planning	7,500	60,875	68,375	68,000
Personnel and Purchasing	21,415	21,415	36,000	
Building Operations	17,300	64,212	81,512	81,000
Miscellaneous	<u>20,002</u>	<u>—</u>	<u>20,002</u>	<u>—</u>
Total Executive-Administrative	\$168,100	\$ 350,280	\$518,380	\$ 503,000

### Judicial Functions in the Four Units of Government

Judicial activities in the Jackson Study Area are carried on by a municipal court in the City of Jackson and by justices of the peace in the three townships. Jackson's municipal court has a full-time judge and a part-time associate judge, both elected for six-year terms. To assist the judges in the performance of their duties, there is a court staff composed of the clerk of the court and four other employees. In the last fiscal year, Jackson's municipal court processed a total of 2,672 civil cases and 1,818-criminal cases, of which approximately 500 were trials brought to a conclusion.

The Jackson Municipal Court expenditures for the 1964-65 fiscal year were \$39,542. During the same period the municipal court collected a total of \$49,355 in fees and fines which were remitted to the city's general fund. Of this amount, \$10,151 represents receipts from the traffic fines levied by the judges and \$7,660 represents receipts from fines levied upon persons charged with violating other city ordinances. Civil fees collected by the court totaled \$31,544. In addition to these fees and fines, the court collected a total of \$5,038, which was turned over to the county treasurer. The traffic fines levied and collected by the court are in addition to the \$131,000 in fines collected by the police traffic bureau where citizens may pay fines on traffic tickets which they do not wish to contest.

While each of the three townships is entitled to two justices of the peace, not all of the justice positions are filled at this writing. The justices are not equally active and do not all handle the same types of cases. According to information provided by the Jackson County Controller's office, in the last calendar year the justices of peace of the three townships collected \$123,000 in fines and \$50,000 in justice court costs. Bonds forfeited by defendants amounted to another \$6,700. Reimbursement of the justices, through fees, amounted to \$48,700. Based on this total the average payment per active justice is considerably in excess of \$8,000. The salary of the municipal judge in Jackson is \$8,500 per annum. On a per capita basis, the fee reimbursements to the justices alone amounts to \$.87 per person in the three townships. In Jackson, expenditures for running the municipal court are \$.72 per capita. The present cost of operating the municipal court and paying the justices' fees, is \$88,242.

### Judicial Functions in a Consolidated City

A consolidated city would require two and one-half justices and a staff of nine at a total of \$80,000, compared to the present expenditures of \$88,000. The consolidated city could be expected to receive more revenues than now received by the Jackson City court. These additional revenues would amount to \$173,000—\$50,000 in costs and fees, and \$123,000 in fines.

## GENERAL GOVERNMENT—SUMMARY

All four units of government serving the Jackson Community now perform basic functions of general government—legislative, executive-administrative and judicial—and these basic functions would continue to be performed in a consolidated city. A summary of the present expenditures for these functions in the four units of government and the projected costs in a consolidated city are shown in Table 8 below.

Table 8

### Present and Projected Costs of General Government Functions

	<u>Three Townships</u>	<u>Present Costs City of Jackson</u>	<u>Total Four Units</u>	<u>Cost in a Consolidated City</u>
Legislative	\$8,823	\$6,505	\$15,328	\$15,000
Executive- Administrative	168,100	350,280	518,380	503,000
Judicial	<u>48,700</u>	<u>39,542</u>	<u>88,242</u>	<u>80,000</u>
Total General Government	225,623	396,327	621,950	598,000

The projected overall general government costs would be \$24,000 lower in a consolidated city than present costs in the four units of government. There would be significant savings in certain areas through eliminating duplication of offices, but in other functions expenditures would increase as a result of adding additional professional personnel in order to extend the present Jackson level of services throughout the entire community.

The form and structure of government in a consolidated city would, of course, be a matter for the charter commission and ultimately the voters to decide. Under the Michigan Municipal Home Rule Act, the people of a community have substantial home rule power to determine the form of organization of a municipal government. The Home Rule Act also gives the voters of a municipality broad discretion in determining what municipal services shall be provided, and how they shall be provided. For purposes of projecting costs it is assumed that the present level of Jackson City services would be provided throughout a consolidated city and the following sections of this report describe the present levels and costs of Jackson City services and project these services and costs over a consolidated city.

## PART III

### THE JACKSON COMMUNITY—ITS PUBLIC SERVICES

#### Chapter 1

#### PUBLIC SAFETY SERVICES

##### Police Services in the Four Units of Government

Six governmental jurisdictions provide police protection to all or some part of the residents of the Jackson community. These six jurisdictions are the City of Jackson, each of the three townships, Jackson County, and the State of Michigan. The City of Jackson provides police protection to its residents through its own police department. Township residents receive police protection from their respective police departments, from the county sheriff's road patrol, and from the Jackson post of the state police. Each of the three townships has its own department to supplement the activities of the county sheriff and the state police.

##### Blackman Township

Blackman Township has a police department of three policemen. There is one patrol car. During the daylight hours, one policeman patrols the township in the patrol car. Two men ride the patrol car in the evening hours. Patrol service is provided in the township from about 8:00 a.m. to 2:00 a.m. The police patrol may cover the entire township area twice in an eight-hour period if it is not required to respond to calls for police assistance.

##### Leoni Township

The Leoni Township police department consists of two full-time and five part-time police officers. There is one patrol car. The police officers patrol the township from noon to midnight on weekdays and from noon to 2:00 a.m. on weekends. Before 7:00 p.m. one policeman mans the patrol car; after 7:00 p.m., two policemen cruise the township in the patrol car. In Leoni Township, the police department makes no attempt to cover the entire township area in its patrol. The Leoni patrol concentrates its attention on the "busy areas" of the township, and provides a door-to-door check of the shops in the business center.



## Summit Township

Summit Township utilizes two cars and four full-time police officers to provide police protection to its residents. During the daylight hours—from 7:00 a.m. to dusk—two cars patrol the township. One police car, with two police officers, is on duty after dusk. The township provides this protection six days of the week. There is no officer on duty on Sunday.

## County Sheriff

The primary responsibility for providing police protection in the three townships rests not with the township police departments but with the county sheriff and the Jackson post of the state police. Townships may create police departments with limited powers to supplement the services provided by the county sheriff and the state police. To permit the township policemen to serve as peace officers with full powers of arrest, the county sheriff swears them in as deputy sheriffs.

The sheriff also provides the township departments with radio communication facilities. While each of the patrol cars of the three township police departments has a radio, the township departments do not have individual transmitters and dispatchers. In any of the three townships, a township resident requiring a police officer telephones the sheriff's office, wherein a sheriff's deputy receives the call and radios the patrol car of the appropriate township to relay the message for police assistance. If a township's patrol car is not available, the sheriff's dispatcher relays the message to a deputy of the road patrol.

The sheriff of Jackson County assigns seven men on a full-time basis to the road patrol. Normally, three cars, with one deputy per car, are patrolling during the 8:00 a.m. to 4:00 p.m. shift. One car with two men is assigned to patrol the county during the 4:00 p.m. to midnight, and the midnight to 8:00 a.m. shifts. No patrol pattern is used by the sheriff's department since, in many instances, the patrol cars on duty are responding to calls for police assistance. These patrols are responsible for the entire unincorporated area of the county, not just the three townships under consideration.

Records maintained by the sheriff's department do not permit a calculation of the amount of police service provided the three townships by the sheriff's office. For purposes of calculating the assignment of road patrol services to the three town-



ships, it was assumed that patrol activity's of the sheriff's cars were in proportion to the area and population of the three townships as compared to the population and area of the unincorporated areas of the county as a whole. On this basis, the equivalent of three of the seven sheriff's deputies were calculated to be providing police service to the three townships. Jackson county also provides the use of its detention facilities to the townships in the county.

### State Police

A state police post, located in Blackman Township, provides area residents with additional police protection. This post, however, is responsible for providing police protection to the residents of the 19 townships of Jackson County, to three townships of Washtenaw County, and to four townships of Calhoun County. This represents an area of approximately 960 square miles with a population of some 100,000 persons. Additionally, the Jackson post is responsible for traffic patrol and enforcement on the state highways in the area such as I-94 and U.S. 127. Operating from the Jackson post are 31 uniformed state policemen—one sergeant, four corporals, and 26 troopers—and one state police detective, with 14 cars at their disposal.

Fourth District Headquarters operated from the same building, with a complement of command officers, detectives, safety and traffic officers, and fire bureau investigators. This complement of officers is, of course, available to the Jackson post as well as to the other posts within the jurisdiction of the Fourth District.

The Jackson post assigns its patrols on a sector rather than township basis. There is, however, a variation in the number of patrol sectors—the exact number depending upon the number of patrol cars and officers available for duty. State policemen work eight hour shifts, five days per week. The Jackson Post maintains a minimum of one patrol car and a maximum, at the highest patrol peak, of six patrol cars on the road. The state police use one-man patrol cars from the hours of 7:00 a.m. to 8:00 p.m. From 8:00 p.m. to 7:00 a.m. each patrol car has two state troopers assigned to it. A two-way radio system permits a speedy dispatch or distribution of state policemen to areas where they may be needed and to answer calls for police assistance.

As in the case of the county sheriff, because patrol cars cover sectors rather than particular townships, there is no accurate method of determining the number of state police patrol cars operating in the townships of Blackman, Leoni, and Summit.

The same method was used to calculate the number of state troopers providing service in the three townships as previously described for the sheriff's road patrol.

In this case, however, the population and area of the townships represented a percentage of the population and area within the jurisdiction of the Jackson state police post. On this basis, then the equivalent of nine state troopers are assumed to be assigned to the three townships.

In summary, township residents receive police protection equivalent to that provided by approximately 23 officers—11 township officers (Leoni's five part-time officers were considered to be equivalent to two full-time officers), three sheriff's deputies, and nine state troopers. This strength would permit the equivalent of five men on duty in the three townships, 24 hours a day, seven days a week. However, due to the fact that this police force is under control of three separate departments, two of which are responsible for policing areas outside the Jackson community, this level of strength is not available on a 24 hour a day, seven day a week basis.

### City of Jackson

Residents of the City of Jackson rely upon their own 90-man department for police protection. Most of the 90 men are members of the uniformed patrol division, performing the basic police tasks of preventing crime, protecting persons and property, answering calls for police assistance, and enforcing traffic and other laws. This division has a complement of 60 men, including 44 patrolmen, working three eight-hour shifts, seven days a week. The number of men assigned to each shift varies from 16 in the day shift, to 18 on the evening shift, to 24 on the night shift. Eighteen squad cars and two, three-wheel motorcycles are available for patrol work. While the motorized patrol is the basic patrol technique used in Jackson, the city does utilize foot patrolmen, working in pairs, in the downtown business district, particularly at night when patrolmen conduct a door check of the business establishments. Squad cars cover areas comprising approximately one-fourth to one-sixth of the city, depending on whether the number of officers available for duty permits police officials to divide the city into four or six areas. The patrol division also operated the four cell city jail in the police headquarters for the detention of overnight prisoners only. The patrol division has the equivalent of 13 men on duty, 24 hours a day, 365 days per year.

A traffic division maintains the records of traffic violations and accidents. Two uniform officers—a captain and a corporal—and five clerks operate the division. Motorists who receive traffic violation tickets in the City of Jackson pay their fines to the traffic division or request a hearing date in the municipal court. This division, however, is not responsible for traffic control or enforcement. Three female meter checkers receive instructions from the traffic division, but they work under the supervision of the patrol division.

A third division of the Jackson police department is a detective division of 13 detectives and one policewoman. Other than the fact that one detective performs only check investigations, there are no special units or details in the detective division. This unit, as part of its investigatory function, maintains criminal records and criminal identification data.

Three men handle police radio duties for the department. Radios in each of the squad cars permit car-to-car as well as headquarters-to-car communications. A citizen of Jackson may have a police car available upon his request within an average of three minutes.

To become a policeman in Jackson, an applicant must be a high school graduate, not less than 21 years and not more than 33 years of age. The applicant must be in good health, of good character, and must pass a civil service examination. Detectives must also pass a civil service examination. Officers become eligible to take the examination after six years police experience. Jackson City police recruits receive two weeks in-service training, and detectives undergo in-service training as well as a special course in criminal investigation at Michigan State University.

In the townships, there are no civil service requirements for the hiring of policemen, and whatever training township policemen receive comes from the county sheriff's department. State policemen assigned to the Jackson post undergo the training prescribed for all state police recruits.

Pay scales for policemen in the four units of government vary. In Jackson, a starting patrolman receives \$5,327 per year. After four years (through periodic increases), a Jackson patrolman may earn \$6,146 per year. Under the present pay plan he may earn a maximum of \$6,915 after 18 years of service. Blackman Township pays all three of its policemen a \$5,600 annual salary. Leoni Township designates one officer as police chief and pays him \$5,463 per year, while the patrolmen are paid \$2 per hour. Summit Township also designates one of its four police officers as chief. He is paid an annual salary of \$7,500. The other three officers earn \$1.90 to \$2.10 per hour, each averaging about \$5,000 per annum.

Jackson and Blackman Township employ school crossing guards, and Summit Township will employ crossing guards this year for the first time. Last year, Jackson expended \$19,038 for crossing guards. Blackman Township expended \$1,628 for crossing guards, while Summit Township's budget for the 1965-66 period includes a proposed disbursement of \$1,350 for this purpose.

For the fiscal year ending June 30, 1965 Jackson's total police expenditures were \$635,678, including \$19,038 for crossing guard wages and \$11,308 for the operator licensing division. Thus, Jackson expended \$603,777 or \$11.93 per person for general police services.

