

CONSOLIDATION OF THE
CITIES OF
GROSSE POINTE, GROSSE POINTE PARK,
AND GROSSE POINTE FARMS

Citizens Research Council of Michigan

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Detroit 26, Michigan

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Lansing 23, Michigan

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**CITIZENS RESEARCH COUNCIL
OF MICHIGAN**

Detroit-Lansing

July, 1958

810 Farwell Building
Detroit 26, Michigan
Woodward 1-5377

The Honorable City Councils
Cities of Grosse Pointe,
Grosse Pointe Farms, and
Grosse Pointe Park

Gentlemen

Pursuant to your requests there is transmitted herewith the Research Council report on the factors involved in the consolidation of the municipal operations of the three Grosse Pointe communities. The report is concerned with the governmental organization, administration and operations of the three cities.

You have sought to provide the citizens an objective review of the many factors involved in making a judgment as to the feasibility and desirability of consolidating the cities. The sole effort of the Research Council has been to produce an objective, factual account of the existing situation and of what might occur in the event of a consolidation. Careful studies were made of the financial data, equipment, personnel, and organizational patterns. We hope that the compilation and analysis of this data will be of value to you and the citizens in determining whether consolidation would be of benefit.

Research was conducted by the staff of the Research Council with Dr. Louis Friedland of Wayne State University acting as a consultant. City officials and employees provided requested information in a most cooperative fashion. Acknowledgement is made especially of the help afforded by Messrs. Sidney DeBoer, Dawson Nacy, Norbert Neff, Neil Blondell, and Everitt Lane.

It has been a pleasure to be invited to undertake this survey and it is hoped that it will prove valuable as an insight into governmental operations of the three communities no matter what action may eventually be taken. We will be pleased to provide such further assistance as may be required.

Respectfully submitted

/s/ Meyer L. Prentis

President

**Formerly Bureau of Governmental Research
Organized in 1916 To Give Continuous Independent Attention to Governmental Affairs**

TABLE OF CONTENTS

	<u>Page</u>
Introduction	1
Summary	iv
Expenditures	1
Revenues	5
Debt	8
Personnel	13
General Government	18
Fire Department	23
Police	28
A Public Safety Department	33
Public Service	35
Inter-Governmental Agreements	39
Parks and Recreation	41
Water	43

INTRODUCTION

In recent years, a growing interest by Grosse Pointe citizens has been evinced in the possible benefits that could accrue from political consolidation of the several cities that were created out of the township of Grosse Pointe. This study is concerned with only three of the five, namely: Grosse Pointe Park, Farms, and City. It is the contention of some persons who are acquainted with and concerned about the governmental problems of this area, that a more efficient method of dealing with these problems can be developed than that provided by the presently constituted local units of government.

The study is essentially concerned with the efficiency of the administrative organization of the three communities in dealing with their governmental functions, primarily in terms of financial considerations. It is recognized that other more intangible and abstract considerations are involved in the problem. No attempt has been made to evaluate these intangibles and to balance them with the purely financial *aspects*. Such conclusions, we believe, are not within the scope of this analysis. Many factors, however, relevant to the consolidation proposal are investigated and presented in order to help those who may be charged with the task of determining whether such a consolidation is desirable for the citizens of the combined area.

It should be stated, however, that there is considerable support for the contention that certain efficiencies and economies can be realized through centralized administration and services for several communities such as those considered here. The extent to which these are possible in the case of the Grosse Pointes is the concern of the report. Past experience, present conditions and future prospects are considered with a long range point of view in mind.

The Grosse Pointe area is located on the shore of Lake St. Clair, extending from a line which makes up the northern boundary of the City of Detroit, southwesterly along the eastern boundary of Detroit. It is approximately six miles in length and averages one and one-half miles in width. The total area is about nine square miles. This area formerly encompassed Grosse Pointe Township. In the period between 1879 and 1927 five villages incorporated within the township. Subsequently, all but one of these villages incorporated as home rule cities.

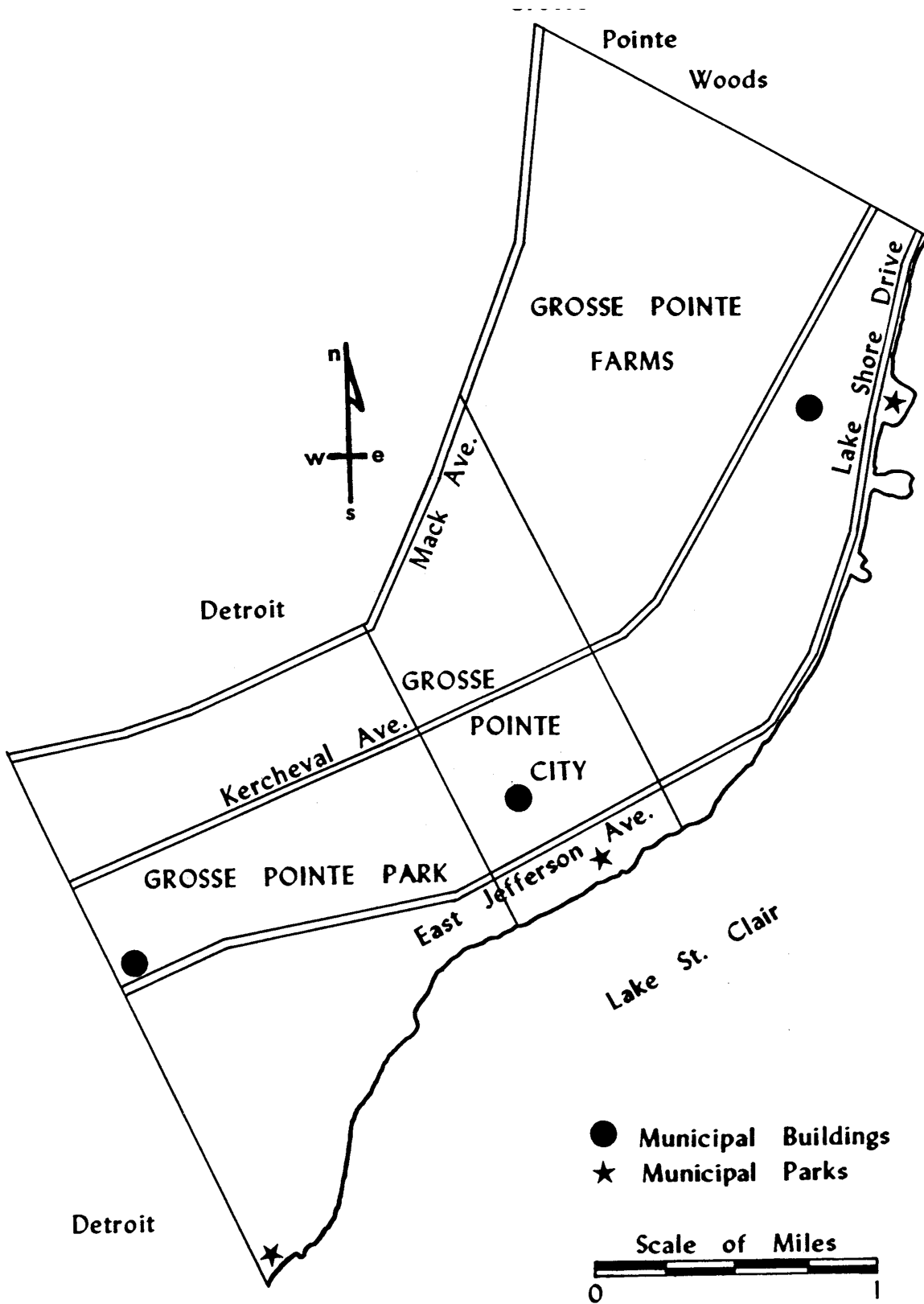
The cities of Grosse Pointe, Grosse Pointe Farms and Grosse Pointe Park comprise a contiguous area in the south portion of the former township. Grosse Pointe Farms is the northern-most city of the group and has an area of 2.8 square miles⁴ Grosse Pointe Park is the southern-most of the cities and has an area of 2.2 square miles. The City of Grosse Pointe is in between, and has an area of 1.1 square miles. Thus the total area of the three cities: is 6.1 square miles.

The present estimated population of the area is 34,700 broken down as follows: City; 7,100; Park; 15,100; Farms; 12,500. The area is largely residential but with some commercial development, a large part of which is in the City. There is no industry in any of the three cities. The economic level of the residents is well above average and remarkably uniform among the separate cities. The average family income in 1956 was estimated to be \$9,400 in the Park, \$10,000 in the Farms, and \$12,000 in the City. The average home value was estimated at \$20,000. Growth in the three cities is nearly complete with only the Farms having a significant amount of undeveloped area. The following is a comparison of present and projected population for each city:

	<u>1957</u>	<u>1960</u>	<u>1980</u>	% Increase 1980 over <u>1957</u>
Park	15,100	16,000	18,000	19.2%
City	7,100	7,200	8,000	12.7%
Farms	12,500	14,000	17,200	37.6%
	— — — —	— — — —	— — — —	— — — —
Total	34,700	37,200	43,200	24.5%

The similarities of the physical aspects of the cities as well as the homogeneous character of the residents strengthens the possibility for some form of merger or consolidation. As long ago as 1927 it was suggested in survey of Grosse Pointe Township (by J. M. Leonard) that certain benefits might be realized by consolidating two or more of the villages. In 1920 the elementary school districts were consolidated and at present a single school district serves all five Grosse Pointes. Recently, several intergovernmental agreements have been reached in different functional

areas, notably the Inter-City Radio System, Health Council, and garbage and rubbish disposal. Thus there has been a recognition that by joint effort a more effective method of dealing with governmental problems in the area may be reached through cooperative arrangements.



SUMMARY

The purpose of this study has been to examine certain factors relevant to the idea of consolidation for the cities of Grosse Pointe Park, Grosse Pointe Farms, and Grosse Pointe. This issue is considered from the point of view of the benefits and disadvantages to the individual cities as well as the area as a whole. The yardstick of appraisal is largely that of economy and efficiency of operations. It is recognized that other values might have a bearing on the attitudes of the residents of the three communities insofar as a choice is concerned. 'Because of their. more intangible nature, however, no attempt to evaluate these factors has been made.

