

MUSKEGON LAKESHORE CHAMBER OF COMMERCE



FEASIBILITY STUDY FOR MUNICIPAL SHARED-SERVICES

MUNICIPAL CONSULTING SERVICES LLC

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July 11, 2011

Ms. Janessa Smit
Vice President, Government Affairs
Muskegon Lakeshore Chamber of Commerce
380 W. Western Avenue, Suite 202
Muskegon, MI 49440

Dear Ms. Smit,

We have completed the Feasibility Study for Municipal Shared-Services for which we were engaged by the Muskegon Chamber of Commerce. The results of the study are presented in this final report document.

The study has included an assessment of opportunities to provide traditional municipal services on a broader scale, with two or more municipalities working cooperatively to achieve cost savings through the use of alternative service models. These include partnerships, contracts with other governments, or districts and authorities charged with the responsibility of providing inter-jurisdictional services.

To identify these opportunities, we have worked closely with the seven participating entities as well as the committee and discussion groups that you have organized for the project. We have appreciated the cooperation extended to us by the elected officials, city administrators and private sector sponsors that we have worked with throughout the course of the study. The contributions of these individuals were indispensable to assuring focus and substance in the report findings.

We have sincerely enjoyed this opportunity to work with the Muskegon Chamber of Commerce and the seven participating municipalities. Should you have questions concerning this report, please do not hesitate to contact me at 734.904.4632.

Very truly yours,



Mark W. Nottley, Principal
Municipal Consulting Services LLC

MUSKEGON LAKESHORE CHAMBER OF COMMERCE

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Table of Contents

<u>Section</u>	<u>Page</u>
I. Executive Summary	I-1
II. Current Status and Conditions	II-1
III. Targeted Areas for Shared-Services	
A. Fire and Emergency Services	III-1
B. Police Services	III-13
C. Public Works and Inspection Services	III-26
D. Central Services	III-36
E. Water Production	III-40
IV. Summary of Shared-Service Targets	IV-1
Appendices	
A. Existing Shared-Services (as identified)	A-1
B. Fire Service Maps	B-1
C. Police Schedules for Whitehall/Montague	C-1

SECTION I
EXECUTIVE SUMMARY

SECTION I EXECUTIVE SUMMARY

In this section of the report we provide an overview of the study's purpose and objectives, our approach to the project and a summation of our findings and conclusions.

OVERVIEW

In 2010, Municipal Consulting Services LLC was retained by the Muskegon Lakeshore Chamber of Commerce to conduct a study of the potential for shared-services among nine communities in Muskegon County.

The study has been funded by a group of business and corporate leaders as well as the participating municipalities. Of the nine communities initially envisioned for the study, seven opted to participate including the Cities of Muskegon, North Muskegon, Norton Shores, Roosevelt Park, Montague, Whitehall and Fruitport Charter Township. Two other communities declined to participate including the City of Muskegon Heights and Muskegon Charter Township.

Shared-services have become a topic of interest across the state as a means of potentially providing public services at lower cost. Under a shared-services scenario, municipalities place less emphasis on traditional municipal borders and look at broader options for providing utility, public safety, public works or other services. These options might include merging services with another public service provider, contracting for services or forming an authority to provide services to multiple cities and/or townships. However accomplished, the end objective is to provide taxpayers with better service and/or lower cost. This study has been designed to identify these opportunities.

DRIVING FORCE

The study has been prompted in large part by the economic downturn. Similar to other regions of the state, the Muskegon area has been negatively affected by the economic recession. This impact can be seen in the number of job losses, reduced economic activity and the ongoing decline in property values.

As the economic fall-out has intensified, the local governments in Muskegon County have seen large reductions in operating revenues. These have resulted from a myriad of sources including declining property values and associated tax revenue, reductions in state revenue-sharing previously earmarked for local governments, significant decreases in investment income and loss of income from building permits and other secondary revenue sources that are dependent on new development. These trends can be expected to continue as the housing market, state government, and the economy more generally continue to struggle. In turn, this trend can be expected to reshape both the business and public service environments.

In essence, the municipal governments are faced with a challenge that will not easily be solved. Cutbacks have been initiated and services have been modified to operate at both lesser and more cost-effective levels. However, more cost saving will be required. Essentially, what are needed are new ideas for providing the core services of government in more efficient ways. Shared-services, selectively applied, may be one solution to achieving this objective.

OUR APPROACH TO THE PROJECT

Our approach to the project has been designed to investigate and identify a full-range of shared-services opportunities. To accomplish this, we have spent a significant amount of time in data collection and analysis. This has included ongoing data requests from each of the seven participating municipalities as well as a wide assortment of interviews and on-site visitations. Data collection tasks have included:

- Multiple interviews with city administrators.
- Interviews at the department head level for most operating departments in all seven entities.
- Interviews and data collection from Muskegon County departments such as County Administration, the Sheriff's Office, Public Works, Road Commission, Information Technology, Geographic Information Systems and others.
- Interviews with other area organizations and governments such as E-911, ProMed Ambulance and representatives of several municipal authorities in Muskegon County.
- Freedom of Information (FOIA) data gathering from Muskegon Heights and Muskegon Charter Township.
- Collection of data from other counties, cities, authorities and expert sources pertaining to existing or planned shared-services initiatives.

Essentially, our approach has entailed a “broad sweep” of all service areas to identify targets that have potential for a shared-services arrangement. These targets have then been subjected to further analysis and detailed in the report. Related to this, the report should not be seen as an “end all” but rather the beginning of a process of determining which shared-services opportunities should receive immediate or future attention – and which should be discarded as unworkable or inefficient. In this sense, the report is a first step in the coordination of shared-services collaboration.

OVERVIEW OF FINDINGS AND CONCLUSIONS

The following sections of the report are organized to provide a step-by-step assessment of shared-services opportunities: They include:

- Section II: The current status of shared-services in Muskegon County and overview of conditions that must be met to achieve further successes.
- Section III: The evaluation of, and conclusions concerning shared services opportunities organized as follows:

- Fire and Emergency Services
- Police Services
- Public Works and Inspection Services
- Central Services
- Water Production.

Each section is organized to evaluate related shared-services opportunities that have the greatest potential for cost savings and/or service improvement. Conclusions are then drawn and presented in the report – punctuated by cost saving estimates where applicable and possible. In total, nineteen opportunities are identified and described. These include opportunities of all sizes and dollar impact – some involving two communities and others extending county-wide.

- Section IV: The identified shared-services opportunities are summarized in matrix form, allowing convenient reference points for each community.

UTILIZATION OF THE REPORT’S FINDINGS

As noted, the sponsorship of the study has been a cooperative endeavor between the business sponsors and the local governments. There is a common understanding that the efforts of the business community and governments must be coordinated if the Muskegon area is to realize its full potential for economic and community development. Simply put, the services provided by the various governments must be affordable and support a high quality of life that retains and attracts business and personal investment. The identification and implementation of shared-services initiatives can be a key step in supporting this process.

Toward this end, the results of this study will provide a foundation for the Muskegon area’s Community Service Improvement Plan and a basis to focus discussion, gain consensus on priority items, further evaluate potential outcomes and monitor success in effecting meaningful change.

To our knowledge, this is among the more coordinated and committed shared-services/service improvement efforts in Michigan. In every sense it is consistent with the Governor’s shared-service message and municipal revenue-sharing strategies. If municipal revenue-sharing and other state aid is to be dependent on a community’s willingness to embrace new service concepts, this report, and subsequent movement to new shared-service arrangements should position the Muskegon area well in the competition for scarce state funding.

* * * * *

In the following Section II, we present a summation of the current status of service sharing in the participating municipalities as well as conditions and challenges that influence future shared-service arrangements.

SECTION II

CURRENT STATUS AND CONDITIONS

SECTION II CURRENT STATUS AND CONDITIONS

Our study of shared-services in Muskegon County has involved the evaluation of nine local governments, seven of which have been active participants in the study. Two other communities have opted not to actively participate but have been included in the study due to their geographic proximity and importance to the future of the greater Muskegon area.

The nine communities represent a cross sample of Michigan municipalities including a traditional center city, several small, mature urban communities, several communities in which growth is still, or will be occurring and several small “out-county” municipalities. Summarily, the group includes both cities and townships of varying size, population, demographic features and financial condition. Exhibit 1 summarizes the nine communities from an overview perspective.

**Exhibit 1
Communities Targeted for the Shared-Services Study
General Overview**

Municipality	2010 Population	FY 2011 General Fund Budget*	Square Miles
Muskegon	38,401	\$23,473,354	19.0
Muskegon Heights**	10,856	\$5,836,990	4.0
Muskegon Township**	17,840	\$6,503,208	23.9
North Muskegon	3,786	\$2,185,353	1.5
Norton Shores	23,994	\$8,325,970	24.5
Roosevelt Park	3,831	\$2,185,800	1.0
Fruitport Township	13,598	\$3,881,112	30.1
Whitehall	2,706	\$1,843,866	2.7
Montague	2,361	\$1,782,605	3.5
AVERAGE	13,129	\$6,224,251	12.2

*Includes Police and Fire Funds for Fruitport and Muskegon Townships, North Muskegon: FY 2010

** Indicates non-participating community

Sources: U.S. Census Bureau, FY 2011 operating budgets, MML 2010 Directory, Wikipedia

Shared-service provision is not a new concept among government entities but it has taken on a new sense of urgency as governments seek new methods for “doing more with less.” In this section of the report, we frame the issue of shared-services as it pertains to Muskegon County’s municipalities. More specifically:

- A. Current Trends That Support a Shared-Services Concept
- B. Current Status of Shared Services in Muskegon County
- C. The Challenges Associated With New Shared-Services Opportunities

D. The Importance of Moving Forward.

Each of these issues is discussed separately below.

A. CURRENT TRENDS THAT SUPPORT A SHARED-SERVICES CONCEPT

As previously mentioned, the economy has been a motivating factor in the exploration of shared-services opportunities. In better times, municipalities have been more inclined to maintain services within municipal boundaries. In this situation, services can be tailored to the particular community's needs and service expectations are monitored and adjusted based on community input. Seen from this perspective, shared-services concepts can be viewed as a loss of local autonomy and community identity.

As in other areas of the State, the local decision-making model has worked well in differentiating service levels and needs throughout the Muskegon area. Smaller communities, such as North Muskegon or Roosevelt Park, have structured their service menus to respond to higher service expectations in areas such as public works or public safety. Similarly, larger communities, like the City of Muskegon, have targeted concerns such as community policing and rental inspections as methods for stabilized vulnerable neighborhoods and sections of the city. Related to the above, a strong case can be made for the argument that some of the best decisions of government are made at the local level.

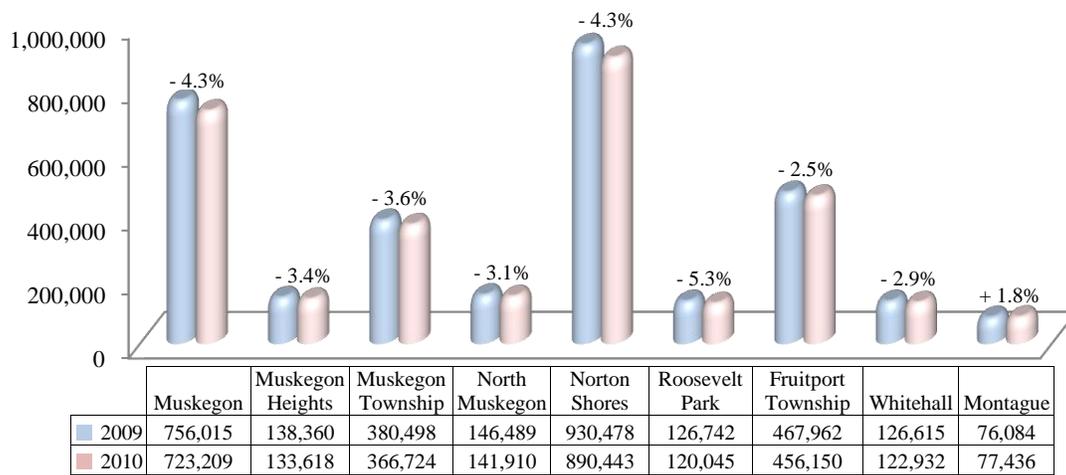
However, taken to its extreme, the local decision-making model can have profound cost implements. Economies-of-scale can be lost if a defining point is not established between services at the local level and those that can be more efficiently provided on a broader scale. An argument can always be made for local autonomy. Simply put, there is always some service advantage in providing services locally. The key is to determine the point of diminishing returns when the cost of this service advantage becomes prohibitive. An example would be public safety dispatch. Muskegon County was the frontrunner in Michigan in consolidating dispatch services on a county-wide basis. The result is a system in which fewer, centralized personnel can serve the needs of multiple communities. The cost savings are significant since the municipalities are not required to staff separate dispatch systems or purchase associated equipment. However, some service advantage is lost. Local dispatchers know their particular locales better than a centralized dispatcher servicing a large area. Local dispatchers also tend to coordinate more effectively with their own law enforcement agency and citizens. However, a decision has been made in Muskegon County (and many other geographic areas) that the cost advantage of centralized dispatch far outweighs the marginal service advantage of local dispatchers. Essentially, the point of diminishing returns has been established and a prudent financial service decision has been made.

The point at which cost considerations outweigh service consideration is key to the discussion of shared-services. As an example, the Cities of Grosse Pointe Shores and Grosse Pointe Woods, two affluent Detroit area communities, have now decided to merge dispatch services. While shared-services may have been an issue of discussion prior to the recession, the financial challenges now facing the two communities intensified and shifted the debate from dispatch

service to dispatch cost. For these two communities, the “tipping point” at which cost considerations outweigh the benefits of the previous service model has been redefined.

The issue of cost is also central to the discussion of shared-services in Muskegon County. As seen in the following Exhibit 2, Taxable Valuation, the basis for property tax revenue, declined markedly in 2010 in eight of the nine studied municipalities. These declines are part of a continuing and more universal trend in housing values that is not expected to abate in the near future. As a result, the Muskegon area communities will be in a situation in which retrenchment and cost cutting is the continuing norm.

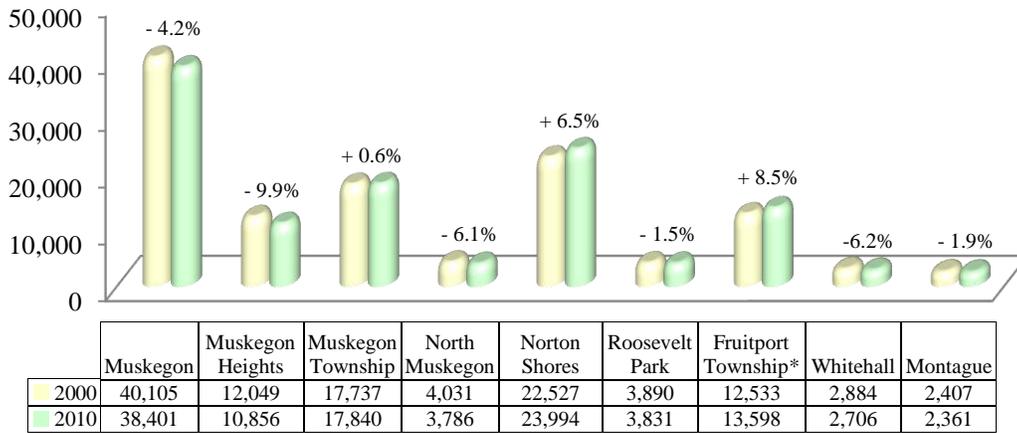
**Exhibit 2
Trends in Taxable Valuation
for the Nine Target Municipalities (000)**



Source: Michigan Department of Treasury

In addition to the losses in tax revenue, many communities in Muskegon County are also experiencing outflows in population. As seen in Exhibit 3, this trend is most pronounced in the more established communities where suburban migration and population aging have impacted existing population levels as well as prospects for future growth.

**Exhibit 3
Population Trends for the Nine Target Municipalities
2000-2010**



*Includes Fruitport Village
Source: U.S. Census Bureau

Summarily, many Muskegon area communities are faced with a future in which growth trends may be negative and operating revenues are limited. Ideally, new service planning will seek to address both conditions through the development of strategies for assuring solvency, maintaining key services and generally providing an attractive environment for personal and business retention and investment. In some cases, service-sharing agreements may facilitate the accomplishment of this objective.

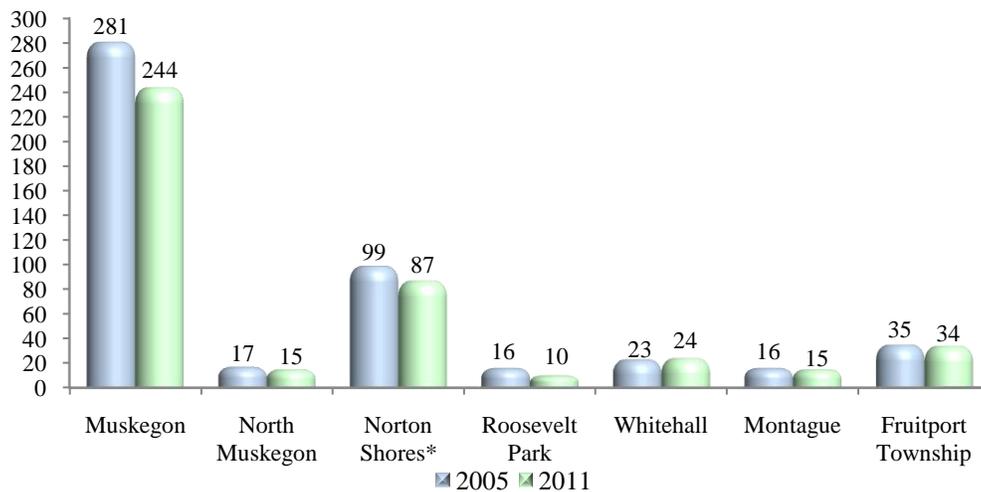
As in the Grosse Pointe example discussed above, this will likely involve some modifications to the existing service scope or method of delivery. Related to this, a shared-services approach will definitely alter the current service models. However, with service costs taking on increasing importance, it may also (in some cases) provide a workable solution to assuring that core services are continued at a high quality level within a more cost-efficient service approach.

While the economic downturn has had many negative impacts it has also opened the door for changes that may have been politically impossible a decade ago. Significant changes to police and fire service delivery systems were extremely rare in Michigan in 2000. It has now become a common topic – both in Muskegon County and at the state and national levels. The willingness of Muskegon County’s elected officials to open dialogue on these and many other shared-service issues bode well for the future.

B. CURRENT STATUS OF SHARED-SERVICES IN MUSKEGON COUNTY

In conducting the study, we have had the opportunity to review financial and service data from all seven participating municipalities, Muskegon County and, to a lesser extent, the two non-participating municipalities. In doing so, it became immediately apparent that significant amounts of cost cutting and shared-services initiatives have already been implemented. Indicative of this, Exhibit 4 compares full-time staffing levels in the seven participating municipalities in 2005 and 2011.

Exhibit 4
Comparison of Full-Time Staffing in the Municipalities Actively Participating in the Study: 2005 and 2011



* Six new positions will be added with millage passage
 Source: Survey of listed entities

As seen in the exhibit, full-time staffing has decreased by approximately 12% in aggregate, spread among six of the seven communities. Measured by sheer count, the City of Muskegon has been particularly aggressive in its downsizing efforts, losing 37 positions, or approximately 13% of the City’s total full-time workforce during this time period. Among the smaller communities, Roosevelt Park has reduced full-time staffing by an impressive 37%.

To accomplish these reductions and still maintain service levels, the communities have been challenged to “think outside the box.” Duties and responsibilities have been merged or reassigned, services have been contracted to the private sector and technology has been emphasized. Additionally, a number of shared-services arrangements have been added to an already impressive list.

Related to this, as part of the study we have developed an inventory of shared-services arrangements that currently exist. The list is likely not exhaustive, but is our best attempt to capture the breadth of shared-services among the study participants. This inventory, listed in Appendix A, includes shared-services arrangements of the following types:

- County-wide or area-wide authorities, districts and other broad-reaching agreements.
- Contracts-for-service in which one community provides service to another.
- County-centered services that are open to all communities that wish to contract or join the service group.
- Mass-purchase opportunities, training, equipment sharing and other less formal cooperative arrangements.

In assembling and reviewing the shared-services list included in Appendix A, we have observed and concluded that the Muskegon County communities have progressed much further than cities and townships in many other Michigan counties in regard to service consolidation. Examples include:

- E-911 Dispatch: The Muskegon County communities participate in, and receive services from, a common emergency dispatch system. Other counties, including major counties such as Macomb, Oakland, and Wayne, have not yet achieved this level of central service provision. As previously discussed, this represents a major cost savings to taxpayers as fewer dispatchers are used more efficiently to handle the county-wide emergency call volume.
- Similarly, the County wastewater system represents a major regional success in the funding and coordination of wastewater services. A new contract has recently been agreed-upon by the municipal users for wastewater collection and treatment in a County-operated system featuring a negotiated long-term rate structure supporting a central land treatment process encompassing 11,000 acres of aeration and settling basins, storage lagoons, and irrigated cropland. As a result of this cooperative effort, the Muskegon communities avoid much of the acrimony and rate uncertainty that plagues some other regional wastewater systems in Michigan.
- Contracts for service between the communities are prevalent, ranging from the City of Norton Shores' provision of fire and emergency medical services to the City of Roosevelt Park on one extreme to the City of Muskegon's contracts to provide various public works and other services to the City of North Muskegon, Muskegon Charter Township, the City of Norton Shores and others. As seen in Appendix A, similar arrangements are common in virtually all service areas throughout the nine communities.
- Muskegon County provides a range of contract services from a central focus including assessment services, geographic information services, police services and less formal joint purchasing opportunities.
- Asset sharing is common in equipment use and even work-crew sharing among the municipalities. Some is formally contracted while other initiatives have been undertaken through informal cooperation. Many of the informal arrangements are not listed in Appendix A, but are important in their own right as a recognition point of the need to think and act on a broader-scale for the larger community.
- Fire service automatic aid agreements are common. This type of aid is more predictable and rapid than the mutual aid pacts than are commonly seen between communities or on a county-wide level. Similarly fire training, purchasing and emergency response are all well coordinated between the communities.

Essentially, the Muskegon County communities are already engaged in many of the operational practices and collaborative efforts that are being actively promoted by the Governor's Office. To use a common metaphor, much of the "low hanging fruit" has already been picked. Further,

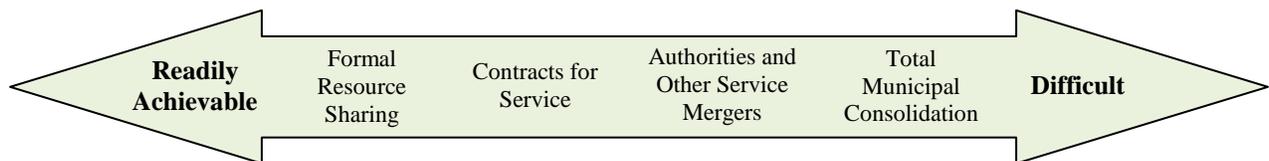
some very complex solutions (such as E-911 or centralized wastewater) have been implemented and further refined over the course of time.

In this situation, additional shared-services solutions will find fertile ground but will be less plentiful than those available to communities/counties that have not achieved the same level of success. Hopefully this will not place the Muskegon area in a competitively unfavorable position in the quest for state-shared revenues that are targeted to encourage and reward municipal service-sharing.

C. THE CHALLENGES ASSOCIATED WITH NEW SHARED-SERVICES OPPORTUNITIES

As could be expected, there are various constraints associated with implementing service consolidation and sharing. Not surprisingly, these constraints increase in proportion to the significance and scope of the undertaking. Conceptually, this is illustrated in Exhibit 5.

