

GOVERNMENTAL CONSOLIDATION
IN THE
PLYMOUTH COMMUNITY

CITIZENS RESEARCH COUNCIL OF MICHIGAN

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OF MICHIGAN

Detroit-Lansing

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LETTER OF TRANSMITTAL

September, 1968

The Honorable
Plymouth Township Board of Trustees
and
Plymouth City Commission

Gentlemen

Pursuant to your request, we are submitting herewith our report on Governmental Consolidation in the Plymouth Community. The study identifies the impact on governmental services and costs of establishing a new city by consolidating the present city of Plymouth and Plymouth Township. The report does not recommend a specific course of action, but rather presents a factual analysis of the situation as a basis for community discussion and decision. A summary of the cost data is presented in Chapter VI.

We want to express our appreciation to the officials and employees of the city and the township for their full cooperation and assistance throughout the study. We will be pleased to provide such additional information or assistance as may be desired.

Respectfully submitted

/S/ Robert E. Pickup

Executive Director

INTRODUCTION

The city of Plymouth and Plymouth Township are located in northwestern Wayne County, within the Detroit Standard Metropolitan Statistical Area. The city of Plymouth has a total area of 2.23 square miles and is entirely encompassed by Plymouth Township. The township is almost 16 square miles in area and is bounded by Northville Township to the north, the city of Livonia on the east, Canton Township to the south, and Salem Township (Washtenaw County) on the west.

The Plymouth area is one of the oldest settled areas in Wayne County. The area's climate and soil, topographical characteristics of rolling slopes in the western part, and proximity to lakes and recreational sites have favored early agricultural settlement and more recently rapid residential development. The location of Plymouth and Plymouth Township, approximately mid-way between Detroit and Ann Arbor, tended to stimulate its early development as a trading center and stage stop between the two cities and more recently as a suburb of both cities. The city of Plymouth, now fully developed, has been and continues to be a focal point for trade, commerce, professional, educational, and other services for an area much larger than the combined 18 square mile area of Plymouth and Plymouth Township together.

Scope of this Consolidation Study

The purpose of this study is to determine the cost involved if the city of Plymouth and Plymouth Township were to consolidate into a single new city. For purposes of this study it is assumed that the new city, formed through unification of the two existing units, would provide to its residents the level of governmental services which is now provided to the residents of the city of Plymouth. Such services include general administration, public safety, public works, and other services.

The study presents data on land use; tax base; past, present, and estimated future population; existing governmental powers, financing, form and facilities; existing levels of services; and estimated expenditures for the city of Plymouth level of services in a consolidated city. The data has been assembled from financial and audit reports; budgets; city and township planning reports; documents and records; and from personal interviews with township, city and county officials and residents of the area.

Fiscal 1966-67 data has been used as a basis to describe levels of services in the city and the township. In the city the 1966-67 fiscal year includes the period July 1, 1966, to June 30, 1967. The township fiscal year runs from April 1, 1966, to March 31, 1967. To derive the most accurate expenditure estimates for individual services such as police protection and fire service, office and fringe benefit expenses reported as individual items in fiscal 1966-67 financial data were prorated among the individual services. Individual service expenditures in this report, therefore, may not agree with budget or audit-reported expenditures. Total city general fund expendi-

tures shown in this report are consistent with city audit report data. Because during the course of the 1966-67 fiscal year new personnel were hired by the township, township audit report data did not in some cases show full-year operating expenditures for services. Where necessary, township service expenditures reported in the audit were adjusted to reflect the full year costs of such services and to insure comparability with city data. As a result, the township's total general fund expenditure shown in this report is \$10,645 higher than reflected in township fiscal 1966-67 audit report data.

It should not be assumed that the projections in this report reflect either minimal or maximal expenditures for providing services in a consolidated city. With the passage of time, governmental expenditures tend to rise as a result of built-in cost and population increases and increasing demands for services. If a consolidated city were incorporated by the residents of the area, the type, quality, and costs of services provided would be a policy decision of the people and their duly elected representatives.

While this study discusses the costs involved in a consolidated city consisting of Plymouth and Plymouth Township, it is recognized that considerations other than cost may be involved in a decision by the residents to alter their form of government. Consolidation would provide the people the opportunity to determine the powers and form of their local government themselves, a privilege not available to township residents. Consolidation would also provide the residents of the consolidated city area the opportunity to achieve community-wide solutions to problems. A determination of the relative importance of such consideration as these as well as matters of community identity and tradition are deemed to be beyond the scope of this study since they represent areas of individual judgment that must be resolved by the residents of the governmental units involved.

The report does make available to the citizens of the area the facts that will help them to make their own decision as to whether or not the consolidation of a new city consisting of Plymouth and Plymouth Township would be the best answer to area problems.

The Historical Background of the Plymouth Area

The Plymouth Area was first settled by pioneers in 1826. The first settlers migrated from New York and New England, and, it is believed, were of English lineage. Legend has it that some of the first settlers were direct descendants of the pilgrims who landed at Plymouth Rock, hence the name Plymouth.

Plymouth Township was established in 1827 and included the 72 square mile area within the present Canton, Plymouth, and Northville townships. In 1834 Canton Township was established as a separate unit, leaving Plymouth Township 36 square miles in area. In the mid-1800s a village developed as a commerce and trade

center. The village was a stage stop between Detroit and Ann Arbor. Travel between Detroit and Plymouth was facilitated by a plank road constructed at this time. In 1867 the village of Plymouth was incorporated by act of the legislature. In 1898 the people living in north Plymouth Township decided to separate from Plymouth Township and form a new township—Northville Township. Thus, at the turn of the century, Plymouth Township consisted of about one-quarter the area of the original Plymouth Township.

In the latter part of the 19th century and early 20th century the Plymouth area population grew and the economy of the area diversified. The Detroit-Plymouth plank road was extended to Northville in the 1860s. In the 1870s Plymouth village and township residents were served by a railroad. Major industrial and commercial facilities included: a sawmill and rake factory (1859), a newspaper (1860), a bank (1871), an iron windmill factory (1882), a cheese factory (1888), a telephone company (1900), an electric lighting plant (1903), an air rifle company (early 1900s), and an automobile plant (1921).

Growth in governmental services accompanied population and economic growth. Early governmental services available to residents of the Plymouth area included: grade school (1854), street lights (1880), high school (1881), water mains (1893), and fire protection (1894). The area's first concrete highway was constructed between Plymouth and Ann Arbor in 1926. In 1932 the city of Plymouth was incorporated as a home rule city.

Recent industrial growth in the Plymouth area did not begin to occur until the late 1930's. Such industrial growth was in large part due to spillover of Detroit's industrial capacity into suburban areas proximate to Detroit yet having favorable industrial sites and available manpower to meet various industrial needs. Industries established in the Plymouth area since the late 1930s include the manufacture of: office machines, tools, drawn steel, wire products, metal fabricating, corrugated containers, automatic loaders and load locking devices, automobile heaters and air conditioners, and wood products. Today within the city and township, 41 industrial plants employ about 11,000 workers.

Past, Present and Future Population of the Plymouth Area

Table 1 shows population growth in Plymouth and Plymouth Township for the period 1920-1967. The population of both units grew from 2,100 in 1920 to an estimated 25,625 in 1967. In terms of percent increase for the periods shown, from 1920 to 1967 the township population consistently increased at a rate at least twice as fast as the city population. Over the period 1960-67 for example, the population of Plymouth Township is estimated to have increased by 69 percent while the population of the city of Plymouth increased by an estimated 31 percent in the same period.

Table 1

Population Growth Plymouth and Plymouth Township

	1920	1930	% Incr.	1940	% Incr.	1950	% Incr.	1960	% Incr.	Estimated 1967	% Incr.
Plymouth Township	—	1,616	—	2,270	40.5%	4,945	117.8%	8,364 ^a	69.1%	14,125	68.9%
Plymouth City	—	<u>4,484</u>	—	<u>5,360</u>	19.5%	<u>6,637</u>	23.8%	<u>8,766</u>	32.1%	<u>11,500</u>	31.2%
Two Unit Total	2,100	6,100	190.5%	7,630	25.1%	11,582	51.8%	17,130	47.9%	25,625	49.6%

^a Including inmates living at the Detroit House of Correction.

Source: Census Data—1920 through 1960, Detroit Metropolitan Regional Planning Commission-1967.

Table 2 shows for Plymouth, Plymouth Township, and the two units together the estimated 1967 population, the actual square mile area, and estimated persons per square mile. The city of Plymouth is 2.2 square miles in area and has an estimated 1967 population of 11,500, or about 5,227 persons per square mile. Plymouth Township has an area of 15.9 square miles, an estimated population of 14,125, and an estimated average of 888 persons per square mile. If the two units were to consolidate into a single new city, the new city would have an area of 18 square miles, a population estimated to be 25,625, and about 1,416 persons per square mile.

Table 2

1967 Population, Area, and Population Density
Plymouth, Plymouth Township, Two Units Combined

	Estimated 1967 <u>Population</u>	Square Mile <u>Area</u>	Persons Per <u>Square Mile</u>
Plymouth	11,500	2.2	5,227
Plymouth Township	<u>14,125*</u>	<u>15.9</u>	<u>888</u>
Total	25,625	18.1	1,416

*Excluding an estimated 875 inmates living at the Detroit House of Correction.

Source: Population: Detroit Metropolitan Area Regional Planning Commission.

The following table shows population projections for 1970 and 1980 prepared in 1964, which is the most recent projection available. The city is projected to have a 1980 population of 12,000, and this is about the maximum residential capacity of the city. As may be seen in the previous table, the estimated 1967 population of the city (11,500) exceeds the 1970 projection shown on this table by 500 persons. Conversely, the township estimated 1967 population (14,125) is 1,875 persons short of the 1970 projection shown in this table. By 1980 the two units together are projected to have a population of 42,000.

Table 3

Projected 1970 and 1980 Population of Plymouth,
Plymouth Township, and Consolidated City

	<u>1970</u>	<u>1980</u>
Plymouth	11,000*	12,000
Plymouth Township	<u>16,000</u>	<u>30,000</u>
Consolidated City	27,000	42,000

*The Detroit Metropolitan Area Regional Planning Commission estimated the city of Plymouth population to be 11,500 in 1967. This exceeds the 1970 projection in this table by 500 persons. City of Plymouth officials suggest that recent accelerated apartment and subdivision development has materialized at a quicker pace than expected when these projections were calculated in 1964.

Source: Villican, Leman and Associates, Inc., Plymouth Michigan Development Plan, September, 1964.

Occupied Dwelling Unit and Household Characteristics
in the Plymouth Area

The next table shows occupied dwelling units and persons per occupied dwelling unit in the two units for 1960 and 1967. In 1960 Plymouth and Plymouth Township had 4,732 occupied dwelling units together, and in 1967 this increased by 54 percent to 7,300 occupied dwelling units. In 1960 the city had 712 more occupied dwelling units than the township while, in 1967, the township is estimated to have 80 more units than the city. The table also indicates that, for the two years shown, persons per occupied dwelling unit have remained relatively constant.

Table 5 shows per capita and per household income data for the Plymouth area and Wayne County. The Plymouth area per capita and per household effective buying income is higher than comparable data for Wayne County as a whole. When cash income groups per household are compared to Wayne County as a whole, the Plymouth area has a lower percentage of households in the income brackets under \$8,000 and a higher percentage of households in the \$10,000 and above income bracket.

Table 4

Occupied Dwelling Units and Persons
Per Occupied Dwelling Unit
Actual 1960, Estimated 1967

Plymouth-Plymouth Township
Two Units Combined

	<u>Actual 1960</u>		<u>Estimated 1967</u>	
	<u>Occupied Dwelling Units</u>	<u>Persons Per Occupied Dwelling Unit</u>	<u>Occupied Dwelling Units</u>	<u>Persons Per Occupied Dwelling Unit</u>
Plymouth	2,723	3.2	3,610	3.2
Plymouth Township	<u>2,009</u>	<u>3.7(est)</u>	<u>3,690</u>	<u>3.8</u>
Total	4,732	3.4(est)	7,300	3.5

Sources: 1960 occupied dwelling units, 1960 Census; 1967 occupied dwelling units Detroit Metropolitan Area Regional Planning Commission.

Table 5

1967 Per Capita and Per Household Income Data
Plymouth Area and Wayne County

<u>Effective Buying Income</u>	<u>Plymouth Area</u>	<u>Wayne County</u>
Per Capita	\$ 3,745	\$ 3,090
Per Household	11,821	10,528
<u>Households by Cash Income Groups</u>		
\$0 - 2,999	9.0%	12.8%
\$3,000-4,999	8.8	10.0
\$5,000-7,999	22.3	26.3
\$8,000-9,999	16.3	17.6
\$10,000 & over	<u>43.6</u>	<u>33.3</u>
	100.0%	100.0%

Source: Sales Management, 1967.

Since 1960 there has been significant residential, commercial, and industrial development in the Plymouth-Plymouth Township area. Residential growth has been reflected in the previous population and occupied dwelling unit data. Development has predominantly been focused in Plymouth Township, because the township has much more available area for development

Several factors presage continued population growth and economic development in Plymouth Township. The sloping and hilly topography of western Plymouth Township, the area's proximity to recreational areas, and the availability of land for residential, commercial, and industrial development have already been cited as elements which encourage growth. Per household income data shows the Plymouth area to have higher than average income than Wayne County as a whole which will encourage further commercial development. Finally, by the middle 1970's completion of I-96 and I-696 expressway connections and a limited access expressway link to Ann Arbor will provide Plymouth area residents with quicker and more direct access to Detroit, Ann Arbor, Flint, Lansing, Toledo and Chicago. The development of such transportation channels tends to encourage population and economic growth, especially in metropolitan suburban areas.

Land Use in the Plymouth Area

Table 6 shows 1964 land use in the city of Plymouth, 1966 land use in Plymouth Township, and an approximation of what land use would be in the consolidated city. Because this land use data is for different years for the city and the township, the data shown are not directly comparable. The consolidated city land use categorization, therefore, should not be considered as exact, but rather it should be viewed as an approximate distribution of acreage for the period 1964-1966.

The table shows that Plymouth Township has about seven times more area than the city. In the year 1964 the city had more commercial acreage than the township had in 1966. In 1966 most of the township area was agricultural or vacant (68.4 percent), while in 1964 the city area was almost completely built up with only 13.7 percent of city land acreage agricultural or vacant. The table indicates that a consolidated city in the period 1964-66 would have had roughly 14 percent residential land use, 62 percent vacant or agricultural land use, and 24 percent other land use.

Table 6

Land Use
Plymouth Township, Plymouth and Consolidated City

	<u>Plymouth</u> <u>Township (1966)</u>		<u>City of</u> <u>Plymouth (1964)</u>		<u>Consolidated City</u>	
	<u>Acres</u>	<u>Percent</u>	<u>Acres</u>	<u>Percent</u>	<u>Acres</u>	<u>Percent</u>
Residential	1,088.3	10.8%	561.4	38.6%	1,649.7	14.3%
Commercial	44.8	0.4	67.4	4.6	112.2	1.0
Industrial	382.8	3.8	85.2	5.9	468.0	4.1
Public & Quasi-Public	556.0	5.5	292.3	20.1	848.3	7.3
Streets & Alleys	389.4	3.9	247.8	17.1	637.2	5.5
Institutions	541.8	5.4	—	—	541.8	4.7
Utilities	11.0	0.1	—	—	11.0	.1
Trailer Parks	24.1	.2	—	—	24.1	.2
Railroads	115.1	1.1	—	—	115.1	1.0
Vacant or Agricultural	6,904.6	68.4	199.0	13.7	7,103.6	61.5
Water Area	<u>31.0</u>	.3	<u>—</u>	—	<u>31.0</u>	.3
Total	10,088.9	100.0%	1,453.1	100.0%	11,542.0	100.0%

Sources: Existing Land Use: Villican, Leman, and Associates, Inc., Plymouth, Michigan Development Plan, September, 1964.

Waring and Johnson Comprehensive Development Plan, Township of Plymouth, April, 1966.

State Equalized Value in the Plymouth Area

The 1967 state equalized value of Plymouth and Plymouth Township together totals \$143.7 million. Plymouth City has a total state equalized value of \$48.4 million, or \$4,213 per capita. The Plymouth Township 1967 state equalized value is \$95.3 million, or \$6,745 per capita. Plymouth Township's state equalized value is almost twice that of the city.¹

Table 7 shows the distribution of 1967 state equalized value by type of property in Plymouth, Plymouth Township, and a consolidated city consisting of Plymouth and Plymouth Township. In the city of Plymouth residential property accounts for 47 percent of state equalized value, while in the township it accounts for 36 percent. Commercial and industrial property comprise about 50 percent of the state equalized value tax base in the city and about 61 percent in the township. If the two units consolidated, residential property would be about 40 percent of total state equalized value while commercial and industrial property would be about 57 percent of total.

¹ Because fiscal 1966-67 tax rates are based on the 1966 state equalized value, 1966 state equalized value figures have been used to calculate the consolidated city tax rate in this study. The calendar 1966 state equalized values used are: Plymouth, \$41,445,660; Plymouth Township, \$67,695,610; consolidated city, \$109,141,127.

Table 7

1967 State Equalized Value of Real and Personal Property
by Category of Property

	<u>City of Plymouth</u> <u>SEV</u>	<u>% of Total</u>	<u>Plymouth Township</u> <u>SEV</u>	<u>% of Total</u>	<u>Consolidated City</u> <u>SEV</u>	<u>% of Total</u>
Residential	\$ 22,957,900	47.4%	\$ 34,617,260	36.3%	\$57,575,160	40.1%
Industrial	12,829,600	26.5%	51,290,750	53.8%	64,120,350	44.6%
Commercial	11,321,100	23.4%	6,374,110	6.7%	17,695,210	12.3%
Utility	1,325,900	2.7%	1,820,280	1.9%	3,146,180	2.2%
Agricultural	—	—	<u>1,177,150</u>	1.2%	<u>1,177,150</u>	0.8%
Total	\$ 48,434,500	100.0%	\$ 95,279,550	100.0%	\$ 143,714,050	100.0%

CHAPTER I

CITY AND TOWNSHIP GOVERNMENT POWER, FINANCING AND FORM

The basic difference between the general law township and the home rule city is that the township is an involuntary unit of local government and the city is a voluntary unit. The general law township is an involuntary unit in that the township as a governmental and geographical entity was not established by the citizens of the community, while a home rule city government is established and its boundaries defined by the citizens in adopting a city charter. The powers, financing and form of a general law township government are specified in the state constitution and statutes, while in a home rule city these are provided in the city charter drafted and adopted by the people of the city.

The process of establishing a newly incorporated city through the development of a new city charter involves the people of the community in at least four steps. First, a petition to incorporate must be signed by a specified number of electors in the community. Second, the registered electors in the area to be incorporated vote on the incorporation question and elect a charter commission. Third, if the proposal to incorporate is approved, the charter commission drafts a proposed city charter. Fourth, residents of the community vote to approve or reject the proposed charter, and, at the same time, vote to elect officers of the new city.