Governmental Structure

No major differentiations in governmental structure or relationships exist in the three cities. Actual operational direction is lodged in the office of a city administrator (manager) in the Park and the Farms, either formally provided for by charter provision or delegated by council action. Grosse Pointe City accomplishes the same objective to a considerable extent by an enumeration of duties and responsibilities of a managerial nature to the city clerk, excluding, however, responsibility for the police and fire departments which are accountable to boards over which the council exercises direct control.

There are, of course, minor variations in combinations of functions and job titles which are not germane to the purposes of this study. Departmental alignments required with consolidation should present few difficulties as they relate to grouping of functions and activities.

Financial Considerations

Taking all of the pertinent facts into consideration, a total consolidation of the three cities should result in more efficient government for the 3city area. Substantial savings in money can be realized in such activities as police, fire and general administration. Economies can also be realized in the public works activities. Total savings through consolidation are estimated at \$300,000 as a minimum for fire, police, general administration and equipment, with a possibility

SUMMARY COMPARISON OF DATA FOR THE THREE CITIES

	Population	Assessed Valuation	Tax Levy	Tax Rate	Budget	Outstanding General Debt	Number of Employees
Park	15,100	\$45,791,200	\$776,000	\$16.95	\$1,336,644	\$240,725	111
Farms	12,500	\$49,223,320	\$861,388	\$17.50	\$1,227,871	\$1,063,000	115
City	<u>7,100</u>	<u>\$24,315,420</u>	<u>\$510,623</u>	\$21.00	<u>\$712,946</u>	<u>\$366,000</u>	<u>65</u>
Total	34,700	\$119,329,940	\$2,148,011		\$3,277,461	\$1,669,725	291

PER CAPITA

Park		\$3,032	\$51.39		\$88.52	\$15.94
Farms		3,938	68.91		98.23	85.04
City		<u>3,425</u>	<u>71.92</u>		<u>100.41</u>	<u>51.55</u>
Total		\$3,438	\$61.90		\$94.45	\$48.12

of an additional \$200,000 saving for all other services as a maximum. A total savings of \$500,000 is a distinct possibility apart from the added efficiency which could result from joint planning and operations. Quantity purchasing of materials and equipment, and better And more flexible utilization of personnel and equipment are the bases for such conclusions. Increased levels of services are also possible as an alternative to these money savings.

In terms of the existing cities, benefits to be derived from consolidation vary. While in certain areas a given city may find consolidation advantageous, in others it may find nothing in particular to be gained. In some instances, it may even be detrimental. The overall picture as indicated above, indicates a net savings as a total benefit for the three cities.

In the case of outstanding debt, the obligations of the cities vary considerably. In the case of the Park, all indications are that its debt will be liquidated in a relatively short time. It may not wish to obligate itself further for debt incurred by the City and the Farms. It may be possible either through existing legislation or new legislation to pay off these obligations separately so as to avoid the possibilities of a consolidated debt for existing general fund obligations in the event of a consolidation.

Also, the Park has the lowest tax rate and is spending less money per capita, both in total and in each functional area, than either of the other two cities. The conclusion might be drawn that the Park has less to gain from consolidation than the City or the Farms. However, the Park, like most municipalities today, is faced with continuously increasing costs. At the same time, its revenue sources have reached a level where any significant increases are unlikely. In the face of this, any method of reducing costs should be beneficial to the Park from a long-range point of view.

The Farms on the other hand has much more outstanding debt than the other cities but also can expect a substantial increase in revenues in the future resulting from increased assessed valuations and sales tax diversion. Expenditures per capita are higher than those in the Park.

The City perhaps has the most to gain from consolidation. Per capita expenditures in the City are the highest in almost every instance. Obligations for outstanding debt are also high in relation to

the Park. The tax rate is the highest and prospects for any revenue increases in the future are limited.

It is likely that consolidation would benefit the area as a whole, although admittedly each city would not gain advantages to the same extent. Nevertheless, with municipalities today faced with constantly rising expenditures and reaching the limits of their revenue sources, any move toward a more economical governmental operation, such as consolidation should bring about, would seem to be a step in the right direction. It should be pointed out that for the most part, service could be maintained at present levels or higher and still realize substantial economies. However, in specific instances where service levels can only be characterized as in the superservice class, this would not be possible. Examples of this are the practices of collecting rubbish from inside buildings in the City, and doubling back by rubbish collectors for persons who are late in putting out rubbish in the Park. These special services could be extended to the area as a whole, but would, obviously, reduce savings.

Personnel

The three cities have an approximate total of 290 employees. With consolidation manpower savings of perhaps 40 to 50 persons could be realized, accounting for a large part of the savings indicated earlier. Through careful allocation of personnel no layoffs would be necessary as the reductions in staffing could be taken care of by not filling vacancies as they occurred.

The extension of the civil service system similar to that in the Park would be desirable for a governmental unit of some 240 employees. Competitive examinations for both initial and promotional work opportunities, comprehensive job classification and the like would provide the necessary features for good personnel management.

Retirement System

The amounts appropriated per employee by the respective cities for 1956-57 were as follows: Park, \$540; Farms, \$660; City, \$661. Benefits for general employees were approximately equal in all three. In the case of firemen and policemen the Park's pension is \$1,800 per year with 60 as

the retirement age; the Farms' pension is \$2,500 with 55 as the retirement age; and the City's pension is \$2,000 with 55 as the retirement age.

The Park is a member of the State of Michigan Employees Retirement System while the other two are independent systems. No matter which of the three plans ultimately is adopted in the event of merger, it would appear desirable to apply a single system for a unified community.

Equipment

There are considerable potential savings possible through greater flexibility and more intensive utilization' of equipment in all areas of government under combined direction. The possibilities in police, fire and public" service operations have been discussed in the body of this report. For example, purchase of equipment deemed too expensive for the use it would get in any one of the individual cities may prove to be feasible in a city the size of the three cities combined. Much of the public service work now being done on a contract basis could be undertaken at considerable savings, by the combined public service department. This would affect such work at' curb and sidewalk repair, sewer installation and repair, street paving, tree planting, building repair, water main installation and the like.

In the field of public service alone, the 3 cities have a total of 85 pieces of major rolling equipment. This total seems to be more than; necessary for a consolidated city with an area of 6.1 square miles an a population of approximately 35,000. At present there are approximately 110 men employed in all public service functions in the 3 cities. Whether any reduction in that number could be realized would depend on the amount and types of work done by contract.

Inter-Municipal Arrangements

Agreements have been made among cities in the Grosse Pointe Area in several service areas. This has enabled each participating city to secure the particular service at a cheaper cost than that possible through individual operation. The method and extent of these arrangements vary greatly. In some cases the number of cities involved is greater than in others. Financial support for each activity has been pro rated for each city on the basis of their assessed valuation to the whole. The responsibility for, administration and fiscal control is usually assumed by one city in each instance.

These agreements cover: an inter-municipal police radio system; civil defense and disaster control; Grosse Pointe communities (all five) and Harper Woods health council; rubbish and garbage dump operations; and, a welfare council for the Grosse Pointes and Harper Woods.

Conclusion

Consolidation would open up immediately the necessity for a comprehensive integration of all municipal services and facilities in the three communities. While “piecemeal” extension of inter-municipal arrangements will undoubtedly bring some economies of operation and retain the independence of each community, the results may not be sufficiently effective to meet the real needs of each of them. A city of some 35,000 people, with considerable homogeneity of political, social and economic characteristics may even enhance the pride which its citizens so obviously display in their community. A consolidated city would have the following characteristics:

The area of the city would be 6.1 square miles, and the population about 35,000. The city hall would use the present Park city building. Police headquarters could use the second floor of the Farms’ city building. The single fire station in each of the three present cities would be maintained at the present locations with headquarters in the City.

The annual budget would approximate \$2,800,000. General obligation bonds outstanding total approximately \$1,800,000. As far as the outstanding debt is concerned, alternative solutions could be developed in the event the residents of one city did not wish to assume part of a debt which they did not incur themselves. One alternative is the establishment of separate taxing districts for existing debt, although there is some indication that a state legislative enactment would be required.

A chart of a proposed organization for a new city is shown on page **21**. It does not represent any drastic departure from existing organization, but takes advantage of the more efficient operation consolidation should bring. A master plan for the

combined areas is also made more feasible and likely than under the existing set-up.

In the event a total merger is unpalatable, the development of further agreements among the cities for functional integration would be desirable. This is especially the case in the areas of fire, police, and garbage and rubbish collection and disposal. Again special legislation may be necessary to form police or fire protection authorities or districts. Another alternative is the assumption of responsibility by each city for a given function, such as fire protection, and providing the service to the other two on a contract basis. The latter two approaches are somewhat cumbersome and may become too involved for effective use if attempted over too wide an area of services.

Any move in the direction of consolidation and centralizing would be more desirable than the present situation in which each city is attempting to meet its problems individually. This is becoming more costly with each passing year. The three Grosse Pointe cities here considered have fared well in the past, contrary to many suburban communities nearby. This study disclosed however, that many of the same influences affecting the metropolitan area as a whole are increasingly operative here. Rising costs, static revenue yields, increasing citizen demands for services, and overflow problems stemming from those of adjacent communities account for this increasing concern. Eventually, perhaps, there will be need for some type of an over-all metropolitan authority. This will probably not materialize for quite some time in the Detroit area. The proposal for consolidation here considered should go a long way toward resolving this well-knit community's problem, thereby obviating any necessity for its being stamped into an all-embracing metropolitan organization.

EXPENDITURES

For the purposes of analyzing and comparing expenditures, appropriation figures for the fiscal year 1957-1958 are used. In comparing figures for the various functions and services some difficulties arise because of differences in accounting methods and because of dissimilarities in the ways the various functions and services are organized in the three cities. The greater the extent to which the figures are broken down the less meaningful are the comparisons.

Total appropriation figures reveal that the Park, with the largest population, spends the most money. Second, in both expenditures and population, is the Farms, and third, in both expenditures and population is the City. However, when figured on a per capita basis the reverse is true. The smallest population-wise, the City has the highest per capita expenditures (\$100.41). Next is the Farms (\$99.48), and then the Park (\$87.04). The table on page 2 gives a breakdown of expenditures for the three cities.