**Exhibit 5
Shared-Services:
Conceptual Degree of Difficulty**



As seen in Exhibit 5, less complex service sharing agreements, such as resource and equipment sharing or a straightforward contract for service provision may be easier to achieve. As discussed, many such agreements now exist between the nine studied communities. However, more complex cases of service assumption may require compliance with labor contracts or restrictive state laws, introduce issues such as asset division, or require an unusually high level of community acceptance or acquiescence. Total municipal consolidation would be the most acute example of this, and in turn, would be subject to each of these constraints at extreme levels. For this reason, total municipal consolidation (i.e. two or more cities or city/township) has been a rare event in the State of Michigan.

In regard to new shared-services for Muskegon’s municipalities, these and other constraints need to be thoroughly considered. In some cases, there will be significant cost burdens associated with an idea that on the surface appears totally logical; or other constraints may exist that limit opportunity. In evaluating shared-services opportunities in this report, we cite particular constraints that must be considered within the context of a particular idea. These will need to be considered and addressed in implementing any shared-services ideas discussed and detailed in the report. From an overview perspective they include the following:

- Labor Constraints: Many municipal workers are unionized. In addition to contractual protections, state law provides explicit protections against unilateral changes in working conditions. Examples include:
 - **PA 312 of 1969**: PA 312 provides public safety workers (i.e. police and fire) with the option of compulsory arbitration before an independent arbitrator in the event of labor disputes. PA 312 was legislated on the premise that public safety workers should not be allowed to strike and should be granted a viable alternative. In practice, it has been criticized as an undue limitation on management’s ability to control compensation or other working conditions. The merits of PA 312 are being debated by the current legislative body. For purposes of shared-services it restricts what can be readily accomplished.
 - **PA 7 of 1967**: The Urban Cooperation Act contains the following language. “No employee who is transferred to a position with the political subdivision shall by reason of such transfer be placed in any worse position with respect to workmen’s compensation, pension, seniority, wages, sick leave, vacation, health and welfare insurance or any other benefits that he enjoyed as an employee of such acquired system.” Simply put, in the event of a consolidation of services between two entities (e.g. police, fire, public works, etc.) wages and benefits cannot be adjusted to a lower level. The current legislative body is also reportedly reviewing PA 7 of 1967.

Other legislation also exists providing explicit employee protections. Individually or in total, the current legal framework provides significant disincentive for more comprehensive types of shared-services arrangements.

- Differences in Operating Models: Public safety systems schedule employees on an around-the-clock basis. Within this context, shift scheduling practices vary. Among the studied communities, police officers may work 12, 10, or 8 hours shifts. Full-time firefighters may work different 24-hour scheduling patterns to comply with the Fair Labor Standards Act (FLSA). In many cases, the shift system has become contractually specified. If not, it is subject to the legal argument of past practice. As discussed above, proposed changes for a new shared-service model may be subject to PA 312 arbitration.
- Differences in Operating Efficiency: Governments, like businesses, differ in the level of operating acumen. Some simply run more efficiently, or provide a higher quality of service. In the case of shared-services, a more efficient government will be less inclined to enter into a cooperative arrangement. What may appear to be a logical shared-services situation could actually be a bad business model for a stronger, more efficient government.
- Prior Cutbacks: As previously illustrated in Exhibit 4, some communities, including the City of Muskegon, have experienced significant cutbacks in personnel. The City of Muskegon is mentioned because it has the largest staffing level of the nine communities, and in turn the most diverse and complete menu of services that could be contracted to

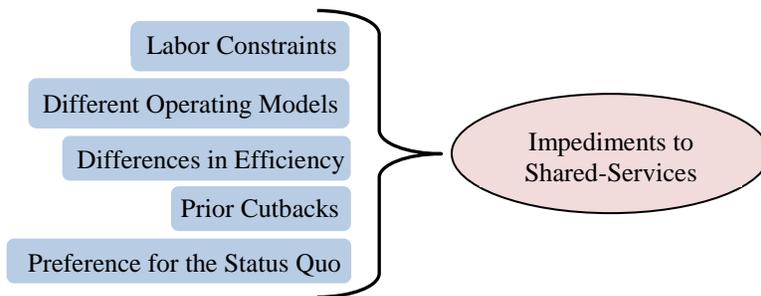
others. Whether it is the City of Muskegon or the other communities, prior cutbacks in personnel now limit the opportunity to provide services to others. Again, using the City of Muskegon as an example, in the past the Community Development Department could have potentially provided urban planning services to other communities for a fee. However, following cutbacks, professional staffing has been reduced to two. In the current situation, there is not sufficient staff to extend service to others. This scenario is common to the studied communities.

Similarly, in smaller communities such as the City of Montague (or others), employees may “wear multiple hats”. While some tasks (such as tax collections) could potentially be provided by a larger community, the function is one portion of a much more diverse job. In this event, contracting the service may simply lessen the productivity level of an existing job that is highly productive and would still exist following the removal of the responsibility. In other cases, duties (such as some associated with a city clerk) may be statutorily or charter mandated.

- The Private Sector May Be Less Costly: In some cases we have considered opportunities in which one government could contract with another. However, feedback would then indicate that this option has been considered and discarded because of cost. This point was raised on a number of occasions pertaining to public works services such as street sweeping, surveying and others. The issue appears to focus on employee benefit costs. These are much higher in the public sector and are “baked into” the estimated contract cost. The private sector, frequently paying less generous benefits, can propose a more competitive price for service.
- Strong Community Preferences for the Status Quo: Some communities are more willing, or able to pay for more personalized services. Police services would be a prime example. Public safety is an important indicator of quality-of-life and is often equated with a local, responsive police agency. In many cases, residents are willing to pay the extra cost to assure local responsiveness and police presence. This attitude may also extend to other services such as public works where road quality, special services such as leaf pick-up or snow removal, or other services may be highly valued. In truth, this may be an intelligent economic decision as some studies have concluded a correlation between service quality and scope and property values. One might point to the City of North Muskegon as an ongoing example of this correlation within the greater Muskegon area.

In summary, a number of factors exist which may impact the cost-benefit or viability of shared-services opportunities. These affect both the substance of this study as well as the potential options available to government officials going forward. Exhibit 6 provides a visual summary of the above discussion.

**Exhibit 6
Summary of Shared-Services Constraints**

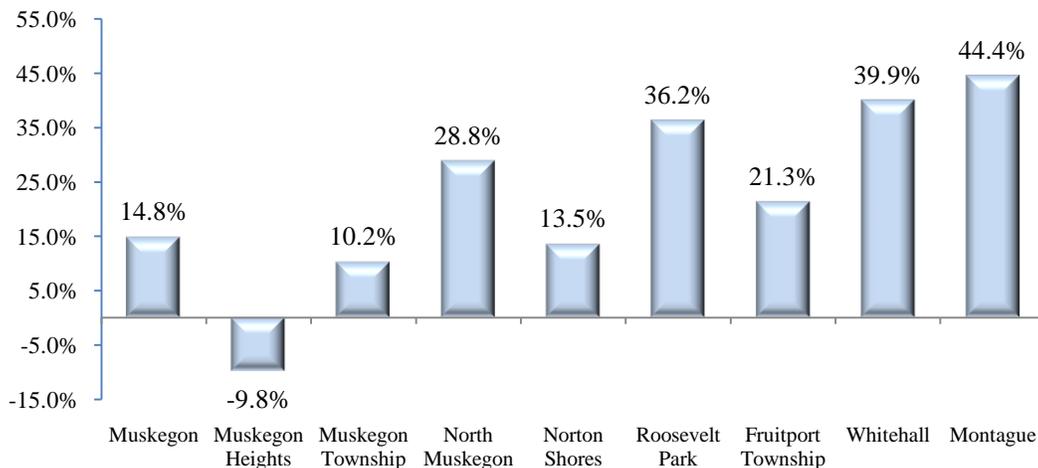


D. THE IMPORTANCE OF MOVING FORWARD

The fiscal challenges facing the Muskegon area’s local governments have been well documented. As discussed in the previous pages, many positive actions have been taken to improve the cost and quality of municipal services. However, the financial issues facing government will not soon abate and more entrepreneurial methods of service provision must be identified.

Exhibit 7 provides an illustration of General Fund fund balance from the most recent audited financial statements provided to our consulting team. Fund balance can generally be described as a discretionary reserve of money that is available to fund operations. Auditors typically cite and recommend a minimum fund balance of 10% of expenditures to assure necessary cash flow and funds for “rainy day” needs. In practice, 10% is probably the appropriate amount for a larger city (i.e. 100,000) – smaller communities (with smaller General Fund total budgets) may appropriately maintain much higher percentages.

**Exhibit 7
FY 2009 or 2010 Audited Ending General Fund
Fund Balance as a Percentage of Expenditures**



Source: Most recent audited financial statement provided to our consulting team

As seen in Exhibit 7, all of the communities except the City of Muskegon Heights exceed the 10% threshold – some by a significant amount. In the case of Muskegon Heights, the City is operating under a state-mandated budget deficit elimination plan.

The adequacy of fund balances in the other eight communities should be viewed positively and as an indicator of prudent financial planning, but not without qualifiers. If, as expected, property taxes and other revenue sources remain flat or decline, fund balance depletion will result. Many traditional cost saving measures have already been enacted in these cities and townships. Short of reducing service levels, it will be extremely difficult to balance budgets. New ideas and initiatives are needed and must be embraced.

In this scenario, shared-services could play an important role in assuring future fiscal solvency. As discussed, this will not be an easy path and will require political resolve. The evaluation and ideas presented in the following section are intended to support this process.

* * * * *

In the following section, we present the evaluation of particular shared-services opportunities.

SECTION III

TARGETED AREAS FOR SHARED-SERVICES

SECTION III TARGETED AREAS

As mentioned in the Executive Summary our approach has involved a broad sweep of all service areas in the seven participating communities and a lesser data-gathering exercise for the two non-participants. Based on interviews and data review, we have identified areas where shared-services are most feasible.

In this section of the report, we explore and summarize the shared-services opportunities that we have identified for the nine studied municipalities. For purposes of discussion, the findings are presented in the following subsections:

- A. Fire and Emergency Services
- B. Police Services
- C. Public Works and Inspection Services
- D. Central Services
- E. Water Production.

Each area is discussed separately below.

A. FIRE AND EMERGENCY SERVICES

The studied communities utilize different operational models to provide fire suppression and prevention services. These include:

- Career departments that feature all full-time firefighting personnel.
- Departments that utilize a combination of full-time and part-time personnel – with some part-time personnel assigned to shift duty.
- Departments that utilize a combination of full-time and part-time personnel – with part-time personnel used only on a call-out basis.
- One department that is wholly part-time.

From an organizational standpoint, four of the nine municipalities have their own fire departments, two have dedicated fire services within larger public safety departments, two are members of multi-community fire authorities and one (i.e. the City of Roosevelt Park) contracts for fire service from the City of Norton Shores. The operating models for each of the nine communities are illustrated in Exhibit 8.

Exhibit 8
Fire Service Operating Models

Municipality	Organizational Context for Fire Services	Firefighting Model/Firefighter Usage
Muskegon	Part of Public Safety Department	Full-time Career Firefighters*
Muskegon Heights	City Department	Full-time Career Firefighters
Muskegon Township	Township Department	Combination Career and Part-paid
North Muskegon	City Department	Combination Career and Part-paid
Norton Shores	City Department	Combination Career and Part-paid
Roosevelt Park	Contract with Norton Shores	-
Fruitport Township	Part of Public Safety Department	Combination Career and Part-paid
Montague	Served by Montague Fire Authority	Paid-on-call
Whitehall	Served by White Lake Fire Authority	Combination Career and Part-paid

* Muskegon will begin using part-time firefighters in FY 2012
Source: Applicable fire departments

In regard to emergency medical services, all agencies provide Medical First Response; though some at different priority levels. Basic Life Support (BLS) and Advanced Life Support (ALS) treatment and transport are provided by PROMED in the south and the White Lake Ambulance Authority in the north. Related to this, the scope of fire department services are fairly uniform across the nine communities, albeit with differing levels of fire prevention activities and professional ability. This condition simplifies the study of, and potential for shared-services.

Also, as discussed, fire service automatic aid agreements are common between the agencies. This type of aid is more predictable and rapid than the mutual aid pacts than are commonly seen between communities or on a county-wide level. Similarly, fire training, purchasing and emergency response are all well coordinated between the communities. In this sense, the agencies are already embracing a number of shared-service concepts and recognize the value of a coordinated emergency response system.

In regard to shared-services, we have evaluated several options for fire service, including:

- The potential for fire service consolidation
- Assumption of fire service by a neighboring community via contract
- Additional shared-services opportunities.

Each is discussed separately below.

The Potential for Fire Service Consolidation

The study of fire service consolidation must recognize two important factors:

- Consolidation should not be considered simply for the sake of change. Unless adequate cost savings can be demonstrated (for all involved), the local decision-making model is probably preferable.
- Cost considerations cannot be considered in a vacuum. Services should not be unduly compromised in such an important area of emergency service and should be clearly understood for the purpose of evaluation. Alternative operating scenarios should be mindful of this prerequisite.

Our evaluation proceeds from these two important assumptions.

CURRENT FIRE SERVICE COSTS – AN OVERVIEW

In regard to shared-services, cost-saving is the overriding objective. Related to this, Exhibit 9 compares fire budgets among the seven studied communities that are located in the greater Muskegon area. The Cities of Whitehall and Montague are not included due to their participation in authorities that are separate taxing entities with multiple members.

Exhibit 9 Fire Cost Per Capita

Municipality	2010 Population	FY 2010-11 Fire Budget	Cost Per Capita
Muskegon	38,401	\$3,467,928	\$90.31
Muskegon Heights	10,856	\$926,403	\$85.34
Muskegon Township	17,840	\$1,310,942	\$73.48
North Muskegon	3,786	\$135,404	\$35.76
Norton Shores	23,994	\$2,044,000	\$85.19
Roosevelt Park	3,831	\$207,800	\$54.24
Fruitport Township	13,598	\$827,153	\$60.83
AVERAGE	16,005	\$1,274,233	\$69.62

Whitehall and Montague are part of fire authorities and not included in the above

Muskegon total does not include Inspection Services

North Muskegon budget total is FY 2010 and includes estimated employee benefits at 32% of Fire Chief's wage

Source: Municipal budgets and U.S. Census Bureau

As seen in Exhibit 9, fire service costs considered on a per capita basis are highest in the City of Muskegon, closely followed by Muskegon Heights. On the other end of the spectrum, the City of North Muskegon has the lowest estimated per capita cost of \$35.76.

As a second measure of relative cost, Exhibit 10 compares cost per call-for-service. As seen in Exhibit 10, the City of Norton Shores has the highest agency cost by a significant amount when considered by this measure. The City of North Muskegon is again the lowest but the majority of the others are more closely grouped. It must be noted that calls for service differ among the agencies in regard to the type and severity of the incident. Consequently, the results of Exhibit 9 should be viewed with that qualifier in mind.

Exhibit 10
Fire Cost per Call

Municipality	FY 2010-11 Fire Budget	Number of 2010 Service Calls	Cost Per Fire Call
Muskegon	\$3,467,928	4,402	\$787.81
Muskegon Heights	\$926,403	1,740	\$532.42
Muskegon Township	\$1,310,942	1,814	\$722.68
North Muskegon	\$135,404	308	\$439.62
Norton Shores	\$2,044,000	1,974	\$1,035.46
Roosevelt Park	\$207,800	281	\$739.50
Fruitport Township	\$827,153	1,049	\$788.52
AVERAGE	\$1,274,233	1,653	\$720.86

Whitehall and Montague are part of fire authorities/districts and not included in the above
Muskegon total does not include Inspection Services
North Muskegon budget total is FY 2010 and includes estimated employee benefits at 32% of Fire Chief's wage
Source: Fire department reports and U.S. Census Bureau

If only Exhibits 9 and 10 were considered it would appear that the City of Norton Shores (as an example) would benefit greatly from some type of service consolidation with cost reduction being a primary objective. However, there are other factors to consider – most notably service quality and the scope of fire protection.

As an example, the Insurance Service Organization (ISO) conducts field surveys and rates communities in regard to the quality of the fire protection system. ISO evaluates and rates three areas of the fire protection system in the following percentages of total:

- Fire alarm and communication system (10%)
- Fire department (50%)
- Water supply (40%).

After completing the field survey, ISO develops a numerical total for the community and issues a Public Protection Classification (PPC) number ranging between 1-10, with ten indicating the highest exposure and least developed fire suppression system. Exhibit 11 illustrates the PPC ratings for each of the fire services include in the study.

As seen in the exhibit, the City of Norton Shores and the City of Muskegon both have ISO ratings of 4. The City of Roosevelt Park has a very impressive ISO rating of 3. Though ISO ratings do not correlate perfectly with homeowner and business premium costs, there is an undisputable impact. An ISO rating of 3 or 4 provides most policyholders with lower rates than communities with higher ratings. No Michigan community is currently rated at PPC 1 and only a handful at PPC 2. The PPC 3 rating in Roosevelt Park (utilizing the Norton Shores Fire Department) is a quantifiable indicator of the quality of the fire protection system and a consideration beyond cost that must be noted in the evaluation of fire service consolidation.

Exhibit 11
Comparison of Insurance Service Office (ISO)
Public Protection Classification Rating

Municipality	Highest ISO Rating
Muskegon	4
Muskegon Heights	5
Muskegon Township	5
North Muskegon	7
Norton Shores	4
Roosevelt Park	3
Fruitport Township	5
White Lake Fire Auth.	5
Montague	5
AVERAGE	4.8

Source: Various fire chiefs and inquiries

On a similar note, Exhibit 12 compares fire service cost per \$1,000 in State Equalized Value (SEV) of property within the respective communities. The case for this measure is simply that a fire department's costs can be correlated to the amount of property being protected – since this is the primary mission of the fire service. While this argument could be taken to absurd lengths, it does have validity since staffing levels, equipment and other resources must all be geared to the quantity and value of property protected.

Exhibit 12
Fire Cost per \$1,000 in State Equalized Value

Municipality	2010 State Equalized Valuation	FY 2010-11 Fire Budget	Cost per \$1,000 in State Equalized Value
Muskegon	\$783,089,250	\$3,467,928	\$4.43
Muskegon Heights	\$148,033,800	\$926,403	\$6.26
Muskegon Township	\$404,803,300	\$1,310,942	\$3.24
North Muskegon	\$154,318,600	\$135,404	\$0.88
Norton Shores	\$976,571,400	\$2,044,000	\$2.09
Roosevelt Park	\$122,672,600	\$207,800	\$1.69
Fruitport Township	\$532,904,500	\$827,153	\$1.55
AVERAGE	\$446,056,207	\$1,274,233	\$2.88

Whitehall and Montague are part of fire authorities/districts and not included in the above

Muskegon total does not include Inspection Services

North Muskegon budget total is FY 2010 and includes estimated employee benefits at 32% of Fire Chief's wage

Source: Municipal budgets and U.S. Census Bureau

As seen in Exhibit 12, the measure of fire service cost in comparison to SEV yields an entirely different result than per capita or per call cost comparisons. If measured by the dollar amount of property protected, the City of Norton Shores is well below the average of the group – while the City of Muskegon Heights appears to be the most costly.

In summary, there are different means of measuring fire service costs. While a small department like the North Muskegon Fire Department will score low on all measures, a larger community

and department, such as Norton Shores, must consider more than one measure in evaluating the relative impacts of shared-services. Some departments may be more or less cost efficient and Exhibits 9-12 can be helpful in establishing this.

However, service impacts must be considered in concert with cost to truly establish cost benefit. This issue is discussed below.

FACTORS AND IMPACTS RELATED TO FIRE CONSOLIDATION

With a total cost of nearly \$9 million per annum, the seven Muskegon area fire departments represent a significant financial outlay for the larger Muskegon community. For this reason, the idea of consolidated fire services has gained footing as a possible means of lessening this cost burden. To do so, it would be necessary to achieve cost savings through station house closure, staff reductions or significant equipment savings. We are not performing an in-depth review of each fire department as part of this study – however, we have collected information pertaining to staffing, response and other factors that can be used to help focus and conclude on the viability of this option.

Related to the above, a primary factor to be considered in the study of consolidation is the location of fire houses. If fire houses could be eliminated, cost savings could be achieved. However, if fire stations are properly placed in regard to distances and related response times, consolidation could not be expected to yield significant savings.

Appendix B-1 illustrates the location of all fire houses in Muskegon County. As seen in Appendix B-1 most are clustered in the greater Muskegon area, consistent with property density.

In regard to the number of station houses and proper location, there are service indicators established by ISO that can be used to evaluate the appropriateness of station house location. Specifically:

- Built-up areas should have a ladder company within 2.5 miles
- Built-up areas should have an engine company within 1.5 miles.

The latter of these two metrics is more universally accepted and applied in the fire service.

Appendix B-2 provides a visual representation of estimated travel distance from each of the fire houses located in Muskegon County. As seen in Appendix B-2, the nine studied communities have the following characteristics.

- The “outer” fire departments, including Muskegon Township, Fruitport Township, the City of Norton Shores (and City of Roosevelt Park by extension) are all well positioned within the ISO mileage parameters for an engine company. Muskegon Township lacks the ladder company but can call neighboring communities for aid.

- The City of Muskegon has the greatest overlap – partly as a result of geography as well as a traditionally denser urban core.
- The City of Muskegon Heights station is well situated but a portion of the service area is redundant if layered over the Cities of Norton Shores’ and Muskegon’s 1.5 radius.
- The City of North Muskegon forms only a half-circle due to geography. In practice, an automatic aid agreement with Muskegon Township alleviates this problem.

Our conclusions concerning station house placement are as follows:

- Muskegon Township and Fruitport Township are well positioned for service. Station houses are located consistent with the ISO standard. Both utilize a combination of full-time and part-time firefighters. Additionally, Fruitport Township has a public safety director managing both police and fire. It does not appear that consolidation would provide either department with a significant cost or service advantage.
- Similarly, the City of North Muskegon has developed a very cost-effective system (i.e. full-time fire chief and paid-on-call) that assures rapid response to a city that is separated from most communities by the Muskegon River. Automatic aid agreements are in place with Muskegon Township to bolster coverage for both communities. The City of North Muskegon would also not benefit significantly from consolidation.
- The City of Norton Shores is well covered by the three Norton Shores stations. There is some area of Norton Shores to the west that is more distant and in turn receives a slower response. However, consolidation would not remedy this situation. Norton Shores currently services the City of Roosevelt Park and could potentially expand further or join in a fire authority.
- As mentioned, the City of Roosevelt Park is within the City of Norton Shores ISO radius and receives contract service from Norton Shores. The City of Muskegon is also positioned to potentially provide this service to the City of Roosevelt Park or participate in a larger authority.
- A service cluster exists at the center of the metro area. The cities of Roosevelt Park, Muskegon Heights, Muskegon, and to some degree Norton Shores are the most viable candidates for service consolidation – if considered strictly on the location of current station houses.

In summary, we do not see the practicality of a fire authority that extends to the seven communities. There is the potential for a smaller authority encompassing the cities of Muskegon, Roosevelt Park, Muskegon Heights and Norton Shores. However, there are constraints that might make such an arrangement untenable for some potential members.

Related to this, Exhibit 13 illustrates full-time fire department staffing levels in each of the nine studied communities.

Exhibit 13
2010-11 Fire Department Staffing

Municipality	FY 2010-11 Full-time Firefighter Positions	Part-time Firefighter Usage ?
Muskegon	38	Not currently: beginning in FY 2012
Muskegon Heights	12	No
Muskegon Township	12	Both paid-on-duty and paid-on-call
North Muskegon	1	Paid-on-call
Norton Shores	13	Both paid-on-duty and paid-on-call
Roosevelt Park	-	-
Fruitport Township	8	Some paid-on-duty and paid-on-call
White Lake Fire Auth.	5	Paid-on-call
Montague	0	Paid-on-call
AVERAGE	11	-

Note: Norton Shores will be adding positions from millage passage
Source: Applicable fire departments

As seen in the exhibit, the cities of Muskegon and Muskegon Heights are both career fire departments, while Norton Shores (and all others) utilizes part-time personnel. In a consolidated system, the difference in operating models would shift the cost burden onto the City of Norton Shores, likely making the new model unacceptable.

