

City for Library?
Services Rapped as Too Low

Budget
Problem
Waste and Inefficiency
Are Costly Luxuries

Peril To DMC
Crime
Held in A

BLUEPRINT FOR IMPROVEMENT

Local Government Study
Commission of Duval County

1966

to Protect
of Utilities Sec
Duval County Jail
Water Supply Is Growing
Problems Study Urged
Effort Reveals Government

AT A GLANCE

THE PROBLEMS (General)

1. Rapid population growth.
2. Arbitrary lines of governmental jurisdictional authority unrelated to total community needs, resulting in:
 - a) Tax imbalances brought about by disproportionate sharing of tax burden
 - b) Voter disenfranchisement
3. Complexity of governmental structure making electorate's ability to pinpoint responsibility almost impossible, resulting in an apathetic electorate.
4. Governmental structure without the legal capabilities to meet the needs of the community.
5. Lack of adequate urban services in densely populated areas.
6. Inefficient and costly duplication of services.
7. Inadequate planning for present and future needs.
8. Rising taxes.

THE PROBLEMS (Specific)

1. Discredited schools.
2. High degree of water and air pollution.
3. High crime rate.
4. High degree of property deterioration (slums) inside Jacksonville corporate limits.
5. Emerging poor land use patterns, e.g. inadequate planning and zoning.
6. High comparative costs with other areas for providing governmental services.
7. Lack of public confidence in local government (Grand Jury findings, etc.).
8. Low voter registration.
9. Slowdown of area economic growth.
10. Traffic congestion—lack of adequate streets, highways, parking and mass transit.

11. Comparatively low wage earners' scale: high incidence of unskilled labor force.
12. Inadequate sewer facilities—countywide.
13. Inadequate water facilities outside municipal corporate limits.
14. Inadequate fire protection outside municipal corporate limits.
15. Incomplete sanitation services for garbage collection and disposal outside municipal corporate limits.
16. Continued unaccounted for variations in ad valorem tax roll assessments.
17. Inadequate prison facilities and probation and parole procedures.
18. Inadequate and wasteful governmental purchasing procedures.
19. Lack of library service outside Jacksonville city limits.
20. Racial unrest.
ad infinitum

THE NEEDS

1. A governmental structure that is responsive to the needs of the TOTAL local citizenry.
2. A structure which is easily understood by the citizenry and which encourages citizen interest and participation in the local government process.
3. A structure which simplifies the pinpointing of responsibility by the electorate thus increasing the value and effectiveness of the citizen's vote.
4. A government that can provide necessary governmental services at a minimum burden to its taxpayers, e.g. a streamlined administrative structure with emphasis on economy and efficiency.
5. A structure with built-in capabilities and flexibility to plan for and meet the needs of the present and future.

6. Elimination of costly, inefficient, overlapping, duplicated functions.

THE SOLUTION (In Brief)

1. Eliminate existing outmoded, inadequate governmental structures, both city and county.
2. Create a new single countywide local government based on a check and balance "Mayor-Council" governmental structure.
3. Provide a structure with the legal capabilities and flexibility to meet LOCAL needs with a minimum of outside interference.
4. Provide a structure that allows easy electorate pinpointing of responsibility, thus leading to greater citizenry understanding and participation.
5. Provide high quality general governmental services countywide: police protection—fire protection—streets & highway—planning—traffic control — zoning — recreation and

parks — library service — building codes, etc.

6. Provide adequate urban governmental services in densely populated areas: sewers — water—street lights—paved curb and gutter—street drainage—refuse collection and disposal—sidewalks, etc.
7. Work towards reduction of ad valorem taxes through efficiency, economy, new revenue sources and elimination of tax inequities.

IMPORTANT ASSURANCES

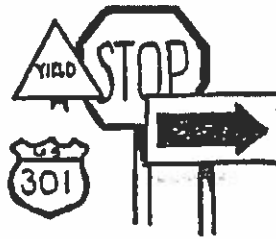
1. The entire plan will be submitted to a countywide electorate referendum.
2. No one will pay taxes for services until they receive them.
3. Every area of the county will have equal representation, based on population.
4. All existing public employees' job tenure and pension rights will be safeguarded.

PUBLIC WORKS DEPARTMENT

This Department will be responsible for some of the major service agencies of the government. The amount of money spent for streets and highways, drainage, garbage collection and disposal, and water and sewer services is staggering. It is in some of these areas that we have many of our major

community problems. The department will have the following major divisions: Engineering, Streets and Highways (including drainage), Garbage and Street Cleaning, Building Maintenance, Water and Sewer. The functions these divisions will be concerned with are discussed in detail below.

STREETS AND HIGHWAYS



EXPENDITURES

The building and maintenance of streets and highways constitute one of our most complex local government problems. The need is great and the cost is great. There are 230,000 vehicles licensed annually in Duval County; by 1980 it is estimated there will be 475,000 licensed vehicles in the County. In 1965 there were 15,204 recorded accidents involving 122 deaths and 7,992 injuries in the County. Jacksonville budgets in excess of \$3,000,000 annually for street and highway work. When the costs of the Signal Bureau, Parking Meter Department, traffic control policemen, street cleaning, etc. are included the costs rise by the millions. The Road and Bridge Fund for the County approaches \$2,500,000 a year. Each of the four smaller municipalities in the County also makes substantial expenditures for street work.

Although each governmental entity in the County makes a substantial expenditure for streets and highways, the major outlay is made through the State Government of Florida. In the last ten years, 1956 through 1965, the State has spent \$105,945,903 on road work in Duval County. The Federal Government also makes a heavy contribution through matching fund programs; on Interstate roads it finances as much as 90% of the total cost. The Jacksonville Expressway Authority has also made substantial expenditures, building 45 miles of road at a cost of \$98,000,000; of this figure \$67,000,000 was financed locally and \$31,000,000 came from State and Federal sources. The Authority is currently spending an additional \$72,600,000 for the new Commodore Point Bridge and feeder roads tying into the Ex-

pressway System. Despite all these enormous capital outlays, we still have not been able to keep pace with the need for street and highway expenditures.

