

THE FEASIBILITY OF MERGING
CHRISTIANSBURG AND CAMBRIA, VIRGINIA

by

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I. INTRODUCTION

Like many other communities throughout the United States the towns of Christiansburg and Cambria, Virginia, are expanding. With a common boundary line separating the two towns, the possibility of consolidation arises. The most recent public discussion of a merger came in the spring of 1956, when the two town councils individually discussed the idea. At that time the councils decided a survey to determine the feasibility of consolidation was not practical. This temporarily curbed action leading to a single municipality, but the thought is still alive in both towns. Talk of a merger will undoubtedly be brought into the public eye again in the future.

Removing the political line dividing the towns, and consolidating the two communities into one governmental unit, presents many problems. The process, even though appearing simple on the surface, has many facets which must be investigated before a merger is attempted. Items such as income and expenditures, the towns' financial positions and facilities, and many less obvious, intangible factors have to be studied. Different methods of merging are available and should be investigated. The various points to be considered will be discussed to present a picture of the feasibility of one consolidated community.

Geographically a merger is quite possible, since the towns have a common boundary for a length of five-eighths of a mile. It can be seen from the map of Christiansburg and Cambria (Figure 1) that the political boundary between the two towns is a straight, surveyed line

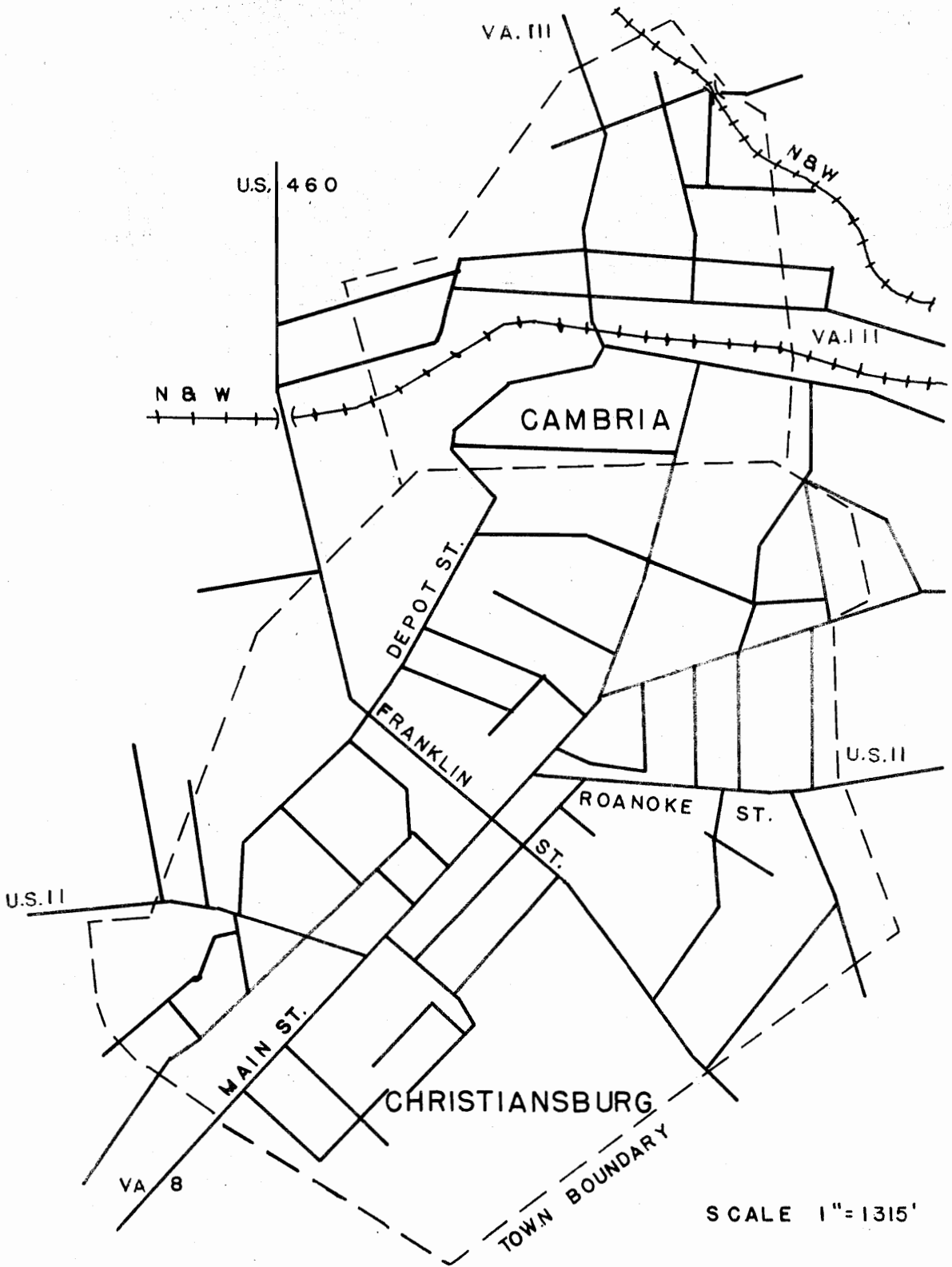


FIGURE I. MAP OF CHRISTIANSBURG AND CAMBRIA

for its entire length. This common line comprises 25% of Cambria's total perimeter and 15% of Christiansburg's boundary.

The two towns are separated by a natural obstacle as well as by an imaginary political line. There is a ridge between the two towns, and the boundary line runs approximately 150 feet south of the top of the hill (roughly paralleling the ridge line). This places a small part of Cambria on the Christiansburg side of the hill, but the greater area of Cambria is separated from Christiansburg by the ridge.

This natural obstacle is not insurmountable. Three streets, all of which are maintained as parts of the state secondary highway system, connect the towns. Depot Street (Route T730), Main Street (Route T738), and Route 695 all provide easily accessible connections between Christiansburg and Cambria.

Adding Christiansburg's 1.10 square miles and Cambria's 0.50 square miles, the consolidated town would have an area of 1.60 square miles. The town would be roughly rectangular in shape and extend about two miles in a north-south direction, and three-quarters to one and one-quarter miles in an east-west direction.

II. HISTORICAL BACKGROUND

In order to obtain a clearer picture of the present situation, a look into the history and development of Christiansburg and Cambria may be helpful.

Christiansburg, the older of the two towns, was originally known as Han's Meadow when it was first settled during the late eighteenth century. In 1792 it was incorporated under the present name by the Virginia Legislature. That same year it was designated as the first permanent location of the Montgomery County Court House by the justices of the county, who had been meeting previously at Fort Chiswell, just west of Wytheville. To insure a town being built around the new court house, the justices of the county sold building lots with the stipulation that the lots would revert to the county officials if homes were not built on them within five years.

Located on the "Great Road" to the southwest, Christiansburg became an important stopping place for settlers. At one time it boasted of five taverns to accommodate the travellers.

In 1856, the Virginia and Tennessee Railroad proposed to go through Christiansburg on its route from Lynchburg to Bristol. The citizens of the town did not want all the commotion and dirt caused by the trains, so the builders were offered free right-of-way just over the hill from town, but out of sight and hearing of the businesses and homes.¹ Thus the Christiansburg station was established in the

¹ C. W. Crush, The Montgomery County Story, 1776-1957, p. 144.

country a mile from the court house. This by-passing of the town hindered the expansion of Christiansburg later in the nineteenth century, when the most economical means of transportation changed. Long covered-wagon trains that went through the town hauling goods to and from the west were replaced by more up-to-date and faster freight hauling methods.

Christiansburg in 1900 had a population of just 659 people. This was an average increase of only six persons a year in more than a century of existence. In the early 1900's, the population began increasing more rapidly. Today's estimated 3,500 people show a gain of over 500% since 1900. The area of Christiansburg has not kept pace with the population however. The population has doubled since 1916, but the area has not increased. A 1957 population in a 1916 area leaves no room for expansion within the limits of the town.

Cambria can trace its origin to the placing of the railroad station one mile from the main part of Christiansburg. After the station was opened in 1856, business and residential buildings began to appear in the area, and in 1872 the town had developed sufficiently to become incorporated. The name chosen for the new municipality was Bangs, a designation used until 1907.

As railroads replaced highways, it appeared that Bangs would soon supplant Christiansburg as the leading town in Montgomery County. At the turn of the century the newer town boasted of three hotels, a furniture plant, two mills, and other commercial enterprises.

In 1906 when the court house in Christiansburg, which had been in use since 1833, was deemed inadequate, the town of Bangs, in an effort to take the court house from Christiansburg, adopted a new town charter and the name Cambria. An election was held to determine the site of the new court house, but Cambria's efforts were unsuccessful. The voters of the county decided to keep the court house in Christiansburg. Since that time Cambria has lost some of its enterprises, but the population has continued to increase slowly.

Cambria was first mentioned in the report of the census bureau in 1910. It has increased only 60% in population during the past four decades, as compared with Christiansburg's 100% and Blacksburg's 384%.

An idea of the comparative growth of the two towns over the past fifty years can be seen from the population figures shown in Table 1. The information in the table was obtained from reports of the Department of Commerce.

TABLE 1

POPULATION OF CHRISTIANSBURG AND CAMBRIA

Year	Christiansburg	Cambria
1900	659	a
1910	1,568	535
1920	1,641	662
1930	1,970	673
1940	2,299	810
1950	2,967	854

^a Cambria was not reported as a separate political division in 1900.

III. PRESENT RELATIONSHIP

The present relationship between Christiansburg and Cambria is one of friendly cooperation. There seems to be little or no conflict of jurisdiction between the towns, as might be expected when two municipalities share a common boundary.

The towns act jointly in an official capacity in some matters. As an example, the fire department is operated by donations from both towns. This eliminates the need of two separate fire fighting units and the unnecessary expense resulting from such duplication.

The operation of the water systems of the towns is another field in which official cooperation is evident. Even though both Christiansburg and Cambria own and operate their water systems independently of each other, the systems are connected. This enables either of the communities to tap the water supply of the other town in case of an emergency.

Unofficial activities also benefit from cooperation of the communities. A joint Chamber of Commerce serves both towns. Charitable fund raising drives, such as the United Fund, do not recognize the boundaries of the towns, and are announced annually in joint proclamations made by the mayors.

The economic lives of the towns are also tied together. Many people work in one town and live in the other. Christiansburg has retail stores in which people of Cambria shop, and the opposite is

also true. Business establishments in Cambria provide wholesale distribution of products to both Cambria and Christiansburg.

Educationally, facilities of the two towns are the same, since schools in both are run by the Montgomery County Board of Education. Students from both towns attend the same high school.

Other aspects, such as social and religious activities, are also related, so that the distinctions between the towns are meaningless in these fields.

IV. PROPERTY VALUES

In an investigation of any town's operation, prime consideration should be given to the assessed property valuations. These values are the basis for the property tax--the most important source of revenue for municipalities in the United States. Property values also determine, with some exceptions, the bonded indebtedness a municipality can assume. Title 15, Chapter 19, Article 2, of the Code of Virginia states that towns can bond themselves only up to 18% of the assessed valuation of the real estate in that town subject to taxation.

The assessed property valuations in Cambria, Christiansburg, and Montgomery County are presented in Table 2. The values shown in the table give an insight into the relative worth of the communities from a financial point of view. The figures in this table were furnished by the Office of the Montgomery County Treasurer.

The true worth of property in the towns can not be determined directly from Table 2. The assessed valuations are approximately 15% of the actual values for real and personal property, and 40% for utility property. This inconsistency is the same in both towns since the assessment function is performed by the County Assessor's Office. In the event of consolidation, no adjustments would have to be made between the values of property in the two towns because of different assessment procedures.

The property values of the consolidated town would be merely the sum of the values of the two independent towns. The larger town,

TABLE 2

Assessed Property Valuations of Cambria, Christiansburgs, and Montgomery County

	Year of Assessment				
	1952	1953	1954	1955	1956
<u>Town of Christiansburg</u>					
Real Estate	\$1,262,274	\$1,337,064	\$1,414,819	\$1,573,470	\$1,637,672
Personal Property	682,770	886,029	845,484	665,816	694,778
Utilities	121,274	138,249	259,290	259,019	272,831
Total	2,066,318	2,361,342	2,519,593	2,498,305	2,605,281
<u>Town of Cambria</u>					
Real Estate	209,043	212,197	213,302	240,369	241,883
Personal Property	81,506	133,529	103,346	106,911	99,292
Utilities	93,590	93,768	96,974	102,205	111,302
Total	384,139	439,494	413,622	449,484	452,477
<u>Montgomery County</u>					
Real Estate	7,551,468	7,791,004	8,084,808	9,016,224	9,219,276
Personal Property	2,717,791	3,772,754	3,601,532	3,358,157	3,544,791
Utilities	3,632,464	3,929,379	4,091,483	4,179,483	4,326,657
Total	14,101,723	15,493,137	15,777,823	16,553,864	17,090,724

however, would be able to borrow more money for projects contemplated in the future than either of the two smaller towns separately. The town would have a wider tax base, upon which its credit greatly depends. Consolidation then would provide a better financial foundation than is now available to the two independent towns.

Worth of the property in the consolidated town, had Cambria and Christiansburg been merged earlier, is shown in Table 3. In this table the present rate of increase is projected into the future and estimated values are given for the consolidated community.

TABLE 3

ASSESSED PROPERTY VALUATIONS IN A CONSOLIDATED TOWN

Year of Assessment	Real Estate	Personal Property	Utility Property	Total
1952	\$ 1,471,317	\$ 764,276	\$ 214,864	\$ 2,450,457
1953	1,549,261	1,019,558	234,017	2,800,836
1954	1,628,121	948,830	356,264	2,933,215
1955	1,813,836	772,727	361,224	2,947,789
1956	1,879,555	794,070	384,133	3,057,758
1957	1,970,000	800,000	400,000	3,170,000
1958	2,070,000	800,000	420,000	3,290,000
1959	2,170,000	800,000	440,000	3,410,000

Even if the present rate of increase continues, the projected values are not definite because of a new plan being considered to reevaluate utility property in Virginia. At present, all utility property in the state is assessed by the State Corporation Commission, and the proportionate values of state-wide utilities are distributed to local governments. In realizing that assessed valuations are not 100% of the actual worth, the State Corporation Commission has made an

allowance in favor of the public utilities. Local governmental units are allowed to tax only 40% of the true value placed on utility property by the state commission. This 40% assessment is still unfair to the utilities, however, since each county and city assesses the property within its boundaries at different rates. These rates run from a low of 6% to a high of 85% at various places throughout the state. The new plan offered by the commission to remedy this situation allows local governments to tax utility property only at the assessment ratio used for other property in their jurisdiction. Thus utility property in Christiansburg and Cambria would be taxed using 15% of true value as a base rather than 40%.

The effect of this measure is shown in Table 4 which gives the utility assessments at the 40% rate now used and the values of utility property if the 15% assessment had been in effect. The total assessed values for all property also are given, so the overall effect made by a change in the utility assessment can be seen.

Table 4 shows that Cambria will suffer more than Christiansburg or a consolidated town if the assessment procedure is changed, since the largest property owner in Cambria is the Norfolk and Western Railroad.