As noted in the exhibit, the City of Muskegon will begin converting to a “combination” department featuring part-time firefighters beginning in FY 2012. It will take a number of years to achieve the optimal level of full-time and part-time employees. When this is accomplished, a fire authority with Norton Shores (or others) could have greater acceptance and mutual advantage.

A related consideration would be the distribution of costs to communities participating in a fire authority. In regard to funding a fire authority, PA 57 of 1988 is the only legislation and approach for funding a multi-jurisdictional public safety authority through general levy. Put simply, under PA 57, each participating political jurisdiction agrees to incorporate in the authority, and then, by Council or Board resolution, orders a general referendum regarding a millage for funding. A simple majority vote is sufficient for passage. The tax is levied on all taxable property within the authority. In a fire authority, this may seem equitable, since the tax is spread consistent with the value of the property being protected.

Exhibit 14 compares the percentages of total current fire department costs for the four abovementioned communities and how these percentages would change in an authority funded by PA 57. Certainly, other funding arrangements could be arranged, but PA 57 is the generally accepted standard, and would be an active consideration.

As seen in the exhibit, all other things being equal, a greater cost burden would be borne by the cities of Norton Shores and Roosevelt Park in a PA 57 funded fire authority. The exhibit further demonstrates the importance of converting the City of Muskegon’s fire force (and ideally

firefighters in the City of Muskegon Heights) to a combination department that utilizes a sizable number of part-time staff.

Exhibit 14
Example Distribution of Fire Service Costs Under PA 57 of 1988
For Four Community Authorities

Municipality	FY 2010-11 Fire Budget	FY 2010-11 Percentage of Total Fire Costs	2010 Taxable Valuation	% of Total Fire Costs Borne by Property Owners Under PA 57
Muskegon	\$3,467,928	52%	\$723,209,538	39%
Muskegon Heights	\$926,403	14%	\$133,618,412	7%
Norton Shores	\$2,044,000	31%	\$890,443,307	48%
Roosevelt Park	\$207,800	3%	\$120,045,838	6%
SUMMARY	\$6,646,131	100%	\$1,867,317,095	100%

Muskegon total does not include Inspection Services
Source: Muskegon County Equalization and municipal budgets

In addition to the seven Muskegon-area communities, we have also reviewed fire services provided to the Cities of Montague and Whitehall. Both receive services from separate authorities that service multiple communities. Specifically:

- White Lake Fire Authority: City of Whitehall, Whitehall Township and Fruitland Township
- Montague Fire Authority: City of Montague, Montague Township and White River Township.

In the ideal circumstance, these communities would be served by a common fire authority – similar to the White Lake Ambulance Authority. However, each has evolved as separate and distinct operations. As an example, the White Lake Fire Authority employs a combination of full-time and part-time firefighters while the Montague Fire Authority relies totally on paid-on-call response. In addition to this cost differential in operations, property owners in the Montague Fire Authority recently approved a 20-year millage for operations and debt associated with the construction of a new facility. With this action, the separateness of the two agencies was further established on a financial basis.

As seen in Appendix B-2, the response areas of the two fire departments overlap considerable. However, there is currently limited interaction between the fire departments. An automatic aid agreement for fire calls within the Cities of Montague and Whitehall would be a logical step toward service-sharing and potentially a great benefit to the two communities.

CONCLUSIONS REGARDING FIRE CONSOLIDATION

In summary, we do not see great potential for a fire authority in the greater Muskegon-area. Most station houses are currently well-placed and most departments employ relatively cost efficient service models featuring large numbers of part-time or paid-on-call employees.

One might argue that cost savings could be achieved through administrative consolidation, however, this is unlikely. Specifically, two departments already employ relatively efficient public safety director models with no fire chief. In other cases, fire chiefs would need to be replaced by deputy chiefs or battalion chiefs to provide management of the separate facilities or fire districts. In this case, the cost of conversion would be nominal.

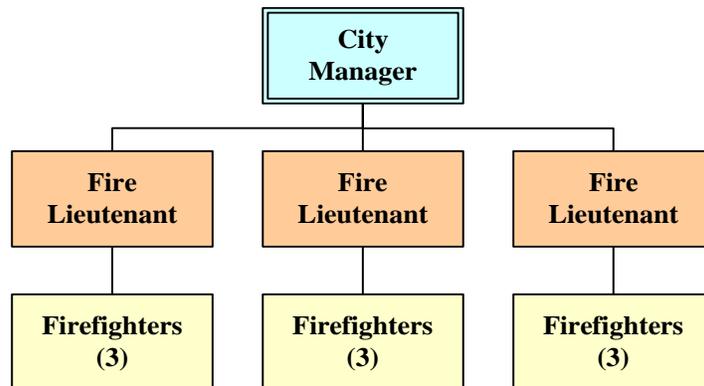
This is not to say that efficiencies cannot be achieved in the larger system. What is suggested is that a large-scale fire consolidation would not yield large savings unless services were somehow diminished. More select consolidations have promise in the urban core, but are unlikely until the City of Muskegon and the City of Muskegon Heights convert to more cost efficient “combination” departments featuring both full-time and part-time employees. When this achieved, the issue should be revisited.

Assumption of Fire Service by a Neighboring Community via Contract

While we do not consider fire consolidation to be a viable option, the concentration of fire stations in the urban core provides an opportunity to eliminate a fire service and initiate a contract or shared-services agreement. The most logical target for this type of arrangement would be the City of Muskegon Heights. As mentioned, the City is currently operating under a state-mandated budget deficit elimination plan and has a negative General Fund fund balance of \$571,211 as of the most recent audited financial statement (i.e. December 31, 2009). In this sense, cost savings are critical to future solvency.

In regard to fire services, Muskegon Heights’ budgeted amount for fire services in FY 2011 is \$926,403 for protection of a service area that is four square miles with a declining population base. As illustrated in Exhibit 15, the Fire Department has no fire chief and operates through shift lieutenants overseeing three platoons.

**Exhibit 15
Muskegon Heights Fire Department Organization**



Source: Muskegon Heights Fire Department, 2011 Annual Report

The City of Muskegon Heights has not been a participant in this study; consequently our knowledge of fire and operations is minimal. We are aware that the City received a Staffing for

Adequate Fire and Emergency Response grant (SAFER) for staffing and a second grant for a new engine from the Department of Homeland Security. Unfortunately, SAFER grants provide only two years of personnel funding and thus provide only a temporary solution.

The long-term solution would be to enter into contact for fire services from either the City of Norton Shores or City of Muskegon. This could take on several forms, including:

- An outright contract including assumption of all fire and emergency medical responsibility. In this event, Muskegon or Norton Shores would need to add personnel – however, with a fire budget approaching \$1 million it is likely that this could be achieved with both a profit margin for the contractor and significant cost savings for the City of Muskegon Heights. The future status of current employees would be a question for legal counsel.
- Or, sufficient in-house staff (i.e. six or seven) could be retained to staff a two-man team for medical response (roughly 75% of current call volume) and initial fire response, as available. Engines would be retained and the ladder truck sold. Norton Shores or Muskegon would supervise the two-man crew and also provide fire response through their larger department. Norton Shores currently provides mutual aid to all of Muskegon Heights and could likely fashion an acceptable contract beneficial to both communities. The City of Muskegon may be able to do likewise.

In addition to the benefits derived by the City of Muskegon Heights and the selected service provider, a contract arrangement along these or similar lines would be an incremental step in achieving additional economy of scale in fire services. As mentioned, the potential exists for a consolidation of possibly four communities with resulting cost-benefit. Dissolution of the Muskegon Heights Fire Department could be a first step in this process.

Additional Shared-Services Opportunities

A more targeted possibility for shared-services focuses on ladder trucks. By way of explanation, the ladder truck is the most expensive piece of fire apparatus with cost readily exceeding \$1 million for a vehicle with 100' ladder extension. Depreciable period is typically 25 years, but may be shorter depending on the agency. Ladder trucks are utilized for a number of fire conditions but are particularly useful for large structures in which firefighters need additional reach. An example might be an industrial site that has collapsed inward.

As seen in Exhibit 16, Muskegon County currently has six ladder trucks. There is an additional truck stationed at the Grand Haven Public Safety Department that can be requested in the event of a major fire.

Exhibit 16
Ladder Trucks in Muskegon County

<u>Agency</u>	<u>Ladder Truck Size</u>
White Lake Fire Authority	100'
Muskegon Heights	100'
Muskegon Township	75'
Muskegon	75'
Norton Shores	100'
Fruitport Township	65'

Source: Applicable fire departments

With the significant cost associated with a ladder truck, cooperative, joint purchasing could be a logical course for the Muskegon-area. With fewer trucks, some communities would lose ISO points but this might not be a dramatic enough change to worsen a PPC rating. Moreover, these are not trucks that are needed frequently (Note: Exceptions exist in the current system. As an example, the City of Muskegon reportedly uses their truck as an engine for routine response). The larger 100' ladder is in fact considered to be most useful when a building has already been lost and/or for containment purposes. In this situation, set up and use would follow the set up of engine/pumpers – a limited response delay could be tolerated.

Certainly, some value would be lost by limiting the number of fire trucks – but again, the concept of diminishing returns should come into play. While the fire chiefs would be the best judge of minimal need, it is not unreasonable to assume that the County could manage with two 100' ladder trucks – one in the north for Whitehall/Montague and one in the south. A joint purchase arrangement could allow each agency to pay a share and the truck could be housed at a central location – possibly in the City of Muskegon or City of Norton Shores. The host agency would have responsibility for manning the truck in response to service requests by the participating agencies.

The funding and construction for a training facility for the fire and law enforcement services is another cooperative endeavor that could yield significant benefit to Muskegon County. This idea has been actively supported by the fire and police professionals in Muskegon County, but lacks dedicated funding. Unlike the initiatives discussed above, the training facility would not create cost savings. Instead the focus would be the further professionalization of police and fire services and response.

In regard to instruction and training, the proposed training facility would provide:

- Live fire training
- Police shooting range
- Hazardous materials training
- Training for transportation incidents
- Simulated fire response

- Classroom instruction
- EMS training
- Emergency driving
- Search and rescue
- And other emergency training.

The fire portion of the training curriculum would dovetail with the Muskegon Community College (MCC) Fire Service program. A 30 acre site is also apparently available via a land donation for the facility that would be coordinated through MCC.

The cost of the facility is significant, with similar facilities requiring funding of \$2 million or more. Kalamazoo has such a facility and reportedly raised \$2 million in donations for the first phase of the project, including a training tower. Unless grant funding can be identified, Muskegon County would need a similar effort. From a service perspective this would be an excellent vehicle for coordinating and standardizing response protocols, developing new fire and police professionals, furthering the MCC fire training program, and centralizing training activities in an accessible, close location. In this sense, it could be an important initiative for defining Muskegon County as a progressive and forward-thinking geographic region.

B. POLICE SERVICES

Our study of police services has been limited by two factors. Specifically:

- As noted, two metro-area communities (the City of Muskegon Heights and Muskegon Township) have declined to participate in the study. Information related to police services for these two communities has been limited to overview information collected through the Freedom of Information Act (FOIA). FOIA requests for data must be explicit; consequently many “data holes” have resulted.
- Central dispatch (E-911) has refused our request for data pertaining to police activity in the nine communities (i.e. Priority 1 and Priority 2 call summaries and similar summary data) citing confidentiality. E-911 noted that any FOIA request would need to be handled by the individual agency.

The lack of personalized input from two communities limits the analysis to information obtained from FOIA data and overview information obtained from the participating agencies regarding the public safety system. This is particularly true if considering the potential for an area-wide police authority.

Despite this limitation, we have been able to develop fairly solid conclusions regarding shared – services for police operations. As with other findings, more evaluation will be needed to gauge the impact of shared-services opportunities – particularly as applied to the two non-participating communities. However, our analysis should provide a strong starting point.

Exhibit 17 provides an overview of the nine studied police departments, in regard to operating models.

Exhibit 17 Police Service Operating Models

Municipality	Organizational Context for Police Services	Employee Type (Certified Officers)	Work Schedule - Shift Duration
Muskegon	Part of Public Safety Department	Full-time Police Officers Only	8.5
Muskegon Heights	City Department	Full-time and Part-time Police Officers	12
Muskegon Township	Township Department	Full-time Police Officers Only	8
North Muskegon	City Department	Full-time and Part-time Police Officers	10
Norton Shores	City Department	Full-time Police Officers Only	12
Roosevelt Park	City Department	Full-time and Part-time Police Officers	8
Fruitport Township	Part of Public Safety Department	Full-time and Part-time Police Officers	12
Montague	City Department	Full-time and Part-time Police Officers	12
Whitehall	City Department	Full-time and Part-time Police Officers	12

Source: Applicable police departments and labor agreements

As seen in Exhibit 17, each of the nine communities has a police agency. Seven operate as distinct city or township departments, while two others function under a public safety director overseeing both police and fire services. Six of the nine agencies employ both full-time and part-time certified police officers. The use of part-time officers is a cost effective approach for bolstering shift strength, reducing overtime and generally increasing the flexibility of the police scheduling system. The widespread use of this resource indicates a willingness to embrace less traditional and expensive service models.

Police officers in the nine communities work under an assortment of shift schedules including twelve, ten and eight hour shifts. Each shift type has its own unique advantages and disadvantages for the deployment of personnel. Generally speaking, eight hour shifts require more personnel, but provide greater scheduling in flexibility. Twelve-hour shifts create a situation in which fewer officers are required, but require police officers to work a 12-hour day. Some debate exists regarding the impact on productivity resulting from the longer shift. Ten-hour shifts are typically used by smaller communities to provide some overlap schedules to address time periods of greatest need. The North Muskegon Police Department is the only studied agency using a ten-hour shift.

Police officers in all but one agency (Whitehall Police Department) are unionized. Police personnel are provided the opportunity for compulsory arbitration under PA 312. In the event of a labor dispute, PA 312 has historically proven to be a major constraint on management’s ability to modify working requirements or compensation and benefit levels for police and fire employees. It must be seen as a potential impediment to any shared-services scenario relative to Muskegon County.

At present each studied police department services only its specific geographic area with no contracts-for-service extended to other political entities. (As an exception, Fruitport Township

does service Fruitport Village.) The Sheriff's Office provides contract services to three jurisdictions (Laketon, Fruitland and White River Townships) and the County Wastewater Treatment Facility. However, these are modest arrangements barely tapping the potential for comprehensive police coverage. Essentially a tradition of autonomous police coverage exists in each city and major township.

In regard to shared-services, we have evaluated several options for police service, including:

- The potential for major police service consolidation
- Assumption of police service by a neighboring community via contract
- The potential for a police authority in the northern county.

Each is discussed separately below.

The Potential for Major Police Service Consolidation

The study of police service consolidation must recognize several important factors, including:

- Large police districts or authorities are almost non-existent in Michigan.
- One reason for the above is that police services vary significantly between communities depending on demographics, crime rates and community service preference. This fact has deterred large scale police service consolidation as communities tailor services to their particular service needs and quality-of-life objectives.
- An exception to this can be seen in the contracting of Sheriff's Office police services to particular municipalities. This type of arrangement is prevalent in counties such as Oakland, Macomb, Washtenaw and others. Municipalities are afforded the opportunity to purchase the level of protection desired and tailor the contract and coverage accordingly. Arguments over the deployment of resources are thus avoided and administrative and special services costs are spread in a cost-efficient manner.

The potential for expanding Sheriff's Office services to specific cities and townships in Muskegon County is certainly a viable proposition. However, this would require an incremental process – allowing the Sheriff to gradually grow and expand the operation. This option is discussed in the following subsections, with particular thoughts on where this expansion might begin.

In regard to a large scale police authority for the Muskegon area, this would be a difficult task to achieve. The following discussion addresses this point.

POLICE SERVICE COST AND SERVICE VARIABLES – AN OVERVIEW

Exhibit 18 compares police cost per capita among the nine studied communities.

**Exhibit 18
Police Cost Per Capita**

Municipality	2010 Population	FY 2010-11 Police Budget	Cost Per Capita
Muskegon	38,401	\$9,013,330	\$234.72
Muskegon Heights	10,856	\$1,841,518	\$169.63
Muskegon Township	17,840	\$1,608,322	\$90.15
North Muskegon	3,786	\$648,848	\$171.38
Norton Shores	23,994	\$3,315,540	\$138.18
Roosevelt Park	3,831	\$631,800	\$164.92
Fruitport Township	13,598	\$1,082,372	\$79.60
Whitehall	2,706	\$798,835	\$295.21
Montague	2,361	\$616,179	\$260.98
AVERAGE	13,041	\$2,172,972	\$178.31

North Muskegon budget is FY 2010 and includes 35% added to all wage categories for benefits
Source: Municipal budgets and U.S. Census Bureau

As seen in the exhibit, cost per capita is much higher in the City of Muskegon and the neighboring communities of Montague and Whitehall. For Muskegon, this is partly a result of its “center city” status. If day-time population is considered, the per capita number would drop. Additionally, the all full-time nature of the department adds to cost. For Montague and Whitehall, higher cost is an inevitable result of poor economy-of-scale; a situation that plagues all city police departments in communities of 3,000 populations or less. Simply put, round-the-clock policing requires a minimum number of patrol officers regardless of population and community size.

Exhibit 19 continues the comparison by contrasting police staffing levels in the communities.

**Exhibit 19
Police Officers per 1,000 Population**

Municipality	2010 Population	Full-time equivalent Police Officers*	Police Officers Per 1000 Population
Muskegon	38,401	79	2.06
Muskegon Heights	10,856	19	1.75
Muskegon Township	17,840	15	0.84
North Muskegon	3,786	7	1.85
Norton Shores	23,994	28	1.17
Roosevelt Park	3,831	7	1.83
Fruitport Township	13,598	11	0.81
Whitehall	2,706	9	3.33
Montague	2,361	6	2.54
AVERAGE	13,041	20.1	1.80

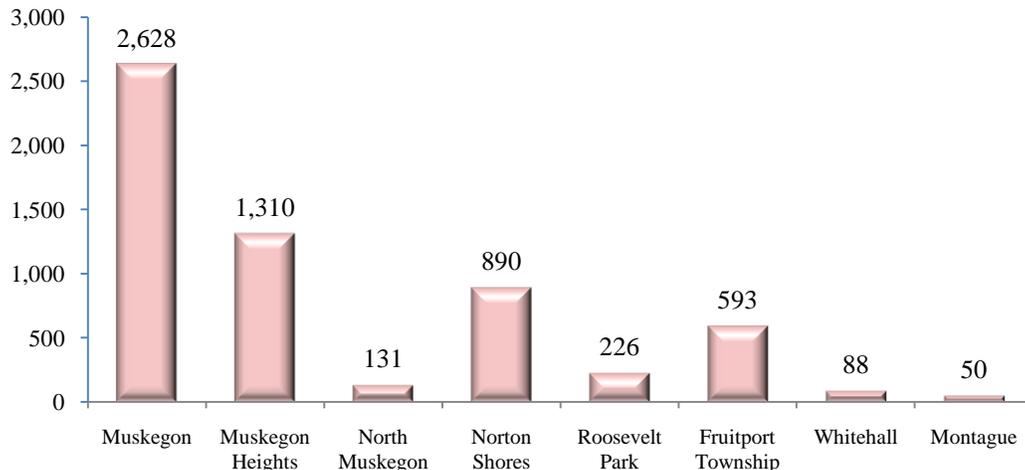
Bold indicates that full-time number includes part-time police officers as required by PA 302 State report
Sources: U.S. Census Bureau and 2010 PA 302 report. 2011 staffing may differ.

As seen in the exhibit, the cities of Whitehall and Montague are much higher in regard to police staffing levels, as would be expected. Other small communities also have relatively high staffing levels in comparison to more heavily populated communities.

In regard to crime, the statistical data that we have collected is subject to interpretation, and as such, limits the comparative conclusions that can be drawn. Most significantly, police departments tend to report calls-for-service in different ways. Some might include a casual citizen encounter as a service call while others report only dispatched calls. In this situation, we are reluctant to attempt any definitive comparisons. Second, as noted, several entities have not cooperated with our data gathering process; further limiting the conclusions that can be drawn.

Of the data assembled, we have created several exhibits to illustrate crime rates in the studied communities. Exhibit 20, collected from on-line police statistics, compares major crimes in eight of the nine studied communities (Muskegon Township excluded).

**Exhibit 20
Comparison of 2009 Major Crime***

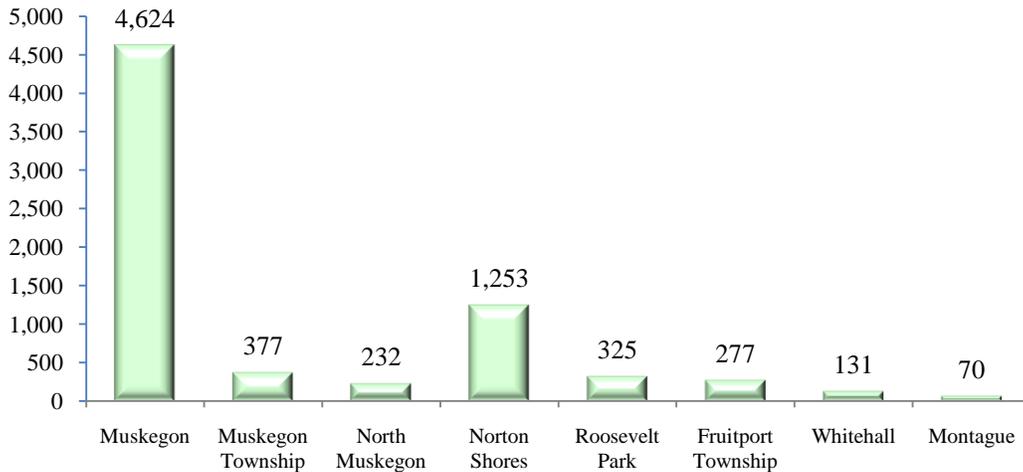


*Murder, rape, robbery, assault, burglary, theft, auto theft, arson
 Note: Data not available for Muskegon Township
 Source: City-data.com

As seen in Exhibit 20, historic crime rates have been much higher in the center city and very low in the north county. The City of North Muskegon, a community that is geographically separate from the Metro area (and has an active program of police patrol) is also comparatively low.

As illustrated in Exhibit 21, a comparison of arrests in eight of the nine studied communities (Muskegon Heights excluded) shows a similar outcome – with arrest counts declining in agencies further from the center city.

**Exhibit 21
2010 Police Arrests**



Note: Arrest total for Muskegon Heights is not known and subsequently not included
Source: listed police agencies

Summarily, the police departments differ in regard to cost-efficiency, the use of part-time resources, the nature and demands of the service area and the focus and intensity of police work and criminal response. All of these factors would need to be reconciled in planning for, and implementing a police authority for a large geographic area such as the Muskegon metro area.

As previously discussed in the fire service section, a related consideration would be the distribution of costs to communities participating in a police authority. In regard to funding a police authority, PA 57 of 1988 is the only legislation and approach for funding a multi-jurisdictional public safety authority through general levy. Put simply, under PA 57, each participating political jurisdiction agrees to incorporate in the authority, and then, by Council or Board resolution, orders a general referendum regarding a millage for funding. A simple majority vote is sufficient for passage. The tax is levied on all taxable property within the authority.

Exhibit 22 compares the percentages of total current police department costs for the seven metro communities and how these percentages would change in an authority funded by PA 57. Certainly, other funding arrangements could be arranged, but PA 57 is the generally accepted standard, and would be an active consideration.