Governmental Powers in Plymouth and Plymouth Township

The city of Plymouth was first organized as a home rule city in 1932. Because of numerous amendments to the 1932 charter and the need for more amendments, the charter was revised in 1951. The city now operates under the 1951 charter as amended, which provides a broad grant of power to the city and its officers.

Section 2.1—The city of Plymouth and its officers shall possess and be vested with each and all the powers, privileges, and immunities, expressed or implied, which cities and their officers are, or hereafter may be, permitted to exercise under the constitution and laws of the State of Michigan. . . . The city and its officers shall have power to exercise each and all such municipal powers in the management and control of municipal property and in the administration of municipal government, whether they be expressly enumerated or not; to do any act to advance the interests of the city, the good government and prosperity of the municipality and its inhabitants, and, through its regularly constituted authority, to pass and enforce all laws, ordinances, and resolutions relating to its municipal concern, subject to the constitution and general laws of the state and the provisions of this charter. . . .

The Plymouth city charter provides for the election or appointment of city officials, the registration of voters and the holding of elections, the adoption and amendment of ordinances, and the maintenance of public peace and safety of persons and property in the city. The charter empowers the city to engage in a wide array of specific municipal activities including: care, regulation, and control of streets; regulation of streams and waterways; acquisition, maintenance, development, operation or discontinuance of improvements (e.g., city hall, police stations, boulevards, parks, libraries, etc.); regulation of the number of gasoline stations; establishment of standards to govern construction, alteration, equipment or removal of buildings; zoning of the city; regulation of trades, occupations and amusements; the prevention of injury or annoyance to the inhabitants of the city; regulation of advertising signs, displays and billboards within the city; and, regulation of location and use of house trailers. Thus, the Plymouth city charter provides a broad grant of power.

The township was originally designed as a subdivision of the county to serve residents in a rural setting. The Northwest Ordinance of 1785 first set up the “congressional township” for the purpose of locating and describing land. Townships were normally laid out as 36 square mile areas, six miles on a side. In the early 1800s townships were organized for governmental purposes, and previously set boundaries were not always followed. Some townships, such as the original Plymouth Township, were larger than 36 square miles while others were smaller.

The basic powers of township government were established in the Michigan constitution of 1835 and further developed in subsequent constitutions and statutes of the state. The constitution of 1963 broadened the powers of townships by providing that laws concerning townships be liberally construed and that township powers include those fairly implied.

Over the past few years, increasing population, urbanization and demand for municipal services in township areas formerly rural, has led to an expansion by the legislature of the statutory powers of general law townships to perform municipal services. Today, through a number of statutes, townships are able to enact a wide variety of ordinances, including regulations for the safety of people and property. Townships today may provide such municipal services as police, fire, library, planning, zoning, and public works.

Table 8 shows various types of ordinances enacted by the Plymouth Township Board and the City of Plymouth Commission.

Table 8

Ordinances of Plymouth and Plymouth Township

	<u>City</u>	<u>Township</u>
Master Plan	X	X
Housing Code	X	X
Zoning Code	X	X
Thoroughfare Code	X	—
Sidewalk Ordinance	X	—
Building Code	X	X
Electrical Code	X	X
Heating Code	X	X
Plumbing Code	X	X
Refrigerator Ordinance	X	X
Fire Prevention Code	X	X
Nuisance Ordinance	X	—
Firearms and Weapons Control	X	a
Traffic Code	X	—
Dog Ordinance	X	X
Swimming Pool Ordinance	X	X
Food, Eating and Drinking Establishment Regulation	X	X
Tree Ordinance	X	b
Refuse Disposal Site Regulation	X	X
Sewer and Water Ordinance	X	X
Taxi Cab Ordinance	X	—
Railroad Ordinance	X	—
Trailer Camp Ordinance	X	X
Hawking Peddling Regulation	X	X
Fence Ordinance	X	—
Utility Ordinance	X	X
Parking Ordinance	X	—
Cemetery Ordinance	X	—
Disorderly Persons	X	—

^a Weapons permits are issued by the county sheriff.

^b Subdivision ordinance requires that property owner provide trees public easement. The property owner maintains the trees for the first year.

The statutory powers of general law townships are not, however, comparable to the much more liberal powers granted to home rule cities. While various statutes authorize the township to perform many functions and services, the laws often limit and restrict the methods of performance.

For example, the legislative body of the home rule city may enact planning and zoning ordinances. The township legislative body, however, must submit a proposed zoning ordinance and the question of whether or not to have a planning commission to a vote of the electorate. Generally, township special assessment districts may be established only after approval of 65 percent of the property owners in the proposed special assessment district, while such districts in a city may be established by the legislative body. The legislature has restricted the general law township ordinance power by requiring that ordinances be effective only after a thirty-day waiting period and that penalties for violation not exceed \$100. On the other hand, city ordinances may be immediately effective and may impose penalties up to \$500. While cities have broad jurisdiction over major and local streets, the authority over major and local streets in a township is vested in the county road commission.

In summary, the powers and limitations of a home rule city are defined in a city charter framed and approved by a vote of the city's electors. Conversely, the powers and limitations of the general law township are specifically defined in numerous state statutes, which impose a number of restrictions on the power of general law townships to perform services.

Governmental Financing in Plymouth and Plymouth Township

The ability of any local unit of government to meet service needs hinges upon the availability of revenues to finance such services. State law provides cities with greater flexibility in utilizing revenue sources and also makes available to cities revenue sources not available to general law townships. The home rule city charter may limit the extent to which a city may take advantage of revenue sources otherwise available.

Revenues are available to cities and townships from local, state and federal sources. Table 9 shows general fund revenue to Plymouth and Plymouth Township for fiscal 1966-67 from local and state sources. Neither of the two units received revenue from federal sources in fiscal 1966-67.

Table 9

General Fund Revenues (Fiscal 1966-67)
Plymouth and Plymouth Township

	<u>City of Plymouth</u>		<u>Plymouth Township</u>	
	<u>Amount</u>	<u>Percent</u>	<u>Amount</u>	<u>Percent</u>
Local Sources:				
Property Tax	\$497,946	55.3%	\$70,007	26.0%
Penalties & Interest	1,922	0.2	16,001	5.9
Other Local Revenues	<u>229,846</u>	25.5	<u>87,541</u>	32.5
Total Local Sources	\$729,714	(81.1%)	\$173,549	(64.4%)
State Sources:				
Sales Tax	\$83,978	9.3%	\$75,192	27.9%
Intangibles Tax	10,695	1.2	10,204	3.8
Income Tax ^a	—	—	—	—
Gas and Weight Tax	72,797	8.1	—	—
Special Tools Refund	—	—	10,370	3.9
Liquor License	2,965	0.3	—	—
Total State Sources	\$170,435	(18.9%)	\$95,766	(35.6%)
Grand Total Revenues	\$900,149	100.0%	\$269,315	100.0%

^a Effective January 1, 1968.

The table shows that revenues from local sources amounted to 81 percent of total revenues in the city and 64 percent of total revenues in township. Conversely, revenues from state sources amount to 36 percent of total revenues for the township and 19 percent for the city.

Local Sources

The property tax is an important source of revenue to both Plymouth and Plymouth Township. State law permits a city charter to provide for a levy of not-to-exceed 20 mills, or \$20 per \$1,000 state equalized value (SEV), for operating purposes. The township shares 15 mills (\$15 per \$1,000 SEV) with the school districts and county.

The city of Plymouth charter restricts the city operating property tax rate to 15 mills. The charter provides that the rate may be increased by up to five mills for periods of one year by majority vote of the electorate. In fiscal 1966-67 the city levied 12 mills (\$12 per \$1,000 SEV) for general operating purposes. As shown in Table 9, this property tax levy yielded \$498,000 in revenue.

Under the Michigan constitution, Plymouth Township, the county and the school district share 15 allocated mills. The exact share obtained by each of these units is determined annually by the county tax allocation board. In fiscal 1966-61, Plymouth Township was allocated one mill for general operating purposes. This yielded about \$70,000, as shown in Table 9.

Townships may levy extra-voted millage for operating purposes with approval of the voters. In fiscal 1966-67 the township levied 2.8 mills as extra-voted millage for the payment of water and sewer contractual obligations. This 2.8 mill levy yielded \$189,548 to the township water and sewer funds (not included in Table 9). Total bonded indebtedness of the township water and sewer system is \$3,424,521 as of March 31, 1967

Debt millage is neither restricted by the constitutional 15 mill limitation nor by the statutory 20 mill limit for cities. As of June 30, 1967, the city of Plymouth had \$208,752 in bonded indebtedness backed by full faith and credit of the city. Debt service for the redemption of these bonds had been financed from the city's general operating millage and no debt millage was levied in fiscal 1966-67. As of September, 1966, all of the township's general obligation debt for the Middle Rouge Interceptor had been paid. Plymouth Township fiscal 1966-67 debt service amounted to \$14,190 financed from monies transferred to the general fund from the debt retirement fund. In fiscal 1966-67 the township did not levy debt millage.

Income Tax. Act 284 of 1964 authorizes cities to adopt a uniform city income tax ordinance. The uniform city income tax ordinance allows the imposition of a one percent income tax on corporations and resident individuals and a one-half percent income tax on non-resident individuals. After adoption of the uniform city income tax ordinance by a city legislative body, petitions requesting referendum may be filed. Such petitions must be signed by at least ten percent but not more than 20 percent of the electorate.

The city of Plymouth does not now levy an income tax; however, this revenue source is available should the residents of the city desire to increase the city's ability to finance services. State law does not give townships authority to impose an income tax.

Special Assessments. The Plymouth city charter allows the city commission discretion in the levy of special assessments and in the establishment of special assessment districts for public improvements. The commission has the power to determine the necessity of public improvements and to decide whether or not the cost of public improvements shall be defrayed wholly or partially by special assessment of benefiting property. While residents may petition the commission for public improvements, the commission has full authority to decide. If 50 percent of the property owners in a special assessment district object to the special assessment, the establishment of the special assessment district then requires a favorable vote from five of the seven commissioners.

A number of statutes authorize townships to finance operating services and capital improvements by special assessment of benefiting property. Because of limited property taxing powers, townships generally provide a greater variety of services on a special assessment basis than do cities. In most cases before a township special assessment district may be established, approval of at least a simple majority and often two-thirds of the property owners in the proposed district must be obtained. State statutes place limits on the total amount to be levied against property for special assessments and the maximum number of installments in which special assessments are to be paid. In fiscal 1966-67 Plymouth Township did not levy special assessments.

In cities the charter usually defines the city's policy for establishment of special assessment districts. There are no statutory limitations on the amounts which may be assessed against a parcel of property nor on the number of installments in which an assessment must be paid; however, such limitations might be expressed in the city charter or established in ordinance.

State law permits cities, townships, and other municipalities to issue special assessment bonds to finance public improvements. Special assessment bonds can not be issued in excess of 12 percent of the state equalized value of taxable property within the city. Both townships and cities may pledge full faith and credit for the payment of special assessment bonds. Townships, however, must have approval of the electorate before full faith can be pledged, while cities may pledge full faith and credit by vote of the legislative body.

Bonds. Cities and townships may also issue general obligation bonds, with approval of the electorate. Cities may incur a general obligation debt of ten percent of the city's state equalized value. Townships do not have an overall debt limitation; rather they have specific limits on the expenditures they may make for particular purposes.

The state revenue bond act gives cities, townships, and other public corporations the authority to undertake public works projects which may be financed by revenue bonds, to be amortized from revenues of the project.

Other Local Revenues include receipts from sale of permits and licenses, court fees and fines, sale of services, interest earned, rental proceeds, appropriation of prior-year surplus,² fund transfers, etc. As shown in Table 9, the city derives significantly more revenue from these sources than does the township. While the variance is due in large part to different accounting procedures, the city has a somewhat larger scope of revenue-producing activities than does the township. For example, the city retains traffic violation fines and municipal court fines and fees, while in the township justice court fines revert to the county treasurer for deposit in the county library fund. The city also retains all proceeds from the sale of plumbing, electrical and heating permits, while township plumbing, heating and electrical inspectors receive 75 percent of the permit fees as their compensation. The city's general fund is also reimbursed for staff support and central services provided to other funds of the city.

State Sources

Cities and townships share on a per capita basis in state sales, intangibles and income tax revenues. In addition, cities, but not townships, share in state gas and weight tax revenues. The distribution of gas and weight tax revenues is based on local and major street mileage and population.

In fiscal 1966-67 Plymouth Township received \$10,370 as a state reimbursement to local units due to exemption of special tools from the township tax base. This reimbursement is made to all local assessing districts which had special tools (i.e., dies, fixtures, molds, patterns, etc.) included in the local tax base prior to January, 1965.

Cities or townships which have a full-time police department or full-time ordinance enforcement department receive from the state 85 percent of liquor license fees originating in the particular city or township. Liquor license returns to the local unit are to be used specifically to enforce the rules and regulations of the liquor control commission. In fiscal 1966-67 the city of Plymouth received \$2,965 from state liquor license returns. The township does not receive liquor license returns

² In fiscal 1966-67 the city of Plymouth appropriated \$61,557 from the city prior-year surplus to meet the year's estimated revenue needs. This appropriation is included in the other local revenues category shown in Table 9. The city had a \$68,449 excess of revenues over expenditures for the year. When this net balance is added to the prior-year's net balance, the city is shown to have a fund equity of \$156,857 as of June 30, 1967. Township "other local revenues" do not include an appropriation of prior-year surplus. Township fiscal 1966-67 audit data shows a general fund cash surplus for the year of \$14,474. When this cash surplus is added to the prior-year surplus, the total cash surplus of the township amounted to \$130,350, as of March 30, 1967.

from the state because liquor law enforcement is provided by the county sheriff's road patrol. In calendar 1966, the county received \$4,459 from the state for liquor law enforcement in Plymouth Township.

Federal Sources

Neither Plymouth nor Plymouth Township received revenues from federal sources in fiscal 1966-67. Both units, however, have received federal grants-in-aid in the past. Both the township and the city have received planning grants. The city of Plymouth received a federal grant-in-aid for the construction of the city hall and the city is now completing housing and urban renewal programs heavily subsidized by federal aid.

In summary, home rule cities have broader financial powers than general law townships. Cities have greater authority to levy property taxes, to use special assessments, to issue bonds; and only cities can impose a local income tax. Cities also receive more revenue from local non-tax sources and receive state gas and weight tax revenues which are not received by townships.

Form and Structure of Local Government

Michigan home rule cities have a broad grant of constitutional and statutory power to establish the form and structure of city government in the city charter. The Home Rule Cities Act requires that the city charter provide for:

1. the election of a legislative body;
2. the election or appointment of a mayor and other officers of the city;
3. the nomination of elective officers by partisan or non-partisan primary, by petition or by convention;
4. the time, manner and means of holding elections and of registering electors;
5. the qualifications, duties and compensation of city officers; and,
6. the establishment of one or more wards.

These general statutory requirements defer to residents of the local community specific decisions as to the form and structure of local government.

There are three basic forms of city government commonly utilized in the United States:

Mayor-Council. An elected mayor serves as executive, and an elected council is the legislative body. The form has two variances: (1) the strong mayor-council, with administrative, power and possibly legislative veto power vested in the mayor and (2) the weak mayor-council, with the mayor having few powers, the council dominating both policy and administration.

Commission. An elected commission acts as the municipal council and exercises both legislative and executive powers. Each member of the commission supervises one or several of the city agencies or one commissioner may be designated as administrative head of all departments.

Council-Manager. An elected council is the legislative body, and all authority over city policy is centered in the council. The council appoints a professional city manager who is responsible to the commission for the administration of the affairs of the city.

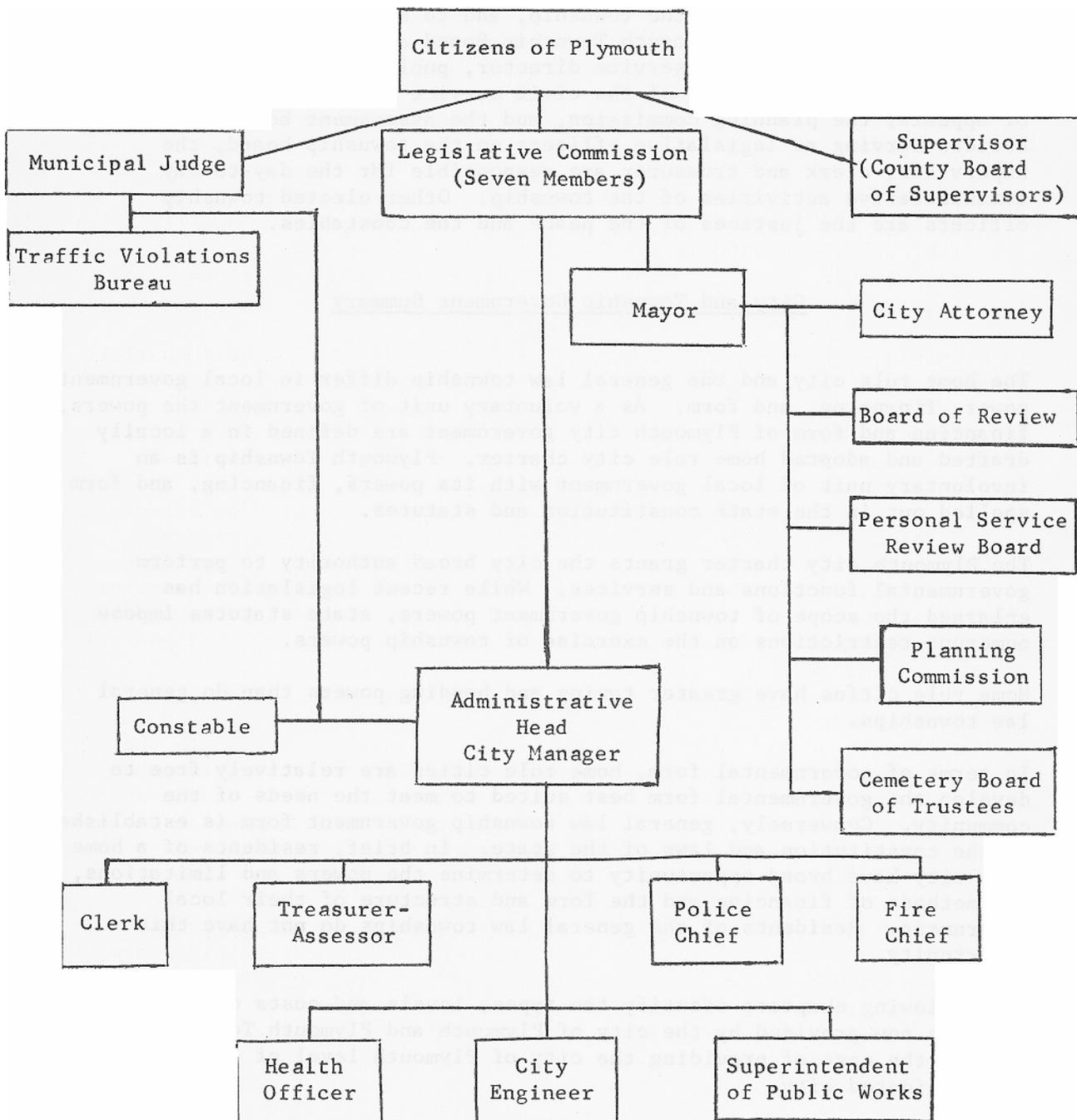
In Michigan, the people of home rule cities can devise in their charters whatever form of city government they desire.