Cambria can ill-afford to have the utility property assessments within the town reduced by 62½%. The tax on utility property provides 6.7% of the town's income, and if the new method of assessment is adopted the town's income will drop 5.5%. The effect on Christiansburg

TABLE 4

ASSESSED UTILITY PROPERTY VALUES IN CHRISTIANSBURG, CAMBRIA, AND A CONSOLIDATED TOWN SHOWING PRESENT AND PROPOSED SYSTEMS OF EVALUATION BY THE STATE CORPORATION COMMISSION USING VALUES FOR FISCAL YEAR 1956

	Christiansburg	Cambria	Consolidated Town
Present 40% Rate			
Utility Property	\$ 272,831	\$ 111,302	\$ 384,133
Total Property	2,605,281	452,477	3,057,758
Proposed 15% Rate			
Utility Property	102,312	41,738	144,050
Total Property	2,434,762	382,913	2,817,675
Reduction in Total Value	6.6%	15.4%	7.7%

is not as serious. Only 2.4% of its income comes from the property tax on utility property, hence its income would drop only 1.5%.

Utility property comprises 12.6% of the total property assessed in a consolidated community. In Christiansburg the percentage is 10.5% and in Cambria, 24.6%. Any change in the method of assessment of utility property would have about equal effect upon the finances of the consolidated community and Christiansburg, and certainly much less than on Cambria. This then, in addition to the previously mentioned broadened tax base and borrowing power, would appear to be a point in favor of consolidation of the two communities, from Cambria's viewpoint.

V. INCOME

The income of the consolidated town will be approximately the same as the incomes of the two independent towns. To provide an idea of the comparative receipts, the General Fund incomes of Christiansburg and Cambria are shown by their sources in Table 5. The table does not include income from water and sewerage rates and connections which are not usually considered part of the General Fund. The income shown is for the fiscal year 1956, the last full year for which complete information was available from both towns. The figures were furnished by the town officials of Christiansburg and Cambria.

TABLE 5

SOURCES OF REVENUE OF CHRISTIANSBURG AND CAMBRIA

Source	Christiansburg	Cambria
Property tax	\$ 20,480.94	\$ 3,268.21
Bank capital tax	6,879.56	778.93
Business licenses	11,779.21	2,024.89
Vehicle tags	4,078.50	370.00
Trial Justice Court	10,030.94	386.45
Garbage collections	6,875.75	15.00
A.B.C. profits	8,703.25	2,404.47
Rentals	2,950.00	0.00
Parking meters	12,221.54	0.00
Refunds	667.56	22.89
Interest	75.75	0.00
Miscellaneous	<u>1,709.23</u>	<u>0.00</u>
TOTAL	\$ 86,452.23	\$ 9,270.84

These various income items will be affected differently by a consolidation. Some will remain unchanged, while others will be increased because of different rates charged by the two towns for the same service or perhaps because of the lack of a service by one of the towns. Each item will be considered separately herein and the effect of a consolidation shown.

Property Tax

The property tax is the largest single source of income for both Christiansburg and Cambria, and it would be the largest source for a municipality formed by consolidating the two towns. The property tax is based on a rate of one dollar per hundred dollars of assessed value in both Christiansburg and Cambria. With the same tax rate and a consistent assessment procedure, consolidation of the towns will have no effect whatsoever on receipts from this tax. As was pointed out, the property tax on utilities may be decreased in the future. This situation is not connected with the process of consolidation, so it has been omitted.

An interesting historical note shows that the town of Christiansburg has had the same one dollar per hundred tax rate since 1833. Since this rate is so ingrained in the minds of the taxpayers of the town, some resistance might be encountered if the rate were raised.

The record of the property tax over the past few years shows that receipts have been increasing as property values have risen in Christiansburg and Cambria. With a continuing rise in property values

the receipts from the tax should also continue to increase. Receipts of the past few years from this tax are shown in Table 6.

TABLE 6

RECEIPTS OF CHRISTIANBURG, CAMBRIA,
AND A CONSOLIDATED TOWN FROM PROPERTY TAXES

Year	Christiansburg	Cambria	Consolidated Town
1953	\$ 17,123.98		
1954	18,934.76		
1955	20,480.94	\$ 3,263.21	\$ 23,749.15 ^a
1956	22,412.72	3,300.00 ^a	25,712.72 ^a
1957	26,500.00 ^a	3,300.00 ^a	29,800.00 ^a
1958	30,000.00 ^a	3,500.00 ^a	33,500.00 ^a

^a These figures are estimated.

The apparent discrepancies between the tax collected, and the tax assessed (which can be found by multiplying the assessed valuations by one per cent) are caused by tax delinquencies. The taxes collected in Christiansburg are approximately 95% of the taxes assessed and in Cambria are slightly lower. Cambria is presently conducting a campaign to collect back taxes, but it has met with little success thus far.

Business License Tax

The privilege of conducting business establishments within the limits of Christiansburg and Cambria is taxed through a system of business licenses. The rates for licenses in both towns are nearly equal, so revenue in the event of consolidation would be the same as

the two towns are presently receiving. Income from licenses has been increasing generally over the past years. This increase, along with the estimated revenue from licenses, is presented in Table 7.

TABLE 7

RECEIPTS OF CHRISTIANSBURG, CAMBRIA,
AND A CONSOLIDATED TOWN FROM BUSINESS LICENSES

Year	Christiansburg	Cambria	Consolidated Town
1953	\$ 12,125.44		
1954	12,022.61		
1955	11,779.21	\$ 2,024.89	\$ 13,804.10 ^a
1956	12,700.75	2,000.00 ^a	14,700.75 ^a
1957	12,500.00 ^a	2,000.00 ^a	14,500.00 ^a
1958	13,000.00 ^a	2,000.00 ^a	15,000.00 ^a

^a These figures are estimated.

Bank Capital Tax

The state of Virginia allows municipalities to tax bank capital at the rate of eighty cents per one hundred dollars of capital. Christiansburg and Cambria are both taking maximum advantage of this tax. Since the rate is the same in both towns there would be no change in the receipts from this source of revenue. As with the property tax, the proceeds from the bank capital tax have been increasing over the past years.

Assuming the two banks in Christiansburg and the one in Cambria will continue to prosper at the present rate, the tax receipts should continue to rise. This increase is not affected by consolidation of the towns.

The record of this tax over the past four years and the estimated worth of the receipts are listed in Table 8 to show the amount of revenue that should be made available from this source.

TABLE 8

RECEIPTS OF CHRISTIANSEURG, CAMBRIA,
AND A CONSOLIDATED TOWN FROM BANK CAPITAL TAXES

Year	Christiansburg	Cambria	Consolidated Town
1953	\$ 6,249.40		
1954	6,515.54		
1955	6,879.56	\$ 778.93	\$ 7,658.49 ^a
1956	7,113.56	800.00 ^a	7,913.56 ^a
1957	7,400.00 ^a	820.00 ^a	8,220.00 ^a
1958	7,700.00 ^a	850.00 ^a	8,550.00 ^a

^a These figures are estimated.

Vehicle Registration

In addition to state motor vehicle registration, all vehicles in Cambria and Christiansburg must have town registration tags. The rates for these tags are the same in both towns, so the income from this source will not change with consolidation. Income from this source over the past few years is shown in Table 9.

TABLE 9

RECEIPTS OF CHRISTIANSBURG, CAMBRIA,
AND A CONSOLIDATED TOWN FROM VEHICLE TAGS

Year	Christiansburg	Cambria	Consolidated Town
1953	\$ 3,851.50		
1954	3,885.00		
1955	4,078.50	\$ 370.00	\$ 4,448.50 ^a
1956	4,200.00	400.00 ^a	4,600.00 ^a
1957	4,300.00 ^a	420.00 ^a	4,720.00 ^a

^a These figures are estimated.

Trial Justice Court

Law violators in both Cambria and Christiansburg are tried in Trial Justice Court rather than in a Municipal Court. This relieves both towns of the responsibility and cost of maintaining Municipal Courts.

The income received from fines and costs in Trial Justice Court provides from 15% to 20% of Christiansburg's revenue. Cambria, however, receives only 3% to 5% of its income from this source. The difference in the proportionate amounts of revenue from law enforcement results from the different degrees of police protection in the two towns.

Christiansburg is protected 23 hours a day by a police force having an authorized strength of five men. The force is furnished an automobile equipped with a two-way radio tied in to the county sheriff's network. This provides Christiansburg with the fairly adequate protection that is lacking in Cambria.

The police force in Cambria consists of one policeman, whose most important duty is helping school children across Route 111 in front of the Cambria School. He has no regular hours and is on call twenty-fours a day.

In a consolidated town police protection would be twenty-four hours a day. This would provide an extra hour's protection in Christiansburg daily, and around-the-clock service in Cambria.

Recently the town policeman in Cambria was discharged because, to quote the Montgomery News Messenger of May 16, 1957, "Consensus of most persons who came in contact with the officer was that he was an extremely conscientious man who tended to be somewhat overzealous in the discharge of his duties. The number of arrests in Cambria had risen markedly since his employment as officer there."

In spite of the apparent lack of interest of the citizens of Cambria in increased law enforcement, a good twenty-four-hour-a-day police department that enforces the spirit of the law, rather than the letter of the law (as was insinuated in the quoted article), should cause an increase in the town's income from the fines and costs levied by the Trial Justice Court, without incurring the wrath of the citizens.

An estimate of the increase may be obtained by comparing the per capita income of Christiansburg and Cambria from fines and costs. This portion of their incomes (averaged over the past few years) has been \$5.70 per capita in Christiansburg and \$0.45 per capita in Cambria. The distribution of law violations in Christiansburg can be obtained from the monthly police reports. In January, 1957,

arrests were made on the following counts: drunk in public-13, reckless driving-12, driving drunk-9, speeding-9, improper mufflers-7, running stop signs-2, others-7.

The per capita rate in Cambria will probably never equal that of Christiansburg, because Christiansburg, as can be seen from the above list of typical violations, has a large percentage of traffic violations. Cambria has only one highway, which is not as well traveled as Routes 11 and 460 through Christiansburg, and therefore the number of arrests for traffic violations will be smaller.

Keeping in mind that Cambria has only one highway and consequently less traffic, it may be estimated that fines and costs in Cambria will increase about five times over the present rate, if and when twenty-four hour police protection becomes available. This will put the per capita rate of fines at \$2.25, a decided increase over the present \$0.45, but only one-half as high as Christiansburg's rate of \$5.70.

Income from fines should be greater in Christiansburg in 1957, since the police department has acquired a radar system for apprehending speeders. A similar radar system in Blacksburg has resulted in a marked increase in arrests for violation of speed laws. This larger income is not related in any way to a consolidation of Christiansburg and Cambria, but if a consolidation were accomplished, the streets of Cambria (especially Route 111), as well as those in Christiansburg, could be patrolled with this modern means of police protection. Through consolidation with Christiansburg, Cambria would be sure of a sufficient police force with

the latest means of communication and apprehension. Otherwise, the town will have to remain dependant on one lone policeman.

The income from Trial Justice Court has been fluctuating over the past few years in Christiansburg. This income, with an estimate of future receipts, is shown along with Cambria's revenue from this source in Table 10.

TABLE 10

RECEIPTS OF CHRISTIANSBURG, CAMBRIA,
AND A CONSOLIDATED TOWN FROM TRIAL JUSTICE COURT

Year	Christiansburg	Cambria	Consolidated Town
1953	\$ 11,895.20		
1954	9,526.51		
1955	10,030.90	\$ 386.45	\$ 12,000.00 ^a
1956	15,153.35	400.00 ^a	17,053.00 ^a
1957	16,000.00 ^a	400.00 ^a	18,000.00 ^a
1958	16,000.00 ^a	400.00 ^a	18,000.00 ^a

a These figures are estimated.

Garbage Fees

The towns of Christiansburg and Cambria both operate garbage collection systems. Collection fees in Christiansburg are \$0.50 per family unit per month in residential areas. In the business district the rate varies on a sliding scale from \$0.50 per week for three cans, up to \$5.00 per month for daily service.

No charge is made for collections within Cambria's town limits, but a fee of \$1.00 per month is levied for picking up garbage outside the town limits. At present only one person outside the town is taking advantage of this service.

If Christiansburg's present rates are continued in the consolidated town, income from these fees in Cambria will be an estimated \$1,800 per year. Adding the present amount collected in Christiansburg, the total will be approximately \$9,500.

In Table 11, showing past and estimated future receipts, it can be seen that income in Christiansburg from garbage collection for the past three years has been constant. The considerable increase between 1953 and 1954 was caused by a raise of 100% in the collection fees levied by the town.

TABLE 11

RECEIPTS OF CHRISTIANSBURG, CAMBRIA,
AND A CONSOLIDATED TOWN FROM GARBAGE FEES

Year	Christiansburg	Cambria	Consolidated Town
1953	\$ 3,094.50		
1954	7,486.30		
1955	6,875.75	\$ 15.00	\$ 8,500.00 ^a
1956	7,548.00	12.00 ^a	9,200.00 ^a
1957	7,700.00 ^a	12.00 ^a	9,500.00 ^a
1958	8,000.00 ^a	12.00 ^a	9,800.00 ^a

^a These figures are estimated.

Liquor Profits

Profits from the state-operated liquor stores are divided between units of local government throughout Virginia. This distribution is based on population of the towns and counties. If a merger took place, the income from this source would be the sums of the incomes the two towns are now getting from the Alcoholic Beverage Commission as shown in Table 12.

TABLE 12

RECEIPTS OF CHRISTIANSBURG, CAMBRIA,
AND A CONSOLIDATED TOWN FROM ALCOHOLIC BEVERAGE CONTROL PROFITS

Year	Christiansburg	Cambria	Consolidated Town
1953	\$ 9,609.59		
1954	9,475.35		
1955	8,703.25	\$ 2,404.47	\$ 11,107.72 ^a
1956	8,750.03	2,411.00 ^a	11,164.03 ^a
1957	9,000.00 ^a	2,500.00 ^a	11,500.00 ^a

^a These figures are estimated.

Rents

Christiansburg rents half of its town hall to the Appalachian Electric Power Company. This income would continue after a consolidation at the same rate as for the past few years. The town receives \$3,000.00 per year from this source. There is no similar income in Cambria.

Parking Meters

Since parking has not presented a problem in Cambria, there has been no necessity for parking meters there. Christiansburg, on the other hand, uses parking meters extensively. These meters provide from 12% to 15% of the town's annual General Fund receipts. In the event of consolidation it appears that parking meters would still be impractical in Cambria. The main part of the town is so compact that if parking meters were placed in the business district only,

drivers could park slightly farther away and walk. To provide enough coverage to discourage this practice would necessitate placing an excessive number of meters. Patrolling the area, since it is quite a distance from the other metered areas in the town, would be impractical.

Income in Christiansburg from this source over the past few years has been increasing as shown in Table 13.

TABLE 13

RECEIPTS OF CHRISTIANSBURG FROM PARKING METERS

Year	Christiansburg
1953	\$ 11,620.84
1954	12,714.17
1955	12,221.54
1956	13,799.46
1957	14,000.00 ^a

^a This figure is estimated.

Miscellaneous Income

Other sources of income are received by both towns. These include a refund of six cents per gallon from the gasoline tax, interest on money deposited in sinking funds, and other miscellaneous items. The value of these sources of income will not change appreciably if a merger is approved. There will be a slight increase in the gas tax refund. The consolidated town, in providing increased police coverage, garbage collection, and other municipal services, will

increase its vehicle operations. The resulting increase in gasoline consumption will enlarge refunds from the gas tax.

The past and anticipated miscellaneous incomes are presented in Table 14, to show the increase caused by a greater tax refund.