Exhibit 22
Example Distribution of Police Service Costs Under PA 57 of 1988

Municipality	FY 2010-11 Police Budget	FY 2010-11 Percentage of Total Police Costs	2010 Taxable Valuation	% of Total Police Costs Borne by Property Owners Under PA 57
Muskegon	\$9,013,330	49.7%	\$723,209,538	25.5%
Muskegon Heights	\$1,841,518	10.2%	\$133,618,412	4.7%
Muskegon Township	\$1,608,322	8.9%	\$366,724,836	12.9%
North Muskegon	\$648,848	3.6%	\$141,910,534	5.0%
Norton Shores	\$3,315,540	18.3%	\$890,443,307	31.4%
Roosevelt Park	\$631,800	3.5%	\$120,045,838	4.2%
Fruitport Township	\$1,082,372	6.0%	\$456,150,127	16.1%
TOTAL	\$18,141,730	100%	\$2,832,102,592	100%

North Muskegon budget is FY 2010 and includes 35% added to all wage categories for benefits
Source: Muskegon County Equalization and municipal budgets

In addition to cost, there are distinct service differences between the communities. For example, the City of North Muskegon attempts to maintain two police officers at all times on-duty. With a low crime rate, the primary objective is pro-active patrol, visibility and related crime deterrence. The City of Roosevelt Park has a similar objective and situation. Bordering some high crime areas, police presence is deemed to be critical to public safety. In contrast, higher crime cities, such as Muskegon or Muskegon Heights, have high numbers of dispatched crime calls and likely face back-ups for less serious calls during peak response hours. The ability to engage in pro-active patrol is also more limited.

Consolidating these and other service models on a large scale basis would prove problematic. Inevitably, resources would be drawn and deployed to the geographic areas of greatest need. In this situation other communities would not receive the level of pro-active police presence which is expected by the citizenry.

As mentioned, a central system of police services contracted through the County Sheriff would avoid these issues. Under a well-developed system, such as the one functioning in Oakland County, communities could specify the level of police protection desired and pay a negotiated fee. Administrative costs would not be duplicated and overall cost would be lower. However, a system of this type must be gradually built. Oakland County, for example, began with several small contracts and gradually expanded to larger municipalities. Recently, police service was extended to the City of Pontiac. Washtenaw County has spent considerable time and effort in fashioning a mutually acceptable cost allocation plan and related cost-for-service levels. Similarly, for Muskegon County, this could only be seen as a long-range objective beginning on a smaller scale, as discussed in the following subsection.

Assumption of Police Services by a Neighboring Community

While we do not envision comprehensive police service consolidation as a viable short-term objective for the Muskegon area, we have concluded that several departments could be eliminated to achieve cost advantage. Both situations would be subject to the legal constraints discussed in Section II of the report. They include the following:

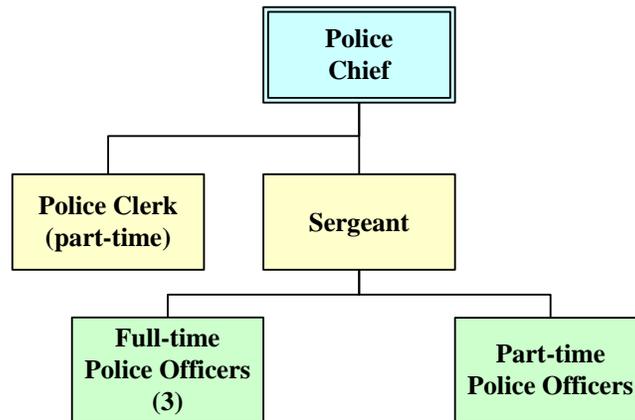
- Roosevelt Park contracts with Norton Shores
- Muskegon Heights contracts with the City of Muskegon or Muskegon County.

Each is discussed separately below.

The City of Roosevelt Park

The Roosevelt Park Police Department (RPPD) has a FY 2010-11 police budget of \$631,800. The organization of the Department (prior to any recent reductions) is illustrated in Exhibit 23.

Exhibit 23
Roosevelt Park Police Department Organization



Source: City of Roosevelt Park

The department has experienced some recent reductions in personnel and has reportedly lost the incumbent sergeant and one full-time police officer.

In regard to coverage, RPPD attempts to maintain two police officers on-duty at all times, except 4-6 am when staffing drops to one. The Department also has a contract-mandated swing shift which has reportedly been the source of significant overtime. As a contractually specified shift, it cannot be arbitrarily eliminated by management.

The total coverage area of Roosevelt Park is one square mile. The community is contiguous to the City of Norton Shores and shares heavily commercialized Henry Street with that community. In this sense the Norton Shores Police Department is very well positioned to provide service to

the one square mile area of Roosevelt Park. Moreover, with the passage of the public safety millage in Norton Shores – three full-time police officer positions will be reinstated.

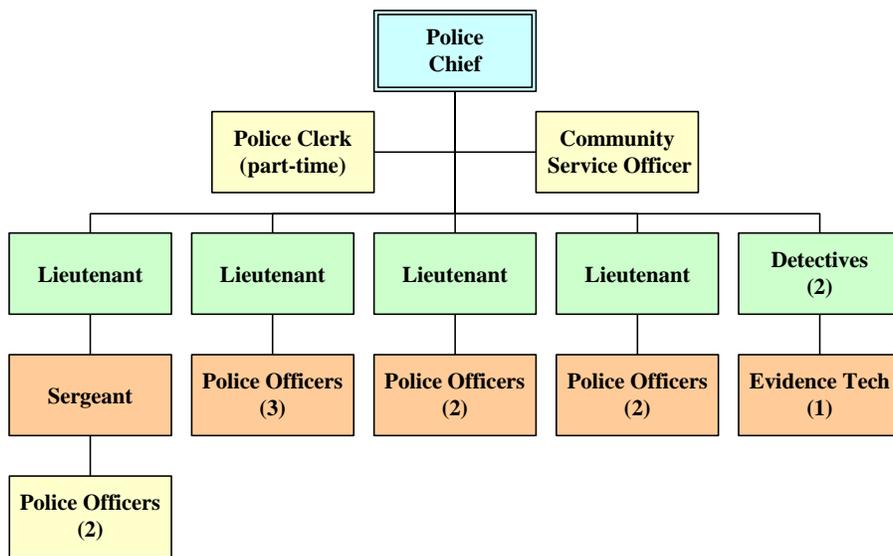
Pertinent to the issue of a service contract is the level of service that would be required. If Roosevelt Park desired a contract for occasional patrol, calls-for-service and related detective and administrative services, the Norton Shores Police Department may be capable of handling the expanded service area with the resources available. However, if a dedicated 24-hour presence was required, the Norton Shores Police Department would need to add resources. A rough calculation for staffing one full-time position round-the-clock is 4.2 personnel. If off-time is considered, the Norton Shores Police Department would need 5-6 new dedicated officers to fill the requirement of one-dedicated police officer. The cost of five officers (current wage and benefits at 40% of base wage) is approximately \$395,000. With the added cost of vehicle, fuel and added administration, the cost could easily approach \$450,000 – or more if six personnel were needed. With a budget of \$631,800 some cost savings could be achieved – the actual amount would depend on the contract cost found to be agreeable to both parties.

Summarily, if the Roosevelt Park community is willing to accept a lower police presence, it is likely that a significant cost savings can be achieved. If continued patrol is required, a lesser savings could result. Either alternative is a viable option for contracting police services. The current police contract in Roosevelt Park extends to 11-30-13; another factor that must be considered.

The City of Muskegon Heights

The Muskegon Heights Police Department (MHPD) has a FY 2010-11 budget of \$1,841,518. The organization of the Police Department is illustrated in Exhibit 24.

**Exhibit 24
Muskegon Heights Police Department Organization**



Source: FOIA organization chart

As seen in Exhibit 24, MHPD has 19 sworn staff including a three-person detective bureau and a community service officer. Patrol officers and command work 12-hours shifts – reportedly with the objective of maintaining two police officers on patrol duty at all times.

Muskegon Heights recorded 3,486 Parts 1 and 2 criminal calls for service in 2010, a fairly significant number for a community with a population of only 10,856. Related to this, a patrol strength of two officers is barely adequate, and likely inadequate during peak service periods. Other departments reportedly provide some service call and investigative back-up. Most notably, the Sheriff’s Office provides some weekend patrol funded by a grant. This assistance is limited to general patrol and back-up – not primary call response.

With a police budget of over \$1.8 million, a relatively heavy command structure and limited patrol capability, the City of Muskegon Heights should explore options for police services. One such option might involve the dissolution of MHPD, to be replaced by a police service contract with another municipal entity.

Two viable candidates for providing police services to Muskegon Heights would be the City of Muskegon and Muskegon County. The City of Muskegon shares a common border with Muskegon Heights and is well-grounded in community policing and urban crime response. Muskegon County is currently performing patrol duty and may be willing to negotiate a contract-for-service.

In our brief discussions with these two entities, there appears to be consensus that minimum staffing should need to be at a level of three patrol officers at all times. The Sheriff estimates that he would need to add a minimum of twelve positions to provide sufficient patrol, supervision and investigative services. This estimate appears to be modest. If we assume 15 positions we can very roughly estimate related costs as follows (using maximum pay rates).

• 12 Sheriff’s Deputies	\$677,476
• 3 Sergeant Level Positions	\$194,922
• Benefits at 40%	\$348,959
• Vehicles and fuel (6)	<u>\$200,000</u>
	<u>\$1,421,357</u>

The estimated cost for service (not contract cost) is roughly \$400,000 less than the current budgeted cost. This is only a rough estimate but does provide indication that cost savings can be achieved while increasing the number of police officers actively involved in patrol duty and criminal response.

It bears repeating that the above is a very rough estimate of cost. We have used maximum pay rates and overstated the Sheriff’s staffing estimate. However, benefit costs may be higher or actual staffing needs may differ. In this sense, the above estimate is only a starting point for the City of Muskegon Heights to begin active consideration of the services that the City of Muskegon or Muskegon County might provide.

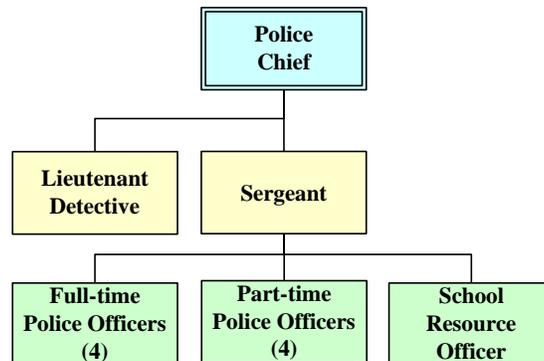
In regard to the City of Muskegon, The Police Department maintains a very comprehensive community policing program staffed by 9-10 police officers. Should Muskegon Heights ultimately contract with the City of Muskegon for police services this could be another feature of the police program. Community policing has proven its worth as a pro-active strategy for stabilizing vulnerable neighborhoods and could be cooperatively provided and coordinated between these two contiguous communities.

The Potential for a Police Authority in Whitehall/Montague

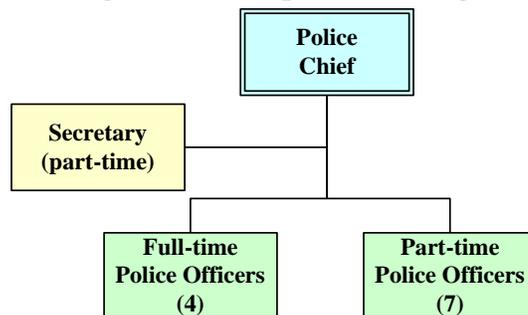
As previously discussed, it is extremely challenging for a small community to maintain a police department at a cost-efficient level – particularly if “round-the-clock” coverage is desired. Related to this, each position staffed on a 24-hour seven day basis requires 4.2 personnel. When off-time is added to the equation, the number increases accordingly. Additionally, a police chief, detective or other specialty position further adds to the number of personnel required. The result is a large number of personnel relative to other operations in a small city. Moreover, if crime rates are low and the service area is limited, resources tend to be underutilized. As a result, the police budget will command a disproportionate amount of the community’s General Fund resources and service outlay.

The Cities of Whitehall and Montague both have police departments. The organization of the police departments is illustrated in Exhibit 25.

**Exhibit 25
Whitehall Police Department Organization**



Montague Police Department Organization



Source: Applicable police agency

As seen in Exhibit 25, the two Departments combined have 13 total sworn full-time personnel and eleven part-time police officers. Considered on a full-time equivalent (FTE) basis, the two Departments had a combined 15 FTE in 2010, as reported for the State's PA 302 training report. The combined cost of the two agencies has been budgeted at \$1,415,014 for FY 2010-11, to service a combined population of 5,067 in contiguous service areas totaling a combined 6.17 square miles.

As previously illustrated in Exhibits 20 and 21, the crime and arrest rates in Montague and Whitehall are extremely low. Also, it can be expected that most criminals in the area would not distinguish between municipal boundaries. In this situation, the presence of two police departments is redundant.

In regard to police levels, the City of Whitehall maintains minimum staffing at two. With a larger administrative and command group, staffing may be as high as four during the day. The City of Montague maintains minimum staffing at one and staffs-up for weekends and summer season. Both departments have part-time personnel that can be used flexibly to help in achieving staffing objectives.

With a combined police department, it may be possible to eliminate personnel and still achieve an acceptable minimum staffing level of two on a round-the-clock basis for the two communities combined. To illustrate this option, we have developed four potential 12-hour shift schedules. These are included in Appendix C of the report. The schedules provide optional approaches for a combined police department operating with 10, 9, 8 or 7 full-time employees – while maintaining minimum staffing at two or more for almost all time periods. Part-time officers would supplement the full-time staff at varying levels, with part-time officer use increasing as full-time staffing is decreased.

Key features of the optional staffing/scheduling systems are as follows:

- Appendix C-1: A Police Chief, Detective and School Resource Officer are eliminated – the combined department would operate with 10 full-time police personnel supplemented by part-time officers.
- Appendix C-2: A Police Chief, School Resource Officer and two full-time Police Officers are eliminated – the combined department would operate with 9 full-time police personnel supplemented by part-time officers.
- Appendix C-3: A Police Chief, Detective, School Resource Officer and two full-time Police Officers are eliminated – the combined department would operate with 8 full-time police personnel supplemented by part-time officers.
- Appendix C-4: A Police Chief, Sergeant and four full-time Police Officers are eliminated – the combined department would operate with 7 full-time police personnel supplemented by part-time officers.

Each schedule has operational and cost advantages and disadvantages. Moreover, multiple additional test schedules are possible. Related to this, the Police Chief (for a combined department) would be the best judge of staffing and scheduling needs. From our perspective, the bottom-line is that a combined department could be operated with fewer staff at lesser cost.

Rough estimated cost savings calculated from the pay grade structures or contracts could be as follows (with benefits at 40% of wage):

- Police Chief (\$60,000 and benefits): \$84,000
- Detective (\$55,000 and benefits): \$77,000
- Each Police officer (\$50,559 and benefits): \$70,783
- Patrol vehicles eliminated (possibly two): \$50,000

The above is a very rough analysis intended only to provide a starting point for additional evaluation and consideration. It must also be noted that the increased use of part-time officers would add cost in this expenditure category (approximate \$16.15 maximum hourly rate with FICA) effectively offsetting some cost savings achieved from the elimination of full-time positions.

In regard to operating models, the Village of Spring Lake and City of Ferrysburg have a combined police department which reportedly works very well – both operationally and politically. The legal framework is an intergovernmental agreement in which a four person Board (two representatives from each jurisdiction) provide policy direction. A ten-year agreement is currently in place and the joint department has now operated for twenty-two years. The formula for cost sharing considers the following elements:

- Calls-for-service
- Number of Part 1 and Part 2 crimes
- Population.

The cities of Whitehall and Montague could use something similar or a PA 57 authority with a separate millage levied on the entire operating area. This is currently the situation for fire services and in that sense, may be an amenable community approach for funding.

A combined police department would be a radical change from the status quo. As an incremental approach, the cities could consider first combining the two police chief positions. This would most readily be accomplished when a vacancy exists in one or the other police chief positions. For administrative reporting, the Police Chief could report to a Board – similar to the Spring Lake/Ferrysburg model, or report to each City Manager. Reporting could be awkward at first, but each City would retain control over its respective police budget; and the two cities do have a track record of cooperative relations. Most importantly, such a move could serve as a test case and gradual move toward a later, more comprehensive merger of the two agencies.

C. PUBLIC WORKS AND INSPECTION SERVICES

The study of public works must recognize the differences in operating models and scope of responsibilities between departments and municipalities. In regard to scope of responsibilities, the nine studied municipalities may, or may not, have responsibility for the following:

- Water plant operation
- Water and sewer distribution systems maintenance
- Roads maintenance
- Engineering services
- Building and grounds maintenance
- Parks maintenance
- Forestry services
- Vehicle maintenance
- Water billing and other administrative duties
- Other public works services.

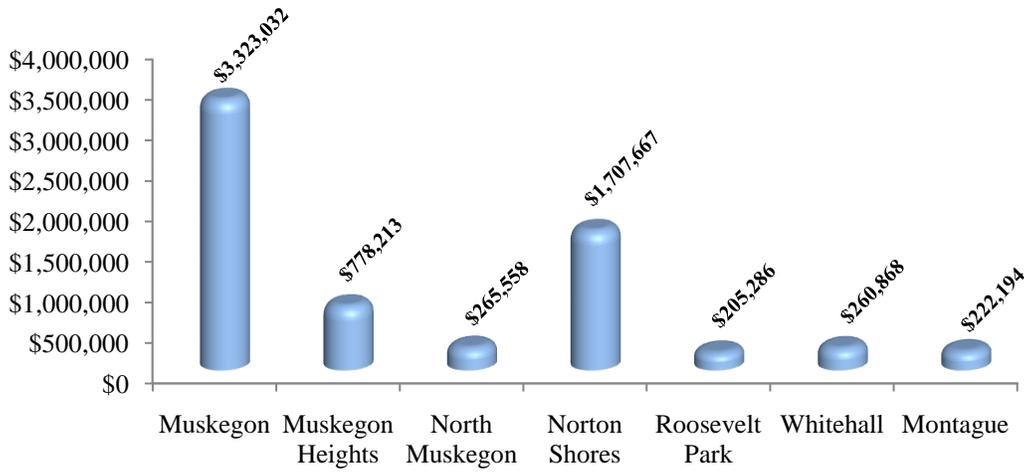
Related to the above, the operating models vary significantly, including the following distinctions:

- More or less reliance on part-time and seasonal employees
- Differing levels of reliance on the private sector for services
- Differing degrees of contracting with other municipalities to provide services
- Various levels of resource sharing between communities.

In addition to the above, from a financial perspective, public works operations may encompass six or more operating funds, including an assortment of mandated special revenue, internal service and enterprise funds. Summarily, a simple comparison of staffing or expenditures for public works services is not realistic or feasible.

A notable and highly visible service area is roads. Under State law (PA 51 of 1951) each city and county road commission receives road funding through the Michigan Transportation Fund (MTF). MTF is largely funded by fuel taxes paid at the service station. As illustrated in Exhibit 26, this transfer payment is a relatively significant revenue source for the funding of both road construction and ongoing maintenance for the local and major roads located in each city. (Note: township roads are maintained by the Muskegon County Road Commission. The Road Commission also receives MTF funding as its primary revenue source.)

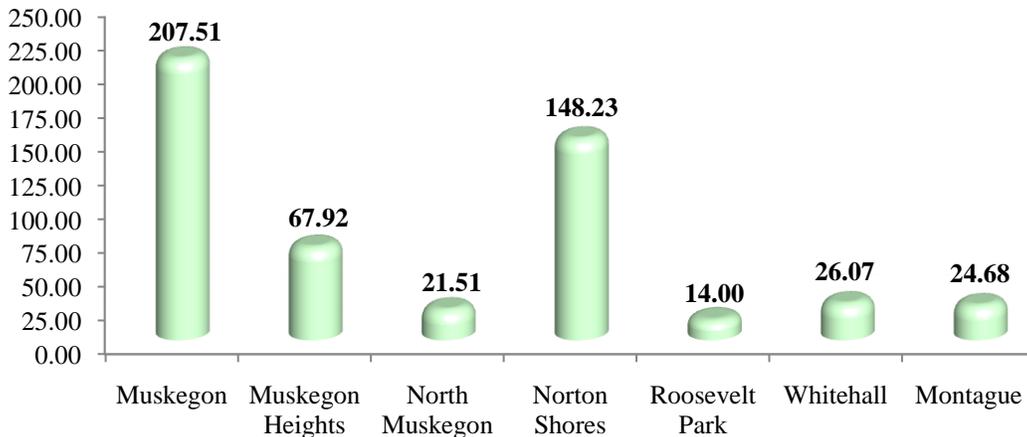
**Exhibit 26
Act 51 Roads Funding
Amount Received – 2009 Audited**



Source: 2009 Audited Financial Statements

The fuel tax is statutorily established at \$.19 per gallon for gasoline and lesser amounts for blends and diesel. As gasoline prices rise, the tax remains fixed – yielding no additional revenue. Additionally, increases in fuel economy and reductions in miles driven are both negatively influencing fuel consumption. In this situation, without legislative relief, municipalities will be experiencing continuing reductions in Act 51 revenue sharing. As seen in Exhibit 27, this situation impacts more than 500 miles of roadway for the seven studied cities.

**Exhibit 27
Miles of Major and Local Road Miles Maintained**



Source: Michigan Department of Transportation

Faced with this prospect, many municipalities are subsidizing the major and local roads budgets with scarce General Fund resources. Moreover, road condition is degenerating both in the

Muskegon-area and state-wide. In this situation, opportunities for cost savings in the area of public works take on particular importance.

In regard to shared-services for public works, much has already been accomplished in the Muskegon-area. As seen in Appendix A:

- Contracts between communities are numerous. The City of Muskegon has been particularly successful in providing public works services to neighboring communities such as Roosevelt Park, Muskegon Heights and Muskegon Township. With a full-service public works operation employing approximately 60 full-time field employees (excluding water plant), the City of Muskegon is best positioned to offer service contracts.
- Joint purchasing is prevalent including the use of the State of Michigan bid system, Oakland County and joint purchases arranged by the municipalities. A number of bids and purchases are also coordinated through the Muskegon County Road Commission including traffic signal maintenance, road striping and salt purchase.
- Resource sharing is common for occasional contracts, or on an informal basis for functions and equipment such as water taps, Vactor/sewer cleaning and various equipment loans.

Our study of shared-services for public works is intended to suggest areas where additional successes in shared-services can be achieved. Inspection services are also discussed in this section of the report. To facilitate review, the discussion is organized in the following subsections:

- The advantages of a solid waste authority
- The potential for contracting or consolidating public works services in select communities
- The potential for several smaller contracts-for-service
- Issues pertaining to inspection services.

Each is discussed separately below.

The Advantages of a Solid Waste Authority

At present, the nine studied communities have different approaches for solid waste pick-up and disposal. These are illustrated in Exhibit 28. As seen in the exhibit:

- Four of the municipalities have a community-wide service contract with a private provider. Two have special millages for solid waste and/or related services. Michigan law allows a maximum three mills levy for this purpose.
- In four communities, property owners contract individually for trash collection – selecting a service provider of their choice. One community, Norton Shores, has a millage for yard waste collection and spring clean-up.

- One community not participating in the study, Muskegon Township, reportedly provides trash pickup using in-house resources.

Exhibit 28
Solid Waste Methods and Funding Source

Community	Provider of Solid Waste Collection	FY 2010-11 Special Millage for Solid Waste
Muskegon	Private Service Contract	2.568
Muskegon Heights	Private Service Contract	2.99928
Muskegon Township	In-house	-
North Muskegon	Private Service Contract	1.3
Roosevelt Park	Private Service Contract	-
Norton Shores	Homeowner Contracts Separately	.7
Fruitport	Homeowner Contracts Separately	-
Whitehall	Homeowner Contracts Separately	-
Montague	Homeowner Contracts Separately	-

Source: Applicable municipalities and Muskegon County Equalization

Summarily, under the current system, solid waste disposal is completely decentralized. There is a Solid Waste Plan for Muskegon County (as mandated by the State), but it has not been updated since 1999. The County is currently working to revive a solid waste planning committee, and in the process, amend the Solid Waste Plan to include recycling.

