

**METROPOLITAN AREA UNIFICATION
IN THE
BATTLE CREEK URBAN AREA**

CITIZENS RESEARCH COUNCIL OF MICHIGAN

1526 David Stott Building
Detroit, Michigan 48226

405 Bauch Building
Lansing, Michigan 48933

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INTRODUCTION AND SUMMARY

This study was undertaken at the request of the Township Boards of Battle Creek, Bedford, Emmett, and Pennfield and the Council and Commission of the Cities of Springfield and Battle Creek. The governing bodies of the respective communities requested this study in order to provide a factual basis for evaluating the impact of consolidation on governmental services and costs if the six units of government in the Battle Creek Urban Area were to incorporate as a new city. Specifically, it was requested that the study identify the cost of making available to the entire area the level of municipal services provided in the City of Battle Creek.

Each of the six units of government was asked to provide data on their existing services and costs. These data were collected through the use of questionnaires, from official reports provided by the respective governments, and in a number of personal interviews. Essentially the data were utilized in the form provided by the sources, but judgments were exercised to clarify inconsistencies and contradictions and to make the data comparable. For the four townships and Springfield, the financial data relates to their respective 1964-65 fiscal years, while for Battle Creek the budget figures for 1965-66 were used. To facilitate discussion reference is to the 1964-65 fiscal year throughout the report.

Financial projections represent the revenues and expenditures of the consolidated city in 1965. It should not be assumed, for two reasons, that the projections in this report reflect either minimal or maximal expenditures for providing services in the consolidated city. One, with the passage of time governmental expenditures tend to rise as a result of built-in cost and population increases. Two, if a new consolidated city were incorporated by the residents of the Battle Creek Urban Area, the type, quality, and costs of services provided would be a policy decision of the people and their duly elected representatives.

The ultimate decision on consolidation must be that of the voters. This report recommends no course of action but presents the information by which the citizen may draw his own conclusion. The citizen, however, must make his decision within the context of two important national trends—the growth in population and the increase in government expenditures.

The Battle Creek Urban Area is located in the Detroit-Chicago urban corridor which is expected to develop into a megalopolis similar to the Boston-Washington complex of the East coast. Continued growth and urbanization of this corridor reflects the continued growth and urbanization expected in the country as a whole within the next two decades. This larger population is also expected to enjoy higher living standards and demand a proper environment in which to live. The task of provid-

ing this environment may very well be one of the most important functions of local government.

Residents of the Battle Creek Urban Area are thus confronted with the decision of determining the type of local government that would best provide the most satisfactory environment for its present and future residents. This decision becomes all the more important for Battle Creek because there are several other communities within the same urban corridor which face the same decision.

Expenditures of local government in the Battle Creek Urban Area can be expected to increase in the future, particularly in the townships. As urbanization continues people will demand more urban-type services, better water and sewage disposal systems, protective services, etc. The basic issue confronting the residents of the Battle Creek Urban Area is whether these urban services can best be provided at the lowest possible cost by a single consolidated city serving the entire area or by separate jurisdictions serving parts of the area.

RESULTS OF CONSOLIDATION

General Government

Consolidation of the six units of government—the Townships of Battle Creek, Bedford, Emmett, and Pennfield and the Cities of Springfield and Battle Creek—in the Battle Creek Urban Area, would create a city of 144 square miles and approximately 100,000 inhabitants. It would be the largest city in area in Michigan. The consolidated city would encompass the entire Battle Creek metropolitan area, and constitute a municipal government with the jurisdiction, powers, and finances to meet the governmental needs of the area.

Consolidation would also provide the residents of the Urban Area the opportunity to determine the form and powers of their government for themselves. Presently, this opportunity is denied about half of the area's residents, those residing in the townships, since the governmental forms and powers of townships are established by constitutional and legislative provisions. There would be available to the residents of the present townships alternative forms of governmental organization which would provide advantages not found in the form of government now required in townships by the state constitution. There would be one representative body to decide policy for and to resolve the issues of the natural community. Administratively, the consolidated city would have an integrated system of administration, staffed by full-time, professional managers. Consolidation would give the citizens of the consolidated city a full-time, professionally staffed municipal court with a probation unit. This would provide urban citizens a local judicial system designed for the modern urban community.

General government in the consolidated city would require an expenditure of \$659,400. This would be \$29,800 less than the amount now spent for general government by the six governments of the Battle Creek Urban Area.

Protective Services

Protective services in the consolidated city would be provided by a police department of 102 police officers and 20 civilians and a fire department of 127 full-time firemen plus volunteers. Additionally, police protection would be provided by one department with the ability to plan for the entire area and to utilize its manpower in a flexible manner. Policemen could be assigned to patrol duty in such a way that each of the present suburban units of government would have more men patrolling than it now has.

The present equipment of the six fire departments of the Battle Creek Urban Area is more than sufficient to meet the needs of the consolidated city. Nineteen additional firemen would be required by the consolidated city to provide minimum full-time staffing and to meet the requirements of the 63-hour work week, required by Public Act 115 of 1965 for all fire departments within the state. The services of volunteers will continue to be used in the consolidated city, but each piece of equipment in the urbanized areas will have a minimum of four full-time men and in the outlying area a minimum of two full-time men.

As the community grows the relocation of some present fire stations would be adequate to meet the needs of the consolidated city for some time without increasing the total number of stations or the number of pieces of apparatus in service.

Expenditures for both police and fire services would increase. Police expenditures of the consolidated city would increase by \$145,200 over the present expenditures of the six units to a total of \$1,038,400. Fire department expenditures of the consolidated city would amount to \$999,500 an increase of \$99,800 over the present expenditures.

Public Works

The consolidated city would have 585 miles of streets, 151 miles in the present City of Battle Creek and 434 miles in the present suburban units. Consolidation would place the responsibility for the maintenance and repair of these roads under one jurisdiction. Street lighting charges, which are now assessed against the benefiting property owners in the townships, would be assumed by the general fund of the consolidated city. Total expenditures for public works would amount to \$2,200,400, an increase of \$1,092,600 over that now being spent by the six units of government. Consolidation would also result in additional highway revenues for the residents of the community. Presently, Battle Creek and Springfield receive \$492,769 in state highway aid. The consolidated city would receive \$1,588,300 in state highway aid.

Calhoun County receives state highway aid and is responsible for construction and maintenance of roads within the townships. In 1965, the county spent \$421,650 for road work in the four townships of the Battle Creek Urban Area. If these townships become part of the consolidated city, state highway aid to the county will be reduced by \$96,000, and the county will no longer be responsible for approximately 400 miles of roads in the four townships. Net gain in state highway aid will be approximately \$1,000,000.

Parks and Forestry

The present Battle Creek park system now serves the entire urban area. There would be no need to add acreage to provide the Battle Creek level of park service and no additional expenditures are projected. However, consolidation would permit the development and implementation of park and open space plans on a community-wide basis. Separate action is difficult under the best of circumstances, but any one unit may find it difficult indeed to remove property from its tax rolls for park and playground purposes to meet the needs of the entire community. In the consolidated city, no one segment of the community would have to assume a disproportionate share of the burden of providing land for recreation and park facilities—rather the community as a whole would share the burden.

Forestry service of the consolidated city would provide a tree maintenance program for the entire area. Presently, tree maintenance in the townships is performed by the road commission as a part of its road maintenance program. The forestry program of the consolidated city would also provide for the replacement of dead trees without charge. Expenditures for the forestry program would amount to \$134,400 in the consolidated city, an increase of \$80,000 over what the six units are now spending.

Recreation

Battle Creek's recreation facilities and programs now serve residents of the entire urban area. No major additions would be necessary in the consolidated city. Recreation expenditures would amount to \$151,400, the amount now being spent for recreation in the Battle Creek Urban Area.

Water Supply and Sewerage

Consolidation would not necessitate major changes in the provision of water and sewerage services. Water services in the consolidated city could be provided through the existing systems. The addition of several wells and other equipment at a cost of \$100,000 would provide softer water in those areas that now have a high iron content in the water supply. Future development of water supply and distribu-

tion systems would be facilitated in the urban area through the development of a consolidated system. The consolidated city could plan for the overall development of a water supply system, protect the sources of water, and provide an interconnected system to meet emergencies.

Many of the advantages of an integrated sewerage system will be realized in the Battle Creek Urban Area through the present contractual arrangements between the suburban units and the City of Battle Creek. However, the present arrangement has disadvantages for the suburban units which may be overcome by consolidation. The suburban units are dependent upon the willingness of the City of Battle Creek to provide the services and any change in service must be negotiated through the respective officials. In the consolidated city, all users would be direct constituents of the governing body and officials responsible for running the system. Under present arrangements, suburban residents will be charged double the rates paid by city residents for water sewer service. In a consolidated city, a uniform rate would apply throughout the city. According to Battle Creek City officials, water and sewer services could be financed under the rates now charged Battle Creek City residents.

Finances

The consolidated city would have a tax base of \$306,980,249 in state equalized value. While this total amount is presently available to the six units of government, the composition of the tax base on an overall basis differs considerably from tax bases of the individual communities. In the consolidated city, residential and non-residential property values would be about equally divided. For every property tax dollar to be raised in the consolidated city, homeowners would pay \$0.49, industries 0.27, business 0.19, utilities 0.03, and farmers 0.01. While in townships homeowners pay from 0.66 to 0.81 of the property tax dollar. The higher per capita valuation of the cities of Springfield and Battle Creek would be available to aid in financing the higher level of services in the township areas. However, the cost of providing these services would not fall heavily upon the present city residents because: overhead costs would be spread; economies of scale would be achieved; and a broader tax base would be available. To make the Battle Creek level of services available to the entire area on a uniform base the consolidated city expenditures would total \$6,235,900, an increase of \$1,357,700 over the amount now being spent by the six units of government.

Revenues collected by the six units of government total \$4,768,415 in 1965. Consolidated city revenues will total \$6,235,900. Of this total state aid will yield \$2,532,300, an increase of \$1,095,500. Charges, fees and fines will yield \$586,800, and penalties, delinquent taxes, and interest \$146,700 for a total \$3,265,800. It will be necessary to raise \$2,970,100 from the property tax levy. A \$9.67 tax rate would be necessary to raise this amount on a tax base of \$306,980,249, the present state equalized value of the six units.

Impact of Consolidation on the Taxpayer

A tax rate of \$9.67 in the consolidated city would apply to all areas of the urban community. Thus, in the present City of Battle Creek tax rates would be lowered by \$2.98 from the present \$12.65 per \$1,000 of state equalized value. In the townships of Battle Creek, Emmett and Pennfield the tax rates would increase from \$1.00 per \$1,000 of state equalized value to \$9.67. Bedford Township levies no township tax presently. The Springfield tax rate would decrease from \$10 to \$9.67.

The increase in tax rate in the townships is the result of making available the Battle Creek level of services on a uniform basis to these areas. The amount of taxes each person would have to pay in the consolidated city would depend upon the assessed value of his property, which under state law must be assessed at 50 percent of actual cash value.* A house with a market value of \$15,000 would be assessed at \$7,500. Applying the tax rate of \$9.67 per \$1,000, the city tax to be paid by the owners of such a house would be \$72.52.

Impact of Tax Rate on Tax Bill
(\$15.00 Market Value House)

	Valuation (Local Assessed)	<u>Present</u>		<u>Consolidated City^a</u>		
		<u>Rate</u>	<u>Amount of Tax</u>	Valuation Local & State <u>Equalized</u>	<u>Rate</u>	<u>Amount of Tax</u>
Battle Creek Township	\$2,570	\$ 2.85	\$ 7.32	\$ 7,500	\$ 9.67	\$ 72.52
Bedford	3,699	—	—	7,500	9.67	72.52
Emmett	2,876	2.7	7.77	7,500	9.67	72.52
Pennfield	3,637	2	7.27	7,500	9.67	72.52
Springfield	2,902	23.73	68.86	7,500	9.67	72.52
Battle Creek City	3,598	27.22	97.94	7,500	9.67	72.52

^a After reassessment at 50 percent of Actual Cash Value.

This same house would now pay about \$7.50 in township taxes in Battle Creek, Emmett, and Pennfield Townships. Thus, in each of these three townships, the owner of a \$15,000 house would pay about \$65 more in taxes to the consolidated

* At present, residential property in each of the six units is assessed at less than 25 percent of actual cash value. Through the process of county and state equalization these assessments are raised to 50 percent of actual cash value. See Table 4 p. 13 for the equalization factors and tax rates.

city. A Bedford property owner now pays no township property tax. In the consolidated city he would pay a tax of \$72.52. A Springfield resident now paying \$68.84 annually on a \$15,000 house would pay \$3.50 more.

The increase in tax costs in the townships discussed above does not take into account offsetting reductions which will occur in the consolidated city. Presently, townships special assess street lighting while in the consolidated city street lighting would be a general fund expense. Street lighting special assessment charges on a \$15,000 home in the townships range from \$3.64 to \$8.63 annually.

Also, those suburban residents receiving water or sewer services now pay premium rates averaging \$30 for water and \$28 for sewer per year. These premiums will be eliminated in the event of consolidation. In the absence of consolidation most suburban property owners will pay the extra charges for sewer services when the Battle Creek City extension is completed. The elimination of these amounts in the consolidated city would offset substantially the increased tax charges.

Consolidation would lower property taxes in Battle Creek City. A \$15,000 house in Battle Creek now pays \$97.94, and in the consolidated city would pay \$72.52, a decrease of \$25.42. This reduction in the City of Battle Creek stems primarily from three factors:

1. the overhead costs of general government in the consolidated city would not increase in proportion to the increase in population and valuation;
2. the economies of scale in the provision of services; and
3. the City of Battle Creek now provides and supports several services such as the airfield, recreation and parks used extensively by the residents of the suburban communities which would be supported by the consolidated city.

By way of comparison, it should be noted that if the four townships wished to incorporate as a separate city and provide the Battle Creek level of service, the tax cost would be substantially higher than in the consolidated city. Battle Creek City now spends \$87.12 per capita to provide municipal services. If a separate city consisting of the four townships spent the same amount per capita total expenditures would be \$4,310,252. With about \$1,707,192 available in revenues (including additional highway and court revenues), the four units would have to raise \$2,603,060 in property tax revenues. This would require a tax rate of \$22.92 compared to the \$9.67 rate of the consolidated city on a state equalized value of \$113,585,645. Thus, the tax charge on a \$15,000 house would be \$172 as compared to \$72.52 in the consolidated city. The higher rate in the city consisting of the four townships would result from the necessity of duplicating facilities and services, loss of economies of scale, and inability to take advantage of the higher per capita valuation of Springfield and Battle Creek Cities.

The conclusion is inescapable that township residents will have to pay higher taxes in order to receive municipal services. The question is whether such services are to be provided by a consolidated city on a community-wide basis or in some other manner.

Part I

BATTLE CREEK — THE GROWTH OF AN URBAN AREA

Potential urbanization commences when the first persons decide to settle in a particular location. The initial reasons for founding a settlement and the consequent advantages of a concentration of population may induce further growth. Urbanization, in a sense, feeds upon itself. The original reasons for founding a community are supplemented by the fact that community life becomes attractive to a host of different types of people who seek out the advantages of urban living and in doing so contribute to its growth and vitality. Interdependence and specialization soon become a special feature of the community and create both a demand and a market for individual talents.

In the past, the size of the urban concentrations was confined by technological limitations. Population sizes were determined by the ability of farmers to produce enough food to support non-agricultural workers and to release workers for city pursuits, and the ability of cities to absorb and effectively utilize manpower was also a factor. Population growth was constrained by the lack of knowledge of preventive medicine and environmental engineering. Fire often devastated while pestilence often decimated populations of earlier cities, thereby causing a reduction in their sizes.

The technological revolutions and advances of the eighteenth, nineteenth, and twentieth centuries removed the constraints of the past and caused urban concentrations to develop and to grow rapidly to sizes greater than the urban concentrations of earlier times. Agricultural technology—the use of machinery, high quality seeds and fertilizers—permitted fewer and fewer farmers to feed more and more people, thereby freeing a host of people from the land to seek the opportunities of the city. These opportunities were soon provided by the ever-increasing demands engendered by the industrial revolution. Improved building technology reduced the threat of destruction by fire. The use of structural steel coupled with the development of the elevator in the construction of buildings permitted the absorption of population on a vertical plane as well as the more traditional horizontal plane. Advances in public health technology and environmental engineering reduced the incidence of devastating communicable diseases.