TABLE 14

RECEIPTS OF CHRISTIANSBURG, CAMBRIA,
AND A CONSOLIDATED TOWN FROM MISCELLANEOUS SOURCES

Year	Christiansburg	Cambria	Consolidated Town
1953	\$ 3,897.01		
1954	3,992.24		
1955	2,352.49	\$ 22.89	\$ 2,575.00 ^a
1956	4,670.27	20.00 ^a	4,900.00 ^a
1957	4,000.00 ^a	20.00 ^a	4,300.00 ^a

^a These figures are estimated.

Income in a Consolidated Town

From the item-by-item analysis of the incomes of Christiansburg and Cambria, it can be seen that in the event of consolidation many sources would continue furnishing the same proportionate amounts of revenue. Some of these items include property taxes, bank capital tax, business licenses, auto licenses, parking meters, and other miscellaneous items. Some receipts will increase because of extension of services or adjustment of rates, such as fines and court costs, garbage collection fees, and gasoline tax refunds.

Comparison of the income of a consolidated town with the sums of the incomes of Christiansburg and Cambria is presented in Table 15 to show the increases that might be expected. The figures used in

this table are the total incomes of Christiansburg and Cambria for the fiscal year 1956, with the estimated increases that would have occurred during that fiscal year had the two towns been consolidated. The table also shows the percentage of the town's income that each source of revenue will produce.

TABLE 15

COMPARISON OF THE INCOME OF A CONSOLIDATED TOWN
WITH THE SUMS OF THE INCOMES OF CHRISTIANSBURG AND CAMBRIA

Source	Christiansburg and Cambria		Consolidated Town	
	Amount of Income	Per Cent of Total	Amount of Income	Per Cent of Total
Property tax	\$ 25,712.72	23.7	\$ 25,712.72	23.0
Bank capital tax	7,943.56	7.3	7,943.56	7.0
Business licenses	14,700.75	13.5	14,700.75	13.1
Vehicle tags	4,600.00	4.2	4,600.00	4.2
Trial Justice Court	15,553.35	14.3	17,000.00	15.2
Garbage collection	7,560.00	6.9	9,200.00	8.2
A. B. C. profits	11,164.03	10.3	11,164.03	10.0
Rentals	3,000.00	2.8	3,000.00	2.7
Parking Meters	13,799.46	12.7	13,799.46	12.3
Miscellaneous	<u>4,690.27</u>	<u>4.3</u>	<u>4,900.27</u>	<u>4.4</u>
TOTAL	\$ 108,724.14	100.0	\$ 112,074.14	100.0

It is estimated that the consolidated town will have an income 4.3% greater than the combined individual incomes of the towns of Christiansburg and Cambria. The income increase would result mostly from garbage collection and Trial Justice Court receipts. Collection from the Trial Justice Court has fluctuated greatly over the past few years. If the only increase in total revenue noted were to be from fines and court costs, it would appear that the consolidated town's

income would not be as stable as the separate incomes of Cambria and Christiansburg. These undependable fines and court costs, however, are offset by an increase in garbage collection fees, which have been one of Christiansburg's most stable sources of revenue. The total effect of these increases in revenue, therefore, would be to neither increase or decrease the stability of the consolidated town's income.

All of the increases in income shown in Table 15 are tangible. That is, they can be calculated from past performances. There will undoubtedly be some intangible increases in income, also. A larger town will attract more business which will produce more income for the citizens and for the government of the town. Since there is no way of readily determining just what these increases will be, they have been omitted and only the definite changes in income have been listed.

VI. EXPENDITURES

The expenditures of the consolidated town, as compared with the expenses of Christiansburg and Cambria, would be increased or decreased even more than their respective incomes. Many presently overlapping functions operated by the towns could be consolidated or run more economically. Two mayors, two councils, and upkeep of two town halls would be replaced by one of each. Some increases would occur for other items. Additional services not originally provided to the citizens of one of the towns would have to be instituted. Standards of other services already offered would have to be raised in one town, so they would be equal to those in the other community.

Each category of expenditures will be considered, as was done in the study of the towns' incomes. Before the separate items are examined, the latest day-to-day expenditures of both towns are compared in Table 16 to determine the relative value of each of the various items. For Christiansburg, the figures cover the period from September 1, 1955, to August 31, 1956. Cambria's figures are from April 1, 1956, to March 31, 1957.

TABLE 16

COMPARISON OF THE ANNUAL EXPENDITURES OF CHRISTIANSBURG AND CAMBRIA

Expense	Christiansburg	Cambria
General administration	\$ 13,831.68	\$ 1,624.77
Municipal building	641.22	419.23
Water Department	20,897.86	1,911.35
Street Department	41,091.18	0.00
Police Department	21,231.35	2,817.93
Fire Department	1,878.91	674.00
Garbage collection	7,522.88	1,800.00
Street lights	3,616.42	1,072.96
Public health	150.00	0.00
Refunds	212.85	6.00
Capital outlay	12,497.31	0.00
Sinking fund	13,023.00	10,337.39
TOTAL	\$ 136,594.66	\$ 20,665.51

General Administration

General administration, which includes operation of the town clerk's office, the town manager's office, and the other administrative functions of the two towns, will be reduced by a merger. Many overlapping functions will be eliminated and duplication of effort minimized.

Christiansburg's administrative work is carried out by a full-time force of employees headed by a town manager. Working under the manager are a treasurer, a deputy treasurer, a cashier, and the town superintendent. Their offices are adequately equipped to handle the administrative load now present in Christiansburg.

The administrative functions of the town of Cambria are handled by one part-time clerk, who works from the first to the tenth of the

month. The duties of this official include sending and collecting water bills, posting all the town's income and expenditures in the town's books, and preparing a monthly financial report for the members of the town council. General correspondence concerning the town's business also is handled by the clerk.

If some important item of business occurs during the last twenty days of the month when the clerk is not working, the mayor must attend to it himself, or delegate the job to a council member. If the customers of the water system do not pay their bills at the town hall by the tenth of the month (the last day in each month that the town clerk works), they must be taken to a local business establishment run by the chairman of the town council's water committee. This system is rather inefficient, but under the conditions it is the best arrangement that can be made.

In the event of a consolidation, the administrative work now done on a part-time basis in Cambria can be assumed readily by the staff of the town of Christiansburg without any additional clerical help. The biggest part of the load shifted will be maintaining records in Christiansburg of the 350 water customers now billed through the Cambria office. The duplication of administrative work that will be eliminated and the increased efficiency will provide a saving for the people of the consolidated town.

Other savings created by a merger will be the salaries of the mayor, the clerk of the town council, and the town attorney. The jobs done by these officials of Cambria can be assumed by their counterparts in Christiansburg. Since many duties of these officials

over-lap, consolidation of the various similar offices into one will not appreciably increase the work load on any of the town's officials.

Expenditures of Cambria for general administration during the fiscal year 1956 are shown in Table 17 with an estimate of the change that would result from the merger.

TABLE 17

EXPENDITURES OF CAMBRIA FOR GENERAL ADMINISTRATION

Expense	Before Merger	After Merger
Salary of mayor	\$ 275.00	\$ 0.00
Salary of town clerk	735.00	0.00
Salary of town attorney	150.00	0.00
Attorney's fees	100.00	0.00
Salary of council clerk	50.00	0.00
Salary of town registrar	10.00	0.00
Election expenses	102.00	91.00
League of Municipalities dues	25.00	0.00
Fees to county treasurer	15.00	0.00
Cost of automobile tags	39.00	39.00
Printing and postage	99.63	50.00
Miscellaneous	<u>23.61</u>	<u>20.00</u>
TOTAL	\$ 1,624.77	\$ 200.00

Table 17 shows that the administrative expenditures of the town of Cambria can be reduced \$1,424.77 annually, with no resulting increase in Christiansburg's outlay.

Christiansburg's expenses for general administration for the fiscal year 1956 are compared in Table 18 with expenses that would have been incurred had the consolidated town been operating during the same period.

TABLE 18

EXPENDITURES OF CHRISTIANSBURG AND A CONSOLIDATED TOWN
FOR GENERAL ADMINISTRATION

Expense	Christiansburg	Consolidated Town
Salaries	\$ 6,626.19	\$ 6,626.19
Personal services	2,944.79	2,944.79
Repairs	27.55	27.55
Supplies	788.74	833.74
Retirement	1,070.99	1,070.99
Other	<u>4,159.06</u>	<u>4,320.06</u>
TOTAL	\$ 13,831.68	\$ 14,042.68

The cost of general administration is shown in the past and projected into the future in Table 19. A definite saving through consolidation is shown.

TABLE 19

EXPENDITURES OF CHRISTIANSBURG, CAMBRIA,
AND A CONSOLIDATED TOWN FOR GENERAL ADMINISTRATION

Year	Christiansburg	Cambria	Consolidated Town
1953	\$ 10,417.87		
1954	11,927.31		
1955	13,389.88		
1956	13,831.68	\$ 1,624.77	\$ 14,042.68 ^a
1957	14,000.00 ^a	1,700.00 ^a	14,200.00 ^a

^a These figures are estimated.

Maintenance of Town Hall

Both Christiansburg and Cambria own and maintain separate town halls. The consolidated town could close Cambria's town offices by moving all the records and files of the town of Cambria to the Christiansburg municipal building.

Christiansburg's present building would be adequate to handle the additional load. As mentioned previously, no additional clerical help or officials and, therefore, no additional office space would be required in a consolidated town. Some room would be necessary for the storage of Cambria's town records, but this space would be small.

The town hall in Cambria is comparatively new, having been built about 1950. The building has three rooms on the main floor with a garage and storage space underneath. Since the town hall will not be needed for offices, a possible future use of the building would be for storage. Space could be provided for such items as water meters, pipe, and street repair equipment to be used in the Cambria section of the consolidated town. If Cambria's town hall were kept as a storage building, upkeep expenditures, cost of heating, and furnishing electricity would be reduced.

Such storage space is really not necessary, however, since the town of Christiansburg presently owns a warehouse and garages close to its municipal building. Storage space furnished by Cambria's town hall is insignificant when compared with the adequate storage facilities already available for the consolidated town. Thus, it would appear advantageous for the consolidated town to dispose of the Cambria Town Hall.

Disposal of Cambria's municipal building would eliminate all of the expense incurred in maintaining the extra storage space. In 1956, Cambria spent \$119.23 on maintenance and upkeep of its municipal building. Expenditures were: supplies, \$41.98, electricity, \$16.22, fuel, \$46.03, and insurance, \$15.00.

The income from the sale of the Cambria town hall could be applied to defraying capital expenditures related to the process of consolidation.

The past costs for the municipal buildings in Christiansburg and Cambria are shown in Table 21, along with figures for both towns and the consolidated town projected into the future.

TABLE 20

EXPENDITURES OF CHRISTIANSBURG, CAMBRIA,
AND A CONSOLIDATED TOWN FOR MAINTENANCE OF A TOWN HALL

Year	Christiansburg	Cambria	Consolidated Town
1954	\$ 1,358.54		
1955	734.44		
1956	641.22	\$ 119.23	\$ 641.22 ^a
1957	700.00 ^a	100.00 ^a	700.00 ^a

^aThese figures are estimated.

Police Department

The Christiansburg and Cambria Police Departments, if consolidated into one department, would cost more than they do separately. This increase in operating expense would be caused by adding police protection in Cambria so the service there will be on the same level as that now available in Christiansburg. The consolidated police force should consist of a chief, two sergeants, and four patrolmen. This force is one man larger than the sum of the strengths of the two present, separate police departments.

The extra man in the consolidated police force is not entirely the result of a consolidation. Christiansburg is considering expansion of its police department at the present time. Consolidation with Cambria would just bring about the expansion a little sooner than anticipated.

It is felt that the consolidated police department should be equipped with two police cars, in order to more effectively patrol the larger community. With 1.60 square miles and over 17 miles of streets to patrol, one car would be inadequate. Both police departments own vehicles, but some capital outlay would be required to bring the equipment of the Cambria Police Department up to the standards now maintained by the police of Christiansburg. The Cambria police car is a 1951 Pontiac, which should be turned in for a later model automobile. It is not equipped with a two-way radio as it should be.

The capital outlay required for police equipment in event of a consolidation would be \$1,600 for the replacement of Cambria's police car, and \$600 for the purchase of a two-way radio.

Comparison of the expenditures of Christiansburg and Cambria for police departments during the fiscal year 1956 is made in Table 21. These figures also show what expenses a consolidated police department could expect. Outlay of the towns over the past few years is shown in Table 22. Figures in the same table are also projected into the future.

TABLE 21

EXPENDITURES OF CHRISTIANSBURG, CAMBRIA, AND A
CONSOLIDATED TOWN RELATED TO THE OPERATION OF A POLICE DEPARTMENT

Expense	Christiansburg	Cambria	Consolidated Town
Salaries	\$ 16,345.35	\$ 2,373.05	\$ 21,200.00
Prisoners board	1,072.00	56.00	1,300.00
Auto expenses	1,603.86	290.78	2,500.00
Other	<u>2,210.14</u>	<u>98.10</u>	<u>2,300.00</u>
TOTAL	\$ 21,231.35	\$ 2,817.93	\$ 27,300.00

TABLE 22

EXPENDITURES OF CHRISTIANSBURG, CAMBRIA, AND A
CONSOLIDATED TOWN FOR THE OPERATION OF A POLICE DEPARTMENT

Year	Christiansburg	Cambria	Consolidated Town
1954	\$ 21,187.75		
1955	20,677.99		
1956	21,231.35	\$ 2,817.93	\$ 27,300.00 ^a
1957	23,700.00 ^a	2,300.00 ^a	27,600.00 ^a

^a These figures are estimated.

Fire Department

Fire protection is provided for both Christiansburg and Cambria by the Christiansburg Volunteer Fire Department. The men in this department are all volunteers and the towns are responsible only for maintenance, replacement and storage of equipment and operation of the signal sirens. In the past, the cost of maintenance of the equipment was divided between Christiansburg and Cambria, but, as of January 1957, Cambria is to pay a flat fee of \$50.00 a month to the

town of Christiansburg for fire protection. Cambria also has to pay \$8.75 a month to the Chesapeake and Potomac Telephone Company for the operation of the fire siren in Cambria.

There would be no net change in the expenses incurred for fire protection on a consolidated basis. Payments by Cambria and Christiansburg would be assumed entirely by the consolidated town. No saving would result since there is no duplication or overlapping.

Past and estimated future expenses for fire protection are shown in Table 23.

TABLE 23

EXPENDITURES OF CHRISTIANSEURG, CAMBRIA, AND A
CONSOLIDATED TOWN FOR THE OPERATION OF A FIRE DEPARTMENT

Year	Christiansburg	Cambria	Consolidated Town
1954	\$ 2,545.57		
1955	2,793.04		
1956	1,878.91	\$ 675.00	\$ 2,553.91
1957	2,200.00	705.00	2,905.00

Garbage Collection

Garbage collections in Cambria and Christiansburg are operated independently by the two town governments.

Cambria has one man and an open truck to collect garbage within the town limit and from one customer outside the town.

Christiansburg operates a modern, closed truck with a three-man crew. Even though this crew is working to capacity, there is

insufficient work to justify hiring another crew and buying another truck at present. If Christiansburg's expansion continues at the present rate, another truck will have to be purchased although it will remain idle part of the time.

In the event of consolidation two crews could be used in the larger town. The present one man and a truck in Cambria could be supplemented by hiring another man to assist him. This expanded crew could then continue the work being done in Cambria and, in addition, could relieve the present crew in Christiansburg of some of its duties. In order to bring the standards of the municipal services in Cambria up to those in Christiansburg, the body on the truck now used to collect garbage in Cambria should be covered. This would be considerably cheaper than buying another truck.