In regard to recycling, the City of Roosevelt Park, Fruitport Village and Muskegon Township provide curbside recycling. In some other communities this is an optional service. There is no universal plan or coverage for this important component of waste stream reduction. Similarly, only a small hazardous materials drop-off site is operated by the County from May-October, two days per month.

A comprehensive approach to solid waste could potentially yield both environmental and cost saving advantages. If, for example, a county-wide authority was formed, the following benefits could potentially result:

- Centralized bidding for a solid waste hauling and disposal contract – possibly yielding cost savings through improved economy-of-scale.
- Less truck traffic in some communities (and associated noise and road wear) as pickup schedules became uniform.
- A conduit for implementing aspects of an updated Solid Waste Plan including recycling and waste stream reduction. In regard to the latter, less tonnage would equal lower solid waste costs for the participating municipalities.

A model for this type of cooperative arrangement is the Southeastern Oakland County Resource Recovery Authority (SOCRRA). Established under PA 179 of 1947, SOCRRA consists of 12

member communities with a population of approximately 275,000. SOCRRA's governing Board includes one representative from each member municipality with voting power based on tonnage received at the facility. SOCRRA's services include:

- Collective bidding for solid waste household services.
- Operation of a state-of-the-art Materials Recovery Facility (MRF) and related sale of commodities.
- Operation of a composting facility, including sale of compost, resident programs and free compost pickup for residents.
- A hazardous materials drop-off site with work-day access.
- Various programs with heavy volunteer participation related to waste stream reduction and environmental issues.

The SOCRRA experience could serve as a model for Muskegon County. An authority could initially seek a unified bid for collection and recycling services and gradually expand into the areas noted above. A unified bid could provide economy-of-scale and lower solid waste costs. As mentioned, a concerted effort on waste stream reduction, through recycling, could also lower the amount of waste requiring landfill, thus providing ongoing cost savings. SOCRRA and other solid waste authorities have realized these benefits and Muskegon County could experience similar outcomes.

The Potential for Contracting or Consolidating Public Works Services in Select Communities

As previously discussed, the variety of public works services provided in the studied communities differs dramatically – particularly among the larger communities. In this situation, it is difficult to envision total service consolidation across multiple borders – simply because service scope (and associated finances) differs so greatly. As has happened historically, it is more reasonable to look for individual service consolidation opportunities – some on a large scale (e.g. water, wastewater, solid waste) that can be clearly specified and implemented to achieve cost savings in particular, identifiable areas of public works activity.

However, with smaller communities, total service outsourcing or service consolidation could be a feasible approach – particularly in times of financial challenge. Among the seven studied communities, we have identified two such opportunities, as discussed below.

Roosevelt Park

The City of Roosevelt Park's FY 2011 budget lists expenditure totals for public works related activities as follows:

- General Fund DPW: \$390,200
- Major Roads: \$113,000
- Local Roads: \$143,300
- Sewer Fund: \$723,000
- Water Fund: \$694,000
- Equipment Fund: \$ 88,000

Summarily, it can be seen that public works is a major activity center – even in a small city of approximately one square mile.

We do not have the financial detail to evaluate specific expenditure areas in the above areas of public works outlay. This would require a more in-depth analysis beyond the scope of this study. Further, the City’s budget does not clearly distinguish personnel costs for FY 2011. Related to this, we have been unable to reconcile the specifics of the \$302,800 in personnel costs listed in the City’s FY 2011 budget with current staffing levels. Reportedly, the City has two full-time workers and two part-time workers in the Public Works Department. Based on the labor contract and the budget we have roughly estimated the bulk of field personnel cost at approximately \$150,000. These are the costs cited in the following paragraphs.

Service standards and levels are reportedly very high in Roosevelt Park. As examples, sidewalks are plowed, streets are typically plowed and cleared before 7am and leaves are vacuumed curbside in the fall. In this sense, the service crew is very responsive and resident service expectations are higher than most other communities included in the study.

At present, Roosevelt Park outsources several services to the City of Muskegon including equipment maintenance, water testing and 24-hour emergency back-up for utility issues. As a full-service operation, it is likely that the City of Muskegon could assume responsibility for all public works services in Roosevelt Park without adding significant numbers of personnel. (Note: An exact number would need to be determined and a contract amount offered.)

Net of a contract amount, the potential cost savings to the City of Roosevelt Park would need to come from the \$150,000 in personnel costs cited above and other areas of materials expenditure. Additionally, the City’s asset detail report (11-30-10) lists \$566,715 in equipment at book cost. The vast majority of this equipment is aged and in total, the equipment is almost totally depreciated. In this regard, the City can anticipate a significant level of new equipment costs in the near future. This cost could be avoided with a service contract.

As mentioned, there are not sufficient details to determine full cost impact of a contract option. This would be a separate, more in-depth study. Moreover, City residents obviously have a high level of pride in the City and support the higher service level. However, if finances worsen, the total outsourcing of public works services is one area that should be given further attention.

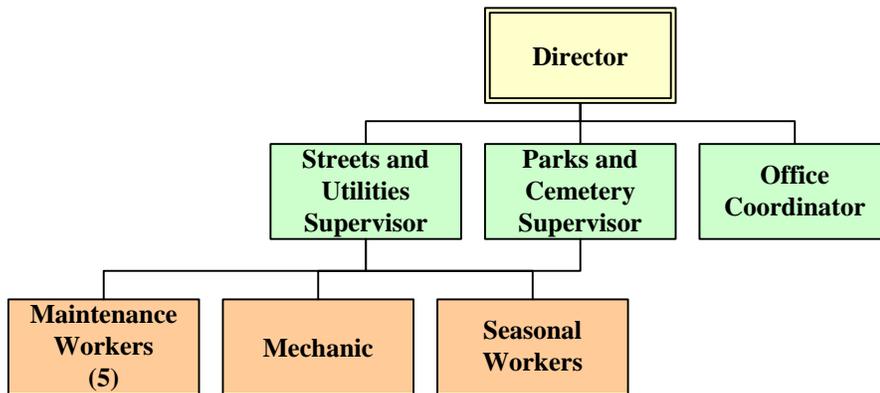
A similar case could be made for the City of North Muskegon. Services in this community are also at a very high level with services provided by a cadre of four full-time employees. However, the geographic separation of North Muskegon is greater than Roosevelt Park and may present temporal issues for duties such as snow plowing, utility emergencies and other tasks requiring

rapid response. Further, the service expectations of the community, and willingness and ability to pay would be active considerations in outsourcing such an important service area. As seen in Appendix A, North Muskegon has taken an incremental approach to shared-services, identifying and contracting for a number of specific services. In this sense, the community has followed a balanced approach; continuing to search for cost-efficiencies through service contracts, while still retaining responsibility for core services.

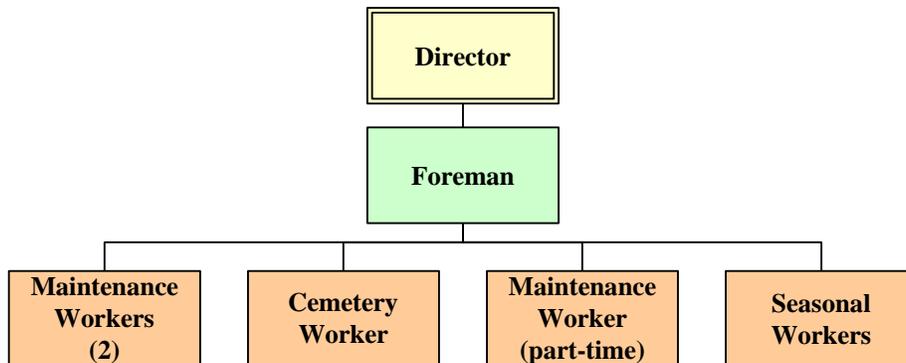
Whitehall/Montague

The Cities of Whitehall and Montague cooperate in a number of areas of public works. The two communities share crack-sealing equipment for roads and a remote water meter reading device. Resources are pooled for special events and informal equipment loans are frequent. In regard to operating models, the two public works departments are markedly different. As seen in Exhibit 29, Montague operates with a much lesser staffing level. Additionally, Whitehall’s workers are unionized, while Montague’s workers are not.

**Exhibit 29
Public Works Organizations
Whitehall DPW**



Montague DPW



Source: City budgets and information received

Essentially, Whitehall operates with double the full-time staffing employed in Montague. In this regard, the City of Montague would undoubtedly question the wisdom of merging with an entity that has higher costs and (in some areas) more expansive services. Moreover, each community has unique service requirements. Montague has more beach activity and invests heavily in related seasonal maintenance of toilets and facilities. Whitehall provides curbside pickup of leaves in the fall – a service that Montague deems too expensive. Simply put, service goals and objectives vary between the two communities.

Despite the differences, a combined public works could be a future goal. As noted, cooperation is already high between the two departments and further, incremental joint efforts could be added. Specifically:

- Equipment should be shared as much as possible. Whitehall in particular appears to be heavily invested in equipment. Large generalized equipment such as backhoes, loaders and snow removal dump trucks are difficult to share, since both communities typically need them for the same weather-related events. True consolidation would allow for some cost savings in these areas, but short of this, some redundancy is inevitable. However, the two communities should evaluate the combined equipment inventory and decide what can be jointly purchased or assigned.
- Purchasing should be done together whenever possible. Combining orders for items such as paper supplies, sand, topsoil and water maintenance and repair supplies could result in savings. Some joint purchasing is currently done, but additional opportunities may exist.
- The same could hold true for bidding. As an example, both cities use contractors for tree work so combining the bids could improve economy-of-scale. Both cities also contract for sweeping – a combined bid could be considered in this area.
- While it may not be feasible to physically combine the water systems, it does not mean that the maintenance of the systems cannot be combined at some level. Both systems have the same types of maintenance requirements and some preventive maintenance tasks could be jointly scheduled and combined.
- Montague could potentially use the Mechanic at Whitehall DPW to do some routine maintenance work. It may prove less costly to have a vendor do mechanical repair, but the Whitehall option should be explored.
- Combining efforts and resources during snow events could result in a more efficient operation. If it is possible to combine routes so one driver continues on into the other jurisdiction, it could save both communities time and effort. Also, reloading at the other City's yard may provide some time savings, depending on routing and location when the truck becomes empty.

In summary, there are many steps that can be taken on the road to service consolidation. The cooperative nature of the Whitehall/Montague relationship can potentially be expanded to accommodate additional, beneficial service sharing and in the process move the two communities closer to ultimate service consolidation.

The Potential for Several Smaller Contracts-for-Service

In addition to the above, we have identified several smaller shared-services opportunities that could yield cost-benefit to the participating municipalities. These include the following:

The Cities of Muskegon and North Muskegon

The Cities of Muskegon and North Muskegon both have radio read systems for water meter reading. With a radio read system, individual on-site meter reading is not necessary. Meters can be read from a drive-by or a remote location, and the data can then be uploaded into the billing software. In this sense, radio read has transformed meter reading from a mundane, labor-intensive task requiring significant man-hours.

The read systems in the two cities are apparently compatible; however, the City of Muskegon's system is much more efficient in regard to reading ability. The North Muskegon system requires the laborer to walk down the target street to receive the read signal. In contrast the Muskegon system can apparently record a large number of reads from one remote location.

In this situation it would be reasonable to have Muskegon take responsibility for meter reading and also possibly maintain the accounts for billing purposes. The City of North Muskegon would still be required to perform re-reads and other special tasks as well as read the meters in those portions of the City where radio read has not yet been instituted.

In regard to cost savings, the meter reading function is a shared activity among the four Public Works employees in North Muskegon. Similarly, water billing is only one function of a one-person Treasury Department with some desk assistance. Consequently, staff reductions could not be anticipated from the outsourcing of meter reading and billing. However, the City of North Muskegon is a very lean and efficient operation. In this regard, the hours saved by outsourcing could be put to good use on other tasks. This presumes that an acceptable service contract could be negotiated with the City of Muskegon.

Muskegon County Road Commission (MCRC)

MCRC is the conduit for a number of cooperative endeavors, primarily related to mass purchasing. Both county-wide road striping and traffic signal maintenance contracts are bid through MCRC, and a number of the municipalities "piggy back" for road salt purchase, sign materials and plow blades. In regard to services, MCRC has provided chip sealing for the Cities of Norton Shores and North Muskegon, among others.

For construction purposes, MCRC maintains a licensed survey crew. MCRC can justify this resource through its construction workload in summer and design activities in winter. However, with less construction activity, there may be workload capacity that could be outsourced to others. Related to this, reasonable cost parameters would need to be established for survey and construction inspection work if these services were to be provided to other Muskegon County governments. The private sector can be expected to be competitive in offering a cost-efficient

alternative. However, if a reasonable cost can be established, this is a viable shared-service that could benefit both MCRC and the user municipalities.

The City of Muskegon

The City of Muskegon has four Engineering Technicians and a vacant Assistant Engineer position. Additionally, the Director of Public Works is a licensed Professional Engineer. The Muskegon DPW has reportedly provided engineering services in the past to the Cities of Norton Shores, Roosevelt Park and Muskegon Heights related to design and construction.

As mentioned, the demand for engineering services can be cyclical and also vary between seasons. In this sense, it can be challenging to maintain employees at peak productivity levels. The City of Muskegon has an excellent track record in identifying opportunities to market its excess resource capacity to others. Engineering services could be a prime area for a broader application of shared-services – presuming the market price is competitive.

Issues Pertaining to Inspection Services

In conducting the study, we heard repeatedly that a consolidated building department should be considered as a potential target for shared-services. The suggested approach for this arrangement would be a centralized service that would be operated through Muskegon County. Grand Traverse County has a model of this type – serving many local jurisdictions with construction plan review, permitting and inspection services encompassing building, electrical, mechanical and plumbing.

With the housing market collapse, new construction has declined markedly across the state. In this situation, many building departments have experienced cutbacks. Other municipalities have retained staff to be used for code enforcement, rental unit inspections or other duties. Simply put, it is not a good point-in-time to be considering the formation of a large-scale building department.

From the County's perspective there could also be financial risk. PA 230 of 1972 requires public entities to account for revenues earmarked for building construction activities. The intent of this and later legislation is to guarantee that revenues do not exceed operating costs. In turn, permit fees must be limited to a level that assures that undue excesses do not occur. Consequently, from the County's perspective there is limited upside potential to consolidating this service and the potential downside of continued economic stagnation and corresponding operating losses.

In fact, the majority of the studies municipalities contract for this service with the private sector. This is illustrated in Exhibit 30.

Exhibit 30
Building Inspection Arrangements

Community	Building Inspection and Construction Trades: In-house or Outsourced
Muskegon	All trades in-house
North Muskegon	Contract
Roosevelt Park	Contract
Norton Shores	One inspector in house, trades are contracted
Fruitport	Contract
Whitehall	Contract
Montague	Contract through Board

Note: Data not available for City of Muskegon Heights and Muskegon Charter Township
Source: Applicable municipalities

Under the contracts, the inspectors are self-employed and receive a percentage of the inspection or plan review fee. If activity declines (as has been the case) the impact to the community is limited to the loss of its portion of the inspection fee. This makes a strong case for retaining the current system.

Another area of inspection activity focuses on rental properties. The City of Muskegon has a rental inspection program – a proven tool for maintaining minimum standards, identifying substandard housing and stabilizing neighborhoods. The City of Norton Shores has no rental inspection program despite the presence of a fairly significant number of rental units (i.e. 4,200). With a full-time building and trades inspection contingent as well as rental inspectors, the City of Muskegon could have the workload capacity to service the City of Norton Shores under contract. Though unpopular with landlords, a rental inspection fee could be used to finance the contract services received. A rental inspection ordinance would be required to implement an associated program.

D. CENTRAL SERVICES

Central services can be defined in a number of ways. For our purposes, it refers to those services provided by internal operations or administered from a central perspective.

As seen in Appendix A, a number of central services are currently consolidated through the County – available to municipalities who wish to enter into contract. As examples, Muskegon County Equalization performs assessment services for four of the nine studied communities and five additional townships. Geographic Information Services (GIS) are provided to five of the nine studied communities. The County also serves as the bonding agent for the municipalities in securing debt issues.

In regard to other central services, there are constraints that should be noted. Specifically:

- Automated systems and capabilities differ between the communities. As discussed in the following pages, these differences limit the ability to consolidate some central services.

- The "payback" may be limited for other services. In the smaller communities, payroll, tax collection and other financial duties are handled by very limited numbers of staff. In some cases, overflow work is absorbed by inexpensive part-time help. In these cases, very nominal cost savings, if any, would be achieved. Moreover, some duties may be removed from a productive position that will still be required. The City of North Muskegon is a good example of this. The Treasurer would still be required even if some nominal duties were removed. In its present form, it is a highly productive position.
- For the larger cities, differences in benefit costs and pension obligation have derailed previous attempts to consider consolidation of tax billing or other standard processes. Several cities cited the high cost of County workers as an effective deterrent to consolidating these services through the County.

Essentially, there are limitations on what can be realistically achieved through central services consolidation. Our discussion seeks to illustrate this point as well as identify areas where meaningful cost or service advantages can be realized. Toward this end, we have divided the discussion into the following subsections:

- Information technology and phones
- Joint purchasing
- Geographic Information System (GIS)
- Combined income tax administration.

Each is discussed separately below.

Information Technology and Phones

At present, each of the seven municipalities participating in the study has a separate phone system. In regard to information technology (IT), Exhibit 31 illustrates the methods used for IT support.

Exhibit 31
Information Technology

Community	General Ledger Software	Information Technology Support
Muskegon	Harris/GEMS	In-house
North Muskegon	BS&A	From Muskegon
Roosevelt Park	BS&A	Contractor
Norton Shores	Fund Balance	Contractor
Fruitport	BS&A	Contractor
Whitehall	BS&A	Contractor
Montague	BS&A	Contractor

Note: Data not available for City of Muskegon Heights and Muskegon Township
Source: Applicable municipalities

As seen in the exhibit, all communities except for the City of Muskegon contract for this service. The City of Muskegon has an in-house staff of three and provides IT support to the City of North

Muskegon. This has been set up remotely to provide system back-up and help desk assistance. Web publishing assistance is also provided. The negotiated cost is \$85 per hour. The spirit of the agreement has been to empower system users and act in a support role only. Site visits are used only as a last resort.

Muskegon County also has an IT operation serving the various County departments. The County has discussed providing services to others, but has not taken any action. In fact, any large scale initiative by either the County or City of Muskegon would be dependent on the availability of a reliable conduit (fiber or some form of wide area network connection). This type of connectivity does not currently exist on a consistent large-scale basis. Lacking a good conduit, shared-services from one location (for data hosting) could not be maintained on a remote basis. Support calls would require a "tech in a truck" to go from one location to another – an ineffective solution.

As a result, the consolidation of IT services can only be seen as a long-range future objective. A good starting point would be the inventory of existing fiber in the County. Essentially, determine where it is, how far it would need to run to connect offices and decide if a network is practical.

The consolidation of telephone systems may be a more practical objective. During our evaluation we were approached by a representative of Star2Star Communications, a company that promotes using a location's internet connection to provide a full featured system that connects telephones within an organization as well as connecting it to the public-switched telephone system. Essentially, phone lines become a pooled resource within the system.

A system of this type could potentially be used to provide consolidated phone service for communities in Muskegon County. Reportedly, a number of large organizations with multiple sites are using the system, including the U.S. Postal Service. The State of Michigan is also investigating the service. Should the municipalities wish to consider this option, logical first steps would be to research the issue, meet with credible service vendors, identify potential cost savings and ultimately issue a request for proposals.

Joint Purchasing

At present, Muskegon's local governments coordinate and/or take advantage of a myriad of joint purchasing opportunities. These include:

- Utilizing the State bid process for purchase of vehicles and other listed commodities (MIDEAL).
- Similarly, taking advantage of joint purchasing opportunities through Oakland County's bid process or bids organized through Muskegon County or the Muskegon County Road Commission.
- Working cooperatively between governments or professional associations (such as fire) to consolidate bids and purchases.

The obvious objective is to lower the unit price of a purchase by increasing quantity. The studied communities appear to be utilizing every available option to achieve this objective.

The next logical step would be the centralization of the purchasing function – ideally through Muskegon County. This could be an expensive process to initiate and implement, consequently it has never gotten beyond the discussion stage.

However, Kent County has implemented a purchasing model that Muskegon County could use to begin the centralization of the purchasing function. Known as a "reverse auction system", this purchasing model consolidates desired item quantities from the various municipalities for an "E-Bay style" bidding process among registered bidders. The system has been in place since August, 2009 and more than 650 auctions have been conducted since that time. To date, auctions have encompassed office supplies and equipment, electronics, furniture and some vehicles. All County departments use the system as well as twelve communities.

Kent County reports the auction process as easy to implement and efficient to conduct. Rather than adding staff, it has allowed for staff-time reductions. Savings have been significant with smaller communities initially realizing cost savings of 40% on average. The County and larger communities realized initial savings of approximately 15%. Over time, prices have been driven down, with minimum bids (as set by the County) reduced correspondingly. Shipping and accounts receivable are handled by the individual municipalities – not through the County.

Summarily, the reverse auction system would provide Muskegon County with an additional "tool" for mass purchasing. It may also be a further step toward a truly centralized purchasing function. A field trip to Kent County to view and discuss the system is suggested.

Geographic Information System

A Geographic Information System (GIS) is a software program that can be used to capture, store, analyze and present data that is linked to location. Essentially, it is an automated mapping system. For local government, a GIS project typically begins with a digital aerial photo on which roads and property boundaries can be determined. Overlay maps can then be created for virtually every municipal function, using location as the constant. Infrastructure maps, showing the location of in-ground utilities are a typical objective – but data can also be collected and analyzed for other municipal services ranging from police calls-for-service to forestry inventories and workload planning.

With the ever expanding capabilities and applications of GIS, many municipalities and counties are working diligently to implement these systems. However, in Muskegon County, GIS is still in the developmental stage.

Muskegon County has taken the initiative to coordinate the GIS effort. The GIS data is centrally hosted and municipalities can purchase a basic level of service contract. The contract provides for digital formatting and zoning, land use and specific project mapping. At present, 17 of the 27 municipalities participate. Among the nine studied communities, five participants participate, including the Cities of Muskegon, Norton Shores, Montague and Whitehall, and Muskegon

Township. Reportedly, the City of Whitehall has made significant progress in the mapping of infrastructure, supported by the service. Others also report positive results.

Ideally, all communities would participate. Annual fees for the four non-participating municipalities included in this study range from roughly \$1,500-\$6,000. Ultimately, all municipalities will have, and depend on GIS applications. A coordinated effort in Muskegon County will hasten this process and should be a primary objective of all local governments.

Combined Income Tax Administration

Of the nine communities targeted for this study, two have a local income tax: The Cities of Muskegon and Muskegon Heights. The cities are among 18 communities state-wide that levy an income tax. The tax rates are 1% for residents and 0.5% for non-residents employed in the City.

The City of Muskegon Heights was not a participant in this study, consequently our knowledge of administrative operations is very limited. Regarding income tax administration we have learned or presume the following:

- Income tax is administered by one employee.
- The City budgeted for \$1,100,000 in income tax revenue for FY 2009 (the last audited fiscal year).
- \$806,971 was collected or 73.4% of the budgeted amount in FY 2009.

We are not privy to the specifics of the budget process in the City of Muskegon Heights, and in turn, cannot evaluate the accuracy of the budgeted income tax total. However, a collection rate of 73.4% should be a cause of some concern. With only one employee involved in income tax administration, it is conceivable that some tax dollars are being lost from lack of income tax planning and enforcement.

In contrast, the City of Muskegon has a staff of five in the income tax division including an Income Tax Auditor. Income tax collections totaled \$6,482,290 in FY 2009, a 4.5% positive variance from the budgeted amount.

Related to the above, this would appear to be an ideal situation for a service contract in which the City of Muskegon would administer the income tax function for the City of Muskegon Heights. With increased focus on withholding, collection and compliance, revenues would likely increase. The result could be a situation in which each City gains.