The general government category includes administrative expenses as well as all other expenses which can not be assigned to any of the other categories. The fact that the City is spending more per capita than either of the other two larger cities indicates that the smaller the size of a local unit of government the greater the relative cost of general administration. This is not necessarily a universal truth, but may be taken as a general rule when applied to the Grosse Pointes.

In Public Safety the same situation exists. It is costing more per capita to provide roughly the same protection in the smaller City than in the other two. Per capita expenditures for the fire department are nearly the same, as are the number of firemen per 1,000 population, and the amount per capita spent on personal services for fire. However, for police the City is again higher in all these factors than the Park and the Farms.

Public works expenditures also follow the same pattern. However, personal services constitute only 50 to 60 percent of the public works expenditures. Other factors such as cost of materials, supplies, and contract work expense make up a sizeable portion of the difference in public works expenditures between the three cities.

EXPENDITURES 1957-58

	<u>PARK</u>		<u>FARMS</u>		<u>CITY</u>	
	Amount	Per Capita	Amount	Per Capita	Amount	Per Capita
General Government	\$90,434	\$5.99	\$71,113	\$5.69	\$59,160	\$8.33
Public Safety	356,173	23.59	316,600	25.33	188,715	26.58
Public Works	309,897	20.52	315,857	25.33	232,895	32.80
Parks & Recreation	44,750	2.96	45,895	3.67	24,402	3.44
Water	135,258	8.96	161,459	12.92	66,435	9.36
Health & Welfare	3,400	.23	6,070	.49	2,000	.28
Debt Service	118,854	7.87	93,456	7.48	55,713	7.85
Insurance & Pension	77,022	5.10	83,184	6.65	49,000	6.90
Improvement Reserve	110,600	7.32	114,850	9.19	34,625	4.88
Contingency	<u>68,000</u>	<u>4.50</u>	<u>35,000</u>	<u>2.80</u>	<u> </u>	<u> </u>
Total	\$1,314,388	\$87.04	\$1,243,484	\$99.48	\$712,945	\$100.41

	<u>Park</u>	<u>Farms</u>	<u>City</u>
Total Public Works Expenditures	\$309,897.	\$315,857.	\$232,895.
Per Capita Expenditures	20.52	25.27	32.80
Personal Services	176,137.	195,108.	117,840.
Per Cent Personal Services of Total Public Works	56.8%	61.9%	50.6%
Per Capita Personal Services Expenditures	11.66	15.61	16.60
Number of Public Works Personnel	39	39	24
Public Works Personnel per 1,000 population	2.6	3.1	3.4

Parks and Recreation expenditures are for the most part salaries and wages for park maintenance and part time employees for recreation programs. Costs are split roughly equally between these two elements. The Farms spends the most per capita since it maintains somewhat more extensive facilities and programs than do the City and the Park.

Health and Welfare expenditures are somewhat larger in the Farms since \$2,800 for infirmity care was budgeted. Debt service per capita was roughly the same in all three cities. Insurance and Pension costs show the Park significantly lower largely because it belongs to the State Municipal Retirement System which entails less cost to member cities although its benefits are somewhat lower than those in the Park and City which operate their own retirement systems. The Improvement Reserve Fund in the City includes equipment replacement as well as major improvement.

Expenditures for water do not lend themselves to analysis and comparison as in other departments since this utility is largely financed from water revenues. The Farms shows a much higher per capita appropriation since it operates its own supply system and sells water to the City. A much larger part of the water expenditures in the Farms consists of salaries and wages than in the Park and City where well over half represents the cost of water purchased in all three cities salaries and wages constitute close to 50 per cent of total expenditures. However, there is some difference in

the number of employees per 1,000 population. This varies from 7.75 employees in the Park, to 9.86 in the City and 10 in the Farms. These are full-time personnel only. In addition, each city uses many part-time employees especially in parks and recreation. With the current trend toward annual pay increases for city employees and shorter work weeks, especially in fire departments, it is likely that the cost of government will continue to rise unless the level of service demanded decreases.

REVENUES

Approximately 80 per cent of all revenue received by the three cities comes from two sources; the property tax and state-shared revenue. The sales tax and gasoline and weight taxes account for the bulk of the latter.

Revenue derived from the property tax shows the City with the highest tax rate and the highest tax levy per capita. Next comes the Farms and then the Park. All three derive approximately the same percentage of their total revenue from the property tax. The following table shows the assessed valuation, tax rate, and tax levy for each of the three cities for fiscal 1958.

	<u>Assessed Valuation</u>	<u>Assessed Valuation Per Capita</u>	<u>Tax Rate</u>	<u>Tax Levy</u>	<u>Tax Levy Per Capita</u>
City	\$24,315,420	\$3,425	21.00	\$510,623	\$71.92
Farms	49,223,320	3,938	17.50	861,388	68.91
Park	45,791,200	3,032	16.95	776,000	51.39

Property tax revenue depends on several factors. The tax rate cannot exceed 2 per cent of the assessed valuation under the charters of each of the cities. The difference between the present rates and this tax limitation of 20 mills per \$1,000 of assessed valuation is the amount of additional taxing power a city has available. In the case of the City this margin has been all but used up. The Farms has two and a half mills left and the Park has three mills. The development of new properties and the addition of their value to the tax rolls will also increase the tax revenue available. However, only in the Farms is there much prospect for a significant increase in assessed valuations. At present there are approximately 408 vacant parcels of land in the Farms, of which 40 are business locations and 368 residential. This represents a potential substantial increase to the tax rolls. In the Park there are 195 vacant lots of which 89 are improved landscaped lots adjoining residence lots and therefore unlikely to be further developed. The remaining 106 lots when improved have an estimated potential average valuation of \$15,000, or a total of \$1,590,000. At the current tax rate this represents a potential annual increase in property tax revenue of approximately \$27,000. The City is almost entirely developed and there is little prospect for any significant increases in assessments.

BUDGETED REVENUE 1958

	<u>PARK</u>			<u>FARMS</u>			<u>CITY</u>		
	Revenue	Per Capita	%	Revenue	Per Capita	%	Revenue	Per Capita	%
Property Tax	\$776,500	\$51.42	64.1%	\$862,888	\$69.03	69.6%	\$505,500	\$71.20	65.6%
State Aid	205,500	13.61	16.9	148,700	11.90	12.0	102,500	14.43	13.3
Liquor License	(8,000)			(3,200)			(1,500)		
Gas & Weight Tax	(72,000)			(60,000)			(39,000)		
Motor Vehicle	(2,000)			(1,500)			(1,500)		
Operator's License									
Intangibles tax	(19,000)			(14,000)			(9,500)		
Sales Tax	(104,500)			(70,000)			(51,000)		
Water	142,300	9.42	11.7	162,658*	13.01	13.1	73,250	10.31	9.5
Permits & Licenses	10,060	.67	.7	5,300	.42	.4	14,375	2.02	1.9
Fines, Forfeits, And Penalties	29,750	1.97	2.5	12,000	.96	1.0	14,000	1.97	1.8
Parking Meter	13,000	.86	1.1	16,000	1.28	1.3	53,050*	7.47	6.9
Miscellaneous	<u>34,125</u>	<u>2.26</u>	<u>2.8</u>	<u>32,400</u>	<u>2.59</u>	<u>2.6</u>	<u>8,300</u>	<u>1.17</u>	<u>1.1</u>
Total	\$1,211,235	\$80.21	100.0%	\$1,239,946	\$99.20	100.0%	\$770,975	\$108.59	100.0%

*1957 Actual

The revenue derived from the state-shared taxes includes the sales tax, intangibles tax, gasoline and weight taxes, motor vehicles operators license fees, and liquor licenses. The sales tax produces an important revenue item in each city. The amount that a city receives depends on the total amount of sales tax collected by the state and the proportion of the state's population in each city. At present the 1950 census population figure is used. However, in 1960 there will be new population figures upon which the sales tax diversion will be based. The result of this could be a reduction in the amount of sales tax revenue received by one or more of the three cities. On the basis of the estimates and projections now available, the indications are that the Park will probably have a slight increase if any; the City a slight decrease; and the Farms about 30 per cent increase.

The intangibles tax is of lesser importance and the amount to be distributed is fixed by statute without regard to the level of state collections, although distribution is also determined on a population basis. Gasoline and weight taxes represent an important source of revenue, the use of which is restricted to highway purposes. The amount derived from this source will depend largely on general business conditions.

Water revenues are received in a separate fund in the City and the Farms, and in the general fund of the Park. In the two former cases much of the revenue is used for redemption and interest payments on water bonds. The parking meter revenue in the City is a large item because of the extensive off-street parking program. This revenue is paid into a separate fund and is used for retirement of parking bonds and for the development of additional parking lots.

The prospects for increased revenues in the future are limited especially in the case of the City and the Park. The Farms can expect increased revenues in the future principally from increases in assessed valuations and the sales tax. The revenue position of the Park and the City has about reached a static level under the terms of existing sources.

DEBT

The amount and structure of the debt varies among the cities. A description of the debt picture in each city follows.

Park As of June 30, 1957 there was a total of \$240,725 of net outstanding debt. This is made up entirely of general purpose bonds with no revenue bonds involved. The bonds fall into two categories; term bonds and serial bonds.

Although the total amount of outstanding term bonds is \$1,069,000 (\$667,000 of 30 year sewer bonds which will come due in September of 1958, and \$402,000 of 30 year park site bonds which will fall due in 1961), all but \$73,725 of this sum is covered by a sinking fund. The remaining amount will be paid into the sinking fund by 1960. This will fully cover the term bond obligation.

In addition, to the \$73,725 to be paid on the term bonds, there is \$167,000 outstanding from 30 year sewer relief serial bonds. The final maturity date of this issue is in September of 1968. At that time, if no bonds are issued in the meanwhile, the Park will be debt free. Actually, after 1960 debt service requirements drop off significantly from \$60,000 per year to \$20,000 and then generally continue to decrease further each year for the next eight years. With the outstanding sums to be paid on each type bond and the addition of \$134,931 of interest payments, the total debt obligation of the Park as of June 30, 1957, is \$375,656.