Police department expenditures in the townships for the period ending March 31, 1965 amounted to \$21,588 in Blackman Township, \$16,851 in Leoni Township, and \$32,708 in Summit Township. These townships expenditures total \$71,147. On a per capita basis, Blackman Township spent \$1.22 per person for police service, Leoni Township \$1.25 per person, and Summit Township \$1.30 per person. Total expenditures for police, including crossing guards, by the three townships and the City of Jackson were \$698,495. No effort has been made to place a dollar value on the police services provided in the Jackson community by the county sheriff and the state police.

### Consolidated City

The levels of police service in the four government study area vary. Basically, Jackson's police service is provided by a 90-man police agency, with some specialization. The township areas receive police protection from the county sheriff's office and the state police supplemented by their own police forces. The police forces available in the townships consist of the equivalent of 23 full-time officers, including 11 township officers, three deputy sheriffs and nine state troopers. It has been estimated by the Jackson police authorities that an additional 36 men—30 for the patrol division and six for the detective division—would be required to provide the Jackson level of police service throughout the consolidated city, a total of 126 police employees. Salary costs for the additional men would total \$216,000. This amount was computed by using an average salary figure of \$6,000 per man, including uniform allowances, but excluding fringe benefits (which are discussed elsewhere). In addition an expenditure of about \$18,000 would be required to provide patrol and detective cars for the additional men. This additional \$234,000 when added to present Jackson police department expenditures (plus the townships' expenditures for school crossing guards) totals \$862,000 for police services in the consolidated city.

This expenditure would provide a police department of 126 men, 900£ whom would be in the patrol division. There would be in the patrol division an average of 20 men on duty, 24 hours a day, seven days a week, compared to the present average of 13 in the city and a theoretical, but seldom attained five in the townships. This would provide additional patrol service in the townships and better coverage particularly during the early morning hours and on weekends. Further, with police forces in the area under a unified command, instead of six separate commands and with more personnel, there would be greater flexibility in assigning patrols to areas on the basis of need and greater ability to mobilize police power in the event of an emergency. These are prime requisites of good police services.

The detective force in the consolidated city would consist of 20 detectives, which would provide a substantially higher level of criminal investigation service than is now provided in the township areas.

## Fire Services in the Four Units of Government

Each of the three townships as well as the City of Jackson provides fire protection to its residents.

### Blackman Township

Blackman Township has a fire department of eight full-time, two part-time and 24 volunteer firemen and seven pieces of equipment. The equipment—four pumpers, one tanker, and two grass-fire trucks—is dispersed among three fire stations. A combination high pressure-low pressure pumper, a tank truck, and two grass-fire trucks are located at the Andrews station. Assigned to the Wildwood station, located just west of Jackson's city limits and near Reynolds Airport, is the department's new high pressure pumper equipped with a foam spray for use on freeway and airport fires. A second high pressure pumper is also at the Wildwood station. The Dettman Road station, which is located east of the Jackson city limits, houses a pumper. This pumper may be shifted to one of the other stations when there are not sufficient firemen to man all of the stations.

In Blackman Township, fires are usually reported by telephone. Major industries in the township have ADT alarms directly to the Andrews fire station. With a direct line to the other two stations, the dispatcher at Andrews station sends out two trucks and four men on each alarm. He also notifies volunteer firemen as to the location of the fire. In the 1964 calendar year, the Blackman fire department responded to 239 fires, 56 rescue calls, and 30 outside alarms. The township responds to calls of other communities without charge. Fire losses in this period amounted to \$15,830. This amount represents a loss of \$66.23 per fire and \$.90 per person. During the period which ended March 31, 1965, Blackman Township expended \$87,100 for fire services, or \$4.94 per resident.

For fire insurance purposes Blackman has a rating of nine, except for the area around the Andrews station, just off the northern limits of the City of Jackson, which has a fire insurance rating of eight.

### Leoni Township

Eleven full-time firemen plus volunteers with 13 pieces of fire fighting equipment, operating from three stations, provide Leoni residents with fire protection. The main station, Fifth Street, houses six pieces of equipment and covers the Michigan Center area and all township areas south of Ann Arbor Road. The equipment located at this station includes one combination high-low pressure pumper, one 1,000 gallon tanker,

one pickup truck, one jeep equipped to fight grass fires, one 500 gallon portable pumping trailer, and one station wagon serves as the fire chief's car and as an extra rescue truck. Two men are assigned to the Michigan Center Station.

Page Avenue station houses one 500 gallon pumper, one John Beam high-pressure pumper, one grass-fire jeep, and one rescue truck. The two men assigned to this station respond to all fires in the township.

A third fire station, located on Brills Lake Road, covers the northern part of the township—the territory above Ann Arbor Road. This station houses three pieces of equipment—one 500 gallon pumper, one grass-fire truck and a rescue truck. One fireman mans the North Leoni station.

On regular fire calls in Leoni Township, two pumpers backed up by the tanker respond to the alarm. For grass fires, the initial response to an alarm is made by a pumper and tanker and one or two jeeps. For all alarms, the response is made by the Page Avenue station and by one of the other two stations, depending upon the location of the fire. Fires are reported by telephone and in the case of industrial plants, by ADT direct alarms into fire headquarters. The dispatcher receiving the call sends out the appropriate equipment and notifies the volunteers of the location of the fire. (Not all volunteers are called out for every fire.) Leoni's fire trucks, with the exception of the jeeps, are equipped with two-way radios. In the last fiscal year the Leoni fire department responded to 317 fire calls and 117 rescue calls. Leoni Township has a rating of nine for fire insurance purposes in most areas of the township. For those areas of the township in which water is not available for fire fighting, the rating is ten.

Expenditures for fire protection in Leoni Township amounted to \$72,052 for the period ending March 31, 1965. This amounts to an expenditure of \$5.34 per resident.

### Summit Township

Summit Township has a fire department of 10 full-time firemen, plus volunteers, and nine pieces of equipment, operating from two fire stations. One fire station at Vandercook Lake services that part of the township south of Jackson City. The other fire station—Belmont Park—serves that part of the township west of Jackson. Equipment includes six fire trucks, one grass-fire unit, one auto with rescue equipment, and a boat and trailer for water rescue work.

In the fiscal period ending March 31, 1965 the Summit Township fire department answered a total of 225 fire calls, with fire losses amounting to a value of \$15,555. This total loss is \$.62 per capita or \$69.13 per fire. For the same period Summit Township expended \$70,083 for fire protection. This sum represents an expenditure of \$2.81 per resident.



The fire insurance rating in Summit Township is nine, except in those areas with water where it is eight. Summit Township is the only one of the three townships with an extensive fire hydrant system. It presently has 407 fire hydrants in those areas served by the township's water system.

### City of Jackson

The Jackson fire department is by far the largest in the Jackson community. It has a complement of 84 men, including the chief and two assistant chiefs. These men are organized into seven companies located in four fire stations. The seven companies consist of four engine companies, two ladder companies, and one rescue company. These companies operate five pumpers, one service ladder truck, one aerial ladder truck, and one rescue truck. Three men—a captain and two firemen—man each piece of equipment, and the average number of men responding with each piece of equipment is between two and three.

Jackson has a Gamewell telegraphic alarm system. Three engine companies, two truck companies, and the rescue company respond to initial alarms in the business district. In residential districts, the first alarm is answered by two engine companies, one truck company, and the rescue company. The rescue company also responds to calls for emergency assistance. No calls are answered by the Jackson fire department which are outside the city limits unless they are made by those who have contracted for the service upon the payment of a fee.

An inspection unit is also a part of the Jackson fire department. It is composed of two fire inspectors who conduct both fire inspections and arson investigations. Within the last year this unit conducted 2,600 fire inspections and 14 arson investigations. Fire losses, within this period amounted to \$253,173 or \$5.00 per capita. Jackson's rating for insurance purposes is four. The city has over 3,000 hydrants, spaced 150 feet apart.

In the 1964-65 fiscal year, the City of Jackson expended a total of \$609,553 for fire protection or \$12.04 per capita.

In summary, fire protection in the Jackson community is provided by 114 full-time firemen plus a number of volunteer firemen in the townships. Basic fire equipment in the townships include 14 pumpers, two tankers, and 13 miscellaneous pieces, and in Jackson, equipment includes five pumpers, two ladder trucks, and two miscellaneous pieces. Total expenditures in the four units of government for fire services were \$838,788.

### Fire Services in a Consolidated City

Presently, there are enough men—full-time and volunteer—and there is more than enough equipment to provide the present Jackson levels of fire service in a consolidated city. In fact, the present personnel and equipment when operating as a single department would provide everyone of the four units with an improved level of service. On a consolidated city basis, the present stations are poorly located. Thus, with consolidation a detailed survey should be undertaken to determine the most advantageous station location and apparatus assignment. The value of present volunteer services should not be overlooked in such a study.

Projected expenditures for fire services, then, would equal present expenditures for the three townships and the City of Jackson, namely \$814,000 excluding the purchase of major new pieces of apparatus.

### Civil Defense

Civil defense in the Jackson Community is a dual responsibility of the city and the county. By joint agreement, the city and the county share in the expenses of operating and maintaining the civil defense office and programs. The bookkeeping and administrative duties are assigned to the city and the city budget reflects the entire expenditure for civil defense operation. In the 1964-65 fiscal year, the operating expenditures for civil defense amounted to \$21,518. Another \$6,981 was expended from the public improvement fund. For the same year, the city received \$12,536 from the county and \$4,193 from the federal government.

The civil defense office is run by the civil defense director and a secretary. The director has at his disposal the facilities of all the Units of government in the county.

The present civil defense arrangement would not have to be changed if the four units of the Jackson Community were to consolidate. Since the costs of providing civil defense are shared by the county and present city, this arrangement could be continued. The present services would still be provided to the same area in the same manner and by the same personnel.

### Inspection Services in the Four Units

In order to protect the public, the governments in the Jackson Community perform various types of inspections. The townships all make building inspections, particu-



larly of new constructions and in conjunction with the issuing of building permits. Electrical inspections are also conducted by the three townships. These inspections are usually conducted on new installations; inspections of existing facilities are made only on a complaint basis. Summit Township also includes the inspection of plumbing along with its electrical inspection. Health inspections are primarily to check well water and septic tanks and are generally conducted by the county sanitarian. No information is available as to the number of inspections conducted by each of the inspectors in each of the three townships. The total cost of providing inspections in the three townships amounted to \$18,323 for the fiscal period ending March 31, 1965. Permit fees for building and electrical permits in all townships, for plumbing permits in Blackman, and for septic tank permits in Blackman and Summit Townships amounted to \$20,236 in the same period.

Jackson maintains a separate inspection department with three inspectors—one electrical, one building, and one plumbing-heating—plus two clerical employees. The inspectors conduct the building, zoning, electrical, and plumbing-heating inspections. Housing-sanitation inspections are conducted by the environmental and sanitation inspectors of the health department. The Jackson inspection department conducts inspections of all new residential, commercial, and industrial construction. Periodic inspections are made only on commercial and industrial buildings. Residential inspections are performed on a complaint basis, usually by the health inspector. Fire inspections are performed by two fire inspectors in the fire department.

Table 9 shows the number of permits issued by the three townships and the City of Jackson. Jackson expended a total of \$35,635 for the inspections conducted by the inspection department, while the three townships spent \$19,323. (The cost for fire inspections in Jackson was reported by the fire department to be \$17,000, primarily for the salaries of the two inspectors, who conducted 2,600 inspections last year.)

Table 9

Permits Issued  
and Inspections  
Jackson and Townships

	<u>Number of Permits</u>	<u>Fees Collected</u>	<u>Number of Inspections</u>	<u>Expenditures</u>	
				<u>Total</u>	<u>Per Capita</u>
Three Townships	968 <sup>a</sup>	\$20,236 <sup>c</sup>	— <sup>d</sup>	\$19,323	\$0.34
City of Jackson	3,013 <sup>b</sup>	37,024	4,822	<u>35,635</u>	0.70
Total Cost				\$54,958	

<sup>a</sup> Includes only building permits issued by townships.

<sup>b</sup> Includes 850 building permits; 980 electrical permits; 640 heating permits; 462 plumbing permits; 81 sign permits. These figures are for 1963-64.

<sup>c</sup> For all permits issued by townships, including plumbing and septic tanks.

<sup>d</sup> Not available.

The cost of inspections in the townships and the cost of inspections and licensing in Jackson are recouped through fees charged. On a per capita basis, the total expenditures of the three townships for inspection purposes was \$0.34 per person. The per capita cost of Jackson's inspections are not comparable because the inspection department is also responsible for licensing contractors, electricians, and plumbers. For the entire department, the total expenditure amounted to \$35,635 or an average of \$0.70 per person.

#### Inspection Services—Consolidated City

It is estimated that Jackson's present staff of three inspectors and two clerical employees would have to be doubled to provide the Jackson level of service throughout the consolidated city. Thus, the projected expenditures for inspection services are \$72,000.

Both the city and the townships collected fees for issuing permits. The inspection department also collected fees for issuing various licenses and for registering licenses of tradesmen. These activities would undoubtedly continue to produce revenues for the consolidated city. In fact, if the licensing activities of the city were to be extended to the townships some additional revenue would be collected. An additional \$15,000 in license fees is anticipated to be collected in the consolidated city. Added to the present revenues of \$58,000 from the townships and Jackson's permit and license fees, the anticipated total revenue from this source would be \$13,000. Building inspection and licensing functions are traditionally self-supporting and the consolidated city would be able to finance the projected costs from self-generated revenues.

## Chapter 2

### PUBLIC WORKS SERVICES

The City of Jackson, like most home rule cities of its size, performs extensive public works functions. The three townships serving the Jackson Community, on the other hand, perform only very limited public works functions. The most extensive public works program in the three townships, the highway and street program, is performed by the Jackson County Road Commission, out of county road funds with some financial supplementation from the three townships.