Higher concentrations of populations were now permissible without the fear of their being severely decimated by major epidemics. Finally, the development of the septic tank and the mass production of the automobile extended the perimeters of the urbanization. The latter development released the population from its depen-

dence upon the fixed transportation lines radiating from the city and permitted people to live almost anywhere regardless of where they worked. The septic tank permitted relatively concentrated residential developments in locations away from the sewerage facilities of the original city.

Septic tanks and automobiles contributed to the fragmentation of governments in urban areas. At one time as individuals moved away from the core city, they could usually be induced to exchange their independent communities for the extension of transportation and sewerage facilities by the core city. The boundaries of the core city were extended through annexations to embrace the inhabitants of these new developments. The septic tank and the automobile—one providing a private means of sewage disposal and the other a private, flexible, and highly individualized form of transportation—made the outlying concentrations of population independent of the core city. Cities lost effective bargaining tools in annexation drives, and eventually they found limitations placed upon their annexation powers. Thus, the demands and problems created by the ever-increasing multitudes in the urban centers can not be met through the exercise of power by one political jurisdiction. People move, work, and play, throughout the urban community without reference to political boundary lines, but action on the demands and problems they create can only be taken within the context of the existing governmental jurisdictions. In the largest urban centers, millions of persons are involved in creating demands with hundreds of individual, independent governments attempting to satisfy these demands.

Smaller urban centers are faced with the same situation, only to a lesser degree. Population sizes may be smaller and the numbers of government fewer than in the larger urban complexes, but the demands of the population in these complexes are as real as those in the largest centers. One significant difference, however, is that in the case of the smaller urban centers, the people may be in a better position to do something about creating a proper governmental system to meet the demands that are generated. Smaller urban centers may profit by the mistakes made by the larger centers and may profitably utilize the governmental developments and knowledge that were not available to larger cities in their earlier urban stages. Battle Creek, as a smaller urban area, finds itself in this position today.

The Battle Creek Urban Area includes the City of Battle Creek, the City of Springfield, and the Townships of Battle Creek, Bedford, Emmett, and Pennfield. It is 144 square miles in area and has an estimated population of 99,540 inhabitants.

Original settlement of the area commenced in 1831 at the confluence of the Battle Creek and Kalamazoo rivers. The coming of the railroad—the Michigan Central—in 1845 influenced further growth in the Battle Creek Area. a pattern which was repeated in many places along the New York Central right-of-way between Detroit and Chicago at the turn of the century. Events of the last half of the eighteenth century set the stage for the development of the industry which is now the symbol of Battle Creek. Establishment of the international headquarters of the Seventh Day

Adventists and subsequently its Western Health Reform Institute in Battle Creek occurred in 1855 and 1866, respectively. Absence of meat in the Institute's diet led to experimentation with ready-to-eat, dry cereals and the eventual creation of the dry cereal industry. Today, the Kellogg Company and the Post Division of General Foods are located in the City of Battle Creek and are the largest employers.

Population in the Battle Creek Urban Area increased steadily from 1890 to 1920. In each successive census enumeration, the population increase of the urban area was at an increasing rate, these rates exceeding the rate of growth in the United States and in the State. For the four decades after the 1920 Census, the population of the urban area has been increasing by varying rates, with the rate being higher than the national growth rate in three of the four decades and higher than the state's growth rate in one of the four.

An examination of the growth rates for Calhoun County and Battle Creek (see Table 1) indicates that the population growth has occurred in the suburbs of the Battle Creek area. Calhoun County has experienced population increases throughout this period but, with the exception of the 1950-60 decade, at lower rates than the increases of the Battle Creek Urban Area. The growth rate of Battle Creek City has been lower, other than the 1900-1910 decade, than the growth rate of the entire urban area. For two of these periods, 1930-40 and 1950-60, the City of Battle Creek actually experienced a loss of population, 0.3 percent and 10.2 percent, respectively. Also, in 1930 the City had 74 percent of the Urban Area inhabitants residing within its corporate limits; by 1965, 54 percent of the population of the Battle Creek Urban Area lived outside the Battle Creek corporate limits.

Residential development within the suburban communities has occurred mainly in Battle Creek Township. Since 1930, the population of this township has more than tripled, to the point where it now has 21 percent of the total Urban Area population. All of the suburban units have experienced substantial growth in the past, but in varying degrees. It is expected that these areas will continue to experience population growth in the future.

Population in the Battle Creek Urban Area is expected to reach 145,000 by 1985. This projection is based on past trends and could very well be modified or influenced by the population and economic patterns within the entire Detroit to Chicago urban corridor. It is believed that the Midwest is experiencing the development of a megalopolis similar to that existing on the East coast, between Boston and Washington.

While in the original, isolated settlements population growth was sustained by the attractions of the urban core, the modern city finds itself not in isolation, attracting people as a beacon, but in competition with surrounding cities. Such is the case with Battle Creek, which is in competition with the City of Kalamazoo and the City of Jackson, both of which also are located within the Detroit to Chicago urban corridor. Thus, the relative success of anyone of these community

Table 1

Population Growth
United States, Michigan, Calhoun County, Battle Creek
1900-1960

	<u>United States</u>		<u>Michigan</u>		<u>Calhoun County</u>	
	<u>Population</u> <u>(in 000s)</u>	<u>Percent</u> <u>Increase</u>	<u>Population</u> <u>(in 000s)</u>	<u>Percent</u> <u>Increase</u>	<u>Population</u>	<u>Percent</u> <u>Increase</u>
1900	75,996	20.7%	2,421	15.6%	49,315	
1910	91,972	21.0%	2,810	16.1%	56,638	14.8%
1920	105,711	14.9%	3,668	30.5%	72,918	28.7%
1930	122,775	16.1%	4,842	32.0%	87,043	19.4%
1940	131,669	7.2%	5,256	8.6%	94,206	8.2%
1950	150,697	14.5%	6,372	21.2%	120,813	28.2%
1960	179,323	19.0%	7,823	22.8%	138,858	14.9%

	<u>Battle Creek Urban Area</u>		<u>City of Battle Creek</u>	
	<u>Population</u>	<u>Percent</u> <u>Increase</u>	<u>Population</u>	<u>Percent</u> <u>Increase</u>
1900	22,746	32.0%	18,563	41.5%
1910	30,567	34.4%	25,267	36.1%
1920	45,529	48.9%	36,170	43.2%
1930	58,746	29.0%	43,573	20.5%
1940	63,837	8.7%	43,453	-0.3%
1950	84,490	32.4%	48,666	12.0%
1960	93,983	11.2%	44,169	-9.2%

Source: Harland Bartholomew and Associates, Report on Population, Land Use, and Structural Conditions Battle Creek Michigan July 1964.
Data from the U. S. Bureau of the Census.

in engendering future growth—in population and job-producing industries—may very well depend upon the type of physical, social and economic environment created within these communities. Local government will play a vital and major role in the development of this environment. Thus, the structure of government in an urban area is important not only to meet the demands created by an urban population, but also to create the type of environment that will be necessary to make the entire community a pleasant and desirable place to live, work, and play. This is the context in which the citizens of the Battle Creek Urban Area must make their decision as to the future of their governmental organization.

Table 2A

Population Growth
within Battle Creek Urban Area
1930-1965

	<u>Battle Creek Township</u>			<u>Bedford Township</u>			<u>Emmett Township</u>			<u>Pennfield Township</u>		
	Pop.	% Inc.	Urban Area	Pop.	% Inc.	Urban Area	Pop.	% Inc.	Urban Area	Pop.	% Inc.	Urban Area
1930	6,334	204.7%	10.8%	2,867	47.2%	4.9%	3,592	140.3%	6.1%	2,380	77.6%	4.1%
1940	7,844	23.8%	12.3%	4,219	118.4%	6.6%	4,995	39.1%	7.8%	3,326	39.7%	5.2%
1950	15,105	92.6%	17.9%	9,213	13.8%	10.9%	7,362	47.4%	8.7%	4,144	24.6%	4.9%
1960	19,010	25.9%	20.2%	10,486	6.7%	11.2%	9,087	23.4%	9.7%	6,626	59.9%	7.1%
1965	20,820	9.5%	20.9%	11,185			10,090	11.0%	10.1%	7,380	11.4%	7.4%

	<u>Springfield Township</u>			<u>Sub-Total</u>			<u>Battle Creek City</u>			<u>Urban Area</u>		
	Pop.	% Inc.	Urban Area	Pop.	% Inc.	Urban Area	Pop.	% Inc.	Urban Area	Pop.	% Inc.	Urban Area
1930	a	—	—	15,173	82.3%	25.8%	43,573	20.5%	74.2%	58,746	32.0%	
1940	a	—	—	20,384	34.3%	31.9%	43,453	-0.3%	68.1%	63,837	8.7%	
1950	a	—	—	35,824	75.7%	42.4%	48,666	12.0%	57.6%	84,490	32.4%	
1960	4,605	—	4.9%	49,814	39.1%	53.0%	44,169	-9.2%	47.0%	93,983	11.2%	
1965	4,885	6.1%	4.9%	54,360	9.1%	54.6%	45,180	2.3%	45.4%	99,540	5.9%	

^a Springfield was a part of Battle Creek Township.

Source: U.S. Bureau of the Census.

Table 2B

Area Population Density and Urban Population

	<u>Area^a Square Mile</u>	<u>Density</u>	<u>Number</u>	<u>Urban Population^b Percent of Total Population</u>	<u>Percent of Urban Area</u>
Battle Creek Township	29.6	703	15,520	81.6	21.0
Bedford Township	31.5	355	3,017	28.8	4.1
Emmett Township	32.0	313	4,370	48.1	5.9
Pennfield Township	35.0	211	2,390	36.1	3.2
Springfield City	3.5	1,396	4,605	100.0	6.2
Sub-Total (Five units)	131.6	413	29,902	60.0	40.4
Battle Creek City	12.4	3,644	44,169	100.0	59.6
Urban Area	144.0	691	74,071	78.8	100.0

^a 1965 Estimates

^b 1960 Census.

PART II

GOVERNMENTS AND THEIR FINANCES IN THE BATTLE CREEK URBAN AREA

PRESENT FORMS OF GOVERNMENT

Fragmentation of governments exists in the Battle Creek Urban Area. In addition to the services provided by the State of Michigan and the County of Calhoun, the residents of the Battle Creek Urban Area are served by two home rule cities, four townships, and by all or parts of nine school districts. Parts II through IV are concerned with the governments, finances, and services of the two cities and four townships. The impact of consolidation on school districts will be discussed in a separate supplement to this report.

Townships in Michigan have been the main instruments for providing limited governmental services to a scattered, largely rural population. When concentration of population occurred, the people within these concentrations had the opportunity to incorporate as a village or city, thereby creating a governmental structure to provide services reflecting their urban needs. Since the passage of the Constitution of 1908, residents wishing to incorporate their areas as villages or cities have had home rule powers to draft their own charter and thus determine the structure of their government and the powers of that government, subject only to the limitations of the constitution and laws of the state. Township residents do not have this privilege and must accept the structure and powers of government established by law.

The four townships—Battle Creek, Bedford, Emmett, and Pennfield—of the Battle Creek Area generally follow the same patterns in their governmental structure. Each of the townships has a seven-member board, made up of the supervisors, clerk, treasurer, and four elected trustees. Supervisors in all four townships are considered full-time officers, but the clerks and treasurers of some of the units are part-time officers only. The number of employees in each of the townships varies considerably. Battle Creek Township has approximately 35 employees, the bulk of them in police, fire and water operations. The other three townships have four to five full-time employees, mainly policemen and/or firemen.

Springfield has been a city since 1953. It utilizes the council-manager form of government, wherein a seven-member (including the mayor) city council is responsible for the affairs of the city. Councilmen are elected in non-partisan elections for

two-year terms, with three council members standing for election each year. The mayor is elected in the odd numbered year for a two-year term. The city council appoints a manager who is responsible for supervising city activities carried on by approximately 23 employees. The major activities or services of Springfield are police and fire protection and public works.

Battle Creek first incorporated as a city in the year 1859. A century later, April, 1961, the City of Battle Creek adopted the council-manager form of city government. Since 1913, Battle Creek had a commission form of government.

The Battle Creek city commission is comprised of seven members, six of whom are elected at-large for two-year terms on a non-partisan ballot, and one of whom is elected for a one-year term. Four commissioners stand for election each year, with the elected candidate getting the lowest vote having to stand for reelection the next year. The mayor is selected from among the commissioners by vote of the commission. The commission is responsible for selecting a city manager who is charged with supervising the activities of ten major departments with an average of 450 employees.

Battle Creek typifies the difference between the incorporated and non-incorporated local government. It is free to choose its own form of government, to define its own powers, to undertake any programs it deems necessary to meet the urban demands of its citizens, and to carry on its activities with full-time, professional managers. These choices are not available, or if so in a limited manner, to the residents of townships.

GOVERNMENT FINANCES IN THE BATTLE CREEK URBAN AREA

Tax Base

Revenues to support the services provided by the governments of the Battle Creek Urban Area come from three major sources—the locally imposed tax on property, state aid and direct charges upon those who utilize a service or public facility.

Property in the urban area has a state equalized value of \$307.0 million, more than half of which is located in the City of Battle Creek. Battle Creek Township has 20 percent of the total value, while each of the other four suburban units has from five percent to seven percent of the total state equalized value of the area.

The Battle Creek Urban Area as a whole has an equal balance between residential and commercial-industrial-utility value. Each of these two categories represents about 49 percent of the total value, with agricultural representing the remainder. Battle Creek City has two-thirds of its tax base in commercial-industrial-utility valuations and one-third in residential. The five suburban units combined have

more than two-thirds of their tax base in residential valuations. Only Springfield has a tax base with a larger proportion of commercial-industrial-utility valuations than Battle Creek City. Residential property represents two-thirds or more of the total state equalized value in each of the four townships, ranging from a low of 66 percent in Emmett Township to a high of 81 percent in Battle Creek Township. The townships have relatively little in the way of industrial valuation—their non-residential valuations being in commercial, utility, and agricultural property.

Stated in another way, for every tax dollar raised in Battle Creek, industry contributes \$0.40, businesses \$0.24, utilities \$0.03 and homeowners \$0.34. In Springfield, industries pay \$0.59 of every \$1.00 raised in taxes with business paying \$0.10, utilities \$0.03, and homeowners \$0.28. In Battle Creek, Emmett, and Pennfield Townships, homeowners pay the largest share of every dollar raised through the property tax—Battle Creek Township \$0.81, Emmett \$0.66, and Pennfield \$0.70. Businesses in each of the townships pay \$0.15, \$0.17 and \$0.10 respectively. Bedford has no township property tax. If it had one, homeowners would pay \$0.79 of every tax dollar, and businesses and utilities, \$0.08 and \$0.04 respectively. Thus, each of the four townships is faced with basically the same situation—most of its valuation is in residential property. It is generally agreed that the cost of providing governmental services to residential property and its occupants exceeds the property tax revenues generated, whereas the cost of providing services to commercial-industrial property is less than the tax revenues generated. While most of the future population growth of the area is forecasted for the townships, the imbalance between residential and non-residential property valuations will pose a service financing problem, particularly as the service level increases.