Capital outlay for the garbage department of a consolidated town would be:

1 closed body for presently owned truck \$ 500.00

If consolidation is not approved, capital outlay by Christiansburg in the near future will be:

1 standard truck chassis	\$ 3,000.00
1 closed body for truck	<u>500.00</u>
	\$ 3,500.00

Operational expenses of the garbage collection department in the consolidated town would be slightly higher than expenses in Christiansburg and Cambria at present, but they will be lower than the sum of the two separate towns if Christiansburg has to buy a new truck and hire a new crew. These expenses are shown in Table 24.

TABLE 24

EXPENDITURES OF CHRISTIANSBURG, CAMBRIA,
AND A CONSOLIDATED TOWN FOR THE COLLECTION OF GARBAGE

Year	Christiansburg	Cambria	Consolidated Town
1954	\$ 6,704.77		
1955	6,631.93		
1956	7,522.88	\$ 2,100.00	\$ 12,000.00
1957	12,000.00	2,100.00	12,000.00

Street Lights

The street lights in both Cambria and Christiansburg are owned and operated by the Appalachian Electric power Company. The company charges the towns a standard rate for each street light maintained. Expenses of a consolidated town for street lights will be the same as Christiansburg and Cambria combined. Need for additional lights will not increase as both towns have approximately the same standards of street lighting.

The cost of street lights has been constant over the past few years and should continue at the same level in the future as shown in Table 25.

TABLE 25

EXPENDITURES OF CHRISTIANSBURG, CAMBRIA,
AND A CONSOLIDATED TOWN FOR STREET LIGHTING

Year	Christiansburg	Cambria	Consolidated Town
1954	\$ 3,456.03		
1955	3,557.55		
1956	3,616.42	\$ 1,072.96	\$ 4,689.38
1957	3,700.00	1,100.00	4,800.00

Public Health

All public health services in the area are furnished by the Montgomery County Health Department, which receives the majority of its support from the state. The town of Christiansburg does pay a flat fee of \$150.00 per year in support of public health programs. This fee is not based on population or services received by Christiansburg. Cambria does not help the health department. There would be no change in the amount spent by the town governments on public health for a consolidated town.

Streets

The streets in Christiansburg and Cambria are presently maintained by the Virginia Department of Highways as part of the state secondary road system. This arrangement has been in effect since 1950 when the state offered towns with populations less than 3,500 a choice of three maintenance agreements. These three plans, set forth in the Code of Virginia, Sections 50.1-50.5, are:

1.) The town would specify two miles of road to be maintained by the state. These roads could be either improved or unimproved as long as there was an unrestricted 30 foot right-of-way. The town also had the privilege of adding up to 0.25 miles per year to the state secondary system.

2.) The highway department would take over and maintain in the town all hard surfaced streets that met specifications. The specifications stated that the streets must have an unrestricted right-of-way

of at least 30 feet and a pavement width of not less than 12 feet. Streets established after the highway department first took over the maintenance could be added at any time. Specifications for these streets were higher. They required a right-of-way of at least 50 feet and a pavement width of at least 20 feet.

3.) The town would maintain its own streets and be paid \$300 per mile by the state highway department for all streets that met the specifications in option 2.

Cambria selected the first option. During the fiscal year 1957, Cambria had 3.50 miles of streets in the state secondary system of highways.

Christiansburg selected option 2 and presently has 11.00 miles of streets under the maintenance agreement.

Since option 2 requires streets to be brought up to certain standards before acceptance by the state, Christiansburg has to operate a street department to improve the condition of some streets. Expenditures of this department over the past few years have fluctuated considerably, depending upon the improvements made during the year. The figures during the past four years varied from a low of \$18,877.24 in 1953, to a high of \$41,091.18 in 1956. The average for the past four years was \$29,000. A breakdown of the expenditures is shown in Table 26.

TABLE 26

EXPENDITURES OF THE CHRISTIANSBURG STREET DEPARTMENT

Expenses	1953	1954	1955	1956
Salaries	\$ 5,970.00	\$ 7,020.00	\$ 7,277.85	\$ 8,462.94
Wages	4,528.62	4,819.01	4,740.15	5,579.03
Supplies	4,984.12	18,064.26	6,104.75	23,293.49
Repairs	6.25	110.83	2.50	19.70
Other	<u>3,388.25</u>	<u>3,138.61</u>	<u>3,979.63</u>	<u>3,735.82</u>
TOTAL	\$18,877.24	\$33,372.71	\$22,104.88	\$41,091.18

Cambria has had no similar outlay since the state maintains its streets regardless of their condition.

If the two towns consolidated, total population would be over 3,500. Since the state will not maintain streets in towns that large, the new town would have to maintain its own streets.

In lieu of actual maintenance the state gives financial aid to larger towns and cities. This is granted under Sections 33-113 and 33-113.2 of the Code of Virginia. Money is paid from the funds of the state primary highway system for maintenance, improvement, construction, or reconstruction of highways and streets within towns and cities.

The amounts to be allotted, as originally set up, were \$4,000 per mile for primary roads and \$300 per mile for secondary roads. The actual amount paid depends upon the funds appropriated for highway purposes in any fiscal year. The \$4,000 and \$300 grants are increased in the same ratio as the total funds appropriated for highway purposes during any fiscal year are related to the amount available for highway purposes in the fiscal year 1948.

Highway appropriations have been increasing over the past years, and so have the amounts paid out under this law to the towns and cities of the state. The effective rate in 1955 was \$6,612 per mile for primary streets and \$496 per mile for secondary streets. The only stipulation attached to the grants is that the funds be used exclusively for the maintenance, improvement, construction, or reconstruction of the roads and streets in the town receiving the money.

The amount that Christiansburg or Cambria would be eligible to receive to maintain and construct streets is shown in Table 27. Figures used in Table 27 are for the fiscal year 1955.

TABLE 27

VIRGINIA DEPARTMENT OF HIGHWAYS GRANTS-IN-AID
AVAILABLE TO CHRISTIANSBURG, CAMBRIA, AND A CONSOLIDATED TOWN

Town	Primary System (\$6,612/Mile)		Secondary System (\$496/Mile)		Total Amount
	Mileage	Amount	Mileage	Amount	
Cambria	1.20	\$ 7,934	3.50	\$ 1,736	\$ 9,670
Christiansburg	2.29	15,141	11.00	5,456	20,597
Consolidated Town	3.49	23,075	14.50	7,192	30,267

The grants-in-aid for a consolidated town would be greater than the expenditures made by the highway department during the fiscal year 1957. The Virginia Department of Highways' report for the first eleven months of the fiscal year 1957 showing the amount spent on the streets of Christiansburg and Cambria is given in Table 28.

TABLE 23

STATE DEPARTMENT OF HIGHWAYS EXPENDITURES IN CHRISTIANSBURG AND CAMBRIA DURING THE FIRST ELEVEN MONTHS OF THE FISCAL YEAR 1957

Route Number	Mileage	Maintenance	Replacement	Construction
Town of Christiansburg				
8	0.38	\$ 411.84		
11	1.39	562.05		
460	0.52	54.78	\$ 404.91	
615	0.60	41.22		
645	0.65	90.41		
692	0.85	49.50	872.71	
725	0.32			
726	0.64	131.75		
730	1.10	60.52		
738	0.43			
1101	0.56			
1102	0.22	52.44		
1103	0.18			
1104	0.26			
1105	0.22			
1106	0.31			
1107	0.36			
1108	0.37	22.57		
1109	0.12			
1110	0.25	15.93	104.36	
1111	0.41	20.37	225.77	
1112	0.07			
1113	0.19	40.73	170.57	
1114	0.22	7.12		
1115	0.32			
1116	0.20	112.09	143.86	
1117	0.14			
1118	0.07			
1119	0.07			
1120	0.19	7.12		
1121	0.10			
1122	0.22	1.17		
1123	0.22	19.70	45.52	
1124	0.18	85.28		
1125	0.20			
1126	0.15			
1127	0.07		74.75	\$ 105.29
1128	0.20		198.90	
1129	0.26	8.08	232.01	
1130	0.08			
Totals for Christiansburg	13.29	\$ 1,794.67	\$ 2,650.48	\$ 105.29
Town of Cambria				
111	1.20	\$ 774.28		\$ 102.08
644	0.20	8.07	\$ 59.16	921.56
677	0.15			
689	0.85	75.16		
723	0.30	18.58		
729	0.60	51.04		
730	0.40			
738	0.20	100.51	64.25	
739	0.30	20.60		
746	0.45		1.22	520.14
747	0.05	8.08		82.08
Totals for Cambria	4.70	\$ 1,056.32	\$ 124.63	\$ 1,625.86
TOTALS	17.99	\$ 2,850.99	\$ 2,775.11	\$ 1,731.15

Money appropriated for the year 1957 was higher than that actually spent. Many of the appropriations were set aside for construction and replacement over a period of more than one year. These commitments would be honored by the state even if consolidation took place before the job was completed. Any other appropriations for specific jobs within the corporate limits of either town would likewise be honored, even if the state was no longer maintaining the streets of the town. Appropriations for the fiscal year 1957 are shown in Table 29.

If a consolidated town maintained the streets, the estimated annual expenditures would be \$38,000. This figure combines the present average of construction costs in Christiansburg (\$29,000), expenditures of the highway department maintenance in Christiansburg (\$5,500), and maintenance and construction in Cambria (\$3,500).

Part of these expenses can be defrayed by state aid (up to \$30,000) and the remainder would be paid from the general fund. The final effect would be to enlarge municipal expenditures by an average amount of \$9,000 per year and reduce money taken from the general fund by \$20,000.

Additional equipment would not have to be purchased by a consolidated town to maintain and construct streets. Christiansburg at present owns two dump trucks, two pick-up trucks, an air compressor, a motor grader, a ditcher, and a pay-loader, which were used by the street department in constructing and maintaining streets that were

TABLE 29

VIRGINIA DEPARTMENT OF HIGHWAYS APPROPRIATIONS FOR
REPLACEMENT AND CONSTRUCTION OF STREETS IN
CHRISTIANSBURG AND CAMBRIA
FISCAL YEAR 1957

Route Number	Appropriated for Replacement	Appropriated for Construction
Town of Christiansburg		
11		\$ 32.07
615	\$ 300.00	
645	1,220.00	
726	550.00	
1102	160.00	
1105	440.00	
1109	240.00	
1110	500.00	
1113	400.00	
1114	225.00	
1116	400.00	
1121	130.00	
1122	300.00	
1123	120.00	
1125	250.00	
1126	200.00	
1128	250.00	
1129	500.00	
Appropriations for Christiansburg	\$ 6,185.00	\$ 32.07
Town of Cambria		
111		\$ 102.08
644		2,000.00
723	\$ 200.00	2,000.00
738	50.00	
746		3,000.00
747		1,250.00
Appropriations for Cambria	\$ 250.00	\$ 8,352.08
TOTAL APPROPRIATIONS	\$ 6,435.00	\$ 8,384.15

not under state control. This equipment should be sufficient to complete any work that will be done in the future by the consolidated town.

Extra employees would have to be hired to help with the work of the larger street department. Wages for these employees are included in the additional \$9,000 now spent by the state and in the estimated expenditures of a consolidated town.

A factor to be considered is that Christiansburg may have a population greater than 3,500 in the next census. If this occurs, Christiansburg must begin maintenance of its own streets, even if the proposed consolidation is not approved. In this event Christiansburg will receive an average of \$1,550 per mile of street in the town. The consolidated town would receive \$1,630 per mile of street because it has a higher percentage of primary roads than does Christiansburg.

Water System

One of the most important functions of municipal governments is to provide their citizens with water. Since the water systems of Cambria and Christiansburg are not operated as parts of the general funds, but are run as functions of town governments independent of other municipal activities, they are being considered separately. Both Christiansburg and Cambria own their own water systems.

Christiansburg presently obtains its water from a well located to the west of the town. This source is neither adequate nor dependable enough to rely on in the future. In order to improve the water system, a new source of supply has been acquired. In the fall of 1957

water will be obtained from the New River Water Authority. This authority is a governmental organization formed by the towns of Christiansburg and Blacksburg and the Virginia Polytechnic Institute to provide an adequate water supply pumped from the New River at Pepper's Ferry.

After water service is begun by the water authority Christiansburg will retain its present pumps and filtration equipment on a stand-by basis, so an immediate source of water will be available in case of an emergency.

Cambria is not as fortunate as Christiansburg. Its water is obtained from a well located to the north of the town. The capacity of the well is 40,000 gallons per day which is equal to Cambria's demand. In the summer the well's production sometimes falls below the required amount, and Cambria is then forced to purchase water from Christiansburg. The water table in the area has been falling for the past few years and some officials in Cambria fear that at any time the well may fail to produce 40,000 gallons per day. Because Cambria is not a member of the New River Water Authority its water shortage is not as easily solved as Christiansburg's.

The water systems of both towns are quite adequate. Sufficient lines are located throughout both Christiansburg and Cambria to provide service for any reasonable future demands. The water departments operate independently of each other, but their systems are connected. This connection is usually kept closed, but in case of an emergency, such as a long drought or a serious fire, the two systems are joined and water is used jointly by both towns. A meter checks the flow

through the connection and the town receiving the water pays the supplying town at the standard rate charged an ordinary consumer. No capital outlay would be necessary for a consolidated town to connect the systems, as the present connection is adequate.

Revenue of the water department in Christiansburg comes mainly from water and sewage fees. Water fees are based on a sliding scale and have a monthly minimum fee. The rates outside the town limits are 125% of those in town. They are shown in Table 30.

In addition to charges for water, a fee also is levied monthly on all buildings connected to the town's sewerage system. This charge is \$1.25 per month per unit.

The water rates in Cambria are slightly higher than in Christiansburg. A rate change has been passed by the council which will increase water bills more. A minimum charge of \$3.00 per 3,000 gallons and a charge of forty cents per 1,000 gallons in excess of 3,000 will go into effect in the near future.

At the present time the monthly minimum is smaller, and a sliding scale is used in determining the charges. Present rates are shown in Table 31.

Some customers of Cambria's water system do not have water meters, so they are charged a flat rate of \$2.00 per month. When the minimum charge is raised, this flat rate will also be increased.

To provide a basis of comparison of the water rates, prices charged by Blacksburg, a community with similar water problems to those of Christiansburg and Cambria, are shown in Table 32.

TABLE 30

PRESIENT WATER RATES IN CHRISTIANSBURG

Amount Used		Rate
First	2,000 gallons	\$ 1.00 (minimum charge)
Next	8,000 gallons	.30 per 1,000
Next	20,000 gallons	.25 per 1,000
Next	70,000 gallons	.20 per 1,000
Over	100,000 gallons	.15 per 1,000

TABLE 31

PRESIENT WATER RATES IN CAMBRIA

Amount Used		Rate
First	3,000 gallons	\$ 2.00 (minimum charge)
Next	7,000 gallons	.40 per 1,000
Over	10,000 gallons	.25 per 1,000

TABLE 32

PRESIENT WATER RATES IN BLACKSBURG

Amount Used		Rate
First	1,670 gallons	\$ 1.20 (minimum charge)
	1,670 - 3,000 gallons	.45 per 1,000
	3,000 - 4,670 gallons	.35 per 1,000
	4,670 - 6,000 gallons	.30 per 1,000
Over	6,000 gallons	.25 per 1,000

The remainder of the income of the water departments is obtained from fees levied for connections to the towns' water mains. The income from this source fluctuates from year to year, as building increases or decreases. The receipts for the past few years are shown in Table 33.