The Plymouth City charter provides for the council-manager form of city government. The city has an elected seven-member city commission (council), the members of which serve two-to-four-year terms and are elected on a non-partisan at large basis. The city commission selects one of its members as mayor, who for ceremonial and other purposes prescribed by statute and charter is executive head of the city. The city commission has policy-making authority and appoints a city manager who is responsible to the commission for the conduct of the day-to-day administrative activities of city government. Chart I shows the general organizational structure of the Plymouth City government.

The seven members of the city commission, the municipal judge, and a city supervisor (to serve on the county board of supervisors) are the elected officers of the city. The charter and ordinances provide the method of appointment for city officers and members of city boards and commissions. The mayor, with the approval of the city commission appoints the city attorney and the members of all city boards and commissions.

The city manager with the advice and consent of the city commission appoints all other city officers. Such officers serve indefinite terms of office and may be removed by the city manager with approval of the commission. The city officers appointed by the city manager are the clerk, treasurer-assessor, fire chief, police chief, city engineer, health officer and superintendent of public works. The constable of the municipal court is appointed by the city manager with the advice and consent of the municipal judge. The city manager also appoints all employees of the city.

CHART I
 ORGANIZATION OF PLYMOUTH CITY GOVERNMENT



The form of township government is fixed in the state constitution and statutes. The elected township board is the legislative body of the township. The board is composed of the township supervisor, clerk, treasurer, and two-to-four trustees. Plymouth Township has four trustees. The township board is empowered to pass ordinances and resolutions, to make township policy, to appoint all non-elected officers and employees of the township, and to set their salaries. As shown on Chart II, the Plymouth Township Board appoints the township attorney, auditor, public service director, public works director, inspector, and the members of the civil service board, the zoning board of appeals, the planning commission, and the assessment board of review. Besides serving as legislative officers on the township board, the supervisor, clerk and treasurer are responsible for the day-to-day administrative activities of the township. Other elected township officers are the justices of the peace and the constables.

City and Township Government Summary

The home rule city and the general law township differ in local government power, financing, and form. As a voluntary unit of government the powers, financing and form of Plymouth city government are defined in a locally drafted and adopted home rule city charter. Plymouth Township is an involuntary unit of local government with its powers, financing, and form spelled out in the state constitution and statutes.

The Plymouth city charter grants the city broad authority to perform governmental functions and services. While recent legislation has enlarged the scope of township government powers, state statutes impose numerous restrictions on the exercise of township powers.

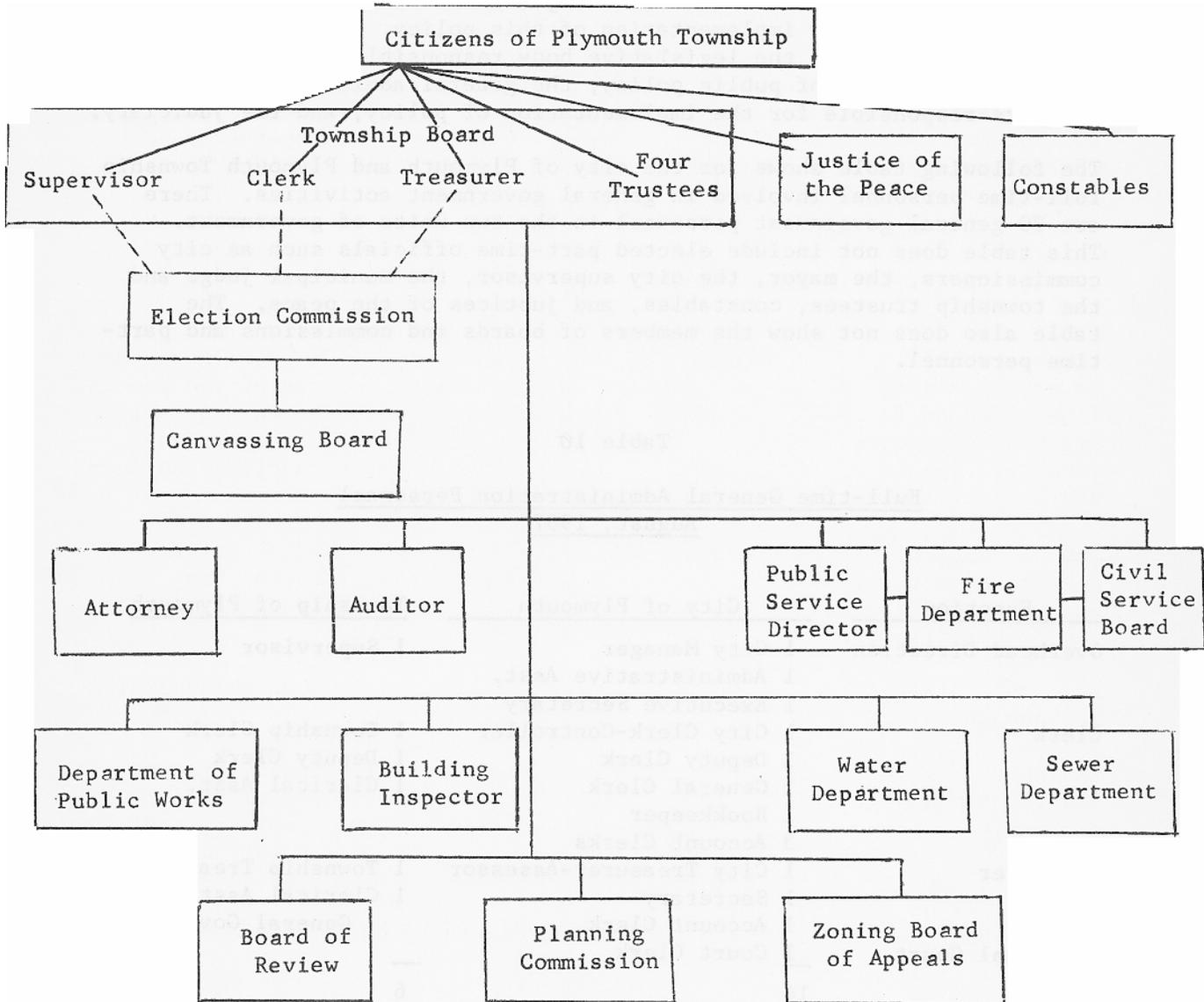
Home rule cities have greater taxing and bonding powers than do general law townships.

In terms of governmental form, home rule cities are relatively free to develop the governmental form best suited to meet the needs of the community. Conversely, general law township government form is established in the constitution and laws of the state. In brief, residents of a home rule city have broad opportunity to determine the powers and limitations, the methods of financing and the form and structure of their local government. Residents of the general law townships do not have this; opportunity.

The following chapters identify the types, levels and costs of public services now provided by the city of Plymouth and Plymouth Township and project the cost of providing the city of Plymouth level of service in a consolidated city.

CHART II

ORGANIZATION OF PLYMOUTH TOWNSHIP GOVERNMENT



CHAPTER II

GENERAL GOVERNMENT

The term of general government describes the policy-making and general overhead operations of city and township government. General government activities are oriented to two basic objectives: the development of public policy and the implementation of this policy. As such, general government includes: the legislative body responsible to the residents for the development of public policy, the general administrative officers responsible for the implementation of policy, and the judiciary.

The following table shows for the city of Plymouth and Plymouth Township full-time personnel involved in general government activities. There are 20 general government personnel in the two units of government. This table does not include elected part-time officials such as city commissioners, the mayor, the city supervisor, the municipal judge and the township trustees, constables, and justices of the peace. The table also does not show the members of boards and commissions and part-time personnel.

Table 10

Full-time General Administration Personnel August, 1967

<u>Function</u>	<u>City of Plymouth</u>	<u>Township of Plymouth</u>
Overhead Direction	1 City Manager 1 Administrative Asst. 1 Executive Secretary	1 Supervisor
Clerk	1 City Clerk-Controller 1 Deputy Clerk 1 General Clerk 1 Bookkeeper 3 Account Clerks	1 Township Clerk 1 Deputy Clerk 1 Clerical Asst.
Treasurer	1 City Treasurer-Assessor 1 Secretary 1 Account Clerk	1 Township Treasurer 1 Clerical Asst. for General Government
Municipal Court	1 Court Clerk	
Total	14	6

Legislative Bodies

In the city of Plymouth, legislative functions are performed by the city commission, while in Plymouth Township, the township board is the legislative body. Each unit

has seven members on its legislative body. The seven-member Plymouth city commission is vested with all legislative and policy-making powers of the city. Four commissioners are elected at each biennial city election, three for four-year terms and one for a two-year term. Regular commission meetings are generally held twice a month. Commissioners are compensated up to \$520.00 per year at a rate of ten dollars per meeting.

The commission selects one of its members as mayor and another member as mayor pro-tem. The mayor is the executive and ceremonial head of city government, and the mayor pro-tem assumes the duties of the mayor in case of the mayor's absence.

The chief duties of the mayor are prescribed by statute and by city charter. Such duties include:

1. preside over all commission meetings;
2. responsibility for conservation of the peace, with the same power granted to sheriffs to suppress civil disorder and command assistance of able-bodied citizens in enforcing city ordinances and suppressing riot;
3. by his signature, authenticate city commission ordinances and other actions; and
4. appoint, with the consent of the commission, the, city attorney and members of the board of review, the personnel service review board, the planning commission, and the cemetery board of trustees.

In addition to compensation received as a commissioner, the mayor receives \$100.00 per annum for activities as mayor.

The fiscal 1966-67 expenditure to operate the city commission and the office of mayor was \$5,816.00, or \$0.51 per city resident. Based upon the estimated 1967 city population (11,500), there is a ratio of one commissioner to 1,643 city residents.

The seven-member Plymouth Township Board has legislative and policy-making powers provided by statute for general law townships. The township supervisor, clerk, treasurer and four trustees constitute the township board and are elected by the voters of the township through partisan nomination and election processes. Principal statutory powers of the township board are to raise taxes, create debt, issue by-laws and orders governing township affairs, provide a township hall or community center, and acquire and hold property for public use. The township board appoints most non-elected township officials and employees. Three of the board's members, the supervisor, clerk, and treasurer, manage the day-to-day operations of the township.

Until 1966 state law provided that the township supervisor, clerk and treasurer serve two-year terms and that township trustees serve staggered four-year terms. Township officials were elected at spring elections held every two years, in odd-numbered years. Recent legislation moved township elections to November of even-numbered years and provided for two-year terms.

Excluding salaries of the township supervisor, clerk and treasurer, which are allocated for purposes of this report as administrative rather than legislative expenses, the fiscal 1966-67 township board operating expense was \$3,500, or \$0.25 per township resident.

The Plymouth Township Board as a legislative body represents an estimated population of 14,125 residents. Thus, there is a ratio of one board member to 2,018 township residents.

Consolidated City Legislative Body. In a consolidated city consisting of Plymouth and Plymouth Township the number of councilmen, their qualifications, term of office, and method of election, would be prescribed in the charter of the new city. If the city of Plymouth level of representation (one commissioner per 1,643 residents) were maintained, the 25,625 population of the new city would require 16 councilmen. It is noted, however, that of the 42 Michigan council-manager cities in the population bracket 10,000 to 50,000, two operate with nine councilmen, while all others have five to seven councilmen. For purposes of this study, it is assumed that the new city will have seven councilmen. Hence, the estimated operating cost of the consolidated city legislative body is \$5,800 (\$0.25 per capita), the approximate operating expenditure for the city of Plymouth commission.

General Administration

General administration functions are related to the overhead operation of the city or township government. The object of general administration is to develop information to assist the legislative body and to coordinate and assist line agencies in implementing policy and in providing direct public service. General administration functions include: overhead direction of governmental activities; the clerk, election and records keeping functions; financial functions of accounting, control, budget-making, assessing, and treasury; personnel activities and planning.

Overhead Administration

In both the city of Plymouth and Plymouth Township responsibility, for direction of governmental activities is centered in one official. The city of Plymouth operates under the council-manager form of city government with a city manager appointed by the city commission in charge of all operations of the city. Under the general law township form of government, an elected township supervisor is chief administrative officer.

The city charter specifies that the city manager be selected on the basis of training and ability alone. As such, the city manager is a professional public administrator. Because he is appointed by and serves at the pleasure of the city commission, the city manager reports directly to the commission and is personally responsible for the proper conduct of city government activities.

The city charter provides for the powers and duties of the office of city manager. Specific duties of the manager include:

1. attending commission meetings, furnishing information to the commission;
2. preparing and administering the budget in the manner required by the commission;
3. acting as personnel director; and,
4. managing and overseeing the operations of the city.

The charter also grants the city manager the power to appoint all subordinate city officials upon the advice and consent of the city commission. Other city employees are appointed by the manager without approval of the commission.

The city manager's office has three employees: the city manager, an administrative assistant, and an executive secretary. The 1966-67 operating expenditure of the city manager's office was \$24,650 or \$2.14 per city resident.

The Plymouth Township supervisor is responsible for the conduct of township affairs in accordance with the policy set by the township legislative body, the township board. The supervisor is chairman of the township board as well as chief administrator of the township. As chief administrator, the supervisor is agent for the township in legal matters, represents the township on the county board of supervisors, assesses taxable property in the township, is personnel agent of the township board, and directs the day-to-day operations of the township.

The township supervisor does not have the clear cut administrative prerogatives which are available to the city manager. Primarily, the supervisor does not have authority to appoint officials of the township. Both the clerk and treasurer are independently elected on a partisan basis and may be of political conviction contrary to that of the supervisor. Other officials and employees of the township are generally appointed by the township board. The Plymouth Township Board, however, has made the supervisor personnel agent, with authority to interview and recommend which applicants for employment shall be hired by the township. The board generally appoints applicants recommended by the supervisor.

The informal nature of township government requires that close working relationships be maintained among elected township officials. The supervisor's administrative authority depends upon the township board's willingness to delegate authority to the supervisor. For the supervisor to assert a leadership role in the township, he must not only have support of the township board but also cooperate effectively with the township clerk and treasurer.

The Plymouth Township supervisor's office has one part-time clerical assistant. The fiscal 1966-67 full-year operating expenditure estimated to include fringe benefits for the township supervisor's office was \$13,789, or \$0.98 per township resident.

Consolidated City Overhead Administration. In a consolidated city consisting of Plymouth and Plymouth Township, the new city charter would establish the type of overhead administration whether it be strong mayor-council, weak mayor-council, commission or council-manager. For purposes of this analysis, it is assumed that the new city would continue the form of government now operating in the city of Plymouth—the council-manager form.

Based on the 1966-67 expenditure of the city of Plymouth, the new city manager's office in a consolidated city would require an operating expenditure of \$31,100 or \$1.21 per new city resident. This would provide a city manager's office staff of four: a city manager, an administrative assistant, an executive secretary, and a secretary. The addition of a secretary to this office would enable the administrative assistant to participate more fully in planning, personnel and other professional staff activities of the new city.

The Clerk Function

Both the city and township have the office of clerk. The city clerk is appointed by the city manager with advice and consent of the city commission. The township clerk is elected on a partisan basis for a two-year term. In both the city and township, the clerk's duties include:

1. serving as secretary to the legislative body and keeping a permanent record of legislative proceedings;
2. certifying ordinances and resolutions;
3. custody of the city or township seal;
4. administering oaths;
5. publishing official notices of the governmental unit;
6. serving as secretary to the planning commission and as chairman of the election commission;
7. registering voters, maintaining election records, and conducting elections;

8. issuing or suspending licenses;
9. maintaining the general records and documents of the jurisdiction; and,
10. managing the financial control function, preparing the budget and maintaining accounts and records of financial transactions.

In addition to the above, the Plymouth city clerk is secretary to the city housing commission; and, as controller, the city clerk prescribed the method of accounting to be used by all city departments.

The city clerk is responsible for the conduct of national and state elections in the November of even-numbered years and city elections the first Monday of April in odd-numbered years. As shown in Table 11, the city had 4,263 registered voters as of November, 1967. For election purposes the city is divided into five voting precincts. Each precinct is equipped with two voting machines and serves approximately 853 voters.

Table 11

Registered Voters Voting Precincts and Voting Machines
Plymouth, Plymouth Township and Consolidated City

	<u>Registered Voters</u>	<u>Voting Precincts</u>	<u>Voting Machines</u>
Plymouth	4,293 (11/67)	5	10
Plymouth Township	4,481 (1/68)	7	16
Consolidated City	8,744	12	26

The city clerk has a full-time staff of six to assist in general accounting, control, elections and other functions (see Table 10). Generally, a chief bookkeeper and three account clerks are assigned to the accounting and control functions. A general clerk and deputy clerk are assigned to records keeping and election functions. During elections the clerk's office has 28 temporary employees for precinct management—25 election inspectors and three voting custodians. Fiscal 1966-67 operating expenditures for the clerk's functions totaled \$47,502, or \$4.13 per city resident. Of this total, \$44,382 was for the operation of the clerk's office while \$3,120 was the 1966-67 election cost.

In addition to the duties listed above, the township clerk acts as township agent along with the supervisor and serves as township purchasing agent. The township clerk conducts township, state and/or national elections every two years on general election day in November of even-numbered years. Candidates for township office are nominated in a township primary held in August preceding the November election. The township clerk also conducts special elections.

There are a total of 4,481 registered voters in the township as of February, 1968 (see Table 11). For election purposes, the township is divided into seven voting precincts. The township has 16 voting machines.

The Plymouth Township clerk function requires an office staff of three: the township clerk, a deputy clerk, and a clerical assistant. The fiscal 1966-67 expenditure for the operation of the clerk's office totaled \$26,712, or \$1.89 per township resident. This includes \$3,891 for the August and November, 1966, elections.

Consolidated City Clerk's Function. In a consolidated city consisting of Plymouth and Plymouth Township, the city clerk's function would require a full-time clerk-controller with a full-time office staff of nine personnel. The staff would include an accountant, a bookkeeper and four account clerks for the accounting and control functions and a deputy clerk and two general clerks in charge of records keeping, elections, and other functions of the clerk's office. The estimated expenditure required to operate the new city clerk's office is \$71,700, or \$2.80 per capita in the new city.

The Treasury, Assessing and Purchasing Functions

In Plymouth City the treasury, assessing and purchasing functions are performed by the city treasurer-assessor who is appointed by the city manager. In Plymouth Township the treasury function is performed by the elected township treasurer, the assessing function by the elected supervisor, and the purchasing function by the elected clerk.