Farms The total outstanding debt of the Farms is \$1,278,000. Of this \$215,000 are water revenue bonds; \$898,000 are general purpose bonds; \$30,000 are voting machine certificates of indebtedness; and \$135,000 are water bonds paid by water revenue, but also backed by the general faith and credit of the city. Most of this debt results from fairly recent bond issues, all but \$63,000 of it having been issued since 1953. The last maturity date is in 1976 at which time, if no further bonds are issued meanwhile, the city will be debt free. including interest payments the total debt obligation of the Farms is \$1,530,826. Most of the \$215,000 of water revenue bonds are callable in 1960 and after. \$175,000 of general obligation bonds are callable after April 1, 1958, and \$145,000 more are callable April 1, 1960. All water fund bonds are being paid from water revenues. Debt service on general obligation bonds, after dropping from \$105,642 in fiscal 1958

to \$74,124 in fiscal 1960, will remain at approximately \$70,000 per year until 1974 and 1975 when it will drop to \$30,900 and \$30,000 respectively. After fiscal 1959, when revenue bond debt service will increase to \$14,549 from \$4,663 in 1958, the annual debt service is fairly uniform at about \$15,000 per year until 1977 when the last maturity is due.

City The total outstanding debt of the City is \$1,011,000, of which \$645,000 is water, parking, and gas and weight tax revenue bonds. Of general purpose bonds all but \$66,000 of outstanding debt results from issues dated 1946 and later. Revenue bond debt has all been incurred in the past three years. The last maturity date for general obligation bonds is 1974 and 1982 for revenue bonds. After that date, if no additional bonds are issued, the city will be debt free. Including interest payments the total debt obligation of the City is \$1,314,023. In 1958 the general obligation debt service is \$55,613. It remains near this level until 1963 when it drops to \$18,540 at which level it remains until 1974, the date of the last maturity. The revenue bond debt service varies from a high of \$45,580 in 1970 to \$20,000 in 1982 the date of the last maturity.

Parking revenue bond annual debt service requirements vary from \$20,000 to \$25,000 (except for 1958 when it is only \$11,500). These are payable from parking meter revenue which is presently grossing close to \$60,000 per year. Water revenue bond annual debt service requirements vary between \$6,000 and \$7,000 until 1969 after which it is between \$10,000 and \$11,000 until 1977, the last maturity date. On March 31, 1957 the Bond and Interest Redemption account of the Water Fund had \$12,818 in it. The net revenue of the system excluding the interest payment was \$10,750. The annual debt service for street improvement bonds averages about \$11,000-per year, the-date of the last maturity being 1972. The debt service is payable from proceeds of the gas and weight tax returned to the city by the state. In fiscal 1957, \$39,528 was derived from this source.

Summary

By comparison, the Park is in the most favorable position as far as debt is concerned. The following table shows the relative debt position of the three cities.

TOTAL DEBT SERVICE REQUIREMENTS INCLUDING INTEREST (AS OF JULY 1, 1957)

	Amount of General Obligation <u>Debt</u>	Per \$1,000 of Assessed <u>Valuation</u>	Per Cent <u>of Total</u>	Amount of Revenue <u>Bonds</u>
City	\$442,792	\$18.21	21.3%	\$871,231
Park	382,656	8.36	18.4	
Farms	<u>1,257,300</u>	<u>25.54</u>	<u>60.4</u>	<u>273,526</u>
TOTAL	\$2,082,748	17.45	100.0	\$1,144,757

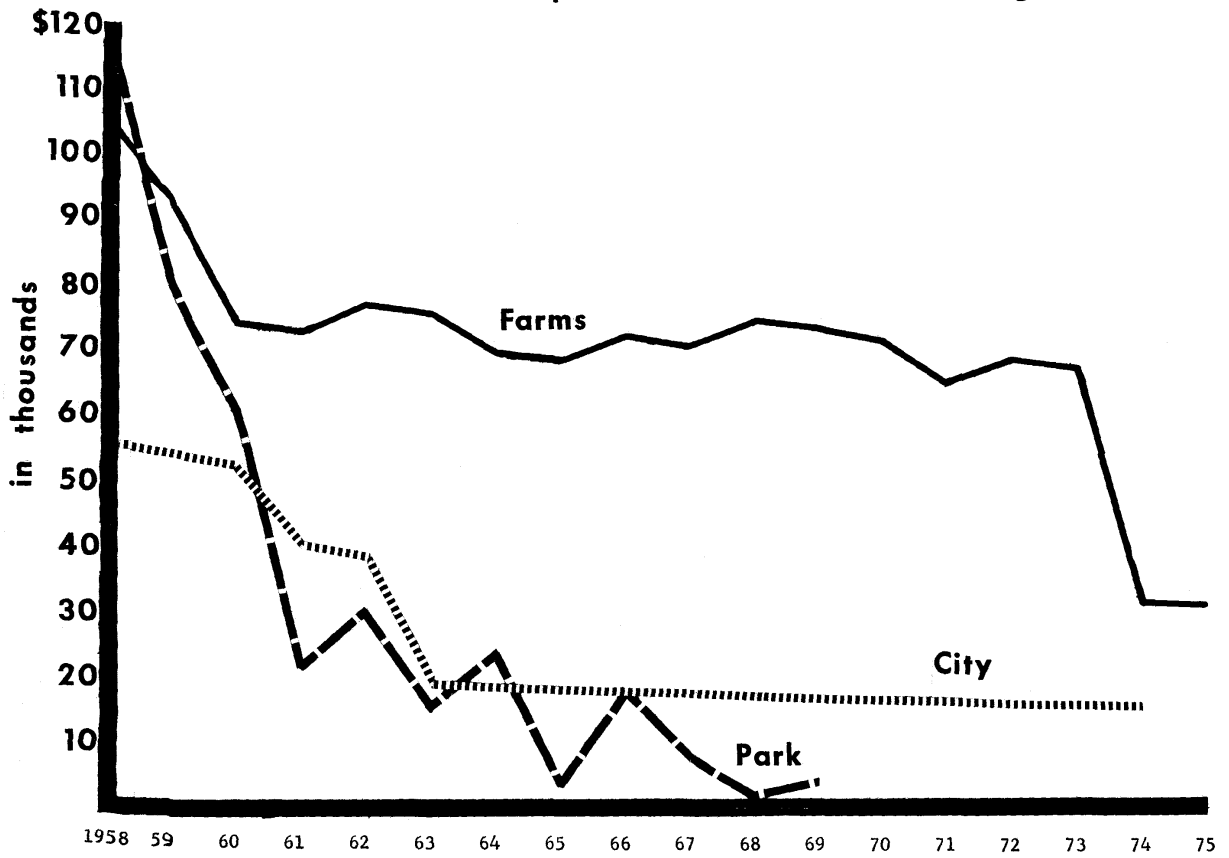
The Park has issued no bonds since 1938 and is carrying out a capital improvements program through the use of a major improvement reserve fund to which monies are contributed annually from current revenues. The 1958 budget called for expenditures for improvements of \$143,000 and a current appropriation of \$110,600 to the major improvement reserve fund. On July 1, 1957 the fund had a balance of \$191,366. In 1954 a six year capital improvements program was approved, the estimated cost of which was \$1,360,260. About half of this program has been completed.

The Farms has been following a policy of partial pay - as - you-go as far as capital improvements are concerned. In 1953, bonds were issued for Park improvement; in 1955, bonds were issued for sewer improvement; and in 1956, voting machine certificates of indebtedness were issued. In addition an annual appropriation is made for extra-ordinary improvements. In fiscal 1958 this appropriation totaled \$149,850 of which \$20,000 was used to make up bond fund differences. No formal capital improvements program has been approved.

The City is following a policy similar to that of the Farms. In 1946 paving bonds were issued, in 1954 park improvement and 1956 street improvement, bonds. In 1958 appropriations of \$21,000 were made to the capital improvement fund. No capital improvements program exists.

The chart which follows shows the total future debt service requirements for general obligation bonds in each city.

Future Debt Service Requirements For General Obligation Bonds



PERSONNEL

In any consolidation plan the question of personnel management must be considered. Care must be taken to establish an equitable system with regard to the existing personnel provisions in each of the cities. Generally speaking, any new plan should not result in the lessening of benefits or less favorable regulations regarding promotions, vacations, seniority, salaries, etc. for employees in any one of the cities.

Park

Only one of the three communities, Grosse Pointe Park, has adopted a standardized civil service system based upon charter provisions. Chapter 5 of the Park's charter provides for a merit system administered by a board consisting of 5 electors appointed by the mayor with council approval. The city manager is designated by the charter as the head of the personnel department and in this capacity is responsible to the board for personnel administration. Rules and regulations applicable to all personnel transactions must be adopted by the city council.

The classified service does not include the city manager, department heads, technical employees, consultants, or part-time employees. All other employees including policemen and firemen are in a single classified service. There is no police or fire trial board and all appeals and other personnel transactions are reviewed by the personnel board. its decisions are final in grievance matters. Examinations are required wherever applicable as indicated in the rules and regulations.

City

No civil service system has, been adopted in the city through either charter or ordinance provisions. The city clerk-administrator together with the department heads hire and fire. Turnover is not large and any grievances would be dealt with eventually by the city council.

Farms

All administrative officers are appointed by the council and serve at its pleasure. The Farms' charter (sec. 4.6) delegates to each department head the power to hire and fire without confirmation by the council. However any employee who has been discharged may within 10

days of such action petition the council for a hearing. The council at its discretion may grant a hearing and take such final action as it considers proper.

Summary

A governmental entity comprising some 290 employees, the approximate total of the three-community work force, would presumably require a more systematic arrangement than that prevalent in either the City or Farms. As individual organizations of 63 and 111 employees respectively, a more positive personnel structure may not be necessary. Merit system principles, including competitive examination for both initial and promotional work opportunities, job classification and the like should be adopted in the event a unified city administration emerges. The Park's merit system embodies the generally recommended pattern of organization, principles and practices, and could very well provide the basis for the system to be applied.

Retirement and Pension Provisions

A detailed and comprehensive analysis of the three retirement systems has not been attempted at this time. Comparisons in pension amounts, employee deductions and governmental contributions as well as the general provisions of all three systems are presented in summary form.