TABLE 33

RECEIPTS OF CHRISTIANSBURG AND CAMBRIA
FROM WATER AND SEWERAGE FEES AND CONNECTIONS

Year	Christiansburg		Cambria	
	Water and Sewerage Fees	Connection Fees	Water Fees	Connection Fees
1954	\$ 45,982.02	\$ 3,400.00		
1955	47,375.06	4,333.50		
1956	49,461.04	2,540.00	\$ 8,232.21	\$ 115.00

The present expenses incurred annually by the water departments in both towns are fairly constant. These expenses in 1956 are shown in Table 34.

TABLE 34

EXPENDITURES OF CHRISTIANSBURG AND CAMBRIA
RELATED TO THE WATER DEPARTMENT

Expense	Christiansburg	Cambria
Salaries	\$ 9,668.30	\$ 572.49
Wages	2,619.00	0.00
Repairs	236.30	73.00
Auto and truck	483.59	0.00
Electricity	4,140.69	727.75
Miscellaneous	3,749.93	<u>554.63</u>
Depreciation	<u>9,753.43</u>	
TOTAL	\$ 30,651.24	\$ 1,911.35

Another factor enters the picture in the future. In order to assure the water authority an income sufficient to pay its obligations, each of the incorporating agencies agreed to purchase a certain quota of water daily. This places Christiansburg in the rather unique position of having a surplus in its water system. The present demand for water in Christiansburg is 250,000 gallons per day and the town has contracted to purchase 400,000 gallons per day from the water authority. The extra 150,000 gallons of water must be paid for even if not used. The only way the allotment can be reduced is to have either Blacksburg or V.P.I. take some of the water that has been allotted to Christiansburg.

The 400,000 gallons a day that Christiansburg is going to receive from the water authority will cost the town thirty cents per 1,000 gallons. This amounts to \$120 per day or \$43,800 per year to the water authority. This will appreciably increase the annual operating expenses of the water department.

Reductions in certain expenditures will be made by Christiansburg when water is received from the water authority. Pumping costs at the town's wells will be eliminated. This would have provided a saving of \$4,140.69 in electricity during 1956. Water will be purified when received by the town, so an additional reduction of \$500 annually in filtration processes and chemical costs is assured. Also saved will be the expense of maintaining the pumping equipment. Present expenditures will be lessened by approximately \$6,000 per year.

The Christiansburg Town Council has devised a new schedule of rates to become effective in September when the town begins to receive

water from the water authority. Based on 1956 consumption figures the increased charges, plus the unchanged sewerage fees, will bring in \$73,000 in revenue. The estimated expenses for the coming year, in figures released by the town council, will be about \$23,000.

The new schedule was not disclosed by the council, but it was stated that charges would be from 100% to 145% greater than the old rates. It can be assumed that the greater 145% increase will raise the quantity price sufficiently to cover the cost of the water purchased from the authority and the smaller 100% raise would be made to the rate charged the average customer. This means that the average customer's water bill would be exactly doubled when the new rates take effect.

If the town of Christiansburg consolidated with the town of Cambria, a partial solution of its surplus water problem might be found. Cambria now uses about 40,000 gallons per day. By selling water to the 350 customers added to the consolidated water system by the absorption of Cambria's present water system, 10% of Christiansburg's daily allotment could be disposed of. This means that 15,000,000 more gallons of water could be sold annually without increasing payments to the water authority.

Even if one-tenth of Christiansburg's daily allotment could be sold to customers in Cambria, adjustments would have to be made in the rates since the water authority will charge thirty cents per 1,000 gallons of water. This is more than some customers of the water system in Christiansburg now pay.

If consolidation is accomplished, the water department expenses could be reduced. Cambria's pumping station would no longer be needed, and the salary of the attendant would be eliminated. The electricity needed to pump water from the town well would also be saved. Expenditures would be reduced from \$1,900 to \$600.

Consolidation would permit the proposed Christiansburg rates to be used by the new town. These rates would produce more revenue in Cambria than is now received, but they would be lower than the charges proposed for Cambria. The effect of the different schedules upon the income of the water department is estimated in Table 35.

TABLE 35

EFFECT OF DIFFERENT WATER RATES ON CAMBRIA'S INCOME

Rate Used	Average Water Bill	Total Amount Obtained
Present Cambria rate	\$ 2.00	8,300
Proposed Cambria rate	3.00	12,500
Water authority rate	2.50	10,400

Table 36 compares the revenues that will be obtained by the separate towns when the new charges go into effect with the revenue a consolidated town would receive from the water department.

TABLE 36

COMPARISON OF WATER REVENUES OBTAINED BY
CHRISTIANSBURG, CAMBRIA, AND A CONSOLIDATED TOWN

	Christiansburg	Cambria	Consolidated Town
Income			
Water sales	\$ 73,000	\$ 12,500	\$ 83,400
Connections	<u>2,500</u>	<u>115</u>	<u>2,615</u>
	\$ 75,500	\$ 12,615	\$ 86,015
Expenditures			
Operation	\$ 23,000	\$ 2,000	\$ 23,600
To water authority	<u>43,800</u>	<u> </u>	<u>43,800</u>
	\$ 66,800	\$ 2,000	\$ 67,400
Profit	\$ 8,700	\$ 10,615	\$ 18,615

The "profit" now derived from the sale of water by Christiansburg and Cambria is applied to the reduction of the debt incurred in building the water and sewer systems. This practice could be continued by a consolidated town.

The income from Cambria's water customers would be less if the consolidated town rates were used than it would be if the proposed Cambria rates were charged. The reduction in water rates in Cambria will more than offset the savings obtained by reducing the operational expenditures of the separate water departments. The consolidated town will realize less profit than the separate towns together. These figures are estimates only and the actual figures may be different in practice. Unknown variables include the possibility of a smaller consumption of water because of the higher rates, and unforeseen expenditures in connection with the water authority.

Sewerage System

Christiansburg is served by a sewerage system which was installed in 1934. The mains are still adequate today, but the disposal plant, which was designed for a population of 5,000 is working to capacity. Although the population of Christiansburg is less than that for which the plant is designed, so many suburban areas have been connected into the sewerage system that the population served causes the plant to operate at capacity.

The main components of the sewerage plant are an Imhoff tank and a trickling filter. The sewage is chlorinated, then run through a grill into the Imhoff tank, where primary sedimentation takes place. The sludge is removed from the tank to four 25' x 35' drying beds. The effluent flows through a weir to the trickling filter where secondary treatment occurs. From the trickling filter the effluent flows into a branch and on to New River. A diagram of the disposal plant is shown as Figure 3 of the Appendix.

The retention time of the sewage in the Imhoff tank is regulated by means of a by-pass valve which is opened when the flow into the tank is excessive. The sewage is discharged directly into the creek without treatment when the volume is such that retention time would be reduced beyond a practical minimum. This minimum is rather low and the only time the by-pass valve is opened is during exceptionally heavy rainstorms, when seepage and run-off waters in the sewerage system would flood the Imhoff tank.

One part-time employee is retained as custodian of the plant. His duties include operation of the by-pass valve and removing scum from the top of the tank. Other than during the short time required to perform these minor duties, the plant is untended.

Cambria has no sewerage system at all. All buildings in Cambria are connected to septic tanks. If there is to be a consolidation, plans must be made to provide Cambria with sewerage facilities equal to those in Christiansburg.

Various groups have shown an interest in obtaining a sewerage system for Cambria. In 1950, the Town Council had an estimate made of the cost of constructing such a system by a firm of consulting engineers. The cost in the 1957 inflated dollar would be \$225,000. This total includes placing all the necessary pipe and constructing manholes and a disposal plant. The site of the suggested plant was west of Route 460 on the grounds of the Christiansburg Institute. The cost of extending the line to this location and the purchase of ground were included in the estimate.

At that time the town had just completed its water system. It was in no financial position to undertake such an expensive venture, so the idea was dropped.

The cost of a sewerage system for Cambria, if built by the consolidated town, would be less than the cost of the project if constructed by Cambria alone. One expense eliminated would be the cost of constructing new disposal facilities. Instead of purchasing a new tract of land and starting a completely separate plant, the consolidated

town could enlarge the one now operated by Christiansburg. Land for expansion is available. Since the plant is already operating to capacity, there is no possibility of using it as is. Enlargement is necessary if Cambria extends new sewer lines to the plant. Expansion of the disposal facilities would be paid for by the consolidated community.

An increase in capacity would benefit both sections of the enlarged town. The people of Christiansburg would not be paying for the convenience of the people of Cambria only. They also would be helping to enlarge the plant for their own use and this must be done eventually. Although the drying beds were expanded last year, additional area will be needed. One official of Christiansburg estimates the date of expansion to be within two or three years.

In helping to pay for a new sewerage system, Christiansburg would be investing in its future. The new system would not necessarily have to be restricted to the present limits of Cambria. It could also be used by a rapidly expanding area immediately to the east of the present boundary of Christiansburg which is being considered for annexation. This section is not in the same watershed as Christiansburg so when it is eventually taken into the town some means will have to be provided to bring the sewage up into the mains. Already one industrial plant has had to install pumps in order to become connected to the town's sewerage system. If the area is ever annexed, the responsibility of providing pumps will fall on the town, but with the new system in Cambria, sewage could flow by gravity to the disposal plant since both Cambria and east Christiansburg are in the same watershed.

Not only would a pumping station in the east end of Christiansburg be eliminated, but enlarging the mains in downtown Christiansburg would be unnecessary when the time comes for expansion to the east. Replacement of sewer or water mains, especially in built up areas, is expensive, so a main constructed now through Cambria would be an investment rather than an expenditure.

The entire cost of placing sewers in Cambria would not be borne by the consolidated town. It is standard practice in most municipalities to charge a fee for connecting house lines to the town main, or to assess property owners a percentage of the cost for laying new sewer or water lines that directly benefit the adjacent property. In the case of Cambria, the latter method of partial payment for the sewers could be applied. Different assessment ratios are used varying from one-third to the full cost of the project. The town of Blacksburg, for example, charges a property owner in new subdivisions or a recently annexed area two-thirds of the cost of sewer and water mains if less than 300 feet in length. Where the main already has been placed, the owner is charged a flat \$50.00 fee for connecting to the line. In both cases the property owner bears the full cost of the line from the main into his building.

The total cost to the consolidated town will include (1) the price of enlarging the sewerage disposal plant (which will have to be done in the near future), (2) the cost of the trunk sewer line from the main part of Cambria to the sewerage plant (this line will be used eventually by the citizens of both Cambria and the east end of

Christiansburg), and (3) a portion of the cost of mains to private dwellings and business establishments. This total would be appreciably less than the original \$225,000 estimate obtained by the town of Cambria.

The project does not have to be started immediately upon consolidation. Any schedule of improvement which would be acceptable to both town councils could be placed in the consolidation or annexation ordinance. When accepted by the councils, any such ordinance, including the schedule, has the effect of law. The schedule could call for an improvement program with no specific date of completion, or it could specify construction of certain portions of the system annually.

With the project spread over a period of years the cost might be financed from current operating funds, rather than through a bond issue. This would save the town interest payments and bonding fees.

The cost could be reduced even more by using town employees, rather than contract work. The main objection to using town employees is the excessive length of time required to do a job, since they must also perform regular duties. A schedule allowing a number of years for completion would overcome this objection. Crew wages would be an annual expense to the consolidated town.

The town of Christiansburg owns a ditcher and dump trucks, the only pieces of large equipment needed for completion of a sewerage project. No additional outlay is necessary for the construction of the lines, other than cost of the pipe and acquisition of the necessary rights-of-way.

A sewerage system for Cambria has been designed which should provide the smaller town with facilities equal to those of Christiansburg. Proposed expansions to the sewage disposal plant are shown in the Appendix in Figure 3, and the general layout of the mains is shown as Figure 4.

The plan of construction of this system covers five years. This plan, outlined below, allows the project to be financed from current receipts. The cost of the plan will be approximately \$25,000 per year, and is shown in Table 37.

First Year. Necessary expansion would be made to the disposal plant. This includes additional drying beds and another Imhoff tank. The expansion should be sufficient to absorb the sewage from Cambria and provide adequate facilities for the future of the consolidated town.

Increasing the disposal capacity is not a project brought on by consolidation. It is an expenditure which would be moved up a few years and paid for by the consolidated town, otherwise Christiansburg will be forced to bear the entire expense alone.

This work would be done by town forces. The previous expansion in 1956, in which additional drying beds were constructed, was completed by town employees, with a resulting saving of contractor's fees for the town.

Second Year. A small pumping station would be constructed near the present sewage disposal facility. Since the present plant is on a tributary of the creek that runs through east Christiansburg and Cambria,

TABLE 37

COST OF CAMBRIA'S SEWER SYSTEM

First Year:

Construction of Imhoff Tank	\$ 13,000
Construction of trickling filter	8,500
Construction of drying beds	3,500
TOTAL	\$ 25,000

Second Year:

Modification of pump house	\$ 1,000
Construction of 500 feet of 12" force main	3,500
Construction of 4,800 feet of 12" main	18,600
Construction of 22 manholes	2,160
TOTAL	\$ 25,260

Third Year:

Construction of 1,100 feet of 6" main	\$ 2,750
Construction of 4,700 feet of 8" main	13,200
Construction of 3,000 feet of 10" main	10,000
Construction of 23 manholes	3,220
Less assessments	8,000
TOTAL	\$ 21,970

Fourth Year:

Construction of 750 feet of 6" main	\$ 2,000
Construction of 6,700 feet of 8" main	18,800
Construction of 3,100 feet of 10" main	10,300
Construction of 20 manholes	3,600
Less assessments	10,400
TOTAL	\$ 24,300

Fifth Year:

Construction of 1,300 feet of 6" main	\$ 3,200
Construction of 6,100 feet of 8" main	17,000
Construction of 2,500 feet of 10" main	8,500
Construction of 20 manholes	3,600
Less assessments	10,100
TOTAL	\$ 22,200

and is higher than the end of the sewer line, sewage will have to be elevated to the plant. (The whole sewage system will flow by gravity to a point below the Christiansburg disposal plant.)

The pumping station could be equipped with the pumps now being used to supply Cambria with water from the town well. When Cambria receives water from the consolidated town there will be no need to operate the well. It would be advantageous to have a standby water supply in case of failure in the water authority, but this has already been taken care of by Christiansburg's decision to maintain its present town well.

A twelve-inch main would also be included in the second year's project. This main would run from the sewage plant along the south side of the Norfolk and Western Railroad and then along the south side of Route 111 to the town line.

Third Year. Completion of sewers on the south side of the Norfolk and Western Railroad, and construction of a ten-inch main to serve the business area north of the railroad would be scheduled for the third year. Cost of the service lines could be paid partially by assessing property owners 50% of the cost of the improvement. The charge could be assessed by dividing the cost of each line by the number of property owners using the line, or by charging a certain cost per front foot of the individual properties.

Fourth Year. Completion of sewers in the area north of the Norfolk and Western Railroad and south of Route 729 would be scheduled for the fourth year.

Fifth Year. Construction of a main, and laying sewers in the north part of Cambria would complete the installation of Cambria's sewerage system in the fifth year.

In designing this system the sizes of the pipes were determined by the criteria that is presently being used in Christiansburg. The standards are: 6" -- dead end lines, 8" -- lines in residential areas, 10" -- lines in industrial, business, and built-up areas, 12" -- main line from town to the sewage plant.

