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# NEWS-L

VOL. XVIII, NO. 1

WILKES COLLEGE, WILKES-BARRE, PENN.

## APPRAISAL TECHNIQUES I

The IRA has arranged for Appraisal Techniques I to be offered on the Wilkes College campus by the International Association of Assessing Officers. This course is designed for those persons who have not attended previous schools and for those persons who have recently entered the assessment/appraisal field. The course offers instruction in the basic appraisal principles, techniques, and methods.

The course will be conducted from Monday, January 19, 1970 to Friday, January 23, 1970. Registration will be held in Room 50, Parrish Hall, Wilkes College. Tuition, an A and AP textbook, and a syllabus are included for \$61.00. Arrangements can be made locally for hotel or motel accommodations.

An examination will be given at the end of the course. Although the examination is not mandatory, a certificate will be awarded those who successfully complete the examination. Successful completion of this course meets the entrance requirement for CAE candidacy.

## TAX EXEMPTION

In the last issue the article on tax exemptions for colleges and universities dealt with the constitutional and legal basis for exemption. This second and final part deals with the economic and cultural impact of a college on the community.

The economic impact of a college — often not fully appreciated — is the result of the dollars spent on payrolls, construction, and purchase of supplies and materials locally, and the economic power of its faculty, non-professional staff, and student body. While it may appear difficult to estimate the total economic impact, it is a fact that colleges tend to be steady employers and are relatively recession-proof in comparison with industry.

Many studies confirm these conclusions. Ernest R. Bonner in "The Economic Impact of a University on its Local Community," (AIP Journal, September, 1969) stated:

"Each dollar directly expended by the university generates a host of indirect transactions . . . In addition to direct and indirect effects, the total economic impact of the university cannot be assessed without considering induced effects as well. The total impact will be defined as the sum total of the direct, indirect, and induced effects."

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# NEWS-LETTER

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WILKES COLLEGE

VOL. XVIII, NO. 1

WILKES COLLEGE, WILKES-BARRE, PENNA.

JANUARY 15, 1970

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The study estimated that the expenditure of \$1.00 by the university invokes \$1.37 worth of production of sales (in the Boulder, Colorado, area).

Another study by Richard Vizard on the economic impact of Husson College in Bangor, Maine, shows that a small college may have a significant impact on both income and employment in the community and in the surrounding area. The author found that the largest source of expenditures was student spending over and above the college fees. These supplementary expenditures may not all represent a net addition to the economy. Some students come from the area and derive their funds from it. Students may receive income from jobs, loans or scholarships within the area. When the funds generated within the area were deducted from the total spending, it was found that funds from outside the area amounted to 66% of the total spent.

The income multiplier for higher education and for student spending was estimated at 2.9.

The author stated that the multiplier also creates new jobs. In a growing college the demands of more employees and a larger student body create more local jobs. As a result of student supplementary spending, the impact of the college on local employment was found to be much greater than would be expected from the number of its employees. It is actually equal to that of a manufacturer employing many more workers.

The author made his point by comparing the college to a hypothetical shoe company which brought the same amount of export income as the college to the area. He concluded that the employment multiplier is higher for a college than for the shoe factory. The employment multiplier for the shoe company was estimated at 1.33. Assuming that export income generated by the college had the same indirect impact on employment as the hypothetical shoe factory, the college's impact on local employment has a multiplier effect of 2.33.

In other words, the author concluded that for every three new jobs in the shoe factory, one new job was created indirectly; but, every three new jobs at the college creates four additional jobs in the community.

Mr. Vizard further stated, "The size of the income multiplier depends on the average amount of local spending. Thus, an industry which acquires all of its resources locally has a higher multiplier than one which purchases large quantities of materials outside the area." It goes without saying that because a college requires

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INSTITUTE OF REGIONAL AFFAIRS

Dr. Hugo V. Mailey, Director

NEWSLETTER

VOL. XVIII JANUARY 15, 1970 NO. 1

This News-letter, published monthly as a community service, originates in the Institute of Regional Affairs of Wilkes College. Notes and inquiries may be addressed to Dr. Hugo V. Mailey, Director, Institute of Regional Affairs, Wilkes College, Wilkes-Barre, Pennsylvania 18703. Subscription free upon request.

fewer purchases outside, the economic impact is equal to that of a factory with a much larger number of employees.