Table 3

State Equalized Value - Battle Creek Urban Area

	Battle Creek Township	Bedford Township	Emmett Township	Pennfield Township
	Amount	Amount	Amount	Amount
	%	%	%	%
	Twp. Total	Twp. Total	Twp. Total	Twp. Total
Residential	\$49,418,342	\$13,552,173	\$13,402,546	\$ 11,025,213
% of Urban Area	32.0	9.0	9.0	7.0
Commercial	9,182,759	1,370,950	3,330,333	1,437,255
% of Urban Area	15.0	3.0	5.0	3.0
Industrial	9,635	69,776	633,962	231,994
% of Urban Area	a	a	a	1.0
Utility	1,446,653	567,425	1,167,848	1,090,391
% of Urban Area	15.0	6.0	13.0	11.0
Agriculture	741,162	1,526,082	1,597,267	1,783,879
% of Urban Area	13.0	27.0	28.0	32.0
Total	60,798,551	17,086,406	20,131,956	15,568,732
% of Urban Area	20.0	6.0	7.0	5.0
Per Capita	\$ 2,920	\$ 1,528	\$ 1,995	\$ 2,110

Table 3 (continued)

State Equalized Value - Battle Creek Urban Area

	<u>Springfield Township</u>		<u>Battle Creek Sub-Total</u>		<u>City</u>		<u>Total</u>	
	<u>Amount</u>	<u>% Twp. Total</u>	<u>Amount</u>	<u>% Twp. Total</u>	<u>Amount</u>	<u>% Twp. Total</u>	<u>Amount</u>	<u>% Twp. Total</u>
Residential % of Urban Area	\$5,831,030 4.0	28.0	\$93,229,304 61.0	69.0	\$58,612,404 39.0	34.0	\$151,841,708 100.0	49.0
Commercial % of Urban Area	2,099,382 4.0	10.0	17,420,679 30.0	13.0	40,794,055 71.0	24.0	58,214,734 100.0	19.0
Industrial % of Urban Area	12,228,107 15.0	59.0	13,173,414 16.0	10.0	68,753,284 84.0	40.0	81,926,758 100.0	27.0
Utility % of Urban Area	422,671 5.0	3.0	4,694,988 50.0	3.0	4,653,671 50.0	3.0	9,348,659 100.0	3.0
Agriculture % of Urban Area	—	100.0	5,648,390 5.0	5.0	—	100.0	5,648,390 1.0	1.0
Total % of Urban Area	20,581,190 6.0	100.0	134,166,835 44.0	100.0	172,813,414 57.0	100.0	306,980,249 100.0	100.0
Per Capita	\$4,213		\$2,468		\$3,825		\$3,084	

Tax Rates

Tax rates of the six governmental units in the Battle Creek Urban Area vary, particularly between the townships and the two cities. Battle Creek Township, Emmett Township, and Pennfield Township each levy a one mill (\$1.00 per \$1,000) tax on state equalized value. Bedford Township has no property tax other than special assessments for roads and street lighting. Springfield levies a ten-mill tax (\$10.00 per \$1,000) on state equalized value. Battle Creek's tax on state equalized value is 12.65 mills (\$12.65 per \$1,000). Of this amount, 11 mills (the charter limit) is levied by the city commission for general fund purposes. A charter amendment provides for another six-tenths of a mill for the retirement plan of general city employees. The police and firemen's retirement plan requires an additional 1.05 mills to meet the actuarial requirements of the plan.

Table 4

Tax Rates Battle Creek Urban Area

	Tax Rate per \$1,000 State Equalized <u>Value</u>	Equalization <u>Factor</u>	Tax Rate per \$1,000 <u>Assessed Value</u>
Battle Creek	\$ 1.00	2.85	\$ 2.85
Bedford	—	2.03	—
Emmett	\$ 1.00	2.66	\$ 2.70
Pennfield	\$ 1.00	2.03	\$ 2.00
Springfield	\$10.00	2.37	\$23.73
City of Battle Creek	\$12.65	2.14	\$27.22

Revenues

Revenues of the six units of government in the Battle Creek Urban Area total \$4.8 million.

Property Tax

The property tax in the Battle Creek Urban Area produced \$2.8 million in revenues in the 1964-65 fiscal year. This amount, which includes street lighting and some special assessment receipts, represents about 60 percent of the total general fund revenues in the urban area. In the cities of Battle Creek and Springfield property tax revenues represent about two-thirds of the general fund revenues. For three of the four townships—Battle Creek, Emmett, and Pennfield—property tax revenues represent 34, 31, and 28 percent, respectively, of total revenues.

Bedford Township levies no township property tax, but its collection fees and street lighting assessments represent 13 percent of its total revenues.

State Aid

State aid to the six units of government amounts to \$1.4 million or 30 percent of the total revenues. This source of funds plays a larger role in the revenues of the townships than it does in the two cities. State aid accounts for 30 percent of Battle Creek City's total revenues and 29 percent of Springfield's. State aid received by Battle Creek Township represents 59 percent of its revenues; Bedford, 71 percent; Emmett, 65 percent; and, Pennfield, 66 percent.

Direct Charges

Direct charges represent about ten percent or less of each unit's total revenues, except in Bedford Township where they account for 15 percent.

Table 5

General Fund Revenues -Battle Creek Urban Area

	<u>Property Tax</u>		<u>State Aid</u>		<u>Direct Charges</u>	
	<u>Amount</u>	<u>Percent of Unit's Total</u>	<u>Amount</u>	<u>Percent of Unit's Total</u>	<u>Amount</u>	<u>Percent of Unit's Total</u>
Battle Creek	\$ 108,332	34.5%	\$ 183,758	58.5%	\$22,034	7.0%
Bedford	17,212	13.3%	92,632	71.4%	19,949	15.4%
Emmett	42,132	30.8%	88,389	64.6%	6,368	4.7%
Pennfield	27,747	28.5%	64,392	66.2%	5,170	5.3%
Springfield	<u>227,773</u>	<u>62.6%</u>	<u>103,602</u>	<u>28.5%</u>	<u>32,290</u>	<u>8.9%</u>
Sub-Total	423,196	40.6%	532,773	51.1%	85,811	8.2%
City of						
Battle Creek	<u>2,394,632</u>	<u>64.3%</u>	<u>904,000</u>	<u>24.3%</u>	<u>428,000</u>	<u>11.5%</u>
TOTAL	\$ 2,817,828	59.1%	\$ 1,436,773	30.1%	\$ 513,811	10.8%
					\$ 4,768,412	100.0%

Expenditures

General fund expenditures of the six units of government in the Battle Creek Urban Area totaled \$4.9 million in the 1964-65 fiscal year. City of Battle Creek expenditures were \$3.9 million, or 81 percent of the total, while the five suburban units expended \$942,000, or 19 percent of the total. In all six units of government, the bulk of the expenditures are for general government, police, fire, and public works—mainly street lighting in the townships. However, the amounts expended by each of the six units for these functions represent varying percentages of their respective total expenditures. The four townships expend from a fifth to a third of their respective budgets for general government.

In Springfield, general government represents 19 percent of its total expenditures and in Battle Creek City 11 percent. In terms of direct services provided to citizens, Battle Creek and Bedford Townships spend the largest portion of their budgets for police and public works. In Emmett Township the largest share—28 percent—is spent on fire services; in Pennfield, public works accounts for 44 percent of total expenditures. In both Springfield and Battle Creek City the largest portion of their budgets—28 percent and 22 percent respectively—is spent on public works.

Battle Creek City per capita expenditures are the highest of the six communities. Its expenditures per person amount to \$87.12, compared to \$71.68 per capita in Springfield. The townships spend from a low of \$9.31 per person (Bedford) to a high of \$14.02 per person (Battle Creek Township). These differences in per capita expenditures are primarily a result of the higher levels of service provided by the cities

Debt Service

The cities of Battle Creek and Springfield have outstanding debt for highway construction that is secured by the revenues of the state-shared gas and weight tax. Springfield had a total of \$111,000 in general fund debt outstanding as of June 30, 1965. Springfield expended \$20,349 from the general fund for debt service in 1964-65, \$15,000 for principal and \$5,349 for interest. Three other bond issues were outstanding as of June 30, 1965, in Springfield. One bond issue, a water and sewer fund issue, is expected to be retired within the 1965-66 fiscal year. Outstanding special assessment bonds are secured by special assessments levied against the benefiting properties.

Battle Creek City has two highway bond issues outstanding. Principal payments on these two issues amounted to \$145,000 and interest payments to \$27,775, a total of \$172,775. An expected new bond issue for highway improvements will add another \$20,721 in debt service payments, \$15,000 for principal and \$5,721 for interest. Water, sewer, and parking utility bonds in the city of Battle Creek are secured by the revenues from these facilities; and where special assessment bonds are issued they are secured by special assessments against benefiting property.

Table 6

General Fund Expenditures
Battle Creek Urban Area

	<u>Battle Creek</u>		<u>Bedford</u>		<u>Emmett</u>		<u>Pennfield</u>	
	<u>Amount</u>	<u>%</u>	<u>Amount</u>	<u>%</u>	<u>Amount</u>	<u>%</u>	<u>Amount</u>	<u>%</u>
Gen. Gov't.	\$ 70,149	24%	\$ 34,292	33%	\$ 27,166	27%	\$ 20,556	22%
Police	72,095	25%	19,928	19%	15,625	15%	18,606	20%
Fire	50,446	17%	8,031	8%	29,060	29%	9,607	10%
Public Works	69,343	24%	21,811	21%	21,146	21%	41,151	44%
Equipment								
Management	—		—		—		—	
Buildings &								
Grounds	4,819	2%	10,598	10%	2,759	3%	3,044	3%
Recreation	16,055	5%	—		—		—	
Airfield	—		—		—		—	
Cemetery	1,892	1%	4,569	4%	855	1%	—	
Debt Service	—		—		—		—	
Fringe Benefits	3,532	1%	1,442	1%	—		464	0%
Miscellaneous	<u>3,596</u>	1%	<u>3,452</u>	3%	<u>5,004</u>	5%	<u>752</u>	1%
TOTAL	\$ 291,927	100%	\$104,123	100%	\$ 101,615	100%	\$ 94,180	100%
Per Capita	\$14.02		\$ 9.31		\$10.07		\$12.76	

	<u>Springfield</u>		<u>Sub-Total</u>		<u>Battle Creek</u>		<u>Total</u>	
	<u>Amount</u>	<u>%</u>	<u>Amount</u>	<u>%</u>	<u>Amount</u>	<u>%</u>	<u>Amount</u>	<u>%</u>
Gen. Gov't.	\$ 66,836	19%	\$ 218,999	23%	\$ 470,206	12%	\$ 689,205	14%
Police	71,510	20%	197,764	21%	695,413	18%	893,177	18%
Fire	44,070	13%	141,214	15%	758,525	19%	899,739	18%
Public Works	99,395	28%	252,846	27%	854,928	22%	1,107,774	23%
Equipment							-	
Management	—		—		253,850	6%	253,850	5%
Buildings &							-	
Grounds	18,718	5%	39,938	4%	341,974	9%	381,912	8%
Recreation	923	0%	16,978	2%	134,445	3%	151,423	3%
Airfield	—		—		137,166	3%	137,166	3%
Cemetery	8,623	2%	15,939	2%	—		15,939	0%
Debt Service	20,349	6%	20,349	2%	193,496	5%	213,845	4%
Fringe Benefits	13,565	4%	19,003	2%	57,690	1%	76,693	2%
Miscellaneous	<u>6,180</u>	2%	<u>18,984</u>	2%	<u>38,506</u>	1%	<u>57,490</u>	1%
TOTAL	\$ 350,169	100%	\$ 942,014	100%	\$3,936,199	100%	\$ 4,878,213	100%
Per Capita	\$71.68		—		\$87.12		\$49.00	

Among the four townships, neither Bedford nor Emmett has any outstanding indebtedness. Pennfield Township has a debt of \$75,000 which is totally secured by special assessments. Battle Creek Township has an outstanding indebtedness as of March 30, 1965, of \$1,368,000; of which \$932,000 is secured by water revenues and \$436,000 by special assessments for street construction.

THE BATTLE CREEK CONSOLIDATED CITY

Consolidation of the six units of government in the Battle Creek Urban Area into one political jurisdiction would create a city of 144 square miles with a population of 99,500. The consolidated city would be the largest city in area in Michigan. It would be a single, unified government, servicing about 70 percent of the population of Calhoun County. Thus, consolidation would overcome one major problem associated with the burgeoning urban centers—the fragmentation of governments, with no one government having the power and resources to meet the demands and problems created by the inhabitants of the area. Also, the political community would be essentially coterminous with the social and economic community within the area, thereby reducing conflicts that tend to arise as a result of the dual loyalties of the residents of the presently fragmented jurisdictions.

Presently, 49,415 persons, residing in the four townships and representing 49 percent of the urban area's population, have relatively little voice in the type of government which is to rule them and in the type of powers and services to be carried out by that government. The form and powers of township government are established by the state constitution and state law. Optional or permissive legislation may permit a township to exercise selective powers necessary to solve particular problems. In this manner, urban townships have been able to accommodate to at least some of the urban demands of their residents. Powers to meet these demands, however, have been granted at the sufferance of the state legislature and do not permit the flexibility found in the home rule powers of cities.

Residents of the consolidated city would have three opportunities to influence and determine the type of city government they desire. These opportunities would arise in (a) the selection of the charter commissioners; (b) in the deliberations of the charter commission; and (c) in the final vote to accept or reject the proposed charter produced by the commission. Thereafter, the consolidated city's residents could modify the structure and powers of their city government by amending the basic charter. The exact form of government—strong mayor-council or council-manager—would be determined by the people, but whatever form, it is generally accepted that the modern forms of city government are designed to provide an effective, strong, and professional system of government.

Consolidation would not increase the total tax base available to the governing body of the consolidated city. Presently, the state equalized value for the six units combined amounts to \$307.0 million. This same amount would be available to the

consolidated city. However, the combined property tax base in the consolidated city would have a distribution of residential and non-residential values which differs from the distribution in the present six units individually. Residential and non-residential valuation in the consolidated city would be about equally divided. Thus, the burgeoning townships, which face a continued residential development, would not have to face the continued prospect of having more than two-thirds of their valuations in residential property. The industrial and commercial base of the cities of Battle Creek and Springfield would tend to offset and complement the strong residential bases of the townships. For every tax dollar to be raised by the consolidated city, homeowners would pay \$0.49, industries \$0.27, businesses \$0.19, utilities \$0.03, and farmers \$0.01. On a per capita basis, the consolidated city would have per capita valuation of \$3,084, less than the present \$4,213 and \$3,825 per capita in Springfield and Battle Creek respectively, and more than the low of \$1,528 and the high of \$2,920 per capita in the townships.

Thus, the balanced tax base and a professional, full-time government, having adequate powers, particularly to implement its development plans, would place the consolidated city in a position to attack the area's urban problems. It would be in a better position than anyone of the present six units of government to create a proper environment for the physical, social, and economic development of the entire community.

PART III

GOVERNMENTAL SERVICES IN THE BATTLE CREEK URBAN AREA

The discussion in Part II was concerned mainly with general matters of governmental forms and finances in the present units of government and in a consolidated city. In Part III of the report, the services provided by the six units of government in the Battle Creek urban area will be discussed and the cost of extending the Battle Creek level of municipal services throughout the area will be projected. The projected costs for the consolidated city reflect what it would have cost to have provided this level of service in fiscal 1965-66.

CHAPTER 1

GENERAL GOVERNMENT

The term general government is used to describe overhead functions and activities of governments. However, some of the officers and agencies within this general category do come into contact with citizens, and they engage in some of the oldest activities associated with government, tax collection and administration of justice for example. For modern governments, however, general government activities are oriented to two basic objectives, the development of sound public policy and the implementation of this policy through assisting and coordinating the activities of those agencies responsible for the carrying out of public policies. With policies of modern government touching and influencing the lives and fortunes of a great number of citizens and the costs of public programs involving the expenditure of large sums of money, general government and its qualities take on a significant role today. It is the quality of general government which may influence the success or failure of governmental programs and may influence the quality of the social, physical, and economic environment of the community.

Department of Administration

General government activities in Battle Creek are grouped into two departments—the Department of Administration and the Department of Finance. The latter department consists of the officer or activities of the clerk, controller, assessor, treasurer, and purchaser. The department of administration consists of the city commission, the city manager, the city attorney, the personnel office, the planning agency, civil defense, and the municipal court including the probation office and the traffic violations bureau.

City Commission—Present

Of the three traditional branches of government—legislative, executive, and judicial—the legislative branch is of most recent vintage. Development of modern democratic societies in the western world parallels the development of legislative bodies, with the three interrelated objectives of representing the people, developing and setting forth public policy, and overseeing and checking the implementation of these public policies by administrative agencies and officers.