DOWNTOWN NEEDS

A 1960 comprehensive transportation study under the auspices of the Florida State Road Department estimated that an expenditure of \$250 million will be needed by 1980 to meet adequately traffic and parking demands in the central business district of Jacksonville alone. In 1960 there were 150,000 vehicles a day entering and leaving the central business district. Interestingly, 72,000 of this daily total were driving through the district to get somewhere else. Thus the report noted "almost half of the traffic in the central area did not want to be there." By 1980, 28,000 parking spaces will be needed to meet downtown parking needs. If these were built flat it would require 60 city blocks of space. The Transportation Study noted the projected cost is enormous, but stated, "However, when the total value of the Central Business District, both now and in its expanded form, is considered, the expense is not excessive. The decay resulting from stagnation of traffic and loss of access could result in the death of Jacksonville as a financial, commercial, recreational and social center of North Florida."

ROAD CLASSIFICATIONS

There are five classifications of roads in the County: Expressway, State Primary, State Secondary, County, and Municipal.

The Expressway system is virtually self-supporting from bridge tolls. The Authority has a \$185,000,000 bond issue which is being paid off from toll receipts. The Authority also receives State and Federal assistance in new construction projects which qualify for aid. To back up the toll receipts as a pledge to bondholders, the County has pledged the receipts from State Secondary Road Funds. These receipts come from the County's share of gasoline taxes returned for road construction in the County. The backup pledge of county gasoline tax receipts was first made in 1957 when the Expressway Authority sold a \$70,000,000 bond issue. From the time of this issuance of the bonds to June 30, 1963 when the Expressway Authority established plans to issue a \$185,000,000 bond issue (refunding the \$70,000,000 issue) the Authority used \$2,157,211 of County gasoline taxes in addition to Expressway tolls. The \$185,000,000 issue is also backed by the gasoline tax pledge and will probably draw considerably more from the gasoline tax receipts of the County. The \$185,000,000 bond issue of 1964 includes \$25,000,000 earmarked for work on feeder roads that are not directly a part of the expressway system. This expenditure grew out of an agreement with the County Commissioners in an effort to obtain a renewal of the gasoline tax pledge as bond support.

State Primary—The County depends heavily on state gasoline tax funds for its road program. The State collects a tax of seven cents a gallon on gasoline, the first four cents of which goes into "primary" road construction. These construction projects are selected at the state level on a basis of statewide need and are not formally distributed on a county basis. (However, counties watch primary road fund allocations closely and political pressures are exerted if an area feels it is not getting its just share.) The Primary Funds are distributed by each of five Districts.

Duval is part of the Second District, consisting of 16 counties, of which Duval is by far the largest. The Second Road District is allocated 17.4% of State Primary Road Funds (the first four cents of the gasoline tax). During the last ten years, 1-1-56 to 1-1-66, Duval County has received \$82,025,785 in road work from Primary State Funds.

State Secondary—The remaining three cents of the state gasoline tax is allocated for use on a county basis. The formula for division among the counties is based $\frac{1}{3}$ on area, $\frac{1}{3}$ on population in the last federal census, and $\frac{1}{3}$ on the county's contribution to state roads and bridges prior to July 31, 1931. This last feature has been attacked bitterly by urban areas which have grown at a rapid pace since 1931. A rural dominated state legislature initiated this basis of distribution. Although the recent reapportionment of the Legislature on a population basis has

shifted the balance of power to urban areas, little change in the formula can be expected as counties have issued bonds based on the 1931 criteria, which run until almost the year 2,000. The three cent gasoline tax, after being divided on the basis of the county distribution formula, is divided 80/20; eighty percent goes to the State Road Department to be spent in the applicable county alone. County Commissioners in each county prepare a list of their county's road needs and submit it to the State Road Board. The list of needs invariably is far in excess of available funds. Thus the State Road Board selects that portion of the list which the county gasoline tax fund allotment can finance; generally the Road Board will follow the priority recommended by the County Commissioners, but are not bound to do so and on occasion political pressures come into play. The other twenty percent is secondary gasoline tax returned directly to the county to be spent as it sees fit through its own highway department. In the last ten years, 1-1-56 to 1-1-66 Duval County has received \$28,920,168 as its share of the eighty percent of the 5th, 6th and 7th cent State Gasoline Tax expended by the State Road Board on county work. Almost \$6,000,000 was received directly by the county as its twenty percent share. During this same period gasoline sales in Duval County raised a tax of \$44,623,814 from the 5th, 6th and 7th cent state tax. Thus, Duval County paid in almost \$15,000,000 more than was returned.

County Roads—The magnitude of the financial squeeze in regard to streets and highways is graphically illustrated by the plight of "county roads." The County has about 2,000 miles of streets which are built and maintained out of the County Budget. A large number of these streets are in subdivisions and were built according to law by the subdivider who then turned them over to the County for future upkeep. These subdivision streets need resurfacing or rebuilding about once every ten years. The average cost per mile is \$10,000; thus the County needs to rework about 200 miles of street a year at a cost of \$2,000,000 or more. The County Engineer estimates \$10,000,000 is needed to bring these streets up to good condition. However, the County Budget includes only \$500,000 for street materials, including maintenance, resurfacing and new construction. It is interesting to note that although the County population outside the municipalities has grown from less than 100,000 in 1950 to in excess of 300,000 today, or a 200% increase, the appropriation for street materials is virtually the same. In 1950 \$474,740 was appropriated for "Materials for Road and Bridge Construction and Maintenance." In 1966 only \$620,508 was budgeted for this same account.

Municipal Streets—The often poor condition of municipal streets also suggests insufficient maintenance.

nance funds. As of January 1, 1965 the City Engineer's office reported Jacksonville as having 660 miles of streets, of which sixty are maintained by the State and six hundred by the City. Of this number, ninety-one are still unpaved. Many Jacksonville streets are suffering from lack of resurfacing and upkeep. The Jacksonville City Engineer estimates 75% of existing city streets need work at an estimated \$5,000,000 cost. To pave the unpaved streets would require about \$2,800,000 with adjoining property owners paying additionally for curb and gutter work.

Part of the city street problem stems from badly deteriorated sewer and drain lines under the streets. A severe rainstorm in mid-1966 resulted in 440 street cave-ins in the City. Lack of money to replace sewer lines has made it impractical to resurface many city streets. Thus, before an effective street program can be realized on a practical basis, some \$20,000,000 is needed to replace deteriorated sanitary sewer lines under the streets and another \$24,000,000 is needed to replace and install needed storm sewers for drainage.