An annual income will be derived from the users of these sewers. A service charge similar to the one levied now in Christiansburg (\$1.25 per month per unit) would be charged owners of all buildings connected to the system. It would provide about \$4,500.00 per year after the whole town has been serviced by a sewerage system. If a five year plan is adopted, the revenues should be second year--\$500, third year--\$1,500, fourth year--\$3,000, and fifth year--\$4,500.

Annual expenditures must include the salaries of an extra crew assigned to repair and maintain streets, water lines, and sewers in Cambria. This crew, with extra help from present employees, can build the sewerage system. Annual expenses of wages and supplies should be approximately \$7,500.

Since all residents of Cambria are now being served by septic tanks, there may be some question as to the necessity of sewers. If the State Health Department considers septic tanks dangerous to public health, it can require the construction of sewers under Section 32-0, Code of Virginia. Conditions are satisfactory in Cambria now, but

suitable areas for locating disposal facilities will decrease as expansion takes place. This will become a public health problem, so eventually the growing town must consider the construction of a sewerage system. After completion of the sewers individual property owners could be required to connect to the system by the passage of a town ordinance calling attention to the menace to the public welfare.

Capital Outlay

Certain sums of money are required annually to modernize and replace equipment and to purchase new items. Expenditures of this type are included under capital outlay.

Cambria does not perform many services for its citizens that require much special equipment, so replacement costs are irregular and new purchases are rarely made. If a piece of equipment needs replacement, or a new item is required, special appropriations must be made when the funds become available. Because of Cambria's large indebtedness, funds are increasingly harder to obtain.

Christiansburg does not have the same difficulty in obtaining funds for capital outlay. It is assumed by the town that a certain amount of capital outlay will be necessary annually. Funds are set aside in each budget for capital projects. The expenditures over the past few years, with a breakdown of the figures in a typical year, are shown in Table 38.

TABLE 38

EXPENDITURES OF CHRISTIANSBURG FOR CAPITAL OUTLAY

Year	Item	Expenditures	Total Outlay
1954	Police Department	\$ 761.42	
	Water Department	9,640.08	
	Fire Department	614.00	
	Street equipment	7,980.30	
	Office equipment	155.00	
	Shop equipment	18.75	
	Buildings	963.42	
	Total expenditures		\$ 20,132.97
1955	Total expenditures		16,797.63
1956	Total expenditures		12,497.31

The average expenditures over the past three years were approximately \$16,500. In a consolidated town the average expenditures for the purchase and replacement of equipment will probably be increased by at least \$1,000 per year. Other than cost of sewers, over a five-year period, the only capital outlay required by the consolidation will be \$2,200 for replacement of Cambria's police car, and \$500 for a covered body on Cambria's garbage truck. This additional \$2,700 should be absorbed in Christiansburg's increased \$17,000 annual appropriation for capital outlay.

Debt Payments

The final item of annual expenditure to be mentioned is debt retirement. Both Christiansburg and Cambria have certain fixed expenses which must be paid semi-annually. These expenses include the retirement of bonds as they come due and the payment of interest on the remaining bonds. The present expense of both towns is fairly constant. Cambria has an annual outlay of approximately \$8,000 per year for the redemption of bonds and interest payments combined. Christiansburg's annual debt retirement amounts to approximately \$12,000 per year. These expenses must be assumed by a consolidated town.

Summary

As a summary of the listed income and expenditures, a proposed budget for a consolidated town is shown in Table 39. The budget is composed of the various factors that were presented in the discussion of the income and expenditures of Christiansburg and Cambria.

TABLE 39

PROPOSED BUDGET FOR A CONSOLIDATED TOWN

INCOME

Property tax	\$ 29,800.00
Bank capital tax	8,220.00
Business licenses	14,500.00
Vehicle registration	4,720.00
Trial Justice Court	18,000.00
Garbage collection fees	9,500.00
State aid: A. B. C. profits	11,500.00
State aid: Highway Department	30,000.00
Rentals	3,000.00
Parking meters	14,000.00
Miscellaneous	4,300.00
Water and sewer fees	<u>86,000.00</u>
TOTAL	\$ 233,540.00

EXPENDITURES

General administration	\$ 14,200.00
Municipal building	700.00
Water Department	58,400.00
Street Department	39,000.00
Fire Department	2,900.00
Police Department	27,600.00
Garbage collection	12,000.00
Street lights	4,800.00
Public health	150.00
Refunds	230.00
Capital outlay	17,500.00
Debt retirement	20,000.00
Sewer construction	25,000.00
Depreciation on water system	9,000.00
Contingency fund	<u>2,060.00</u>
TOTAL	\$ 233,540.00

VII. FINANCIAL POSITION

After reviewing the income and expenditures, and before a conclusion is reached concerning the finances of the towns, the balance sheets of Christiansburg and Cambria should be investigated to indicate the financial future of the consolidated town.

Christiansburg is in a relatively strong position financially. The town's assets and liabilities, as shown in the annual report for 1956, are listed in Table 40. These figures are for August 31, 1956, the last day of the town's fiscal year.

The unappropriated surplus in the general fund has been set aside by the administration for projects which may arise in the future, but for which no specific authorization has yet been given. These funds are not available for expenses connected with annexation, but they insure a very strong financial position. The town of Christiansburg is solvent and does not have difficulty in meeting ordinary expenses or even extraordinary ones.

The bonded debt of the town, amounting to \$120,000, comes due over the next twelve years. As of August 31, 1956, a balance of \$14,296 was held in reserve in a sinking fund for retirement of the bonds. There has been no trouble in meeting the bond payments, and the amount needed to pay the interest and meet the principal of the bonds when due will remain about the same until all are retired by 1968.

TABLE 40

Assets and Liabilities of the Town of Christiansburg
August 31, 1956

	General Fund	Water and Sewage Fund	Sinking Fund	Fixed Property	Total
Assets					
Cash	\$ 56,070		\$ 12,296		\$ 68,366
U. S. Bonds			2,000		2,000
Accounts Receivable	4,838	\$ 5,254			10,092
Water and Sewage System		487,672			487,672
Fixed Property				\$ 191,800	191,800
Total	\$ 60,908	\$ 492,926	\$ 14,296	\$ 191,800	\$ 759,930
Liabilities					
Deposits and Reserves	\$ 5,000				\$ 5,000
Accrued Interest	1,300				1,300
Reserves	4,838	\$ 5,254			10,092
Invested in Property		487,672		\$ 191,800	679,472
Surplus					
Reserves for Bonds			\$ 14,296		14,296
Unappropriated	49,750				49,750
Total	\$ 60,908	\$ 492,926	\$ 14,296	\$ 191,800	\$ 759,930

The amounts needed for the retirement of the bonds and the payment of the interest are shown in Table 41.

The financial position of the town of Cambria is weak by comparison with that of Christiansburg. As of August 29, 1956, the balances in the various funds deposited by the town were: general fund, \$2,306, water works fund, \$705, and water account, \$3,313. As of that date, the town also had a liability of approximately \$6,000 in the form of a loan from the Bank of Cambria. Subtracting this debt leaves a balance of only \$324. The money borrowed from the bank was obtained a few years ago to pay the town's part of the relocation of Route 111 through Cambria. In addition to the borrowed funds, the town's entire sinking fund which had been laid aside for the redemption of the water bonds was used also.

With a bonded debt of \$99,000, there is not much financial relief in sight for Cambria, especially when the bonds will mature as shown in Table 42. They come due on a sliding scale which increases the principal due until, at maturity, the last bond due is worth \$11,000. The value of this one bond alone is greater than the entire sum collected in taxes in a single year. The principal and interest due will cost a fluctuating amount each year ranging from a low of \$7,310 in 1964 and \$7,325 in 1958 to the sums of \$10,015 and \$11,385 in 1970 and 1972 respectively.

A consolidated community would have to assume the entire debts of both Christiansburg and Cambria which would entail a rather unequitable distribution. The per capita bonded debt cost (based on the

TABLE 41

SCHEDULE OF PRINCIPLE AND INTEREST MATURITIES, ALL BONDS OUTSTANDING JANUARY 1, 1957, TOWN OF CHRISTIANSBURG, VIRGINIA

Maturity Date	Sewerage Bonds (4% Interest)			Water Revenue Bonds (2.1% Interest)			Sanitary Sewerage Bonds (2.1% Interest)			All Bonds Total
	Principle	Interest	Total	Principle	Interest	Total	Principle	Interest	Total	
1957	\$ 4,000	\$ 480	\$ 4,480	\$ 3,000	\$ 1,134	\$ 4,134	\$ 3,000	\$ 1,134	\$ 4,134	\$ 12,748
1958	4,000	320	4,320	3,000	1,071	4,071	3,000	1,071	4,071	12,462
1959	4,000	160	4,160	4,000	1,008	5,008	4,000	1,008	5,008	14,176
1960				4,000	924	4,924	4,000	924	4,924	9,848
1961				4,000	840	4,840	4,000	840	4,840	9,680
1962				4,000	756	4,756	4,000	756	4,756	9,512
1963				4,000	672	4,672	4,000	672	4,672	9,344
1964				5,000	588	5,588	5,000	588	5,588	11,176
1965				5,000	483	5,483	5,000	483	5,483	10,966
1966				6,000	378	6,378	6,000	378	6,378	12,756
1967				6,000	252	6,252	6,000	252	6,252	12,504
1968				6,000	126	6,126	6,000	126	6,126	12,252
Totals	\$ 12,000	\$ 960	\$ 12,960	\$ 54,000	\$ 8,232	\$ 62,232	\$ 54,000	\$ 8,232	\$ 62,232	\$ 137,424

TABLE 42

Schedule of Principle and Interest Maturities
All Bonds Outstanding January 1, 1957
Town of Cambria, Virginia

Maturity Date	Water Works Bonds (3 $\frac{1}{2}$ % Interest)		
	Principle	Interest	Total
1957	\$4,000	\$3,465	\$7,465
1958	4,000	3,325	7,325
1959	5,000	3,185	8,185
1960	5,000	3,010	8,010
1961	5,000	2,835	7,835
1962	5,000	2,660	7,660
1963	5,000	2,485	7,485
1964	5,000	2,310	7,310
1965	6,000	2,135	8,135
1966	6,000	1,925	7,925
1967	6,000	1,715	7,715
1968	7,000	1,505	8,505
1969	7,000	1,260	8,260
1970	9,000	1,015	10,015
1971	9,000	700	9,700
1972	11,000	385	11,385
Totals	\$99,000	\$33,915	\$132,915

1950 population) is in Christiansburg \$46.32 and in Cambria \$155.64. Consolidation would increase the per capita value in Christiansburg and reduce that of Cambria to an average per capita bonded debt cost of \$70.75. This would be an increase for Christiansburg of 52.8% and a reduction for Cambria of 54.5%. The schedule of the consolidated town's assumed debt is shown in Table 43.

Since the financial position of a consolidated town depends on that of the towns of Christiansburg and Cambria, the assets and liabilities of the two are combined in a single financial statement in Table 44.

TABLE 43

Schedule of Combined Principle and Interest Maturities
All Bonds Outstanding January 1, 1957
Towns of Christiansburg and Cambria, Virginia

Maturity Date	Principle	Interest	Total
1957	\$14,000	\$6,213	\$20,213
1958	14,000	5,787	19,787
1959	17,000	5,361	22,361
1960	13,000	4,858	17,858
1961	13,000	4,515	17,515
1962	13,000	4,172	17,172
1963	13,000	3,829	16,829
1964	15,000	3,486	18,486
1965	16,000	3,101	19,101
1966	18,000	2,681	20,681
1967	18,000	2,219	20,219
1968	19,000	1,757	20,757
1969	7,000	1,260	8,260
1970	9,000	1,015	10,015
1971	9,000	700	9,700
1972	11,000	385	11,385
Totals	\$219,000	\$51,339	\$270,339

TABLE 44

Assets and Liabilities of a Consolidated Town

	General Fund	Water and Sewage Fund	Sinking Fund	Fixed Property	Total
Assets					
Cash	\$ 56,000		\$ 12,000		\$ 68,000
U. S. Bonds			2,000		2,000
Accounts Receivable	6,000	\$ 6,500			12,500
Water and Sewage System		570,000			570,000
Fixed Property				\$ 230,000	230,000
Total	\$ 62,000	\$ 576,500	\$ 14,000	\$ 230,000	\$ 882,500
Liabilities					
Deposits and Reserves	\$ 6,000				\$ 6,000
Accrued Interest	2,500				2,500
Reserves	6,000	\$ 6,500			12,500
Invested in Property		570,000		\$ 230,000	800,000
Surplus					
Reserves for Bonds	47,500		\$ 14,000		14,000
Unappropriated					
Total	\$ 62,000	\$ 576,500	\$ 14,000	\$ 230,000	\$ 882,500

VIII. NON-FINANCIAL CONSIDERATIONS

The financial picture is only one of many facets of a merger that should be considered. Most of the figures presented in the preceding sections are tangible numbers based on definite facts and past experience. Many other factors which can not be based on solid fact should also be mentioned before a decision is made.

One item is the political status of a consolidated town. The prestige of the larger town will be felt more than that of two smaller towns. In its relations with county, state, and other governmental units, a larger town will have more influence than either Christiansburg or Cambria now separately have. As an example, an impression will be made upon politicians by showing them that more votes could be won or lost by favors or slights to the consolidated town.

The increased population will be an advantage in attracting potential business establishments. A more prominent designation on maps and atlases will also be a direct result of a consolidation.

Proof of the larger population of the consolidated town will become available immediately, rather than at the next decennial census in 1960. Official certification of a larger population must be of some value to a town, otherwise many level-headed business men in Roanoke would not have advocated spending \$17,000 last spring just to see if their city had grown.

Potential industry will have more inducements to come to a consolidated town which offers both Cambria's convenient railroad location and Christiansburg's adequate water supply. A combination of these features, in addition to enlarged sewage facilities, will be more appealing to a potential manufacturing plant than any inducements presently offered by the towns individually.

A shortcoming in Cambria, that can be remedied by consolidation, is the lack of enforcement of building ordinances. The town can not afford to hire anyone with sufficient capabilities to inspect construction projects, but the present inspection service now being performed in Christiansburg could be expanded into Cambria by a consolidated town.

Cambria's building regulations could be brought into line with those of Christiansburg by a planning board serving the entire consolidated town. This board could rule on the construction of buildings and make regulations for the types of buildings to be built in certain zones throughout the expanded town.

Zoning would provide for an orderly growth of both towns. At present either town can make rules on zoning that conflict with the development of adjacent area in the other town. By eliminating this dual jurisdiction, the larger town can provide for co-ordinated expansion of the buildings and streets within its boundaries.

A fire inspection service now is offered in Christiansburg. This service, as well as the fire zones that were established to provide a basis for determination of the adequacy of fire protection available in different classes of buildings, would be extended into Cambria and provide savings by preventing fires.

Although postal service is not a function of the municipal government, it is a convenience for the citizens and should be considered.

At the present time both Christiansburg and Cambria have separate, independent post offices. In a consolidated town Cambria would not be left without postal facilities. All changes in service would have to be cleared through the general headquarters of the Post Office Department in Washington, so the final disposition of the matter can not be determined in advance. The postmaster at Christiansburg, however, stated that the Post Office Department would not deprive the community of Cambria of postal facilities after it has had them for so long. He said all requests for expanded carrier service would have to be approved in Washington, but postmaster's recommendations are usually complied with by the Department unless something is drastically wrong.

The post office at Cambria would probably become a sub-station of the post office in Christiansburg. It could be a dependent station, having all its mail processed through the main office, or it could be an independent office, having its mail come directly from the railroad. The town of Cambria would retain its postal facilities and would gain by being provided with carrier service, which is not now available.

A favorable effect of consolidation will be enlargement of the reservoir of civic-minded men who participate in community and municipal affairs. Many such men in Christiansburg and Cambria are wasting time on duplication of effort, which would be eliminated if consolidation were accepted.

Examples of the dual activities are the mayors and town councils of the two communities. Seven men in Christiansburg and seven men in Cambria are doing exactly the same type work, while some civic projects go neglected because of the lack of interested citizens with sufficient time for participation. A consolidation of the communities would mean a consolidation of the efforts of the officials, and a freeing of men for other worthwhile activities.

The duplication of effort requires so many people to fill the offices of the towns that often the number of candidates available for positions is not sufficient. An example of the scarcity of applicants occurred in Cambria when the town clerk resigned in the fall of 1956. In order to fill the position the job was given to a person who lives outside Cambria's town limits. No citizens of the town were interested in the job.

Many town officials' jobs are time consuming and provide very little in return, both financially and otherwise. For \$25 a month the mayor of Cambria must put in many hours of work to adequately fulfill his job. The town is fortunate that it has been able to acquire the services of the caliber of men that it has obtained, but it is not always easy to fill the job of mayor. In the 1956 elections the incumbent declined to run for re-election, thus leaving the office vacant. After one week his successor resigned. The third mayor that month also resigned after a week. The town council finally persuaded the original incumbent to resume his duties. The original office holder became the third man to be inaugurated within the space of three weeks.

The remuneration of the council members in Cambria is non-existent. Since the council meets only once a month, it may not seem too much to ask a man to donate his services to the town's governing body. But when the extra duties, such as committee assignments or acting as a collection agency for the town water department (which one of the council members does without compensation), present themselves, the completion of a council member's job becomes an imposition.

A consolidation will present problems and also draw objections. Among the first problems to be encountered is what to name the new town. Since Christiansburg has four times the population of Cambria, and Cambria's first business, which has lasted to the present time, is the Christiansburg railroad station, it would seem fitting for the latecomer to give up its name in favor of one which was and is established more firmly.

An objection to Cambria giving up its name, and a point against the entire idea of a merger, is that the smaller town will lose its identity. While this is true as far as the legal name of the area is concerned, it is not as serious as it first appears. As far as the railroad, phone company, and most highway maps are concerned Cambria does not exist. If a branch post office were to be established, it would be called Cambria sub-station and mail addressed to Cambria would continue to be delivered. Local business establishments such as the Cambria Bank, Cambria Furniture Company, Cambria Hardware, and the

Cambria Service Station will keep their names. In the minds of natives and newcomers alike the area around the Christiansburg railroad station will be known as Cambria for many years to come. Unofficially, the total change will be negligible.

Services and improvements that will be made available to the people of Cambria have not been provided in the past and some citizens probably will ask why they are needed now. Questions such as this always appear when a change is made and no doubt will continue to arise in the future. It was this type attitude in the 1850's that caused the railroad and progress to by-pass Christiansburg.

Another question that will be raised will concern the improvement of municipal activities in Cambria. If the services Christiansburg operates now are not expanded by increases in manpower and equipment, the quality will have to be reduced in order for the consolidated town to treat both sections equally. This would not be appreciated by the citizens of Christiansburg.

To offset such a reduction, the proposed budget allows for more men in the police department, the sanitation department, and the sewerage department. This increase in the number of town employees should allow the present level of services to be maintained throughout both towns. Raising the standard of services in Cambria, rather than reducing those in Christiansburg, should be the goal of the consolidated town.

A factor to be considered is that of the smaller town being "swallowed up" by the larger town. Since Cambria will lose its

sovereignty and independent right of action, protection against becoming the forgotten area of Christiansburg should be obtained before a consolidation is accepted. Provisions for such protection is furnished by the state in the rules covering annexations and consolidation. In the ordinance that combines the two towns there must be stipulations as to how much improvement will be made in the smaller community, and how much of the taxes collected will be spent for the town's improvement. This enables the citizens of the smaller town to protect their rights, to obtain a fair and equitable distribution of the tax proceeds of the larger community, and to certain improvements. If these stipulations are not agreed upon by the smaller community the merger will not be made.

Further protection could be given to the people of the consolidated town by providing for the election of the town council members from election districts rather than from the town at large. This could protect Christiansburg from Cambria, just as well as Cambria from Christiansburg, in the event a majority of the council was elected from Cambria. Christiansburg is at present divided into two election districts. The town council could elect two members from each Christiansburg election district and two from the Cambria district. This would give Christiansburg one representative per 742 population and Cambria one per 427 the way the boundaries are now placed, but adjustments might be made in the boundaries so the distribution could be made more evenly.

IX. POSSIBLE METHODS OF MERGING

If a single municipal government were desired by the towns of Christiansburg and Cambria, they would have two ways to effect the merger. Either one town could annex the other or the two towns could consolidate.

In annexation, Christiansburg, being the larger of the two towns, would probably annex Cambria. The first step in this process, as outlined in Title 15, Chapter 8, Article 1, of the Code of Virginia (Acts 1952), is for the Christiansburg Town Council to pass an ordinance petitioning the Montgomery Circuit Court to hear an annexation case.

The council, in this petition filed with the court, would give the limits of the territory to be annexed, with information concerning the subdivisions, industrial areas, farm areas, vacant areas, and any other pertinent information pertaining to the locality to be annexed. A general statement of the terms and conditions upon which the annexation is sought and the provisions planned for the future improvement of the annexed territory would also be included in this petition.

The next step is a pre-trial conference between the judges and the attorneys, in which the issues are simplified and any additional pleadings are filed or the previously filed pleadings are amended. Stipulations as to facts, documents, records, photographs, plans, and the like are presented to the court at this time so that they may be

inspected and verified. This saves time during the trial so recesses will not have to be called to check the validity of these documents.

Included in the stipulations must be information concerning:

- 1) Assessed values and the ratio of assessed values to true values as determined by the state Department of Taxation in the area sought to be annexed, in the town annexing, and in the county in which the town is located. This includes real property, personal property, machinery and tools, merchant's capital, and public utility assessment for each year of the five years immediately proceeding;
- 2) The tax rate for the five years proceeding in the area sought and in the town annexing;
- 3) The school population and the enrollment in the county, in the area sought, and in the town, as shown by the quinquennial census of school population and by the records in the Office of the Division Superintendent of Schools; and the cost of education per pupil in average attendance as shown by the last preceding report of the superintendent;
- 4) The estimated population of the county, and the two towns involved in the annexation.

The trial is then heard by a special court composed of three judges which investigate the evidence. If the annexation is approved the court will then set forth in detail all such items and conditions upon which the petition is granted. These terms include schedules of improvements for the annexed area to be completed within a certain time.

The cost of this trial is borne by the town instituting the proceedings. Upon successful completion of the trial the town of Christiansburg (assuming Christiansburg will annex Cambria) will take over all the corporate property, franchises, and rights of Cambria, along with Cambria's indebtedness.

Much of the antagonism between different levels of government often expressed in an annexation trial should be absent in this particular case. Often in annexation proceedings in which there is a conflict of jurisdiction, the trial becomes a long, dragged out battle. An example of this is now occurring in Lynchburg. The city of Lynchburg is attempting to incorporate adjacent areas of Campbell and Bedford Counties into the city. The counties will not only lose the area under consideration, but also the taxes from that area. The schools and other improvements which have been paid for by the people of the county as a whole will be lost. There is some understandable reluctance on the counties' parts about losing the area.

In the case of Christiansburg and Cambria there should be no such antagonism. Montgomery County will continue to have the power to tax property in both towns after an annexation. The county will also retain all of the school property and other investments that it now owns within the corporate limits of the two towns.

However, there may be conflicts between official factions in the two towns. If, before the trial started, there was not complete agreement between the two town governments as to terms and conditions of annexation, the disagreements could turn the trial into a long, bitter, and expensive fight.

Unofficial opposition could also present itself in the form of citizen groups or private taxpayers. An extreme example of such action occurred in Blacksburg during the early part of June, 1957, when students staged demonstrations protesting a proposed annexation of certain areas of the V.P.I. campus adjacent to the town of Blacksburg. Though there are probably no groups in Christiansburg or Cambria that would go to such an extreme, much quieter and more effective legal means could be invoked which would hinder or halt the annexation process.

The most effective group which could finally halt the annexation case or change the original requests in the trial, would be the members of the court. The judges could render a decision, or place stipulations in the final terms and conditions which would be unacceptable to one or both of the towns.

With all of the possible deterrents to a speedy and simple case it would appear that annexation would not be the most efficient method of bringing about a merger.

An alternative would be for the two towns to consolidate. This form of merger is covered in Title 15, Chapter 9, Article 2, Code of Virginia (Acts 1920). Consolidation differs from annexation in that the entire process is carried on by the towns without outside help or interference. The decisions are the opinions of the town governments and not those of a court.

A court hearing a case for annexation with complete impartiality can not gauge local opinion as well as the towns' council members. Councilmen are coming into contact daily with the most interested

parties in the case, the taxpayers and citizens of Christiansburg and Cambria. By keeping informed as to the constituents' wishes, the governing bodies of the two towns could provide a more acceptable decision than a court.

The first step would be for either Christiansburg or Cambria to pass an ordinance containing the name proposed for the new municipality, and which, if either, of the two town's charter and seal would be used. Also included in this ordinance would be the particular inducements for consolidation.

A committee would be appointed to present the council of the other town with a copy of the ordinance. The council receiving the ordinance, if in agreement, would set up a committee which would confer with their counterpart from the town initiating the movement. If the petitioned town did not look upon a consolidation with favor, they could reject the ordinance.

The joint committee composed of members of both councils, if the plan were accepted by the petitioned community, would attempt to draw up a consolidation ordinance acceptable to both towns. Such an ordinance would contain any schedules for the improvement of either of the towns, so that both sections of the new consolidated town would have equal facilities, such as water, sewers, and streets. Also included would be provisions for the division of tax expenditures. This is included so that the smaller town involved in the consolidation will not be deprived of a just share of the town's money, once its citizens become a minority of voters in the new, larger community. The ordinance also would

provide for surrendering, upon consolidation, the charter of one of the towns, and the continuance of the charter of the other town for the consolidated town.

This ordinance, as devised by the joint committee, would be presented to the councils of the two towns and, if adopted by both, would become effective as soon as they wished. The consolidations are usually made effective on December 31 in order to simplify bookkeeping. Since the majority of taxes are figured on the basis of a calendar year, the existing political subdivisions can collect the taxes due for the year and then transfer their books and records on January 1.

If one or both of the towns disagreed on the terms of the ordinance, it could be returned to the joint committee for further investigation or changes, and then sent back to the councils for another vote. This process would continue until an agreement was reached, or until one or both of the councils decided that they would drop the matter.

If at this point a stalemate occurred in the negotiations, one of the towns may petition the circuit court for a special election to be held in the other town. This action is taken if it appears the other town's council is not going to act on the consolidation. This approval by one town's council and the other town's voters is binding.

The consolidation ordinance may or may not provide for a referendum vote in one or both of the towns. If the council of one of the towns were sure it was acting in sympathy with the citizens' wishes, it would not be necessary to go to the expense of a special election. If there is doubt about the will of the electorate, it would probably be

politically expedient to have a special election to decide upon consolidation, but it is not required to take a vote. The only time an election is required on the question of consolidation is when one-fourth of the qualified voters submit a petition asking for a referendum. Even then it is possible to have an election in only the town in which the petition was presented.

X. CONCLUSION

It is feasible for Christiansburg and Cambria to merge. When weighing the advantages against the disadvantages, the combining of the towns appears very desirable.

The merger should be made by means of a consolidation of the towns rather than by annexation. This would enable the towns to reach an agreement without the intervention of an annexation court.

Cambria will be helped by obtaining a sewerage system, which would not otherwise be available to its citizens. Other services also will be provided, such as improved police protection and garbage collection. A source of water that will not fail in dry summers will be available. The debt of the town will be shared by the other sections of the consolidated town.

Christiansburg, which is growing, will be helped in its expansion by the increased population. The town can draw on the larger tax base for enlargement of municipal services which will have to be made in the near future even if consolidation is not approved. Some of these expansions to be made will include enlargement of the police force, expansion of the garbage department, increasing the size of the sewage disposal plant, and relieving the state of the responsibility of maintenance of town streets.

Benefits to both towns will include added inducements to business which include railroad frontage, adequate water supply, and a sewerage

system. Previously a combination of all three of these factors were unavailable in the area. Another advantage will be elimination of overlapping administration and municipal services.

XI. SUMMARY

Christiansburg and Cambria, being adjacent to one another, have considered at various times the idea of merging. A study of a proposed consolidated town shows such a project is feasible.

In determining the advisability of a consolidated town, the finances of such a town were investigated. A consolidation will have an effect on both income and expenditures.

The total income will be larger than that of the two smaller towns combined. The income from the water department will suffer a loss because of adjustments in the water rates, but this loss will be more than offset by increases in the income from the sanitation department (adjustment of garbage collection fees), the Trial Justice Court (increased law enforcement providing increased convictions), the sewage department (fees from additional sewers placed in Cambria), and the street department (state highway grants-in-aid). The increase in receipts should amount to \$35,000.

The annual expenditures will also increase, but not as much as the income. Increases by the consolidated town over the combined expenditures of Christiansburg and Cambria were noted in the police department (hiring of an extra patrolman and extending patrolling activities), sanitation department (enlargement of work crews), street department (maintaining streets previously cared for by the state), and capital outlay (increased equipment). Reductions to offset these increases

were noted in the administrative departments (reduction of officials and office space) and water department (elimination of the need of two pumping stations). The difference in the income over the expenditures, plus the present annual surplus in Christiansburg, will enable an extra annual expenditure of \$25,000 per year to be made for the construction of sewers in the consolidated town.

Financial considerations were not the only ones made. Other factors that can be cited in favor of the proposed merger of the two towns far outweigh the disadvantages of consolidation. Many of these items and the towns that will benefit or suffer can be listed.

<u>Advantages</u>	<u>Christiansburg</u>	<u>Cambria</u>
The overall tax base will be broadened	X	X
More money can be borrowed for improvements	X	X
Many services and facilities will be inaugurated or increased		X
Increased police protection will be provided		X
Efficiency of administration will be increased		X
Sewers will be installed		X
Sewage plant will be enlarged	X	
Imaginary boundary lines will be removed	X	X
Mutual problems can be solved quicker	X	X
Zoning can be accomplished to cover the combined territory	X	X

<u>Advantages</u>	<u>Christiansburg</u>	<u>Cambria</u>
Fire inspections will be made		X
Duplication of offices and services will be eliminated	X	X
Prestige and political influence will be increased	X	X
New leadership will be available for worthy civic projects	X	X
Water problems will be reduced	X	X
Water rates will be reduced		X

Disadvantages

Large outlays of money will be required to build a sewerage system in Cambria	X	X
Because of the increased area that is served, services may be reduced	X	
The name and identity of Cambria may be lost		X
Per capita bonded debt will be increased	X	
Interest in local government may be destroyed		X
Services which have previously been unavailable and assumed unnecessary by townspeople will be instituted		X

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XIII. ACKNOWLEDGMENTS

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XIV. VITA

The author was born in Elkins, West Virginia, October 10, 1934. He was graduated with honors from Elkins High School in June, 1952. In September, 1952, he entered Virginia Polytechnic Institute in the Civil Engineering curriculum and received his Bachelor of Science degree in June, 1956. While an undergraduate he became a member of Chi Epsilon, Tau Beta Pi, Phi Kappa Phi, A.S.C.E., and S.A.M.E.