Battle Creek has a council-manager form of government in which both the legislative and executive powers are lodged in the legislative body—the city commission—while administrative functions are vested in a manager appointed by the commission. The commission consists of seven members, including a mayor, elected at non-partisan, city-wide elections. Four members of the commission stand for election each year, with the successful candidate getting the lowest vote standing for re-election at the next election. Thus, six of the members serve two-year terms, half of which expire every year, with the seventh member serving a one-year term. Commission members select a member to serve as mayor of the city.

Springfield also has a council-manager form of government. Its council consists of seven men, including the mayor. Each commissioner serves a two-year term with three standing for election each year. The mayor is elected directly by the people and stands election every two years in the odd-numbered year.

Policy-making and the representation function in the townships are lodged in the township boards composed of four trustees, plus the supervisor, the treasurer, and the clerk. Unlike the cities of Springfield and Battle Creek, the townships have three members of their boards serving dual rolls—as members of the legislative bodies and as administrative officers.

Residents of the six units of government in the Battle Creek Urban Area are represented on their respective local legislative bodies by seven representatives each, a total of 42. The total cost for supporting these six legislative bodies, including the mayor's office in Battle Creek, amounted to \$31,052 in the 1964-65 fiscal year. (For table showing size and expenditures of legislative bodies in the Battle Creek Urban area, see next page.)

Table 7

Size and Expenditures of
Legislative Bodies
Battle Creek Urban Area

	<u>Number of Legislators</u>	<u>Population per Legislator</u>	<u>Expenditures</u>
Battle Creek	7	2,974	\$ 3,599
Bedford	7	1,598	1,651
Emmett	7	1,144	2,700
Pennfield	7	1,054	780
Springfield	7	698	5,855
Battle Creek (City)	<u>7</u>	<u>6,454</u>	<u>16,467</u>
Total	42	—	\$ 31,052

City Commission—Consolidated City

The total number of representatives on the legislative body of the consolidated city would be determined by the new city charter. Basing the size of the consolidated city's commission on the present Battle Creek ratio of one commissioner per 6,454 persons, the total number of commissioners for the consolidated city would be 15, including the mayor. Fifteen commissioners for a city of 99,500 inhabitants would be somewhat higher than the number of commissioners found in 17 Michigan cities with over 50,000 in populations. For these cities, commissions or city councils range from seven to ten members.

Using a commission of 15 members for cost projection purposes, the consolidated city would spend \$27,100 including the operation of the mayor's office. This is \$3,900 less than the present expenditure of all six units

City Manager—Present

Both Battle Creek and Springfield have the council-manager form of government. As indicated previously, in this form legislative and executive powers are lodged in the legislative body. Administrative functions and duties, however, are delegated to a professional manager who is responsible to the council for coordinating the general operations of the city. Historically, the council-manager system was introduced into the American local government scene to parallel a successful development of a similar form in the business community. The advantages of this form, coupled with the use of professional managers, made the system acceptable to many American cities, particularly cities of moderate size. The council-manager form of government is popular in Michigan, with 150 cities having managers.

Battle Creek operates its manager's office with one manager, an assistant to the manager, and a secretary who also serves the mayor's office. Expenditures for the

1964-65 fiscal year amounted to \$37,630. Springfield expended \$12,890 for its manager's office, consisting of a manager and a secretary.

Townships in Michigan have supervisors who, in addition to serving on the township board, provide some administrative direction over the township organizations. Often, however, the administrative organizations of townships are very rudimentary, and the administrative powers and duties are shared by the supervisor, the treasurer and the clerk in a township.

Each of the four townships in the Battle Creek Urban Area has the traditional supervisor. The cost of the supervisors' activities, including clerical assistance, ranges from \$8,539 in Bedford Township to \$13,763 in Battle Creek Township. (It must be pointed out here that township supervisors also act as township assessors.) Expenditures for administrative direction in the five suburban units amounted to \$56,235 for the 1964-65 fiscal year and in Battle Creek to \$37,630, a total of \$93,865.

City Manager—Consolidated City

The form of government to be used in the consolidated city will be determined by the charter. For purposes of cost projection, it is assumed that the consolidated city will have a council-manager form of government. Operation of a manager's office in the consolidated city would require a city manager, a professional assistant, a secretary and a clerk-typist. This would be one employee more—the clerk-typist—than now found in the manager's office of the City of Battle Creek. The projected expenditure for operating this office is \$42,800. This amount would be \$51,100 less than the \$93,865 it now costs the six units of government operating independently to provide for administrative direction.

Consolidation would result in a \$51,100 reduction of administrative direction expenditures. It would also provide a form of government throughout the entire area which embodies one of the major concepts of public or business administration—that of administrative integration. Whether the system be the council-manager form or the mayor-council form, the administrative responsibilities would be lodged in one public official. He would be held responsible and accountable to the council and, ultimately, to the electorate for the performance of duties. A community of almost 100,000 persons, in which almost five million dollars of public funds is expended annually, requires an effective organization for administrative leadership.

City Attorney—Present

Battle Creek has a full-time legal office of two attorneys and one secretarial employee, with an additional secretarial employee half-time. This office handled 279 ordinance violation cases in municipal court and 25 civil cases in circuit court and issued approximately 300 legal opinions. Expenditures for the legal office amounted to \$35,350.

The five suburban communities do not have full-time attorneys but utilize an attorney or law firm on a retainer basis. A total of \$7,131 was expended by these units for legal fees in the 1964-65 fiscal year. More than half, \$4,969, was spent by Springfield.

City Attorney—Consolidated City

The consolidated city would require a legal staff of three attorneys and two and one-half secretaries, at a projected cost of \$49,000. This would be \$6,500 more than the present total expenditure of \$42,500 for the six units of the Battle Creek Urban Area.

Personnel Office—Present

Battle Creek is the only government of the six in the Battle Creek Urban Area which has a formal merit system. Firemen in the City of Battle Creek are covered by a separate civil service system through the electorate's acceptance of Act 78 of the Public Acts of 1935.

For the regular system, the manager is the personnel director, with his duties delegated to a personnel officer. This officer and a second employee are responsible for handling the day-to-day personnel activities. Prospective employees, as well as present employees, competing for promotions must take examinations administered by the personnel office. The activities of this office cost \$14,675.

No formal hiring system is utilized in the five suburban units of governments which have a total of 83 employees.

Personnel Office—Consolidated City

The personnel activities of the consolidated city would necessitate adding an additional clerical employee to the present Battle Creek staff. The expenditure for the personnel office in the consolidated city would amount to \$19,200. This would provide for the extension of a professional personnel system to the consolidated city.

Planning—Present

Planning in the core city is faced with two serious limiting conditions. First, by the time planning became a recognized municipal activity, the core city was largely developed and densely populated. Second, the jurisdiction of the city planner was usually limited to political boundaries of the city, which did not embrace the natural community. Undeveloped land subject to foresight planning was available outside the political boundaries of the city and out of the planner's jurisdiction. Though some planning agencies had planning powers over areas outside of their political jurisdiction, these powers were not usually accompanied by the power to implement what was proposed.

Battle Creek has had a planning commission since 1943. The commission consists of nine members—six citizen-members appointed by the mayor with the approval of the city commission, a department head selected in the same manner, the mayor, and a member of the city commission. The professional staff is composed of a director, a planner, a draftsman, and a half-time secretary. The planning commission is presently revising, with the assistance of planning consultants, the comprehensive plan adopted in 1951. A Housing and Home Finance Agency financial grant under Section 701 of the National Housing Act is supporting the planning revisions. The final plan will cover, as required by both state law and the conditions of the federal grant, the entire urban area.

Battle Creek's planning commission also acts as the zoning commission, administering the city's zoning ordinance. The Battle Creek ordinance, adopted in 1924 and amended in 1950, provides for 12 zoning districts. All of the other units of government have zoning ordinances covering the land in their respective jurisdictions.

Expenditures for planning in the Battle Creek Urban Area total \$31,785.

Planning—Consolidated City

To provide planning services for the entire six units of the Battle Creek Urban Area, the consolidated city would have to have a staff of six employees—a director, three professional planners, a draftsman, and a full-time secretary. The projected expenditures for this staff would total \$55,500, including \$5,000 for consulting services. This would be about \$23,100 more than what is now being spent for planning in the Battle Creek Urban Area.

The consolidated city would provide for a planning agency which would have planning jurisdiction over an area containing approximately 70 percent of the population of the entire county. Most importantly, however, one governmental jurisdiction would have the concomitant and necessary power to implement the plans developed by the planning agency. It is just this power which is now lacking in the Battle Creek Urban Area and, for that matter, in most urban areas of America. This would mean that the planning agency could perform its true function of attempting to stimulate and shape future growth in the best interests of the entire community. A consolidated city could support a community of varied interests and varied land uses, particularly non-taxable land uses, much more effectively than could anyone of the present six units of government alone.

Civil Defense—Present

Battle Creek has a civil defense director to formulate the city's civil defense program. Civil defense functions for the suburban areas are performed by the county civil defense establishment, although Battle Creek Township and Springfield do make some expenditures for this purpose. Presently, the major activity of the Battle Creek civil defense director is the provision of fallout shelters. In agreement

with the county organization, the city's civil defense director is identifying shelter spaces throughout the urban area.

For the 1964-65 period, civil defense expenditures amounted to \$18,698—\$16,084 for the City of Battle Creek, \$575 for Springfield, and \$2,039 for Battle Creek Township.

Civil Defense—Consolidated

In the consolidated city, the civil defense requirements would not change materially. All that would be needed to service the larger area would be placing the present half-time clerk position on a full-time basis.

The total expenditure for this function would amount to \$18,600, approximately \$100 less than now being spent by three units of government.

Municipal Court—Present

The administration of justice is one of the earliest tasks associated with public authority and government. The court, its procedures, judicial competency, and the attitude of the citizenry toward these matters, all play vital roles in creating an aura of justice in the community.

Court. The City of Battle Creek has a municipal court composed of one full-time judge and one part-time judge. This court has concurrent jurisdiction with the Calhoun County circuit court in civil cases involving amounts up to \$1,500. Criminal jurisdiction is exercised in cases wherein the maximum penalty does not exceed 90-day imprisonment, \$100 fine and probation up to two years.

Judges of the municipal court must be lawyers and must have practiced for five years prior to assuming the bench. In the 1964-65 fiscal year, the judges of the municipal court decided about 4,000 cases, some of which involve residents outside the City of Battle Creek. To handle the court's activity, the court's staff includes a clerk of court, deputy clerk, and assignment clerk.

Municipal court expenditures in Battle Creek amounted to \$43,683 for the 1964-65 fiscal year. The court collected \$30,000 in fees and fines, which is accrued to the city's general fund along with the collections of the traffic violations bureau.

Justice in the suburban communities is the primary responsibility of the Calhoun County circuit court. Minor cases and preliminary phases of other cases are handled by justices of the peace. Each of the townships has two justices and Springfield has one. Payment for the services of the justices of the peace is on the traditional fee basis. The township justices received total payments of \$24,345. Springfield also shows an expenditure of \$3,434 for its justice.

Justice revenues in Springfield amounted to \$10,240. The fines and fees collected by the township justices, amounting to \$44,701, were turned over to the county library fund.

Probation Office. Battle Creek also has a probation office, created in 1954, to assist in the handling of offenders 17 years of age and over. This office is staffed by two probation officers and a secretary, whose duties are divided between the probation officers and municipal judges. Expenditures for this office amounted to \$17,857 in 1964-65; with offsetting revenues from oversight charges amounting to \$12,000.

Traffic Violations Bureau. The traffic violations bureau, wherein citizens may pay their traffic fines, is part of the municipal court. It is staffed by one principal clerk and two clerk-typists. Expenditures for the bureau amounted to \$17,196 and revenues to \$137,675 in the 1964-65 fiscal years.

Municipal Court—Consolidated City

Court. Consolidation would extend the jurisdiction of the municipal court to the present suburban communities, bringing to the residents of these areas a minor judiciary staffed by professionally trained attorneys. It would make available to suburban residents a court system and procedure which is considered a proper response to the judicial demands of an urban population.

To provide municipal court services in the consolidated city the present Battle Creek municipal court would require an additional judge and clerk-typist. The expenditure for a municipal court in the consolidated city is projected at \$64,700.

Present revenues from court operations will also increase. Battle Creek budgets \$30,000 from the court, although there are indications that actual collections will be somewhat higher. For projection purposes, however, only the present budget figures in Battle Creek plus the costs now levied by the justices of the peace (\$22,000) is included in the total estimated revenues. The court revenues of the consolidated city would amount at least to a total of \$52,000.

Probation Office. One probation officer, in addition to the present two, would be required in the consolidated city. The expenditures for this office would be a total of \$25,000. Oversight fees can be expected to bring \$26,000.

Traffic Violations Bureau. The traffic violations bureau would require a total of five employees, an increase of two. Expenditures for this unit in the consolidated city would amount to \$26,700.

Revenues are also expected to increase. Indications are that Battle Creek revenues are running considerably more than the budgeted figure of \$137,675. It is expected that another \$60,000 in revenues would be available in Battle Creek. Although some of the revenues from the fines levied by the present justices of the peace would

be available to the consolidated city, no estimates of the amounts involved were available. As a minimum, it is estimated that the traffic violations fines in the consolidated city would bring a total of \$207,900 in revenues.

On an overall basis, the municipal court expenditures for the consolidated city are projected to be \$116,900. Projected revenues are expected to be \$285,900.

Department of Administration—Summary

Consolidation would provide the residents of the Battle Creek Urban Area an integrated system for policy-making and policy-execution. It would provide for a professional, full-time administration of public programs; a professional handling of city employees, and a professional, full-time local court system. The consolidated city would have the power and ability to implement the plans now developed by the Battle Creek planning agency for the urban area.

Department of administration expenditures for the consolidated city total \$330,200. Present expenditures in the six units of government for comparable administrative direction functions amount to \$340,100. Thus, the consolidated city would perform these functions for about \$9,900 less than they are now being performed in the present six units of government in the Battle Creek Urban Area. (See Table 8 on next page.)

Table 8

Administration Expenditures
Battle Creek Urban Area

	<u>Legislative</u>	<u>Manager^a</u>	<u>Legal</u>	<u>Personnel</u>	<u>Planning</u>	<u>Civil Defense</u>	<u>Court</u>	<u>Admin.-Misc.</u>	<u>Total</u>
Battle Creek	\$ 3,599	\$ 13,763	\$ 700	—	\$ 1,497	\$ 2,039	—	\$ 9,251	\$ 30,849
Bedford	1,651	8,539	540	—	—	—	—	9068	19,798
Emmett	2,700	10,177	60	—	526	—	—	3664	17,127
Pennfield	780	10,866	862	—	—	—	—	2303	14,811
Springfield	<u>5,855</u>	<u>12,890</u>	<u>4,969</u>	—	<u>184</u>	<u>575</u>	<u>3,434</u>	—	<u>27,907</u>
Sub-Total	\$ 14,585	\$ 56,235	\$ 7,131	\$—	\$ 2,207	\$ 2,614	\$3,434	\$ 24,286	\$ 110,492
City of Battle Creek	<u>\$ 16,467</u>	<u>\$ 37,630</u>	<u>\$ 35,350</u>	<u>\$ 14,675</u>	<u>\$ 29,578</u>	<u>\$ 16,084</u>	<u>\$78,736</u>	<u>\$ 1,100</u>	<u>\$ 229,620</u>
Total	\$ 31,052	\$ 93,865	\$ 42,481	\$ 14,675	\$ 31,785	\$ 18,698	\$82,170	\$ 25,386	\$ 340,112
Consolidated City	\$ 27,100	\$ 42,800	\$ 49,000	\$ 19,200	\$ 55,500	\$ 18,600	\$ 116,900	\$ 1,100	\$ 27,107
Difference	\$ (3,952)	\$ (51,065)	\$ 6,519	\$ 4,525	\$ 23,715	\$ (98)	\$34,730	\$ (24,286)	\$ (313,005)

Department of Finance

Activities concerned with financial management in the City of Battle Creek are grouped into a department of finance. This department includes the clerk, who also serves as comptroller, the assessor, the treasurer, and the purchaser. The clerk performs the traditional functions of that office. The other officers are concerned with the levy and collection of the property tax and with the effective management of the city's finances.