Florida municipalities want the State to allocate money directly to the cities for road work. In the past, portions of the county's share of gasoline tax receipts were spent on work inside municipalities. However, when the State Legislature returned the cigarette tax to municipalities for their use, and not to unincorporated areas, the Duval County Commission felt this tax sum should meet municipal road needs, consequently they no longer regularly list city streets as part of their requests for county gasoline tax expenditures by the State Road Board. Only in rare instances has the County Commission spent gasoline tax money within Duval municipalities in recent years.

Population growth outside the municipal corporate limits works severe hardships on municipal streets. The core city is the hub of economic life, thus as the county grows, street traffic on city streets increases. In addition to the heavy costs of needed new streets and repairs to existing facilities, there are the expenses of traffic control by police, by traffic engineers and by complex signal systems. These expenses also require heavy appropriations. Jacksonville appropriates \$94,000 annually for traffic engineering services alone. The County provides no counterpart expenditure, yet traffic pays little heed to city limit signs.

Similar problems can be listed ad infinitum. The conclusion is that as a community, city and county, we are faced with severe street and traffic problems. Corrective action is going to require perseverance, imagination and heavy financial expenditures.

FINANCING

Equitable financing of streets and highways has always been a complex problem. Ad valorem taxes alone simply can not sustain our street and highway needs. Tolls and gasoline taxes are ways by which we tax the users of our streets and highways; however, we cannot expect additional revenue from these sources. Florida's gasoline tax is among the highest in the nation, as are Florida license tag costs. Tolls to support the expressway system are already a burden to those families that must cross a toll bridge frequently. Furthermore the national trend is away from the use of tolls on through highways joined with the interstate system; the Jacksonville expressway thus is a clear exception to this guideline. Front footage assessments are sometimes used for street improvements. Front foot easements are still used for curb and gutter work in Jacksonville, but have been discontinued for street costs.

The Study Commission is convinced that the State must return more revenue to local governments for street and highway work. At the very least, the State must appropriate money to assist local entities in making right-of-way purchases. The State pays the expense of Primary State Roads, but the local government must first purchase the right-of-way. Land costs have soared, and right-of-way acquisition in urban areas often costs more than the installation of the road itself.

The Study Commission believes that it is imperative that expenditures for streets and highways be increased in the immediate future. The longer we delay, the more acute the problem becomes. Further delay leads to an increasing number of highway tragedies which might be avoided under better street and traffic conditions.

LACK OF COORDINATION

It is clear that greater expenditures for street building and maintenance are going to be required regardless of the structure of local government; however, the Study Commission believes a far greater degree of efficiency and economy can be effected through a more unified approach to our street and highway problems. Both Jacksonville and the County sustain substantial overhead expenditures for engineering and other ancillary services. A combined department could not help but result in increased efficiency. Present coordination between the State, County, City and Expressway Authority is not praiseworthy. The Jacksonville Traffic Engineer has only limited contact with the County. The Expressway Authority is reported to decide and then inform. There are often conflicts in the use of rights-of-way for utility extensions. Without notice, the State often cuts drainage ditches of Mosquito Control Districts, making them ineffective. Obvious-

ly, at the very minimum, more formal lines of communication between the affected entities must be established if we are to have better coordination and cooperation.

Above all else, there must be increased planning to assure that once expenditures are made, they are of lasting value. The work of the Jacksonville-Duval Area Planning Board should be invaluable in this respect, especially after a comprehensive land-use plan is completed for the County.

RECOMMENDATIONS

The Study Commission recommends that a single, countywide road department be created.

1. It should eliminate most of the errors growing out of lack of coordination and cooperation.
2. It should provide a consistent countywide level of service. Service levels are currently very sporadic. County road funds are divided into five (5) Commission District funds. Available funds are so short that almost of necessity political considerations play a major role in how the money is spent.
3. It should eliminate duplicated functions and result in increased efficiency and economy. There are now two Signal Bureaus, both with heavy expenditures and costly equipment; interestingly, the county contracted this service with Jacksonville until 1964. There are multiple sign shops which could easily be combined. Both City and County have large engineering staffs, although only the City has a Traffic Engineer. Duplication of extremely expensive machinery also might be reduced and the machinery itself be better utilized. Savings should be effected through greater quantity buying of street construction materials, equipment, etc.
4. It should help reduce political considerations on decisions concerning road expenditures. A unified proposal based on the greatest need of the entire county could be made to the State Road Department. Jealousies now exist between County and City which heighten the role of politics in reaching road expenditure decisions.
5. Pinpointing of responsibility and increased public understanding should result. A great deal of buck-passing and citizenry confusion now exist in the handling of our streets and highways.

There is a clear need for a long-range expenditure budget for street work. Major resurfacing and new construction should be projected on a long-range schedule, and not as is currently often the case—when the money can be found or when the need becomes so acute that improvement cannot be avoided.

Cost accounting techniques should be applied to road work so that better appraisals of varying kinds and qualities of construction can be made. Increased accountability to the public for road expenditures is also badly needed. A great deal of public resentment and mistrust surrounds our local road programs.

PARKING FACILITIES

Public parking facilities are administered by a variety of methods. The County has a parking lot under supervision of the County Commission in connection with the Courthouse. Jacksonville has on-street parking which is regulated by traffic signs and parking meters. The City has a Parking Meter Department that maintains and collects from parking meters. These employees are non-uniformed and travel on foot. This office has four men eligible for enforcement of parking violations; however, generally less than two men, in terms of man hours, are on the street enforcing meter violations. The department also collects traffic violation fines that do not require Court appearances. The Police Department supplements meter enforcement, and while Police and Parking Meter Department employees write slightly varying types of tickets, as far as the public is concerned, there is no difference.

In addition to the Parking Meter Department, which for administrative purposes is under the Mayor's supervision, the City operates several off-street facilities, principally on waterfront lots in downtown Jacksonville. These parking lots were financed by revenue bonds and all proceeds, plus the receipts of on-street parking meters, are pledged to meet the Revenue Bond payments. The waterfront parking lots are under the administration and supervision of the City Auditor. There are additional pay-parking lots in connection with the Gator Bowl, Coliseum and Baseball Parks. These lots were (until a year ago) under the Recreation Board, but are now technically under the City Commissioner of Health and Sanitation. The parking lot at the City Airport is operated by a private operator under a lease-concession arrangement.

