

2014

## CITY OF SPRINGFIELD

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### [COOPERATION/CONSOLIDATION PLAN 2014]

The Springfield City Council presents this 2014 Cooperation Plan. Questions can be directed to the City Manager.

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## EXECUTIVE SUMMARY

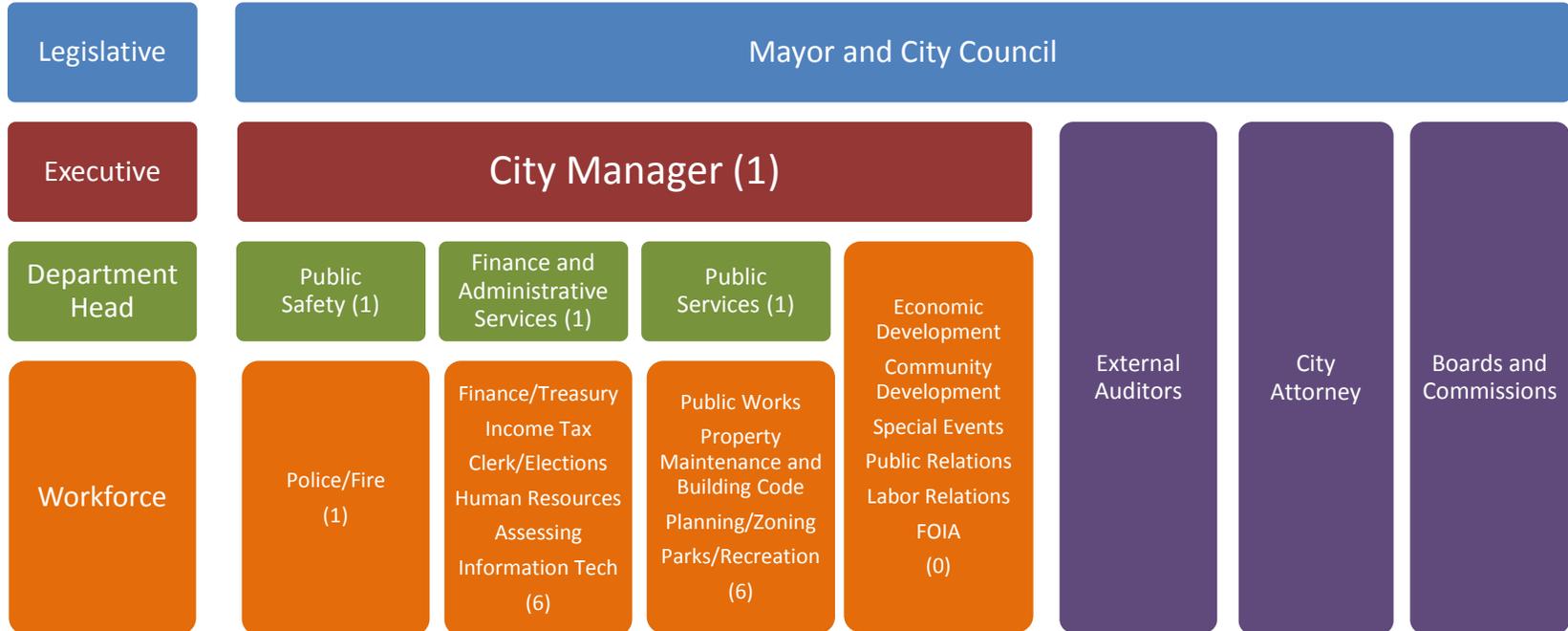
As part of state government requirements to improve intergovernmental cooperation throughout state and local governments, the City of Springfield has developed this report to our residents. This document consists of two main components: The Current Cooperative Efforts Chart, which is designed to give a quick and easy snapshot of the City's existing relationships with other local governments, and Springfield's Cooperation Plan, which will provide an in-depth look at areas of Springfield's government that have the potential for intergovernmental cooperative efforts. Each of these components is organized in a manner that is easy to navigate and understand.

The City of Springfield expects you will thoroughly enjoy this document and find its contents useful. If you have any questions about the content of this document, please feel free to contact the City Manager's office by visiting Springfield City Hall, via phone at 269-965-2354, or via email at [nhenne@springfieldmich.com](mailto:nhenne@springfieldmich.com).

Sincerely,

A handwritten signature in black ink, reading "Nathan R. Henne". The signature is written in a cursive style with a large, stylized "N" and "H".