#### Street and Highway Programs

Streets are important arteries in the life of any community, permitting ingress and egress from individual properties and general circulation throughout the area. Once they are constructed, streets must be repaired and maintained, kept free of debris, snow, and water, and in some instances, illuminated. In the Jackson Community there are approximately 586 miles of streets and highways to be repaired and maintained. Table 10 gives the breakdown of this street and highway mileage for each jurisdiction in the area. An examination of the table shows that the total mileage of township roads is more than double the mileage of Jackson streets. This fact is also true of each category of streets. Jackson's streets are subjected to a higher intensity of use than are the roads of the townships. Jackson's streets serve only a fraction of the land area, but about the same number of persons as are served by the roads in the townships.

#### Street Construction and Maintenance in the Four Communities

Street policies for the townships and for Jackson are different. In the townships subdividers are required to provide blacktopped streets in new housing developments in order to receive approval of their plats. Other road work is performed by the county either at county expense or by charging the townships. All three of the Jackson area townships pay all township costs for road and street work out of general township funds. That is, none of the townships presently use special assessments to transfer the non-county cost of street construction and maintenance to benefiting property owners. Township payments to the county road commission cover the charges for street cleaning and snow removal. Table 11 shows the dollar amount spent for construction, repair and maintenance work done by the county road commission in each of the townships.

Table 10  
Street Mileage  
Jackson Community

<u>Unit</u>	<u>State Highways</u>	<u>Total</u>	<u>Township/City Streets</u>			
			<u>By Type of Surface</u>		<u>According to Traffic Use</u>	
			<u>Paved</u>	<u>Unpaved</u>	<u>Primary or Major</u>	<u>Local</u>
Blackman	26	102	79	23	— <sup>a</sup>	— <sup>a</sup>
Leoni	16	135	89	46	— <sup>a</sup>	— <sup>a</sup>
Summit	8	136	101	35	— <sup>a</sup>	— <sup>a</sup>
Sub Total Three Townships	50	373	269	104	110	263
Jackson	9	154	120	34	54	100
TOTAL <sup>b</sup>	59	527	389	138	164	363

Source: Jackson County Road Commission; Jackson Department of Public Works.

<sup>a</sup> Data not given on a township basis.

<sup>b</sup> Totals are approximate due to rounding and due to variations in data from various sources.

Table 11

County Road Commission  
Street Construction and Maintenance Expenditures  
in Jackson Area Townships  
 (County fiscal period January-December, 1964)

<u>Activity</u>	<u>Blackman</u>	<u>Leoni</u>	<u>Summit</u>	<u>Total</u>
Construction	\$143,832	\$ 50,818	\$140,231 <sup>a</sup>	\$ 334,881
Repair and Maintenance (Including Snow Removal and Cleaning)	<u>57,955</u>	<u>62,390</u>	<u>94,344<sup>a</sup></u>	<u>214,689</u>
Total Cost	\$201,787	\$ 113,208	\$234,575 <sup>a</sup>	\$ 549,570
Less Township Reimbursements to road Commission	<u>30,953</u>	<u>57,518</u>	<u>20,963<sup>b</sup></u>	<u>109,434</u>
Net County Cost	\$170,834	\$ 55,690	\$213,612	\$ 440,136

Source: Jackson County Road Commission

<sup>a</sup> Summit Township data were not provided by County Road Commission. Source of the above figures was the annual report for the townships.

<sup>b</sup> This figure is the amount reported in the annual report. The 1965-66 budget shows a budgeted payment to the Road Commission of \$51,828. The budgeted amount for the other, two townships are approximately the same as the amounts expended in the 1964-65 year.

In total the county provided the townships with the equivalent of \$549,570 worth of construction and maintenance. This represents an expenditure of \$9.80 per person and \$1,473 per mile of township road. The three townships made a total payment of \$109,434 to the County Road Commission for road purposes. This contribution by the townships represents 19.9% of the total county road expenditure in the three townships. The remainder of the expenditures are financed by the county from its motor vehicle weight and gas tax funds.

Jackson operates its own engineering and public works department, which is responsible for the construction and maintenance of its city streets and for the maintenance of approximately nine miles of state trunklines. The maintenance of state trunklines is performed by the city under contract with the state highway department, and the city was reimbursed \$47,747 by the state highway department in the 1964-65 fiscal year. Excluding state trunklines, expenditures for Jackson streets in this period amounted to a total of \$647,593. Table 12 shows the purposes for which these funds were expended in Jackson. Construction expenditures represent about half of the total expenditures. Jackson spends about \$95,000 to maintain its streets, \$73,000 to keep them free of dirt and debris, and \$90,000 for snow and ice control. Street expenditure in Jackson equal \$12.79 per person, including \$7.53 spent on 54 miles of major roads and \$5.26 spent on 100 miles of local roads. Construction costs represent an expenditure of \$6.36 per person or about one-half the total cost of \$12.79 per capita. On a mileage basis Jackson spent \$4,205 for each mile of city street, major and local.

The Jackson expenditure of \$12.79 per person is higher than the road commission expenditure of \$9.80 per person in the three townships. The expenditure per mile for township roads is \$1,473, while Jackson spends \$4,205 per mile. The differences between the city and township figures reflect the differing characteristics of the city and township street systems. For example, the type of traffic in Jackson often requires a heavier construction and consequently a higher expenditure than in the townships. No curbs and sidewalks and few catch basins are to be found in the residential areas of the townships, whereas the city puts in curbs and gutters when constructing or paving a street and spends over \$20,000 annually to clean catch basins.

Financing of street construction and maintenance in Jackson is accomplished in several ways. Jackson receives, as do all cities, a share of the state's motor vehicle weight and gas taxes. That portion of the tax received for major streets amounted to \$424,189 in the 1964-65 fiscal year. Local streets qualified the city for another \$120,650 in weight and gas taxes, making a total gas and weight receipt of \$544,839. Other sources of funds in fiscal 1964-65 included: the public improvement fund—\$65,183, and special assessments—\$57,732; for a total of \$647,755.

Table 12

Street Expenditures  
City of Jackson

	<u>Total</u>	<u>Major Streets</u>	<u>Local Streets</u>
Construction	\$322,135	\$199,219	\$122,916
Maintenance - total	94,774	38,792	55,982
(Paved Streets)	(54,787)	(28,678)	(26,109)
(Unpaved Streets)	(39,987)	(10,114)	(29,873)
Bridge Maintenance	1,505	1,413	92
Catch Basins	20,205	8,846	11,359
Snow and Ice Control	90,367	65,726	24,641
Street Cleaning	73,429	38,038	35,391
Traffic Signs	<u>45,178</u>	<u>29,109</u>	<u>16,069</u>
TOTAL	\$647,593	\$381,143	\$266,450



Jackson finances part of the cost of constructing and paving streets—both major and local—through special assessments. The portion which is assessed against the property owner includes the cost of the curb, gutter, gravel base and paving to 32' in width. Beyond this amount the city assumes the cost. The property is charged on a front foot basis, with the charge being about \$5.25 or less per front foot.

Local streets are paved upon petition of the property owners. Presently, there are 29.3 miles of local, unpaved streets in Jackson. Major streets are paved by the city, and presently there remain only five miles of unpaved major streets. Repaving is done by the city as needed and as the money is available. In Jackson subdivision streets are dedicated to the city and paved by the city under special assessment procedures and then maintained by the city under its regular maintenance program.

Public Works—Street Construction and Maintenance  
in the Consolidated City

The consolidated city would have a total of 527 miles of streets. Table 13 shows the mileage of streets by major and local categories and the mileage of paved and unpaved streets.

Table 13

Street Mileage in the  
Consolidated City

	<u>Major</u>	<u>Local</u>	<u>Total</u>
Paved	160	229	389
Unpaved	<u>5</u>	<u>133</u>	<u>138</u>
Total	165	362	527

Current Jackson policy is to pave major streets on a yearly schedule on city initiative. The consolidated city would have five miles of unpaved major streets and 133 miles of unpaved local roads. These unpaved local roads would be paved upon the request of abutting property owners through the normal petitionary procedures. Costs of the paving up to 32' wide would be assessed against property owners. Presently, the cost of blacktopping roads, which may be considered maintenance rather than construction, is met from township funds. In a consolidated city, new residential streets could be made a requirement of the plat regulations.

Expenditures

Street construction expenditures for the consolidated city are projected at \$821,000. This would be an increase of \$164,000 over the amount now being spent in the four units of government for street construction. Major street construction would account for \$535,000 of the new total and local street construction would account for \$286,000. This total for street construction reflects the increased revenues that will be available to the consolidated city from the state motor vehicle highway fund. It is assumed that the consolidated city would continue the present Jackson practice of financing street construction expenditures from earmarked highway funds, the public improvement fund and special assessments.

Maintenance expenditures may be projected on the basis of present costs per mile in Jackson. Table 14 shows 1964-65 expenditures in Jackson for maintenance on major and local streets, paved and unpaved. On the basis of the per mile costs for each category of street in Jackson, the maintenance costs for the additional township streets would amount to about \$230,000. The computation of these projections is shown in Table 15.

Table 14

Maintenance Costs Per Mile  
Jackson

	<u>Miles</u>	<u>Maintenance Costs</u>	
		<u>Total</u>	<u>Per Mile</u>
Major Streets			
Paved	50	\$28,678	\$ 572
Unpaved	5	10,114	2,023
Local Streets			
Paved	70	26,109	373
Unpaved	29	29,873	1,030

Table 15

Projection of Maintenance Costs  
Consolidated City

	<u>Additional Mileage</u>	<u>Jackson per Mile Cost</u>	<u>Projected Additional Costs</u>	<u>Jackson Expenditures</u>	<u>Total Consolidated City</u>
Major Streets					
Paved	110	572	\$62,920	\$ 28,678	\$91,598
Unpaved	—	—	—	10,114	10,114
Local Streets					
Paved	159	373	59,307	26,109	85,416
Unpaved	104	1,030	<u>107,120</u>	<u>29,873</u>	<u>136,993</u>
Total			\$ 229,347	\$ 94,774	\$ 324,121

This projection of \$230,000 in additional costs is about \$15,000 higher than the \$215,000 expended by the road commission for maintenance in the three townships. The latter expenditure, however, also includes street cleaning and snow and ice control, which is shown separately for the consolidated city. The total cost of street maintenance in the consolidated city is projected to be about \$325,000.

Maintenance of state trunklines is performed under contract with the state. If the consolidated city were to assume, by negotiation with the state, the responsibility for the additional state trunkline mileage, it would be reimbursed for that amount. Therefore, no estimate of this cost is included.

### Receipts

Cities receive 18% of the state collected motor vehicle gas and weight taxes. The monies are allocated among the cities on the basis of a formula which includes both population and mileage of streets. Because of the additional road mileage and population in the consolidated city it would receive an estimated \$875,000 more from motor vehicle highway funds than the City of Jackson now receives. Major streets would account for \$700,000 of this increase and local streets \$175,000. Together with Jackson's present receipts of \$545,000 from state highway funds, the consolidated city would receive a total of about \$1,420,000 in state motor vehicle highway funds.

### Sidewalks in the Four Communities

None of the township areas have sidewalks. If township residents wanted sidewalks, they would have to petition the township and pay for the sidewalks through special assessments. Subdividers could, of course, put in sidewalks and pass the cost to the purchaser in the price of the home.

Jackson follows the policy of permitting property owners to petition for sidewalks, or the city may order property owners to install sidewalks when it is found that they are necessary. Presently, 50 miles of city streets are without sidewalks. The city has no program for sidewalk construction in these areas. When walks are constructed, they are constructed by private contractors. Property owners are assessed approximately \$.50 per square foot for sidewalk construction. Walks at intersections are financed by the city. Defective sidewalks are repaired at the owner's expense, with the city, once again, paying for intersections as well as the costs of supervision. In 1964-65 \$42,217 was expended for sidewalk construction and repairs. The city's share of this amount was \$12,837 and the remainder was financed by special assessments.

### Sidewalks in a Consolidated City

Jackson, presently, has no city program for the construction of sidewalks. They are constructed upon petition of property owners. In Jackson the city's share of sidewalk construction and reconstruction amounted to \$13,000. Unless the residents of the consolidated city were to petition for sidewalks at a greater rate than they are now being installed, the projected expenditures for the consolidated city would remain the same as now being spent by the City of Jackson—\$13,000 from city funds and \$29,000 from special assessments.

### Street Cleaning in the Four Communities

The City of Jackson machine sweeps all city streets which have curbs and gutters. In residential and commercial areas, the streets are cleaned every two to three weeks. The downtown area has its streets cleaned twice a week. Six men, two sweepers and two 25,000 GVW trucks are assigned to this operation. Last year, 111 miles of streets were cleaned, at a total expenditure of \$73,429. This expenditure represents an average cost of \$331 per curb mile—the cost for cleaning one side of one mile of street. In addition to cleaning streets, Jackson also cleans catch basins, of which there are 4,500 in the city. Two men normally are assigned to this operation. The total operation amounts to \$20,205.

### Street Cleaning in a Consolidated City

Since there are only seven miles of curbed streets in the townships, the cleaning of streets in the consolidated city would require a limited extension of Jackson's present services. No further equipment or men would have to be added to the present Jackson forces. All that would be needed would be additional time for the present men and equipment. This would cost \$5,000-\$2,000 for men and \$3,000 for equipment rental. The additional expenditure would also pay for leaf pick-up in the area with curbed streets. Thus, the total cost for street cleaning would be \$79,000. To clean and maintain the estimated 700 catch basins in the townships would require another \$3,000, making the projected expenditure for cleaning catch basins in the consolidated city \$23,000.

### Snow and Ice Control in the Four Communities

Snow and ice control in the townships is provided by the county road commission. Road commission data did not indicate the amount of money it expended in the three townships for this specific purpose.