Clerk and Elections—Present

The full-time staff of the clerk's office includes the clerk, who is also the city comptroller, the deputy city clerk, and the registrar of vital statistics. Temporary employees are utilized by this office to conduct elections. Battle Creek expended a total of \$37,560 for the operations of this office, including election expenses.

The suburban units all have clerks, serving as clerks of their respective boards and supervising the election process in their respective communities. These units expended a total of \$47,545 for the clerk's function, of which \$14,873 was expended for elections.

Clerk and Elections—Consolidated City

To perform the regular functions of clerk in the consolidated city, it would be necessary to add two permanent employees to the present staff of three in Battle Creek. Expenditures for this office would total \$64,500, including the present expenditures for elections in all units. The projection of \$64,500 for the consolidated city is \$20,600 less than the present total expenditures of \$85,100 for the six units of government.

Comptroller—Present

The city clerk of Battle Creek also serves as the city comptroller. The comptroller's office provides the manager and city commission with assistance in the development of the city's budget and its subsequent execution. Modern municipal management requires the effective budget direction and control in order to achieve the policy objectives established by the legislative body.

Presently, the comptroller's office of the City of Battle Creek is staffed by the aforementioned comptroller (clerk), deputy comptroller and eight non-professional employees. A computer system is currently being installed in Battle Creek to handle the payroll, accounting activities, and other city services such as police records and planning. The total expenditure for this office amounts to \$88,911, which includes the cost of the computer rental.

Accounting functions in the suburban units are handled by the clerk, the expenditures for which are included in that office.

Clerk-Comptroller—Consolidated City

For the consolidated city, the comptroller's office would need two additional professional employees. No additional non-professional employees would be required due to the installation of the computer system. Additional expenditures of \$16,000 are estimated for these employees. Projected expenditures for the comptroller's office in the consolidated city total \$104,900.

The total projected expenditures for all functions of the clerk's office in the consolidated city would amount to \$169,400, \$4,600 less than is being spent by the six units of government in the Battle Creek Urban Area

Assessor—Present

One of the oldest and most important functions of local government is that of assessing the value of land and buildings for purposes of taxation. Because of its importance as a source of municipal revenue, it is imperative that assessments be as equitable as possible. Over the years, the assessment function has been transformed from an imprecise, and oft-time political judgment, to a somewhat more precise and professional valuation based on rules and procedures.

In Michigan, cities and townships have the responsibility for assessing property for tax purposes and these assessments are used not only for city and township tax purposes, but for school district and county taxation as well (villages can assess property for village tax purposes). In order to insure the equity of assessments within an assessing jurisdiction, the state legislature has authorized, and the state tax commission has developed, manuals of assessment procedures and schedules to be used by local assessors in meeting their constitutional and statutory obligation to assess property uniformly. The legislature has provided that all assessments shall be at 50 percent of true cash value (P.A. 409 of 1965), and has provided for a system of review on appeal of local assessments. In order to insure that assessments among the various assessing jurisdictions are uniform, the state has provided for a system of county and state equalization.

Battle Creek has an assessor's office consisting of five professional employees, with experience ranging from two years to 15 years, and one secretary. This office is responsible for the assessment of approximately 14,000 parcels of property. Expenditures total \$48,078.

In Springfield, the assessing function is carried on by the clerk, who also serves as treasurer. The assessing function in the townships is the responsibility of the

elected supervisor. Expenditures of the five units of government for assessing amount to \$15,380. This amount does not include the salaries of township supervisors which have been included under administration.

Assessor—Consolidated City

The six assessing jurisdictions in the Battle Creek Urban Area are not all assessing at the same percentage of true cash value. The 1965 state equalized valuations of the six jurisdictions indicate that local assessed values in the six communities range from 18-25 percent of true cash value. Since state law requires that all property be assessed uniformly at 50 percent of true cash value, it will be necessary for these assessing units to raise their assessment levels to 50 percent, regardless of whether or not they consolidate. In order to insure an equitable sharing of the tax burden in a consolidated city, it would be necessary to have all property assessed uniformly. If a complete reappraisal of all property in the six units is necessary in order to reassess at 50 percent of true cash value, such a reappraisal would cost about \$230,000, or about \$6.00 per parcel.

No provision is made for this cost in the projections because it is a non-recurring expenditure. Also, when consolidation is actually undertaken, the levels of service would not and could not be raised immediately to the present Battle Creek levels. It would require some time to hire the additional personnel and purchase the necessary equipment and supplies. Thus, the funds projected for other purposes could very well be utilized in the interim to meet the one-time cost of reassessing property in the consolidated city.

For the normal assessing functions of the consolidated city, it is estimated that a staff of eight professional and two non-professional employees would be required. This office would require a total of \$75,100, or \$11,600 more than the \$63,500 which is now being spent by the six units of government.

This staff and this level of expenditures would provide the consolidated city with full-time, professional assessors, applying accepted techniques and standards. Assessments would be uniform throughout the entire urban community, and each property would be assessed its fair share of the tax burden of the community.

Treasurer—Present

The treasurer collects the property tax and other monies and serves as the custodian of the public funds. In Battle Creek, the treasurer has four non-professional employees to assist him with his duties. These employees also operate the switchboard for the city. The cost of operating the treasurer's office, including the switchboard, in Battle Creek amounts to \$42,262.

All five suburban units have treasurers, although in Springfield the treasurer also performs the clerk and assessor's functions. The expenditures of the Springfield treasurer have been apportioned among the three offices as shown in Table 9 (page 36). The total cost of operating these offices, including comparable telephone costs, amounted to \$45,582, slightly more than the Battle Creek expenditures. All six units of government spent a total of \$87,844 for the treasurer's function.

Treasurer—Consolidated City

The consolidated city would require only one treasurer to perform the traditional treasurer's duties of collecting taxes and acting as custodian of the public funds. To assist him, an assistant treasurer, a cashier and four non-professional employees would be required. Expenditures for this office would amount to \$56,400, or \$31,400 less than the \$87,844 now being spent by the six units of government.

Purchaser—Present

Battle Creek has a purchasing office, with a professional purchaser responsible for purchasing and methods and form control. He is assisted by one non-professional employee—a printer—in methods control. The total expenditure for this office is \$23,775.

Purchaser—Consolidated City

The purchasing and methods control functions could be performed in the consolidated city by the present Battle Creek City staff with the addition of one clerk. The total expenditure for this unit would be \$28,300.

Department of Finance—Summary

Presently, the function of clerk, comptroller, assessor, treasurer, and purchaser are grouped into a department of finance in the City of Battle Creek. Approximately 25 employees are utilized in performing the work associated with these functions.

In the suburban units, each of the townships has its own clerk and treasurer. The supervisor serves as assessor. Springfield's clerk also serves as treasurer and assessor. About five other employees assist these nine clerks and treasurers in the performance of their work.

The consolidated city would have only one city clerk, one assessor, one treasurer, and one purchaser to perform the duties now being performed by nine officials in the suburban units and four in Battle Creek. The present Battle Creek staff would be augmented by 11 additional employees to perform the activities now carried on by about 14 persons in the five suburban units. Consolidation would be expected to

bring integrated financial administration and control, professional assessing, and centralized purchasing which could bring considerable savings in the cost of goods purchased.

Expenditures for the department of finance in the consolidated city would total \$329,200, compared to the present expenditure of \$349,100 by the six units of governments—a reduction of \$19,900.

General Government—Summary

Expenditures for general government in the consolidated city would be less than is now being spent by the six units of government in the Battle Creek Urban Area. Expenditures for general government in the consolidated city amount to \$659,400, a savings of \$29,800. (See Table 9, page 36).

More important than these financial savings, however, would be the non-financial advantages which would accrue to the citizens of the Battle Creek Urban Area in the three major functions of general government—judicial, administrative, legislative.

Judicial Functions

Consolidation would give the citizens of the consolidated city a full-time, professionally staffed municipal court, with a probation unit.

This would provide urban citizens a justice system designed for the modern urban community.

Administrative Functions

As stated above, consolidation would provide the citizens of the urban area an opportunity to determine for themselves their form of government; an opportunity does not presently exist for about half of the area's residents. This opportunity permits the citizens of the community to consider several alternatives of municipal government, the most popular forms of which are the mayor-council and council-manager systems. Either of these forms provides a structure of government which lodges the responsibility for administrative functions in a single individual who may be held responsible for his actions.

Legislative Functions

The major purpose of the administrative agencies is to implement the policies set down by the legislative body of the community. Consolidation would permit the administrative agencies to operate on a community-wide basis to implement the community-wide policies established by the legislative body. This would be the most important advantage of consolidation—that the people of a natural community would be represented as a community and that the policy issues and demands of the people would be discussed and decided on a community-wide basis.

Table 9

Expenditures
Department of Finance and General Government
Battle Creek Urban Area

	Clerk- Election	<u>Department of Finance</u>				<u>General Government</u>		
		<u>Comptroller</u>	<u>Assessor</u>	<u>Treasurer</u>	<u>Purchasing</u>	<u>Dept. of Finance Total</u>	<u>Dept. of Government Admin. Total</u>	
Battle Creek	\$ 22,099	—	\$ 2,725	\$ 14,476	—	\$ 39,300	\$ 30,849	\$ 70,149
Bedford	5,492	—	3,050	5,952	—	14,494	19,798	34,292
Emmett	6,039	—	—	4,000	—	10,039	17,127	27,166
Pennfield	3,483	—	270	1,992	—	5,745	14,811	20,556
Springfield	<u>10,432</u>	<u>—</u>	<u>9,335</u>	<u>19,162</u>	<u>—</u>	<u>38,929</u>	<u>27,907</u>	<u>66,836</u>
Sub-Total	47,545	—	15,380	45,582	—	108,507	110,492	218,999
City of Battle Creek	<u>37,560</u>	<u>88,911</u>	<u>48,078</u>	<u>42,262</u>	<u>23,775</u>	<u>2,405,886</u>	<u>229,620</u>	<u>470,206</u>
TOTAL	\$ 85,105	\$ 88,911	\$ 63,458	\$ 87,844	\$ 23,775	\$ 2,514,393	\$ 340,112	\$ 689,205
Consolidated City	\$ 64,500	\$ 104,900	\$ 75,100	\$ 56,400	\$ 28,300	\$ 329,200	\$ 330,200	\$ 659,400
Difference	\$(20,605)	\$ 15,989	\$ 11,642	\$ (31,444)	\$ 4,525	\$(2,185,193)	\$ (9,912)	\$(29,805)

CHAPTER 2

TAX SUPPORTED SERVICES

The maintenance of a proper environment in which individuals and institutions may pursue and seek their private and institutional goals is a major responsibility of government today. This end is achieved through two methods: regulation and service. The type and degree of regulation exercised and services provided by each unit of government is determined by the people. For this reason services provided by local governments may vary from community to community.

Battle Creek provides public protection through a police department and a fire department. The public works department provides street construction and maintenance services and inspectional services. Parks and forestry facilities are provided by a buildings and grounds department, which is also responsible for building maintenance. Recreation services are provided by a recreation department. Battle Creek operates an airport for the benefit of the entire area.

Two traditionally tax supported services are not provided by Battle Creek, but by other governments. These services are health and library services. Health services are provided by Calhoun County and library services by the Battle Creek School District through the Willard Library.

Police Protection—Present

The modern police force has developed in response to need for protecting the lives and property of the community's citizens. The major function of police agencies is the maintenance of peace and order and the control and prevention of crime. Urbanization has added traffic control and other specialized duties to the function of police departments. It has required the use of full-time, paid, professional police officers to replace the patrols provided in earlier days by all able-bodied, male citizens of the community. Today, it is suggested, in a report by the United States Advisory Commission on Intergovernmental Relations, that a minimum population of 50,000 is required to support a self-sufficient police department. When police control is fragmented over several jurisdictions, police planning cannot be applied to the entire area and may make the assignment of manpower inflexible, in the smaller units.

Police protection in the Battle Creek Urban Area is provided by eight police departments. Each one provides police protection to its respective citizens. In the townships, police protection is also provided by the Battle Creek division of the Calhoun County sheriff's department and the Battle Creek post of the Michigan State police.

Presently, the four townships and Springfield have a total of 27 men available for full-time police work. Police services in each of the five communities vary, with the highest level of service being provided by the two communities with the largest police forces—Battle Creek Township and Springfield. These two units, with police forces of ten and nine men respectively, attempt to maintain around the clock patrols for seven days of the week.

When manpower permits, both units—Battle Creek Township and Springfield—each have two cars each patrolling their respective jurisdictions. Bedford Township also attempts to maintain a 24-hour, seven day patrol. Under the supervision of the police-fire chief two full-time policemen and two non-deputized officers provide police protection six days a week. On Sundays, three relief deputies are utilized on a standby basis. Emmett and Pennfield Townships do not provide police protection for 24-hours a day. The two full-time policemen of Emmett and the three full-time and two part-time police-firemen of Pennfield are on duty from 8:00 A.M. to about 2:00 A.M. (See Table 10)

Interjurisdictional cooperation exists to some degree among the five units of government. Battle Creek Township provides full-time dispatching service for Emmett Township police and night-time dispatching service for the Pennfield police when no officer is available to man its own transmitter. The City of Springfield provides full-time dispatching service for the Bedford Township police force.

Primary responsibility for police protection in the four townships does not rest with the local police forces, but with the Battle Creek post of the Michigan State police and with the Battle Creek post of the Calhoun County sheriff's office. The 23 state policemen assigned to the Battle Creek post are responsible for policing an area of 876 square miles with a 1960 population of 81,216 persons. While the post's jurisdiction includes 12 townships in Calhoun County and 13 townships in three other counties, state police patrol activities are concentrated within the immediate Battle Creek area. Other areas are checked on an irregular basis, usually on response to calls for assistance. (Residential areas are very seldom covered by the state police.) Normally, two patrol cars are on duty at all times, with the number increasing to four during the hours of 1:00 P.M. to 9:00 P.M.

The sheriff's office of Calhoun County also maintains a post at Battle Creek to provide patrol service to eight townships in the western end of the county. While six deputies are authorized for this post, two positions were vacant at the time this information was obtained. With a strength of four full-time deputies and one relief man, the sheriff's office operates at least one patrol car at all times, and during the daylight hours may sometimes have two patrols on the road.

Neither the state police nor the sheriff's office assign their patrols by governmental units. Hence, there is no record of the degree of police protection provided by each of these units to the four townships of the Battle Creek Urban Area.

Table 10
Police Strength and Expenditures - Battle Creek Urban Area

	<u>Full-time Police Officers</u>	<u>Patrol Cars</u>	<u>Patrol Coverage</u>	<u>Men per Shift</u>	<u>Expenditures</u>
Battle Creek Township	10	2	24-hrs/7 days	3	\$ 72,095
Bedford	3 ^a	1	24-hrs/7 days	1	19,928
Emmett	2	2	8am-2am/7 days	1	15,625
Pennfield	3 ^b	2	8am-1am/7 days	1	18,606
Springfield	9	2	24-hrs/7 days	2-3	<u>71,510</u>
Sub-Total	27	9			197,764
City of Battle Creek	<u>68^c</u>	<u>9</u>	24-hrs/7 days	7-8	<u>695,413</u>
Total	95	18			\$ 893,177

^a Bedford—two part-time, non-deputized officers assist the regular police officers from 9:00 P.M. to 1:00 or 2:00 A.M. Also three deputized relief personnel provide standby service on Sunday.

^b Pennfield—police-firemen; also two part-time officers.

^c Battle Creek—total uniformed, sworn personnel; does not include 18 civilians.

The city of Battle Creek has a police force of 68 uniformed officers and 18 civilians, divided into three basic divisions—services, patrol, and investigative. For patrol purposes, the city is divided into four districts, with each district having an average of 1.8 men per shift. The patrol division utilizes nine automobiles, two two-wheeled motorcycles, and three, three-wheeled motorcycles to carry on its patrol work. There are no foot patrols in Battle Creek, but policemen do leave their vehicles to make door checks in the commercial areas. The services division provides staff assistance to the department through five units: records and communications, business administration, training and personnel, planning and research, and building maintenance units. This division also operates the vehicle operator's licensing bureau. An investigative division of 11 officers conducts criminal investigations and maintains a youth office to handle cases involving juveniles. The Battle Creek police department operates a jail of 14 cells to house overnight prisoners. State police and sheriff's prisoners are also housed in the Battle Creek jail.