There are strong indications that the government is going to have to provide additional central business district off-street parking in Jacksonville, or induce private enterprise to do so. The 1960 transportation survey (cited above) calls for less and less on-street parking and greatly increased off-street parking; 28,000 spaces will be needed by 1980 for

the Jacksonville central business district. In view of the increasing governmental concern with public parking, the Study Commission feels a more cohesive administrative approach to the problem is warranted. We recommend that a countywide Department of Parking be created and assigned all parking responsibilities including on and off-street parking facilities, government operated or leased. Careful guidelines should be formulated as to when the City itself should operate a parking facility and when it should be leased.

The Parking Department will handle substantial monies, therefore, for public safety and confidence, rigid financial controls must be established. Due to the need for quick public service and internal financial controls it is recommended that it be an operating division of the Department of Finance.

The Study Commission notes that the 1955 Jacksonville Zoning Law calls for provision of parking spaces, depending on use, in new construction, but excludes the downtown area (River-Broad-States-Catherine St., enclosure). However, it is the downtown area that will be hardest hit by the need for off-street parking facilities. The Study Commission believes this exclusion should be remedied. To provide all the needed central business district parking spaces will require an estimated \$70 million by 1980. Local government can not bear this cost alone; private enterprise must share in the responsibility. Despite high land costs in the core downtown area, we recommend that new construction be planned to provide sufficient parking facilities for future needs.

TRAFFIC ENGINEERING

There is a clear need for countywide traffic engineering. Jacksonville currently contracts for this service on an annual basis. The County makes no provision for professional traffic engineering service. The Study Commission recommends that traffic engineering service become a countywide function. Under consolidation, such service will naturally follow.

For administrative purposes responsibility for traffic engineering should be in the Department of Public Safety. Close liaison will be necessary between the traffic engineer and the unified Street and Highway Department. Currently, Jacksonville contracts for traffic engineering. Careful study should be made to determine if it might not be better to make traffic engineering an agency of the government—it may well be more economical, especially with expanded countywide duties.

DRAINAGE

Closely connected with street and highway construction is the problem of drainage. Drainage and

storm sewers are directly related to street construction. Local drainage problems abound, especially outside the Jacksonville corporate limits. Even in Jacksonville the City Engineer estimates that \$24,000,000 will be needed for storm sewers before highway repairs and construction can be practical. In addition to this sum, up to \$50,000,000 more could be advantageously spent to deepen and open up St. Johns River tributaries, which are part of the overall drainage problem. There is relatively little curb, guttering and storm sewer installation on county roads. Every rainstorm brings a host of complaints to the County Commission. In severe rainstorms some low-lying subdivisions are completely flooded. Corrective action is badly needed in these areas, but the County Commission has lacked the financial resources to undertake any kind of thorough drainage program. The Jacksonville Street and Highway Department estimates it would require \$12,647,925 in capital improvements to handle drainage needs in the six proposed annexation zones of 1964.

Despite these costs, a greater effort must be extended to provide proper drainage. Standing water causes untold property damage, frustration and inconvenience. Eventually it becomes brackish water and spreads disease and breeds mosquitoes. The long range costs of poor drainage in human suffering and actual property damage far outweigh the cost of an adequate drainage program. The Study Commission recommends that the capital program for streets and highways should include provision for drainage expenditures.

There is a strong need for close coordination between road building agencies and mosquito control districts. In the past, drainage work of the Mosquito Control Districts has been impaired, without notice, by road building agencies. The two programs, road building and mosquito control drainage, should complement each other.

MASS TRANSIT

The Study Commission is ever mindful of the rapid changes in our modern way of life. No consideration of streets and highways can be projected into the future without reaching the conclusion that regardless of expenditures, conventional auto transportation on a mass scale will be impractical in Jacksonville in the not too distant future. With the rapid pace of our population growth the Study Commission feels that almost immediate advance planning is necessary for mass rapid transit. Within a generation, it is projected that we will reach a million in County population. Thus it is obvious that we need to envision the problems of the future. The Study Commission notes that there are Federal funds available for mass transit planning and development. We recommend that the Jacksonville-Duval Area Plan-

ning Board begin at once to plan for future transportation needs.

EXPRESSWAY AUTHORITY

The Study Commission makes no general recommendations in regard to the Jacksonville Expressway Authority. The Authority was created at a time of great need and has been a successful means of raising revenues for expensive highway and bridge construction. The Expressway Authority currently has a substantial program underway and its latest bond issue of \$185 million will tax its revenue for a number of years to come. However, it can be anticipated that in the future the Expressway Authority will have sufficient resources for additional road programs. The Study Commission believes that any future expenditures by the Authority should be very closely coordinated to overall County needs. A unified street and highways department and the Expressway Authority should compliment each other. In the future it may be desirable to place all County road work under a single agency, perhaps either an expanded Expressway Authority or some new department. The Expressway Authority may also prove to be a desirable agency to implement the rapid mass transit plans of the future.

In order to tie the Expressway Authority closer to local government for closer cooperation and coordination it is recommended that two of its five-member board be appointed by the Mayor, subject to Council confirmation; the remaining three members should continue to be appointed by the Governor. [Actually two members and ex-officio the Road Board Second District Member (if he lives in Duval County) — originally appointed by the Governor.]

It may be desirable for the Mayor to appoint the head of the Department of Public Works as one of his two appointments.

SUMMARY OF RECOMMENDATIONS

1. Create a single countywide road department.
2. Increase coordination and cooperation between various governmental agencies concerned with streets and highways.
3. Increase overall planning, including plans for a future rapid mass transit system.
4. Begin long range capital improvement budget projections for new road and drainage construction and reconstruction.
5. Institute cost accounting principles to obtain more accurate road expenditure controls and to better inform the public.
6. Increase State financial support for local government road expenditures.
7. Urge the State to assume responsibility for right-of-way purchase for State Primary Roads.
8. Provide countywide traffic engineering service.
9. Create a Department of Parking as an operating division of the Department of Finance.
10. Require parking spaces be provided in new construction in downtown area.

GARBAGE



UNINCORPORATED AREAS SERVICES

The County has eight franchise garbage companies which operate outside its municipalities and which apparently do a relatively good job for their subscribers, but there are still some 10,000 residences in the County that subscribe to no garbage

collection service. No law requires subscription to a garbage service. The lack of such a law has created considerable problems for the County Health Department and law enforcement agencies. Open garbage dumping along streets and highways is fraught with health hazards. Open garbage breeds rodents, mos-

quitoes and diseases, not to mention its obvious unsightliness and foul odor. For these reasons the Study Commission's Health Consultant recommended a mandatory government-operated system financed by fees for all urban portions of the county." To obtain optimum public health, we obviously need new laws which will regulate garbage collection and disposal in the County.