Jackson's snow and ice control procedures require the constant reviewing of weather reports and the keeping of a man on duty nights in order to notify crews when a snow storm occurs. Crews and equipment are assigned by the general foreman, utilizing priorities established in the following order:

1. trunklines
2. central business districts
3. major streets
4. local streets.

In the last fiscal year, 163 miles of streets were plowed and 11,869 tons of salt were used on city streets. The total cost of the operation for snow and ice control in the last fiscal year amounted to \$90,367 or \$1.79 per person.

### Snow and Ice Control in a Consolidated City

The total projected cost for snow and ice control in the consolidated city is \$170,000. This would permit the addition of 15 men and 15 trucks to the present Jackson work force.

### Street Lighting—Four Units of Government

All four units of government in the Jackson area provide street lights for at least some of their residents. Special assessments are used to finance street lighting in those areas of the townships which have street lights.

Blackman Township has ten street lighting districts—nine residential and one

commercial. These districts have a total of 473 lights, for which the district residents pay a total assessment of \$13,299. Blackman Township pays for the street lights on East Michigan Avenue and for those on West Michigan and Robinson. In Blackman Township the street lighting rates in the nine residential districts vary from a low of \$2.25 per residential property per year to a high of \$6.40.

Summit Township has thirty-two special assessment districts for street lighting purposes—thirty residential and two commercial districts. Residents of these districts pay rates varying from \$2.75 to \$8.25 per resident per year in the residential districts. A different rate structure applies in the two commercial districts. In the Vandercook Business district, the charges are \$75.00 per building and \$50.00 per vacant lot; in the West Point Commercial district the charges are computed on the basis of a benefit schedule, with the basic charge of \$28.00 per benefit.

There is an accumulated surplus in the Summit Township street lighting fund, which is used to pay for street lights ordered erected by the township for public safety reasons. On March 31, 1965, the total surplus in the street lighting fund was \$18,180. The annual increment in the 1965 fiscal year was \$1,373. The surplus accumulation is attributable to the discount received by the township on its total bill from the power company.

In Leoni Township, unlike Blackman and Summit Townships, there is only one special assessment district for street lighting purposes—the entire township. Those residents benefiting from street lights pay a standard charge of \$5.50 per house per year. Commercial and industrial establishments pay charges levied on a square foot basis, with the average charge per establishment being about \$15.00. Under this system, Leoni Township may pay up to 10% of the street lighting charges from general revenues. In the 1964-65 period, ending March 31, 1965, street light assessments produced an income of \$13,156 and expenditures amounted to \$17,200.

Jackson supports its street lighting program through the general fund and the public improvements fund. The city has a yearly program for the installation of street lights. It also installs single street lights upon the petition of residents if need for such a light is justified on the basis of population, travel, and development within the area. These criteria are also the basis upon which the city determines street lighting needs for its yearly installation program.

The cost of operating 2,049 mercury vapor, fluorescent, and incandescent street lights in Jackson during the last fiscal year amounted to \$78,567. No general fund monies were used in this period for the installation of new street lights. Instead a total of \$39,816 was expended from the public improvement fund for the erection of mercury vapor lights on Michigan Avenue. As is the case in the three townships,

street lights other than the Michigan Avenue mercury vapor lamps in the City of Jackson are installed, maintained, and operated by the local power company. Jackson residents do not pay special assessments for street lighting—it is provided from general and public improvement fund revenues.

Street Lighting—Consolidated City

Since the need for street lighting is determined by a survey after township residents petition for them, definite projection of street lighting needs could not be made for the consolidated city. None of the data provided by city or township officials permits the development of a rough calculation of these needs. The only alternative available is the projection of Jackson’s per capita expenditures for street lighting into the consolidated city and this method may be open to question. On this basis, with a Jackson per capita expenditure of \$1.55 per person, the requirements for street lighting in the consolidated city would be \$166,000. This amount would be about \$40,000 more than is now being spent by the four units of government for street lights. A major difference, however, between the present township practice and the projected practice of the consolidated city is that these expenditures would be met from the general fund as opposed to the special assessments now found in the townships.

Table 16

Street Light Expenditures  
Jackson Study Area

<u>Unit</u>	<u>Number of Lights</u>	<u>Expenditures</u>
Blackman	473	\$ 13,299
Leoni	N.A.	17,200
Summit	553	<u>17,104</u>
Sub Total		
Three Townships		\$ 47,603
Jackson	2,049	<u>78,567*</u>
Total - Four Units		\$ 126,170

\* Excludes \$39,816 for installation of mercury vapor lamps on Michigan Avenue from public improvement fund.



### Garbage and Refuse Collection and Disposal in the Four Units

None of the four units of government in the Jackson community provide for a public system of garbage and refuse collection. Residents in each of the jurisdictions make their own arrangements with private contractors for garbage and refuse collection and disposal.

Leoni Township provides a dump site on which township residents may dump refuse—except garbage—without payment of a fee. Commercial refuse may be dumped at a charge of \$1.50 per five yards. Private refuse collectors, collecting from homeowners and commercial establishments, may not use the township dump but must provide their own sanitary land-fill facilities.

Blackman and Summit Townships do not maintain disposal facilities of their own. Both of these townships make payments to Jackson for use of its sanitary land-fill. Blackman's payment to Jackson is \$1,500 per annum, and Summit's payment is \$2,250 per annum.

Jackson's sanitary land-fill disposal facility is an 18 acre site located in Blackman Township. This site can be expanded to 30 or more acres when necessary. Presently, the Jackson land-fill services commercial haulers for the three townships and the city and individuals of the city and Blackman and Summit townships.

Two men, using three pieces of equipment, operate the Jackson sanitary land-fill. In the last fiscal year, expenditures for operating this facility amounted to \$35,370. Fees, however, amounted to \$31,464, or 89.0 percent of the total expenditure.

### Refuse Collection and Disposal in a Consolidated City

Presently, refuse and garbage collection in the area is performed by private contractor, dealing directly with the homeowner, and Jackson's land-fill now services the four areas for the disposal of garbage by the contractor. The only additional work required in a consolidated city would be the dumping now done by individuals in Leoni Township. Therefore, the present Jackson cost would be the consolidated city's cost. For last year, the cost was \$35,000 and this is the projected cost for the consolidated city. Fees generated by the facility amounted to \$31,000 but \$4,000 of these fees were collected from Blackman and Summit Townships.

### Forestry Services in the Four Units of Government

Tree maintenance in the City of Jackson is performed by the department of public works. The department is responsible for the care of approximately 25,000 trees in the City of Jackson. More than half of these trees are maples, 30% soft maples and



30% hard maples. Other trees include elms, about 12%, and box elders, about 12%. The remaining 16% include other types of trees. Tree maintenance is not performed on a regularly scheduled basis in Jackson but on a complaint basis. Maintenance includes trimming low tree limbs, removing limbs overhanging houses, and removing dead and dangerous trees. New trees are planted by the city at its own expense. The equipment used by the city for forestry work includes a skyworker, two trucks, one clipper, four chain saws, and a crane and stumper when needed. Last year, forestry activities cost the City of Jackson \$72,650, or approximately \$3.00 per tree. Weed control cost the city another \$3,674.

According to information provided by the Jackson County Road Commission, whatever tree trimming done in Blackman, Leoni, and Summit, was charged off as road maintenance.

#### Forestry Services in a Consolidated City

A consolidated city would add approximately 10,720 trees comparable in type to the 25,000 now found in Jackson. About 4,400 of these trees would be located in the non-urban part of the consolidated city. The projected cost for the additional service is estimated to be about \$23,000. This would provide one general foreman and a three man contract crew. Total expenditures for the consolidated city would amount to \$96,000. Weed control would cost an estimated \$16,000, or a total of \$112,000 for forestry and weed control services in the consolidated city.

#### Garage and Shop Maintenance in the Four Units of Government

Equipment maintenance in the townships is handled by local garages or the dealers providing the vehicles. Jackson has a city garage which provides maintenance and service for all city equipment except that used by the water and fire departments. Vehicles still covered by warranties are sent to the dealer. Other equipment may be sent out when the garage mechanics are faced with an overloaded work schedule.

Regularly, there are five employees assigned to the garage to service and repair city vehicles. The total cost of maintaining the city equipment in the last fiscal year amounted to \$79,590. Approximately \$68,775 of this amount was charged to the department of public works and \$10,815 to other departments.

#### Garage and Shop Maintenance in a Consolidated City

The maintenance of vehicles in a consolidated city would be performed by city mechanics as it is now performed in Jackson. Expanded garage facilities would be needed at a cost of approximately \$100,000, which would be financed from the public improvement fund rather than the general fund. Five additional men would

be needed at an annual cost of \$35,000. An extra hoist, overhead crane and tools would cost \$8,000. Thus, annual operating costs for the garage in a consolidated city would be \$112,000.

### Public Works—Other

Jackson public works officials estimate that in the consolidated city ten additional personnel would be needed in the engineering office at a cost of \$80,000. Additional equipment would cost approximately \$5,000 and additional plant facilities would cost another \$6,000, a total additional cost of \$91,000. This together with the present Jackson expenditures indicates a total engineering office cost for the consolidated city of \$148,000. The Jackson Department of Engineering and Public Works performs other functions, the costs of which have not been included in the above projections. Traffic signals cost the City of Jackson \$43,048 in the last fiscal year. No additional expenditures are projected for the consolidated city. Installation of traffic signals would be on an individual basis determined by need in each instance. The traffic office expenditure of \$12,627 would also be maintained for the consolidated city. The department also spends \$159,657 for services to other departments.

This amount is reimbursable, so any additions will be offset by a similar sum on the revenue side. Maintenance on Progress Place, sewers, traffic signs, bridges, and state trunkline maintenance amount to \$232,602. Most of these expenditures remain the same for the consolidated city.

About 80 percent of Jackson storm sewers are separate from the sanitary sewer system. There are no present plans to separate the combined portions. From 1954-61 about \$4,000,000 has been spent on both the separate and combined systems. The cost of storm sewers, when it is part of street construction, is assumed by the City as part of its street costs. The townships have storm drains which are provided by the drain commission of the county. Cost of the drains are assessed against the benefiting property owners.

Total expenditures for these “other public works” categories are projected at \$596,000 for the consolidated city.

### Public Works Summary

The total cost of public works in the consolidated city is estimated to be \$2,481,000. Table 17 shows the breakdown of this amount compared to present expenditures of the three townships and Jackson.

Table 17

Public Works Expenditures  
Three Townships, Jackson, Consolidated City

<u>Item</u>	<u>Three Townships</u>	<u>Jackson</u>	<u>Total</u>	<u>Consolidated City</u>
Construction	\$334,881 <sup>a</sup>	\$322,135	\$657,016	\$821,000
Repair and Maintenance	214,689 <sup>a</sup>	94,774	309,463	325,000
Sidewalks		42,000	42,000	42,000
Street Cleaning		73,429	73,429	79,000
Catch Basins		20,205	20,205	23,000
Snow and Ice Control	a	90,367	90,367	170,000
Street Lighting	47,603	78,567	126,170	166,000
Refuse Disposal	6,385	35,370	41,755	35,000
Forestry, Weed Control		76,324	76,324	112,000
Garage and Shops		68,775	68,775	112,000
All Other	_____	_____505	_____505,200	_____596,000
Total	\$603,558	\$1,406,946	\$2,010,504	\$2,481,000

<sup>a</sup> Construction and maintenance expenditures are those expenditures made by the County Road Commission in the three townships. Repair and maintenance includes snow removal and cleaning. The three townships reimbursed the road commission \$109,434.

The total projected expenditures for public works in the consolidated city are \$2,481,000 compared to \$2,010,504 now spent in the four units of government for this purpose (including county road commission expenditures). The indicated expenditure in the consolidated city would provide the necessary personnel and equipment to perform expanded public works services in street repair, maintenance and snow and ice control, street lighting, and forestry and weed control.

## Chapter 3

### OTHER TAX SUPPORTED PUBLIC SERVICES

#### Parks and Recreation in the Four Units of Government

Park facilities in the Jackson community are mainly provided by the county and the city. Jackson county maintains 15 parks throughout the county, including the Sparks Foundation or Cascades Park in Summit Township, just West of Jackson. Additionally, the Waterloo Recreational Area State Park is accessible to the residents of the Jackson community.

Of the three townships only Leoni operates a township park, at a cost of \$700 annually. Blackman Township is the only township which has neither its own park nor a county park located within its own jurisdiction. Blackman Township aids in the maintenance of a playlot in each of two subdivisions of the township through a yearly contribution of \$400.

The City of Jackson has a department of parks and recreation. The parks division, which is responsible to the city manager, maintains the parks and playgrounds. The recreation division which operates the recreation program, is not directly responsible to the city manager. It is responsible instead to a recreation commission, composed of members of the city commission and the board of education.

Jackson's system of park facilities includes playlots, playgrounds, playfields, and parks. The system includes 12 school playgrounds utilized by the city, six city playgrounds, seven playfields, and five parks. The acquisition of these facilities has been accomplished generally in accordance with the Recreation Report of 1920. Land has been acquired through donations as well as by the expenditure of public funds. In fiscal 1964-65, the City of Jackson spent \$43,323 for maintenance of its park facilities, an expenditure of \$0.86 per capita. Additionally, Jackson spent \$24,560 from its public improvement fund for both parks and recreation. Expenses for operating the Ella Sharp Park of about \$70,000 a year are financed primarily through fees and income from investments. According to the Jackson parks division, the city's park system serves residents of the suburban area as well as those of Jackson.