Upon graduation he passed the Engineering Training Examination, the first step in becoming a registered engineer in Virginia. He also received his commission as Second Lieutenant in the United States Army, but obtained a deferment from active duty to enter the Graduate School at V.P.I. to complete the requirements for a Master of Science degree in Municipal Engineering and Administration. During this time he was an instructor in the Civil Engineering Department.

With the completion of his graduate work in December, 1957, the author will begin a two year tour of active duty with the Army.

XV. APPENDICES

APPENDIX A

In an attempt to see what the consolidated town's future population may be, calculations have been made to estimate its growth.

There are many different methods of prediction. A graphical comparison was chosen as the most reasonable for Christiansburg and Cambria. In this method the past population data of the two towns is combined and compared with the same information from other communities with similar characteristics.

The populations of similar towns are plotted on a vertical scale. The horizontal scale represents the time factor. The number of years since a similar town had the population that the consolidated town now has are the time units used. After data for the similar towns have been plotted, another line is plotted, following the general trend of the lines already on the paper. This line represents the future population of the town for which the information is desired.

The other towns and cities chosen for the comparison and the reason they were picked are:

- | | |
|---------|--|
| Radford | A city offering prospective industry adequate water and railroad transportation that will be offered by a consolidated town. |
| Salem | A court house town which is just awakening to industry. |
| Fulaski | Another town in the immediate area which is and has just gone through industrial expansion. |
| Galax | A court house town in expanding southwest Virginia. |

The graphical comparison, as shown in Figure 2, gives the future populations of the consolidated town as 4,400 in 1960, 5,100 in 1970, and 6,300 in 1980.

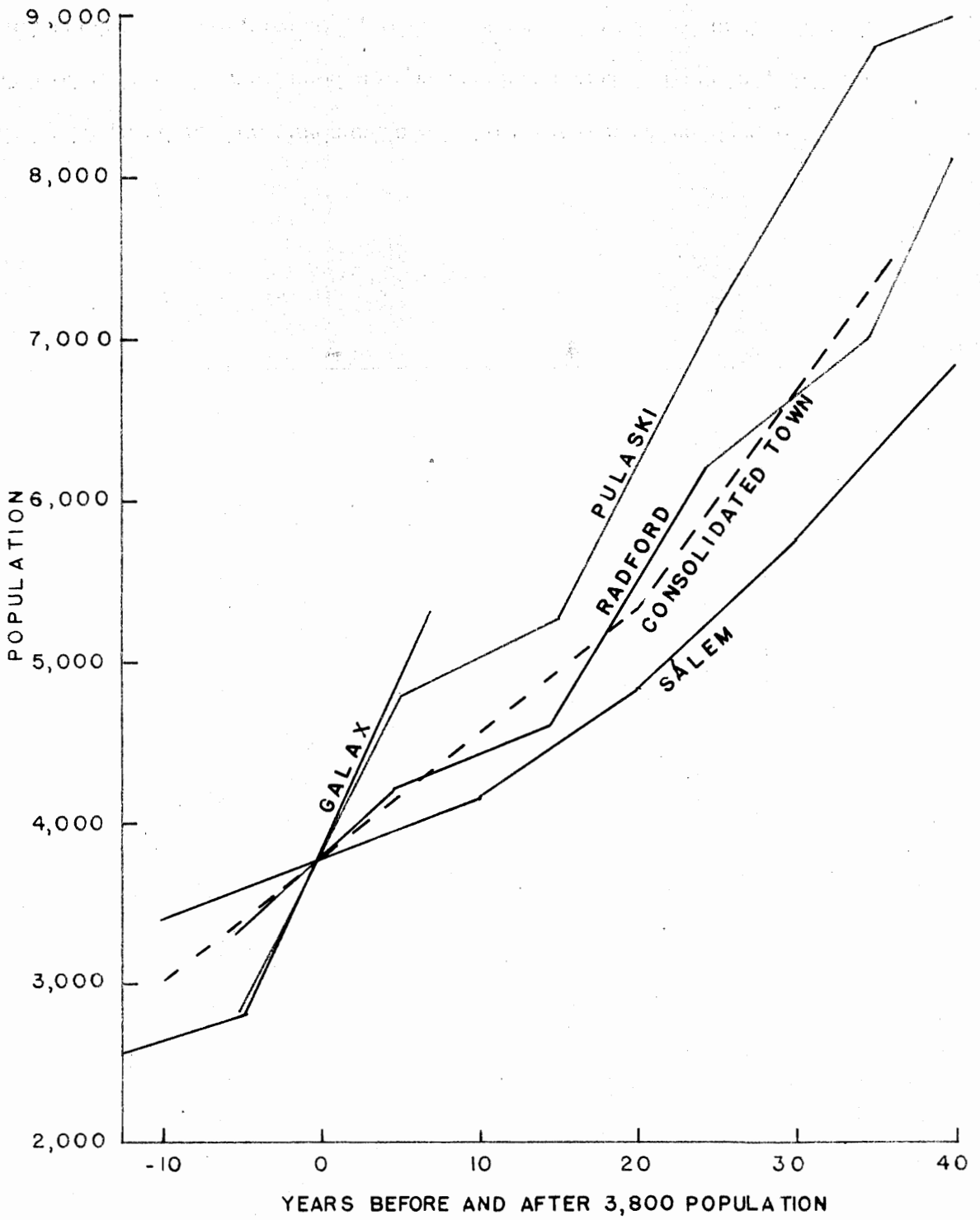


FIGURE 2. COMPARISON OF POPULATIONS OF VIRGINIA TOWNS

APPENDIX B

Calculations and Design Standards used in
Cambria's Proposed Sewerage System

The criteria followed by Christiansburg in determining the size of sewer lines was used in the plans for Cambria's sewerage system. In order to determine adequacy of these sizes, Kutter's Formula for open channel flow¹ was used in calculating the volumes that could be carried using various pipe sizes and gradients.

The formula is:

$$V = \frac{\frac{1.49}{n} + 41.67 + \frac{0.0028}{S}}{1 + \frac{n}{\sqrt{R}} \left(41.67 + \frac{0.0028}{S} \right)} \sqrt{RS}$$

in which:

V = Velocity of flow

R = Hydraulic radius

S = Hydraulic gradient

n = A coefficient equal to 0.015 for vitrified-clay pipe, which is recommended for this project.

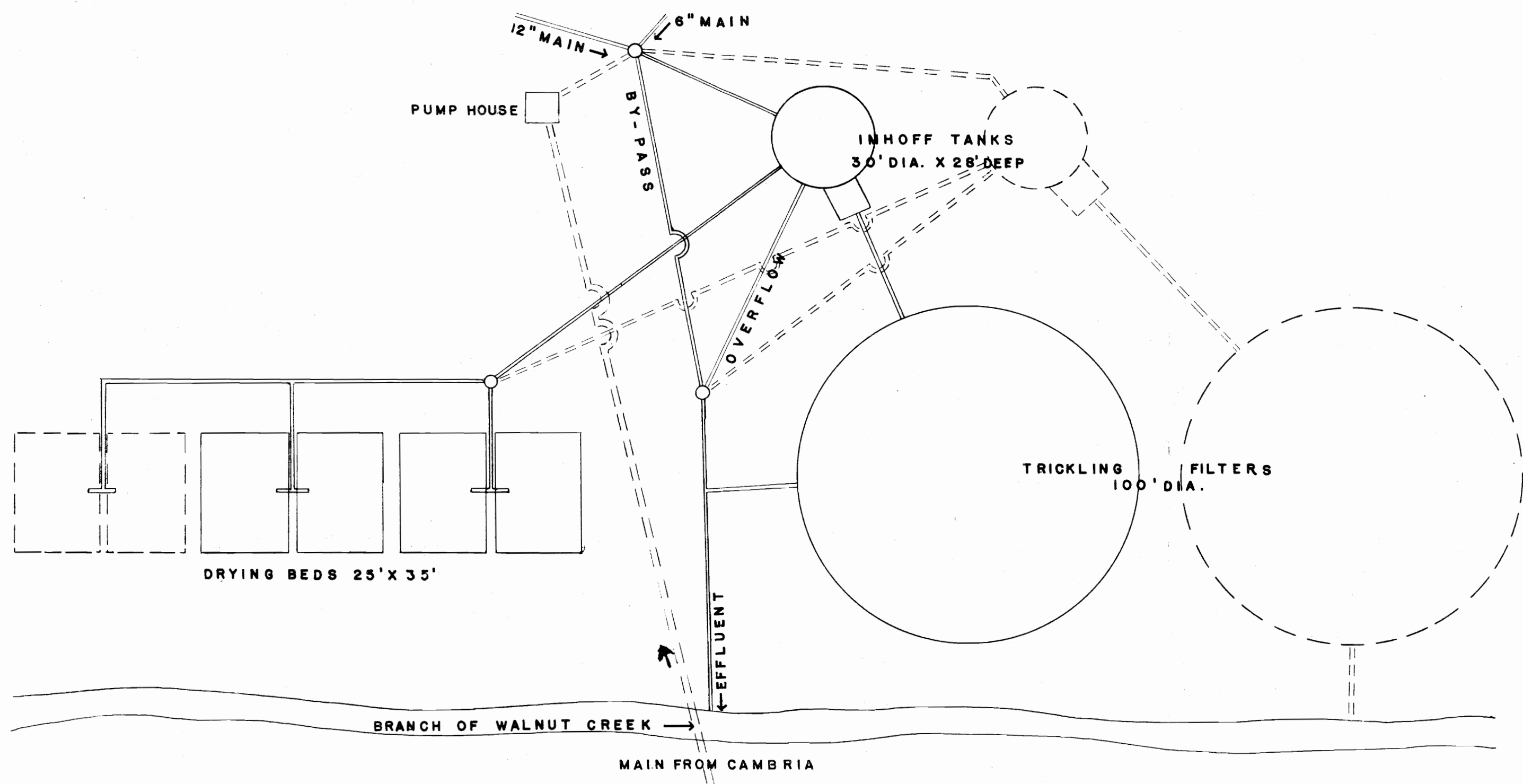
Different combinations of variables in Kutter's Formula were used in the calculations, with the results showing all pipes are of sufficient size.

¹ Civil Engineering Handbook, p. 833.

Using the smallest pipe (6 inches), flowing only half full, on the slightest grade (0.1 per cent), the velocity of flow will be 4.17 feet per second.

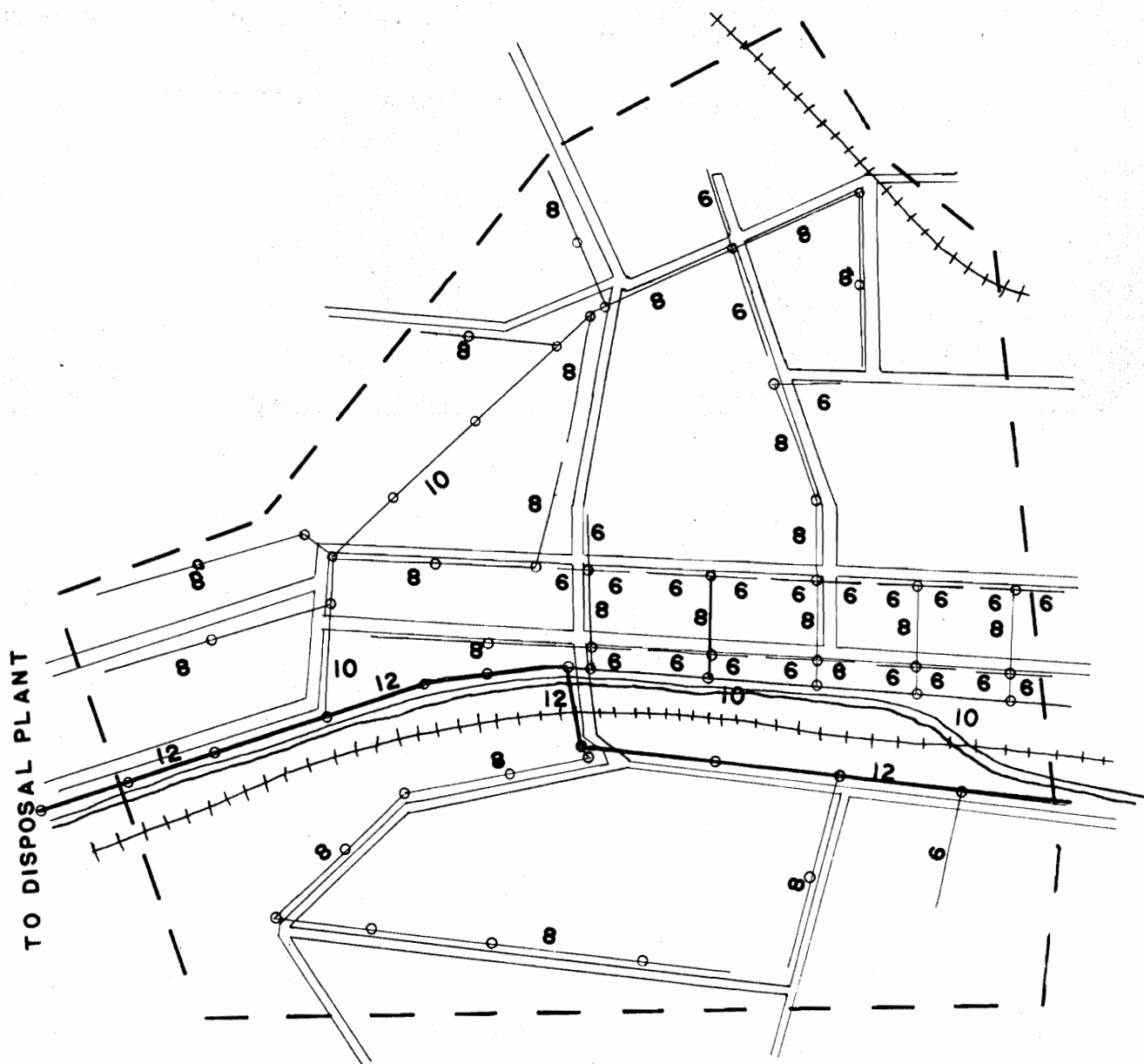
Using the largest main (12 inches), flowing half full, on the slightest grade, the velocity of flow was found to be 6.46 feet per second. This velocity would allow the sewer to carry a flow equivalent to the town's daily water supply in less than half an hour. The amount of daily water consumption in a town is usually considered to approximate a town's twenty-four hour sewage flow, since most of the water used will be discharged into the sewers.

While the main sewer line is large, it should not be a wasted expense. The main 12-inch line will be laid parallel to the Norfolk and Western Railway, where possible future industrial expansion may take place. The large pipe ends at the town line, where it is anticipated an extension will be connected in the future to serve an industrial and commercial area adjacent to Christiansburg on Route 11 and a spur line of the Norfolk and Western Railway.



NOTE PROPOSED ENLARGEMENTS ARE REPRESENTED BY DOTTED LINES

FIGURE 3. CHRISTIANSBURG'S DISPOSAL PLANT WITH PROPOSED ENLARGEMENTS



SCALE 1" = 660'

NOTE - PIPE SIZES ARE INDICATED BY NUMBERS ON THE MAP.
MANHOLES ARE INDICATED BY ○

FIGURE 4. PROPOSED CAMBRIA SEWERAGE SYSTEM