Total expenditures for police protection including school crossing guards by the six governmental units of the Battle Creek Urban Area amounted to \$893,177 for the 1964-65 fiscal year.

Police Protection—Consolidated City

Police protection in the consolidated city would be provided by a uniformed police force of 102 men plus 20 civilians. Approximately three-fourths of the uniformed men (77) would be assigned to the patrol division to provide all sections of the consolidated city with 24-hour police coverage, seven days a week. For patrol purposes the consolidated city might be divided into seven separate districts. An eighth, overlapping district, would cover the densely urbanized area and provide on-call support for the other districts. One patrolman would be on duty per shift in each of the five districts. Two districts would each have three patrolmen on duty per shift and the overlapping district would have four patrolmen on duty per shift. For each group of four districts there would be one sergeant on duty per shift, a total of two sergeants per shift. This would provide a total of 17 men on patrol duty for each shift.

The present six units might have police coverage in their various areas as shown in the accompanying table and map.

Table 11

District and Patrol Coverage of Present Areas
in a Consolidated City

District	1	2	3	4	5	6	7	8*
Number of Men Per Shift	1	1	1	3	1	3	1	4
Battle Creek Township				X*		X		X
Bedford	X*	X*		X*				X*
Emmett					X*		X	X*
Pennfield		X*	X		X*			X*
Springfield				X*				X*
Battle Creek City	X	X*		X*	X*			X*

*District Eight is a circular district, overlapping portions of districts 2, 4, and 5.

Thus, the consolidated city can provide greater police service to the present suburban areas than the residents of these areas are now receiving. This can be achieved by adding 34 men—30 patrolmen and four sergeants—to the present Battle Creek patrol division. The additional 34 men represent an increase of seven over the present 27 full-time police officers supported by the suburban units.

The consolidated city would require no additional uniformed police other than on the patrol division. The present staff of the other divisions in the Battle Creek police department is adequate to assume the additional duties of the consolidated city. Two additional clerks would, however, be required.

Expenditures for police protection and school crossing guards in the consolidated city would amount to \$1,038,400, an increase of \$145,200 over the \$893,177 now being spent by the six units of government in the Battle Creek Urban Area.

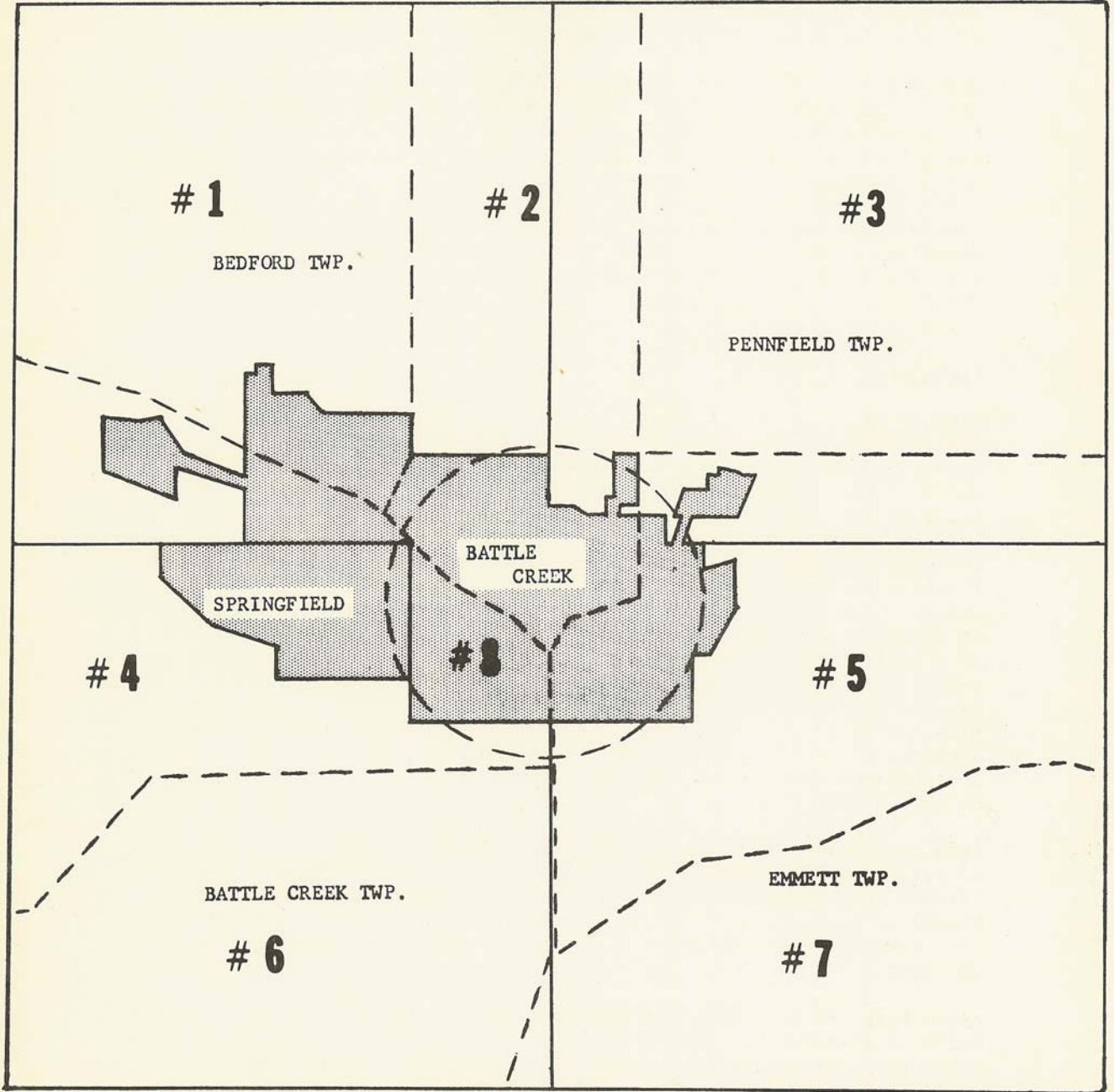
Fire Services—Present

Historically, the first “night watches,” which evolved into the modern police function, were formed in colonial cities to provide warnings of fire. The actual fighting of fires was performed by private companies which charged a fee for this service. Each company had its distinguishing fire mark placed on the outside walls of its clientele. Abuses brought about by the highly competitive nature of these companies led to changes in the provision of fire services in American cities. Firefighting became a community responsibility, usually through a volunteer system which still exists in rural areas and in many smaller communities of America. For the larger cities, dense urbanization required the use of a full-time, paid professional fire-fighting force. Modern cities, today, have highly specialized equipment to fight fires, to perform salvage operations, and to protect and save lives. Fire prevention also receives a great deal of attention of the modern fire department. Advisory standards for the number and type of equipment and the manpower to staff and operate the equipment are recommended by the National Board of Fire Underwriters.

Fire protection in the suburban governments is provided by a total of 18 full-time and 123 volunteer firemen as shown in Table 12. These firemen operate 16 pieces of major and four pieces of minor equipment, housed in eight fire stations. On an overall basis, the suburban units have more pumpers than required by the National Board of Fire Underwriters.

Alarm response and manning of the equipment varies in the five suburban units of government. Bedford Township has no full-time firemen on duty other than the police-fire chief. During the day fire alarms are received at fire headquarters. Calls, after hours, are taken by private citizens who reside in the apartments located in each of the three fire stations. When fire alarms are sounded, volunteers are notified by a Plechtron system as to the location of the fire. Fire trucks are picked up at the fire stations by the volunteers who respond to the fire.

ILLUSTRATIVE PATROL DISTRICTS



----- PATROL DISTRICT BOUNDARY

Pennfield Township depends upon its police-firemen to take its trucks out on the first alarm. Volunteers are notified by telephone by the dispatcher who receives the alarm. After regular office hours, the fire department's telephone is answered by a couple residing in an apartment above the fire station. A part-time fireman, residing behind the fire station, usually drives one of the fire trucks to the scene of the fire on calls reported during the evening hours.

The other three units of government, Battle Creek Township, Emmett Township, and Springfield all have full-time firemen on duty at all times to receive calls and drive equipment to the scene of a fire. Battle Creek Township and Emmett Township utilize a Plechtron system to notify their volunteers of the location of a fire.

The City of Battle Creek's fire department of 90 men is organized into eight companies—five engines, two aerial ladders, and one rescue. This equipment is housed in five fire stations. An initial response to an alarm in an industrial or commercial area will bring out five pieces of equipment—three pumpers, one aerial ladder truck, and the rescue truck. A residential alarm will bring out four pieces of equipment—one pumper less than for an industrial or commercial alarm. Four men respond with each piece of equipment.

Battle Creek's fire department also has a fire prevention bureau with a complement of two inspectors, who conduct inspections and arson investigations. Fire fighters do not conduct inspections, but they do visit commercial and industrial establishments in their areas to familiarize themselves with the building in case of fire. Fire hazards found by them are reported to the fire prevention bureau.

Fire losses in the Battle Creek Urban Area for the 1964 calendar year amounted to \$889,140. A high value warehouse fire in the City of Battle Creek is the cause for such a high loss.

Expenditures for fire services in the Battle Creek area amounted to \$855,416 in the 1964-65 fiscal year, \$141,214 for the five suburban units and \$758,525 for Battle Creek.

Fire Services—Consolidated City

The present complement of fire equipment and fire stations is more than ample for the needs of the consolidated city. The planning report, Public Services and Public Buildings, recommends a total of ten stations—seven in the built up and three in the outlying areas of the consolidated city. The report further suggests that the outlying stations do not need as large staffs as the stations in the densely populated areas. The National Board of Fire Underwriters' standards would require ten pumpers instead of the 19 now utilized by the six governments of the Battle Creek area.

Table 12

Fire Department Strength and Expenditures
Battle Creek Urban Area

	<u>Personnel</u>		<u>Total</u>	<u>Pumpers</u>	<u>Tankers</u>	<u>Ladders</u>	<u>Equipment</u>		<u>Station Expenditures</u>
	<u>Full-time</u>	<u>Volunteer</u>					<u>Others</u>	<u>Others</u>	
Battle Creek Township	4	20	4	3	—	—	1	1	\$ 50,446
Bedford	1 ^a	40	6	3	2	—	1	3	8,031
Emmett	4	23	4	4	—	—	—	2	29,060
Pennfield	3 ^b	20	3	2	—	—	1	1	9,607
Springfield	<u>6</u>	<u>20</u>	<u>3</u>	<u>2</u>	<u>—</u>	<u>—</u>	<u>1</u>	<u>1</u>	<u>44,070</u>
Sub-Total	18	123	20	14	2	0	4	8	\$ 141,214
Battle Creek City	<u>90</u>	<u>—</u>	<u>8</u>	<u>5</u>	<u>—</u>	<u>2</u>	<u>1</u>	<u>5</u>	<u>758,525</u>
Total	108	123	28	19	2	2	5	13	\$ 899,739

^a serves as police-fire chief.

^b Serve as police-firemen. Pennfield also has two part-time police-firemen.

Manpower would have to be increased in the consolidated city in order to place the entire complement on the 63-hour work week now found in Battle Creek. A maximum 63-hour work week is required after July 1, 1966, by Public Act 115 of 1965 for all fire-fighters. To man each of the three outlying companies with two men each and three of the urban companies with four men would require an additional 37 men to Battle Creek's present fire force. Volunteers would still be used. Five of the urban stations would be manned by the present Battle Creek force. Thus, the consolidated city would have a fire force of 127 firemen, 19 more than the present full-time complement of all six units of government.

Expenditures for fire services in the consolidated city would amount to \$999,500, an increase of \$99,800 over the \$899,700 being spent by the governments of the Battle Creek Urban Area.

Consolidation would provide savings over a period of time in that each unit would not be required to develop its fire department in relation to its own urban growth. The excess equipment would also provide equipment reserve and replacement for a number of years in the future. However, more important than the potential monetary savings in the future is the immediate and long term increase in fire-fighting effectiveness which would be brought about by the existence of a single centrally coordinated and administered fire department. Recruitment and training of personnel would be more effective in a centralized department than in six separate agencies.

Public Works

Public works cannot be precisely defined, but it is usually accepted as including the construction and maintenance of the physical plant of the city. Activities placed in the public works categories vary among jurisdictions and from period to period.

Regardless of the inexactitude of its definition, public works have played a vital role in the history of cities and even nations. The walls of many ancient cities and the forts and block houses of American cities have protected them from attack and possible devastation. Aqueducts and roads were essential factors in the development of ancient Rome as a city and then as an empire. Modern cities owe a great deal of their vitality to the development of public water and sewerage systems. Finally, the construction of streets and highways has permitted the residents of an urban area to move about freely.

In this chapter, only the tax-supported public works services of Battle Creek are discussed. This category includes street and sidewalk construction and maintenance, engineering, street lighting, and inspection. Non-tax supported public works—water, sewerage, and parking—are discussed in the next chapter.

Street Construction and Maintenance—Present

The Battle Creek Urban Area has approximately 585 miles of streets in the six units of government. Of this total, 151 miles are in the City of Battle Creek and 434 miles in the five suburban units as shown in Table 13 (Page 50).

Street construction and maintenance in the four townships is the responsibility of the Calhoun County Road Commission. Maintenance and a portion of construction by the road commission is financed primarily from the state-shared gas and weight tax. County road expenditures in the four townships apparently amounted to \$421,650. A portion of the construction costs must be assumed by the townships, which transfer all or part of the cost to the benefiting property owner through special assessments. Street construction costs financed from special assessments are not included in the costs shown in this report. In 1964-65 Bedford Township spent \$4,915 from its general fund for street work and Battle Creek Township spent about \$16,733 for street maintenance, with about \$10,000 of this amount being spent for street cleaning. In 1964-65 Pennfield Township spent \$30,545 from general funds (excluding \$10,447 financed from special assessments) for road work.

The Cities of Springfield and Battle Creek support their own public works departments for street construction and maintenance. Street construction in Springfield is financed one-third from general funds (including state-shared gas and weight tax) and two-thirds from special assessments. Maintenance expenditures amounted to \$52,259 and construction to \$26,370 in Springfield for the 1964-65 fiscal year. For the five suburban units, public works expenditures total \$139,236. The total general fund expenditures for streets and sidewalks in Battle Creek City were \$716,332

in 1964-65 including engineering costs for which the city spent \$107,383. This total excludes the \$175,000 financed from bond revenues.

Street construction in the City of Battle Creek is financed from three sources—general funds, bond proceeds, and special assessments. General funds are used to finance the construction of special projects and for payments to the state for the city's share of state highway construction. For 1965, general fund expenditures for street construction were \$229,259. The city's share for the cost of street construction abutting city owned property, the cost of upgrading, and the cost of some storm sewer and sidewalk construction is being financed in 1965 by a bond issue of \$175,000, of which the principal and interest payments will total \$20,721. All other street construction in the City of Battle Creek is financed by special assessments levied against the benefiting property owners.

Maintenance of streets includes a wide range of activities including repairing, cleaning and snow and ice control. Detailed expenditures are not available, but the total expenditure for street maintenance in Battle Creek is \$367,340.

Sidewalks in Battle Creek are constructed upon petition of property owners with the work done by contract. The city assumes none of the cost of construction of sidewalks, but pays 50 percent of the repair cost. In 1964-65, city sidewalk expenditures amounted to \$12,350.

Springfield and Battle Creek receive state aid from the gas and weight tax to assist in the financing of street expenditures. For 1964-65, Springfield received \$57,769 and Battle Creek \$435,000 in motor vehicle tax funds, for a total of \$492,769.