The recreation division has four full-time persons and an average of 75 part-time employees to operate its comprehensive year-round recreation program providing seasonal sport programs and craft and hobby activities for persons of various age groups, in and out of the school system. The Union School District extends beyond the city's boundaries and those Union township residents in the Union School District or those paying taxes to the Union School District are serviced by the department. The recreation commission does not exclude non-school district residents from any of its activities other than the swimming instruction and football programs.

The recreational program is financed from a combination of city funds, school board funds and activity fees. Fees amount to approximately \$10,000 per year and represent about ten percent of the total revenues.

In the 1964-65 fiscal year, the school board contributed \$38,276 for support of the recreational program, and the city approximately \$50,000. The total expenditures for recreation amounted to \$97,522 for 1964-65 or \$1.93 per capita. Thus, the four units of government in the Jackson community spent about \$45,000 for park operation (excluding improvement fund allocations) and \$97,522 for recreation, a grand total of \$143,000.

### Parks and Recreation in a Consolidated City

According to the data provided by the study area officials, Jackson is the only unit which provides extensive playground and park facilities. Leoni Township has one park supported with township funds. According to Jackson officials the Jackson system, which utilizes school district facilities, serves a population of about 85,000 in the Jackson metropolitan area. An estimate of 25 to 30 parks was given as being required to provide Jackson levels of service to the entire metropolitan area. However, the type and location of these parks and playgrounds could only be determined through a thorough study, such as that now being conducted by the planning department with the assistance of the parks and recreation people. In a program of this type the bulk of the expenditures would be for capital acquisition which, under current practices, would be financed from the public improvement fund and donations (of money and land) from private sources. General funds would be necessary for the operation and maintenance of the system. Without the detailed information that will eventually be developed by the planning study, it is assumed that parks operation expenditure for the consolidated city will be that now expended by the City of Jackson and the township of Leoni. A projection of \$45,000 in expenditures for parks is made for the consolidated city.

At the present time through the participation of the school district, residents outside the City of Jackson receive recreational services. Under the present school district-city arrangement all the schools in the Union School District are being utilized. The additional population which would have to be serviced by the consolidated city is that township population residing outside of the Union School District. It is estimated that one full-time supervisor and an average of twenty part-time employees would be required to service this additional population. On the basis of a present average salary expenditure of \$7,300 per full-time employee and \$680 per part-time employee in Jackson, the salary requirements for these additional personnel would be \$20,900. When added to Jackson's present expenditure of \$97,500 the projected expenditure for the consolidated city is \$118,000.

The recreation program will also bring in revenues from the charges made for certain programs. These fees have represented about 10 percent of the total recreation department expenditures. Therefore, in a consolidated city fees should represent

about \$12,000. The Union School District contribution is based on a specific levy of one-sixth of one mill; therefore, its share will be fixed at about \$38,000. Thus, the general fund would have to contribute the rest—\$68,000. There would be no change in the status of Ella Sharp Park.

Total park and recreation expenditures in the consolidated city are, therefore, projected at \$163,000 from general revenues, \$45,000 for parks and \$118,000 for recreation.

### Library Service in the Four Units of Government

While the residents of the three townships rely mainly upon the county library for service, Leoni and Summit Townships do provide their residents with limited library facilities. Both Leoni and Summit Townships provide the county with a building which is used for library purposes. The townships maintain their respective buildings and contribute to the librarian's salary. Leoni Township also contributes \$200 to a shop owner in North Leoni to stock library books and to check them out. Other than these three facilities in the two townships, township residents rely upon the county library, located in Jackson, the county library's bookmobile, and, for a fee, the Jackson City library. The townships spend a total of about \$2,700 for library service.

The Jackson City library operates one main library, located in the downtown area, one branch, and a bookmobile with five stops. The library has a collection of 104,451 books and a host of other materials.

No charge is made by the library to Jackson residents for the use of the library facilities. Non-residents may use library facilities upon the payment of a yearly fee—\$5.00 per family, \$3.00 per single adult and \$1.00 per juvenile. In the last fiscal year, income from this source amounted to \$2,883. Other library income for this period included the sums of \$4,237 from library fees and book fines; \$2,609 in library state aid, and \$40,112 in state receipts from penal fines. Total expenditures for the Jackson library amounted to \$130,943 for the 1964-65 fiscal year.

### Library Service - in a Consolidated City

The Jackson City librarian estimates that a consolidated city would require four additional branches, all to be located in the present township areas. The addition of five professional and ten non-professional personnel would be needed to staff these facilities, and an additional 175,000 books would be required to stock the branch libraries. While exact building costs cannot be determined, the cost of the four buildings would approximate \$200,000, financed from the public improvement fund. Operating expenditures for the additional facilities would be \$125,000. When added to Jackson's current expenditure of \$131,000 the projected library expenditure for the consolidated city is \$256,000.



Presently, Jackson's library system receives a state grant-in-aid in the amount of \$2,600 and penal fines in the amount of \$40,000. The non-resident charge brings in about \$2,800 in revenues. This latter sum, however, will be lost to the library of a consolidated city. The amount received by the library from penal fines would also decrease from \$40,000 to \$10,000. However, there would be an estimated increase of \$123,000 in the consolidated city's general fund revenues from fees and fines that presently go into the county library fund. The present \$135,000 available to the county library fund from fees and fines would be reduced to \$12,000. County library service responsibilities would also be sharply reduced.

Also, a new source of funds would be available for the consolidated city library system. Under a new state law, libraries designated as systems and meeting the requirements of law would be eligible for a grant of up to \$0.30 per capita. Under this grant, the consolidated city could receive up to \$30,000. Consideration might be given to establishing a single library system to serve the entire county.

### Public Health Service in the Four Units of Government

In all three townships—Blackman, Leoni and Summit—one of the elected officers also serves as township health officer. While the township supervisor performs this function in Leoni and Summit townships, the city clerk acts as health officer in Blackman Township. However, in all three townships the health officers depend primarily upon the county sanitarian, particularly on septic tank and waterwell problems, and on the county public health nurse for other services.

The City of Jackson maintains its own health department, headed by the city physician. The health department is organized in two divisions—administration and nursing. Six full-time and two part-time employees are engaged in performing the activities of the administrative division. Four of the full-time and one of the part-time employees are classed as professional employees. Personnel in the administration division performed the following functions:

1. Environmental health including school inspections, water and sewage control, rabies control, veterinary meat inspection (under contract), health education, industrial health inspection and air pollution control, housing inspection and rodent control, garbage and rubbish nuisance abatement, nursing home and hospital inspections, milk inspections and sample collection, swimming pool control, trailer homes and parks inspection, food and meat inspection, and food poisoning investigations;
2. Communicable and venereal disease control;
3. Physician for the public schools and for the city police department, pension board, and civil service commission;

4. The laboratory unit provides diagnostic services for venereal disease work, diagnostic tests required by physicians, distributes biologics to physicians and hospitals, and makes milk and water analysis;
5. Births, deaths, and reportable communicable diseases are recorded by the vital statistics and clerical unit. Clerical services for the entire department are also provided by this unit.

The nursing division is staffed with nine full-time and three part-time employees nine professionals and three non-professionals. Areas of activities for the nursing division include health education; school health; geriatrics and chronic illness; crippled children services; tuberculin and PKU testing; maternal and child health; tuberculosis control and follow-up; nursing home consultation and inspection; and alcoholism consultation. For those children who reside outside the Jackson city limits but in the Union school district, a topical fluoride service is provided by the dental hygienist.

For the last fiscal year, ending June 30, 1965, the City of Jackson, expended a total of \$138,734 for health services. Of this total \$61,352 was expended for nursing division services and \$77,383 for administrative division services. The bulk of the total expenditure, \$115,210, or 83 percent went for staff salaries. On a per capita basis, these figures represent an expenditure of \$2.74 per capita \$1.21 per capita for nursing division services and \$1.53 per capita for other health services. Included in these expenditures are the costs for operating a weekly child health conference and well baby and immunization clinic and plastic surgery and orthopedic clinics.

#### Public Health Services in a Consolidated City

Presently, the City of Jackson is engaged in discussions with the county about the establishment of a county health department. The need for a health department in a consolidated city will not exist if the function is assumed by the county. However, should it be necessary for a consolidated city to continue to provide public health services, it is estimated that \$75,000 would be needed in addition to Jackson's present expenditure of \$138,734. With this sum, an additional ten professional and two non-professional employees would augment the present Jackson health staff. These additional employees would include two sanitarians, a combination public health investigator and sanitarian, a junior bacteriologist, six full-time public health nurses, and two full-time clerks. Thus, the projected expenditure for public health services in the consolidated city is \$214,000.

Presently, the health department brings in \$48,639 in fees and other revenues. This would be expected to increase in the consolidated city. Federal and State Medicare programs may also provide additional funds for home nursing service to the elderly.



The provision of adequate public health services is one of the prime needs for protecting the public health, safety and welfare in an urbanized area such as the Jackson community. For the purpose of this report, it is assumed that the consolidated city will provide public health services and this will greatly increase the health services available to the residents in the three townships. The assumption of consolidated city health services, however, in no way reflects on the desirability of establishing a unified county-wide health department. If an adequate county health department were established, there would be no need for a city health department.

### Airport Services in the Four Units of Government

The City of Jackson operates an airport, the Reynolds Municipal Airport, of 828 acres located in Blackman Township. Airport facilities include seven separate buildings for offices and passengers, 33 aircraft storage hangers and 30 outside tie-down facilities, and two runways—one 5,350 feet and the other 3,500 feet in length. Runway lights, a rotating beacon, a lighted wind indicator and runway end identifier lights illuminate the airport, permitting night operations.

Two airlines—North Central and Lake Central—serve the Jackson area through the Reynolds Airport. Both airlines provide commercial passenger, air freight, air express, and air mail services. In the 1964-65 fiscal year, a total of 10,089 persons either arrived at or departed from the Jackson area through this facility. The two airlines carried 77,826 pounds of airmail, 233,699 pounds of air express, and 276,365 pounds of air freight.

While the airport does not serve as a base for military air units, the military does utilize the airport for training purposes and the shipping of personnel and cargo. A Civil Air Patrol Squadron conducts its meetings in an airport building and bases two CAP aircraft on the airport.

Other airport operations include flying instructions, selling aviation gasoline, providing charter flights, renting and selling aircraft, and servicing and repairing aircraft. There are three fixed base operators who perform the above tasks. The Federal Aviation Agency operates a control tower, 16 hours daily, and a flight service station, 24 hours daily.

Other departments of the City of Jackson cooperate with airport officials when their services are required. The fire department provides fire protection whenever necessary. Because the airport is located in Blackman Township, the township fire department also responds to airport fire calls.

Airport operations are financed primarily through the general fund of the City of Jackson and in the 1964-65 fiscal year cost \$53,825. This represents an expenditure by Jackson of \$1.06 per person for airport operations. In fiscal 1964-65 receipts

from airport operations, primarily in the form of rentals, total \$41,111. The \$12,714 difference between the income and expenditures for airport operations represents a subsidy by the residents of the City of Jackson to those persons utilizing the airport facilities.

Monies for the construction of new facilities come from the public improvement fund. When the city receives federal funds from the federal aid to airports program, the city's share of construction costs is 25 percent, the state assumes 25 percent and the federal government assumes 50 percent. In the 1964-65 fiscal year, the city spent \$12,758 for airport construction from the public improvement fund. This amount, when added to the operation expenditures, raises airport expenditures to a total of \$66,583, or \$1.32 per capita.

#### Airport Services in a Consolidated City

Since the Reynolds Municipal Airport already serves the entire Jackson community, there would be no increase in operating or capital-improvement cost in a consolidated city. The only charge would be that the \$54,000 operating expenditure (net of \$12,714) and any capital expenditures for the airport would be financed by the entire Jackson community.

#### Cemeteries in the Four Units of Government

The City of Jackson owns and operates two active cemeteries—one in Jackson and the other in Summit Township. Administration of the cemeteries is the responsibility of the city clerk's office which expended \$8,856, mainly for salaries, which sum is included in the projected cost of the clerk's office. Operating costs, excluding administrative costs, for the two cemeteries cost the city \$82,567. In the 1964-65 fiscal year, the cemetery operations produced an income of \$62,696 for the city, about \$19,000 of which was from the perpetual care investments.

Blackman Township expended \$1,133 for cemeteries in 1964-65. There was no income. Cemetery operating expenditures for Leoni Township amounted to \$2,374 in 1964-65. Cemetery operating expenditures in the four units total \$86,000.

#### Cemeteries in a Consolidated City

In a consolidated city there would be no change in the cemetery function, other than consolidating the administration. The projected expenditures would be the total of the present expenditures—\$86,000. Revenues would total about the present \$63,000.

### Fringe Benefits

Township employees have comparatively few fringe benefits. All three units have social security for their employees. Blackman provides its employees with two weeks vacation with pay. Sick leave is granted, but the policy is not clearly defined. Leoni Township employees receive paid hospital insurance for themselves. A pension system for policemen and firemen has been adopted in Leoni, but no decision has been made as to how much of the respective yearly payments of \$400 and \$200 per man must be borne by the men themselves. No other fringe benefits exist for Leoni Township employees. Summit Township employees also have the single rate premium for hospital-health insurance paid for them by the township. However, no pension or other fringe benefits are provided.

Previously enumerated expenditure projections for services in a consolidated city do not include the cost of fringe benefits paid by the City of Jackson. These benefits include paid hospital-medical insurance for the individual, a \$2,000 life insurance policy for which the city pays a portion of the premium, pensions, social security, sick leave and paid vacations and holidays. It is assumed that employee fringe benefits now provided in Jackson would prevail throughout the consolidated city. Fringe benefit costs average \$706 per full-time employee in Jackson. It is estimated that approximately 162 employees would be added to the present 400 full-time employee Jackson work force to provide Jackson level services throughout the consolidated city. Expenditures for fringe benefits for these 562 employees would total about \$387,000. It is recognized that the actual expenditures for pensions might be higher if the present township employees were given pension credit for the years of township service. The exact amount of the additional expenditures would depend on the number of employees choosing to transfer to consolidated city employment, the number of years of township service they have, and the amount of credit given for this prior service.