The direct economic impact that Wilkes College has had on the community can easily be ascertained when the following data is considered:

- Wilkes students spend in the area (\$2,300,800)
- Wilkes payroll spent mostly in the area (\$2,561,281)
- Wilkes College operating expenses, excluding faculty salaries, were (\$3,118,000)
- Wilkes construction, all done by local contractors, was (\$1,118,300 average annually)

The operating costs, largely spent locally, now approximate \$6,000,000 per year, increasing at a rate of \$1/2 million per year since 1960. Planned expansion costs in the future will average \$1/2 million per year.

Colleges and universities are industries in the full economic sense.

What is frequently overlooked, however, is that all the other community benefits derived from tax exemption of such institutions, are of the indirect, or "spill-over", variety which cannot be measured with the same yardstick. How do you calculate in dollars the value of a college to a community in its efforts to attract new industry? How do you calculate the worth of cultural assets of a university or college? For instance, last year Wilkes College sponsored:

- 9 art exhibits.
- 6 dramatic productions at the College Theater.
- 72 athletic events (football, basketball, soccer, golf, baseball, lacrosse, swimming, etc.).
- 15 special films, including such classics as Anna Karenina, Woman in the Dunes, The Bridge, The Critic, and Juliette of the Spirits.
- 21 concerts featuring such groups as the Wilkes College Band, Chorus, Opera, and the Town and Gown Concert Series.
- 19 recitals by the students and faculty of the Music Department.
- 3 major lectures on the subjects of freedom, world population, and poetry.

Further, how do you calculate the worth of the community service of a college or university? Guidance Center? Institute of Regional Affairs (over 500 received

Certificates of Attainment from Arson Detection to Street Maintenance?) Tax Clinic? Conferences for public school officials? Direct assistance to local government officials? Upward Bound? And many others.

Much less apparent, however, are the intangible benefits. Colleges and universities increase the prestige of a city or region, improve its position in the competition for industrial activities, offer programs which serve many residents not directly a part of the area. These are all important considerations in the marketability of a city and its environs. Criticism of fact that the major community benefits of universities and colleges are not measurable in the same terms as are the benefits of tax revenues. The public readily recognizes, and welcomes, the direct contribution to the community through increased employment. But, the future status of tax exemption for institutions of higher learning in Pennsylvania will be determined ultimately by the significance and relative weight which a community and its officials place upon such intangible, but productive, benefits.

The balance sheet shows conclusively that the loss of revenues to a community because of tax exemption of college property is returned manyfold because the College is there.

HVM

### COUNCIL MANAGER

At a time when the council-manager form of municipal government has become dominant in the United States, it may come as a surprise to be told that managers are now performing much the same functions within our political and governmental system, as they were more than two generations ago. If managers have not changed their functions in response to the new demands of a rapidly urbanizing society, it seems logical to conclude that the profession must be entering a period of infirmity and decline.

John C. Bollens and John C. Ries, both of the University of California, reach an opposite conclusion in a monograph titled "The City Manager Profession - Myths and Realities." The relatively brief book is part of the City Manager Profession Series which is being published by Public Administration Service. This little book focuses major attention on the nature of the environment in which the manager finds himself.

The authors agree with everyone else on the rapidly changing environment in our cities, but maintain that the maintenance of the stable functions of managers in the face of such environmental change adds up to the professional maturity, not old age and decline. Their point of departure is that the functions and justification of the manager profession at various stages of its development were only myths created by partisans in response to cultural values and social conditions at a given time, whereas, in reality, their constant function has been their application of expertise in whatever direction it may lead.

What are the myths of the evolving manager profession?

(continued)

Originally, the city manager plan was developed to provide neutral efficiency, reduced expenditures, and a balanced budget. That is the myth because the original advocates of the plan wanted to make government more democratic and more responsive to the people because of the difficulties of the times. Council-manager government was touted as a significant part of the reform movement against corrupt government at the turn of the century. It was initially a small part of the general reform package. In municipalities dominated by the middle class, city management, which presupposed "neutral non-political administration" to the present emphasis on the manager as a "community leader". The sum total of this recurring and evolving myth is that the manager has usually been considered as an expert in administration, but apolitical even in his modern mythical capacity as a "community leader". The myth has been that he is a professional confined to a purely technical and advisory role. Moreover, today cities are undergoing demographic, technological, and social transformation which demands more leadership than the city manager can exercise.