The consolidated city would be responsible for maintaining the 585 miles of streets now existing in the six units of government. It is assumed that general construction costs would continue to be financed through special assessments against the benefiting property owner. Sufficient data are not available to make a refined projection of total street maintenance and construction costs for the consolidated city. Financial data from the six units of government and the Calhoun county road commission indicate that a total of \$1,294,000 was spent for street construction and maintenance in the Battle Creek Urban Area in 1965. This total includes \$175,000 in construction money spent by Battle Creek from bond proceeds, the \$421,650 spent by the road commission, and includes the expenditures for maintenance and construction by the six units as shown in Table 13 except the expenditures for Pennfield Township which were reimbursements to the county road commission for services performed. Street construction and maintenance expenditures for the consolidated city are estimated at \$1,670,000. This would be \$376,000 more than is now being spent by the six units and the county.

Table 13

Street Expenditures By Six Units of Government
Battle Creek Urban Area and Consolidated City

	<u>Street</u> <u>Mileage</u>	<u>Expenditures</u>					<u>Total</u>
		<u>Engineering</u>	<u>Street</u> <u>Maintenance</u>	<u>Construction</u>	<u>Sidewalks</u>		
Battle Creek Township	119.6	—	16,733	—	—	\$ 16,733	
Bedford	85.7	—	4,915	—	414	7,145 ^a	
Emmett	104.9	—	—	—	—	—	
Pennfield	91.5	947	3,155	26,398	—	30,545 ^a	
Springfield	<u>32.5</u>	<u>6,184</u>	<u>52,259</u>	<u>26,370</u>	<u>—</u>	<u>84,813</u>	
Sub-Total	434.2	\$ 7,131	\$ 77,062 ^b	\$ 52,768 ^b	\$ 414	\$ 137,236 ^a	
Battle Creek City	<u>151.5</u>	<u>107,383</u>	<u>367,340</u>	<u>229,259^c</u>	<u>12,350</u>	<u>716,332</u>	
TOTAL	585.7	\$ 114,514	\$ 444,402	\$ 282,027	\$ 12,764	\$ 853,568 ^a	
Consolidated City	585.7	\$ 210,000	\$ 1,095,000	\$ 575,000	\$ 16,000	\$ 1,896,000	

^a Includes a dump expenditure of \$1,816 in Bedford; \$45 in Pennfield, for a total of \$1,861.

^b These totals do not include the expenditures by the Calhoun county road commission which amounted to \$421,650 in 1965.

^c This figure does not include an expenditure of \$175,000 for the city's share of construction financed through bond revenues since this is not shown as a general fund expenditure in the budget.

The consolidated city would require additional engineering services. It is estimated that the consolidated city's engineering expenditures would amount to \$210,000, an increase of \$95,500 over the present expenditures.

Sidewalk expenditures would amount to \$16,000.

Total expenditures for streets in the consolidated city would amount to \$1,896,000, an increase of \$1,040,432 over the present general fund expenditures of \$855,568 in the six units.

Presently, Springfield and Battle Creek receive \$492,800 in state aid for highways. Townships do not directly receive state highway aid. The consolidated city would receive \$1,588,300, an increase of \$1,095,500 over that now being received by Battle Creek and Springfield. Calhoun County state highway aid will be reduced by \$95,700 and the county will be relieved of responsibility for the maintenance and construction of about 400 miles of road. The net gain in highway aid would be approximately \$1,000,000.

Street Lighting—Present

All six units of government in the Battle Creek Urban Area have street lighting programs by which residents may petition for street lights. The two cities assume the cost for providing street lights. In Springfield, street lighting expenditures amounted to \$12,606; in Battle Creek to \$99,700. Townships levy a special assessment on benefited properties to pay for street lights. Rates per \$1,000 of assessed valuation are as follows: Battle Creek \$2.30; Emmett \$3.00; and Pennfield \$1.00. For Emmett Township, street lighting charges are higher than the township general tax rate on assessed value. Bedford Township charges varying rates in each of its four districts, \$1.54 in two districts; \$1.60 and \$1.80. Bedford, Emmett and Pennfield Townships make supplemental payments from the general fund for street lights.

Total costs for street lights vary in the townships as shown in Table 14.

Table 14

Street Lighting
Receipts and Expenditures
Battle Creek Urban Area

	<u>Receipts</u>	<u>Expenditures</u>
Battle Creek Township	\$ 45,903	\$ 42,479
Bedford	11,886	11,162
Emmett	14,431	17,367
Pennfield	4,498	8,931
Springfield	—	12,606
Battle Creek City	—	<u>99,700</u>
TOTAL	\$ 76,719	\$192,245

Street Lights—Consolidated City

Street lights in the consolidated city would be provided under the current practice of all governments, by petition of property owners. Financing of street lights, however, would be from the general fund as is now the practice in the cities of Springfield and Battle Creek.

Total costs for street lights in the consolidated city would amount to \$237,800, \$45,600 more than the present \$192,200. A township resident now paying street lighting charges would be relieved of the special assessments in the consolidated city.

Inspection—Present

Building and electrical inspections are conducted by all six units of government in the Battle Creek Urban Area. The City of Battle Creek and Battle Creek Township perform plumbing inspections, with the former also checking weights and measures.

Of the suburban units of government, only Battle Creek Township has a full-time building inspector. Bedford combines the positions of building inspector and assessor while in Emmett the police chief acts as its building inspector. Pennfield and Springfield contract for building and electrical inspection services from a private individual. This individual serves Bedford and Emmett townships as electrical inspector. The City of Battle Creek has four full-time inspectors.

The six units spent \$59,961 for inspection services and collected \$40,953 in fees. Expenditures of \$21,065 for these suburban units were offset by \$18,953 in fees while Battle Creek City spent \$38,896 for inspection services and collected \$22,000.

Table 15

Inspection Revenues and Expenditures
Battle Creek Urban Area

	<u>Receipts</u>	<u>Expenditures</u>
Battle Creek Township	\$ 11,133	\$ 10,131
Bedford	1,815	3,504
Emmett	2,034	3,779
Pennfield	1,669	1,675
Springfield	<u>2,302</u>	<u>1,967</u>
Sub-Total	\$ 18,953	\$ 21,065
Battle Creek City	<u>22,000</u>	<u>38,896</u>
TOTAL	\$ 40,953	\$59,961

Inspection—Consolidated City

Inspection services in the consolidated city can be provided by a total of six inspectors, two more than presently used by the City of Battle Creek. Total expenditures would be \$66,600, an increase of \$6,600. Fees would be about \$41,000, the amount now collected by the six units.

Public Works—Summary

Total expenditures for public works in the consolidated city are estimated to be \$2,200,400 as shown in Table 16. Compared to the present expenditures of \$1,107,774 by the six units of government this represents an increase of \$1,092,666. If present county road commission expenditures are included, along with the \$175,000 spent by Battle Creek City from bond funds, the net increase would amount to about \$500,000. This increase would provide additional funds in the suburban areas for street construction and maintenance, expanded engineering services, more street lighting and elimination of special assessments for this service.

Consolidation would provide for an integrated public works system throughout the Battle Creek Urban Area.

Table 16

Public Works Expenditures
Battle Creek Urban Area and Consolidated City

	<u>Streets</u>	<u>Street Lighting</u>	<u>Inspection</u>	<u>Total</u>
Battle Creek Township	\$ 16,733	\$42,479	\$ 10,131	\$69,343
Bedford	7,145	11,162	3,504	21,811
Emmett	—	17,367	3,779	21,146
Pennfield	30,545	8,931	1,675	41,151
Springfield	<u>84,813</u>	<u>12,606</u>	<u>1,976</u>	<u>99,395</u>
Sub-Total	\$ 139,236	\$92,545	\$ 21,065	\$252,846
Battle Creek City	<u>716,332</u>	<u>99,900</u>	<u>38,896</u>	<u>854,928</u>
TOTAL	\$ 855,568	\$ 192,445	\$ 59,961	\$1,107,774
Consolidated City	1,896,000	237,800	66,600	2,200,400
Increase	\$1,040,432	\$45,555	\$6,639	\$1,092,626

Equipment Management—Present

Modern governments use a variety of complex equipment and conveyances to carry on regulatory and service functions. This equipment must be serviced and replaced if public services are not to falter. The City of Battle Creek has created its own department of equipment management to service its equipment. There are twenty-two employees in the department to keep Battle Creek's fleet of vehicles and equipment in proper working order. Expenditures total \$253,850.

In Springfield, public works crews provide general maintenance with repair work contracted out to local garages. All the townships contract for their major maintenance and repair work.

Equipment Management—Consolidated City

Battle Creek officials project that no additional personnel or shop equipment would be needed in the management department of the consolidated city. Total expenditures for the department are projected as \$261,800, an increase of \$8,000 to cover the gasoline necessary to run the additional vehicles.

Buildings and Grounds

Buildings—Present

Battle Creek has a city hall housing all of its major offices, except the park, recreation, and police departments. Park department offices are located in Irving Park, the recreation department in the Youth Building, and the police department in its own building, across from the city hall.

Springfield City and Bedford, Emmett, and Pennfield townships all have relatively new structures housing their general government offices. General government offices in Battle Creek township are housed in a converted home.

Expenditures for building operations amounted to \$122,096 in the 1964-65 fiscal year, \$88,702 in the City of Battle Creek and \$33,394 in the suburban units.

Buildings—Consolidated City

Consolidated city would require more space than is now available in anyone of the present municipal buildings. Battle Creek's planning consultant recommends that the fourth floor of the Battle Creek city hall be renovated to accommodate the present needs of the city and further suggests that township facilities be utilized in the event of consolidation. If these latter buildings cannot be used, income from sale or rental could be utilized to provide the additional space that would be needed by the consolidated city. Therefore, the projected expenditures for building maintenance in the consolidated city are the same as the expenditures of the six units of government—\$122,100.

Parks—Present

Earlier urban settlements were usually small enough so that physical development did not consume all the available nearby land. With the advent of urban spread the maintenance of play areas, parks, and open space became a major concern for the modern community.

The City of Battle Creek has approximately 863 acres of parks, from large to neighborhood, under its jurisdiction. Some of its large park acreage is located outside of the city limits. All park facilities of the City of Battle Creek are available to the residents of the entire urban area. With the 86 acres of parks of the suburban units, the residents of the Battle Creek Urban Area have a total of 949 acres of parks. This represents about ten acres of park land for every 1,000 persons, equal to the criterion established by park and recreation officials. This acreage does not include the county and state parks and privately owned open spaces in the area. The Battle Creek area planning report in anticipation of a 1985 population of 145,000, recommends the acquisition of additional park and open space acreage in the six communities.

Battle Creek operates and maintains its parks with a crew of 25 employees in the buildings and grounds department. Expenditures for the parks amount to \$200,013. Suburban expenditures of \$5,389 raise the total urban area expenditure to \$205,402.

Parks—Consolidated City

The parks of the City of Battle Creek already serve the urban area population; therefore, the consolidated city, to provide the Battle Creek level of service, need not add more park acreage. Additional park acreage will be required to meet future demands created by the population growth. Expenditures for park operation in the consolidated city are projected at the same level as the present park expenditures of the urban area, \$205,400.

Consolidation would permit the development of the park and open space plan on a community-wide basis, and implementation of the plan by the consolidated city. Otherwise the park and open space requirements would have to be implemented by each of the six units of government. Separate action is difficult under the best of circumstances, but any one unit may find it difficult indeed to remove property from its tax rolls for park and playground purposes to meet the needs of the entire community. In the consolidated city, no one segment of the community would have to assume a disproportionate share of the burden of recreation and park facilities—rather the community as a whole would share the burden.

Forestry—Present

Battle Creek City has approximately 15,000 trees, of which 31 percent are American Elms, 33 percent Soft Maple, 19 percent Hard Maple, nine percent Box Elder, four percent Norway Maple, and three percent Chinese Elm. Responsibility for maintaining these trees is assigned to the forestry division of the buildings and grounds department. Under its tree program, Battle Creek attempts to trim and maintain trees on a five-year rotation basis. Dead trees are removed as required and replacement trees are provided without charge.

A tree and shrub nursery is owned by Battle Creek. Whip stock and seedlings are grown to finished stock and then planted along streets and in parks. Total expenditures for forestry work in Battle Creek are \$53,259.

Forestry work in Springfield cost \$1,088 in fiscal 1964-65, and Bedford Township spent \$67. Tree work in the townships is performed by the county road commission as part of its street maintenance program.

Forestry—Consolidated City

The consolidated city would have about 45,000 trees. A tree maintenance program for this number of trees would require an expenditure of \$134,400, about \$80,000 more than is now being spent by Battle Creek.

Consolidation would provide the suburban areas of the community with a tree maintenance program independent of street maintenance. Also, much of the open areas as they are developed could be included in a tree master plan. A tree plan would base tree plantings on such factors as architecture, soil condition) exposure, utility locations, etc. The objective of such plan would be the planting of diversified species of trees rather than the traditional pattern of planting the same species in an entire neighborhood.

Recreation—Present

The City of Battle Creek operates a comprehensive recreation program, utilizing its own school board facilities. Some programs are also run by the city in the school facilities of the Pennfield, Lakeview, and Springfield school districts. In addition to the general recreation programs, the recreation department operates a youth building and the senior recreation building. Battle Creek recreation programs and facilities are extensively utilized by non-residents of the city. Five full-time employees operate these programs, with the assistance of 40 to 50 part-time employees in the summer and 15 to 20 in the winter. Recreation expenditures for Battle Creek are \$134,445, and income from fees is \$15,325.

Of the five suburban communities in the Battle Creek Urban Area, only Springfield and Battle Creek Township spend monies for recreation purposes. Battle Creek Township utilizes school personnel to run its program. It spent \$16,055 for recreation in the 1964-65 fiscal period and collected \$7,235 in fees.

The combined recreation expenditures of Battle Creek City, Battle Creek Township and Springfield are \$151,423, and recreation income is \$22,560.

Recreation—Consolidated City

Presently, the Battle Creek recreation program services a large number of persons residing outside the city limits of Battle Creek. It would require an additional full-time employee and ten to 15 part-time employees to expand the program to service the remainder of the population. The sums now spent by Battle Creek Township

and Springfield would be sufficient to cover the additional costs of these employees. Thus, the recreation expenditures for the consolidated city are projected at the present level, \$151,400, with a projected income of \$23,000.

Airfield Services—Present

Battle Creek provides airport services to area residents through the city owned and operated W. K. Kellogg Regional Airfield. Kellogg Airport is located in the City of Springfield, approximately three miles and five minutes from downtown Battle Creek. The airport is served by one airline, North Central, with six flights from Chicago and six flights from Detroit. Military units utilizing the airfield include the Michigan Air National Guard, the United States Air Force, and the United States Army. Four runways, ranging from 4,802 feet by 150 feet to 7,019 feet by 150 feet, serve the air traffic using Kellogg Airfield.

Expenditures for Kellogg Airfield are \$137,166, and income totals \$125,000. The difference is financed from the general fund of the City of Battle Creek.

Airfield Services—Consolidated City

There would be no change in the operation of Kellogg Airfield as a result of consolidation; the airport would continue to service the same population. Financial support for the air facility would, however, be spread over a larger tax base as a result of consolidation, making the area of support somewhat more coterminous with the area of use than is presently the case. The projected expenditures are \$137,200.

Cemetery—Present

Springfield and three townships—Battle Creek, Bedford, and Emmett—report expenditures of \$15,939 for the operation and maintenance of cemeteries. Battle Creek has no publicly owned cemetery.

Cemetery—Consolidation

The consolidated city would operate the existing cemeteries. Expenditures are projected at the same level as at present, \$15,900. The actual operations could be handled by the public works department as is now done in Springfield.

Renewal and Housing

Battle Creek participates in urban renewal, with the city commission as the urban renewal agency. Staff services are provided by the planning department. The city's share of the urban renewal costs are met through the provision of services and facilities. Consolidation will add no further costs for urban renewal.

Battle Creek also has a five-member housing commission. It presently manages 16 units; when the projects now underway are completed the number of units will total 150. Housing commission operations create no charges against the general fund.

Table 17

Expenditures- Tax Supported Services
Battle Creek Urban Area

	<u>Police</u>	<u>Fire</u>	<u>Public Works</u>	<u>Equipment Management</u>
Battle Creek Twp.	\$ 72,095	\$50,446	\$ 69,343	—
Bedford	19,928	8,031	21,811	—
Emmett	15,625	29,060	21,146	—
Pennfield	18,606	9,607	41,151	—
Springfield	<u>71,510</u>	<u>44,070</u>	<u>99,395</u>	<u>—</u>
Sub-Total	\$ 197,764	\$ 141,214	\$ 252,846	\$—
Battle Creek City	<u>695,413</u>	<u>758,525</u>	<u>854,928</u>	<u>253,850</u>
TOTAL	\$ 893,177	\$ 899,739	\$ 1,107,774	\$253,850
Consolidated City	1,038,400	999,500	2,200,400	261,800
Increase	\$ 145,200	\$99,800	\$ 1,092,600	\$ 8,000
	<u>Building & Grounds</u>	<u>Recreation</u>	<u>Airfield</u>	<u>Cemetery</u>
Battle Creek Twp.	\$ 4,819	\$16,055	—	\$ 1,892
Bedford	10,598	—	—	4,569
Emmett	2,759	—	—	855
Pennfield	3,044	—	—	—
Springfield	<u>18,718</u>	<u>923</u>	<u>—</u>	<u>8,623</u>
Sub-Total	\$ 39,938	\$16,978	\$ —	\$15,939
Battle Creek City	<u>341,974</u>	<u>134,445</u>	<u>137,166</u>	<u>—</u>
TOTAL	\$ 381,912	\$ 151,423	\$ 137,166	\$15,939
Consolidated City	461,900	151,400	137,200	15,900
Increase	\$ 80,000	\$—	\$ —	\$—

CHAPTER 3

PUBLIC UTILITIES

The City of Battle Creek provides three services—parking, water, and sewerage—on a utility basis. Operations for these services are financed from user charges rather than the revenues of the general fund.

Parking System—Present

Battle Creek operates a number of parking lots in the city. The parking system is financed by revenues produced by these lots and street meters. Income from the lots approximates \$63,500, and from street meters about \$66,000. Total income for the utility is approximately \$130,000. Expenditures are \$93,000, of which \$51,000 is for debt service.

Parking System—Consolidated City

Whether the system of revenue-producing, public parking facilities should be extended into the present suburban areas is a decision which would have to be made by the policy-makers of the consolidated city. If such a decision were made, the extension of such facilities would be financed in the same manner as they are now financed in the City of Battle Creek, through the system of charges. This would place no burden on the general fund or the general taxpayer. Support for such facilities would come from those actually utilizing the facilities.

Water Supply—Present

Urban civilization, as all civilizations of the past, is highly dependent upon water. The high concentration of population in the urban centers creates two water-related problems of major concern to urban communities—the quantity of available water and its quality. It is the responsibility of the water utility to provide the water required to sustain a thriving, complex urban community.

The United States Advisory Commission on Intergovernmental Relations points out the following consequences of governmental fragmentation on water supply and sewage disposal: adverse effects on public health, impairment of neighboring communities' water supplies, variations in price and service levels, variations in developmental and operational costs, and duplication of facilities. Cogent arguments for a metropolitan approach to these problems are also put forth by the commission. Briefly, these arguments are economies of scale, elimination of duplicate facilities, and equalization of water rates and of sewer rates. A metropolitan approach would provide for comprehensive planning and an integrated development of the water supply system and of the sewage disposal system.

Fragmentation of the water supply system exists in the Battle Creek Urban Area. Four of the six communities have developed their own supply systems. Two townships, Bedford and Pennfield, have very limited systems, serving about 300 customers each. In both of these townships, the systems are part of subdivision developments. The City of Battle Creek and Battle Creek Township operate the major systems. Springfield purchases water from the township of Battle Creek. Those areas in Emmett Township which have public water are served directly by the City of Battle Creek, about 480 customers are involved. They are billed directly by the City of Battle Creek at double the city rate.

Water charges in Battle Creek. Bedford and Pennfield Townships amount to \$2.3 to \$2.5 per year for an average use of 700 cubic feet per month. In Battle Creek City charges for this amount of water in 1965 were about \$2.3 annually. As of March 1, 1966, Battle Creek City rates were increased by 30 percent, so that annual charges for an average of 700 cubic feet per month are \$30. According to Battle Creek officials this rate increase will permit an orderly expansion and replacement of equipment over the years without resorting to large bond issues.

Well capacity of all four systems amounts to a total of 40.2 million gallons daily. Total expenditures for operating these systems in the 1964-65 fiscal year amounted to \$739,281 and revenues to \$843,631.

Water Supply—Consolidated City

Battle Creek City's planning report projects a maximum usage of 65 million gallons daily in the urban area by 1985; an increase of 25 m.g.d. above the present well capacity of 40.2 m.g.d. Present demands of the consolidated city could be met through existing well capacity but the addition of three wells is projected, mainly to provide for a higher quality of water through the elimination of present sources with a high iron content. These additional facilities would cost about \$100,000. According to Battle Creek City officials, in a consolidated city rates would remain approximately at the present Battle Creek City level—about \$30 per year for an average use of 700 cubic feet of water per month. Additional mains would be installed upon petition of property owners and the cost would be assessed against the property owners as is presently the case.

While the present rate structure and available data on costs of operation do not indicate immediate economies of scale to be achieved through a consolidated water system, long term considerations suggest future advantages to the development of a consolidated water system. Among these considerations are: water table protection; the ability to finance expansion of both production and distribution systems; interconnections of systems to meet emergencies; better design of distribution to eliminate dead end mains; and uniform water service and charges throughout the area. Urban development—residential, commercial and industrial—is dependent upon an adequate supply of water. One of the prime benefits of consolidation would be the

ability of a consolidated water system to finance and provide water service as needed in the growing urban area.

Sewerage System—Present

The City of Battle Creek has the only major sewerage system in the Battle Creek Urban Area. It provides service to its residents and those of the City of Springfield. Sewer line charges at a rate of \$3.50 to \$4.00 per front foot are assessed against the property owner on eight inch pipe; the city assumes the additional cost for larger pipes.

The treatment is located on the Kalamazoo River. While the plant has capacity to handle the requirements of its present residential customers, it has been overburdened by the suspended solids and the bacteria oxygen demands of industrial wastes. This situation is in the process of being corrected.

Battle Creek has made arrangements to provide sewage treatment services to the suburban communities. Under the agreements worked out by the city and each of the suburban units, the latter are to construct the sewer lines. Construction costs for these lines will be assessed against the benefiting property owners.

To handle the additional sewage, the Battle Creek treatment facilities are to be expanded at a cost of \$4.3 million for the plant and \$50,000 for mains. A part of the plant cost, \$1,140,000, will be financed by a federal grant, the rest through revenue bonds. The sewage disposal charge to the users in the suburban communities will be at double the city rate. The city charges an average of \$28.50 per year, based on a use of 700 cubic feet of water per month.

Sewerage System—Consolidated City

Since Battle Creek is now committed to providing sewage treatment and disposal services to the entire urban area, consolidation would not necessitate any changes or additions to the program. There would be two advantages to the present suburban residents in receiving sewerage services as a part of the consolidated city rather than on the present contractual basis. First, the costs to suburban residents would be lessened by consolidation. The double rate would be eliminated and a uniform rate would be charged throughout the consolidated city. The city would also assume the additional cost of construction of mains larger than eight inches in size. Secondly, a contractual system for the provision of public services tends to place the party seeking the service in a subordinate and costly position to that of the party granting the service.

Part IV

FINANCES OF THE CONSOLIDATED CITY

Summary of Expenditures

The level of services to be provided by the consolidated city was described in Part III. To make available throughout the consolidated city a uniform level of municipal services comparable to that now provided in Battle Creek would cost \$6,235,900 at 1964-65 cost levels. This would be \$1,351,687 more than the \$4,878,213 now being spent by the six units of government in the Battle Creek Urban Area. The bulk of the \$1,357,687 increase in expenditures—about \$1,092,600 would be for public works activities. Other increases would be police—\$145,200, fire—\$99,800, equipment management—\$8,000, and buildings and grounds—\$80,000. No changes will occur in the expenditures for recreation, the airfield, cemeteries and debt service. Expenditures for these services will remain at the level now prevailing in the six units of government.

General government in the consolidated city will cost less than now does in the six units of the Battle Creek Urban Area. These overhead costs of government will decrease from the present 14 percent of total expenditures in the six units to ten percent in the consolidated city. (See Table 18.) Individually, the townships spend from a quarter to a third of their respective budgets for general government.

Expenditures discussed herein include annual operating costs and recurring capital costs for such items as equipment and street construction. Non-recurring capital expenditures for such items as buildings are not included in the projections. As discussed previously, some additional office space would be required for the consolidated city. The long range planning report recommends the eventual relocation of three fire stations and the building of a fourth. In the meantime, however, the existing facilities could continue to be utilized.

Summary of Revenues

The six units of government raised \$4,768,415 in revenues in the 1964-65 fiscal year. As shown in Table 19, the property tax accounted for 59 percent of the total revenues of the six units. Total property tax collections were \$2,817,828 including current property tax of \$2,493,241, street lighting special assessments of \$74,885, other special assessments of \$100,962, and \$2,044 in excess of roll charges. State aid to the present six units totaled \$1,436,776 in fiscal 1964-65 and accounted for 30 percent of total revenues. Charges, fees and fines, excluding utility charges which are not credited to the general fund, amount to \$513,811—11 percent of total revenues.

Table 18

Expenditure Comparisons
Present Units of Government with Consolidated City

	<u>Present Governments</u>		<u>Consolidated City</u>	
	<u>Amount</u>	<u>Percent of Total</u>	<u>Amount</u>	<u>Percent of Total</u>
General Government	\$ 689,205	14%	\$ 659,400	10%
Police	893,177	18	1,038,400	17
Fire	899,739	18	999,500	16
Public Works	1,107,774	23	2,200,400	35
Equipment Management	253,850	5	261,800	4
Buildings and Grounds	381,912	8	461,900	8
Recreation	151,423	3	151,400	2
Airfield	137,166	3	137,200	2
Cemetery	15,939	a	15,900	a
Debt Service	213,845	5	213,800	4
Miscellaneous	<u>134,183</u>	<u>3</u>	<u>96,200</u>	<u>2</u>
Total	\$4,878,213	100%	\$6,235,900	100%

^a Less than One Percent

In the consolidated city total revenue requirements would be \$6,235,900. State aid would account for \$2,532,300 or 41 percent of this total and charges, fees and fines would account for \$586,800 or nine percent of total revenues. Thus, non-property tax revenues would total \$3,119,100 or 50 percent of total revenue requirements. This would leave a total property tax requirement for the consolidated city of \$3,116,800. Of this amount, \$146,700 would be derived from penalties, delinquent taxes, and interest. Thus, \$2,970,100 would have to be raised from the current general property tax levy. With a \$306,980,249 state equalized valuation in the consolidated city, the general property tax rate would be 9.67 mills (\$9.67 per \$1,000 of state equalized valuation).

Table 19

Revenue Comparisons
Present Units and Consolidated City

	<u>Present Six Units</u> <u>of Government</u>		<u>Consolidated City</u> <u>Projections</u>		<u>Increase</u>
	<u>Amount</u>	<u>% of Total</u>	<u>Amount</u>	<u>% of Total</u>	
Property Tax	\$ 2,817,828	59.1%	\$ 3,116,800	50.0%	\$ 298,972
State Aid	1,436,776	30.1	2,532,300	40.6	1,095,524
Charges, fees, and fines	<u>513,811</u>	10.8	<u>586,800</u>	9.4	72,989
TOTAL	\$ 4,768,415	100.0%	\$ 6,235,900	100.0%	\$ 1,467,485

Consolidated City's Tax Rate

A tax rate of \$9.67 in the consolidated city would apply to all areas of the urban community. Thus, in the present city of Battle Creek tax rates would be lowered by \$2.98 from the present \$12.65 per \$1,000 of state equalized value. In the townships of Battle Creek, Emmett and Pennfield the tax rates would increase from \$1.00 per \$1,000 of state equalized value to \$9.67. Bedford Township levies no township tax presently. The Springfield tax rate would decrease from \$10 to \$9.67.

The increase in tax rate in the townships is the result of making available the

Battle Creek level of services on a uniform basis to these areas. The amount of taxes each person would have to pay in the consolidated city would depend upon the assessed value of his property which under state law must be assessed at 50 percent of actual cash value.* A house with a market value of \$15,000 would be assessed at \$7,500. Applying the tax rate of \$9.67 per \$1,000, the city tax to be paid by the owners of such a house would be \$72.52. (See Table 20.)

Table 20

Impact of Tax Rate on Tax Bill
(\$15,000 Market Value House)

	<u>Present</u>			<u>Consolidated City^a</u>		
	<u>Valuation</u> <u>(Local</u> <u>Assessed)</u>	<u>Rate</u>	<u>Amount</u> <u>of Tax</u>	<u>Valuation</u> <u>Local & State</u> <u>Equalized</u>	<u>Rate</u>	<u>Amount</u> <u>of Tax</u>
Battle Creek Township	\$2,570	\$ 2.85	\$ 7.32	\$7,500	\$ 9.67	\$72.52
Bedford	3,699			7,500	9.67	72.52
Emmett	2,876	2.70	7.77	7,500	9.67	72.52
Pennfield	3,637	2.00	7.27	7,500	9.67	72.52
Springfield	2,902	23.73	68.86	7,500	9.67	72.52
Battle Creek City	3,598	27.22	97.94	7,500	9.67	72.52

^a After reassessment at 50 percent of Actual Cash Value

This same house would now pay about \$7.50 in township taxes in Battle Creek, Emmett, and Pennfield Townships. Thus, in each of these three townships, the owner of a \$15,000 house would pay about \$65 more in taxes to the consolidated city. A Bedford property owner now pays no township property tax. In the consolidated city he would pay a tax of \$72.52. A Springfield resident now paying \$68.84 annually on a \$15,600 house would pay \$3.50 more.

The increase in tax costs in the townships discussed above does not take into ac-

* At present, residential property in each of the six units is assessed at less than 25 percent of actual cash value. Through the process of county and state equalization these assessments are raised to 50 percent of actual cash value. See Table 4 p. 13 for the equalization factors and tax rates.

count offsetting reduction which will occur in the consolidated city. Presently, townships special assess street lighting while in the consolidated city street lighting would be a general fund expense. Street lighting special assessment charges on a \$15,000 home in the townships range from \$3.64 to \$8.63 annually.

Also, those suburban residents receiving water or sewer services now pay premium rates averaging \$30 for water and \$28 for sewer per year. These premiums will be eliminated in the event of consolidation. In the absence of consolidation most suburban property owners will pay the extra charges for sewer services when the Battle Creek City extension is completed. The elimination of these amounts in the consolidated city would offset substantially the increased tax charges.

Consolidation would lower property taxes in Battle Creek City. A \$15,000 house in Battle Creek now pays \$97.94, and in the consolidated city would pay \$72.52, a decrease of \$25.42. This reduction in the City of Battle Creek stems primarily from three factors:

1. the overhead costs of general government in the consolidated city would not increase in proportion to the increase in population and valuation;
2. the economies of scale in the provision of services; and
3. the City of Battle Creek now provides and supports several services such as the airfield, recreation and parks used extensively by the residents of the suburban communities which would be supported by the consolidated city.

By way of comparison, it should be noted that if the four townships wished to incorporate as a separate city and provide the Battle Creek level of service, the tax cost would be substantially higher than in the consolidated city. Battle Creek City now spends \$87.12 per capita to provide municipal services. If a separate city consisting of the four townships spent the same amount per capita total expenditures would be \$4,310,252. With about \$1,707,192 available in revenues (including additional highway and court revenues), the four units would have to raise \$2,603,060 in property tax revenues. This would require a tax rate of \$22.92 compared to the \$9.67 rate of the consolidated city on a state equalized value of \$113,585,645. Thus, the tax charge on a \$15,000 house would be \$172 as compared to \$72.52 in the consolidated city. The higher rate in the city consisting of the four townships would result from the necessity of duplicating facilities and services, loss of economies of scale, and inability to take advantage of the higher per capita valuation of Springfield and Battle Creek Cities.

The conclusion is inescapable that township residents will have to pay higher taxes in order to receive municipal services. The question is whether such services are to be provided by a consolidated city on a community-wide basis or in some other manner.