Nathan Henne  
Springfield City Manager



## PERMANENT POSITIONS

The FY 2013-14 Budget included funding for the salaries and benefits of 28 Full-Time employees. The number of Full-Time funded positions decreased from 28 to 16 with the Consolidation of Police Service October 1, 2013; a decrease of 43%. There was no job loss with the Police Consolidation. All of Springfield's Public Safety Officers transferred to either the Calhoun County's Sheriff Department or were hired by the City of Battle Creek's Police Department. These numbers do not account for seasonal labor, part-time employees, contractual employees or paid on-call firefighters that assist the Public Safety Department as needed.

FY 2013-14 will mark the sixth full budget cycle that excludes the City's full-time Assessor and one Public Works Laborer. This is the first full fiscal year that the Public Safety Department will be contracting with the Calhoun County Sheriff for law enforcement services, and the third full fiscal year without one full-time income tax clerk. These reductions are shown in the table below. They were made as the City strives to provide adequate services within the confines of the revenue available; Springfield has reduced its full-time workforce by 54% since FY 2006-07. In addition, this budget year is the fifth in which full time non-union staff members work four 9.5-hour days per week. Limiting employees to 38 total hours per week will produce a net payroll savings equal to approximately \$15,000. The table of positions below indicates the normal staffing level for each of the City's departments.

Department	Position	FT Employees	
		2006-07	2013-14
Finance and Administrative Services Department	Director	1.0	1.0
	City Clerk	0.0	1.0
	Finance Clerk	3.0	4.0
	Income Tax Clerk	2.0	1.0
Public Works Department	Director	1.0	1.0
	Supervisor	1.0	1.0
	General Laborer	5.0	4.0
Public Safety Department	Director	1.0	1.0
	Office Manager	1.0	1.0
	PS Sergeant	4.0	0.0
	PS Officer	12.0	0.0
Assessing Department	Assessor	1.0	0.0
	Deputy Assessor	0.5	0.0
City Manager	City Manager	1.0	1.0
<b>*Total</b>		<b>35.0</b>	<b>16.0</b>

\*In addition to regular full-time employees, the City has two regular part-time employees, five part-time contractual employees; 12 part-time fighters and two seasonal part-time employees.

## CURRENT COOPERATIVE EFFORTS

Intergovernmental cooperation and collaboration are not new topics at the City of Springfield. For the past 30+ years, the City has been partnering with other nearby communities to improve service levels and reduce taxpayer costs. Springfield and its neighboring agencies have undertaken joint cooperative efforts in areas of public safety, public works, administrative services, income taxes, tax assessing, inspections, and many other vital municipal functions.

Beginning in the 1970s, The Cities of Springfield and Battle Creek, along with a number of area townships, formed a collective effort called the Battle Creek Area Metropolitan Services Agency (AMSA). AMSA still exists today, and has helped foster many successful cooperative ventures, such as 911 dispatching, police/fire mutual aid agreements, police service agreements, building inspection cooperation, road improvements, and administrative service agreements.

The City of Springfield, as well as the many current members of AMSA, has shown a long-term commitment to intergovernmental cooperation. This long tradition of cooperation makes it very difficult to accurately account for all savings related to collaborative efforts, as many of the cooperative efforts have become the new normal, and the status quo of Springfield and its partner communities. For example, it's very difficult to determine the savings of 30 or more years of collaboration in the water and sewer departments, and more than 30 years of collaboration in 911 dispatching. These activities, if undertaken alone over the past 30 years, could have cost Springfield more than \$30 Million; considering adding infrastructure, buying equipment and keeping it updated, and staffing over that time. According to estimates by City staff, over the past 30+ years, cooperative ventures with other communities have netted Springfield taxpayers nearly \$42 Million in savings – more than \$1 Million per year since the late 1970s.

In addition to intergovernmental cooperative efforts, the City of Springfield also has a great history of consolidating services internally to reduce costs. Beginning in the early 1990s, the Springfield Police and Fire Departments were combined into a single Public Safety Department with cross-trained public safety officers; this effort has saved the City substantially, while improving police services to the community. Additionally, all Department of Public Works employees share a single job classification to allow for work between street, recreation, cemetery, water, sewer, and general government activities. In the Finance Department, all employees are cross-trained to field incoming calls and visitors, receipt payments, prepare payroll, prepare outgoing invoices, complete utility billing activities, and undertake other miscellaneous finance tasks. The contractual part-time Income Tax Department Clerk manages the Farmers Market, and the City Manager also acts as the zoning administrator. Although the City no longer tracks savings from these long-implemented consolidations, it is estimated that internal consolidation efforts have saved more than a \$1 Million since the early 1990s.