Activities generally included in the treasury function are:

1. billing, collecting or otherwise receiving all taxes, fees, or other monies due to the city or township;
2. the depositing and disbursement of such monies as authorized by the legislative body;
3. maintaining complete records of: receipts, transfers, disbursements or other transactions involving city monies; and,
4. performing other duties as prescribed by the legislative body.

In the city of Plymouth these treasury functions are performed by the treasurer-assessor, a full-time account clerk; and during peak tax billing periods, extra assistance is furnished by a secretary assigned to the assessing and purchasing functions and a part-time account clerk.

The city treasurer's office is responsible for the processing of some 3,700 tax bills twice a year. City taxes are billed July 1, and county and school district taxes are billed December 1. The Wayne County bureau of taxation computes and prints city tax bills and rolls, through contract with the city. After receiving the printed bills from the bureau, the city treasurer's office mails them.

In the township, treasury functions are performed by the elected treasurer who also serves on the township board. In fiscal 1966-67 the township treasurer also served as manager of the township water and sewer departments. The treasurer cooperates extensively with the township clerk in the payroll, accounting and control functions.

The township contracts with the county bureau of taxation for the preparation of tax rolls and bills. Township, school district, and county tax bills are mailed December 1 of each year—about 4,350 bills.

The township treasurer has one full-time clerical assistant for treasury activities. During the mailing of tax bills the treasurer is assisted by temporary office help.

In 1966-67, the prorated expenditure of the city treasurer-assessor's office for treasury and purchasing functions was \$15,176, or \$1.32 per city resident, and the expenditure in the township for treasury functions was \$18,223, or \$1.29 per township resident.

In Plymouth and Plymouth Township the annual duties of the assessor include:

1. assessing all taxable real and personal property; and,
2. preparing all regular and special assessment rolls as prescribed by law.

The assessing function is managed by the city treasurer-assessor in the city of Plymouth and by the township supervisor in Plymouth Township. The 1966-67 city expenditure for assessment is \$9,066, or \$0.79 per capita. Available data does not permit estimation of comparable 1966-67 township expenditures for assessment—the township assessing expense is included in the supervisor's office expense.

In March each year assessments are reviewed and appeals are heard by the city's and township's three-member boards of review. In the city, the mayor appoints board of review members for three-year terms. In the township board of review members are appointed by the township board, on recommendation of the township supervisor. Board of review members must be residents and taxpayers of the jurisdiction for which they hold office. Board of review expenditures in 1966-67 in the city totaled \$65 and in the township \$480.

Table 12 shows the estimated number of taxable parcels of property in the city, township, and consolidated city.

Table 12

Estimated Parcels of Taxable Property
Plymouth, Plymouth Township, Consolidated City

	<u>Estimated Number</u> <u>Parcels Taxable Property</u>
Plymouth	3,700
Plymouth Township	<u>4,350</u>
Consolidated City	8,050

Consolidated City Treasury, Purchasing and Assessing. For purposes of cost projection in a consolidated city, the treasury, assessing and purchasing functions would cost \$44,800, or \$1.75 per capita. There would be a treasurer, an assessor, a secretary, and three account clerks.

Legal Service

The city and township each contract legal services on a retainer basis. The city attorney is appointed by the mayor with approval of the commission. The township attorney is appointed by the township board on recommendation of the township supervisor. The city and township attorneys provide legal opinions to city or township officials or departments. The respective attorneys may also defend the governmental unit or its officials in court.

In fiscal 1966-67, the Plymouth City attorney issued 22 legal opinions and handled five court cases. The city's operating expenditure for 11 services was \$15,736, or \$1.37 per capita.

The fiscal 1966-67 township operating expenditure for legal services \$6,319, or \$0.45 per capita.

Consolidated City Legal Service. The new city would have the opportunity to hire a full-time city attorney if it so desired; however, legal service could continue to be provided on a contractual retainer basis. In either case, it is estimated that the city of Plymouth level of legal service could be provided in the initial year of consolidation for an expenditure of \$20,000.

Planning

Public Act 285 of 1931, as amended, provides that any city, village or township may adopt and carry out a municipal plan and may create a planning commission responsible for plan development, zoning regulation and land subdivision. Pursuant to Act 285, the Plymouth city planning commission was established by ordinance in 1938, and the Plymouth Township planning commission was established by ordinance in 1956.

Both planning commissions have nine members representing, insofar as possible, different professions or occupations. Members serve staggered three-year terms, the terms of three members expiring each year. In the city of Plymouth the mayor, with the approval of the city commission appoints planning commission members. In Plymouth Township the supervisor, with approval of the township board, appoints three members each year. Members of the Plymouth Township planning commission are compensated \$20 per meeting. City planning commission members serve without compensation.

In the city of Plymouth, the city clerk serves as staff director to the planning commission professional planning assistance and planning studies are provided by planning consultants retained on a contract basis. As a basis for city master plan revision, the consultants have prepared several developmental planning studies including: population and neighborhoods (April, 1963), community and recreational facilities (August., 1963), industrial base (November, 1963), public improvements (September, 1964), a development plan (September, 1964), the image of Plymouth (March, 1967) and the central business district (August, 1967). The total cost of these studies was \$18,500, funded in fiscal 1962-63 by federal grant (64 percent) and by city appropriation (36 percent).

The estimated, 1966-67 operating expenditure for the city planning commission is \$2,994, or \$0.26 per city resident. This operating expenditure includes manager, inspector's and clerk's office staff support (estimated \$2,785), consultant fees (\$136), and commission expense (\$73).

In the township, the township clerk serves as secretary to the planning commission. The township also contracts with planning consultants. One comprehensive development plan has been prepared (April, 1966), financially aided by a federal government grant. The plan surveys buildings and environmental conditions, existing and proposed utilities, land use, thoroughfares, community facilities, and discusses fiscal, capital improvement, zoning and subdivision rules implementation. The fiscal 1966-67 expenditure for planning commission activities totaled \$6,348, or \$0.45 per capita in the township. This operating expenditure includes planning commissioners salaries (\$2,500), planning consultants (\$3,063), and clerical and other expenditures (\$785).

The city of Plymouth and Plymouth Township also support the Plymouth area planning commission. The Plymouth area planning commission is a 12-member ad hoc commission with members representative of Plymouth, Plymouth Township, Canton Township, and Plymouth area schools. The commission's objective is to create a balanced community and to improve the industrial tax base. The school district, Plymouth, and Plymouth Township each contribute \$5,000 annually, and Canton Township contributes \$2,500 annually to operate the commission and employ a full-time staff director.

Zoning

The city of Plymouth and Plymouth Township each have zoning and sub-division ordinances. In each jurisdiction the planning commission acts as zoning board, final decision for zoning changes resting with the city commission or the township board.

For purpose of resolving zoning appeals, each unit also has a zoning board of appeals. The city has a five-member zoning board of appeals, the members of which are appointed by the mayor with the approval of the commission, serve without compensation, and have three-year terms of office. The township's board of appeals has three members, one appointed by the board of trustees, one who is chairman of the township planning commission, and one who is appointed by the other two members. Members of the township zoning board of appeals serve indefinite terms of office and are paid for their service \$10 per meeting. The fiscal 1966-67 township expenditure to operate the zoning board of appeals was \$140.

Consolidated City Planning and Zoning. In a consolidated city, the present Plymouth city level of service would require a single nine-member planning commission. The method of appointing members of the planning commission and their terms of office would be specified in the new city's charter or ordinances. Consistent with the city of Plymouth's present practice, the projection assumes that members would serve without compensation.

The new city planning commission would be responsible for the development and maintenance of a comprehensive master plan for the new city. This would include periodic zoning ordinance and subdivision ordinance review and revision. The planning studies and analysis already completed provide a factual basis and solid foundation for the planning activity of the consolidated city. However, planning consultants would continue to be retained on a limited basis.

Continued industrial, commercial, and residential development in the consolidated city and the availability of significant vacant or undeveloped land will require additional staff support to the planning commission. In fiscal 1966-67 the township relied heavily on consultant services; and the city, while requiring minimal consultant services derived staff support from other city offices. In a new city, heretofore diverse planning activities could be merged and full-time planning staff assistance could be provided

The operation of planning commission, zoning board of appeals and planning staff offices in a consolidated city would require an annual expenditure of \$19,400, or \$0.73 per new city resident. This provides for a planning staff consisting of a professional planner and a secretary (\$16,300), continued consultant services (\$2,400), equipment (\$500) and board and commission expense (\$200). As will be discussed subsequently the planning office may also furnish staff support for the new city housing commission and the function of urban renewal.

The city and township both contribute to the operation of the Plymouth area planning commission, an economic development agency. It is assumed that the consolidated city would continue to contribute \$10,000 annually to support this function. Consideration might be given to combining the staff operations of the consolidated city planning department and the Plymouth area planning commission.

Housing and Urban Renewal

The city of Plymouth is involved in federally assisted public housing and urban renewal programs. The total estimated net cost of these programs is estimated to be \$1.28 million with the federal government paying \$1.2 million, or 93.8 percent, and the city share, including donated land, amounting to \$80,000, or 6.2 percent.

As of March, 1968, the city housing project is in the planning stage. A 60 unit-senior citizen housing project is scheduled to be constructed on a 1.3 acre site situated at Joel R. and Sheridan streets. The total cost of the project is estimated to be \$997,962, the federal government contributing \$987,674 and the city donating land valued at \$10,288. Completion of the housing project is planned for 1969.

The city housing program is administered by a five-member housing commission. The members are appointed by the mayor for five-year terms and serve without compensation. The mayor has appointed the city clerk housing director. No expense for the operation of the housing commission is reported in city fiscal 1966-67 financial data.

The city urban renewal project was initiated and financed prior to fiscal 1966-67. This project involved the clearing of a 9.2 acre site bounded by Mill Street, Ann Arbor Trail, Amelia, and the C&O railroad tracks, in order to develop the area as an industrial park. The total cost of the urban renewal project was \$282,432, of which \$212,779, or 75 percent, was financed by the federal government.

The city manager is the urban renewal director. The city operating expenditure for the city manager's activity related to urban renewal is absorbed in the total 1966-67 city manager's office expenditure.

Consolidated City Housing and Urban Renewal. City officials state that in a consolidated city consisting of Plymouth and Plymouth Township, continued urban renewal activity might not initially be necessary. City officials do believe, however, that planned housing for the elderly will not be sufficient to meet future needs and that consolidation may increase future opportunities for participation in federal housing and urban renewal programs.

The new city would have a five-member housing commission. Staff support for existing or future housing and urban renewal might be provided by the planning office or continue to be provided as existing city practice—the city manager as director of the urban renewal function and the city clerk as staff director to the housing commission.

Judicial Functions

Judicial functions are carried on by a municipal court in the city of Plymouth and by two justices of the peace in Plymouth Township. The city municipal judge is elected for a six-year term and receives an annual salary of \$3,600. The municipal judge must be an attorney admitted to practice before the state supreme court and a five-year resident of the city. The justices of the peace in the township are remunerated on a fee basis. The justice of the peace need not be a lawyer, but must be a qualified elector of the township. A provision of the 1963 Michigan constitution provides that the office of justice of the peace be discontinued as of January 1, 1969.

Municipal court and justice of the peace court jurisdictions differ somewhat. Justices of the peace have civil jurisdiction in matters up to and including \$300; while, pursuant to the city charter and state statute, the city municipal court has civil jurisdiction in matters up to \$500. In both the justice of the peace court and municipal court, criminal jurisdiction includes matters punishable by up to \$100 fine or 90-day imprisonment.

The city of Plymouth municipal judge is a part-time official. Court is held one night per week on alternate Tuesdays and Thursdays. The judge is assisted in court by a court clerk appointed by the manager and by a constable who is a member of the police force.

The municipal court judge is also in charge of the city traffic violation bureau. The traffic violation bureau processes traffic violations settled prior to court hearing. The court clerk and a part-time assistant court clerk manage the day-to-day operations of the bureau.

In fiscal 1966-67 the municipal court decided 452 cases. In calendar 1967, 1,280 traffic tickets were issued. Total revenues to the city from municipal court and

traffic violation bureau operations totaled \$25,835. Of this total, revenues from unlitigated traffic fines amounted to \$13,387. In fiscal 1966-67 operating expenditures of the municipal court and traffic violation bureau totaled \$12,356, or \$1.07 per city resident.

While Plymouth Township has two justices of the peace, only one justice has been active for the full-year period December, 1961 to November, 1967. The other justice became active in June, 1967. For the full-year period December, 1966, to November, 1967, the two justice courts processed 3,032 cases. Total fees, fines, costs and forfeited bonds from these cases amounted to \$29,156.

Monies collected by justices of the peace are returned to the county treasurer. The county treasurer reimburses the justice of the peace on a fee basis, and fines are deposited in the county library fund. During the December, 1966, to November, 1967, period, \$11,332 was paid in fees to the Plymouth Township justices of the peace, and \$17,824 was deposited in the county library fund.

Consolidated City Judicial Function. A consolidated city would have an elected municipal judge. Based upon existing justice of the peace court and municipal court workloads, it is estimated that the volume of cases would be double that of the city of Plymouth. The new city municipal court would be required to be in session two evenings per week

The new city would also have a traffic violation bureau. As will be discussed subsequently, the Plymouth level of service in a consolidated city will require a full-paid police department. It is probable that increased police patrol strength in the township sector of the new city will result in a substantial increase in traffic violations. Without experience, it is difficult to project what these probable increases might be. Based on 1966-67 estimated traffic violations issued in both city and township, however, a consolidated city would, at a minimum, double the workload of the traffic violation bureau.

The new city municipal court and traffic violation bureau would have a staff of four: a part-time judge, a part-time constable, a full-time court clerk, and a full-time assistant court clerk. The estimated total operating cost for this function is \$19,200, or \$0.75 per capita.

It is also estimated that revenues to the new city from court fines, traffic tickets, and court costs would total \$45,600—approximately \$19,800 more than received by the city of Plymouth in fiscal 1966-67.

General Government Summary

If the city of Plymouth and Plymouth Township were to consolidate into a single new city, the residents of these two units would have the opportunity to design a new city government fitted to the needs of the area as a whole. The people would elect a charter commission to frame a charter for the new city, and the electors of the area would be able to approve or reject the charter.

While form and powers of a new city would be specified in a charter approved by the electorate, this report assumes that the city of Plymouth level of service is to be provided in the new city by a council-manager form of city government. This fundamental assumption should not be construed as a recommended form of city government—rather, it is an analytical framework for projecting cost.

In the consolidated city full-time personnel would number 24 to provide legislative, administrative, election, accounting, treasury, assessing, purchasing, legal, planning, zoning, and judicial services. This compares with six full-time general government employees of the township and 14 in the city—a total of 20. The additional full-time employees would provide full-time assessing and planning personnel and other clerical assistance. There would be fewer part-time employees in the consolidated city.

Table 13 shows that general government expenditures in a consolidated city would total \$222,000 which is \$3,028 more than spent by the two units combined in fiscal 1966-67.

Table 13

Existing and Estimated General Government Operating Expenditures
Plymouth, Plymouth Township, Consolidated City

General Government Function	1966-67 Operating Expenditures			Estimated Consolidated City	Increase or {Decrease}
	City of Plymouth	Township Plymouth	City & Township Combined		
Legislative Body	\$5,816	\$ 3,500	\$9,316	\$5,800	\$(3,516)
General Administration					
Overhead Administration	\$ 24,650	\$ 13,789	\$ 38,439	\$ 31,100	\$(7,339)
Clerk Function	47,502	26,712	74,214	71,700	(2,514)
Treasury Function	15,176	18,223	33,399	26,800	(6,599)
Assessing Function	9,131	480	9,611	18,000	8,389
Legal Service	15,736	6,319	22,055	20,000	(2,055)
Planning & Zoning	<u>7,994</u>	<u>11,488</u>	<u>19,482</u>	<u>29,400</u>	<u>(9,918)</u>
Subtotal General Administration	\$ (120,189)	\$ (77,011)	\$ (197,200)	\$ (197,000)	\$(200)
Judicial Function	\$ 12,356	\$ 100	\$ 12,456	\$ 19,200	\$ 6,744
Total General Government	\$ 138,361	\$ 80,611	\$ 218,972	\$ 222,000	\$ 3,028

CHAPTER III
PUBLIC SAFETY

One of the principal responsibilities of the municipality is to maintain a healthy and safe environment so that individuals may be secure and free in pursuit of personal goals. In the urban context, public safety requires the performance of protective, regulatory and preventive services. For the purposes of this study public safety services include police, fire and building safety-inspection. The city of Plymouth provides all three of these services, while Plymouth Township furnishes fire service and building safety-inspection service and receives police service from the state and the county.

There are a total of 39.5 full-time city and township employees engaged in public safety services in Plymouth and Plymouth Township. Table 14 shows for Plymouth and Plymouth Township the distribution of public safety employees among police, fire, and inspection services. In fiscal 1966-67 the two units spent \$361,065 for public safety.

Table 14
Full-Time Public Safety Personnel
(August, 1967)

<u>Function</u>	<u>City of Plymouth</u>	<u>Township of Plymouth</u>
Police	1—Police Chief 1—Asst. Police Chief 2—Lieutenants 2—Sergeants 9—Patrolmen <u>4—Comm. Clerks</u>	
TOTAL Police	19	
Fire	1—Fire Chief 2—Lieutenants <u>4—Firemen</u>	1—Public Service Dir. 1—Captain 1—Sergeant <u>6—Firemen</u>
TOTAL Fire	7	9
Inspector	1—Building Safety Ins. 1—Plumbing & Housing Inspector <u>1—Secretary</u>	1—Bldg & Housing Ins. <u>.5—Secretary (Also Sec. to Supervisor)</u>
TOTAL Inspection	3	1.5
TOTAL Public Safety	29	10.5

Police Services

Residents of the city of Plymouth receive police protection from a full-paid city police department. Plymouth Township does not have a police department. Police services are furnished township residents by the state police and the Wayne County sheriff.

As shown in Table 14 the city has 19 full-time police department personnel. The patrol force numbers 12: an assistant chief in charge of patrol operations, a lieutenant, a sergeant, and nine patrolmen. The department also has a chief, a sergeant responsible for juvenile affairs, a detective lieutenant, and four communications clerks.

Police headquarters is located at the city hall. Departmental facilities include: customer counter, base radio, squad room, lockers, supply and equipment room, one bay garage, three detention cells, prisoner waiting room, and offices for the chief and assistant chief. The department has five radio-equipped squad cars. Other special equipment includes walkie-talkies, riot helmets, rifles and shotguns, gas masks, etc.

The city is considered a single district for patrol purposes. The 12-man patrol force provides an average of 2.7 men on patrol 24-hours a day, seven days a week. During the day one-man patrol cars are used and at night two-man cars are used.

In fiscal 1966-67, the city spent \$162,986, or \$14.17 per capita for operations of the police department.

Plymouth Township does not operate its own police department. Township residents receive police services from two sources: the Wayne County sheriff's road patrol and the Michigan state police. The sheriff's road patrol provides patrol service to the unincorporated areas of the county. Road patrol headquarters are located at 3100 Henry Ruff Road, Inkster. The Michigan state police patrol the major highways of the state; furnish police protection where there are no police departments; and provide professional assistance, training, and other specialized police services to local police departments. The Redford state police post is situated at Grand River and Seven Mile in Redford Township.

The county road patrol provides patrol and other police services to Plymouth Township residents. For patrol purposes Plymouth Township and Northville Township are considered a single district. During daylight hours two one-man sheriff patrol cars are assigned to the Plymouth-Northville district. In the evening hours, one two-man car patrols the district. This does not include, however, the sheriff's patrol detail assigned to Hines Parkway, which, in emergency, may be diverted into the township to provide auxiliary response strength. The Hines Parkway detail varies in patrol strength depending upon time of day, time of week and season. In addition to routine patrol services, other police services available to township residents from the county sheriff include: identification bureau, safety education, accident prevention, racket squad, detective, and youth services.

The state police department also has specialized agencies which provide assistance to both incorporated and unincorporated areas. Available auxiliary state police services include: fire inspection, police training, arson squad, crime laboratory, underwater recovery, aerial search, etc.

Average patrol strength provided to Plymouth Township from the county road patrol and state police is estimated as 9.7 full-time patrolmen. This is equivalent to .65 patrolmen per 1,000 residents in the township

No estimate is made of the cost of providing state police and county road patrol services to the residents of Plymouth Township. In fiscal 1966-67 Plymouth Township did, however, spend \$4,865 for various other public safety purposes: dog control, \$1,966; crossing guards, \$860; civil defense, \$495; and other, \$1,544.

Consolidated City Police Services. A Plymouth-Plymouth Township consolidated city would require a full-time police department, with a total staff of 37 personnel, in order to provide the Plymouth level of police service. This would include a patrol staff of 27, three detectives, a full-time juvenile officer, four communications clerks, a police chief and an assistant police chief. The new city would require a total of eight patrol cars, three more than now used by the city of Plymouth.

There would be 1.04 patrol officers per 1,000 population which would provide a 60 percent increase in patrol service to residents of the township. The additional patrol manpower would facilitate patrol scheduling and deployment of men and also provide earlier and more concentrated response to emergency situations.

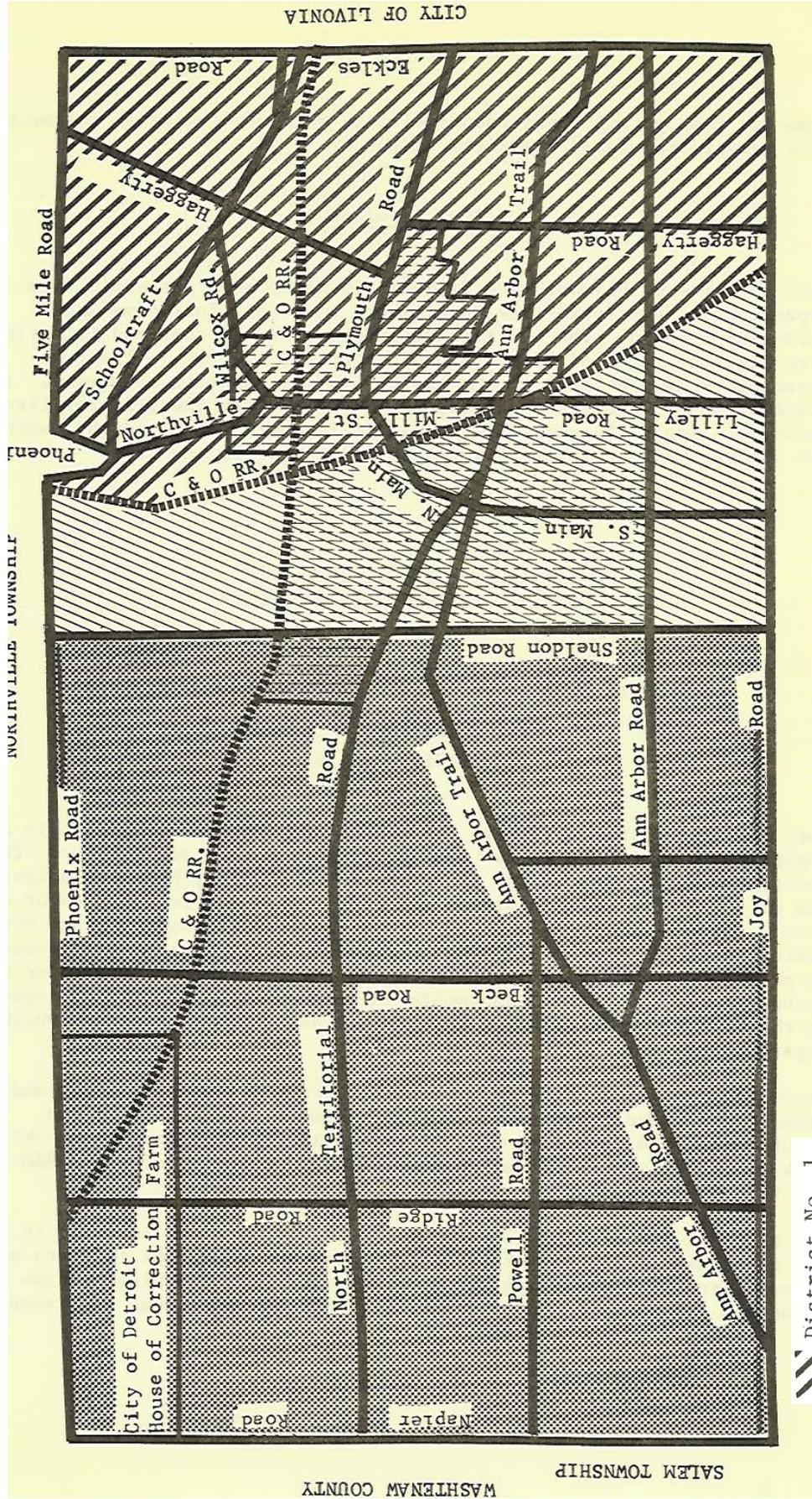
In addition, the new city police department would have a detective staff of three for investigation purposes and a full-time juvenile office. The state police would continue to patrol state highways and the county road patrol would maintain existing Hines Drive patrols. All specialized facilities and personnel of the state police and county road patrol would continue to be available to the new city.

The estimated operating expenditure for the new city police department is \$324,500, or \$12.66 per new city resident. This would provide the above-mentioned personnel, additional equipment and squad cars, and police training.

Map A shows the new city divided into three districts for patrol purposes. Proposed patrol district #1 is the area of the city and township east of the C & O Railroad tracks. Proposed patrol district #2 comprises the portion of the city and township bounded on the east by the C & O Railroad tracks and on the west by Sheldon Road. It is estimated that four-fifths of the combined city-township population reside in patrol districts #1 and #2. Hence, maximum patrol strength would be provided in these districts. Proposed patrol district #3 consists of the city and township area west of Sheldon Road. This district comprises a 10.5 square mile area and is the largest

Map A
 Proposed Police Service Patrol Districts
 In a Consolidated City

Northville Township



 District No. 1
 District No. 2
 District No. 3

Canton Township

proposed district of the three. Proposed district #3 will require a combination of rural and urban patrol frequency, but it is not expected that patrol requirements will be as demanding as in the much more heavily populated districts #1 and #2.

Fire Services

Both the city of Plymouth and Plymouth Township have part-paid fire departments. Part-paid fire departments have both full-time and volunteer firemen. The two fire departments have a combined full-time fire fighting force of 15 men and 46 volunteer call men. The two departments have a total of nine pieces of fire fighting apparatus. In fiscal 1966-67 Plymouth and Plymouth Township spent \$142,12~, for fire services. Table 15 shows fire losses in Plymouth and Plymouth Township and the two units together for calendar 1965, 1966, and 1967.

Table 15

Fire Losses 1965, 1966, 1967
Plymouth and Plymouth Township

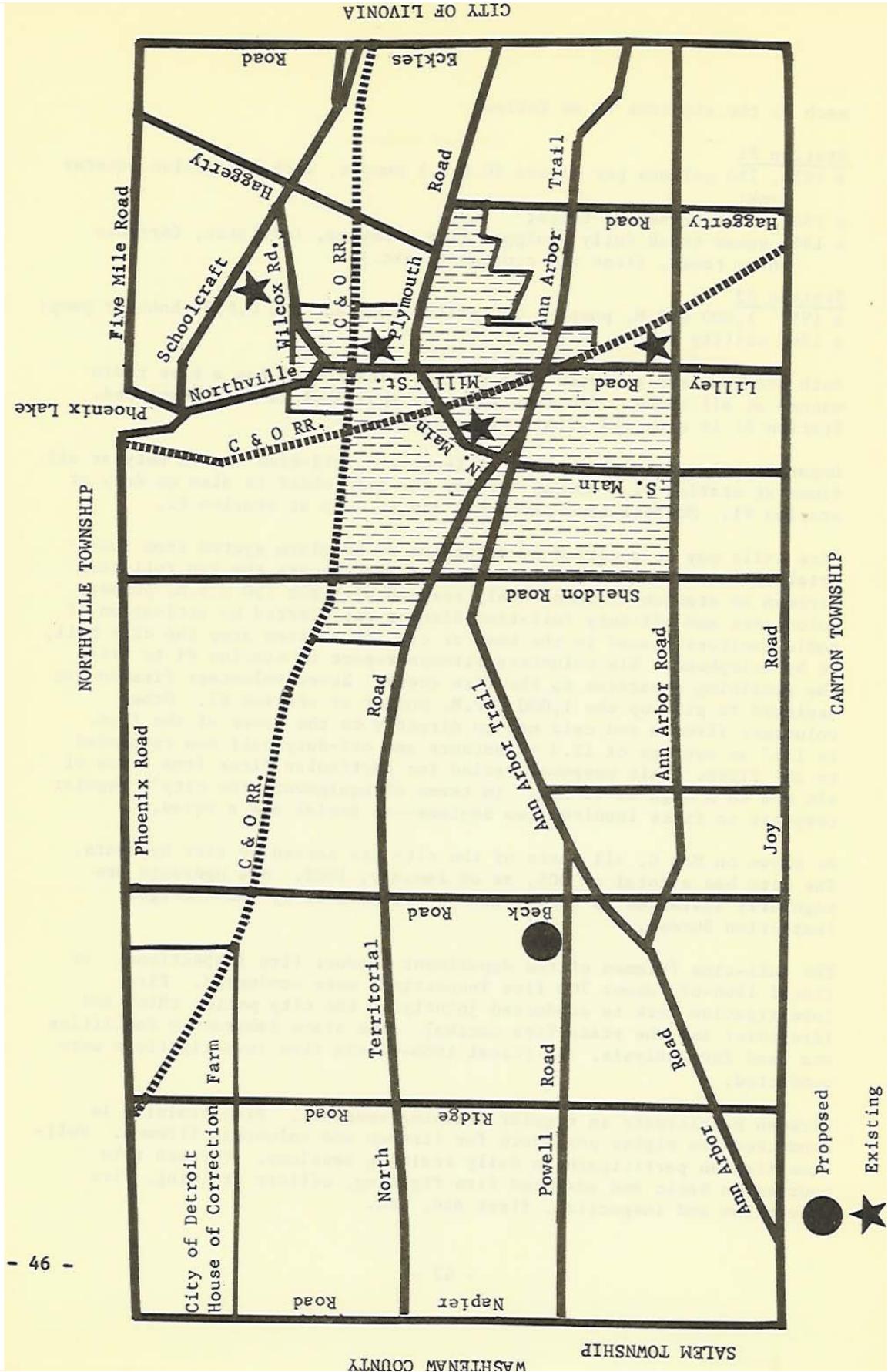
	<u>1965</u>	<u>1966</u>	<u>1967</u>
City of Plymouth	\$ 47,475	\$ 31,540	\$14,629
Plymouth Township	<u>74,225</u>	<u>107,850</u>	<u>36,290</u>
Total	\$121,700	\$139,390	\$50,919

Both the city of Plymouth fire department and the Plymouth Township fire department participate in two fire protection mutual aid systems; Tri-County Mutual Aid System and the Western Wayne County Mutual Aid System. The Tri-County Mutual Aid System started in 1954 and includes about ten fire departments in northwestern Wayne, southwestern Oakland, and northeastern Washtenaw counties. The communities have “gentlemen’s agreements” to provide mutual fire protection to each other. The Western Wayne County System involves 15 fire departments in western Wayne County—all operating on the same radio frequency. This system has a formal contract which all departments sign.

The city of Plymouth fire department has seven full-time firemen and 25 volunteer firemen. Full-time firemen include: a fire chief, two lieutenants, and four firemen. All full-time firemen except the chief work a 56-hour week—one day on, two days off. The chief works 8 AM to 5 PM five days per week.

The city has two fire stations. Station #1 is situated in the city hall, 201 South Main. Station #2 is in the northeast sector of the city at the intersection of East Spring and Holbrook streets. Existing station locations are shown on Map B. The

Map B
 Existing and Proposed Fire Station Locations
 Plymouth, Plymouth Township, Consolidated City



fire fighting apparatus allocated to each of the stations is as follows:

Station #1

- a 1954, 750 gallons per minute (G.P.M.) pumper, with 300-gallon booster tank;
- a 1947, 65 foot aerial truck;
- a 1965 squad truck fully equipped (i.e., oxygen, inhalator, entry tools, first aid equipment, etc.).

Station #2

- a 1957, 1,000 G.P.M. pumper, 200-gallon tank and 300 G.P.M.
- a 1964 utility truck.

Both stations are equipped with radios. Station #1 has a base radio manned at all times. All fire fighting apparatus is radio equipped. Station #1 is equipped with living quarters.

Departmental policy is to have at least two full-time men on duty at all times at station #1. During the day the fire chief is also on duty at station #1. No full-time personnel are on duty at station #2.

Fire calls may be received by telephone or by alarm system from industrial or commercial facilities. When a fire occurs the two firemen at station #1 immediately respond with the 750 G.P.M. pumper. Volunteers and off-duty full-time firemen are alerted by activation of radio monitors placed in the home or car, by a siren atop the city hall, or by telephone. Six volunteer firemen report to station #1 to bring the remaining apparatus to the fire scene. Seven volunteer firemen are assigned to pick up the 1,000 G.P.M. pumper at station #2. Other volunteer firemen and call men go directly to the scene of the fire. In 1967 an average of 12.3 volunteers and off-duty call men responded to all fires. This response varied for particular fires from a low of six men to a high of 19 men. In terms of equipment, the city's regular response to fires involves two engines—an aerial and a squad.

As shown on Map C, all parts of the city are served by fire hydrants. The city has a total of 305, as of January, 1968. New hydrants are regularly installed as needed and as recommended by the Michigan Inspection Bureau.

The full-time firemen of the department conduct fire inspections. In fiscal 1966-67, about 700 fire inspections were conducted. Fire investigation work is conducted jointly by the city police chief and fire chief and the state fire marshal. The state laboratory facilities are used for analysis. In fiscal 1966-67 six fire investigations were conducted.

Firemen participate in regular training sessions. Fire training is conducted two nights per month for firemen and volunteer firemen. Full-time firemen participate in daily training sessions. Firemen take courses in basic and advanced fire fighting, officer training, fire prevention and inspection, first aid, etc.

The fiscal 1966-67 total expenditure to operate the city of Plymouth fire department was \$57,346, or \$4.99 per city resident. For fire insurance purposes the city is rated as a Class 7 city.

The Plymouth Township department has eight full-time fire fighters, including the chief, the assistant chief, and six firemen. There are 23 call men. The township's public service director is the administrative head of the department but does not participate in fire fighting activity.

The department has two fire stations and is equipped with five pieces of fire fighting apparatus. Station #1 is connected to the township hall at the intersection of Ann Arbor and Lilley roads (See Map B). The station has living quarters, a base radio transmitter and three pieces of fire fighting apparatus:

- a 1953, 500 G.P.M. pumper with a 600-gallon booster; tank,
- a 1966 rescue truck, fully equipped (resuscitator, stretchers, oxygen, K-12 rescue saw, smoke ejector, power generator, flood lights, etc.), and
- a 1966 jeep brush fire rig with 90-gallon tank and small pump.

A department service station wagon is also assigned to station #1. Station #2 was put in service in 1960 to accommodate the township's northeast residential expansion. This station is located at 41235 Schoolcraft near the intersection of Schoolcraft and Haggerty roads (See Map B). Because the station is situated along the I-96 expressway right of way, the station will have to be relocated at some time in the early 1970s. The station has two bays, a radio transmitter, living quarters, and office space. Two pieces of mobile fire fighting apparatus are assigned to station #2:

- a 1962, 1,000 G.P.M. pumper with 500-gallon booster tank, and
- a 1964, 1,000-gallon tanker with 500 G.P.M. pump.

Each fire station has a radio station operating on a common frequency with other fire departments in the area. All fire department vehicles are equipped with two-way radios, and volunteers and off-duty call men can be alerted and informed as to the locale of a fire by activation of one-way radio monitors placed in the home or automobile of the firemen. In case of a general fire alarm, fire fighters may also be alerted through the activation of a siren at station #1 or by telephone. General departmental policy requires that each station have one full-time fireman on duty at all times.

The department has two pre-arranged fire response schedules. For fires in rural areas or areas not served by fire hydrants, the 500 G.P.M. pumper and the rescue truck respond from station #1 and the 1,000-gallon tanker responds from station #2. Where hydrants are available, the rescue truck and 500 G.P.M. pumper respond from station #1 and the 1,000 G.P.M. pumper responds from station #2. Under either response the second engine in station #2 may be moved to station #1 to enhance back-up capability. In case of a major conflagration or a fire requiring second alarm capability the department will request mutual aid from neighboring cities or townships. The second alarm mutual aid response would generally involve two

1,000-gallon tankers if the fire is located in an area unserved by hydrants, or two pumpers and a ladder truck in industrial areas. An average of 13 firemen (full-time and volunteer) responded to Plymouth Township fire alarms in 1967.

As of November, 1967, the township had 475 fire hydrants (see Map C). Most of the hydrants have been placed in the part of the township east of Sheldon Road because this area is the most heavily developed and is experiencing continued development. Approximately 95 percent of the built-up area of the township east of Sheldon is served by fire hydrants

For fire insurance rating purposes, those portions of the township served by fire hydrants have a fire insurance rating of 8, while areas not served by hydrants have a fire insurance rating of 9.

The fire department provides fire training for all fire fighting personnel. Full-time fire fighters and call men meet two evenings per month for two-to-three hours for instruction, pumper-ladder practice or other training activity. Fire inspections are conducted by the public service director and full-time firemen.

The estimated fiscal 1966-67 full-year operating expenditure for the Plymouth Township fire department is \$84,775, or \$6.00 per township resident. This estimated expenditure includes the full-year operating expenditure for the public service director's office.