The truth of the matter is, say the authors, that the manager is and has always been a major political actor in the community. The scope of his political action is determined by the distribution of political power within a community, the degree of consensus among political leaders, and the personality of individual managers, as well as the political values of the community. He has always had a leadership role in urban government; he identifies problems and suggests solutions on which the council can decide. The authors contend that there really was no such evolution of the legitimate and productive functions of the manager, despite the fact that the successive revisions of the IMCA Code of Ethics did reflect a recognition of what they term "myths". They recognize that the functions of the manager varied in relation to the political structure and public sophistication in their attitudes toward municipal government. They do not attempt to avoid the obvious that the functions of a manager in a politically unstable community in which public apathy was the norm would be highly restricted. But the general atmosphere in communities progressive enough to adopt the council-manager plan was such that from the beginning managers have always exercised the whole gamut of clerical, administrative, and leadership functions attributed to the modern manager profession.

The real political resource of the manager, that is not shared by other political actors in the community from the very beginning of the council-manager form has been his professional expertise. Although he has always performed all the modern attributes of a manager, he can in the future only maximize his effectiveness and influence by getting all local issues reduced to a technical level. The more local issues are perceived as managerial ones, the greater the opportunity for managerial leadership.

Thus, while the council-manager plan has gained popularity on the basis of mythical concepts in given periods of history, the reality remains that the "presence

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Thus, while the council-manager plan has gained  
popularity on the basis of mythical concepts in given  
periods of history, the reality remains that the "presence

of a full-time professional participating in the policy  
(read political if you wish) processes of city government  
and exercising supervision over the day-to-day manage-  
ment of local administrative agencies, was, is, and will  
continue to be the unique contribution of the profession.

It has been this stability in the functional reality of  
the management profession, contrary to all the historical  
myths, which has attained for the profession the maturity  
essential to meet the challenges of urbanized America.

It is in the sense of applying their technological  
expertise to policy making that a manager has been a  
political actor.

In presenting an analysis of the major aspects of the  
council-manager plan, its historical development, its  
acceptance, its growth and future, this monograph  
should be required reading for every alert citizen  
vitaly concerned with the professionalism of managers.

PRT and WHN

### COUNTY COMMUNICATIONS SYSTEM

The Luzerne County Emergency Communications  
System will soon be a reality. The Motorola Company  
was recently awarded a contract by the County Com-  
missioners for the base station at the low bid of \$28,802,  
considerably lower than originally estimated. Installation  
should begin within the next 90 days.

The County Commissioners are expected to invite  
bids for the radio units in the municipalities in the near  
future. The county solicitor is presently drafting a  
service agreement that will be signed by the County  
and the Municipalities.

The Pennsylvania Crime Commission will assist in  
the funding of the mobile units as it has in the funding  
of the county base station.

### SEWAGE DISPOSAL GOVERNMENT FUNCTION

A Vermont zoning decision (Kedoff vs. Town of  
Springfield) has interesting implications and relevance  
in Pennsylvania and particularly in Wyoming Valley. A  
sewer disposal plant, constructed by the town, is a  
governmental function. The State has declared by  
statute a policy of water conservation and control of  
water pollution. The sewer disposal plant will carry  
out this policy for the benefit of the people of the state.  
Since this is a governmental function, it is not subject  
to zoning. The residence zoning does not apply.

### NOW YOU KNOW

In short, an urban problem is anything that has  
happened, is happening, could happen, or should happen,  
in a city, a suburb, or a metropolitan area. In addition,  
it is sometimes something that hasn't happened, isn't  
happening, couldn't happen, and shouldn't happen in a  
city, a suburb, a metropolitan area, or anywhere else.