E. WATER PRODUCTION

Water facilities, water contracts and water rates have been ongoing topics of discussion, and in some cases litigation among the Muskegon area communities. This is not uncommon for water services in Michigan – relationships between water providers and wholesale customers can easily be strained by rate increases, representation or other matters that affect cost and service.

Presently, there are four municipal water production facilities utilized by the nine studied communities. These are owned and operated by the following:

- City of Muskegon, serving:
 - City of Roosevelt Park
 - City of North Muskegon
 - Muskegon Charter Township (portion south of Muskegon River)
 - County Northside System (includes portions of Dalton Township, Laketon Township, Fruitland Township and Muskegon Charter Township)
- City of Muskegon Heights, serving:
 - City of Norton Shores
 - Fruitport Township
- City of Montague
- City of Whitehall.

While there is the opportunity and much desire for service sharing or consolidation in the water area, it is important to note that developing an optimal arrangement will be complex, due to a number of factors that include engineering requirements, legal matters and financial considerations. Within the context of these limitations, we have summarized several options for shared water service arrangements, and noted the potential benefits and challenges of each option. These are discussed in the following pages.

The Cities of Montague and Whitehall have stated they have no interest or need to engage in discussion of water consolidation, as they believe their current municipal water systems are sufficient to meet the needs of their communities. Additionally, they believe the cost of water to their customers would increase substantially if they moved to a more regional water delivery approach, given the distance from the other water production facilities in Muskegon and Muskegon Heights. For these reasons, we have not included Montague and Whitehall in our evaluation of water consolidation and shared-service options.

Current Water Production Facilities

Prior to any discussion on water services consolidation, it is important to understand the current and expected future water capacity needs of the area. At the present time, the Muskegon and Muskegon Heights plants reportedly have a combined capacity of 65 million gallons per day (MGD). The design capacities of each plant are presented in the table below. The combined peak daily flow requirement for the communities served by both plants is just less than 35 MGD, while average daily flow is about 16 MGD.

	Plant Capacity (MGD)	Average Daily Flow (MGD)	Peak Daily Flow (MGD)
Muskegon	40.0	9.3	20.8
Muskegon Heights	25.2	6.3	14.0
Totals	65.2	15.9	34.8

The West Michigan Shoreline Regional Development Commission estimates population growth countywide could increase by 12.5% between 2010 and 2035. Should the rate of water consumption mirror the population forecast, peak daily flow for the communities currently served by the Muskegon and Muskegon Heights water plants could reach 40 MGD in 25 years. Further, the addition of any major commercial and industrial users could significantly increase daily flow. In contrast, the loss of a major customer, water saving technologies or a change in individual usage patterns could result in a reduction in daily flow. Summarily, we cannot predict if both plants would be needed to service future need and what capacity upgrades are possible or realistic.

Should the communities decide to explore a more regional water system, there may be benefits to having two separate production facilities, including redundancy and easily expandable production capabilities. Conversely, a significant downside of operating two water plants would be the higher costs associated with maintaining the two plants, rather than one, for the region.

Current Water Rates

The City of Muskegon's rate structure is currently comprised of three separate commodity rates:

- In-city customers: \$1.872/1,000 gallons
- Wholesale rate to Roosevelt Park, Muskegon Charter Township and North Muskegon: \$2.527/1,000 gallons
- Wholesale rate to County Northside system: \$2.340/1,000 gallons.

The City of Muskegon Heights also charges a separate rate for in-city customers and wholesale customers:

- In-city customers: \$1.42/1,000 gallons
- Wholesale rate to Norton Shores and Fruitport Township: \$1.775/1,000 gallons

It should be noted that it is not uncommon to see different rates for wholesale customers, due to the individual needs and contractual arrangements of each wholesale community.

In addition to the above commodity rates, each customer community also charges customers for debt service and distribution costs. These costs can vary substantially between communities, depending on customer base, design and age of system, size and geography of distribution area, water storage needs, and other factors, and in turn, add substantially to the customer rate. As an example, Norton Shores and Fruitport Township both have significant debt resulting from the upgrade of the Muskegon Heights facility – these costs add significantly to the cost of water.

The variation in wholesale rates among the communities in the region could be reduced with a shared services arrangement. The degree of rate equalization possible would depend on the service sharing arrangement implemented.

Options Related to Shared Water Service for the Muskegon Area

There are multiple options for water service consolidation or service-sharing in the Muskegon area. We have provided information on five of these options below. First, an outline of the requirements and potential outcomes is presented. Secondly, Exhibits 32-34 summarize the impacts on each community. As noted, this is a very preliminary evaluation, intended to capture and summarize information that can be used to guide future decision-making. Specific options for water service include the following:

1. Create a New Water Authority Consisting of All Communities Currently Served by the Muskegon and Muskegon Heights Systems

- Will require time to implement:
 - Need to determine the enabling legislation under which the authority would be created (there are several options, each with its own benefits and limitations)
 - The assets of the different utilities would have to be appraised
 - Articles of incorporation and bylaws would have to be drafted, revised and approved by all member communities
 - Governance/voting power issues could require time to negotiate
 - Financing would have to be arranged.
- Initial costs could be higher than a system owned by an existing municipality:
 - Debt costs would be higher (no bond rating/experience of the authority)
 - Operational inefficiencies are common in newly formed organizations.
- Would need to determine if the Muskegon Heights plant continues operation.
- Financial and legal analyses would be required to determine feasibility of selling water plant(s) to a regional authority:
 - Some bond/grant provisions may restrict ability to transfer ownership of the plant
 - See notes below regarding existing debt on the Muskegon Heights plant.

2. Create a New Water Authority Consisting of Muskegon Heights, Norton Shores and Fruitport Township

- As with Option 1, requires time to implement and could face political roadblocks on various issues.
- Significantly less costly option than building a new plant to serve Norton Shores and Fruitport Township.
- Could provide a cash infusion to Muskegon Heights, amount depending on the net asset value of the plant.
- Financing costs could potentially be higher, given the lack of bond rating of the authority.

- Financial and legal analyses could be required to determine feasibility of selling water plant to a regional authority
 - Some bond/grant provisions may restrict ability to transfer ownership of the plant
 - See notes below regarding existing debt on the Muskegon Heights plant.
- Fruitport Township and Norton Shores have formed the West Michigan Regional Water Authority in an attempt to look at this option as the potential water source of the future.

3. County Purchases and Operates both Muskegon and Muskegon Heights Plants

- Authorized under County Public Improvements Act (similar arrangement to the Muskegon County wastewater utility).
- Potential cash infusion for Muskegon and Muskegon Heights.
- See notes below regarding existing debt on the Muskegon Heights plant.
- Muskegon Heights plant may not be required to meet water demand, which calls into question its economic value in this option.
- Financial and legal analyses would be required to determine feasibility of selling water plant(s) to the County:
 - Some bond/grant provisions may restrict ability to transfer ownership of the plant
 - See notes below regarding existing debt on the Muskegon Heights plant.

4. City of Muskegon Expands Distribution to Include Muskegon Heights, Norton Shores and Fruitport Township

- Muskegon plant may have sufficient capacity to serve expanded customer base.
- Muskegon Heights water plant may or may not be required to meet capacity needs:
 - Potential for Muskegon Heights to sell asset/land, which could benefit General Fund.
- Of all options, this may be the most expedient, since no new authority would need to be created, and there would be no change in ownership of either water plant.
- Operational efficiencies could be achieved:
 - Marginal operating costs of serving larger area would likely be minimal
 - Reduces redundancies associated with operating two separate systems
 - Fixed costs spread over larger customer base.
- Current Muskegon wholesale customers could see a reduced wholesale rate, due to larger customer base over which to spread costs.

- Further considerations required:
 - Determination of role of wholesale customers in influencing operating and financial decisions
 - Engineering study to determine:
 - Capacity of Muskegon plant to ensure sufficiency of meeting maximum day and maximum hour water needs of enlarged service area
 - Required changes to connect Muskegon system with Muskegon Heights and Norton Shores/Fruitport Township systems
 - Necessary changes to water storage capacity to meet volume and pressure requirements
 - Additional pumping power required to provide sufficient pressure to expanded service area
 - Costs associated with expanding service area (both capital and operating costs)
 - Resolution of Muskegon Heights water revenue bonds
 - Clarification of disposition of Muskegon Heights' water plant assets
 - Rate analysis
 - Revised retail and wholesale rates
 - Updated rate methodology
 - Development of clearly defined utility financial policies.

- The City of Muskegon has expressed an interest in working with its existing wholesale customers, as well as Muskegon Heights, Norton Shores and Fruitport Township, to identify potential terms which could result in rates comparable to or lower than what each of these customers currently pays.

5. Norton Shores and Fruitport Terminate Agreement with Muskegon Heights and Construct a New Water Plant to Service These Communities

- Most costly of any of the options being considered (2010 engineering study suggests construction costs could exceed \$51 million).
- Norton Shores and Fruitport Township would see an increase in control of water plant operations and capital expenditures. The future impact on rates will require further analysis.
- Requires a four-year notice of termination of Muskegon Heights water service agreement (termination notice has been submitted by Fruitport Township). Related to the impending contract termination, Norton Shores and Fruitport Township have created the West Michigan Regional Water Authority, and established a framework "to acquire, own, improve, enlarge, extend, and operate a water supply system." The authority could also elect to purchase water from the City of Muskegon, in lieu of constructing a new plant.
- Adds unnecessary production capacity to the region, at significant cost.

- Customers in Norton Shores and Fruitport Township could see increases in rates to fund water production, due to construction costs of new plant, and debt settlement costs with Muskegon Heights (Note: the 2010 Prein & Newhof Water Supply Alternative Study did not include debt settlement costs associated with the Muskegon Heights plant in their comparison of potential rates under the four alternatives presented – this would be an additional cost.).
- The cost of water to Muskegon Heights customers could increase substantially, due to the increase in fixed costs that must be recovered from a smaller customer base.
- Muskegon Heights plant would likely become financially unsustainable with loss of Norton Shores and Fruitport.
- Environmental impact of a new water plant may not be justifiable, given capacity available in the region.

Notes related to Muskegon Heights existing debt and water services agreement:

Existing debt on Muskegon Heights plant/system would need to be addressed before undertaking any change in wholesale customers, ownership or ceasing plant operations. Specifically:

- Existing bonds were issued as water system revenue bonds (assumes Muskegon Heights has a water system through which it can recover debt costs).
- A cost sharing agreement is in place between Muskegon Heights, Norton Shores and Fruitport Township , governing each community’s financial obligation for the bond payments.
- If original water services agreement is terminated, there is a requirement that “Norton Shores and Fruitport Township agree to make payments to Muskegon Heights sufficient to service their portion of the debt”.
- An amendment to the agreement provides further clarification and requirements in the event of termination: “Norton Shores and Fruitport each agree as a condition of termination to make a termination payment to Muskegon Heights in an amount equal to (i) all its unpaid water bills... plus (ii) the then present value of its portion of the remaining debt”.
- Norton Shores and Fruitport are required to give four years notice of intent to terminate.
- Simply put, a change in the water service agreement would result in a defeasance of the bonds. The first opportunity to call the bonds appears to be 11/1/2015.

The following exhibits 32-34 summarize the above discussion in the following manner:

- Exhibit 32: Summary of Potential Financial Impacts for each Community
- Exhibit 33: Summary of Capacity Impacts for each Community
- Exhibit 34: Summary of Potential Impacts on Community Control for each Community

In regard to color coding:

- Green indicates an improved position for the particular community
- Yellow indicates no real change from status quo

- Lighter red indicates the potential for some negative impact
- Red indicates the potential for a negative impact for the community.

Exhibit 32
Water Plant Ownership/Operations Arrangement Options
Summary of Potential Financial Impacts of
Each Option, By Affected Community

Options Financial Impacts on Communities	Create a New Water Authority Consisting of All Communities Currently Served by Muskegon and Muskegon Heights Systems	Create a New Water Authority Consisting of Muskegon Heights, Norton Shores and Fruitport	County Purchases and Operates both Muskegon and Muskegon Heights Plants	City of Muskegon Expands Distribution to Include Muskegon Heights, Norton Shores and Fruitport	Norton Shores and Fruitport Construct a New Water Plant to Service These Communities
Fruitport	Costs may be higher if Authority owns & operates 2 water plants	Cost of water treatment & debt could remain close to current levels	Cost of water may be higher if County owns & operates 2 water plants	Some increased costs associated with connection to Muskegon	Significant costs of new construction & settling portion of MH plant debt
Muskegon	May realize a financial gain from sale of water plant to authority	Not included in option	May realize a financial gain from sale of water plant to County	Could be fiscally neutral for City	Not included in option
Muskegon County	Not included in option	Not included in option	Should be structured to be fiscally neutral for County	Not included in option	Not included in option
Muskegon Heights	May realize a financial gain from sale of water plant to authority	May realize a financial gain from sale of water plant to authority	May realize a financial gain from sale of water plant to County	Retains water plant assets/property. Could be sold to pay off debt	Significant loss of customer base, resulting in large increase in rates
Muskegon Township	Costs may be higher if Authority owns & operates 2 water plants	Not included in option	Cost of water may be higher if County owns & operates 2 water plants	Potential for reduced wholesale rate, due to larger customer base	Not included in option
North Muskegon	Costs may be higher if Authority owns & operates 2 water plants	Not included in option	Cost of water may be higher if County owns & operates 2 water plants	Potential for reduced wholesale rate, due to larger customer base	Not included in option
Northside System	Costs may be higher if Authority owns & operates 2 water plants	Not included in option	Cost of water may be higher if County owns & operates 2 water plants	Potential for reduced wholesale rate, due to larger customer base	Not included in option
Norton Shores	Costs may be higher if Authority owns & operates 2 water plants	Cost of water treatment & debt could remain close to current levels	Cost of water may be higher if County owns & operates 2 water plants	Some increased costs associated with connection to Muskegon	Significant costs of new construction & settling portion of MH plant debt
Roosevelt Park	Costs may be higher if Authority owns & operates 2 water plants	Not included in option	Cost of water may be higher if County owns & operates 2 water plants	Potential for reduced wholesale rate, due to larger customer base	Not included in option

Exhibit 33
Water Plant Ownership/Operations Arrangement Options
Summary of Potential Capacity Impacts of
Each Option, By Affected Community

Options Capacity Impacts on Communities	Create a New Water Authority Consisting of All Communities Currently Served by Muskegon and Muskegon Heights Systems	Create a New Water Authority Consisting of Muskegon Heights, Norton Shores and Fruitport	County Purchases and Operates both Muskegon and Muskegon Heights Plants	City of Muskegon Expands Distribution to Include Muskegon Heights, Norton Shores and Fruitport	Norton Shores and Fruitport Construct a New Water Plant to Service These Communities
Fruitport	MH plant may be forced to shut down. New plant lower capacity	No change to production capacity with ownership change in plant	No change to production capacity if County keeps both plants in operation	MH plant would be put offline, unless capacity study indicates need	MH plant may be forced to shut down. New plant lower capacity
Muskegon	MH plant may be forced to shut down. New plant lower capacity	No change to production capacity with ownership change in plant	No change to production capacity if County keeps both plants in operation	MH plant would be put offline, unless capacity study indicates need	MH plant may be forced to shut down. New plant lower capacity
Muskegon County	MH plant may be forced to shut down. New plant lower capacity	No change to production capacity with ownership change in plant	No change to production capacity if County keeps both plants in operation	MH plant would be put offline, unless capacity study indicates need	MH plant may be forced to shut down. New plant lower capacity
Muskegon Heights	MH plant may be forced to shut down. New plant lower capacity	No change to production capacity with ownership change in plant	No change to production capacity if County keeps both plants in operation	MH plant would be put offline, unless capacity study indicates need	MH plant may be forced to shut down. New plant lower capacity
Muskegon Township	MH plant may be forced to shut down. New plant lower capacity	No change to production capacity with ownership change in plant	No change to production capacity if County keeps both plants in operation	MH plant would be put offline, unless capacity study indicates need	MH plant may be forced to shut down. New plant lower capacity
North Muskegon	MH plant may be forced to shut down. New plant lower capacity	No change to production capacity with ownership change in plant	No change to production capacity if County keeps both plants in operation	MH plant would be put offline, unless capacity study indicates need	MH plant may be forced to shut down. New plant lower capacity
Northside System	MH plant may be forced to shut down. New plant lower capacity	No change to production capacity with ownership change in plant	No change to production capacity if County keeps both plants in operation	MH plant would be put offline, unless capacity study indicates need	MH plant may be forced to shut down. New plant lower capacity
Norton Shores	MH plant may be forced to shut down. New plant lower capacity	No change to production capacity with ownership change in plant	No change to production capacity if County keeps both plants in operation	MH plant would be put offline, unless capacity study indicates need	MH plant may be forced to shut down. New plant lower capacity
Roosevelt Park	MH plant may be forced to shut down. New plant lower capacity	No change to production capacity with ownership change in plant	No change to production capacity if County keeps both plants in operation	MH plant would be put offline, unless capacity study indicates need	MH plant may be forced to shut down. New plant lower capacity

Exhibit 34
Water Plant Ownership/Operations Arrangement Options
Summary of Potential Impacts on Community Control Under
Each Option, By Affected Community

Options Degree of Control in Each Community	Create a New Water Authority Consisting of All Communities Currently Served by Muskegon and Muskegon Heights Systems	Create a New Water Authority Consisting of Muskegon Heights, Norton Shores and Fruitport	County Purchases and Operates both Muskegon and Muskegon Heights Plants	City of Muskegon Expands Distribution to Include Muskegon Heights, Norton Shores and Fruitport	Norton Shores and Fruitport Construct a New Water Plant to Service These Communities
Fruitport	Greater control & decision making authority	Greater control & decision making authority	No change under this option	No change under this option	Greater control & decision making authority
Muskegon	Lower degree of control & decision making authority	No change under this option	Loss of control of asset and operations	Expands control of water production in region	No change under this option
Muskegon County	No change under this option	No change under this option	Gains ownership and control of regional water production services	No change under this option	No change under this option
Muskegon Heights	Lower degree of control & decision making authority	Lower degree of control & decision making authority	Loss of control of asset and operations	Loss of control of asset and operations	Loss of control of asset and operations
Muskegon Township	Greater control & decision making authority	No change under this option	No change under this option	No change under this option	No change under this option
North Muskegon	Greater control & decision making authority	No change under this option	No change under this option	No change under this option	No change under this option
Northside System	Greater control & decision making authority	No change under this option	No change under this option	No change under this option	No change under this option
Norton Shores	Greater control & decision making authority	Greater control & decision making authority	No change under this option	No change under this option	Greater control & decision making authority
Roosevelt Park	Greater control & decision making authority	No change under this option	No change under this option	No change under this option	No change under this option

Summary and Conclusion

Cooperative efforts related to water services (and other utilities) are not uncommon in the Muskegon area. Existing arrangements demonstrate the feasibility of sharing this vital municipal service among neighboring communities. Some examples of service sharing include:

- The City of Norton Shores and Fruitport Township jointly own and operate an elevated storage tank, which serves both communities.
- While Muskegon Heights retains ownership and operating discretion of its water plant, Norton Shores and Fruitport Township have a voice in some decisions, as outlined in the 1997 water service agreement between the three communities. The current disagreements between Muskegon Heights and its wholesale customers demonstrate the challenges that can arise from disproportionate representation in such a significant service area.
- Norton Shores and Fruitport Township have recently formed a new water authority, establishing a potential framework for future shared municipal water services in the region. These municipalities hope to attract other communities to join in this cooperative effort.
- The Northside Water System and Eastside Water System are cooperative efforts between Muskegon County and Dalton Township, Laketon Township, Fruitland Township and Muskegon Charter Township, in which the County owns and operates the transmission and distribution lines, and is responsible for all debt issuance and repayment.
- Muskegon County also owns and operates the regional wastewater collection and treatment facility, which has been a successful example of shared municipal services for nearly 40 years.

Given these and other shared-service arrangements in the region, it would seem likely that an arrangement could be agreed-upon for regional water provision. As noted earlier, there are significant engineering, financial and legal issues that must first be addressed before a successful operating and governance structure could be concluded. Despite these challenges, it is our conclusion that there appears to be sufficient evidence to suggest that combining water services in the Muskegon area as opposed to continuing the current arrangements is a direction that should be explored. Option 4, (i.e. City of Muskegon expands distribution to include Muskegon Heights, Norton Shores and Fruitport Township) is the least encumbered alternative and, as such, would provide a logical starting point.

* * * * *

In the following Section IV we present an overview of the suggestions for shared-service targets summarized in matrix form.

SECTION IV

SUMMARY OF SHARED-SERVICE TARGETS

SECTION IV
SUMMARY OF SHARED-SERVICE TARGETS

In this section of the report, we summarize shared-services opportunities identified and discussed in the previous section. As discussed, some opportunities may be more readily achieved. Others will require an incremental approach and some may be found to have limited value and will be discarded. In all cases, our suggestions are presented as a “starting point” to facilitate additional analysis and evaluation and provide a framework for the Community Service Improvement Plan. Within this context, our nineteen suggested targets for shared-services are summarized in the following Table A.