### Miscellaneous

This “miscellaneous” category includes expenditures made by the City of Jackson, listed as miscellaneous in its budget, but not accounted for anywhere else in the projections. These expenditures are not expected to increase, so the present Jackson total of \$67,000 is projected for the consolidated city.

## Chapter 4

### NON-TAX SUPPORTED SERVICES

In addition to the services and functions previously discussed which are financed from the general fund of the city, there are several other functions and services provided by the city that are financed entirely from revenues or other non-tax sources.

#### Water Service in the Four Units of Government

Two of the four units of government in the Jackson study area provide water from public water systems—Summit Township and Jackson. Leoni Township also owns a water system serving 42 homes, which was built by a subdivider and given to the township. Leoni Township charges the homeowners a fee of \$9.00 per quarter, and it expects to expand this system to additional homes in the area.

Summit Township provides water to 1,361 residential and to nine commercial customers. Residential customers are billed a flat fee of \$9.00 per quarter; commercial customers are billed on a metered basis. The township also bills about 70 residential customers who receive their water directly from the City of Jackson.

In reality, the Summit system has been a series of small water systems providing untreated well water to groups of residents. With funds received from a \$490,000 revenue bond issue, Summit Township expects to draw these individual systems into a single integrated system by the construction of a cross-town main, five pumping stations, and a 750,000 gallon water tank for storage and pressure maintenance. Amortization of the revenue bonds as well as the costs of operation are financed from water user charges.

All other construction costs for water purposes in Summit Township have been met through special assessments. Initial funds have been obtained through bond issues or, when the project cost was small, from available monies in existing funds. Up to March 31, 1965, Summit Township had expended a total of \$797,344 for water main construction, \$60,000 for bond retirement, and \$2,687 for interest charges. Operating income for the 1964-65 fiscal period amounted to \$56,916 and operating expenditures were \$16,751. In the same period \$108,108 was collected in assessments and interest.

The Summit Township water system is operated and maintained by a water superintendent with a part-time clerk for water billings. Maintenance not performed by the superintendent is contracted out to private firms.

Jackson has a water system supplying a total of 13,960 customers with treated well water through a system which includes a reservoir, pumping stations, and 175 miles of water mains. The system's capacity is 32 million gallons of water daily, with an average daily output of 11.5 m.g.d. In 1964-65, it cost the City of Jackson a total of \$510,630 to operate the water system, including payments in lieu of taxes, depreciation, and all operating expenses. Total water system revenues in this period were \$586,674, mainly from user service charges. User charges vary according to the amount of water used. For a residential user, with a 5/8-inch meter, the minimum charge is \$3.12 per quarter. An average charge is \$4.30 per quarter for about 1800 cubic feet of water.

Main construction is financed through special assessments at a standard rate of \$2.20 per front foot for six inch mains. The cost of mains over six inches is absorbed by the water utility, as are the costs of mains at intersections, valves, and fire hydrants. The special assessment covers the tap in privilege. Connections into the mains are made by city work crews, with charges levied against the property owner. On an unimproved street this charge averages \$90 per connection and on an improved street it averages about \$179. The installation of both a sewer and a water line from the major mains to the lot line averages about \$225 per connection. For those areas in the townships receiving city water services, Jackson installs the mains and is reimbursed by the townships. About 460 of Jackson's 13,960 customers are in the surrounding townships.

Presently, Jackson has about \$235,000 in water revenue bonds outstanding. Annual debt retirement and interest charges are \$50,000 and \$5,000 respectively.

#### Water Services in a Consolidated City

Probably, the two governmental services of most concern in many of the American metropolitan communities today are supplying fresh, pure water and the removal and disposal of human wastes. The rapid growth of the communities around the City of Jackson in relation to sewer and water development has created serious problems.

A water system for the Jackson community could be developed from the existing Jackson and Summit systems described above. This consolidated system would be more flexible and less expensive to construct and operate than would a number of

separate systems. To provide water to the urban area of the Jackson-community, including 8,000 new customers, would require a maximum water supply for the consolidated city of 36 million gallons daily. It is estimated that the average daily use of water would be 17 million gallons. New sources of water could be developed through ground storage facilities, surface water reservoirs, and additional wells. Jackson water officials have estimated that the costs for the additional plant facilities to serve the consolidated area would amount to \$1,300,000 and additional mains would cost about \$3,600,000. The exact costs would of course, have to depend upon engineering studies which would determine the exact requirement for and the location of the additional facilities. Operating costs for the additional facilities would be about \$50.00 per million gallons of water. About 1,500 additional customers could be extended water services each year.

Both construction and operating costs of the water system are charged to the user. Special assessments are used to finance the construction of some of the mains and user charges finance plant construction and operation and part of the cost of mains. Thus, no general fund monies would be utilized for water services in the consolidated city. Also, the assessments and charges would not be imposed until services are extended to the individual users in the consolidated city. It is estimated that it would take three years after plans and specifications were approved to provide new customers with water.

Economies of scale would be expected from a water system of a consolidated city. Engineering costs and interest charges would tend to be less for a consolidated system than for several individual systems. Presently, no projection of user charges is possible. However, it would seem that the charge would be no more than the \$36.00 per year now charged in the townships.

#### Sewage Collection and Treatment in the Four Units of Government

None of the three townships has a sanitary sewerage system. The residents rely primarily upon septic tanks.

Jackson has a sewerage system covering the entire area of the city and provides service to about 50 non-residents immediately adjacent to the city boundaries. Under the City's current policy no new sewer lines are being extended to non-residents. Costs of new sewer lines in the city are borne by the residents through special assessment districts. The City assumes only the cost of engineering services. Connecting lines from the sewer to the lot line are constructed by city forces with the costs billed to the resident.

The sewage collected by this system is treated by the Jackson treatment plant, which is located in Blackman Township, one mile above the city's northern bound-



ary. Primary and secondary treatment is given to all sewage in dry weather. During storms sewage up to 1% times the dry weather flow is given both primary and secondary treatment, while the rest of the sewage up to 2% times the dry weather flow is given primary treatment only. The sewage plant has a capacity for handling 48 million gallons daily for primary treatment only and 19 million gallons per day for complete treatment. During dry weather, the plant treats an average of 10.5 million gallons daily.

Operation and maintenance of the sewage treatment plant, sewers, and seven pumping stations is financed through service charges based on the amount of water consumed by the customer. The schedule of rates also provides for the financing of capital additions to the treatment plant. In the last fiscal year, the total expenditures for operating the system amounted to \$360,408 or \$7.12 per capita. This total includes depreciation in the sum of \$64,280, payments in lieu of taxes in the amount of \$20,000 and interest charges of \$19,386. Presently, there is an outstanding debt of \$480,000 for the treatment plant and the interceptor sewers.

#### Sewage Collections and Treatment in a Consolidated City

None of the townships has a sewerage system. Thus, in a consolidated city the present Jackson system of collecting and treating sewage would have to be extended to the built-up areas in the townships.

Data provided by Jackson officials indicate the estimated cost of providing a sewerage system for the areas of the consolidated city now without sewers would amount of \$16.1 million. A more definitive statement of costs and the work involved would require an engineering survey. The construction cost for a consolidated system would be somewhat less than if each unit proceeded separately because of savings in engineering and interest costs, as well as economies of scale. In any event the method of financing these additions would be the same as the system now in existence—special assessment against the benefiting property owners. Extension of sewers would be by petition of property owners.

Jackson's present treatment plant has the capacity to handle the sewage of 30,000 additional persons. With additional facilities of about \$500,000, the plant could handle the sewage of 50,000 more persons than it is now handling. The additions to the plant could be added within one year's time and could be ready to serve customers as soon as the construction of new sewer lines were completed. An additional 50,000 persons could be expected to contribute 5,000,000 gallons of additional sewage per day. Operating costs, including depreciation and interest, for treating this additional five million gallons per day would be about \$50,000 more than is now

being spent by the City of Jackson. Present Jackson rates could be expected to produce \$90,000 per year more in revenues if the service were extended to 30,000 persons—or an estimated 8,400 customers. The average charge would be \$2.70 per quarter. This would cover operating costs and the costs of providing additional pumping stations. The costs of the sewer lines necessary to collect the sewage and transport it to the treatment plant would be financed by special assessments.

### Renewal and Housing

Urban renewal in the Jackson community is conducted only by the City of Jackson. The city planning department was responsible for urban renewal from 1960 until June, 1962, when an urban renewal department was established. Presently, two urban renewal programs are administered by this department of seven employees. One program is a residential project of 147 acres, involving both clearance and conservation. The other project, involving total clearance of about 20 acres, is a commercial project.

Jackson also has a five member housing commission which was established by the city commission at the end of 1962. Presently, two housing projects are scheduled for the City of Jackson. One project located in one of the urban renewal areas is under construction and partially occupied. Funds for this 100 unit project are being supplied by the national government as are the funds for a second project with 100 units which will be for elderly persons when constructed. No general funds of the city are used for urban renewal or housing, the city's share of capital costs is financed from the public improvement fund.

### Renewal and Housing in a Consolidated City

Programs in renewal and housing would not be affected materially by consolidation. While the area in which renewal and housing could be undertaken would be expanded, the inescapable fact is that the most serious blight and deterioration occurs in the older sections of the city. This would tend to limit renewal and housing projects to the core area. The present costs would not change unless additional projects are added to the two presently underway in the City of Jackson. It is assumed that no urban renewal or housing costs would be charged to the general fund in the foreseeable future.

### Parking Utility

Jackson operates public parking lots and metered street parking spaces as a self-supporting utility. In the last fiscal year, this operation had a total income of



\$212,555. Expenditures including depreciation amounted to \$152,499, leaving a surplus of \$60,000.

Since the parking facilities of Jackson are self-supporting, there would be no change in a consolidated city. The utility is not involved in the general fund operations, except for some engineering services provided by the engineering department, for which the general fund is reimbursed.

### Hospital Services

Jackson provides hospital services to the residents of the area through city owned W. A. Foote Memorial Hospital. This facility with approximately 258 beds has been owned by Jackson since 1898 and operated by it until 1935, when by charter amendment, the hospital's control and operation was placed under an independent board of managers. Presently, the separate board of managers operates the Foote Hospital as a counterpart of a voluntary, non-profit, general hospital, partially subsidized by the taxpayers of Jackson.

Financial support equivalent to one mill on state equalized valuation is available to the hospital from the city. In the 1964-65 fiscal year, the one mill levy on state equalized value for Foote Hospital amounted to \$176,187. (Approximately 64 percent—\$112,125—of this levy was used to pay the yearly principal and interest obligation on the full faith and credit bonds issued by the City of Jackson for a construction program at the hospital.) On a per capita basis, this levy amounts to a charge of \$3.48 per person.

Patient charges and rates at Foote Hospital are set at levels which are approximately 10 percent less than the costs as result of the tax support the hospital receives. City residents, therefore, receive hospital care at 90 percent of its true cost. Non-residents of Jackson who according to hospital records constitute one-half of the hospital patients are charged a 10 percent equalization fee on their hospital bill in order to have their payments reflect the true cost of the services provided to them. This equalization charge brings in revenue which is about equal to the sum brought in by the one mill levy on Jackson taxpayers. In the 1965-66 fiscal year, each of these sources is expected to provide approximately \$172,900 in revenues.

Since the W. A. Foote Memorial Hospital already treats township residents, consolidation would not add to its patient load. The extension of the one mill levy for the Foote Hospital to the entire consolidated city would lower the charge to patients residing in the three townships to 90 percent of full cost, as is presently the case with city residents. The total amount of money involved would not differ greatly as

far as the hospital is concerned. Estimated hospital revenues for 1965 include \$172,900 from the one mill levy on Jackson residents and \$172,900 from the 10 percent equalization charge on non-residents. The one mill levy on the state equalized value of \$314,137,684 for the consolidated city would bring in \$314,000 in revenues for Foote Hospital. Non-residents of the consolidated city would continue to pay the 10 percent equalization charge.

## Chapter 5

### DEBT SERVICE

Blackman and Leoni Townships have no public indebtedness. Summit Township has an indebtedness of \$1,011,000, of which \$521,000 is secured by special assessments against property owners and \$490,000 by the revenues of the water systems.

Jackson had outstanding, as of June 30, 1965, \$3,414,000 in bonded indebtedness as shown in Table 18, below. The only general obligation bonds are the Foote Hospital bonds, which are amortized from the one mill levy for Foote Hospital. The remainder are utility revenue bonds for water, sewage, and parking and are secured by their respective operating revenues. Presently, the City of Jackson is in the process of floating a million dollar bond issue for highway purposes, which will be secured by gas and weight tax revenues.

Table 18

Bonded Indebtedness—City of Jackson  
as of June 30, 1965

General Obligation Bonds—Foote Hospital	\$1,625,000
Water Revenue Bonds	234,000
Parking Revenue Bonds	975,000
Sewage Revenue Bonds	<u>580,000</u>
Total	\$3,414,000

For purposes of projection, it is assumed that in the consolidated city all outstanding revenue bonds will be financed from revenues of the utilities, and that the general obligation bonds for Foote Hospital will continue to be financed from the one mill of property tax revenues that is earmarked for the hospital.

## Chapter 6

### SUMMARY OF PRESENT AND PROJECTED EXPENDITURES

The expenditures of the four units of government in the Jackson community for each service and function have been discussed in detail in the preceding sections of the report. Table 19 summarizes this expenditure data and shows the comparative expenditures of the City of Jackson and the three townships for the various functions and services of government.