Most recently, the City of Springfield dissolved its police force and contracted with the Calhoun County Sheriff for law enforcement services. The decision was made after careful deliberation with the appropriate elected officials and the community. The City of Battle Creek and the Calhoun County Sheriff submitted bids and the City ultimately chose the Sheriff's department. The 5-year contract is expected to save the City over 4 million dollars in that period.

On the following page is a chart containing examples of internal consolidation and intergovernmental cooperation undertaken by the City of Springfield over the past 30+ years. The list is not inclusive of all cooperative efforts in Springfield's history and does not differentiate between the services Springfield

provides other agencies and the services other agencies provide Springfield; all are treated as cooperative efforts. This list shows the service that is provided, the agencies involved, the length of the cooperative acts, and an estimate of savings to date for the duration of the efforts.

## CURRENT COOPERATIVE EFFORTS CHART

City Department	Consolidation/Cooperative Effort	Partner Agency	Positive Fiscal Impact	Years Effective
Public Works	Job Classification Consolidation	Internal	\$ *5,000,000+	More Than 20 Years
Public Works	Water Treatment	City of Battle Creek	\$ *5,000,000+	More Than 30 Years
Public Works	Wastewater Treatment	City of Battle Creek	\$ *5,000,000+	More Than 30 Years
Public Works	Sewer Line Maintenance	City of Battle Creek	\$ *1,000,000+	More Than 30 Years
Public Works	Fleet Maintenance	City of Battle Creek	\$ *200,000+	More Than 10 Years
Public Works	DPW Mutual Aid	Various Agencies	\$ None	More Than 10 Years
Public Works	Engineering Service	City of Battle Creek	\$ *50,000+	Periodic
Public Works	Signal Maintenance	City of Battle Creek	\$ *50,000+	More Than 20 Years
Public Works	Sign Production	City of Battle Creek	\$ *5,000+	Periodic
Public Works	Street Sweeping	City of Battle Creek	\$ None	Periodic
Public Works	Regional MPO	Various Agencies	\$ *5,000,000+	More Than 30 Years
Public Works	Contract Purchasing	Various Agencies	\$ *100,000+	More Than 10 Years
Public Safety	Law Enforcement Contract	Calhoun County Sheriff	\$ **\$4,300,000	Less than 1 year
Public Safety	Police/Fire Consolidation	Internal	\$ *\$1,000,000+	More Than 15 Years
Public Safety	Dispatch Services	Calhoun County Agencies	\$ *10,000,000+	More Than 30 Years
Public Safety	Fire Mutual Aid	Various Agencies	\$ *1,000,000+	More Than 10 Years
Public Safety	Police Mutual Aid	Various Agencies	\$ *1,000,000+	More Than 10 Years
Public Safety	Fleet Maintenance	City of Battle Creek	\$ *50,000+	More Than 10 Years
Public Safety	Drug Enforcement Team	Various Agencies	\$ *1,000,000+	More Than 10 Years
Public Safety	Contract Purchasing	Various Agencies	\$ *50,000+	More Than 10 Years
Finance Department	Job Classification Consolidation	Internal	\$ *1,000,000+	More Than 20 Years
Finance Department	Payroll Services	City of Battle Creek	\$ *40,000+	Less Than 1 Year
Finance Department	Income Tax Coordination	City of Battle Creek	\$ *100,000+	
Building Department	Permit Printing	City of Battle Creek	\$ *10,000+	More Than 5 Years
Building Department	Back Up Inspectors	Various Agencies	\$ None	More Than 10 Years
Assessing	Assessor Services	Pennfield Township	\$ *250,000+	More Than 4 Years
Economic Development	PA 425 Agreements	City of Battle Creek	\$ *50,000+	More Than 4 Years
Economic Development	Business Improvement District	City of Battle Creek	\$ *50,000+	More Than 10 Years
Economic Development	ED Service Agreements	Battle Creek Unlimited	\$ *10,000+	Periodic
Misc. Administration	Job Classification Consolidation	Internal	\$ *500,000+	More Than 5 Years
<b>Total</b>			<b>\$ 42,000,000+</b>	

\*On-going collaborative efforts; savings will continue to rise

\*\*Estimated savings during the 5-year contract with the Cahoun County Sheriff

## PLAN FOR CONTINUED COOPERATION AND COLLABORATION

As demonstrated throughout this report, the City of Springfield has a long history of both collaborating with outside agencies and consolidating services internally. Accordingly, city leaders are continually examining ways to improve services or reduce costs via cooperative or consolidative efforts. The City of Springfield hereby plans to continue to work with its neighboring municipalities on existing and potential collaborative efforts. The City of Springfield further plans to continue as an active and positive member of the Battle Creek Area Metropolitan Services Agency.

### Update on Recent Efforts:

In May of 2013, the Springfield City Council directed city staff to begin collecting information from the Calhoun County Sheriff's Department and the Battle Creek Police Department regarding the potential of partnering with one of the agencies for law enforcement services. The costs to the City of Springfield associated with the continued operation of its law enforcement services through the Public Safety Department had become infeasible and a threat to the future financial health of the City. After an extensive analysis and RFP process by Springfield's administration, the Calhoun County Sheriff was selected for the contract to provide law enforcement services to the City. The contract began on October 1, 2013. Springfield's historical dedication to its employees also resulted in none of the Public Safety Officers being laid off. Instead, the City negotiated with the Calhoun County Sheriff to hire Springfield's PSO's as deputies. This means that law enforcement service in Springfield is still being provided by the same officers! While the estimated cost of the 5-year contract is \$4.1 million, the cost of providing the City's own law enforcement services was estimated to be \$8.6 million over the same 5 years.

The reorganization of some Springfield administrative departments has been completed as of September of 2013. The goal was to reduce management expenses, improve oversight, and design an organizational structure for the City of Springfield that meets the needs of its taxpayers and its workforce. We currently are not estimating any immediate savings from this consolidation, but over time, the elimination of one department head position would likely equal substantial savings to the City of Springfield.

### Internal

#### Proposals to Increase Current Efforts (Updated from 2012-2013 Plan):

The City of Springfield already has more than 30 specific collaborative or consolidative efforts currently underway. Having so many of the traditional collaborative or consolidative activities already actually puts the City of Springfield at a disadvantage when looking at ways to add to the current efforts. Accordingly, the items listed below are highly unorthodox and highly conceptual; they are likely to never be implemented:

1. Consolidate Springfield's local Income Tax with the State of Michigan's Income Tax Department with an agreement to return the current income tax collections to the City of Springfield. The State of Michigan would be required to return to the City an amount equal to 1% of adjusted gross income of City of Springfield residents and .5% of the adjusted gross income of non-residents that work within the city limits. The City would provide to the State an amount equal to 7.5% of the gross tax collections as payment for tax collection and disbursement. **As of the completion of this Plan, Springfield has not been approached by the State of Michigan to discuss this opportunity.**

2. Consolidate state route maintenance with the State of Michigan. The City of Springfield would take responsibility of M37 and M89 within the city limits for snow/ice removal, street sweeping, and general maintenance in exchange for an amount equal to 100% of the Act 51 funding (or any subsequent funding source) dedicated to those routes. The State of Michigan would remain responsible for any road or bridge improvements. *As of the completion of this Plan, Springfield has not been approached by the State of Michigan to discuss this opportunity.*
3. The City of Springfield proposes to assume all permitting (driveways, billboards, traffic signage, closures, etc.) from the local MDOT TSC related to M37 and M89 within the city limits in exchange for the ability to collect permit fees from petitioners. *As of the completion of this Plan, Springfield has not been approached by the State of Michigan to discuss this opportunity.*
4. The City of Springfield proposes to combine public water supply systems with the City of Battle Creek. The City of Battle Creek currently provides the City of Springfield with a public water supply, but because the City of Springfield owns its distribution lines, the Michigan Department of Environmental Quality treats the City of Springfield as a separate public water supply. Annual permit costs are approximately \$2,250. The City would no longer pay the \$2,250 fee to the state, and instead would provide the City of Battle Creek with 50% of the proposed fee to offset their current annual fee. *As of the completion of this plan, the State of Michigan still requires Springfield to maintain its system separately, and pay a separate fee to the State of Michigan.*
5. The City of Springfield proposes to overtake storm water management responsibility within the city limits from the State of Michigan – excluding storm water discharged from existing state routes. The City of Springfield would use the funds saved from its State NPDES Permit to improve local storm water management efforts. *As of the completion of this plan, the State of Michigan still requires Springfield pay for a separate NPDES Permit from the State of Michigan.*

The proposed cooperative efforts would help reduce collection expenses related to the City's local income tax, increase local control the roadways that pass through our city limits, and help reduce costs related to storm water management. If agreeable by the State of Michigan, we would enter into negotiations to further develop these potential collaborative activities.

New Efforts Being Planned for 2014:

At this time, the City is considering options for continued collaboration. The City of Springfield has accomplished much in this area compared to many other municipalities of comparable size, and it may prove difficult because the City has come so far in its efforts to comply with collaboration requirements.