Table A
Summary of Shared-Services Targets

Potential Shared-Service - Opportunity	Municipalities or Departments Affected	Main Reference Page
Fire Contract-for-Services	Muskegon Heights contracts fire services to Muskegon or Norton Shores	III-10
Ladder Truck Joint Purchase/Deployment	Muskegon-Area Fire Departments determine location and specifics	III-11
Police and Fire Training Facility	All county-wide police and fire agencies utilize - funding must be determined	III-12
Police Contract-for-Services	Roosevelt Park contracts police services to Norton Shores	III-20
Police Contract-for-Services	Muskegon Heights contracts police services to Muskegon or Muskegon County	III-21
Collaborative Community Policing	Muskegon Heights collaborates on community policing with Muskegon	III-23
Police Authority	Montague and Whitehall form a police authority	III-23
Solid Waste Authority	All or most communities form a solid waste authority	III-28
Public Works Contract-for-Services	Roosevelt Park contracts remaining public works operations to Muskegon	III-30
Combined Public Works Operations	Montague and Whitehall incrementally combine public works operations	III-32
Contract for Meter Reading and Billing	North Muskegon contracts water meter reading and billing to Muskegon	III-34
Contract for Survey Services	Muskegon County Road Commission contracts survey services to others on demand	III-34
Contract for Engineering Services	Muskegon contracts engineering services to others on demand	III-35
Contract for Rental Inspections	Norton Shores contracts with Muskegon for rental inspections	III-36
Consolidated Telecommunications	Muskegon area communities combine phone systems	III-37
Centralized Purchasing	Muskegon County institutes Reverse Auction purchasing process for all communities	III-38
Centralized Geographic Information System	Ten non-participating communities join County's GIS initiative	III-39
Contract for Income Tax Administration	Muskegon Heights contracts with Muskegon for income tax administration	III-40
One Water Production System	All Muskegon area communities joined in one common water production system	III-40

APPENDIX A
EXISTING SHARED-SERVICES

**APPENDIX A-1
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF MUSKEGON**

Service Area:	All, Some or Select Services Provided to the City of Muskegon by:	Description(s) of the Services Provided to the City of Muskegon:	Services Provided by the City of Muskegon to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Administration/Finance	Muskegon County	Muskegon County is bonding agent. Also, contract for mail and copiers and printers with Muskegon County		
Assessing	Muskegon County	Property assessment		
Elections				Quantity purchase of election materials through County and County-wide election notices
Purchasing			Trucks and road material - consolidated bid through Road Commission	Trucks and road material - consolidated bid through Road Commission, some cooperative purchasing though Muskegon County
Information Technology			IT support to North Muskegon (possibly Dalton Township and City of Whitehall in the future)	Hardware shared with Muskegon County
GIS	Muskegon County	GIS mapping and related services		
Economic Development	Muskegon Area First, West Michigan Shoreline Regional Development Commission	Economic development services		
Community Development/Planning			Provide CDBG administration for Norton Shores	
Fire services				County-wide mutual aid
Police services	Muskegon County	Use County Prosecutor for civil violations	Install and inspect firing mechanisms for Muskegon Township	West Michigan Enforcement Team, Muskegon Cold Case Team, West Michigan Criminal Justice Training Consortium
911- Dispatch	Central Dispatch Authority	Police, fire and other emergency dispatch services		

APPENDIX A-1 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF MUSKEGON

Service Area:	All, Some or Select Services Provided to the City of Muskegon by:	Description(s) of the Services Provided to the City of Muskegon:	Services Provided by the City of Muskegon to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Ambulance services	PROMED	BLS and ALS response and medical transport		
Engineering and survey services			Design and survey work to Norton Shores, Roosevelt Park, North Muskegon	
Road repair	Muskegon County Road Commission	Road Commission provides various road repair services	Trunk line maintenance to State of Michigan	"Piggybacks" on Norton Shores snow plow blade purchases
Traffic signals	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Vactor and sewer jetting			Service to Roosevelt Park, Fruitport Township, Laketon Township	
Crack sealing			Service to Muskegon Township, Roosevelt Park, possibly Muskegon Heights in 2011	
Street sweeping			Service to North Muskegon, though also use private contractor	
Centerline/Striping	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Vehicle maintenance			Muskegon Township, Roosevelt Park, Muskegon Heights	
Landfill or transfer station	Muskegon County	County facility services haulers and others		
Household hazardous waste program	Muskegon County	County-wide program		
Water production			Roosevelt Park, North Muskegon, Northside System, Muskegon Township (south)	Interconnect with Muskegon Heights system
Water distribution system			Muskegon Township, Northside System, Laketon Township, Dalton Township- also 2"+ taps to many, and stand-by emergency for Roosevelt Park	

APPENDIX A-1 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF MUSKEGON

Service Area:	All, Some or Select Services Provided to the City of Muskegon by:	Description(s) of the Services Provided to the City of Muskegon:	Services Provided by the City of Muskegon to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Water testing			Roosevelt Park	
Elevated tanks and pump house maintenance			Northside System	
Wastewater processing	Muskegon County	County-wide system	On-call to North Muskegon for major sewer back-up, sanitary sewer repair for Muskegon Township, sewer maintenance for Laketon Township, emergency service for Roosevelt Park	
Transportation service	Muskegon Area Transit Authority	Provides bus service to the City of Muskegon, Muskegon Heights, Roosevelt Park, Norton Shores and Muskegon Township		West Michigan Shoreline Regional Development Commission for Transportation Planning
Emergency Management	Muskegon County	Emergency management services under Act 381		
Parks and Recreation			Joint agreement with Muskegon County and North Muskegon to maintain Veterans Memorial Park	
Airport	Muskegon County	Airport services for all local communities		
Animal services	Muskegon County	County-wide service at varying service levels among communities		

Source: Interviews with administration and department heads

**APPENDIX A-2
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF NORTH MUSKEGON**

Service Area:	All, Some or Select Services Provided to the City of North Muskegon by:	Description(s) of the Services Provided to the City of North Muskegon:	Services Provided by the City of North Muskegon to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Administration/Finance	Muskegon County	Muskegon County is bonding agent		
Elections				Quantity purchase of election materials through County and County-wide election notices
Purchasing				Trucks and road material - consolidated bid through Road Commission, some cooperative purchasing through Muskegon County
Information Technology	Muskegon	IT support and website maintenance		
Economic Development	Muskegon Area First, West Michigan Shoreline Regional Development Commission	Economic development services		
Fire services				County-wide mutual aid and auto aid agreement, joint equipment purchase and use with Muskegon Township, as well as shared fire inspection services.
Police services				West Michigan Criminal Justice Training Consortium
911- Dispatch	Central Dispatch Authority	Police, fire and other emergency dispatch services		
Ambulance services	PROMED	BLS and ALS response and medical transport		
Engineering and survey services	Muskegon	Design and survey services		
Road repair	Muskegon County Road Commission	Chip seal - also purchase sign materials from the Road Commission and City of Grand Haven		"Piggybacks" on Norton Shores snow plow blade purchases
Traffic signals	Muskegon County Road Commission	Road Commission coordinates county-wide bid		

APPENDIX A-2 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF NORTH MUSKEGON

Service Area:	All, Some or Select Services Provided to the City of North Muskegon by:	Description(s) of the Services Provided to the City of North Muskegon:	Services Provided by the City of North Muskegon to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Street sweeping	Muskegon and private	Service from Muskegon and private contractor		
Centerline/Striping	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Landfill or transfer station	Muskegon County	County facility services haulers and others		
Household hazardous waste program	Muskegon County	County-wide program		
Water production	Muskegon	Wholesale water purchase		
Wastewater processing	Muskegon County	County-wide system		Muskegon on-call for major sewer back-ups
Transportation service				West Michigan Shoreline Regional Development Commission for Transportation Planning
Emergency Management	Muskegon County	Emergency management services under Act 381		
Library	Muskegon Area District Library	Provides service to Muskegon and the majority of studied communities		
Parks and Recreation	Muskegon	Joint agreement with Muskegon County and Muskegon to have Muskegon maintain Veterans Memorial Park		
Airport	Muskegon County	Airport services for all local communities		
Animal services	Muskegon County	County-wide service at varying service levels among communities		

Source: Interviews with administration and department heads

**APPENDIX A-3
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF NORTON SHORES**

Service Area:	All, Some or Select Services Provided to the City of Norton Shores by:	Description(s) of the Services Provided to the City of Norton Shores:	Services Provided by the City of Norton Shores to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Administration/Finance	Muskegon County	Muskegon County is bonding agent		
Assessing	Muskegon County	Property assessment		
Elections				Quantity purchase of election materials through County and County-wide election notices
Purchasing				Trucks and road material - consolidated bid through State, some cooperative purchasing through Muskegon County
GIS	Muskegon County	GIS mapping and related services		
Economic Development	Muskegon Area First, West Michigan Shoreline Regional Development Commission	Economic development services		
Community Development/Planning	Muskegon	CDBG administration		

APPENDIX A-3 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF NORTON SHORES

Service Area:	All, Some or Select Services Provided to the City of Norton Shores by:	Description(s) of the Services Provided to the City of Norton Shores:	Services Provided by the City of Norton Shores to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Fire services			Full service to Roosevelt Park and Muskegon Airport	County-wide mutual aid. Also, cooperative training with White Lake, Dalton, Holton, Blue Lake, Egelston, Muskegon and Fruitport Townships, and Muskegon Heights. Fire auto aid to most of Fruitport and Muskegon Heights, member of Muskegon County Emergency Response Team and Michigan Region 6 Incident Management Team.
Police services			Airport security contract with Muskegon County	West Michigan Enforcement Team, Muskegon County Emergency Response Team, Muskegon County Cold Case Team, Muskegon County Incident Management Assistance Team, Michigan Region 6 Incident Management Team and West Michigan Criminal Justice Training Consortium.
911- Dispatch	Central Dispatch Authority	Police, fire and other emergency dispatch services		
Ambulance services	PROMED	BLS and ALS response and medical transport		
Street sweeping			Street sweeping to Roosevelt Park	
Engineering and survey services	Muskegon	Design and survey services		

APPENDIX A-3 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF NORTON SHORES

Service Area:	All, Some or Select Services Provided to the City of Norton Shores by:	Description(s) of the Services Provided to the City of Norton Shores:	Services Provided by the City of Norton Shores to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Road repair	Muskegon County Road Commission	Chip seal		Allows Muskegon, North Muskegon, County Wastewater, Spring Lake and Ludington to "piggyback" on snow plow blade purchases. Montague and Whitehall for microsurfacing bids.
Traffic signals	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Street sweeping			Service to Roosevelt Park	
Centerline/Striping	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Landfill or transfer station	Muskegon County	County facility services haulers and others		Also, Landfill Authority - Transfer Station: Norton Shores, Muskegon Township, Eggleston Township
Household hazardous waste program	Muskegon County	County-wide program		
Water production	Muskegon Heights	Wholesale water purchase		
Water distribution				Water tower shared with Fruitport Township and joint purchase of mains
Water testing	Muskegon Heights	Water testing		
Wastewater processing	Muskegon County	County-wide system		
Transportation service	Muskegon Area Transit Authority	Provides bus service to the City of Muskegon, Muskegon Heights, Roosevelt Park, Norton Shores and Muskegon Township		West Michigan Shoreline Regional Development Commission for Transportation Planning
Emergency Management	Muskegon County	Emergency management services under Act 381		

APPENDIX A-3 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF NORTON SHORES

Service Area:	All, Some or Select Services Provided to the City of Norton Shores by:	Description(s) of the Services Provided to the City of Norton Shores:	Services Provided by the City of Norton Shores to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Library	Muskegon Area District Library	Provides service to Muskegon and the majority of studied communities		
Parks and Recreation			Provide youth recreation services to Roosevelt Park -latter pays non-resident fee portion.	
Airport	Muskegon County	Airport services for all local communities	Provides deicing service to the Airport	
Animal services	Muskegon County	County-wide service at varying service levels among communities		

Source: Interviews with administration and department heads

**APPENDIX A-4
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF ROOSEVELT PARK**

Service Area:	All, Some or Select Services Provided to the City of Roosevelt Park by:	Description(s) of the Services Provided to the City of Roosevelt Park:	Services Provided by the City of Roosevelt Park to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Administration/Finance	Muskegon County	Muskegon County is bonding agent		
Assessing	Muskegon County	Property assessment		
Elections				Quantity purchase of election materials through County and County-wide election notices
Purchasing				Trucks and road material - consolidated bid through Road Commission, some cooperative purchasing through Muskegon County
Economic Development	Muskegon Area First, West Michigan Shoreline Regional Development Commission	Economic development services		
Fire services	Norton Shores	Full-service fire and emergency protection		
Police services				West Michigan Criminal Justice Training Consortium
911- Dispatch	Central Dispatch Authority	Police, fire and other emergency dispatch services		
Ambulance services	PROMED	BLS and ALS response and medical transport		
Engineering and survey services	Muskegon			
Traffic signals	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Centerline/Striping	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Vehicle maintenance	Muskegon	Full motorized equipment repair		
Landfill or transfer station	Muskegon County	County facility services haulers and others		
Household hazardous waste program	Muskegon County	County-wide program		

APPENDIX A-4 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF ROOSEVELT PARK

Service Area:	All, Some or Select Services Provided to the City of Roosevelt Park by:	Description(s) of the Services Provided to the City of Roosevelt Park:	Services Provided by the City of Roosevelt Park to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Water production	Muskegon	Wholesale water purchase		
Water testing	Muskegon	Water sampling and testing and stand-by utility emergency		
Wastewater processing	Muskegon County	County-wide system		Muskegon provides emergency back-up service
Transportation service	Muskegon Area Transit Authority	Provides bus service to the City of Muskegon, Muskegon Heights, Roosevelt Park, Norton Shores and Muskegon Township		West Michigan Shoreline Regional Development Commission for Transportation Planning
Emergency Management	Muskegon County	Emergency management services under Act 381		
Library	Muskegon Area District Library	Provides service to Muskegon and the majority of studied communities		
Street sweeping	Norton Shores	Street sweeping		
Parks and Recreation		Norton Shores provides youth recreation services, Roosevelt Park pays non-resident fee portion		
Airport	Muskegon County	Airport services for all local communities		
Animal services	Muskegon County	County-wide service at varying service levels among communities		

Source: Interviews with administration and department heads

**APPENDIX A-5
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY FRUITPORT TOWNSHIP**

Service Area:	All, Some or Select Services Provided to Fruitport Township by:	Description(s) of the Services Provided to Fruitport Township:	Services Provided by Fruitport Township to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Administration/Finance	Muskegon County	Muskegon County is bonding agent		
Elections				Quantity purchase of election materials through County and County-wide election notices
Purchasing				Trucks and road material - consolidated bid through Road Commission, some cooperative purchasing though Muskegon County
Economic Development	Muskegon Area First, West Michigan Shoreline Regional Development Commission	Economic development services		
Fire services			Provides service to Sullivan Township and Fruitport Village	County-wide mutual aid and cooperative training with Muskegon Township and Norton Shores and fire auto aid with Norton Shores
Police services			Service to Fruitport Village	West Michigan Criminal Justice Training Consortium
911- Dispatch	Central Dispatch Authority	Police, fire and other emergency dispatch services		
Ambulance services	PROMED	BLS and ALS response and medical transport		
Vactor sewer jetting	Muskegon	Vactor and sewer jetting		
Landfill or transfer station	Muskegon County	County facility services haulers and others		
Household hazardous waste program	Muskegon County	County-wide program		
Water production	Muskegon Heights	Wholesale water purchase		
Water distribution				Water tower shared with Norton Shores and joint purchase of mains

APPENDIX A-5 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY FRUITPORT TOWNSHIP

Service Area:	All, Some or Select Services Provided to Fruitport Township by:	Description(s) of the Services Provided to Fruitport Township:	Services Provided by Fruitport Township to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Wastewater processing	Muskegon County	County-wide system		
Transportation service				West Michigan Shoreline Regional Development Commission for Transportation Planning
Emergency Management	Muskegon County	Emergency management services under Act 381		
Library	Muskegon Area District Library	Provides service to Muskegon and the majority of studied communities		
Airport	Muskegon County	Airport services for all local communities		
Animal services	Muskegon County	County-wide service at varying service levels among communities		

Source: Interviews with administration and department heads

**APPENDIX A-6
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF WHITEHALL**

Service Area:	All, Some or Select Services Provided to the City of Whitehall by:	Description(s) of the Services Provided to the City of Whitehall:	Services Provided by the City of Whitehall to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Administration/Finance	Muskegon County	Muskegon County is bonding agent		
Assessing	Muskegon County	Property assessment		
Elections				Quantity purchase of election materials through County and County-wide election notices
Purchasing				Trucks and road material - consolidated bid through Road Commission, some cooperative purchasing through Muskegon County
GIS	Muskegon County	GIS mapping and related services		
Economic Development	Muskegon Area First, West Michigan Shoreline Regional Development Commission	Economic development services		
Fire services	White Lake Fire Authority	(Includes Whitehall Township, Fruitland Township and Whitehall)		White Lake Fire Authority is in County-wide mutual aid agreement
Police services				West Michigan Criminal Justice Training Consortium
911- Dispatch	Central Dispatch Authority	Police, fire and other emergency dispatch services		
Ambulance services	White Lake Ambulance Authority	BLS and ALS response and medical transport		White Lake Ambulance Authority; Muskegon County Incident Management Assistance Team
Road repair				Joint hot patch purchase with Montague, and paver purchase. "Piggyback" on Norton Shores microsurfacing bids.
Traffic signals	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Street sweeping			Laketon Township on request	

APPENDIX A-6 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF WHITEHALL

Service Area:	All, Some or Select Services Provided to the City of Whitehall by:	Description(s) of the Services Provided to the City of Whitehall:	Services Provided by the City of Whitehall to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Centerline/Striping	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Landfill or transfer station	White Lake Solid Waste Transfer Authority and Muskegon County	County facility services haulers and others. White Lake is a small transfer station that can service residents.		
Household hazardous waste program	Muskegon County	County-wide program		
Meter reading and/or billing				Shared reading equipment with Montague
Water production				Water interconnect with Montague
Wastewater processing	Muskegon County	County-wide system		
Transportation service				West Michigan Shoreline Regional Development Commission for Transportation Planning
Emergency Management	Muskegon County	Emergency management services under Act 381		
Library	White Lake Community Library	Provides service to residents in the White Lake School District		
Parks and Recreation				Fireworks, parades, events jointly with Montague
Senior services	White Lake Senior Center	Senior services		
Airport	Muskegon County	Airport services for all local communities		
Animal services	Muskegon County	County-wide service at varying service levels among communities		

Source: Interviews with administration and department heads

**APPENDIX A-7
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF MONTAGUE**

Service Area:	All, Some or Select Services Provided to the City of Montague by:	Description(s) of the Services Provided to the City of Montague:	Services Provided by the City of Montague to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Administration/Finance	Muskegon County	Muskegon County is bonding agent		
Elections				Quantity purchase of election materials through County and County-wide election notices
Purchasing				Trucks and road material - consolidated bid through Road Commission, some cooperative purchasing though Muskegon County
Information Technology				
GIS	Muskegon County	GIS mapping and related services		
Economic Development	Muskegon Area First, West Michigan Shoreline Regional Development Commission	Economic development services		
Building Inspection				Joint inspection Board with Montague Township
Trades Inspection				Joint inspection Board with Montague Township
Fire Service	Montague Fire District	(Includes Montague Township, White River Township, Montague)		County-wide mutual aid
Police Service				West Michigan Criminal Justice Training Consortium
911- Dispatch	Central Dispatch Authority	Police, fire and other emergency dispatch services		
Ambulance Services	White Lake Ambulance Authority	BLS and ALS response and medical transport		

**APPENDIX A-7 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF MONTAGUE**

Service Area:	All, Some or Select Services Provided to the City of Montague by:	Description(s) of the Services Provided to the City of Montague:	Services Provided by the City of Montague to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Road repair				Joint hot patch purchase with Whitehall, and paver purchase. "Piggyback" on Norton Shores microsurfacing bids.
Traffic signals	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Centerline/Striping	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Solid waste collection	Private contract			
Landfill or transfer station	White Lake Solid Waste Transfer Authority and Muskegon County	County facility services haulers and others. White Lake is a small transfer station that can service residents.		
Household hazardous waste program	Muskegon County	County-wide program		
Meter reading and/or billing				Shared reading equipment with Whitehall
Water production	In-house service	Montague Township , White River Township		Water interconnect with Whitehall
Water distribution	In-house service			
Wastewater processing	Muskegon County	County-wide system		
Transportation service				West Michigan Shoreline Regional Development Commission for Transportation Planning
Emergency Management	Muskegon County	Emergency management services under Act 381		
Library	Muskegon Area District Library	Provides service to Muskegon and the majority of studied communities		
Parks and Recreation				Fireworks, parades, events jointly with Whitehall

APPENDIX A-7 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF MONTAGUE

Service Area:	All, Some or Select Services Provided to the City of Montague by:	Description(s) of the Services Provided to the City of Montague:	Services Provided by the City of Montague to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Senior services	White Lake Senior Center	Senior services		
Airport	Muskegon County	Airport services for all local communities		
Animal services	Muskegon County	County-wide service at varying service levels among communities		

Source: Interviews with administration and department heads

**APPENDIX A-8
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF MUSKEGON HEIGHTS**

Service Area:	All, Some or Select Services Provided to the City of Muskegon Heights by:	Description(s) of the Services Provided to the City of Muskegon Heights:	Services Provided by the City of Muskegon Heights to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Administration/Finance	Muskegon County	Muskegon County is bonding agent		
Elections				Quantity purchase of election materials through County and County-wide election notices
Purchasing				Trucks and road material - consolidated bid through Road Commission, some cooperative purchasing through Muskegon County
Economic Development	Muskegon Area First, West Michigan Shoreline Regional Development Commission	Economic development services		
Fire services				County-wide mutual aid
Police services				Muskegon Cold Case Team, West Michigan Criminal Justice Training Consortium
911- Dispatch	Central Dispatch Authority	Police, fire and other emergency dispatch services		
Ambulance services	PROMED	BLS and ALS response and medical transport		
Traffic signals	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Crack sealing	Muskegon	Possibly Muskegon will do in 2011		
Centerline/Striping	Muskegon County Road Commission	Road Commission coordinates county-wide bid		
Vehicle maintenance	Muskegon	Full motorized equipment repair		
Landfill or transfer station	Muskegon County	County facility services haulers and others		
Household hazardous waste program	Muskegon County	County-wide program		

APPENDIX A-8 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY CITY OF MUSKEGON HEIGHTS

Service Area:	All, Some or Select Services Provided to the City of Muskegon Heights by:	Description(s) of the Services Provided to the City of Muskegon Heights:	Services Provided by the City of Muskegon Heights to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Water production			Norton Shores, Fruitport Township	Interconnect with Muskegon system
Water distribution	Muskegon	Some water taps		
Water testing			Norton Shores	
Wastewater processing	Muskegon County	County-wide system		
Transportation service	Muskegon Area Transit Authority	Provides bus service to the City of Muskegon, Muskegon Heights, Roosevelt Park, Norton Shores and Muskegon Township		West Michigan Shoreline Regional Development Commission for Transportation Planning
Library	Muskegon Area District Library	Provides service to Muskegon and the majority of studied communities		
Airport	Muskegon County	Airport services for all local communities		
Animal services	Muskegon County	County-wide service at varying service levels among communities		

Source: Secondary sources, list is not complete or verified

**APPENDIX A-9
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY MUSKEGON TOWNSHIP**

Service Area:	All, Some or Select Services Provided to Muskegon Township by:	Description(s) of the Services Provided to Muskegon Township By:	Services Provided by the Muskegon Township to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Administration/Finance	Muskegon County	Muskegon County is bonding agent		
Elections				Quantity purchase of election materials through County and County-wide election notices
Purchasing				Trucks and road material - consolidated bid through Road Commission, some cooperative purchasing though Muskegon County
GIS	Muskegon County	GIS mapping and related services		
Economic Development	Muskegon Area First, West Michigan Shoreline Regional Development Commission	Economic development services		
Fire services			Service to Laketon and Cedar Creek Townships	County-wide mutual aid. Also, cooperative training with Fruitport Township and Norton Shores. Joint equipment use with North Muskegon. Muskegon County Incident Management Assistance Team and Michigan Region 6 Incident Management Team.
Police services				Muskegon County Incident Management Assistance Team
911- Dispatch	Central Dispatch Authority	Police, fire and other emergency dispatch services		
Ambulance Services	PROMED	BLS and ALS response and medical transport		
Crack sealing	Muskegon	Crack sealing services		
Vehicle maintenance	Muskegon	Some fleet maintenance		

APPENDIX A-9 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY MUSKEGON TOWNSHIP

Service Area:	All, Some or Select Services Provided to Muskegon Township by:	Description(s) of the Services Provided to Muskegon Township By:	Services Provided by the Muskegon Township to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Landfill or transfer station	Muskegon County	County facility services haulers and others		Also, Landfill Authority - Transfer Station: Norton Shores, Muskegon Township, Eggleston Township
Household hazardous waste program	Muskegon County	County-wide program		
Water production	Muskegon	Wholesale water purchase		
Water distribution	Muskegon	System maintenance		
Wastewater processing	Muskegon County and Muskegon	County-wide system, sanitary sewer repair by Muskegon		
Transportation service	Muskegon Area Transit Authority	Provides bus service to the City of Muskegon, Muskegon Heights, Roosevelt Park, Norton Shores and Muskegon Township		West Michigan Shoreline Regional Development Commission for Transportation Planning
Library	Muskegon Area District Library	Provides service to Muskegon and the majority of studied communities		
Emergency Management	Muskegon County	Emergency management services under Act 381		
Airport	Muskegon County	Airport services for all local communities		
Animal services	Muskegon County	County-wide service at varying service levels among communities		

Source: Secondary sources, list is not complete or verified

**APPENDIX A-10
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY MUSKEGON COUNTY**

Service Area:	All, Some or Select Services Provided to Muskegon County by:	Description(s) of the Services Provided to Muskegon County:	Services Provided by Muskegon County to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Administration/Finance			Contract for copiers and printers to Muskegon and provide mail service, also bonding agent for municipalities	
Assessing			Assessing Services to Cities of Muskegon, Whitehall, Norton Shores and Roosevelt Park - and Townships of Egelston, Holton, Moorland, Sullivan and Montague	
Purchasing				Provides central point for some cooperative purchasing
Elections				Quantity purchase of election materials through County and County-wide election notices
Information Technology				Hardware shared with Muskegon
GIS			Provide GIS mapping and related services to participating municipalities including Muskegon, Norton Shores, Muskegon Township, Montague and Whitehall	
Economic Development	Muskegon Area First, West Michigan Shoreline Regional Development Commission	Economic development services		
Police services			Police contracts with three non-study entities, Prosecutor handles civil violations for Muskegon	West Michigan Enforcement Team, Muskegon Cold Case Team
911- Dispatch	Central Dispatch Authority	Police, fire and other emergency dispatch services		
Ambulance Services	PROMED and White Lake Ambulance Authority	BLS and ALS response and medical transport		