Garbage collection and disposal is a major concern of any urbanized area and most of the population in Duval lives in urban areas. The franchise operators in the County generally charge \$6 per quarter for street pickup three times a week, with generally one trash pickup per week. The majority of franchise collectors have petitioned the County Commission for an increase to \$7.25 per quarter to take effect Jan. 1, 1967. Most franchise companies offer backdoor pickup for double the minimum fee.

MUNICIPAL SERVICES

All five of the municipalities operate their own garbage service. The beach communities all have a service charge for garbage billed with the water bills; Jacksonville Beach has three regular pickups each week and one trash pickup. Collection is at the back door and residence charges are \$1.65 per month. Neptune Beach has six-day pickups and at least one trash pickup a week for which a single family residence pays \$1.50 per month. Pickup is generally at the back door, but limited to half the depth of the residence lot. Atlantic Beach has six-day pickup and at least one trash pickup. Pickups are made up to 20' back from the curb, but not beyond the corner of the house. Single family residences pay \$2 per month. All three of the beaches utilize land fills operated by the East Duval Mosquito Control District on a reimbursable cost basis. Baldwin has no specifically billed garbage charge, but pays for the service out of water billings of \$2 for the first 5,000 gallons and \$0.25 for each additional 1,000 gallons. Pickup is twice a week with one trash pickup per month, all at the curb.

JACKSONVILLE EXPENDITURES

Jacksonville has no garbage service charge, even for commercial establishments. All refuse collection is done by the City without charge. Warehouse, manufacturing and processing plants, however, must make private arrangements. Regular service is three times a week with at least one trash pickup, all at the curb. Jacksonville operates two incinerators and has some land fills for disposal purposes. Jacksonville has budgeted \$2,782,413 for its street cleaning department (street cleaning, garbage collection, garbage disposal) in 1966. This figure does not include such items as pension fund matching, insurance and legal service. Per capita costs of the Jacksonville Street Cleaning Department are relatively high com-

pared to costs in comparable cities elsewhere in the country. Average per capita costs as compiled by the U.S. Department of Commerce for the budget year 1963-64 were \$7.12 per person in cities ranging in size from 2-800,000. Jacksonville's per capita costs, in contrast were \$12.49 for the same year. This figure rose to \$18.09 in 1965 and will increase again in 1966. The average per capita expenditure for all cities, big and small, was only \$5.82 in 1963-64.

GOVERNMENT SERVICE

The provision for refuse service is closely tied to the overall governmental structure. Under a consolidated form of government, clearly the government will have to assume responsibility for refuse service on a countywide basis. However, such a provision does not of necessity mean a government-operated department. Many municipalities contract out refuse collection and disposal services. Consideration might be given to retaining franchise operators under annual contracts with the unified government.

SERVICE FEES

There is an area of controversy between citizens and governments as to the best method of paying for refuse services. Service charges have become more and more common in recent years. (For example, the three beach communities have varying garbage service charges.) Larger cities have in the past been more inclined to pay for garbage service out of tax sources rather than service charges, although today many larger cities are adopting service charges. The difficulty in collection of service charges in low income, high density neighborhoods, and in transient neighborhoods has been one reason why big cities have not utilized service charges as readily as smaller cities. It should be observed that service charges for vital services are particularly regressive on low income families; that is, such vital charges constitute a much larger percentage of a low wage earner's income than they do for a person higher up in the economic scale. Proper collection and disposal of refuse not only benefits the individual family; they are essential for achieving sound health and public welfare in the community as a whole. One of the strongest arguments in favor of service charges for measurable services (such as garbage) is that such charges reduce ad valorem taxes, which in turn make a community more attractive to new industry, etc. Many communities that charge service charges for garbage collection do not attempt to make the service completely self-sustaining; collection fees help defray the overall costs, but are kept small enough not to burden low income families. The Study Commission neither recommends nor discourages the possible use of garbage service charges. The Study Commission does observe, however, that a concerted ef-

fort must be made to reduce the cost of local public refuse services.

RECOMMENDATIONS

The Study Commission recommends that garbage service be made mandatory in densely populated areas. The Study Commission notes that some rural counties have successfully used bulk containers, similar to those used by commercial establishments, placed at road intersections in rural areas. These are picked up once a week, emptied, disinfected and then returned. With this type of arrangement, countywide garbage service could be effected and the complications of a mandatory law would be resolved. Such a system of collection and disposal in rural areas merits research and study.

EXHIBIT

PROJECTION OF POSSIBLE REVENUE RAISED FROM A GARBAGE SERVICE CHARGE

(For illustrative purposes only)

Estimated number of occupied residences:
Inside Jacksonville city limits

55,000

Outside Jacksonville city limits*

95,000

Total in Duval County

150,000

* Most of these families now pay from \$2.00 to \$2.40 monthly garbage service fee, with backdoor service \$4.00.

Estimated 150,000 families

at \$2.00 a month = \$300,000

and annually = \$3,600,000

There are, roughly, 9,000 business establishments of all categories which would push the total from garbage collection fees well over \$4,000,000 a year. Such an amount would make garbage collection and disposal a self sustaining service—based on typical national average costs.

As a comparison:

To raise \$4,000,000 from ad valorem taxes, it would require 2.24 mills (based on county wide mill value of \$1,784,641).

This means a person in a \$16,000 home would, after homestead exemption, pay \$24.64 annually. Homes of lesser value would of course pay less; those of greater value, more.

EXHIBIT PUBLIC REFUSE SERVICES

| | Budgeted 1966 | Revenue est. 1966 | Service Charge | Service | |
|--------------------|---------------------|----------------------|-------------------|------------------------|---------------|
| | | | | Garbage | Trash |
| Neptune Beach | \$ 38,501 | \$ 24,000 | \$1.50 Mo. | 6-da. Back door | 1 or 2 a week |
| Baldwin | 5,327 | | | 2-da. week curb | 1 a month |
| Atlantic Beach | 24,460 | 36,000 | 2.00 Mo. | 6-da. week curb | 1 a week |
| | | | | or front cor. of house | |
| Jacksonville Beach | 107,592 | 111,000 | 1.65 Mo. | 3-da. back door | 1 a week |
| Jacksonville | 2,441,184 | (operating) | | 3-da. week curb | 1-2 a week |
| | 341,228 | (cap. imp.) | | | |
| | <u>\$2,958,293*</u> | <u>\$ 171,000</u> | | | |

*—Does not include indirect costs such as pension matching, billing for those with fees, insurance, etc.