Park The Park became a member of the State Municipal Employees, Retirement System (P.A. 135, 1945) on May 1st, 1946, by council resolution. Plan B applicable to its safety department for policemen and firemen, and Plan C applicable to all other employees are now in effect. Federal social security has been made applicable to all Plan C covered employees. Policemen and firemen are awaiting action by Congress which would make them also eligible for such coverage.

The State act sets up the voluntary retirement age as 60 for all employees with compulsory retirement 65 which may be extended to 70 by the city council. A minimum of ten years of service is required before any pension is earned. The full term or period of employment required is 25 years of service but the employee must attain the retirement age (60) before being eligible for the full pension.

Employee deductions of 5% are levied on the full salary (police and firemen); and 3% of the first \$4,200 and 5% on the remainder for general city employees. The council appropriates an amount annually, \$58,772 in 195657, to maintain its portion of the reserves necessary to meet pension obligations as required by the state system. This amounts to a per capita annual appropriation for its 109 employees of \$540.00.

City The City maintains its own system as specified in sec. 64 of its charter and which was adopted May 1st, 1946. Social security pensions have been adopted for general city employees as in the Park with police and fire personnel being excluded because of federal restrictions.

Retirement age for policemen and firemen is 55 with 60 as the retirement age for general city employees. Employees may work until age 70 with council approval.

Employees deductions are similar to those of the Park as are the number of years of employment (25) in order to receive the full pension at the retirement age. Again, the minimum number of

years of service to establish pension rights is 10. The council annually appropriates \$41,650 as its contribution for 61 employees at a cost of \$661 per employee.

Farms The Farms adopted its retirement program March 1st, 1945 through incorporation of chapters 16 and 17 of its charter. The Grosse Pointe City system is similar in most respects to that of the Farms. Retirement age for police-and-firemen is 55 with 60 for general employees. Number of years of service required are 25 with 10 years of service specified for minimum pension eligibility. The Farms annually appropriates \$73,318 for its 108 employees at a cost of \$660 per employee.

Social security benefits have been adopted for general city employees. Firemen and policemen are awaiting favorable action by congress before being covered.

Summary	<u>Park</u>	<u>Farms</u>	<u>City</u>
Number of employees	109	111	63
Amount appropriated by each city (1956-57)	\$58,772	\$73,318	\$41,650
Amount per employee (1956-57)	\$540	\$660	\$661

Using a \$5,000 salary and the full term of years required at the respective retirement ages (see above) the actual retirement payments would be as follows:

	Retirement Age		Annual Retirement Benefits		Social Security Pension		Number of Years of Service Required
	Police Fire	Gen. Emp.	Police Fire	Gen. Emp.	Police Fire	Gen. Emp.	All Employees
Park	60	60	\$1800	\$1350	No	Yes	25 years
Farms	55	60	\$2500	\$1350	No	Yes	25 years
City	55	60	\$2000	up to 65 \$1475 After 65 \$1350	No	Yes	25 years

Both the Farms and the City allow policemen and firemen to retire at age 55 or 5 years sooner than in the Park. General employee retirement age in all 3 cities is 60.

The contribution by the Park per employee is substantially less than in the other two communities, \$540 per employee as contrasted with \$660 per employee in the Farms and \$661 per employee in the City. The retirement benefits for policemen and firemen differ, however, as noted in the above chart.

No matter which of the three plans ultimately is adopted in the event of merger, it would appear desirable to apply a single system to a unified community.

Reduction in Personnel

At present there are about 290 full-time employees in the three cities. A consolidation of the cities would result in some reduction in the total number of employees needed. The transition period between the time a decision is made to consolidate and the actual time that it takes place should be used to plan the assignment of present personnel to the new requirements. During this period any vacancies occurring should not be filled insofar as possible. Most of the reductions should be able to be accomplished by not filling vacancies resulting from normal turnover and from retirements. No actual discharge of existing personnel would appear to be necessary, nor would it be desirable.

Number of Full-Time Employees

	<u>Park</u>	<u>Farms</u>	<u>City</u>
General Government	9	11	8
Municipal Court	1	1	1
Police	33	29	17
Fire	25	21	12
Parks and Recreation	1	3	2
Water	3	11	1
Public Service	<u>39</u>	<u>39</u>	<u>24</u>
Total	111	115	65

GENERAL GOVERNMENT

The general administration of government varies somewhat within the three cities. All three operate with a mayor and a city council. The Park and the Farms have a conventional city manager, arrangement with the manager being appointed by the council and subject to removal by the council. The manager is the administrative head of the city, with all city departments operating under his general supervision. The City has a somewhat different arrangement. A city clerk and a city assessor are elected every two years. These two officers are delegated responsibilities over designated functions by ordinance. Actually the clerk is, in effect, a city manager in many respects. The assessor is designated deputy clerk and the clerk may delegate any of his duties to the assessor. The clerk is also the purchasing agent of the city. The assessor is the chief financial officer and budget director, deputy clerk, deputy treasurer and street administrator. There is a public safety commission which supervises public safety operations and is appointed by the council. The clerk has no direct control over the public safety commission.

There is an appointed treasurer in the Park and the Farms, plus an assistant treasurer in the Park. The treasurer is elected in the City and is part-time. The clerk's duties in each city are combined with those of another officer such as the controller. Each city has a controller or financial officer who is responsible for most of the financial functions. In the Park and the Farms there is also a deputy controller.

The assessing function is also combined with the duties of another officer. In the Park the assessing function is performed by the director of public service; in the Farms, the controller and clerk; and in the City the chief financial officer. This practice is common to cities of this size in Wayne County since much of the actual assessing work is performed by the County Bureau of Taxation.

With the exception of the board of review, all of the members of the various boards and commissions serve without compensation. No discussion of them will be included here. In the Park the members of the board of review receive no pay. In the City two members receive \$100 each per year. In the Farms three members receive \$100 each per year, plus \$25 per day for

special services. The mayor and council serve without compensation except in the Farms where the seven members of the council plus the mayor receive a total of \$2,700 per year.

A breakdown of general administrative personnel is shown in the table below:

	<u>Park</u>	<u>City</u>	<u>Farms</u>	<u>Total</u>
Manager	1	1	1	3
Controller	2	1	2	5
Treasurer	2			2
Office Workers	<u>2</u>	<u>5</u>	<u>6</u>	<u>13</u>
Total	7	7	9	23

All of the administrative personnel listed are full time. Listed under controller are the personnel involved in assessment, clerk, and all financial duties. Billing and collection of water bills are also included in the work of these administrative personnel. In the case of the Farms, the salary of two to three of the employees is chargeable to the water fund.

The cost of administration of the three cities in salaries amounts to \$143,000. This also includes attorney's fees, and special help for elections. Although it is difficult to determine the exact number of administrative personnel that would be necessary to manage a city of the size of the three combined Grosse Pointe communities, it can be said that significant reductions in administrative personnel could be realized. These savings would result from the fact that there would no longer be a need for triplication of such offices as city manager, attorney, judge and other administrative positions.

Assuming that the consolidated city would operate under a council-manager form of government, the requirements for general government administrative personnel would likely be as follows. One city manager and possibly one assistant; city clerk and deputy clerk; director of finance (including all financial functions, assessing, and treasury); approximately four clerks to work in the financial department; two secretaries and a switchboard operator. The total number of personnel indicated here (approximately twelve) is for illustrative purposes. No attempt has been

made to figure the required number of personnel in terms of actual work loads. This illustration also assumes that water billing and collection will be handled separately by the water department.

An illustrative organization chart for the combined cities is offered to give a picture of the governmental structure that would be necessary. Under this plan the municipal judge and the city council members are elected. The mayor may be chosen from among the elected councilmen or elected by the voters as mayor. The council would appoint a city manager, attorney, board of review, merit system board, and planning commission. At present only the Park has a planning commission but it would be wise in a city as large in area and population as the combined cities would be to provide for planning by a formal body.

The city manager would appoint all department heads as well as the director of finance and the clerk with the approval of the council. The city engineer would head the department of public service with several supervisors for the various indicated functions working under his direction. If police and fire services were to be integrated a director of public safety would replace the chiefs of fire and police. The finance department would be headed by a director of finance who would be responsible for all financial functions of the city. The health and welfare function actually would not be a department in the same sense as the other departments such as fire, police, public service, parks and recreation and water. Health and welfare functions are now being performed by Wayne County in conjunction with intergovernmental agreements between the five Grosse Pointes and Harper Woods. Presumably these agreements would be continued.

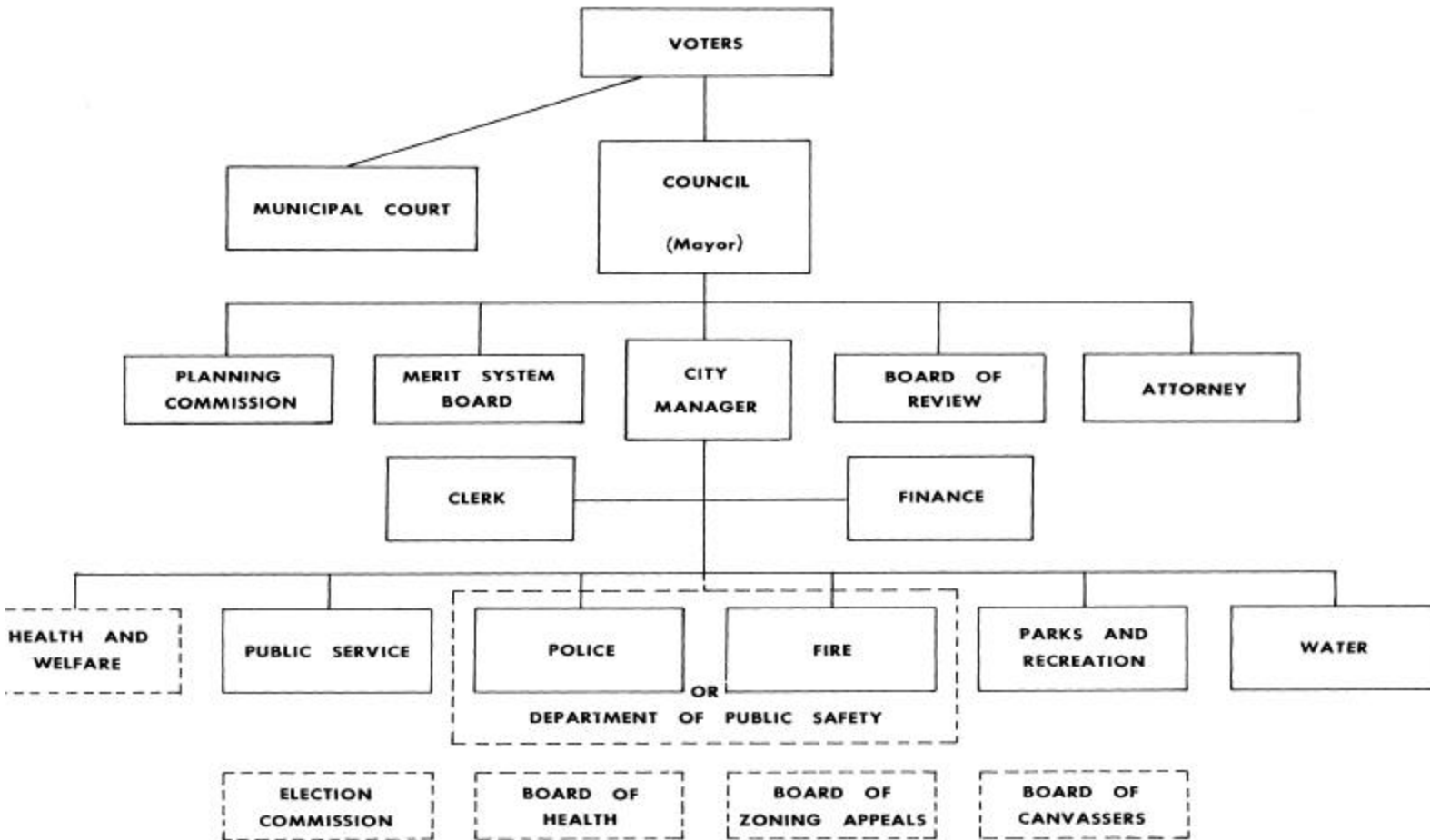
The election commission, board of health, board of zoning appeals and board of canvassers are ex-officio boards which would consist for the most part of the members of the council.

city halls would recover much of the expense for such a project.

The indications are that savings in salaries in the general administration of government that could be realized would approach \$50,000. It should also be noted here that in the event of a consolidation there would be need for but one city hall rather than the present three. This would mean a resulting savings in building operation and maintenance. Also, two of the existing city halls could be disposed of thus realizing some immediate revenue as well as adding these

properties to the tax rolls and thus increasing the tax base. The present city hall in the Park seems to be the logical building for the new consolidated operation. It has adequate office space, and a large council chamber and court room. The one drawback is its location. Being situated at the extreme southwestern edge of the three-city area, it would be relatively remote from the residents in the Farms and the City. If this fact is deemed of significant importance to the people, a new city hall could be constructed in a more central location-perhaps in the City on the site of the present city hall there, which would not be adequate for a larger city. The sale of the other two city halls would recover much of the expense for such a project.

ILLUSTRATIVE ORGANIZATION FOR CONSOLIDATED CITY



FIRE DEPARTMENT

Each city at present maintains an adequate fire department. The fire problem in the 3 cities is not serious, due mainly to the lack of any industry or high buildings and the generally good condition of the buildings. There are no peculiar problems such as odd geographical shape of the cities or natural barriers such as river with draw bridges, or railroad grade crossings. Narrow streets in the vicinity of the fire station do constitute somewhat of a problem in the Farms.

With the exception of a contract for standby service with Detroit by the Farms, for which it pays \$1,200 per year, no formal mutual aid agreements exist. However, informally the three cities will give and receive assistance from other departments, including Detroit if it is requested and necessary. An assistance plan involving the five Grosse Pointes has been discussed and preliminary plans have been drawn up but at present the plan has not been put into effect.

Facilities appear to be adequate and stations are well located with the exception of the Park. However, even there the longest run to any point within the city limits is only 1-½ miles. Since the cities have nearly completed the limits of their growth it is not likely that any expansion of fire house facilities will be necessary. The stations are in good to excellent condition so that rebuilding does not appear to be necessary in the immediate future.

Equipment is adequate and generally modern. Each city has two pumpers with at least a 750 g.p.m. capacity and in some cases 1,000 g.p.m. capacity. In addition, the Park and the Farms each have an aerial ladder truck, all have a utility truck (which carries resuscitator equipment), and in the Farms there is an ambulance.

The number of fire hydrants is adequate with more being installed each year. At present the greatest distance hose must be stretched is 700 feet in the City, 500 feet in the Farms (by ordinance), and 450 feet in the Park. Pressure of at least 55 pounds is maintained. The Park and the City have a fire alarm box system. A very small percentage of alarms are received by alarm box; six per cent in the Park, and four per cent in the City. There are 71 boxes in the City and 112 in the Park.

All personnel in each city are full-time with no volunteers being utilized. There are 25 men in the Park's department, 22 in the Farms, and 12 in the City. On a per capita basis there are 1.65 firemen per 1,000 population in the Park; 1.76 in the Farms, and 1.69 in the City. This compares to a national average (median) of 1.21 employees per 1,000 population in the cities in the 10,000 to 25,000 population group. The following table shows the breakdown of fire department positions.

	<u>Park</u>	<u>Farms</u>	<u>City</u>	<u>Combined</u>
Chief	1	1	*	2
Captain	1	1	1	3
Lieutenant	1	4	1	6
Sergeant	2		2	4
Pipeman	<u>20</u>	<u>16</u>	<u>8</u>	<u>44</u>
	25	22	12	59

* Superintendent of public safety

At present, in the Park, there is a seventy-two hour work week in effect. Working on a two platoon basis there are nine men on duty at all times plus the chief who works in the daytime on week days. of these nine, seven are pipemen, one is a sergeant and either a captain or a lieutenant is in charge of the platoon.

In the Farms the work week is sixty-three hours. There is an average of eight men on duty plus the chief who works in the daytime on week days. Of the eight; men one is either the captain or a senior lieutenant who acts as platoon commander, one is a lieutenant, and six are pipemen.

The City is on a seventy-two hour week. There are five men on duty plus the director of public safety in the daytime. Either a lieutenant or a sergeant is platoon commander and there are four pipemen on duty. Thus, combined, there are 2 department heads, 9 senior fire officers, 4 sergeants and 44 pipemen.

Combined Fire Operations

In the event of a consolidated department some saving in man power should be realized. Present fire stations could be used with some modifications. Present equipment is adequate but better coverage could be provided by some rearrangement of its location. A plan for fire consolidation follows.

Buildings The fire headquarters would be in the City's station. The station originally had three bays but one of them has been closed up and the space is being used by the police department. This would have to be re-opened with perhaps some further modifications in order to accommodate a ladder truck. Since police would be moved out there should be enough room for centralized operations in the City station.

The Farms station is located in the same building as the city hall. With city offices and the police department vacated a great deal of additional space will be available. If no use can be made of this space it might be more economical to sell the building and land and to build a new low cost station at a more logical site from the point of view of coverage. On the other hand this space could be utilized as the police headquarters for a consolidated department. At present, part of the first floor houses the Farms police department and most of the second floor is occupied by city offices and council chambers.

The Park's station is perhaps the best of the three stations but its location prevents its use as headquarters. There would be space available at this station for training purposes. This plan makes use of present facilities to the fullest extent possible and although it is not ideal should provide for a workable operation. A new building which would be better suited for headquarters for the centralized operations would be desirable in the City. This would reduce initial economies but could be made up partially by sale of land and existing buildings and through savings in personnel over a period of years.

Equipment Adequate coverage could be maintained through re-location of existing equipment as follows:

- Park - 1 Engine in service
- 1 Ladder in service
- City - Chief's car
- 1 Ladder in service
- 1 Engine in service
- 1 Utility truck
- 1 Engine in reserve
- 1 Ambulance
- Farms - 1 Engine in service
- 1 Engine in reserve

This gives the required coverage in reference to the high value districts, plus abundant coverage for all residential areas. At present there is an ambulance in the Farms. If this service is to be continued the ambulance should be located in the central station. Since the largest high value district is located in the City, the aerial ladder now in the Farms should be in the City station. If no provision can be made for housing the ladder there it should remain at the Farms station and the reserve engine placed at the Park station. This is the least desirable alternative. Reserve engines can be manned by off-duty personnel if necessary.

Personnel The personnel requirements are based on the three station operation, the manning needs of the required apparatus, and a 63 hour work week. The latter is used in view of the fact that the Farms is already on a 63 hour week, together with the trend toward shorter work weeks for firemen.

Man power requirements for 24 hours operation:

	<u>on duty</u>
1 Chief officer	1
3 Firefighters for each engine and ladder in service	15
2 Men on ambulance	2
1 Man on watch at headquarters station	<u>1</u>
Total	19

Table of Personnel:

1	Chief of department
2	Assistant chiefs
3	Captains (one assigned to each station)
3	Lieutenants (one assigned to each station)
3	Sergeants (one assigned to each station)
42	Firefighters (assigned to companies with company officer - so as to maintain the required number on duty with apparatus)
—	
54	Total

This provides for vacation relief for chief officers by the captains. The total compares with a combined total of 59 persons now in the three separate departments. The reduction in personnel is represented by one additional chief officer, three fewer lieutenants, one less sergeant and two fewer pipemen. The savings here should be in excess of \$30,000 per year. The savings involved may actually be greater in the light of the possibility of the City and the Park going from a 72 hour work week to a 63 hour week.

POLICE

The major police problem in the Grosse Pointes is traffic control and enforcement. Crimes constitute a minor portion of the police work. A significant amount of time is devoted to work not ordinarily of a law enforcement nature such as bank details, transporting sick children home from school, watching homes of absent residents and various other service type details. At present the level of protection provided is high.

The location of the cities (being adjacent to Detroit) with three arterial streets running through the three cities suggests the need for a cooperative approach in handling the problems connected with the heavy traffic load. Present police building facilities are adequate if not spacious. In the case of each city, police share a building; in the Park with the city offices, in the Farms with the city office and the fire department, and in the City with the fire department.