APPENDIX A-10 (CONT'D)
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY MUSKEGON COUNTY

Service Area:	All, Some or Select Services Provided to Muskegon County by:	Description(s) of the Services Provided to Muskegon County:	Services Provided by Muskegon County to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Road repair				County Wastewater "piggybacks" on Norton Shores snow plow blade purchases
Water production	Muskegon	Wholesale water purchase for Northside system		
Water distribution	Muskegon	System repair and maintenance for Northside System		
Landfill or transfer station			County facility services haulers and others	
Household hazardous waste program			County-wide HHW program	
Police services	Norton Shores	Police		
Fire services	Norton Shores	Fire Department emergency services		
Wastewater processing			County-wide system	
Transportation service				West Michigan Shoreline Regional Development Commission for Transportation Planning
Emergency Management			County-wide emergency management services under Act 381	
Parks and Recreation	Muskegon	Joint agreement with North Muskegon and Muskegon to have Muskegon maintain Veterans Memorial Park		
Library	Muskegon Area District Library	Provides service to most Muskegon County residents		
Airport			Airport services for all local communities	
Animal services			County-wide service at varying service levels among communities	

Source: Interviews with administration and department heads

**APPENDIX A-11
SHARED-SERVICES STUDY
SERVICES PROVIDED TO AND BY MUSKEGON COUNTY ROAD COMMISSION**

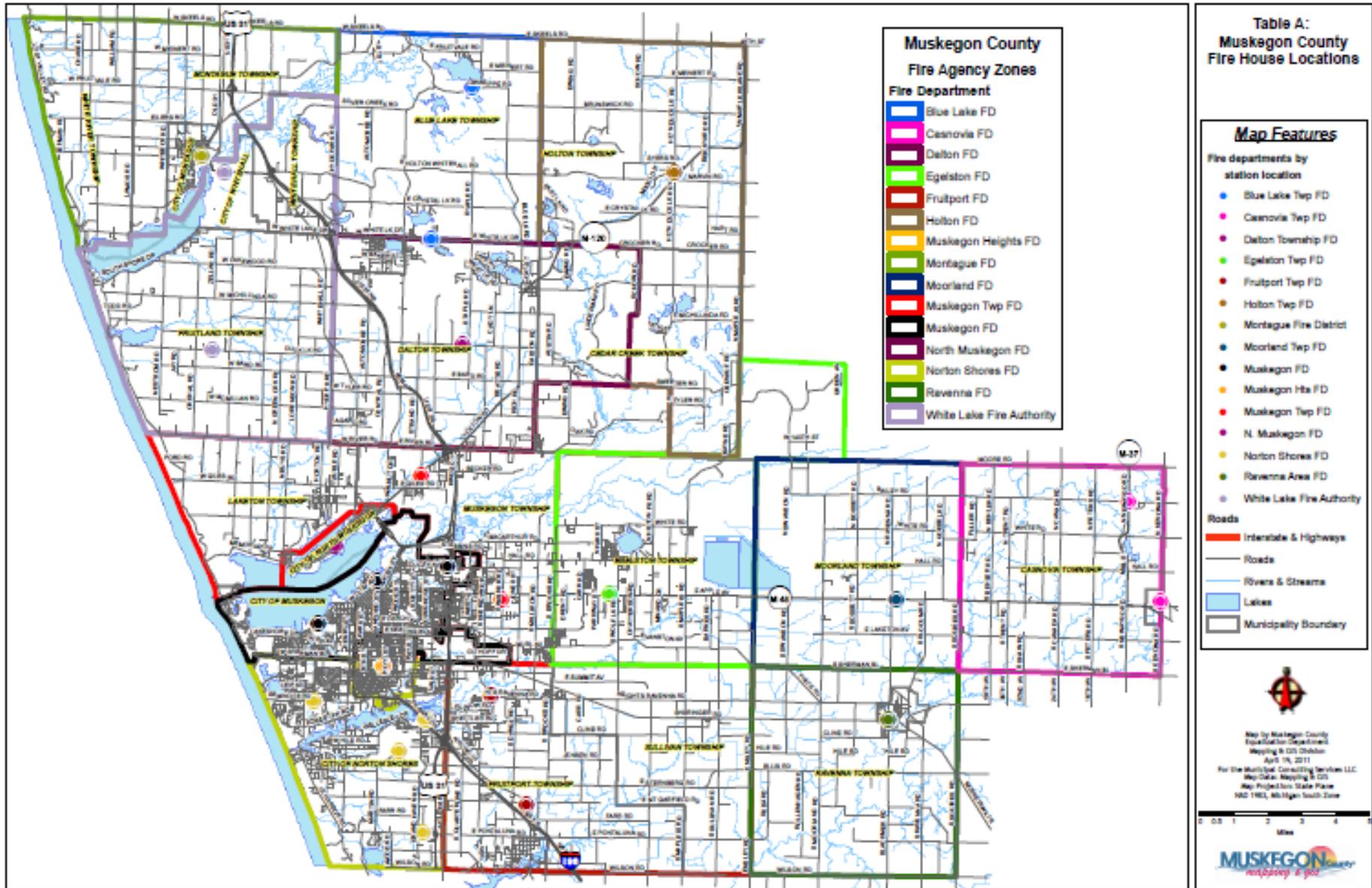
Service Area:	All, Some or Select Services Provided to the Muskegon County Road Commission By:	Description(s) of the Services Provided to the Muskegon County Road Commission:	Services Provided by the Muskegon County Road Commission to Other Municipalities:	Cooperative Arrangements With Other Municipalities for Services:
Purchasing				Trucks and road material - consolidated bid through Road Commission
Economic Development	Muskegon Area First, West Michigan Shoreline Regional Development Commission	Economic development services		
911- Dispatch	Central Dispatch Authority	Emergency dispatch	Emergency dispatch services	
Road construction			Shared cost arrangements with select municipalities	
Road repair			Chip sealing to Norton Shores, Lakewood Club, North Muskegon, various road repair services to Muskegon	
Traffic signals			Road Commission coordinates county-wide bid	
Centerline/Striping			Road Commission coordinates county-wide bid	

Source: Interview with administration

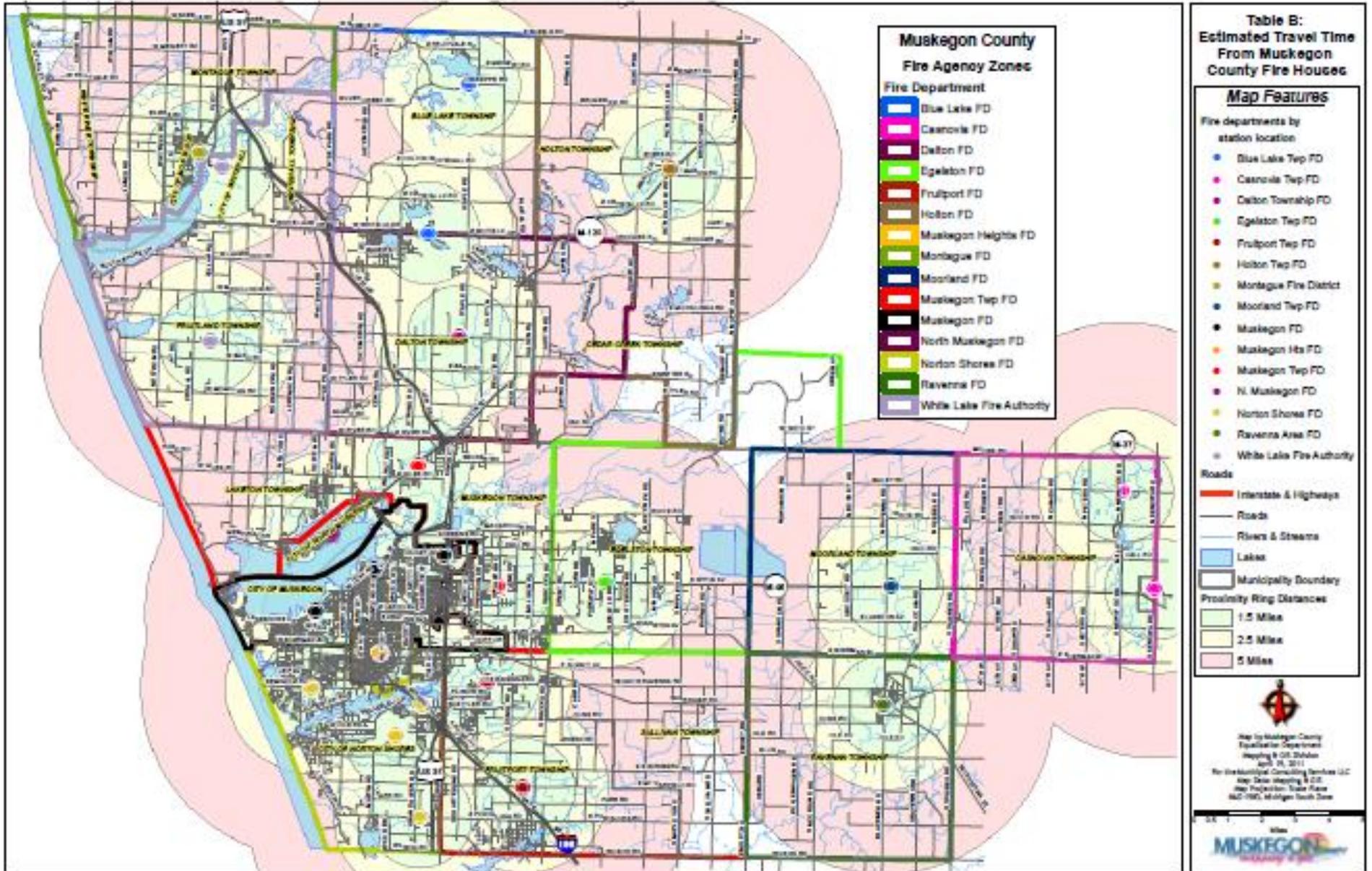
APPENDIX B

FIRE DEPARTMENT SCHEDULING

Appendix B-1 Muskegon County Fire House Locations



Appendix B-2
Estimated Distance (ISO Travel Time) From Muskegon County Fire Houses



APPENDIX C

POSSIBLE POLICE SCHEDULES

Appendix C-1
Whitehall - Montague Police Department
OPTION A: Operate With 10 Full-Time Officers
12 Hour Schedule, 42 Hour Work Week

		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F
Chief	8A-4P	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8
Staffing	8A-4P	1	1	1	1	1	0	0	1	1	1	1	1	0	0	1	1	1	1	1	0	0	1	1	1	1	1
A Shift	7A-7P	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F
	P.O.	D	D			D	D	D			D	D				D	D			D	D	D			D	D	
	P.O.	D	D			D	D	D			D	D				D	D			D	D	D			D	D	
B Shift	7A-7P																										
	P.O.			D	D				D	D			D	D	D			D	D				D	D			D
	P.O.			D	D				D	D			D	D	D			D	D				D	D			D
W/O Admin	7A-3P	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Sergeant	3P-11P	A	A	A	A	A	\	\	A	A	A	A	A	\	\	A	A	A	A	A	\	\	A	A	A	A	A
Part-time	3P-11P					A	A						A	A						A	A						A
Part-time	7P-3A					N	N						N	N						N	N						N
C Shift	7P-7A	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F
	P.O.	N	N			N	N	N			N	N				N	N			N	N	N			N	N	
	P.O.	N	N			N	N	N			N	N				N	N			N	N	N			N	N	
D Shift	7P-7A																										
	P.O.			N	N				N	N			N	N	N			N	N				N	N			N
	P.O.			N	N				N	N			N	N	N			N	N				N	N			N
Staffing	7P-7A	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
W/Sgt/PT	7P-11P	3	3	3	3	5	4	3	3	3	3	3	5	4	3	3	3	3	3	5	4	3	3	3	3	3	5
W/Part-time	11P-3A	2	2	2	2	3	3	2	2	2	2	2	3	3	2	2	2	2	2	3	3	2	2	2	2	2	3
	3A-7A	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2

Appendix C-1
Whitehall - Montague Police Department
OPTION A: Operate With 10 Full-Time Officers
12 Hour Schedule, 42 Hour Work Week

Notes:

Four (4) platoon system, steady shifts, officers selection

Ten full-time positions supplemented by part-time (1 Chief, 1 Sgt., 8-FT P.O.s, P/T officers)

Eliminates 1 Chief position

Eliminates 1 SRO position

Eliminates 1 Detective position

Maintains Sgt. position with adjusted schedule to provide supervision on the afternoon shift

Hours TBD by Chief 3P-11P, 4P- Midnight, 7P-3A, etc.

Sgt. should be included in minimum shift staffing levels

Platoons made up of two (2) police officers

Sergeant can provide coverage for vacancies created by benefit time off during summer months, vacation periods, etc.

All officers are assigned to work on the same day, maximizing staffing levels barring benefit time off vacancies

Chief to determine appropriate shift start and end times for platoons, 7A-7P/7P-7A or 8A-8P/8P-8A, or 6A-6P

Chief to work road patrol and to fill in on shift vacancies when necessary

Maintains minimum staffing of 2 officers per shift with supplemental staff (Sgt and part-time officers)

Chief to determine part-time staff hours

Part-time officers are shown as working Friday and Saturday evenings and nights

Utilizes part-time officers to supplement patrol staff

Appendix C-2
Whitehall - Montague Police Department
OPTION B: Operate With 9 Full-Time Officers
12 Hour Schedule, 42 Hour Work Week

		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
Chief	8A-4P	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\
Detective	8A-4P	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\
Staffing	8A-4P	2	2	2	2	2	0	0	2	2	2	2	2	0	0	2	2	2	2	2	0	0	2	2	2	2	2	0	0
	7A-7P	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
A Shift	P.O.	D	D			D	D	D			D	D				D	D			D	D	D			D	D			
	P.O.	D	D			D	D	D			D	D				D	D			D	D	D			D	D			
B Shift	P.O.			D	D				D	D			D	D	D			D	D				D	D			D	D	D
	P.O.			D	D				D	D			D	D	D			D	D				D	D			D	D	D
If needed	Part-time 7A-3P	8	8	8	8	8	8		8	8	8	8	8	8		8	8	8	8	8	8		8	8	8	8	8	8	
W/O Admin.	7A-3P	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Sergeant	3P-11P	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\
	7P-7A	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
C Shift	P.O.	N	N			N	N	N			N	N				N	N			N	N	N			N	N			
D Shift	P.O.			N	N				N	N			N	N	N			N	N				N	N			N	N	N
F/T Staffing		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	PT 3P-11P	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8
	PT 11P-7A	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8
Weekends only	PT 11P-7A					8	8						8	8						8	8						8	8	
W/Sgt.	3P-7P	3	3	3	3	3	2	2	3	3	3	3	3	2	2	3	3	3	3	3	2	2	3	3	3	3	3	2	2
W/Sgt. & PT	7P-11P	3	3	3	3	3	2	2	3	3	3	3	3	2	2	3	3	3	3	3	2	2	3	3	3	3	3	2	2
W/Part-time	11p-7A	2	2	2	2	3	3	2	2	2	2	2	3	3	2	2	2	2	2	3	3	2	2	2	2	2	2	3	2

Appendix C-2
Whitehall - Montague Police Department
OPTION B: Operate With 9 Full-Time Officers
12 Hour Schedule, 42 Hour Work Week

Notes:

Four (4) platoon system, steady shifts, officers selection

Nine (9) full-time positions supplemented by part-time (1- Chief, 1- Sgt., 1- Detective, 6- P.O.s, P/T officers to supplement staff)

Eliminates four (4) full time positions (1-Chief., 2-P.O.s, 1- school Resource Officer

Utilizes part-time officers to supplement patrol staff

Maintains Detective position

SRO position eliminated

Maintains Sgt. position with adjusted schedule to provide supervision on the afternoon shift

Hours TBD by Chief 3P-11P, 4P- Midnight, 7P-3A, etc.

Sgt. should be included in minimum shift staffing levels.

Day shift platoons made up of two (2)-full-time P.O. per platoon and 1 part-time officer to supplement staffing

Night shift platoons made up of one (1) full-time P.O. per platoon and part-time officer to supplement staffing

Increase weekend coverage by adding part-time patrol officers as needed

Only one (1) officer is allowed off at a time for vacation, compensatory or personal time

Allows for adequate leave time and weekends off, 26 scheduled weekends off per year

Full-time platoon officers get every other weekend off, 26 - 3 day weekends off per year

Work 182 days per year, leave days 182 days per year

42 hour work week

Full-time platoon officers workday/off day cycle, 2 on 2 off, 3 on 2 off, 2 on 3 off

Chief to determine appropriate shift start and end times for platoons, 7A-7P/7P-7A or 8A-8P/8P-8A, or 6A-6P

Chief to work road patrol and to fill in on shift vacancies when necessary

Maintains minimum staffing of 2 officers per shift with supplemental staff (Sgt. and part-time officers)

Chief to determine part-time staff hours

Chief can adjust part-time schedules as necessary, i.e. 8A-4P, 7P-3A, 11P-7A to supplement vacancies

Part-time officers can be added to supplement any of the shifts as needed or determined by the Chief

Appendix C-3
Whitehall - Montague Police Department
OPTION C: Operate With 8 Full-Time Officers
12 Hour Schedule, 42 Hour Work Week

		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F
Chief	8A-4P	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8
Staffing	8A-4P	1	1	1	1	1	0	0	1	1	1	1	1	0	0	1	1	1	1	1	0	0	1	1	1	1	1
	7A-7P	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F
A Shift	P.O.	D	D			D	D	D			D	D				D	D			D	D	D			D	D	
B Shift	P.O.			D	D				D	D			D	D	D			D	D				D	D			D
	Part-time 7A-3P	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8
	Part-time 3P-11P	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8
W/O Admin	7A-3P	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Sergeant	3P-11P	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8
C Shift	7P-7A	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F
	P.O.	N	N			N	N	N			N	N				N	N			N	N	N			N	N	
	P.O.	N	N			N	N	N			N	N				N	N			N	N	N			N	N	
D Shift	7P-7A	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F
	P.O.			N	N				N	N			N	N	N			N	N				N	N			N
	P.O.			N	N				N	N			N	N	N			N	N				N	N			N
F/T Staffing		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
	Part-time 11P-7A	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8
W/Sgt.	3P-7P	3	3	3	3	3	2	2	3	3	3	3	3	2	2	3	3	3	3	3	2	2	3	3	3	3	3
W/Part-time	7P-11P	4	4	4	4	4	3	3	4	4	4	4	4	3	3	4	4	4	4	4	3	3	4	4	4	4	4
W/Part-time	11p-7A	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3

Appendix C-3
Whitehall - Montague Police Department
OPTION C: Operate With 8 Full-Time Officers
12 Hour Schedule, 42 Hour Work Week

Notes:

Four (4) platoon system, steady shifts, officers selection

Eight (8) full-time positions supplemented by part-time (1- Chief, 1- Sgt., 6- P.O.s, P/T officers to supplement staffing)

Eliminates five (5) full time positions (1-Chief., 2-P.O.'s, 1 Detective, 1-School Resource Officer)

Utilizes part-time officers to supplement patrol staff

SRO position eliminated

Maintains Sgt. position with adjusted schedule to provide supervision on the afternoon shift

Hours TBD by Chief 3P-11P, 4P- Midnight, 7P-3A, etc.

Sgt. should be included in minimum shift staffing levels

Day shift platoons made up of 1 full-time P.O. and 1 part-time officer as supplemental staff

Night shift platoons made up of two (2) full-time P.O.'s with part-time officers as supplemental staff

Only one (1) officer is allowed off at a time for vacation, compensatory or personal time

Allows for adequate leave time and weekends off, 26 scheduled weekends off per year

Full-time platoon officers get every other weekend off, 26 - 3 day weekends off per year

Work 182 days per year, leave days 182 days per year

42 hour work week

Full-time platoon officers workday/off day cycle, 2 on 2 off, 3 on 2 off, 2 on 3 off,

Chief to determine appropriate shift start and end times for platoons, 7A-7P/7P-7A or 8A-8P/8P-8A, or 6A-6P

Chief to work road patrol and to fill in on shift vacancies when necessary

Maintains minimum staffing of 2 officers per shift with supplemental staff (Sgt and part-time officers)

Chief to determine part-time staff hours

Currently listed to work 7A-3P day shift and 3P-11 P afternoon shift

Chief can adjust part-time schedules as necessary, i.e. 8A-4P, 7P-3A, 11P-7A to supplement vacancies

Part-time officers can be added to supplement any of the shifts as needed or determined by the Chief

Appendix C-4
Whitehall - Montague Police Department
OPTION D: Operate With 7 Full-Time Officers
12 Hour Schedule, 42 Hour Work Week

		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
		M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
Chief	8A-4P	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\
Detective	8A-4P	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\
Staffing	8A-4P	2	2	2	2	2	0	0	2	2	2	2	2	0	0	2	2	2	2	2	0	0	2	2	2	2	2	0	0
		1	1	1	1	1	0	0	1	1	1	1	1	0	0	1	1	1	1	1	0	0	1	1	1	1	1	0	0
	7A-7P	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
A Shift	P.O.	D	D			D	D	D			D	D			D	D			D	D	D			D	D				
B Shift	P.O.			D	D				D	D			D	D	D			D	D				D	D			D	D	D
	Part-time 7A-3P	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8
W/O Admin	7A-3P	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
W/Admin	8A-4P	4	4	4	4	4	2	2	4	4	4	4	4	2	2	4	4	4	4	4	2	2	4	4	4	4	4	2	2
Sergeant	3P-11P	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\	8	8	8	8	8	\	\
	7P-7A	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S	M	T	W	TH	F	S	S
C Shift	P.O.	N	N			N	N	N			N	N			N	N			N	N	N			N	N				
D Shift	P.O.			N	N				N	N			N	N	N			N	N				N	N			N	N	N
	Part-time 3P-11P	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8
	Part-time 11P-7A	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8
Staffing																													
W/Sgt & PT.	3P-7P	3	3	3	3	3	2	2	3	3	3	3	3	2	2	3	3	3	3	3	2	2	3	3	3	3	3	2	2
W/Sgt & PT.	7P -11P	3	3	3	3	3	2	2	3	3	3	3	3	2	2	3	3	3	3	3	2	2	3	3	3	3	3	2	2
W/Part-time	11p-7A	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2

Appendix C-4
Whitehall - Montague Police Department
OPTION D: Operate With 7 Full-Time Officers
12 Hour Schedule, 42 Hour Work Week

Notes:

Four (4) platoon system, steady shifts, officers selection

Seven (7) full-time positions supplemented by part-time (1- Chief, 1- Sgt., 1- Detective, 4-P.O.'s, P/T officers to supplement staffing)

Eliminates six (6) full time positions (Chief, 4-P.O.'s, 1-School Resource Officer)

Utilizes part-time officers to supplement patrol staff

Maintains Detective position

SRO position eliminated

Maintains Sgt. position with adjusted schedule to provide supervision on the afternoon shift

Hours TBD by Chief 3P-11P, 4P- Midnight, 7P-3A, etc.

Sgt. should be included in minimum shift staffing levels.

Day and night shift platoons made up of 1-Full-time P.O. and 1 Part-time officers as supplemental staff

Chief to determine appropriate shift start and end times for platoons, 7A-7P/7P-7A or 8A-8P/8P-8A, or 6A-6P

Chief to work road patrol and to fill in on shift vacancies when necessary

Maintains minimum staffing of 2 officers per shift with supplemental staff (Sgt and Part-time officers)

Chief to determine part-time staff hours

Chief can adjust part-time schedules as necessary, i.e. 8A-4P, 7P-3A, 11P-7A to supplement vacancies

Part-time officers can be added to supplement any of the shifts as needed or determined by the Chief