BUILDING MAINTENANCE



THE PROBLEMS

For the most part, maintenance of public property has been performed on a haphazard basis by

various local government agencies. In most instances maintenance budgets have been inadequate; in addition there has been little or no preventive maintenance.

nance and very little, if any, program coordination with other agencies performing similar functions. The Peabody Survey of the County's public schools made the following observation about maintenance in the school system, one that applies to virtually all governmental entities in the County:

The school system's maintenance department is involved almost exclusively with emergency items and the essential function of preventive maintenance is neglected.

The Peabody Survey also observed that "The greatest cause of this neglect is of course a financial one."

Maintenance expenditures have traditionally fallen in the category of those things that can be put off till next year, and all too often "next year" never arrives. In the long run, lack of preventive maintenance and immediate attention to needed repairs leads to increased costs, since replacement costs invariably exceed costs of a sound maintenance program. Further, in given instances, lack of upkeep and repairs leads to curtailed employee efficiency and low morale due to poor working conditions. Since far and above the greatest expense of government is personnel costs, anything which increases personnel costs is poor economy.

However, the Study Commission finds that lack of funds is only part of the overall problem. Lack of proper organizational structure and long range planning has resulted in less than optimum utilization of the available resources. Maintenance personnel and budget allocations are scattered throughout our local government. There is little coordination between the varying agencies. There are no policy guidelines to set priorities on work, to distinguish purely repair work from "new construction," to determine replacement versus repair criteria.

EXISTING ARRANGEMENTS

The City of Jacksonville has a number of agencies with maintenance repair personnel. Building engineers (day to day operation of heat and air) plus custodial employees (janitors, maids, watchmen, etc.) are under the administrative jurisdiction of the City Auditor. Some idea of the scope of these operations can be seen in the fact that the City Hall salary account for these employees was \$215,710 in 1966. The engineers also service the main library and the Dallas Thomas Park fountain. (The library contracts for most of its custodial work, while the Dallas Thomas Park grounds are maintained by the Park Department.) The City Hall maintenance force, under the Auditor's supervision, also includes a plumber and an electrician.

Working for the City Garage, ultimately under the supervision of the Commissioner of Health and

Sanitation, is another large group of maintenance employees not in a garage mechanic capacity; carpenters, plumbers, welders (who also do garage work) heating and air conditioning employees, etc. These employees do work for various departments all over the City.

The City Park Department and City Recreation Department also have maintenance type employees—who are not groundskeepers. For instance, with their own labor the Recreation Department built a \$100,000 building while the Park Department built a "tool shed" worth in excess of \$5,000. The City Zoo has erected similar buildings. Such diverse departments as the Prison Farm, Airports, Coliseum, Auditorium, Health Department, all include skilled craftsmen maintenance employees. (The Highway, Sewer, Water and Electric Departments are in a somewhat different category and therefore are not listed here.)

The County Purchasing Agent acts as the County Building Superintendent for property under the jurisdiction of the County Commission. Separate entities such as the School Board and Hospital Authority make their own maintenance arrangements.

Due to the lack of any clear distinction between "new" construction and purely preventive maintenance and repair work, it is virtually impossible to arrive at a cost figure on maintenance work. Appropriations and personnel are so widely dispersed that pinpointing costs is extremely difficult, however, there is no question but that the expenditure, when totaled, is substantial.

RECOMMENDATIONS

The Study Commission feels that better use of appropriations and personnel will result from a more unified administrative approach to the problem. We recommend that a countywide department of Building and Equipment Maintenance be established.

Clear policy guidelines should be established setting forth a strong preventive maintenance program. A general policy against major, capital improvements or extensive reconstruction projects should be adopted; this type of work should be contracted out. Normally the Maintenance Department will not have the personnel available for such work; hence undertaking such jobs can only be to the detriment of their regular work schedule.

The Study Commission recommends that the Building Maintenance Department be responsible for all custodial employees and maintenance employees, including craftsmen, helpers, janitors, maids, PBX operators and watchmen. We recommend that a concise cost-accounting system be adopted to provide better personnel controls and management work tools. Once such records have been established, a

There are also over 80,000 septic tanks serving some 119,000 people in the County.

SEWER COSTS

Septic tank users comprise approximately one out of every four people in the County. Septic tanks even under ideal soil absorption conditions are at best inadequate in urbanized areas. The repeated historical pattern in rapidly growing areas has been a forced change from septic tanks to compartmentalized sewage plants which in turn have eventually been replaced by areawide sewage systems. Area after area have experienced the anguish of homeowners as they have footed the successive expenses of this three-fold changeover.

Sewer systems are extremely expensive, and thus taxpayers are often hesitant to enter into needed programs. As noted above, this hesitancy invariably leads to even higher costs. The Federal Advisory Commission on Intergovernmental Relations makes the following observation:

"Fragmentation increases developmental and operational costs. Small systems have a rapid rate of obsolescence, particularly in areas where development is not complete when the initial facility is constructed."

A septic tank installation for an average home runs upward of \$300. The national average expenditure for upkeep of septic tanks is \$40 to \$100 per year. Thus, even septic tank installations are by no means cheap. Rule of thumb figures for an adequate sanitary sewer system are \$300 per acre for collection and trunk lines, with lateral lines running about \$500 per home; these costs of course do not include the cost of the treatment and disposal plant.

In 1955 the City of Jacksonville had a professional study prepared for a sewer system to cover the then existing urbanized area of the county. The total cost for the complete program was in excess of \$100 million. Since then, the population growth has been even greater than anticipated, hence the report is now somewhat outdated. Some of the improvements recommended have been made. At the time of the 1955 report, only about 75% of the City of Jacksonville was sewerage; it is now virtually completely sewerage, although many portions of the sewers are in poor condition. A new treatment and disposal plant was constructed and is still a modern installation; however, as noted above, it currently processes only a little over 20% of the City's sewage. The treatment plant is designed for expansion at relatively low costs; it processes the sewage of only 10,000 cut-ins presently, but could be expanded to handle up to 80,000 cut-ins. The high cost factor is in piping the raw sewage to the plant rather than in expansion of the plant itself. The original treatment plant de-

sign was to process the sewage of the entire urbanized area, but due to growth and steep costs of piping under the river the Commissioner of Sewers no longer feels that the original plan is feasible. In addition to the problem of the small percentage of sewage treated by the City, it is estimated that upwards of 50% of existing sewer and drainage lines need replacing. This problem has become so acute that sewer cave-ins are materially affecting the streets of the City. A severe rain can result in two to four hundred cave-ins. Repairing or replacing streets over deteriorated sewer lines is impractical.