Consolidated City Fire Services. A consolidated city fire department would require four stations. It is suggested that each station be manned at all times by two full-time firemen. This would result in a higher level of service in a consolidated city than is now offered in the city of Plymouth and represents a departure from the policy generally followed in this report. This is done in the expectation that the present Plymouth city's fire insurance rating might be preserved in the consolidated city.

Map C shows existing fire station locations in the city and township and a possible location of stations in a consolidated city. Three of the four existing fire stations would be retained. Both the township hall and the city hall fire station would continue to be used, and either the northeast township station or the northeast city station would be retained. The other station would be phased out. The new city would require a fourth station to be located in the western part of the township, near the inter-section of Ann Arbor and Beck roads (see Map B).

The new city stations would be assigned the following mobile fire equipment now used separately by the city and townships:

Station #1

a 1954, 750 G.P.M. pumper, 300-gallon booster tank.

Station #2, city hall, 201 South Main

a 1,000 G.P.M. pumper, 200-gallon tank, 300 G.P.M. booster pump.

a 1947, 65 ft. aerial.

a 1965, squad truck.

Station #3, township hall Ann Arbor at Lilley

- a 1962, 1,000 G.P.M. pumper with 500-gallon booster tank..
- a 1966, rescue squad truck fully equipped.
- a 1966, brush fire rig, with 90-gallon tank and small pump

Station #4, west station, Ann Arbor at Beck Road

- a 1953, 500 G.P.M. pumper, with 600-gallon booster tank
- a 1964, 1,000-gallon tanker, with 500 G.P.M. pump.

After consolidation, it is possible that the Michigan Inspection Bureau may recommend additional fire fighting apparatus. For example, an additional aerial ladder may be needed to service industrial expansion in the north and northeast sector of the new city.

To maintain two full-time firemen on duty in each of the four proposed stations at all times, a total of 28 full-time fire department personnel will be required. This full-time personnel requirement includes 24 firemen, two lieutenants, one captain-fire marshal and one fire chief.

Besides full-time personnel, the new city fire department would also continue to utilize volunteer call-men. The existing 46 volunteers serving either the city or the township fire departments would provide sufficient auxiliary assistance to the new city fire department. Volunteers and off-duty full-time firemen would continue to be alerted by siren, radio monitor and/or by telephone. Fire inspection would be under the direction of the new city fire marshal. Full-time firemen would conduct inspections and engage in other fire-prevention activity.

Based on fiscal 1966-67 financial data, the estimated expenditure to operate the proposed new city fire department is \$229,600, or \$8.96 per new city resident.

A consolidated city would be considered as a single unit for fire insurance grading purposes. At present, township areas without hydrant service have a fire insurance rating of 9; township areas with hydrant service are rated 8; and areas within the city are rated 7.

Fire insurance ratings are made-by the Michigan Inspection Bureau and are based on numerous factors, most of which pertain to the level of fire protection service available. The new city fire department would substantially improve the level of fire protection available to both city and township residents by more effective distribution of fire fighting manpower and equipment. Hence, it is possible that township residents might individually benefit from improvement in fire insurance ratings. If, for example, the new city had a fire insurance rating of, 7 or even 8, residents now living in areas not served by hydrants would receive a reduction of approximately 15 percent in fire insurance rates. Other residents of the new city, including the present residents of the city of Plymouth, would continue to pay at the same fire insurance rate now paid. There is no rate differential between a fire insurance rating of 7 and 8.

Building Safety and Inspection Services

Both Plymouth and Plymouth Township have building, heating, plumbing, electrical, housing and zoning codes. The city and township enforce these codes by issuing building, heating, plumbing, and electrical permits and by inspecting existing structures, new constructions and additions. The township participates in reciprocal refrigeration inspection.

Table 16 shows building permits issued in Plymouth and Plymouth Township for the years 1964 through 1967. Of the total building permits issued by the two units in each of the four years, the township consistently issued at least 61 percent. The number of building permits issued in the township reflects recent residential growth in heretofore undeveloped sectors.

Table 16

Building Permits Issued
Plymouth and Plymouth Township

	<u>1964</u>		<u>1965</u>		<u>1966</u>		<u>1967</u>
	No.	% of Total	No.	% of Total	No.	% of Total	No.
City of Plymouth							
As of June 30	261	35%	261	39%	279	37%	240
Plymouth Township							
As of December 30	483	65	404	61	472	63	484 (8 months)
Two units combined	744	100%	665	100%	751	100%	

In the city the building safety department examines and processes all permit applications and conducts subsequent inspections. The department also conducts sign, tree, fence and sidewalk ordinance inspections. The department has a full-time staff of three personnel: a building safety inspector, who conducts building, heating, electrical and zoning inspections and is director of the department; a plumbing and housing inspector; and a secretary. As shown in Table 17, the city's building safety department conducted an estimated 2,836 inspections in fiscal 1966-67. The 1966-67 estimated operating expenditure for the department is \$24,189, or \$2.10 per city resident. Based on the estimated 2,836 inspections conducted in 1966-67, the city's average cost per inspection is \$8.53.

The city's estimated revenue from building, electrical, heating and, plumbing permit fees is \$25,000 for fiscal 1966-67.

In Plymouth Township building, electrical, heating and plumbing permits are is-

sued by the township's full-time building inspector. The building inspector is assisted by a clerical assistant who also serves as secretary to the township supervisor. The building inspector conducts building, housing, zoning and sign inspections. Plumbing, heating and electrical inspections are conducted by part-time inspectors who are remunerated on fee basis. As shown in Table 17, the township inspectors conducted a total of 3,691 inspections in calendar 1967. Including fees paid to part time inspectors, the township's fiscal 1966-67 full-year expenditure for inspection services totals \$26,904, or \$1.90 per capita. Based on total inspections conducted (3,691) this represents a cost of \$7.29 per inspection.

Table 17

Inspections Conducted in Plymouth and Plymouth Township
(1966-67)

<u>Type of Inspection</u>	<u>City of Plymouth</u> <u>(As of 6/30)</u>	<u>Plymouth Township</u> <u>(As of 12/30)</u>
Building	737	616
Housing	501	NA
Heating	288	660
Electrical	406	1,410
Plumbing	542	1,005
Site Inspection	230	NA
Signs and Fences	132	<u>NA</u>
Total	2,836	3,691

Fiscal 1966-67 township revenues from the sale of building, sign, heating plumbing and electrical permits amounted to \$62,216.

Consolidated City Building Safety and Inspection Services. In a consolidated city there would be a total of approximately 7,500 housing, zoning, fence, sidewalk, tree, site, building, plumbing, heating and electrical inspections. This would require a full-time staff of five: a chief inspector, three assistant inspectors and a secretary. The three assistant inspectors would conduct most of their work in the field, communicating with and receiving assignments from the central inspection office by radio. Three city cars would be provided for field inspectors. The chief inspector would direct inspection operations from the central office and provide some field support service. All applications and permits would be processed at the central office. The estimated expenditure to operate the consolidated city inspection function is \$47,500, a cost of \$1.85 per capita or \$6.33 per inspection.

Based on fiscal 1966-67 permit revenues of the city and township, it is estimated that the new city would derive \$87,600 from building, heating, plumbing and electrical permit fees.

Public Safety Summary

Consolidation would provide residents of the new city with more comprehensive public safety services than are now available in either city or township. The public safety activities would include full-time police services, part-paid-volunteer fire services and full-time building safety-inspection services.

An expanded police department will provide a higher level of police services than is now available. The 27 patrol officers of the new department will increase by 60 percent the present patrol service now received in the township. This number of patrol officers would facilitate the scheduling of patrols and provide earlier and more concentrated response to emergency situations. Consolidation would also improve the level of juvenile and investigative services.

A consolidated city fire department would make possible the efficient location of fire stations to provide maximum response potential. The consolidated city department would have four stations, each manned by two men at all times. Thus, the consolidated city would have eight full-time men on duty as compared to the present two men in the city and two men in the township. It is possible that the improved fire fighting capability of the new city fire department would result in the lowering of fire insurance rates for some township residents. With the continuation of the city policy of locating fire hydrants as recommended by the Michigan Inspection Bureau, the new city fire insurance rating might be eventually improved. The new city fire department would continue to participate in existing mutual aid systems.

The new city would have a staff of four full-time building safety inspectors and a secretary. Three inspectors would be predominantly responsible for field work, while the chief inspector would supervise inspection activities and make inspection assignments by radio dispatch. This approach would enable field men to be utilized at maximum potential to provide the greatest number of inspections at the lowest overall cost.

Table 18 shows existing and estimated public safety operating expenditures for the city of Plymouth, Plymouth Township, the two units together and the consolidated city. The table shows that the Plymouth City level of public safety services could be provided in a consolidated city for \$601,600, about \$23.48 per capita. This represents a public safety operating expenditure \$240,535 more than is now being spent by the two units combined.

Table 18

Existing and Estimated Public Safety Operating Expenditures
Plymouth, Plymouth Township, Consolidated City

	City of Plymouth	Township of Plymouth	City and Township Combined	Estimated Consolidated City	Increase or (Decrease)
Public Safety	\$162,986	\$ 4,865	\$167,851	\$324,500	\$156,649
Police	57,346	84,775	142,121	229,600	57,479
Fire					
Building Safety-					
Inspection	<u>24,189</u>	<u>26,904</u>	<u>51,093</u>	<u>47,500</u>	<u>(3,593)</u>
Total Public Safety	\$244,521	\$116,544	\$361,065	\$601,600	\$240,535

CHAPTER IV

PUBLIC WORKS SERVICES

Public works activities are related to the construction, development and maintenance of the physical plant of a governmental jurisdiction. Both Plymouth and Plymouth Township have departments of public works. The city and the township departments of public works have varying degrees of responsibility to perform public works services. The city D.P.W. is engaged in a variety of public works services including the tax supported functions of street maintenance; street construction; street lighting; sidewalk care; refuse collection and disposal; and building, grounds, and park maintenance; as well as the service charge supported water and sewer systems, parking system and cemetery. The township D.P.W. is primarily engaged in service charge supported water and sewer activities, but does perform tax supported maintenance activities related to building, grounds, and parks maintenance. As discussed in Chapter I of this report, general law townships such as Plymouth Township do not have jurisdiction over major and local roads in the township; rather, state law vests the authority in counties. While townships may assist in the financing of certain street maintenance and construction activities, the county has authority over and performs all street maintenance and construction.

Table 19 shows full-time equivalent public works personnel in the city and the township.

Table 19

Full-Time Equivalent Public Works Personnel

Function	<u>City of Plymouth</u>	<u>Plymouth Township</u>
Public Works Admin;	1 D.P.W. Superintendent	1 Director of Bldgs. & D.P.W.
	1 Senior Secretary	
	1 Foreman	
Survey	1 Surveyor	
General Public Works	7.5 Maintenance Men	1 Crew Boss
	1 Mechanic	
Water and Sewer	1 Pumping Station Operator	.5 Maintenance Men
	2 Water Meter Servicemen	
	1.5 Maintenance Men	
Total full-time equivalent personnel	17	2.5

As shown above, the equivalent of 4.5 employees in the city department of public works are primarily engaged in work activities related to the city water and sewer systems. It is not possible to determine city full-time equivalent personnel engaged in parking system and cemetery public works activity; however, this activity is not substantial when compared to the total activity of the department. For the township, both tax supported and service charge supported activities are performed by all personnel of the department. In fiscal 1966-67 the township had two full-time public works employees, the director and the crew leader. Other full-time equivalent employees worked on a part-time basis. Township officials indicate that approximately 75 percent of township department of public works effort is directed to service charge supported water and sewer services.

This chapter will discuss tax supported public works services. Services supported by service charges will be discussed in Chapter V.

Public Works Supervision

The city of Plymouth D.P.W. has a supervisory staff of two. The D.P.W. superintendent is in charge of all D.P.W. activities including water, sewer, parking and cemetery. A department foreman is in charge of field supervision of departmental activity. A secretary is assigned to the D.P.W. office. Other staff support provided to the D.P.W. includes the city manager's office—administrative support; the clerk's office—financial and records keeping assistance; and the city surveyor who furnishes survey and some drafting assistance. Professional engineering services are provided by engineering consultants. City officials estimate engineering consultant fees to total \$19,953 in fiscal 1966-67. These engineering costs are, in large part, included in the costs of specific public works activities such as street maintenance and construction, and to some extent represent expenditures of service charge supported activities. For purposes of this report, staff support services of the manager's and clerk's offices are not included in the D.P.W. administrative expense.

Rather, these expenses have been included in general administration operating expenditures reported in Chapter II of this report. The fiscal 1966-67 public works expenditure for administration is \$44,340, or \$3.85 per city resident. The Plymouth Township D.P.W. has a supervisory staff of two full-time personnel: a D.P.W. director and a crew leader. General fund tax supported activities of the department include building, grounds and park maintenance. The township contracts engineering and architectural services. The equivalent of 1.5 full-time maintenance personnel are employed in all activities of the department. Including D.P.W. administration, maintenance personnel, and contracted engineering and architectural services, the fiscal 1966-67 operating expenditures for township D.P.W. tax supported activities were \$10,377, or \$0.73 per township resident.

Consolidated City Public Works Supervision. While it is difficult to forecast exact public works manpower needs in a consolidated city, it is believed that public works supervisory, administrative and engineering activities could be conducted by a staff of five: a superintendent of public works, a city engineer, a chief foreman and two clerical employees. The total projected operating expenditure is \$56,300, or \$2.19 per capita in the new city.

Street Maintenance Services

In the city of Plymouth, the city has responsibility for the care and maintenance of most streets and highways, while in the township this responsibility is vested by statute in the county road commission. Table 20 shows city and county jurisdiction over major and local, paved and unpaved street mileage in the city and township. As shown in the table, the city of Plymouth has jurisdiction over 32 miles of major and local streets in the city. This includes 13.6 miles of paved street and 18.3 miles of unpaved. The county road commission has jurisdiction over 6.58 miles of major and local streets in the city and 71.3 miles of major and local streets in Plymouth Township. Paved mileage under county jurisdiction includes 5.56 miles in the city and 34.9 miles in the township, while unpaved county mileage is 1.02 miles in the city and 36.4 in the township. Total major and local road mileage in the two units is 109.87 miles, split fairly evenly between paved and unpaved mileage.

Table 20

Jurisdiction over Major, Local, Paved
and Unpaved Street Miles
Plymouth and Plymouth Township

<u>Type of Mileage</u>	<u>City of Plymouth</u>		<u>Plymouth</u>	<u>2 unit</u>
	<u>City</u>	<u>County</u>	<u>Township</u>	
	<u>Jurisdiction</u>	<u>Jurisdiction</u>	<u>County</u>	<u>Total</u>
<u>Major</u>				
Paved	6.30	5.12	18.29	29.71
Unpaved	<u>0.88</u>	<u>0.25</u>	<u>9.57</u>	<u>10.70</u>
Total Major	7.18	5.37	27.86	40.41
<u>Local</u>				
Paved	7.35	0.44	16.61	24.40
Unpaved	<u>17.46</u>	<u>0.77</u>	<u>26.83</u>	<u>45.06</u>
Total Local	24.81	1.21	43.44	69.46
<u>Major and Local</u>				
Paved	13.65	5.56	34.90	54.11
Unpaved	<u>18.34</u>	<u>1.02</u>	<u>36.40</u>	<u>55.76</u>
Grand Total	31.99	6.58	71.30	109.87

General city policy is to provide street maintenance services as needed. Routine street maintenance activities include: hot and cold patching; curb replacement; crack sealing of pavement; seal coating; grading and treating unpaved streets; maintaining storm sewers, waterways and other drainage facilities; planting and care of trees; and maintaining traffic signs and signals. In the winter months the city clears snow from all streets. From April to November, all local paved streets are cleaned once a month and all major streets are cleaned three times weekly. During October and November, leaves raked to the curb line are picked up. Ditches, catch basins and curbs are cleaned prior to the winter months. Total fiscal 1966-67 operating expenditures for these services were \$89,049, or \$7.74 per capita. This expenditure does not include supervisory services previously included in the public works administrative category.

Adequate and comprehensive per mile maintenance data could not be derived from fiscal-year audit categories. The city's annual reports to the department of state highways did, however, provide data from which average per mile maintenance costs could be derived. Based upon these financial reports for the calendar years 1965 through 1967, the following average annual per mile maintenance costs were calculated:

<u>Major</u>	
Routine Maintenance	\$2,511 per mile
Snow and Ice Removal	1,325
Traffic Signs and Services	<u>1,324</u>
Average Annual Cost per Major Mile	\$5,160
<u>Local</u>	
Routine Maintenance	\$1,490
Snow and Ice Removal	325
Traffic Signs and Signals	<u>587</u>
Average Annual Cost per Local Mile	\$2,402

As discussed previously, the county road commission maintains 71.3 miles of township streets and 6.58 miles of city streets. General street maintenance performed by the county includes: hot and cold patching; grading and aggregate application; street cleaning; roadside cleanup; care of shoulders, ditches and culverts; mowing; tree trimming; guard rail replacement; snow and ice removal and maintenance of traffic signs, signals and markings. These and other street maintenance services are financed entirely by the county; however, Plymouth Township does reimburse the county for the application of dust palliative to unpaved streets. The fiscal 1966-67 township expenditure for dust palliative was \$8,244.

County road commission records do not show major street maintenance expenditures by township. County officials estimate that average per mile maintenance expenditure for all major streets in the county is about \$7,500. This figure includes

administrative and overhead services not included in the computed per mile costs of the city of Plymouth. It has also been indicated that the average per mile expenditure in Plymouth Township would be somewhat lower than \$7,500 per mile due to the nature of the streets and highways in the township. Therefore, an accurate, estimate of per mile major street costs in Plymouth Township is not available.

County road commission records do show total local road maintenance expenditures for the period December 1 to November 30 in the years 1965 through 1967. The three-year average annual expenditure for local road maintenance is \$83,567 or \$1,872 per mile of local road in Plymouth Township.

Consolidated City Street Maintenance Services. A consolidated city would have responsibility for the maintenance of all local street mileage within its borders but only a part of the major street mileage presently within the two units. County road commission officials state that approximately 11.5 miles of the primary (major) road mileage now under county jurisdiction would be transferred to the consolidated city's jurisdiction. All local street mileage in Plymouth and Plymouth Township would become the maintenance responsibility of the new city. The following table shows the present distribution of major, local, paved and unpaved streets in the two units together and the estimated distribution of mileage to be maintained by the new city and to be retained by the county road commission.

Table 21

Combined Street Mileage in Plymouth and Plymouth Township and Estimated Street Mileage to be Maintained by the New City and the County Road Commission
(By Type of Mileage)

<u>Type of Mileage</u>	<u>Combined Mileage Plymouth and Plymouth Township</u>	<u>Mileage Under Jurisdiction of Consolidated City</u>	<u>Mileage Under Jurisdiction of County</u>
<u>Major</u>			
Paved	29.71 mi	17.21 mi (est.)	12.50 mi (est.)
Unpaved	<u>10.70</u>	<u>1.50</u> mi (est.)	<u>9.20</u> mi (est.)
Total Major	40.41 mi	18.71 mi (est.)	21.70 mi (est.)
<u>Local</u>			
Paved	24.40 mi	24.40	—
Unpaved	<u>45.06</u>	<u>45.06</u>	—
Total Local	69.46 mi	69.46 mi	—
<u>Major and Local</u>			
Paved	54.11 mi	41.61 mi (est.)	12.50 mi (est.)
Unpaved	<u>55.76</u>	<u>46.56</u> mi (est.)	<u>9.20</u> mi (est.)
Grand Total	109.86 mi	88.17 mi (est.)	21.70 mi (est.)

In this section of the report, the city of Plymouth level of street maintenance services has been defined in terms of major and local per mile maintenance costs. These costs were developed by averaging expenditure data reported in the city's annual reports to the Department of State Highways for the calendar years 1965, 1966 and 1967. The following projection of the required consolidated city expenditure for street maintenance services is computed by multiplying the city of Plymouth per mile street maintenance costs by estimated major and local mileage under the jurisdiction of the new city. The projection is as follows:

For Major Streets		
18.71 miles @ \$5,160/mi		\$ 96,544
For Local Streets		
69.46 miles @ \$2,402/mi		<u>166,843</u>
Consolidated City Street Maintenance		
Projected Expense		\$263,387

The projected expenditure required to provide the city of Plymouth level of street maintenance services is \$263,400 or \$10.28 per capita in the new city. If the county level of street maintenance services were assumed to be \$7,500 per mile of major street and \$1,872 per mile of local street and if expenditures for city street maintenance were held constant (\$89,000), the costs of street maintenance for estimated consolidated city mileage would total \$259,000 or \$4,400 less than the \$263,400 projection.

Street Improvement

In this report street improvement involves major and local street paving and storm sewer construction. For certain streets improvements may also include curb, gutter, and catch basin installations.

About one-half of total street mileage in Plymouth and Plymouth Township is paved (see Table 20). The city has 19 paved miles of street of a total of 38.6 street miles. The township has 35 miles of paved street of a total 71 street miles. In the township and city together, two-thirds of major street mileage and one-third of local street mileage is paved.

The city of Plymouth has not developed a definitive program for street improvement as of March, 1968. Before 1964 street improvement was conducted sporadically, as need was determined by the city commission. From 1965 through 1967, Plymouth spent a total of \$288,621 for street improvement—an annual average of \$96,200*:

* Although Plymouth spent \$28,307 for street construction in fiscal 1967, this amount does not adequately represent the level of service furnished. Street improvement activity is provided over a period of time and fiscal 1967 expenditure data is not indicative of recent street improvement effort.

\$67,150 for major street improvement and \$29,050 for local street improvement. While these expenditures reflect a growing awareness of street improvement needs, they were made on a specific project basis without reference to an over-all program. City street improvement functions are performed by private construction firms through contract with the city.

City street improvement may be financed in several ways. First, the city's subdivision ordinance requires that subdivision developers provide paved streets, curb and gutter, storm sewers and other improvements in accord with city standards. Second, the city may issue bonds to finance street improvements. In fiscal 1966-67 for example, Plymouth allocated \$12,574 from gas and weight tax revenues as debt service for outstanding street improvement bonds. As of June 30, 1967, the city had a bonded indebtedness for street improvement purposes of \$70,000. Third, general benefit street improvements may be completely financed by appropriation of general fund revenues. Finally, the city may special assess all or part of street improvement costs. Of the recent projects which have been partially financed by special assessments, major street improvements have been financed about 47 percent by special assessments and local street improvements about 50 percent by special assessments. The percent of total street improvement costs defrayed by special assessment may vary depending upon the type of benefiting property special assessed (i.e., residential or commercial and industrial) and the extent of general benefit in relation to property owner benefit.

Plymouth Township does not provide street improvement services. The township's subdivision ordinance and other ordinances and resolutions, however, require subdividers to provide paved streets, curb and gutter, storm sewers and other utilities or improvements. The jurisdiction over major and local streets in the township is vested in the county road commission, and all street improvement activity is conducted by the county. From December 1, 1966, to November 30, 1961, the total county expenditure for major street construction in Plymouth Township was \$406,139. If the township needs or requires local road construction, state law provides that the township finance ten percent of the costs from the township general fund, the county ten percent, while the remaining 80 percent is financed by special assessment of benefiting property. In fiscal 1967 the county and township did not finance any local road construction in the township.

Consolidated City Street Improvement. A consolidated city would be responsible for the performance of street construction, storm sewer construction and other street improvements. Based upon the three-year average level of street improvement activities in the city of Plymouth, it is estimated that the new city would annually spend about \$157,000 for major street improvement and \$75,000 for local street improvement. If it were assumed that existing city of Plymouth special assessment practices will continue in the new city, about \$75,400 of the \$157,000 estimated major street expenditure would be defrayed by special assessment of benefiting property and about \$38,200 of the estimated \$75,000 local street improvement

expenditure would be special assessed. Thus, the net city financed expenditure for street improvement in the consolidated city would total \$136,400 or \$5.32 per capita. The county would continue to be responsible for improvement of those major streets in the consolidated city that are retained under county jurisdiction.

Street Lighting

Both Plymouth and Plymouth Township provide street lighting services. The city provides 557 street lights or one light per 6.5 occupied dwelling units and has a regular program for street light installation. Residents may also petition for the installation of new street lights. The township furnishes street lighting only on major streets and intersections. The fiscal 1966-67 city expenditure for street lighting was \$26,251, or \$2.28 per city resident, while the township spent \$2,566 or \$0.17 per township resident to provide street lights in fiscal 1966-67.

Consolidated City Street Lighting. The Plymouth level of service in a consolidated city would require an expenditure of \$53,100. This would provide for the operation of an average of one street light for each 6.5 occupied dwelling units in the consolidated city.

Sidewalk Maintenance and Construction

The city of Plymouth sidewalk ordinance provides that in areas designated by the city commission property owners construct and maintain sidewalks. The ordinance also specifies sidewalk width, grade, size of slab and composition. The city is presently involved in the complete inspection of all sidewalks in the city. The program is being conducted by the building safety department and is scheduled to be completed in 1969. The expenditure for sidewalk inspection is absorbed in the building safety department fiscal 1966-67 expenditure. The city maintains and constructs sidewalks abutting public property. The fiscal 1966-67 expense for such sidewalks was \$4,618, or \$0.40 per capita.

The township does not have a sidewalk ordinance and does not inspect, construct or maintain sidewalks.

Consolidated City Sidewalk Maintenance and Construction. A consolidated city would have a sidewalk inspection program and would construct and maintain all sidewalks abutting the public property of the new city. The expenditure required to provide this level of service is \$4,600, or \$0.18 per capita in the new city.

Refuse Collection and Disposal

The city of Plymouth does, but Plymouth Township does not provide refuse collection and disposal services. The city of Plymouth has a contract with a private refuse collection firm for the collection of residential and commercial garbage and rubbish. Residential and commercial refuse is picked up weekly. Commercial establishments may obtain more frequent collection services at extra charge. Industrial refuse is not picked up by the city. Township residents individually contract with private collectors for weekly household collection. Individual household rates run upwards from \$4.50 quarterly (\$18.00 per year). If the 3,690 estimated dwelling units each contracted for refuse pickup at this rate, township residents would spend \$64,000 annually for refuse collection services.

For refuse collection purposes the city is divided into four pickup districts. Regular residential collection is scheduled Monday through Thursday. Commercial collections are conducted Monday, Wednesday and Friday. All garbage and rubbish must be properly wrapped or containerized, and pickups are made either at the curb or at the alley line.

City garbage and rubbish is disposed of at a city owned landfill located at Chubb Road at Five Mile Road in Salem Township. This landfill is operated by a private contractor. The city does not charge the contractor rent for the use of the site and receives favorable disposal from the contractor.

Other city financed refuse collection and disposal services include: payment to the landfill site operator for disposal of waste material by individual city residents and an annual spring cleanup program. The spring cleanup program involves one or several days in which city D.P.W. picks up all waste material (e.g., stoves, refrigerators, and other rubbish or refuse) placed at the curb or alley line.

The fiscal 1966-67 city expenditure for all refuse collection and disposal services was \$39,185 or \$3.41 per capita. This includes: spring cleanup, \$1,624; refuse collection contract, \$131,234; landfill operations and resident dumping privileges, \$6,225; and other, \$102.

A recent city administrative staff study investigated the question of whether or not the city should consider enlarging the public works department to assume the refuse collection function. The study was performed in light of evidence that the contract costs of refuse collection might be expected to significantly when the city refuse collection contract expires December 1, 1968. The study shows that the city could operate its own refuse collection service more economically than it could contract for the service, providing that refuse collection contract costs do increase significantly at the end of the year.

Consolidated City Refuse Collection and Disposal. A consolidated city would provide weekly rubbish and garbage collection and disposal services to all residents of the

new city with more frequent commercial pickup be provided at extra charge. No industrial refuse would be picked up. The new city would have an annual spring cleanup program, and all residents would have dumping privileges at the Chubb Road land fill.

Based on fiscal 1966-67 refuse collection and disposal contract cost experience, it is estimated that a new city could provide refuse collection and disposal services for about \$80,000.

Park and Playground Maintenance

The city of Plymouth D.P.W. maintains eight city owned parks and seven city owned playgrounds. Total park or playground area maintained is 14.6 acres or one acre for each 787 residents of the city. The city 1966-67 expenditure to maintain parks and playgrounds is \$5,264, about \$360 per park acre.

The township maintains a small subdivision park. The fiscal 1966-67 township expenditure for park maintenance was \$50.

Consolidated City Park and Playground Maintenance. To provide the city level of park service, a consolidated city would require about 32.6 park and playground acres—about 16 acres more than the two units now have. Excluding the cost of acquiring additional park acreage, the estimated expenditure required to maintain consolidated city parks and playgrounds is \$11,700 or \$0.46 per new city resident.

Building Maintenance

The city and township D.P.W. personnel also provide building and ground maintenance services. The city has seven major buildings which require such maintenance services: the city hall, the library building, the northeast fire station, the D.P.W. garage and offices, the community center building (situated in back of city hall), 340 South Main (a store and adjacent walkway), and a historical museum (157 South Main). Township facilities include: the township offices, fire station, and meeting hall, the D.P.W. office and garage, and the northside fire station. In fiscal 1966-67 the city expenditure for building maintenance was \$29,846 or \$2.60 per capita, while the township fiscal 1966-67 expenditure was \$8,196 or \$0.58 per capita.

Consolidated City Building Maintenance. In a consolidated city the existing buildings and structures of the city and the township could continue to be used and maintained. One additional building would be needed—a fire station in the western sector of the township, and one existing fire station would be eliminated. The estimated expenditure to maintain buildings in the new city is \$38,000 or \$1.48 per capita.

Other Public Works

Other public works activities of the city include decoration and other preparations required for the Christmas season, parades, and other events. This category also includes the city's contribution (\$14,000) to facilitate financing of sanitary sewer construction. The total expenditure for these other public works activities was \$18,224 or \$1.59 per city resident in fiscal 1966-67. This expenditure would remain the same in a consolidated city.

Public Works Summary

In a consolidated city public works activities of street maintenance, street construction, street lighting, sidewalk maintenance and construction, refuse collection and disposal, park maintenance, building and grounds maintenance and other public works activities would be performed by the new city. The consolidated city would have responsibility for the performance of all these functions, whether such functions are performed by contract or by city personnel.

Table 22 shows existing and estimated public works operating expenditures for Plymouth, Plymouth Township and the consolidated city. The total cost of operating public works functions in a consolidated city is estimated to be \$661,700. This is \$347,200 more than was spent by the two units together in fiscal 1966-67.

Table 22

Existing and Estimated Public Works Operating Expenditures
Plymouth, Plymouth Township, Consolidated City

	<u>1966-67 Operating Expenditures</u>				
	<u>City of Plymouth</u>	<u>Township of Plymouth</u>	<u>City & Township Combined</u>	<u>Estimated Consolidated City</u>	<u>Increase or (Decrease)</u>
<u>Public Works Functions</u>					
Public Works Supervision	\$ 44,340	\$10,377	\$ 54,717	\$ 56,300	\$ 1,583
Street Maintenance	89,049	8,224	97,273	263,400	166,127
Street Improvement	28,307	-	28,307	136,400	108,093
Street Lighting	26,251	2,566	28,817	53,100	24,283
Sidewalks	4,618	-	4,618	4,600	(18)
Refuse Collection and Disposal	39,185	-	39,185	80,000	40,815
Park Maintenance	5,264	50	5,314	11,700	6,386
Buildings and Structures	29,846	8,196	38,042	38,000	(42)
Other Public Works	18,224	-	18,224	18,200	(24)
Total Public Works	\$285,084	\$29,413	\$314,497	\$661,700	\$347,203

CHAPTER V

OTHER SERVICES

Other services performed by either Plymouth or Plymouth Township j tax supported services not heretofore discussed and service charge supported services. Not previously discussed are the following tax supported services: library, health, welfare, and human relations; certain miscellaneous services; capital outlay; and debt service.

Service charge or revenue supported services include water system, sewer system, parking system and cemetery.

Tax Supported Services

Library Service

Both Plymouth and Plymouth Township provide library services through contract with the Wayne County Library. One library located at 22 South Main in Plymouth serves both city and township residents as well as other residents of the area. The library has about 30,000 books and also has adult education and children's programs. The library has staff of three professionals and five non-professionals. The fiscal 1966-67 city contract expenditure for library service was \$27,729 or \$2.41 per city resident. The township contract expenditure was \$1 or \$1.06 per township resident in fiscal 1966.67.

Consolidated City Library Service. The consolidation of Plymouth and Plymouth Township would not affect the provision of library services. The new city would continue to contract library service from the county and the contract cost would remain about the same as paid by the two units in fiscal 1966-67—\$42,700 or \$1.67 per capita in the consolidated city.

Health Services

The city of Plymouth has a part-time health officer who makes inspections and handles complaints and other matters related to public health. The city provides this service to supplement the health services provided by the county health department. The city fiscal 1966-67 expenditure for health services was \$910. Health Services in the township are provided by the county health department.

Consolidated City Health Services. A consolidated city would have part-time health officer. The estimated expenditure for this function in a consolidated city is \$2,000.

Welfare Services

In fiscal 1966-67 the city spent \$482 for various welfare services and the township spent \$50. In a consolidated city the expenditure for welfare services is estimated to be \$500.

Human Relations

In fiscal 1966-67 the city of Plymouth spent \$20 for the activities of the human relations commission. The expenditure for this function is expected to be slightly higher in a consolidated city—\$100 in the new city.

Miscellaneous Services

Both the city and the township have certain overhead expenses which may not easily be allocated to any single service. Examples of such expenses are: auditing expense, office machine repair and data processing costs. For purposes of this study, also included in this category are employee fringe benefit costs that have not been allocated to specific services. In fiscal 1966-67 the city expenditure for miscellaneous services amounted to \$24,965 while the township expenditure amounted to \$4,388.

Consolidated City Miscellaneous Services. In a consolidated city expenditure for miscellaneous services would remain about the same as the combined expenditure of the two units in fiscal 1966-67—\$29,400.

Capital Outlay

Both the city and the township had capital outlay expenditures in fiscal 1966-67. Generally city capital outlay was for office equipment and machines and for other non-recurring materials, equipment and supply items. The total city expenditure for capital outlay was \$11,143 in fiscal 1966-67. The township expenditure for capital outlay in fiscal 1966-67 was \$5,359 for voting machines and a fire truck.

In addition to the above capital outlay the city of Plymouth paid \$28,000 for rent of the city hall building. This amount is annually paid to the municipal building authority for retirement of city hall building debt.

Consolidated City Capital Outlay. While it is difficult to project precise capital outlay expenditures in a consolidated city, it is possible that annual capital outlay expenditures would not exceed the amount spent for this purpose by the two units combined in fiscal 1966-67—\$144,502. Amounts required to purchase new equipment have been included in the individual operating service categories.

The new city will require a new fire station and additional park acreage to provide the Plymouth level of service. No projection is made concerning the possible costs of the fire station and park acreage. However is believed that in the first year of

operation, the consolidated would not be able to provide the full level of operating services projected in the report, and excess operating funds could be used help finance these capital outlay requirements.

Debt Service

As of June 30,1967, the city of Plymouth had a total general obligation bonded indebtedness of \$138,752. This does not include Motor Vehicle Highway Fund bonded indebtedness of \$70,000 as of June 30, 1967, which is amortized from state gas and weight tax revenues. The city fiscal 1966-67 debt service for the retirement of general obligation bond \$27,312. Motor Vehicle Highway Fund debt service totaled \$12,617 in fiscal 1966-67.

Fiscal 1966-67 township debt service totaled \$14,190. This debt payment redeemed all outstanding general obligation bonds of the township.

Consolidated City Debt Service. The consolidated city would assume general obligation debt of the two units combined. Estimated 1966-67 general obligation debt service required for the new city would be \$41,900. The new city would also pay debt service for outstanding Motor Vehicle Highway Fund bonded indebtedness (\$70,000). Estimated debt service for this purpose is \$12,200.

Table 23 shows existing and estimated other tax supported general expenditures for the city of Plymouth, Plymouth Township, the two together and the consolidated city. The table shows that the Plymouth level of other tax supported services could be provided in a consolidated city for \$173,200 or \$6.76 per capita, approximately the same amount spent for these services by the two units together in fiscal 1966-67.

Table 23

Existing and Estimated Other Tax Supported
Services Operating Expenditures
Plymouth, Plymouth Township, Consolidated City

1966-67 Operating Expenditure

<u>Other Tax Supported Services</u>	<u>City of Plymouth</u>	<u>Township of Plymouth</u>	<u>City and Township Combined</u>	<u>Estimated Consolidated City</u>	<u>Increase or (Decrease)</u>
Library	\$27,729	\$ 15,010	\$42,739	\$42,700	\$ (39)
Health	910	—	910	2,000	1,090
Welfare	482	50	532	500	(32)
Miscellaneous	24,965	4,388	29,353	29,400	47
Capital Outlay	39,143	5,359	44,502	44,500	(2)
Debt Service	<u>39,929</u>	<u>14,190</u>	<u>54,119</u>	<u>54,100</u>	<u>(19)</u>
Total	\$133,158	\$ 38,997	\$172,155	\$173,200	\$1,045

Service Charge Supported Services

Service charge supported services are financed from customer or user fees rather than from general operating revenues. Service charge supported operations do not affect operating tax rates. In both Plymouth and Plymouth Township water and sewer services are service charge supported, although Plymouth Township levies a tax to pay the debt service charges on its water bonds. The city of Plymouth also provides cemetery and parking services on a service charge basis.

Water Services

Both Plymouth and Plymouth Township have water systems. The city derives its water from wells and provides water treatment and distribution services. The township contracts with the Detroit water board for treated and delivered water but operates its own distribution system. The Plymouth City water system serves all city residents and has some customers outside the city. In 1966-67 the city pumped 984 million gallons. The township system served an estimated 40 percent of the township residents in fiscal 1966-67 and pumped 263 million gallons.

The city draws water from two well sources. The primary well is located at Six Mile and Beck roads. A standby well is located in northeast Plymouth on Mill Street. The city's available effective pumping capacity is six million gallons per day. City water is chlorinated and sequestered with poly phosphates to keep iron in suspension.

The city has a two million gallon storage tank at Six Mile and Beck roads. From this point a 16" distribution main runs south to the northwest sector of the city and a 10" supply main runs easterly and then south on Plymouth Road into the city.

In fiscal 1966-67 the city water system had total operating income of \$234,000 and total operating expenses of \$138,000. The net operating income before depreciation and interest was \$96,000 and net income after depreciation and interest charges was \$46,000. The water system's total outstanding debt was \$475,000 as of June 30, 1967. The annual debt service charges of \$46,000 annually are paid entirely from revenues of the system.

In fiscal 1966-67 the township had 1,937 water customers. Most township residents living east of Sheldon Road are served by the township distribution system. Some residents living east of Sheldon Road are served by the following mains:

12" main on North Territorial from Sheldon Road west to Danbury Court.

12" main on Ann Arbor Trail from Sheldon Road west to McClumpha.

12" main on McClumpha from Ann Arbor Trail south to Ann Arbor Road.

12" main on Ann Arbor Road from Sheldon Road west to Beck Road.

12" main on Ridgewood from North Territorial north to the C&O Railroad and then east to Sheldon Road.

The township has scheduled additional 12" and 16" main construction for fiscal 1967-68.

The fiscal 1966-67 operating revenues of the township water system totaled \$119,000 (excluding sewage disposal billings of \$37,000 and water debt rate billings of \$41,000) while operating expenditures including the cost of water purchased from Detroit were \$78,071. Township residents have voted extra millage for the retirement of water and sewer contractual obligations. The water portion of this extra voted millage levy yielded \$85,973 in fiscal 1966-67. This amount was applied as debt service. Excluding Rouge Valley Interceptor Sewer bonded indebtedness (\$759,521 shared by both the township water system and sewer system), total bonded indebtedness of the Plymouth Township water system was \$1.325 million as of March 31, 1967.

The water rates charged by the city and township are as follows:

	<u>Rate Per 1,000 Gallons</u>	
	<u>City</u>	<u>Township</u>
First 17,000 gallons	\$.34	\$.34
Next 50,000 gallons	.28	.28
Next 133,000 gallons	.17	.28
Next 30,000 gallons	.15	.28
All Over 500,000 gallons	.13	.28

The city has five different rates depending on volume of water used, while the township has only two. For the homeowner who uses 10,000-15,000 gallons bi-monthly the water rate is the same in the city and in the township. Both units add a bi-monthly service charge—\$1.10 in the township and \$1.10-\$1.65 for the average home in the city.

Consolidated City Water System. In a consolidated city the two existing water systems would be operated by the new city. Outstanding bonded indebtedness of each system would be combined and assumed by the new city water system. It appears that outstanding bonded indebtedness could, be amortized from revenues of the new system.

One of the problematical areas involved in consolidation of the two water systems pertains to the possibility of eventually abandoning either the Detroit water contract or the city of Plymouth ground water system. This may mean that the consoli-

dated city would have one source of water—either Detroit water or Plymouth ground water. Whether the new city continues with two separate sources of water or abandons one and continues with the other is a decision that will have to be made by the elected representatives of the people in the new city. A proper decision in this regard will likely require an engineering feasibility study to determine which method would provide the best quality of water at the most economical costs over the long run.

A recent engineering study prepared for the Water Study Committee of the city of Plymouth shows that if the city continued to use its present source of water and the city installed water treatment facilities to treat the ground water to the Detroit water condition, the city water system could then provide water services more economically than it could be contracting treated water from Detroit. Other advantages of retaining the ground water source were cited: ground water is colder water and relatively free from nuclear contamination.

It is not possible to generalize from the data in that report that the consolidated city should go to Plymouth water. The consolidated city would have an enlarged service area and a potential 42,000 people to serve by 1980. The Water Study Report does not delve into questions concerning the ultimate capability of the Plymouth system and matters relative to costs in a consolidated city are not investigated. Any decision as to the future direction of the consolidated city water system should be premised upon adequate analysis and research of the available alternatives. In the final analysis, it is possible that the economics of the competitive water systems and the economics of future demand will dictate the eventual solution of this problem.

Sanitary Sewer and Sewage Disposal Services

Both the city of Plymouth and Plymouth Township have sanitary sewers and provide sewage disposal services. Both units contract with Wayne County for sewage disposal services.

In fiscal 1966-67, the Plymouth City sewage disposal system operating revenues were \$83,000 and operating expenses were \$46,000. Depreciation and interest charges were \$34,000, resulting in a net operating profit for the year of \$3,000. Total revenues of the system were \$121,000 including a \$14,000 contribution from the city general fund and \$25,000 in benefit charges. Outstanding bonded indebtedness of the system was \$400,000 as of June 30, 1967.

In fiscal 1966-67 township sewage disposal system operating revenues were \$124,000. This includes \$36,500 of sewer charges collected with water bills, but does not include sewer debt rate payments and benefits of \$276,000. In addition, the township received \$103,574 from extra voted millage for sewage debt purposes. Township sewage disposal operating expenditures were \$87,000, which includes about \$40,000 in sewage charges paid to Wayne County for disposal services. Total bonded indebtedness of the system as of March 31, 1967, was \$1.340 million, ex-

cluding \$759,521 in Rouge Valley Interceptor debt, amortized from both water system and sewer system revenues.

Consolidated City Sewer and Sewage Disposal Services. In a consolidated city the two sewer and sewage disposal systems could be operated as one system by the new city. Outstanding bonded indebtedness of the two systems (\$2.4 million including the Rouge Valley Interceptor debt) would be combined and amortized from revenues of the system or by debt millage. As is the case with the consolidated city water system, engineering analysis would likely precede determination of the future direction of the system.

Parking and Cemetery Services

The city of Plymouth operates parking services and a cemetery on a revenue basis. Fiscal 1966-67 parking system revenues were \$11,931 and expenditures were \$11,539. For the same period, cemetery revenues were \$37,517 and expenditures were \$21,276. In a consolidated city both systems would continue to be operated on a revenue basis.

CHAPTER VI

FINANCING GOVERNMENTAL SERVICES IN A CONSOLIDATED CITY

Preceding chapters of this report have discussed fiscal 1966-67 municipal service levels and costs in Plymouth, Plymouth Township and the consolidated city. A section of Chapter I discussed existing sources of revenue in Plymouth and Plymouth Township. Chapters II through V itemized fiscal 1966-67 levels of and expenditures for municipal services in Plymouth, Plymouth Township and the consolidated city. Where departmental revenues were forthcoming from the provision of services, such revenues were estimated for the consolidated city (e.g., traffic violation receipts and court fines). This chapter will combine preceding revenue and expenditure data to present the total picture of general fund financing in the consolidated city.

Total General Fund Expenditures in Plymouth, Plymouth Township and the Consolidated City

Table 24 shows fiscal 1966-67 general government, public safety, public works, other tax supported services and total general fund expenditures for Plymouth, Plymouth Township, the two units combined and the consolidated city. Total general fund expenditures amounted to \$801,124 for Plymouth, \$265,565 for Plymouth Township and \$1,066,689 for the two units together. The estimated consolidated city general fund expenditure is \$1,658,500—\$591,811 or 53 percent more than spent by the two units together in 1966-67.

Table 24

Existing and Estimated Operating Expenditures for all Local Government Services Plymouth, Plymouth Township, Consolidated City

	<u>1966-67 Operating Expenditures</u>				
	<u>City of Plymouth</u>	<u>Township of Plymouth</u>	<u>City & Township Combined</u>	<u>Estimated Consolidated City</u>	<u>Increase or (Decrease)</u>
<u>All Local Government Services</u>					
General Government	\$138,361	\$80,611	\$218,972	\$222,000	\$ 3,028
Public Safety	244,521	116,544	361,065	601,600	240,535
Public Works	285,084	29,413	314,497	661,700	347,203
Other Tax Supported	<u>133,158</u>	<u>38,997</u>	<u>172,155</u>	<u>173,200</u>	<u>1,045</u>
Total	\$801,124	\$265,565	\$1,066,689	\$1,658,500	\$591,811

As may be seen from the table, the bulk of the estimated expenditure increase for the consolidated city occurs in the public works and public safety categories. This

reflects the expenditure required in the consolidated city to provide the Plymouth city level of police and fire protection, street maintenance, street construction, street lighting, and refuse collection and disposal services. Plymouth Township now receives police protection services from the county sheriff and state police and street maintenance and construction services from the county road commission; thus, the township had in fiscal 1966-67 little or no expenditures for these services. Also township residents contract individually for refuse collection and disposal. Since the new city would perform these services the consolidated city expenditure categories in Table 24 include outlays for these services.

Non-Property Tax Revenues

Non-property tax revenues include departmental revenues (i.e., revenues such as court fines, receipts from the sale of licenses, permits and other city services—shown as “Other Revenues” in Table 8) and revenues from the state—distributions of the sales tax, intangibles tax, and gas and weight tax; receipts from liquor licenses and refunds due to special tools exemptions.

Table 25 shows existing non-property tax revenues of Plymouth and Plymouth Township and estimated non-property tax revenues of the consolidated city. In fiscal 1966-67 non-property tax revenues amounted to \$400,281 in Plymouth \$183,307 in Plymouth Township and \$583,588 in the two units together. For a consolidated city, non-property tax revenues are estimated to total \$696,300—\$112,712 or 19 percent more than received by the two units in fiscal 1966-67. Distributions of the sales tax and intangibles tax and the special tools refund would not be materially affected by consolidation. Due to added street mileage and population in the consolidated city, state distributions of the gas and weight tax would increase by \$88,100; and, because the new city’s police department would conduct liquor license inspections heretofore conducted in the township by the county sheriff’s road patrol, the consolidated city would receive an estimated \$4,400 more than was received by the city of Plymouth in fiscal 1967 in liquor license returns from the state. Departmental revenues of the new city would increase by \$20,100 due, in most part, to estimated increases in revenue from court fees and fines and traffic violations.

Table 25

Existing and Estimated Non-Tax Revenues
Plymouth, Plymouth Township, Consolidated City

	<u>1966-67 Operating Revenues</u>			Estimated Consolidated City	Increase or (Decrease)
	City of Plymouth	Township of Plymouth	City & Township Combined		
Sales Tax	\$ 83,978	\$75,192	\$159,170	\$159,200	\$ 30
Intangibles Tax	10,695	10,204	20,899	20,900	1
Gas and Weight Tax	72,797	—	72,797	160,900	88,103
Special Tools Refund	—	10,370	10,370	10,400	30
Liquor License	2,965	—	2,965	7,400	4,435
Departmental Revenues	229,846	87,541	317,387	337,500	20,113
Total	\$400,281	\$183,307	\$583,588	\$696,300	\$112,712

The data presented in this report are for the fiscal year 1966-67. However, it should be noted that recent legislation makes increased non-property tax revenues available for the years 1968 and 1969. In 1967, the state legislature passed the good roads package which provides increased gas and weight tax distributions to cities. While no estimate is made concerning any exact future increase for the consolidated city, gas and weight tax distributions for the present city of Plymouth alone are projected to increase by 18 percent in calendar 1968 and increase by another 18 percent in calendar 1969. Also not included in fiscal 1966-67 city and township non-property tax revenues and estimated non-property tax revenues for the consolidated city, are the state returns to the city and township of a part of the proceeds from the state income tax, first levied in the last quarter of calendar 1967.

The Tax Levy and Tax Rate in a Consolidated City

The consolidated city property tax levy is determined by subtracting the non-property tax revenues of the consolidated city from the total general fund expenditures of the consolidated city. Table 2.6 shows that the consolidated city would require a property tax levy of \$962,200. This amount would have to be raised from property taxes of the consolidated city in order to finance the city of Plymouth level of municipal services in a consolidated city. The consolidated city tax levy of \$962,200 compares to the \$497,946 levied by the city and the \$70,007 levied by the township for operating purposes in fiscal 1966-67 (see Table 9).

Table 26

Tax Levy in a Consolidated City

Total Estimated General Fund Expenditures	\$1,658,500
Less Estimated Non-Property Tax Revenues	<u>-\$ 696,300</u>
Consolidated City Tax Levy	\$ 962,200

In fiscal 1966-67 the consolidated city would have had a state equalized value (SEV) of \$109.1 million,³ the same as the city SEV of \$41.4 million and the township SEV of \$67.7 million. The 1966-67 per capita valuation in the consolidated city would be \$4,259, compared to \$3,603 per capita in the city and \$4,792 in the township.

The projected \$962,200 tax levy for 1966-67 in the consolidated city would require a tax rate of \$8.82 per \$1,000 on the 1966 state equalized value of \$109.1 million.

In fiscal 1966-67 the city tax levy (497,946) required a tax rate of \$12.00 per \$1,000 state equalized value while the township operating tax levy (\$70,007) required a tax rate of \$1.00 per \$1,000 state equalized value. The consolidated city tax rate is \$3.18 per \$1,000 state equalized value less than the fiscal 1966-67 city of Plymouth tax rate and \$7.82 higher than the Plymouth Township operating tax rate in fiscal 1966-67.

Tax Impact on the Homeowner

The amount of taxes to be paid by a property owner is determined by, the tax rate and the assessed value of his property as equalized. According to state law property must be assessed at 50 percent of actual cash value. Hence, a house with a market value of \$10,000 would be assessed at \$5,000, and a house with a market value of \$30,000 would be assessed at \$15,000. The consolidated city assessments and tax charges on houses with market values of \$10,000, \$20,000 and \$30,000 are as follows:

<u>Market Value of House</u>	<u>Assessed Value at 50% of Market Value</u>	<u>Annual Tax</u>
\$10,000	\$ 5,000	\$ 44.10
20,000	10,000	88.20
30,000	15,000	132.30

³ The 1966 state equalized value is the tax base for the 1966-67 fiscal year. The 1967 state equalized value of the consolidated city was \$143.7 million, a 31.7 percent increase over 1966, and the 1968 value is \$161.5 million, an increase of 48.0 percent over the 1966 figure.

The owner of a \$20,000 house in the city of Plymouth paid a city property tax of about \$120.10 in fiscal 1966-67. A Plymouth Township property owner owning a \$20,000 house paid property tax for general operating purposes of about \$10.30 in fiscal 1966-67. In the consolidated city, the city tax on a \$20,000 house would be \$88.20.

Plymouth City. The decrease in property taxes paid by Plymouth City residents (\$3.18 per \$1,000) might be smaller than shown if it should prove necessary in the consolidated city to continue the present property tax levy to finance water and sewer obligations of the township. As noted in the section of this report on water and sewer services, a determination of future water and sewer developments and financing methods in the Plymouth community will require detailed study and decisions by the community. If it should prove necessary to continue to levy—the present \$190,000 in taxes to meet water and sewer obligations in the township area, a debt tax rate of \$1.74 per \$1,000 SEV would be required in the consolidated city. This would be a maximum figure assuming a need to continue the tax levy for both water and sewer purposes. Since the present earnings of the two water systems appear adequate to meet present debt service requirements, it is possible that a debt tax levy in the consolidated city might be required only for sewer obligation. A tax rate of \$1.00 per \$1,000 in the consolidated city would be adequate to meet sewer obligation. In any event, whatever property tax rate is ultimately determined to be necessary to meet these debt obligations in the consolidated city would tend to offset some of the decrease in the property taxes paid by present city residents.

Plymouth Township. There are several factors which would serve to offset the apparent increase in property taxes paid in a consolidated city by residents of the township area. As previously noted, the operating tax rate in the consolidated city is \$7.82 per \$1,000 SEV higher than the present township operating tax rate, and on a \$20,000 home this means about a \$78 increase in taxes. However, the township resident now pays an additional \$2.80 per \$1,000 SEV in sewer and water debt taxes (\$28 per year on a \$20,000 home). In a consolidated city this tax rate could be reduced to \$1.00-\$1.74 per \$1,000 which would reduce the taxes paid on the \$20,000 house by \$10 to \$18 a year. Thus, the \$78 increase in taxes paid for operating purposes could be offset in part by a \$10-\$18 reduction in debt taxes for residents of the township area. In addition, township residents now pay \$18-\$24 per year for private collection and disposal of refuse. In a consolidated city providing the Plymouth City level of service refuse collection and disposal services would be provided by the city. This would further offset the increase in taxes in the consolidated city.

Finally, township residents in areas not now served by fire hydrants have a class nine rating for fire insurance purposes. A consolidated city fire department as described in this report would improve the level of fire protection in both the city and the township; it is, therefore, possible that existing fire insurance ratings might be improved. A consolidated city fire insurance rating of eight, for example, would provide a rate reduction of 15 percent for residents of the township not now served

by fire hydrants. Conversely, residents of the city (now rated as class seven) would not have fire insurance rates increased if the consolidated city were rated class eight, because there is no rate differential between class seven and class eight.

Impact on Services

As noted in the "Introduction," this study is designed to determine costs involved if the city of Plymouth and Plymouth Township were to consolidate into a single new city providing to its residents the level of governmental services which is now provided to the residents of the city of Plymouth. The level of services provided in the city of Plymouth, which is the level projected for the consolidated city, is significantly higher and more broad in scope than the services now provided by Plymouth Township.

The consolidated city would provide full-time professional assessing and planning services; full-time police protection; improved fire protection services; locally administered street maintenance and construction programs; refuse collection and disposal services; a park planning, acquisition and maintenance program; as well as other public services.

Consolidation Compared to Separate Incorporation

A consolidated city tax rate of \$8.82 per \$1,000 state equalized value would be required to finance the city of Plymouth level of services in a consolidated city. If that level of service were to be provided in the present township area as a separate unit of government, it would probably be necessary for the area to incorporate as a separate city since the township form of government lacks the service and financing powers needed to provide the city of Plymouth level of services. If the township area incorporated as a separate city and provided the city of Plymouth level of services, which involves an expenditure of about \$70.00 per capita, the separate city would require an operating tax rate of \$10.22 per \$1,000 state equalized value. This would not include the \$2.80 tax rate for water and sewer debt service. The \$10.22 operating tax rate required in a separate city consisting of the present township area is \$1.40 per \$1,000 SEV higher than the operating rate that would be required in the consolidated city. The quality of service provided in a consolidated city would be somewhat higher for a given dollar of expenditure than the services that could be provided in two separate cities, because the larger size of the consolidated city would result in economies of scale in the provision of services and overhead costs would tend to be lower in a consolidated city than in two separate cities.