Table 19

#### Expenditures – Three Townships and City of Jackson 1964-65 Fiscal Year

<u>Function</u>	<u>Three Townships</u>			<u>Jackson</u>			<u>Total</u>		
	<u>Amount</u>	<u>Per Capita</u>	<u>% of Total</u>	<u>Amount</u>	<u>Per Capita</u>	<u>% of Total</u>	<u>Amount</u>	<u>Per Capita</u>	<u>% of Total</u>
General									
Govt.	\$176,923	\$ 3.15	23.1%	\$ 396,327	\$ 7.83	9.9%	\$ 573,250	\$ 5.37	12.0%
Police	72,744	1.30	9.5	624,370	12.33	15.6	697,114	6.53	14.6
Fire	229,316	4.09	29.9	609,553	12.04	15.3	838,869	7.86	17.6
Inspection	19,323	0.34	2.5	35,635	0.70	a	54,958	0.51	1.2
Civil									
Defense	—	—	—	21,518	0.43	a	21,518	0.20	a
Public									
Works	131,036	2.34	17.1	1,329,660	26.26	33.3	1,460,696	13.69	30.7
Street									
Lighting	47,603	0.85	6.2	78,567	1.55	2.0	126,170	1.18	2.7
Parks &									
Recreation	3,196	0.06	a	140,845	2.78	3.5	144,041	1.35	3.0
Health	1,400	0.02	a	130,943	2.59	3.3	132,343	1.24	2.8
Library	—	—	—	138,734	2.74	3.5	138,734	1.30	2.9
Airport	—	—	—	53,654	1.06	1.3	53,654	0.50	1.1
Cemetery	3,507	0.06	a	82,567	1.63	2.1	86,074	0.81	1.8
Benefits &									
Misc.	<u>81,767</u>	<u>1.46</u>	<u>10.7</u>	<u>349,409</u>	<u>6.90</u>	<u>8.6</u>	<u>431,176</u>	<u>4.04</u>	<u>9.1</u>
TOTAL	\$766,815 <sup>b</sup>	\$13.67	100.0%	\$3,991,782	\$78.84	100.0%	\$4,758,597	\$44.59	100.0%

<sup>a</sup> Less than one percent.

<sup>b</sup> Excludes monies spent by the state and county to provide local services such as streets and police protection to township residents.

The data of Table 19 shows that Jackson spends more in the aggregate and more per capita on individual services than do the three townships. This reflects the fact Jackson provides higher levels of services to its citizens than do the three townships to their residents. Jackson spends a smaller proportion of its budget for general government than do the three townships. Only ten percent of Jackson's expenditures represents an outlay for general government, whereas for the three townships this item amounts to 23 percent of the total expenditures. Thus, 90 percent of Jackson's expenditures are for direct services to its citizens while in the townships approximately 77 percent of the expenditures are for direct services.

Expenditures in the Consolidated City

Projected expenditures for the consolidated city total \$6,086,000 as shown in Table 20. General government is estimated to cost \$598,000; protective services \$1,770,000; public works \$2,481,000; other services \$773,000; and fringe benefits and miscellaneous \$464,000.

Table 20  
Projected Expenditures  
Consolidated City

	<u>By Department</u>	<u>Total by General Category</u>
<u>General Government</u>		\$598,000
Legislative	\$15,000	
Manager	33,000	
Clerk	126,000	
Treasurer	65,000	
Assessor	64,000	
Attorney	30,000	
Planning	68,000	
Personnel & Purchasing	36,000	
Building	81,000	
Judiciary	80,000	
<u>Protective Services</u>		1,770,000
Police	862,000	
Fire	814,000	
Inspection	72,000	
Civil Defense	22,000	
<u>Public Works</u>		2,481,000
Construction	657,000	
Maintenance	325,000	
Sidewalks	42,000	
Street Cleaning	79,000	
Catch Basins	23,000	
Snow & Ice Control	170,000	
Street Lighting	166,000	
Refuse Disposal	35,000	
Forestry	96,000	
Weed Control	16,000	
Garage	112,000	
Other	596,000	
<u>Other Services</u>		773,000
Parks	45,000	
Recreation	118,000	
Library	256,000	
Health	214,000	
Airport	54,000	
Cemeteries	86,000	
<u>Miscellaneous</u>		464,000
Fringe Benefits	397,000	
Miscellaneous	67,000	
TOTAL		\$6,086,000

Comparative expenditures for the consolidated city and the present four units of government are shown below.

Table 21

Expenditures In the Four Units of Government  
and the Consolidated City

<u>Function</u>	<u>Four Units of Government</u>			<u>Consolidated City</u>		
	<u>Amount</u>	<u>Per Capita</u>	<u>Percent of Total</u>	<u>Amount</u>	<u>Per Capita</u>	<u>Percent of Total</u>
General Government	\$ 573,250	\$ 5.37	12.07%	598,000	\$ 5.60	9.8%
Protective Services	1,612,459 <sup>a</sup>	15.11	33.9%	1,770,000	16.59	29.1%
Public Works	1,586,866 <sup>a</sup>	14.87	33.3%	2,481,000	23.25	40.8%
Other Services	554,846	5.20	11.7%	773,000	7.25	12.7%
Fringe Benefits & Misc.	<u>431,170</u>	4.04	9.1%	<u>464,000</u>	4.35	7.6%
TOTAL	\$4,758,597 <sup>a</sup>	\$44.59	100.0%	\$6,086,000	\$57.03	100.0%

<sup>a</sup> Excludes monies spent by the state and county to provide, local services such as streets and police protection to township residents.

Projected expenditures for the consolidated city would exceed the present expenditures of the four units of government by approximately \$3,300,000. This additional sum of money would provide the Jackson level of municipal services throughout the entire community.

## PART IV

### THE JACKSON COMMUNITY—GOVERNMENTAL REVENUES

#### Revenues in the Four Units of Government

Governmental services in the Jackson community are financed by three sources of revenues: (1) direct charges, fees and fines; (2) state aid; and (3) the property tax. The present income from these sources is shown in Table 22 for each of the three townships and for the City of Jackson.

#### Charges, Fees, Fines and Miscellaneous

This source of revenue produces a minor amount of income for the townships individually and combined. For Jackson this category of revenue represents approximately 30 percent of its total income.

#### State Aid

Funds from the state government play an important role in the financing of township services. For Blackman and Summit Townships, state aid represents respectively 69 percent and 63 percent of total revenues. In Leoni Township state aid represents 48 percent of total revenues. Leoni not only receives a smaller dollar amount of state aid than do the other two townships, but it collects a higher dollar amount of property tax revenues than do the other two townships by levying additional millage for fire purposes.

Jackson receives more state aid money than the three townships combined. However, Jackson's state aid represents only 29 percent of its total revenues, whereas for the three townships, state aid represents approximately 60 percent of their combined revenues.

#### Property Taxes in Fiscal 1965

In each of the four units of government, direct charges, fees, and fines and state aid total less than expenditures. The difference is made up by the property tax. Blackman and Summit Townships each levy one mill on state equalized value. The revenues from this levy, plus excess of roll, delinquent taxes and penalties and collection fees amounted to \$46,589 in Blackman and \$84,412 in Summit. Leoni

Table 22

Present Sources of Revenue  
in the Jackson Community  
Fiscal 1964-65

	<u>Blackman</u>	<u>Leoni</u>	<u>Summit</u>	<u>Sub-Total</u>	<u>Jackson</u>	<u>Total</u>
	<u>Amount</u>	<u>Amount</u>	<u>Amount</u>	<u>Amount</u>	<u>Amount</u>	<u>Amount</u>
	<u>% of</u>	<u>% of</u>	<u>% of</u>	<u>% of</u>	<u>% of</u>	<u>% of</u>
	<u>Total</u>	<u>Total</u>	<u>Total</u>	<u>Total</u>	<u>Total</u>	<u>Total</u>
Charges						
Fees						
Fines						
Misc.	\$ 12,362	\$15,913	\$16,138	\$44,413	\$ 1,184,426	\$ 1,228,839
	6.5%	6.9%	5.9%	6.4%	29.5%	26.1%
State						
Aid	132,347	111,300	172,797	416,444	1,158,949	1,575,393
	69.2%	48.3%	63.2%	59.9%	28.8%	33.4%
Property						
Taxes	<u>46,589</u>	<u>103,406</u>	<u>84,412</u>	<u>234,407</u>	<u>1,678,315</u>	<u>1,912,722</u>
	24.4%	44.8%	30.9%	33.7%	41.7%	40.5%
TOTAL	\$191,298	\$230,619	\$273,347	\$695,264	\$4,021,690	\$4,716,954
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

\* For general fund operating purposes. Jackson imposes special property tax levies for capital improvements and for the support of Foote Hospital.



Township levies a one mill tax for general operating purposes, plus either 1.25 or 1.5 mills for fire purposes. In the last year these levies plus collection fees, excess of roll, etc., produced \$103,406 in revenues.

Jackson levies a nine mill tax on state equalized value for operating purposes. This tax produced \$1,678,315 in current revenues, including penalties and collection fees. This source of revenue represents 42 percent of total income. Jackson also levies a one-mill tax on state equalized value for the Foote Memorial Hospital. Jackson was authorized by its voters in November of 1949 to levy a two-mill tax to finance capital improvements. Revenues from this tax, which are earmarked for the public improvement fund, amounted to \$347,687 in the last fiscal year.

Thus, in total Jackson residents pay a 12 mill (\$1.2 per \$1,000) tax on state equalized value; Blackman and Summit residents pay a one-mill tax and Leoni residents pay either a 2.25 or 2.50 mill tax depending on where they reside in the township.

Restated in terms of the tax rate on local assessed valuations, Jackson residents pay a tax rate of \$17.24 mills (\$17.24 per \$1,000); Blackman residents pay 2.11 mills (\$2.11 per \$1,000); Summit Township residents pay 1.96 mills (\$1.96 per \$1,000); and Leoni residents of Michigan Center pay 6.02 mills (\$6.02 per \$1,000); and residents outside Michigan Center pay 5.42 mills (\$5.42 per \$1,000). Table 23 shows the total tax rate for each unit of government expressed both in terms of state equalized value and local assessed valuation.

Table 23

TAX RATES  
Jackson Community

<u>Unit</u>	<u>Per \$1,000 Assessed Valuation</u>	<u>Per \$1,000 State Equalized Value</u>
Blackman - Total	\$ 2.11	\$ 1.00
Leoni - Total	\$6.02 - \$5.42	\$2.50 - \$2.25
General	\$ 2.41	\$ 1.00
Fire	\$3.61 - \$3.01	\$1.50 - \$1.25
Summit - Total	\$ 1.96	\$ 1.00
Jackson - Total	\$17.24	\$12.00
General	\$12.93	\$ 9.00
Foote Hospital	\$ 1.44	\$ 1.00
Public Improvement Fund	\$ 2.87	\$ 2.00

Tax Base of the Jackson Community

The tax rates of the four units of government are levied on the valuations shown below.

Table 24

Property Valuations  
Jackson Community

	<u>Assessed Valuation</u>	<u>State Equalized Value</u>	
		<u>Amount</u>	<u>Per Capita</u>
Blackman	\$ 22,796,600	\$ 47,643,772	\$2,703
Leoni	14,340,365	24,236,951	2,539
Summit	27,495,035	53,558,785	2,144
Jackson	<u>124,351,275</u>	<u>178,698,176</u>	<u>3,530</u>
Total-Jackson Community	\$188,983,275	\$314,137,684	\$2,944

The City of Jackson’s state equalized value of \$3,530 per capita is the highest in the four units. Among the townships Summit has the lowest state equalized value per capita—\$2,144. Comparable figures for Blackman and Leoni Townships are \$2,703 and \$2,539 respectively. In the Jackson community as a whole the state equalized valuation per capita is \$2,944, which is higher than the per capita valuation in anyone of the three townships. Summit township, with the lowest per capita state equalized value, must depend primarily upon residential property for its tax revenues. As shown in Table 25, in the other two townships and in Jackson, there are substantial amounts of commercial-industrial-utility property to share the tax burdens of each community. Table 25 also shows that in the total community the tax base is balanced, with residential-agricultural property accounting for 51 percent of the valuation and commercial-industrial-utility property accounting for 49 percent.

Table 25

State Equalized Value  
by Type of Property  
Jackson Community

<u>Unit</u>	<u>Amount</u>			
	<u>Total</u>	<u>Agricultural</u>	<u>Residential</u>	<u>Commercial- Industrial- Utility</u>
Blackman	\$47,643,772	\$1,594,641	\$18,058,731	\$27,990,400
Leoni	34,236,951	2,947,742	13,538,781	17,750,428
Summit	53,558,785	1,708,339	43,483,301	8,367,145
Jackson	<u>178,698,176</u>	—	<u>78,415,413</u>	<u>100,282,763</u>
Total Jackson Community	\$314,137,684	\$6,250,722	\$153,496,226	\$154,390,736

As a Percent of Local Units Tax Base

<u>Unit</u>	<u>As a Percent of Local Units Tax Base</u>			
	<u>Total</u>	<u>Agricultural</u>	<u>Residential</u>	<u>Commercial- Industrial- Utility</u>
Blackman	100.0%	3.3%	37.9%	58.7%
Leoni	100.0%	8.6%	39.5%	51.8%
Summit	100.0%	3.2%	81.2%	15.6%
Jackson	100.0%	0.0%	43.9%	56.1%
Total Jackson Community	100.0%	2.0%	48.9%	49.1%

Projected Revenues in the Consolidated City

For the consolidated city revenues from all sources other than current property tax collections are estimated to be \$4,054,000. This amount represents the current revenues of the four units of government plus the changes in revenues resulting from consolidation, excluding current property tax levies.