The heavy burden of sewer system costs nationwide has resulted in the provision of federal matching fund programs. Some idea of the national scope of the problem can be gauged by the fact that for every federal assistance dollar available there are local government applications for twenty dollars. Some states are helping local governments finance sewer improvement programs. Most local governments finance sewer programs through long term bond issues and meet payments with monthly or quarterly user sewer service charges. The three Beach communities, for example, are almost all fully sewerage, and each has a monthly sewer service charge; Atlantic and Neptune have a fee of \$1.50 per month and Jacksonville Beach \$1.00 per month for homeowners. Jacksonville however has no sewer service charge.

Financing needed sewer improvements in Jacksonville has been a storm-center of controversy. Despite the desperate need for sewer improvements, leadership for a solution to financing the needed improvements has been lacking. Much discussion of a sewer service charge has been advanced, but because of political implications has been sidestepped. The City Charter is so written that a sewer service charge can only be initiated by the City Commission and then must be approved by the City Council. Both bodies have been reluctant to face the voters with a sewer service charge and neither body has proposed an acceptable alternate financing solution. The City has recently made application for federal assistance funds (about \$672,000) and has received approval of its application, but in terms of overall need the relief provided from this measure will be quite small. It will primarily clean up tributary McCoy's Creek and divert three to four million gallons of sewage to the treatment plant instead of the river.

UNINCORPORATED COUNTY AREAS SANITATION

The problem outside the corporate limits of municipalities can only be described as colossal. Indeed, it is of such proportions that it endangers the public health of the entire County. There are in excess of 800,000 people outside the city limits and only a

careful analysis should be made of the comparative advantages and disadvantages of contracting on certain types of custodial work. There are currently no firm policy guidelines on this matter and cost records are such that comparisons are difficult.

General policy guidelines should be established for the allocation of office space and phone services, etc. Most of these decisions are approached on a non-

professional basis. A professional approach to space should result in direct financial savings as well as produce improved working conditions in some areas.

Attention should also be given to salary levels of maintenance and custodial employees. We believe you get what you pay for. Low salaries lead to employee morale problems, to increased employee turnover and to poor quality employee productivity.

WATER AND SEWER



WATER SUPPLY

Recent engineering studies indicate that our fresh water supply is abundant and should be adequate in the foreseeable future if properly managed. Without proper management however, there is a danger of contamination from a layer of salt water lying several strata deep. As the water table lowers, the downward pressure that has controlled the salt water lessens, creating the danger that as we continue to pull fresh water off, the salt water will be pulled up to contaminate fresh water layers. This danger is a long-range one, and with reasonable controls should be safely avoided. At the present the City of Jacksonville has control over artesian wells within three miles of the city limits, but outside of this area there are no controls. A single careless industrial user could contaminate the water for the whole area. For this reason there needs to be county-wide regulations restricting the drilling of artesian wells.

Water usage and demand become greater each year. Not only does population growth increase water needs, but individual users are constantly increasing their demands. Over the next 20 years the projected average per capita consumption will rise by 25%. Water usage breaks down into the following percentages :

| | |
|--------------------|--------------------|
| 41% domestic use | 18% commercial use |
| 24% industrial use | 17% public use |

Average daily per capita consumption in 1961 is 147 gallons. Water has a high reuse factor if properly treated. Water used by municipalities is depleted at 25% by evaporation and transpiration each usage. Thus 75% is returned for subsequent



use. However, the availability for future use depends on the quality of the returned water. New solvent cleansers and coolant products have increased the difficulty of purifying water. Even the most ideal of sewage treatment facilities are only about 90% effective.

WATER POLLUTION

Heretofore, despite the publicity given to our water pollution problems, there has been little public concern for the possible danger to our supply of fresh water. Local water pollution not only limits sources of recreation and aesthetic enjoyment; it also creates community health problems and bears heavily on our future fresh water supply.

The magnitude of local pollution problems is enormous. The Jacksonville area dumps millions of gallons of pollutants into the St. Johns River daily. The City of Jacksonville itself is the worst offender. Only 20-25% of all raw sewage in Jacksonville goes through a sewage processing plant. The remainder finds its way directly to the St. Johns River. Some tributaries flowing into the St. Johns are literally open sewers. Most major industries in the county dump directly to the river. Although the majority of subdivisions in the unincorporated portions of the county have some form of sewage treatment plant, as required by State law and federal financing agencies, these perform at varying degrees of effectiveness. Many do a very limited job of purification; and all eventually dump into the St. Johns. There are 224 different self-contained sewage treatment operations in the County; about 75 of these service major subdivisions and many of the smaller ones serve shopping centers, individual businesses, schools, etc.

small portion of these are serviced by fully adequate sewer systems. Fortunately, FHA and VA subdivision financing requirements have in later years called for proper provisions for sewage. The State Board of Health approves plans of new sewer plant installations. However, after completion of construction there is little or no provision for control. Most subdivision developments impose a sewer service charge of \$10.50 per quarter; however, despite these service charges upkeep and proper operation have often been lacking. The County has no franchise or direct regulatory authority over sewer plants.

Septic tanks, regardless of where they are, are always prone to problems; population density, weather factors, soil, non-digestible detergents and solvents, etc., all threaten the tranquillity of septic tank operations. None of the municipalities extend sewer service outside their corporate limits, although Jacksonville has the authority to do so and can charge non-city residents a user fee; however, the City has avoided extending service even though requested to do so on occasion.

WATER FACILITIES

There are 109 separate water companies in the County. Twenty-nine of these companies are franchised under the County Commission's authority to franchise water systems and control their rates. Most of the companies have a quarterly minimum charge of \$7.50. The municipalities also make water charges which are generally slightly lower than the private company rates. The municipal systems are relatively adequate for good fire protection, while the private systems are for the most part low pressure and small pipes which make them ineffective for fire fighting purposes; this leads to quite increased fire insurance rates.

The City of Jacksonville has authority to provide water service outside the city limits and does to some extent. There are 15,584 municipal water cut-ins outside the city limits and 52,188 inside the city limits. The City has not followed a consistent pattern in extending water service outside the city limits. There is no master plan or set policy for extending city water outside the city limits. Most extensions have occurred due to the initiative of local developers, rather than the City of Jacksonville.