James A. Kalish  
Washington Monthly, 1969



## GLASS STREETS

A Toledo, Ohio, street has been paved with glass in a test program to determine whether discarded glass containers can be substituted for the sand, gravel, and stone now mixed with asphalt for standard paving. The glass was finely ground to prevent cuts in tires and then mixed with asphalt and spread to harden.

Owens-Illinois, a manufacturer of glass, paper, and plastic packaging, is cooperating with the University of Missouri-Rolla and the U. S. Public Health Service in the test. Its purpose is to develop practical means of disposing of solid wastes like glass and plastics through systems which make disposal simple and inexpensive.

## NEW BOULEVARD

Wilkes-Barre City Council has approved the corridor route for the extension of Pennsylvania Boulevard, thereby paving the way for the State Department of Highways to begin drawing plans and specifications for the new four-lane limited access highway through the center of the city. The corridor for the "downtown distributor" was previously approved by the city Planning Commission and Redevelopment Authority and also was endorsed by the Wyoming Valley Motor Club. The highway, which has a No. 1 priority rating in the County, will run through the present railroad yard area in what is known as the city's Industrial Park Urban Renewal Project. The state Highway Department informed local planners that about three years from the date of council's approval would be needed to complete the plans and specifications. This would take the project into the late 1970's or early 1973.

The Industrial Park Project is now centered on acquiring the holdings of five major railroads which run their tracks through the center of the City to one end from the other. Acquisitions of these properties is paramount to success of the renewal project. The railroad land is needed for the right-of-way for the new highway. Negotiations with the railroads have progressed

## IRA NEWSLETTER

Institute of Regional Affairs  
Wilkes College  
Wilkes-Barre, Pa. 18703

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to a point where the city Redevelopment Authority soon will be able to offer each a lump sum. During the past several months, the main problem has been one of relocation — where the railroads will transfer those operations now carried on in the central city yards.

The magnitude of the negotiations with the railroad has never been equaled in this country. Although cities through urban renewal have acquired railroad properties, these acquisitions mostly dealt with one railroad, sometimes two. But no city has ever tried to deal with five railroads at the same time.

The Industrial Park Urban Renewal Project is the largest such undertaking in the region. It has a price tag of more than \$15 million. It has been said that without the Industrial Park Project, nothing the City has done or can do will make sense — all hinges on this project. For example, the city cannot relieve its traffic congestion until the boulevard is built and opened.

## THOUGHTS FOR TODAY

People who get down to brass tacks usually rise rapidly.

Brevity is the next best thing to silence.

## IN THE LIBRARY

**THE CHALLENGE** — Pennsylvania Department of Public Welfare — A bi-monthly publication dealing with mental retardation, child welfare, and public assistance.

**CHICAGO POLICE STAR** — Chicago Police Department — The official publication with articles on current developments in the field of law enforcement.

**CHROSTWAITE'S PENNSYLVANIA MUNICIPAL LAW REPORTER** — Local Government Service — A monthly publication (except August) reporting on municipal law cases.

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VOL. XVIII, NO. 2

## THE JOINT EMERGENCY COMMUNICATIONS SYSTEM

A Joint Emergency Communications System has been discussed with the Board of the County Commissioners, and the Board is in favor of such a system. Funds are now available from the Regional II Council of the Pennsylvania Crime Commission. The County Commissioners have already made the award for the base station at the Court House. The Board of County Commissioners will shortly advertise for the base control units in the municipality, so that eventually 20 to 25 police departments will be tied to the network.

In the meantime thought must be given to bringing fire companies, ambulance associations, and hospitals into the network. Funds for these organizations are available under the Federal Highway Safety Act of 1956.

A meeting of municipal officials, fire companies, ambulance associations, and hospital representatives has been scheduled for Tuesday, February 17, 1970, at 6:30 P.M. in the dining room of the New Men's Dormitory at Wilkes College. Mr. Robert L. Bartlett, Representative, Highway Safety Group of the Department of Highways will explain the guidelines under this act. The session, including a question and answer period, will spell out details of the Federal Highway Safety project that can be financed on a reimbursement of up to 50% of costs.

Make every effort to attend this very important meeting.

## AMBULANCE ASSOCIATIONS

An important meeting of all the ambulance associations in Luzerne County will be held following the general session with Mr. