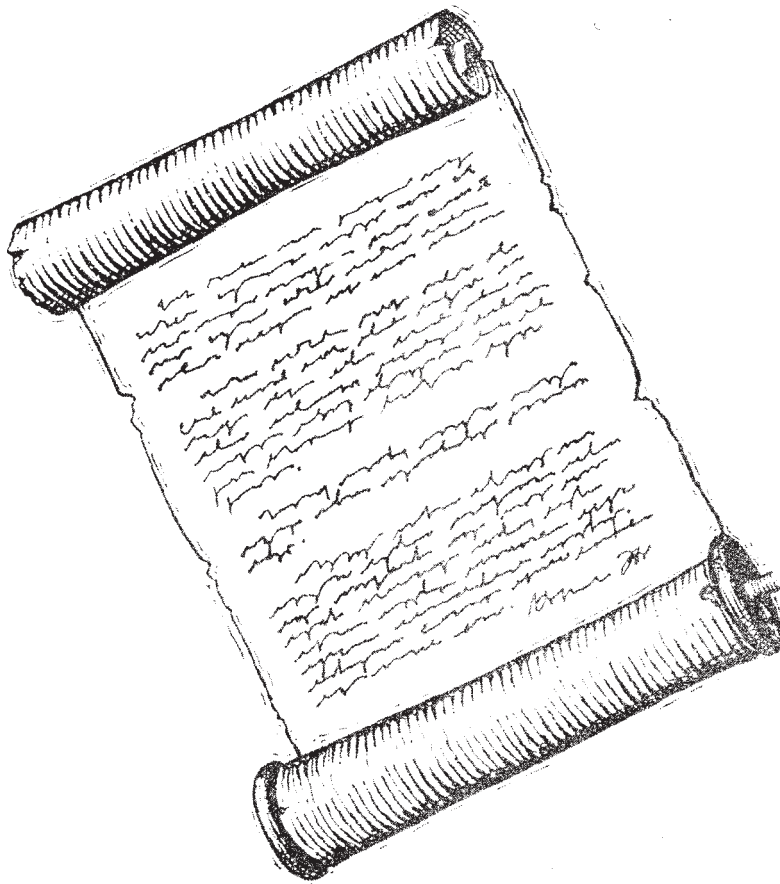


WAYNE COUNTY CHARTER ISSUES . . .

COUNTY ADMINISTRATIVE ORGANIZATION

By Sinclair Powell



CITIZENS RESEARCH COUNCIL OF MICHIGAN

1666 City National Bank Building
Detroit, Michigan 48226

909 Michigan National Tower
Lansing, Michigan 48933

Report No. 267

March, 1981

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by

Sinclair Powell
Public Management Consultant

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COUNTY ADMINISTRATIVE ORGANIZATION

I. INTRODUCTION

Once the office of county executive or administrator has been provided for, a second major task which will confront the Wayne County Charter Commission will be the development of an overall plan of organization for the entire executive branch of county government. Since Wayne now utilizes the traditional commission form, the county government presently contains a broad array of offices, departments, boards, commissions and related agencies, performing a wide variety of functions and in many instances enjoying substantial autonomy. It will be the responsibility of the charter commission to systematize and reorganize these many units into a coherent whole. Since the great majority of the units found in a reorganized executive arm will report to the top officer of the county, the new structure in general will be built around that office.

It should be noted initially that certain basic laws of the state will directly affect the nature of any organizational structure which can be developed under a county charter. The state constitution, of course, embodies fundamental law, and its provisions, therefore, will be paramount. There will be a number of laws of the state (enacted by the legislature) which relate generally to counties, and deal both with functions which must be performed and with organization of departments. Those which mandate performance of functions in most instances will continue in full effect in a county even with the adoption of a charter; the general laws relating to county organization often may not be applicable to a charter unit, or at least might be subject to modification. In addition to the laws applicable generally to counties, the Michigan charter enabling act will be a key factor in outlining the structure of the executive arm in any county government organized under such legislation. Subject to all of the above, the charter document itself can specify in greater or lesser detail an organization plan. Finally, the charter may authorize the county legislative body, the top county executive, or the two acting together to develop many of the detailed aspects of the organization of the executive branch of county government, or even to modify the basic plan set forth in the charter. This normally would be accomplished through executive order, ordinance, or development and adoption of an administrative code.

It also should be noted that the ultimate structure adopted for the executive branch will, to a considerable degree, reflect the activities to be carried on and services to be performed by the county government. A general determination of these, therefore, should be made by the charter commission as it proceeds with organizational development. In addition, since changes may well take place in activities and services over future years, some degree of flexibility needed to accommodate change clearly should be provided for in any organization plan developed by the charter commission.

II. GENERAL ORGANIZATIONAL ISSUES

Constitutional Officers

One of the major problems which must be faced by the Wayne County Charter Commission as it proceeds to establish an organization plan for the executive branch will be a determination of its authority with respect to the so-called constitutional officers of the county. These are the five elected officials – sheriff, prosecuting attorney, clerk, treasurer and register of deeds – specifically mentioned in various sections of Article VII of the 1963 Michigan Constitution.

The constitution is far from completely clear as to the status of these five officers in a charter county. The charter enabling act language also is less than fully definitive in this particular area. Section 14(c) of the act requires that the new charter provide for the partisan election of the above-named five officers, and that it also grant authority to the county board of commissioners to combine the county clerk and register of deeds into one office as authorized by law. The next subsection in the enabling act – Section 14(d) – gives the charter commission, except as provided in subdivision 14(c), broad authority to continue existing county offices, boards, commissions and departments (whether established by law or action of (the county board of commissioners), to discontinue the above offices or agencies, or to provide for the performance of their respective duties by other county units. One key subsection of the enabling act – 11a (8) (a) – speaks of the county executive or administrator being given authority to supervise, direct, and control the functions of all departments of the county except those headed by elected officials, and another subsection [11a (8) (e)] exempts elected officials from the top officer's power of appointment or removal. Yet another subsection [11a (8) (d)] requires that an elected official be given authority to appear before the board as to that officer's own budget. Taken as a whole, this language would appear to severely limit the charter commission's authority with respect to constitutional officers. Section 20 of the enabling act, on the other hand, states that each incumbent officer of the county having been elected prior to the adoption of the charter, and whose office has not been abolished or duties transferred to another office or department by the charter, for all purposes shall be deemed to be a home rule county officer duly elected and qualified. This terminology may apply only to the non-constitutional elected officers (the board of auditors and the drain commissioner), but also might give the charter commission some leeway to modify the status and functions of constitutional officers.

The basic question that will confront the charter commission with regard to these officers is this: If, based on the fairly specific language of the enabling act the commission does not possess any legal authority to abolish outright one or more of the constitutional offices, is it nonetheless empowered to transfer certain functions presently being carried on by elected constitutional offices to other departments or units of county government, and if so, what functions? May the commission broadly transfer functions so long as the fundamental character of an office is, not affected,

or the power of the constitutional officer to perform duties inherent in the office is not destroyed?

Obviously, answers to these questions must be obtained, since organization planning for the executive branch will be affected thereby.

County Road Commission. The substantial authority presently enjoyed and broad range of activities performed by the road commission in Wayne County clearly will pose questions for the charter commissioners it determines how any road agency will fit within the basic structure of the executive branch provided for in a charter. The enabling act contains several provisions dealing with the road agency, some of which (relating to appointment and removal of road commission members by the county executive or administrator, and the right of the agency to appear independently before the legislative body with respect to its road budget) are generally indicative of that agency's relationship with the official in charge of the executive branch. The enabling act also requires that, notwithstanding provisions found elsewhere, any charter adopted in Wayne County provide that responsibility for determination of expenditures for road construction and maintenance, and for carrying out the powers and duties pertaining to a county road system, be vested in a three-member commission, with each member representing a separate geographic area of the county. The charter also is to specify duties and procedures to assure that administrative decisions made for road construction be coordinated with administrative decisions made for other programs which relate to roads ("road construction" then is defined in some detail).

Several comments can be made with respect to the road agency's potential status within an executive branch organization established by charter. First, while the establishment of a road commission with certain specified responsibilities clearly is mandated by the enabling act, it would appear that at least in some respects such a body does not have the freedom from executive supervision that elected officials may well enjoy. Sections 11a (8) (a), and 11a (8) (e) do not broadly exempt the road agency from the supervisory authority of the county executive or administrator in the manner in which elected officials are exempted by the act. In addition, the granting to the top official of unlimited power of removal of the three road commission members would appear to indicate that the road body would be decidedly answerable to the executive or administrative chief. It also should be noted in passing that the enabling act requires only the road function to be vested in the road agency – such activities as parks and airports now under the road commission's jurisdiction are not mentioned. Clearly, these can be organized as the charter commission wishes.

The basic question which would appear to confront the charter commission with respect to the road operation is this: Can the administrative and technical functions relating to roads be placed in a department directly responsible to the chief executive of the county, with the three-member commission relegated to a policymaking

role only? An answer to this vital question clearly will be needed before final decisions on organizational structure are made.

Other Officers, Boards and Commissions

With respect to the numerous other officers, boards, commissions and agencies which presently exist in the county, the charter commission generally would appear to enjoy extensive authority to continue, discontinue, or modify this wide variety of units subject, perhaps, to some basic limitations. A few agencies might be continued in their present or somewhat similar form to perform state-mandated functions (examples are the board of election commissioners and the board of county canvassers). However, in some instances agencies which are retained may require changes in membership (due to elimination by the charter of certain county officers who previously served on these units) or changes in appointing authority. The enabling act requires a grant of authority to the executive or administrator to appoint department heads and members of boards and commissions. This possibly may conflict with provisions contained in general statutes or local acts designating certain constitutional officers as members of various boards. Obviously, it would be desirable to examine each agency performing a state-mandated function to determine if membership changes are necessary or legally possible, and how they might be achieved. It may be noted that, in certain American states when counties have been reorganized, courts have allowed considerable latitude in changing organizational forms, reassigning responsibilities among offices, etc., so long as state-mandated functions were performed some place in the county government.

In conclusion, it appears that the Michigan enabling act gives the charter commission relatively broad latitude in organizing offices, boards, commissions and departments and in assigning functions thereto, except perhaps in the case of elected constitutional officers and the road agency.

III. ORGANIZATIONAL PRINCIPLES

The charter commission, in developing a structure for the executive arm of county government, clearly will wish to produce an end product which is organizationally sound. However, any definition of what constitutes a sound administrative structure must be preceded by certain words of caution. First of all, there is no such thing as a so-called "ideal" organization for the executive branch of a county government. The structure developed will have to take into account the specifics of the local situation – and even so, two or more different frameworks may serve local needs equally well. Second, while various principles of sound administrative organization can be enunciated to assist in the development of a proper framework for the executive branch, even these cannot be accepted as hard-and-fast rules in all circumstances. One organizational principle may be useful in a certain situation and a second in another; and principles may, to a degree, even contradict each other.

However, despite the above precautionary remarks it; must be emphasized that a first-rate organization plan is so important to any governmental agency that it is well worth striving for. A soundly structured executive branch of county government should greatly aid in establishing internal accountability and responsibility, should assist in eliminating duplication and overlap, should help in the creation of effective procedures, and ought to make it possible for personnel to fully utilize on behalf of the organization their know-how and abilities. In summary, good organization clearly should substantially assist a large public agency in meeting the goal of furnishing services to the citizens in an efficient and effective manner.

As mentioned above, there are certain principles which, when wisely applied in a reorganization, should assist substantially in the achievement of a sound executive branch structure. These principles include:

- a. All operations and functions of a similar nature found in county government should be grouped into a single department, and duplicate activities or units eliminated. The wide range of departments, offices, boards, commissions and other entities presently existing in the typical county government frequently perform on an independent basis many quite closely-related activities. Any duplication should be eliminated by integrating all similar functions into single divisions or departments. This should aid greatly in ending the overlapping of functions, should insure better coordination of programs, and should generally result in a county government becoming much more manageable and efficient.
- b. Other than in those unusual instances where the nature of the operation being performed or specific legal requirements make essential the continuation of a multi-member body, elective or appointive boards and commissions existing in county government should be abolished. Boards which have been in charge of operating functions should be replaced by administrators reporting to the county executive head. One of the major roadblocks to the achievement of effective government in the typical American county has been the almost unbelievable array of

independent boards, commissions and related agencies such as authorities which have existed under the so-called commission form. These boards frequently have enjoyed authority both to establish policies and supervise operations in a variety of important functional areas. Out of a desire to guard their own programs, boards often have tended to make departmentally-oriented decisions on many matters, which frequently have not been well coordinated with general county policies. The major policy functions of such boards should be largely assumed by the legislative body of the county, while operating responsibilities should be taken over by administrators reporting to the top county executive. In cases where direct citizen input into a program is felt desirable, citizen advisory bodies could be substituted for the former quasi-autonomous boards or commissions.

- c. Within the executive branch the total number of departments created should not exceed that number which can effectively be supervised and coordinated by the chief officer of the county. One of the basic problems which must be faced in the development of any organizational plan is the establishment of a sound “span of control” or “span of supervision.” Simply stated, this means that in order for the top executive to properly administer and coordinate the operations of an organization the number of persons (usually principal deputies or heads of departments) reporting to him or her should be kept at a manageable figure. Defining the exact number often is not easily done. A small (or narrow) span of control might mean a grouping of all county agencies into a tiny number of “super-departments,” headed by a very few top deputies reporting directly to the chief executive. This approach would help to free the top county official from the necessity of dealing with day-to-day problems, enabling him or her to concentrate on major issues, on broad-scale planning, and on intergovernmental liaison matters. On the other hand, a narrow span of control could very well tend to isolate the top official from the issues and problems faced by the various operating units, could result in most decisions being made by a small group of the top executive’s assistants, and if adopted as a pattern throughout the organization might result in high administrative cost due to the creation of several layers of bureaucracy. A wide span of control could well involve a substantial number—perhaps twelve or more—county departments reporting directly to the top executive. Such a plan would bring top management close to the “action” level, might well result in the top official delegating substantial responsibility to numerous subordinates and thus making them better all-around managers, and could help minimize overhead costs by eliminating intermediate levels of administration. Conversely, a wide span might result in the chief executive spending so much time resolving disputes among subordinates and personally coordinating a wide variety of programs that he or she would completely lack the time to perform many of the basic functions of a top manager. Obviously, a middle ground must be found in organization structuring which will enable the chief executive to effectively manage the organization internally, and yet find time to carry on the long-range planning plus the external relations activity which will be a vital part of his or her overall duties.

- d. Staff-type functions and activities generally should be centralized, and line departments should not normally be permitted to independently perform these responsibilities. In the loosely-knit commission form of county government various offices, departments, boards, and other agencies frequently have performed within their own units such staff functions as personnel and purchasing, and such specialized service activities as motor transport, building maintenance, etc. This approach often can be costly, and obviously may result in a reduction in central control. As part of any reorganization all staff and special services clearly should be performed by single centralized units. However, in order to meet the needs of large line departments which have good-sized facilities located outside the central county offices, the establishment when necessary of small branch units by staff and service agencies should be permitted (this might include such functions as motor transport and purchasing).
- e. The overall county fiscal operation and budgeting process should be centralized in a single unit under the chief executive. In developing a new county organization structure it is essential that to the maximum extent possible the typical loosely-organized fiscal and budgetary operation common to the commission form be centralized in a single agency reporting to the county executive or chief administrator. This would enable the top official to develop a proposed budget encompassing all county activities, with a careful balancing of needs against potential revenues. Following adoption of a final budget by the board of commissioners this approach also would centralize responsibility for budget execution in a single location, thus providing for effective fiscal control and minimizing the possibility of deficits occurring. Development of a centralized capital improvement program and capital budget would be a vital part of the overall procedure, as would determination of the need for any long-term debt financing.
- f. Most aspects of personnel and employee relations activity (also often called human resources programs) should be centralized under the chief executive. In any large governmental organization decisions involving employee recruitment and training, establishment of wages, salaries and fringe benefits, and the setting of staffing levels and conditions of employment are of extraordinary importance, since they relate very closely to operational effectiveness and to general fiscal capacity. It is imperative, therefore, that most personnel and employee relations matters be under the control of the chief executive or administrator, working within any general policy guidelines established by the legislative body. The various agencies which collectively have handled personnel-related matters in the typical county government over the years should be abolished in any reorganization, except for an appointed personnel board or civil service commission that would serve as an impartial "monitor" of the personnel system, and hear appeals from employees who feel wronged by any important personnel actions taken by administrators. Provisions might be included in the charter to insure that the civil service board has some degree of independence from executive domination. This might include such matters as fixed, overlapping terms, appointment of the members by the executive from a list of nominees, legislative advice and consent to: appointments, etc.

IV. EXISTING WAYNE COUNTY GOVERNMENT ORGANIZATION

As has been noted previously, the existing structure of government in Wayne County involves a large group of offices, departments, boards, commissions, authorities and other agencies, performing a wide range of functions. A brief survey of the more important of these units and their responsibilities will be undertaken at the present time.

1. The five existing constitutional officers have been discussed earlier in this report. Two of these—the county clerk and treasurer—perform functions which are largely ministerial in nature, and common to many local governments. The register of deeds carries on an activity which involves basically the keeping of property records. None of the above three officials deals with matters involving policy decisions of any importance. The prosecuting attorney investigates and prosecutes a broad range of criminal matters in a variety of courts, and also carries on certain related matters (civil law functions now are performed by a separate unit under the board of commissioners). In practically all American counties criminal prosecutions are handled by an elected official. The sheriff performs certain functions for the courts (service of process and court protection), operates the jail, and carries on a wide variety of patrol and investigative activities. Apart from the court service function most of these operations are performed in many local governments by a public safety department headed by an appointed law enforcement administrator. Two other functions related to public safety, those of the medical examiner and of emergency preparedness, now report to the Wayne County board of commissioners.
2. Another group of elected officials, the three members of the board of auditors, are in charge of various finance and budgeting functions, and provide certain staff and support-type services for many county agencies (purchasing, space rental and building maintenance, etc.). Functions of this type are performed by units headed by appointed administrators in most local governments, with the budgetary function in particular under control of the executive or administrator.
3. One elected official, the drain commissioner, a three-member agency appointed by the board of commissioners, the county road commission, and a seven-member board of public works perform most of the highway, drain and sewer, and related public works functions in the existing Wayne County government (including airport operation and parks). In the great majority of local governments in America such activities are performed by administrative departments responsible to the chief executive.
4. Boards whose members are appointed either solely by the county board of commissioners or by that body jointly with others perform public health and mental health services and provide hospital care in Wayne county. There is a Wayne county library board with four members appointed by the board of commissioners plus the superintendent of intermediate schools.

Planning and development activities are undertaken by a county planning commission, an airport zoning board of appeals and an office of economic development, all of whose members or staff are appointed by the board of commissioners. The county plat board (composed of county elected officers) also is active in the development area. There is no consistent pattern in American counties as to how the various functions mentioned above are organized, although in those jurisdictions with a chief executive the tendency is to place most of them directly under control of that officer. In the planning area a commission often is retained to provide citizen input into planning and development matters, with the staff placed in the executive arm.

5. A cluster of agencies undertakes functions in the employee relations and personnel areas in Wayne County. The civil service commission (appointed by the board of commissioners) and the labor relations board (appointed jointly by the board of commissioners and other agencies) perform the majority of personnel and employee relations activities, including contract negotiation. Another county commissioner-appointed board hears appeals on unemployment benefits, while a board of trustees drawn from various sources administers the retirement system. An office which reports to the board of commissioners deals with human relations matters. In most reorganized county governments centralization of personnel and related functions, as noted earlier in this report, is a key goal. Thus, while the merit principle is retained, and a civil service or personnel board often utilized for specialized functions, the bulk of personnel and employee relations activities usually have been brought under the direct control of the chief executive officer.
6. Several quasi-independent boards and commissions deal with election-related matters, including the board of election commissioners, board of county canvassers, and county apportionment commission. Such activities are governed almost completely by state law, and are not closely related to internal administration. Matters pertaining to property tax assessment and equalization are handled by an administrative unit responsible to the board of commissioners and the bureau of taxation. In reorganized counties tax equalization almost always is an executive arm function.

V. DEVELOPMENT OF A FRAMEWORK FOR THE EXECUTIVE BRANCH IN WAYNE COUNTY

The organizational framework to be developed by the charter commission for the executive arm of Wayne County government cannot differ in either of the two alternate charters to be developed, even though the top official in one instance is to be elected and in the other appointed by the board of county commissioners. However, it might be possible under certain circumstances for the board of commissioners, following adoption of one of the options by the voters, to vest in or transfer to the county's chief officer a greater or lesser amount of authority depending on which option had been chosen. This would have to be done without in any way violating the terms of the charter as adopted, however.

Alternate Approaches

The above comment suggests an initial question which must be faced by the charter commission in this area—to what extent will the charter embody a specific plan of organization for the executive branch? There appears to be some implication in Sections 14(c) and (d) of the enabling act that a fairly definitive plan of organization is to be developed; however, the language in Section 15(a) perhaps confers, somewhat greater discretion. In general two possible approaches might be followed:

1. A charter document could set forth in considerable detail an organization plan, listing all departments of the executive arm and assigning specific functions (or subunits) to each.
2. The proposed charter might specify only the basic or more important departments of the executive branch and a very general statement of the duties of each, and provide for a method of assigning detailed responsibilities and creating such additional departments as may be needed. The charter could provide that this be done by ordinance or administrative code, or by executive order subject to legislative veto.

Apart from any question of the legal authority of the charter commission under the enabling act to define executive branch organization in greater or lesser detail, certain policy questions should be considered by that body in making its determination. Obviously, a limited outlining of departmental structure might well provide more flexibility for the county in adapting to future needs (although a charter grant of authority to modify a detailed structure could perhaps serve the same purpose). On the other hand, citizens who must decide whether to approve or reject a proposed charter may well wish to see a quite definite organization plan outlined in the document—and may view the absence of one in a negative manner. These and perhaps other factors will have to be evaluated by the charter commission in making its decision.

VI. OTHER ORGANIZATION MATTERS

Modification of the Organization Plan. It was previously noted that a charter should provide a means by which any organization plan established might be added to or modified. This could be done in several different ways. Authority to make a temporary assignment of a new function or reassignment of an existing function (for a period of perhaps not to exceed six months) might be vested absolutely in the executive or administrator. Power to permanently establish new departments, abolish or combine existing ones, or shift a function or agency from one department to another might be vested absolutely in the legislative body. Many recent charters, however, tend to give the top officer some degree of authority in the area of permanent reorganization. Thus, the chief officer might be given the power to recommend organizational changes to the legislative branch, or even could be empowered to order changes which would take effect by a certain date unless disapproved by a majority of the legislative body. It should be noted that most county charters grant the elected executive a substantially greater voice in reorganization than an appointed chief administrative officer – but as previously noted, this cannot be done by the Wayne County Charter Commission. Finally, it should be observed that some charters prohibit any organizational changes by the legislative body or chief officer for a specified period after the charter goes into effect (two years in one case). Such a provision obviously is designed to permit a “settling down” period at the beginning of the new government. The various provisions of the enabling act would appear to give the Wayne County Charter Commission considerable discretion in providing a method for the establishment of new departments or the modification of existing ones.

Vacancies. Since vacancies may occur from time-to-time in any the county elected offices, the charter should establish a procedure for filling these (the general state law provides a method for filling vacancies which is inconsistent with a strong executive form of government, and thus should not be relied on). The great majority of county charters vest in the legislative body the authority to fill any vacancy in an elected office. However, there is a definite difference among charters with respect to the term which is to be served by the new appointee. Some charters specify that the entire unexpired term of the former officeholder is to be completed by the person appointed; others limit the term of the appointee to the time of the next general (or primary) election held in the county, when a successor is to be elected for the balance of the term. An occasional charter provides that any person appointed to fill a vacancy is to be of the same political party as the former officeholder. Vacancies in appointive offices would, of course, be filled by the original appointing authority.

Continuation of County Officials. Certain charters contain provisions assuring continued county employment to elected officials holding office on the effective date of a charter whose office has been abolished or made appointive by such charter. The duration of employment normally extends to the date when the term of office would have expired except for adoption of the charter. In some instances continued em-

ployment also is assured to non-elective county officers or employees, in a position similar to the one formerly held. Obviously provisions of this type are double-edged in their effect. They presumably are useful in allaying fear of loss of employment by existing county officials; however, they may tend to restrict the power of the new executive or administrator in the area of appointments of top staff.

Abolition of Existing Administrative Structure. Finally, it should be noted that some charters contain a provision specifically abolishing the entire existing administrative organization of the county on the effective date of the charter. This type of provision does help eliminate conflict between old and new; however, it places a definite responsibility on the charter commission to make certain all areas of organization and all essential county functions are covered.

VII. ORGANIZATION OF WAYNE COUNTY UNDER A CHARTER

The Executive Office. In developing an organizational framework certain initial decisions must be made with respect to the executive office itself. One of these will be the question of the number of principal deputies to be assigned in the charter to the top officer (elected county executive or appointed chief administrative officer). In many American counties which have adopted the elected executive form, the charter also has provided for one or more top-level appointed administrators to assist the executive, based on the theory that an elected official of this nature will in most instances need assistance from professionally-trained and experienced subordinates. However, as noted previously, in the two alternate Wayne County charters to be submitted for voter consideration the organization structures must be identical. As a result, while the needs of an appointed chief administrative officer for assistance may well differ from those of an elected executive, the charters cannot differentiate in this area.

There may well be several approaches to the principal subordinate question. One would be to provide the top official with general deputy, through whom all departments and offices would report to the chief officer. A second would be: to establish the position of director of administration. This person would serve as a general second-in-command to the extent authorized by the top officer, but perhaps the key function of such a subordinate would be to supervise all divisions concerned with staff and support-type services, including budgeting, accounting, purchasing, personnel and other human resource functions, central records, etc. A third approach would be to establish two deputy positions, one to be in charge of the administrative areas listed above and the second in charge of line departments. Each of the above options has been utilized in one or more counties. A fourth approach would be to leave the question of the number of deputies and their duties to be resolved by ordinance. In addition to dealing with the problem of top-level assistants for the county's chief officer, the charter commission may wish to provide that official with a small staff, exempt from civil service, to assist in handling the many functions which obviously will have to be performed.

Elected Officials. The enabling act states in Section 14(c) that the Wayne County charter is to provide for the five elected constitutional officials, and for authority of the county board of commissioners to combine the county clerk and register of deeds into one office. The charter, therefore, cannot itself accomplish such a merger of the two last-named offices.

It has been noted earlier that a determination must be made as to what functions presently being performed by the constitutional officers may be transferred by charter to administrative departments under the executive. If it is determined that a fairly broad range of transfers may be made, several areas would appear to warrant consideration. The various licenses and permits now being issued by elected constitutional officers could be merged in a central licensing office which would handle all such functions for the county government. Such centralized issuance of licenses and

permits has been instituted in recent years by several good-sized public agencies, with apparently excellent results. A second major area which would justify careful examination would be the potential transfer of the patrol and investigation functions of the sheriff to an integrated public safety department under the top county executive officer, or the jail to a corrections department. Some consideration also might be given to the transfer of all consumer fraud functions from the prosecutor's office to such a public safety unit.

So far as the statutory elected officials of Wayne County are concerned, there would appear to be little need for their continuation in a reorganized executive arm. Functions now performed by the board of auditors could be transferred to a department of administrative services *or* a finance department. Activities carried on by the elected drain commissioner could logically be shifted to an integrated public works department in the executive arm.

Present county functions tend to fall into six program areas. Although it is not necessary to organize county government along strict functional lines, these groupings might, form the basis for development of the organization plan for Wayne County.

1. *Administrative and Staff Services* include budgeting, accounting, purchasing, taxation and assessments, risk management, management services (EDP, etc.), human resources (personnel, labor relations, human relations, and retirement), law, licensing and central records, building management, and a central motor pool.
2. *Public Safety Functions* include the medical examiner, emergency preparedness (civil defense), public safety communications, safety inspections and building security. In addition, as previously noted, the jail and patrol and investigation functions might be transferred from the elected sheriff, and the consumer fraud section from the elected prosecutor.
3. *Health and Welfare Services* include public health and allied areas (air pollution control, drug programs, youth health programs, respiratory disease control, etc.), hospitals and clinics, community mental health, assistance to the aged, and soldiers relief.
4. *Planning and Development Activities* encompass the areas of planning, economic development, plat review, airport zoning, capital improvement planning, inter-governmental service programs, and liaison with regional agencies.
5. *Public Services and Road Functions* include such functions as airports parks, sewers, drains and flood control, general public works, and centralized engineering services. This area also includes streets and highways, which under the act are assigned to the road commission.

6. *Other Services and Activities* include library, cooperative extension building authorities and several election-related functions.

Each of these major groupings of common functions could form the basis for the organization or one or more major departments. Each of the major departments established by or pursuant to the charter should be headed by a director appointed by the top county executive. Collectively these departmental directors could form a “cabinet” to work with and advise the county’s top executive. In addition to the liaison functions specifically noted, each department would work with those boards remaining in existence plus special advisory committees. In the area of personnel and human resources these might include a civil service or personnel board, a board of trustees of the retirement system, and an advisory body in the human relations equal employment opportunity area. Since the top county officer is to coordinate the various activities of the county, some type of body also might be established to aid in developing effective working relationships between the elected constitutional officers and the executive office and its subordinate departments.

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