NEEDS

It is apparent that, to provide a high quality water supply adequate for high grade fire protection, we need a single water system servicing the contiguous urbanized areas of the County. To assure a continued long range supply of fresh water and to correct our substantial water pollution problem, we also need an adequate sanitary sewer system in con-

tiguous urbanized areas of the County. Nowhere is the distinction between municipal and nonmunicipal services more marked than in water and sewer services. The County government serves a population of over 800,000 outside municipal corporate limits. Well upward of 200,000 of this population live in high population density areas directly contiguous to the City of Jacksonville. Adequate fresh water, sewage and fire protection are a must in these urbanized areas to assure the public health, safety and welfare. The financial costs of providing these services are far outweighed by the jeopardy to life, human suffering, frustration and inconvenience of not having adequate service in these areas. Lack of these services affects not just those without adequate service, but the entire community.

The provision of these services calls for one of four solutions: municipal annexation of urban areas, extra-territorial extension of municipal services with adequate authority provided, creation of a special service district for providing the services, county-wide consolidation.

Regardless of the organizational solution, the cost is going to be high. A rough barometer of the magnitude of the costs can be projected from figures calculated by Jacksonville on the cost of extending services into the previously proposed six annexation zones that were defeated by referendum in 1964. These six zones cover about 75 square miles and a population of about 200,000. Sewer capital improvement costs were estimated at \$180,472,000 and Water capital improvements costs at \$86,586,000. Due to the shortcomings of Jacksonville's existing sewer program, undoubtedly this \$167,000,000 can be projected upward. As astounding as these figures are, continued delay in attacking the problem will eventually lead to far greater costs and far graver consequences. It is projected that within the next generation our population may well double; the effect of another half million people on a water supply system lacking proper sewers and fire protection can be graphically envision without further description.

RECOMMENDATIONS

It is evident that we will have to rely on long-range bonding programs to finance the needed programs. The Study Commission strongly recommends that full advantage of available federal assistance be taken. There is every indication that federal matching aid programs, especially for water pollution abatement, will continue to grow in the future. A realistic sanitary sewer program is going to require a sewer service charge throughout the area receiving service. Those living outside the city limits are already acclimated to sewer service charges. Jacksonville residents will not greet the proposal enthusiastically, but such charges are commonplace elsewhere

in the nation and are almost a necessity if we are to move towards the future and solve our acute water pollution problems. Only a limited amount of existing private facilities can be effectively incorporated into central water and sewer systems. However, provision for reimbursement of private sewer and water companies may have to be made.

Annexation. The Study Commission is emphatic in the recommendation that neither taxes nor fees for providing the named services be levied on property-owners until the services are actually provided. The most often voiced criticism of previously proposed annexations has stemmed from an underlying feeling that newly annexed areas would be taxed before services could be provided. In addition to the voters' rejection of annexation as a solution, the Study Commission notes that even if equitable financing arrangements were worked out, annexation would still not be a complete answer. Population growth is so rapid that annexations would have to take place every few years. The uncertainty of annexation (based on past experience and present laws) would make long-range capital improvement planning difficult. Furthermore, it would be difficult to annex all densely populated areas, yet all such contiguous areas need water, sewer and fire protection services; indeed, the effectiveness of the overall plan dictates that all such areas must be included.

Extra-territorial extension of municipal services also falls short of the ideal. Jacksonville already has countywide authority in unincorporated areas to extend water services and authority to extend sewer services up to three miles from the city limits. The City has been hesitant to use this authority. Furthermore, extra-territorial authority grants ignore the theory of local government that the governed control their destiny. Property-owners outside incorporated city areas would have no political voice in the city providing the services.

Special Service Districts are not an ideal solution to providing urban services. Their main weakness is that they further proliferate and fragment local government. Special Service Districts are generally not responsive to the electorate. Their method of funding is usually by revenue bonds which often require excessive interest charges because of weak collateral. The Study Commission feels that the creation of Special Service Districts would be unwise for our area.

Countywide consolidation provides a better solution than either annexation or extra-territorial extension. Countywide consolidation will encompass the entire metropolitan area and thus will meet the test of a sufficient area for growth and orderly future planning. Consolidation will also pro-

vide a broad base and give everyone representation in the local government. Any overall solution to the area's water and sewer problems must be approached on a countywide basis.

SUBJECTS OF SPECIAL NOTE

The Study Commission takes particular note of the administrative separation of sewer and water services within the City of Jacksonville; water services being administered under the Commissioner of Public Utilities, while sanitary sewers are under the Commissioner of Highways and Sewers. We feel these services are so closely related, each essential to the other, that they should be jointly administered. There is a strong similarity in engineering work. Installation work is similar—dual installations can help reduce the number of street disruptions and cuttings necessary. Expensive installation equipment and personnel should be more effectively utilized. Another important consideration is that for a sewer service charge to be effective experience shows the charge must be tied to water intake and billing. The Study Commission recommends that sanitary sewer and water service functions be combined in a single division under the Department of Public Works in the new government.

The Study Commission takes particular note of the political pressures which have prevented orderly solutions to our water pollution problems in the past. Because of the high costs of sanitary sewer systems and sewage treatment facilities, capital programs for such improvements often do not meet the test of public popularity, and political pressures come to bear which curtail or stop the initiation of needed improvements. Yet repeated experiences elsewhere in the country clearly show that delaying the solution multiplies the cost and, further, that at some point the solution can no longer be postponed, regardless of the cost. We must provide the necessary financing—by so doing now we will save ourselves much grief and frustration, insure our public health, protect our natural resources and in the long run, realize substantial monetary savings.

SUMMARY OF RECOMMENDATIONS

1. Central water and sanitary sewer systems must be provided in urbanized areas to assure a continual fresh water supply, protect the public health, abate water pollution and provide adequate fire protection.
2. An agency with countywide jurisdiction is desirable to carry out this purpose and insure room for adequate growth and future planning.
3. It is desirable that water and sewer functions be administered by the same agency.

4. Water and sanitary sewer functions should be as nearly self-sustaining as possible through water and sewer service charges plus initial installation assessments if necessary.

5. No taxes or service charges shall be applied to a property owner until services are extended to his property.

6. The Government should have authority to require compulsory use of water and sewer facilities once the services are extended to an area. There should also be regulation of the drilling and use of all artesian wells within the County.