Table 26

Projected Revenues Other than Current General Property Tax Levy  
in the Consolidated City

	<u>Four Units of Government</u>	Net Additions or <u>Losses</u>	<u>Total Projected Revenues</u>
Charges, Fees, Fines, Misc.	\$1,228,839	+ \$ 241,646	\$1,470,485
State Aid	1,575,393	+ 872,279	2,447,672
Property Taxes other than current tax levy	<u>207,499</u>	- <u>70,826<sup>a</sup></u>	<u>136,673</u>
<b>TOTAL</b>	<b>\$3,011,731</b>	<b>+ \$1,043,099</b>	<b>\$4,054,830</b>

<sup>a</sup> Excess of roll and street lighting charges now collected by townships are not included in consolidated city projections.

Additional non-property tax revenues to be gained through consolidation were reviewed in detail in Parts II and III. Briefly, for review purposes, these additional funds would come from increased state aid, license fees, penal fines and fees, and additional income from other funds. The additional net income totals \$1,043,099.

Tax Rate of the Consolidated City

The projected expenditures for the consolidated city would amount to \$6,086,000. The projected revenues from all sources other than current taxes would amount to \$4,055,000. Since the property tax levy is now used to make up the difference between expenditure requirements and non-property tax income, a property tax levy of \$2,031,000 would be required in the consolidated city. With a state equalized value of \$314,137,684 the consolidated city tax rate would be 6.47 mills or \$6.47 per \$1,000 of state equalized value. Table 27 shows the amounts of revenue for the consolidated city and the present Jackson community by sources.

Table 27

Comparison of Revenues in the Four Units and  
in the Consolidated City

	<u>Four Units of Government</u>		<u>Consolidated City</u>	
	<u>Amount</u>	<u>Percent of Total</u>	<u>Amount</u>	<u>Percent of Total</u>
Charges, fees, fines, misc.	\$1,228,839	26.1%	\$1,470,485	24.2%
State Aid	1,575,393	33.4%	2,441,672	40.2%
Property Tax <sup>a</sup>	<u>1,912,722</u>	40.5%	<u>2,167,673</u>	35.6%
TOTAL	\$4,716,955	100.0%	\$6,085,830	100.0%

<sup>a</sup> Includes current tax levy of \$2,031,000 and \$136,673 of collection fees, delinquent taxes, etc.

The tax rates in each of the four units and the tax rate in the consolidated city are shown in Table 28 below.

Table 28

Comparison of General Fund Tax Rates Four Units and Consolidated City  
(Per \$1,000 of S.E.V.)

	<u>Present Rate</u>	<u>Consolidated City Rate</u>
Blackman	\$1.00	\$6.47
Leoni	\$2.25 - \$2.50	\$6.47
Summit	\$1.00	\$6.47
Jackson	\$9.00	\$6.47

In addition to the general fund tax levy, there are two special tax levies in the City of Jackson.

Foote Hospital Levy

Presently, the City of Jackson levies, under charter authority, a one-mill tax to support Foote Hospital, which yields \$176,000 in revenue in the consolidated city, the retention of this levy would have to be determined by the citizens of the new city

in their charter. Retention of the levy would mean, insofar as present township residents are concerned, cancellation of the ten percent equalization charge now made by the hospital on non-resident patients.

### Public Improvement Fund

The City of Jackson now levies pursuant to charter authorization two mills for public improvements, which yielded \$348,000 in fiscal 1964-65. Whether the present levy of two mills for public improvements is to be retained is also a decision to be made by the voters of the consolidated city in their charter. In the consolidated city a two mill levy for public improvements would yield \$628,000 annually in revenue.

### Impact of Consolidation on Taxpayer

The fact that the tax rate in the consolidated city is higher than the tax rate in the present townships is due to the higher levels of services which will be provided to the present township residents in a consolidated city.

If the three townships together wished to provide for themselves the Jackson level of service, as represented by Jackson's expenditure of \$78.84 per capita, they would have to pay a tax rate of \$21.22 per \$1,000 of state equalized value.

The difference between the \$21.22 per \$1,000 tax rate and the consolidated city tax rate of \$6.41 per \$1,000 represents the advantage to be gained by township residents from consolidating with Jackson as opposed to attempting to obtain the Jackson level of service on their own. Neither the \$21.22 rate nor the \$6.47 rate include the \$2.00 tax rate for public improvements or the \$1.00 tax rate for Foote Hospital.

For most citizens, however, there is one more question that has to be answered, "What will it cost me?" The tax cost to the property owner will be determined by two factors—tax rate and the valuation of his property.

In the consolidated city the tax rate would be \$6.47 per \$1,000 of state equalized value (\$9.47 if Foote Hospital and public improvement levies are continued at present Jackson rates). It should be noted, however, that the entire \$6.47 rate would not be needed immediately because it would take some time to recruit and train the additional employees, acquire equipment and otherwise gear-up.

Property valuations in the four units of government are now at different levels of assessment in relation to true cash value. At the present time a residence that has a true cash value (i.e., market value) of \$16,000 would be assessed in each of the four communities for about the following amounts:

<u>Unit</u>	<u>Assessed Value</u> <u>\$16,000 House</u>
Jackson	\$5,600
Blackman	\$3,830
Leoni	\$3,360
Summit	\$4,160

Until such time as the consolidated city reassessed all property on a uniform basis, these differences in levels of assessment among the four present units would result in an inequitable allocation of the tax burden among the residents of the consolidated city. For example, until property is reassessed a resident of the consolidated city whose \$16,000 house had been assessed by the City of Jackson at \$5,600 would pay 46 percent more in consolidated city taxes than a resident whose \$16,000 house had been assessed by Blackman Township at \$3,830. After reassessment of the consolidated city at a uniform level of assessment, both houses would be assessed for the same amount and would pay the same amount in city taxes.

In addition to the necessity of reassessing to achieve an equitable distribution of the tax burden, a reassessment would be necessary to prevent disruption of school district finances within the consolidated city. School taxes are levied on the basis of the state equalized value of property. Since the total state equalized value of property in the consolidated city would be the same as the total state equalized value in the four communities, the aggregate amount of school taxes that could be levied in the Jackson community would not be directly affected by consolidation. However, until property in the consolidated city was reassessed, there would be some shifting of state equalized values among the school districts. This shifting would result from the mathematical process used in establishing the state equalized value of property in an assessing jurisdiction (the consolidated city) and pro-rating that state equalized value among the several taxing jurisdictions (school districts) within the consolidated city. Once property within the consolidated city was reassessed at a uniform level, the various school districts within the consolidated city would have the same tax base as they had prior to consolidation.

Thus, a reassessment of property should have top priority in the consolidated city in order to achieve an equitable distribution of the tax burden and to prevent the disruption of the tax base of the school district. The necessity for reassessment of

the four units, however, should not be attributed solely to consolidation. The Michigan Constitution of 1963 (Art. X, Sec. 3) and Public Act 409 of 1965 require that all property in the state be assessed uniformly at 50 percent of true cash value after January 1, 1966. This mandate applies to both the present four units as well as the consolidated city. The funds required to reassess the property in the consolidated city were not included in the projected expenditures for the assessing department since a complete reassessment would not be a recurring expenditure. However, the necessary funds would be available following consolidation because of the additional money that would be available during the “gearing-up” period.

Table 29 shows the tax impact on an individual homeowner of providing the Jackson level of service throughout the consolidated city. For purposes of illustration it is assumed that the taxpayer’s house has a current market value of \$16,000 and that the consolidated city would levy a tax rate of \$6.47 per \$1,000 of state equalized value for general operating purposes, plus \$2.00 for public improvements and \$1.00 for Foote Hospital, a combined city rate of \$9.47. The tax impact is shown for the period when the full \$9.47 rate is being levied and after all property has been reassessed at 50 percent of true cash value in accord with constitutional and statutory requirements.

Table 29

Impact of Consolidation on Cit and Township Taxes  
(\$16,000 Market Value House)

	Valuation (Local <u>Assessed</u> )	<u>Present</u> X Rate =	Amount of <u>Tax</u>	<u>Consolidated City</u> <sup>1</sup>		
				Valuation (Local and State <u>Equalized</u> )	X Rate <sup>2</sup> =	Amount of Tax
City of Jackson	\$ 5,600	17.4	\$97.00	\$8,000	9.47	\$ 76.00
Blackman	3,830	2.11	8.00	8,000	9.47	76.00
Leoni	3,360	6.02	20.00	8,000	9.47	76.00
Summit	4,160	1.96	8.00	8,000	9.47	76.00

<sup>1</sup> After reassessment at 50 percent of true cash value.

<sup>2</sup> Includes rate for operating-\$6.47, public improvement—\$2.00 and Foote Hospital—\$1.00.

Present township taxes on a \$16,000 house vary from about \$8.00 per year in Sum-



mit and Blackman to \$20.00 in Leoni, while in Jackson city taxes amount to \$97.00 per year. In the consolidated city with property assessed at a uniform 50 percent of true cash value, a house with a \$16,000 market value would have to pay \$76.00 per year in taxes in order to finance the present Jackson level of services. The increase in taxes in the present township areas is due to the fact that residents in these areas would be receiving the Jackson level of municipal services. The decrease in City of Jackson taxes is attributable to the fact that the provision of the Jackson level of services throughout the entire community would result in economies of scale and thus a lower tax rate than is now required in the present City of Jackson.

If the three townships were to join together in one unit to provide the Jackson level of services the same \$16,000 house would have to pay \$170.00 a year in property taxes, while in Jackson the tax would continue to be the present \$97.00. The difference between the \$170.00 tax in the unit composed of the three townships, the \$97.00 tax in the City of Jackson, and the \$76.00 tax required in the consolidated city is accounted for by several factors. The creation of two units of municipal government to serve the Jackson community would increase over-head costs substantially; would result in the loss of economies of scale; and, in the case of the township areas, would preclude their sharing in the higher per capita tax base in the City of Jackson. Thus, if all of the residents of the Jackson Community want a level of municipal services comparable to that now provided in the City of Jackson, this level could be provided throughout the entire community by a consolidated city at substantially less tax cost to the residents of both the township and city areas than would be possible if two separate municipalities were providing the services.

As noted previously, once a reassessment is completed there would be no effect on school and county taxes. In terms of the total amount of taxes (city, school and county) paid by a resident of the consolidated city with a \$16,000 house, located in the largest school district in each of the four present units of government, the following would be the total tax bill as compared to the present tax bill.

Total Taxes on a 16 000 House—City or  
Township, School and County

	<u>Present</u>	<u>Consolidated City</u>	<u>Increase</u>	
			<u>Amount</u>	<u>Percent</u>
City of Jackson	\$362	\$339	(\$23)	— 6.40%
Blackman	235	303	68	+ 28.9
Leoni	267	322	55	+ 20.6
Summit	275	339	64	+ 23.3

Thus, in terms of the total tax bill of a resident in a consolidated city, the tax bill in the township areas would increase by 20-29 percent and the taxes in the present city area would decrease by about six percent.



## Appendix A

### LEGAL PROCEDURES TO BE FOLLOWED FOR CREATING A NEW CITY BY A CONSOLIDATION OF EXISTING UNITS OF LOCAL GOVERNMENT

Act 279 of 1909—the Home Rule Cities Act—as amended requires that certain procedures be followed for the incorporation or consolidation of new cities. A brief summary of the pertinent requirements is presented in this appendix.

#### Petition for Consolidation

The first step in consolidating units of government into a new city is the presentation of a petition to the county clerk. A description of the proposed boundaries of the new city and a general statement that the territory contains “not less than 2,000 inhabitants and an average of not less than 500 inhabitants per square mile...” must appear in the body of the petition.

The petition must be signed by qualified electors of the area to be consolidated. The minimum number of persons signing a petition must be 100 or one percent of the total population of the territory. At least ten signatories must reside in each of the units of government to be affected.

Petitions must be filed 30 days prior to a scheduled general or special meeting of the county board of supervisors, wherein the board certifies that the petition has met the requirements spelled out by the law. With such a finding the board of supervisors may schedule an election within 40 to 90 days. If a general election does not fall within this period it may schedule a special election.

#### Charter Commission Candidates

After the county board of supervisors schedules an election on the consolidation question, candidates for the nine-member charter commission of the proposed city may also file petitions of nomination. These petitions require 20 signatures of qualified electors and must be filed no later than the tenth Tuesday prior to the date of election. Charter commission candidates run on a non-partisan basis.

### Consolidation—Charter Commission Election

Consolidation proposal must have a majority of the votes cast in each of the individual units to be part of the consolidated city. If a majority is not cast in each of the units, then the proposal fails to pass and may not be resubmitted within two years, unless 35 percent of the persons whose names appear on the general property tax roll so petition. Failure of the proposal also negates the election for the charter commission members.

At the same time that the voters cast their ballot on the consolidation proposal, they may also choose the members of the charter commission which shall have nine members. For a consolidation, each unit in the proposed new city will have a number of charter commissioners equivalent to its proportion of registered voters to the total registered voters in all the units in the last election. Each unit, however, is guaranteed one member of the charter commission.

### Charter Commission

The nine members of the charter commission shall meet; ten days after the election and prepare within 90 days a charter for the new city. The commission has the responsibility for setting the election date for the approval of the charter.

### Charter Election

A majority of the votes cast in the consolidated city is needed to approve the charter. If the charter passes, two copies are sent to the county clerk. The latter sends one copy to the secretary of state and the date that he receives it shall be the date of incorporation of the new city. Concomitant with the vote on the charter, the election of officers shall also occur.

If the charter fails of adoption, a new charter commission maybe assembled if so petitioned by 300 electors within ten days of the previous election. After ten days, the de facto mayor may reconvene the former charter commission to revise or amend the proposed charter. If no charter is adopted after three elections or within two years of the successful consolidation election, the units of government revert to their prior status.