The three departments have the following equipment:

- Park - 4 Scout cars
2 Station wagons
1 Motor cycle
- City - 3 Station wagons
- Farms - 5 Scout cars
1 Dog wagon

This amount of equipment seems more than adequate for the operation involved.

All departments are on a forty-hour week. Personnel in each of the departments is as follows:

	<u>Park</u>	<u>Farms</u>	<u>City</u>	<u>Total</u>
Chief	1	1	1*	3
Captain			1	1
Lieutenant	3	2		5
Sergeant	2	6	4	12
Corporal	3			3
Patrolman	21	19	11	51
Total	30	28	17	75

*Superintendent of public safety

	<u>Park</u>	<u>Farms</u>	<u>City</u>
Clerk	1	1**	1
Matron	2		
Dog Warden		1	
rossing Guards**	5		2

**Part-time

On a per capita basis the Park has 1.98 policemen per 1,000 population, the Farms 2.24, and the City 2.39. This compares to a median in cities in the 10,000 to 25,000 population class of 1.47 and to 1.55 for cities in the upper quartile of this class.

All of the cities use one-man scout cars in the daytime and two-man cars at night. This provides the following coverage:

Park Day - three scout cars and one motor cycle (traffic). Night - two scout cars. An average of five to six men on duty, plus a detective from 10 a.m. to 2 a.m. and the chief who works weekdays in the daytime.

Farms Day - three or four scout cars. Night - two scout cars. A minimum of five men on duty, plus a detective from 8 a.m. until 11 p.m. and the chief who works weekdays in the daytime.

City Day - two scout cars. Night - one scout car. There are three men on duty at all times plus the captain and the superintendent of public safety who work weekdays in the daytime.

The Park and the City have station wagons with stretchers and provide a rescue service in conjunction with the fire departments, which carry resuscitators in panel trucks. The Farms fire department operates a regular ambulance service. Dog warden duty is performed by a civilian police employee in the Farms, by policemen in the City and by the department of public service in the Park. Maintenance of police vehicles is done by the department of public works, the extent of which varies in each city. Checking parking meters is a police duty and, in the Park and especially in the City this involves an important part of the total duty time of the departments.

The extent to which traffic and safety engineering is related to the police department varies. In the Park this work is performed by a division of the public service department, in the City by the signal and pumping department and in the Farms by the police department.

In one aspect of police activity, the three departments in addition to those of three other cities, have cooperated and coordinated their efforts by joining in a common radio frequency and transmitter station. This is utilized by the police and fire departments of the five Grosse Pointes plus Harper Woods. The Farms is responsible for administration, pension, insurance, and garage expenses for which it is reimbursed at the rate of 10 per cent of the system's operating expenses. Contributions from each city are pro-rated on an assessed valuation basis. The transmitter for the system is located in the Farms as is the repair shop. Mobile units are installed in police and fire vehicles of each city. One technician is required.

Combined Police Operations

Consolidation of police services could be achieved in the following way.

Buildings Only one police station need be maintained. The best location would be in the City but with no adequate building available there A new building would be necessary. An alternative is the use of the present city offices in the Farms. Adequate space is available there although the location is not ideal.

Equipment Equipment needs for a consolidated operation should include the following:

- 1 Car (for lieutenants and the chief)
- 1 Car (for detectives)
- 1 Car (for sergeants)
- 6 Cars (for patrol)

The patrol cars may be station wagons as presently in the City and the Park and also carry resuscitator equipment. If the ambulance service is to be continued this would not be necessary. If the dog warden is to be part of the police department a dog wagon would be added. These equipment requirements compare with existing equipment in the combined cities of nine scout

cars, five station wagons, one motor cycle and one dog wagon. Thus, five and perhaps six vehicles could be sold, realizing an annual saving of at least \$5,000.

Personnel

The personnel requirements are based on providing at least as much protection as is now being afforded. All personnel would be on a forty hour week and receive two weeks vacation annually. Sick leave time is also included. It is also assumed that no change will be made in the cities' policy as far as two and one-man cars are concerned.

There would be the following personnel on duty at all times:

- 1 Senior officer
- 1 Field supervisory officer
- 1 Communications officer
- 1 Detective (average)
- 8 Patrolmen on beat (average)
-
- 12 on duty

In addition the chief of the department will be on regular daytime work. The following is a table of personnel for a consolidated department:

- | | | |
|----|---------------------|------------------------------|
| 1 | Chief of department | |
| 1 | Captain | |
| 5 | Lieutenants: | 3 Patrol |
| | | 1 Detective and youth |
| | | 1 Records and communications |
| 3 | Sergeants (Patrol) | |
| 3 | Corporals (Patrol) | |
| 44 | Patrolmen: | 36 Patrol |
| | | 4 Investigations |
| | | 4 Communications |
| 3 | Clerks | |
| — | | |
| 60 | TOTAL | |

As compared with the present strength of the three departments a total reduction of uniform personnel from 75 to 57 could be realized. The reduction would be represented by two chiefs, six sergeants, and six patrolmen. Resulting annual savings would be from \$90,000 to \$100,000.

A PUBLIC SAFETY DEPARTMENT

As a further step toward economy the possibility of integrating police and fire services should be considered. The idea of combining these two services, although not new, has recently been receiving more attention and there are several such departments in the Detroit area. The real basis for such a plan is the more efficient use of man power. It recognizes the nature of the two functions and provides a force of men that although not devoting any working time to leisure or sleeping, still is able to give the continuous protection required by the nature of police work together with a ready force to guard against and to meet the periodic emergencies and ever present danger that characterizes the function of fire fighting. Integration is a concept and must be adapted to the particular needs and peculiarities of the city involved. Such an operation could be accomplished in the following manner.

Buildings A three station operation would be necessary without the wholesale re-location and-building of new stations. The station in the Park is suitable. Since no dormitory space would be necessary the second floor of the station could be devoted to other use. The building which houses the Farms fire station is too large for economical use. Sale of this building and property would make possible the erection of a new and smaller one story station to house two engines. Preferably this station should be farther from Lake St. Clair to give proper coverage. The fire station in the City is not large enough to place the equipment required for greatest fire coverage and optimum use of man power. A suitable building could be built across the street from the present station and that station and site sold.

Equipment Present equipment would be adequate, although another aerial ladder truck would be desirable. Equipment could be located as follows:

City: Headquarters	Park: Engine in service
Director's car	Ladder in service
Engine in service	
Ladder in service	
Ambulance	
Utility truck	Farms: Engine in service
Engine in reserve	Engine in reserve
Telephone and radio equipment	

Personnel All personnel would work a forty hour week with eight hour shifts. The following personnel would be on duty:

	<u>Communications</u>	<u>Patrol</u>	<u>Apparatus</u>	<u>Station</u>
Senior Officer		1	1	
Field officer		1		
Public safety officers	1	8	10	1
	—	—	—	—
TOTAL 23	1	10	11	1

This schedule assumes that two men will be on duty with each engine and ladder in service.

Table of Personnel

1	Public safety director		
2	Captains:	1	Operations
		1	Fire command
9	Lieutenants:	3	operations
		4	Fire command
		1	Investigations
		1	Records and management
3	Sergeants (Patrol)		
3	Corporals (Patrol)		
45	Fire apparatus operators		
44	Patrolmen:	36	Patrol
		4	Communications
		4	Investigations!
TOTAL 107			

This total compares with 137 men existing in the separate departments and cities now and 114 under the consolidation plan for separate police and fire services. The annual savings in manpower under the integrated plan are estimated as over \$200,000. This compares with a total savings of approximately \$135,000 in the case of the three combined police departments and three combined fire departments.

PUBLIC SERVICE

Meaningful comparisons and analyses of services in this area and their costs are difficult. The reason for this lies in the differences in the organization of these services and the method by which their costs are accounted for in the three cities.

The Park-has a department of public service, which includes all work in connection with public works, highways, sewer maintenance, and other miscellaneous work of a similar nature. There are supervisors for the several functions who work under the director of public service. The director is not an engineer but works together with the city manager in this capacity.

In the Farms there is a superintendent of public works who is appointed by the city manager. The city engineer also acts in a supervisory capacity in some areas of public works.

Supervisory responsibility in the City for public works function lies with a superintendent who works under the direction of the assessor who is designated street administrator. A description of the various functions in each of the three cities follows. Where possible the number of personnel and equipment utilized is included.

Highway

Park There are forty miles of streets in the city to be maintained. Only 1/2 mile is unimproved. Minor street and curb maintenance is performed by the department while street resurfacing, curb repair and sewer maintenance and installation are done on a contract basis. The street resurfacing program is being carried on at a rate of \$30,000 per year. All streets are swept once a month. In the winter all streets are plowed and major streets and intersections are salted. All sidewalks are plowed any time there is an accumulation of one inch of snow. Other functions carried on by the department include leaf pick-up, dog warden, pest control, and tree maintenance. Re-forestation in connection with dutch elm disease control is done by contract. It is difficult to establish the exact number of men and equipment engaged in these activities.

Farms The operation of the drainage and highway division includes street repair, cleaning and winterizing, and sewer cleaning and repair. There are about forty miles of streets in the city.

Streets are cleaned once every six weeks in residential areas and once a month in commercial areas. Approximately five men work in this division. Much of the work in connection with streets is done on a contract basis.

City The work performed by the highway department is essentially the same in the City as in the Park and the Farms. Normally four men are engaged in highway work. Extra and emergency help is sometimes used for such work as snow removal. For sewer maintenance an additional three men are employed for nine months of the year.

Garbage Collection and Disposal

Park Garbage is picked up from the rear of residences once a week. The operation requires the services of four men and two trucks. Garbage is taken to Detroit for incineration on a contract basis at the rate of six dollars per ton. Also, some garbage is dumped at the rubbish dump in Clinton Township. From ten to twelve tons of garbage are collected per day.

Farms The city is divided into two routes and the collection operation requires eight men and two trucks. Pick-up is made from residences twice a week and from business places three times a week. Pick-up is made at the rear of buildings on the premises. Garbage is disposed of by land fill in Macomb County at a different location than the rubbish dump. The cost of the land fill to the city is \$3,600 per year.

City Collection is made from the rear of the premises of each business place and residence once a week. Three men and a truck are engaged in this operation. Disposal is at the dump in Macomb County, a roundtrip of forty miles. Three trips a week are made to the dump.

Rubbish Collection and Disposal

Park Rubbish pick-up is made weekly from curbs and alleys. Extra pick-ups will be made on request for which a fee is charged. Trucks will double back on request to make pick-ups when residents are late in putting their rubbish out. Rubbish is disposed of at the dump in Clinton Township, a roundtrip of twenty-six miles. Approximately 160 cubic yards of rubbish are

collected per day. Eleven men, three trucks, two packers, and one closed body truck are required for the operation.

Farms The city is divided into four routes. Collection is made weekly from residences and three times weekly from business places. The operation requires the services of fourteen men and four trucks. A separate brush pick-up is made during the months from March to November. This requires 2 men, 1 truck, and 1 chipper. Disposal is in Macomb County and costs the city \$13,000 per year.

City Rubbish is collected from inside homes once a week and from business places five times a week. Four drivers plus six laborers are used for this work. In addition, there is another relief driver who works in both garbage and rubbish pick-up. The equipment required includes 3 trailers, 2 semi-trucks, 4 dump trucks, and 2 cab and chassis trucks. Approximately 100 cubic yards per day are picked up, necessitating three trips daily to the Macomb dump site.

The three cities are presently working together as far as the land fill operation in Macomb County is concerned. This has resulted in a more efficient and economical operation. A combined collection operation would undoubtedly result in more efficient manpower and equipment utilization. The realignment of collection routes based on the entire three-city area, and reduction in the number of trips necessary to the dump site are illustrations of the possibilities in this direction.

Other Public Works Functions

Traffic and safety engineering, electrical maintenance, storm water pumping, garage and maintenance, building maintenance, and inspection are other functions coming under the general classification of public works. The organization of this work varies greatly among the cities. Because of the flexibility in the use of manpower for this work no attempt is made to compare the cities function by function in an effort to determine exactly where and how the organization of them in a consolidated city would result in more economical operations. However, in the case of garage and maintenance, and inspections, there would seem to be opportunities for savings resulting from merged operations.

The greatest potential savings in the area of public service should result from greater flexibility in the use of personnel and equipment. Purchase of equipment, which is deemed too expensive for the amount of use it would get in any one of the individual cities, may prove to be feasible in a city the size of the three cities combined. Much of the public service work is now being done on a contract basis. Such work as curb and sidewalk repair, sewer installation and repair, street paving, tree planting, building repair, and water main installation is commonly done on this basis. With the total work load of the three cities joined together, it should prove advantageous to a merged city to perform some of this work through the use of its own personnel and equipment.

At present, excluding police, fire, and administration, the three cities have a total of approximately eighty-five pieces of major rolling equipment. This total seems to be more than necessary for a city with an area of six square miles and a population of approximately 35,000. In any case, it is certain that equipment utilization would be more efficient than at present with the individual cities owning much equipment that is necessary but which is in use a relatively small proportion of the time. Also, at present there are approximately 110 men employed in all public service functions in the three cities. Whether any reduction in that number could be realized would depend to some extent on any realignment in the amount and types of work done by contract.

INTERGOVERNMENTAL AGREEMENTS

In several areas of operations, cities in the Grosse Pointe area have joined together to provide services at a lower cost than if each individual city were to provide these services themselves. In no case are these formal agreements in the sense that authorities or special districts have been formed. The method and extent of these consolidations of services also vary greatly. In some cases the number of cities involved is greater than in others. Also, the responsibility for administration and financial control is generally assumed by one city in each case. Financing is generally accomplished by contributions from each city prorated on an assessed valuation basis.

Grosse Pointe Inter-Municipal Police Radio System

The four Grosse Pointe cities plus the village of Grosse Pointe Shores, and Harper Woods are involved in the system. The Farms is responsible for administration, pension, insurance, and garage expenses for which it is reimbursed at the rate of 10 per cent of the system's operating expenses. Contributions are prorated on an assessed valuation basis.

A common radio frequency is used by all public safety vehicles of each city. The transmitter for the system is located in the Farms as is the repair shop. Mobile units are installed in police and fire vehicles of each city. One technician is required at an annual salary of \$7,000. During the last fiscal year (1957) the budget for the radio system amounted to \$17,314. Part of this amount represents direct expense to individual cities (in addition to their prorated contribution) for radio equipment.

Inter-Community Civil Defense and Disaster Control

Included in this agreement are the five Grosse Pointes plus Harper Woods. Contributions are on an assessed valuation basis. Management is by an executive committee composed of the managers of the six communities. A director is hired at an annual salary of \$1,500. The treasurer is the assessor of the City of Grosse Pointe. The budget for the past fiscal year amounted to \$6,845 of which \$2,915 was on hand at the beginning of the year. Administrative costs (2 per cent of the budget) are reimbursed to the City of Grosse Pointe.

Grosse Pointe and Harper Woods Health Council

The Health Council is provided for as an extra service in addition to the Wayne County Health Department which provides most of the normal health services for each city. The council is made up of a representative of the City of Grosse Pointe who is chairman plus the managers of the other five communities. The assessor of the City is the secretary and treasurer. The City is the managing municipality and is reimbursed 2 per cent of the budget for administrative costs. The services of a doctor are retained at an annual salary of \$9,500. The budget for fiscal 1958 amounts to \$12,669 of which nearly \$2,000 is a repayment to Grosse Pointe City for an advance. The program is conducted in conjunction with the Grosse Pointe Board of Education, which provides quarters in the Defer School in the Park without charge. Financing is similar to civil defense.

Rubbish and Garbage

The City, Park, and Farms all own land in Macomb County for the purpose of dumping rubbish and garbage. Each city employs its own men and equipment to pick up refuse and transport it to the dump. The extent of the agreement actually is that the dumps are adjacent and that each city may dump on the others' land so that a more efficient operation may be effected. Equipment is leased by the City of Grosse Pointe for the purpose of the land fill operation. This cost is split three ways and the City is reimbursed.

Welfare

The five Grosse Pointes and Harper Woods have also entered into agreement whereby one welfare director has been given the responsibility for supervision of any welfare work that is necessary. The director actually works for and is paid by Wayne County. Any relief payments are made by the county. However, there is also a certain amount of work involved, which is not a county responsibility such as emergency hospitalization and social work. Any expenses incurred by such cases are charged to the particular city, which assumes the responsibility. The City, Park, and Farms each appropriate annually an amount for this purpose.

PARKS AND RECREATION

Interest and achievements in the recreational area have been significant in each of the cities. In terms of facilities and program, greater recreational benefits are generally available than is the case with cities of similar size elsewhere in the Detroit area.

Park - The city has a six-acre park at Alter Road and Windmill Pointe Drive. Use of the park is restricted to residents. Facilities include a swimming pool, a thirty-boat dock, tennis courts, picnic area, and miscellaneous other game areas. Facilities are all free of charge with the exception of the dock for which a fee is charged at the rate of three dollars a foot per season. A comprehensive recreation program is provided which includes numerous and diverse activities. operation of the park and programs is by the department of public service and is supervised by a director of recreation. All personnel are on a part-time basis averaging thirteen weeks during the summer months.

Farms - The city maintains two parks. Kerby Field has an area of seven acres, which contain game areas for baseball, softball, Little League, ice skating, and football. Pier Park is on the lake front and has an area of 22 acres of land and water. Facilities include a sand beach, bathing pier, bath house, picnic area, tot play area, and a hard surface game area. The harbor area will accommodate two hundred boats. A mooring fee is charged boat owners. Recreation personnel are mostly part-time in the summer with the exception of three full-time men who are park maintenance workers.

City - the city maintains a four-acre park on the shore of Lake St. Clair. It is under the supervision of a superintendent for maintenance. There is also a part-time supervisor and eight part-time attendants. Facilities include extensive pier space, swimming area and a picnic area with stoves. In addition there are bath house facilities, a children's play area, a wading pool which is flooded for ice skating, and a parking area. There are no facilities for organized games. The park is restricted to residents of the City, and no fees are charged except for docking of boats at the pier.

The parks and recreation programs in the separate cities do not afford much of an opportunity to realize any benefits from a merger. The facilities would still remain separate and the equipment involved does not by its nature lend itself to more flexible or intensive use. The part-time workers requirements would not change. Perhaps a merger would produce possibilities for an even more comprehensive program. Any advantage realized would be in the form of increased recreational benefits to residents rather than more economical operation.

WATER

Water supply and distribution is handled somewhat differently in each of the cities. Each city maintains its own distribution system and the Farms owns and operates an intake and filtration plant. The Park purchases water from Detroit and the City purchases water from the Farms' system. The level of service in all cities seems to be adequate. The rates for users varies somewhat among the cities. including sewage disposal charges the rate in each city is as follows:

Park	\$1.67 per 1,000 cubic feet
Farms	\$1.65 per 1,000 cubic feet
City	\$1.80 per 1,000 cubic feet

Sewage disposal is accomplished through the use of Detroit's facilities. For this service there is a charge for the use of Detroit's sewers as well as a charge based on the amount of sewage.

In the Park, water income and expenditures are included in the general fund. However, in 1957 revenues derived from water rates and service exceeded all expenditures for water by approximately \$30,000. The water department comes under the department of public service. The number of personnel involved totals five including maintenance and billing and collection.

A separate water fund is set up in the Farms. Certain proportions of the time of various employees such as the manager, engineer, controller, etc., are charged to the water fund. These, together with the regular personnel of the water department bring the number of water employees to about nine and a half. In 1957 revenues exceeded expenses by \$45,000 before depreciation and \$29,000 after depreciation.

The City also has a separate fund for water. In fiscal 1957 the fund showed an excess of \$7,000 of revenues over expenditures. One man is assigned to run the water supply and sewage disposal system. Billing is performed by the general office staff and \$1,125 per year is paid to the general fund for this work. Water is purchased from the Farms at a cost of \$.75 per 1,000 cubic feet.

The present situation, in all likelihood, would not change much in the event of consolidation. The Park residents might find it cheaper to join the Farms' system. However, the capacity of the

system would have to be increased and the status of the Park's contract with Detroit determined as far as notice of termination is concerned.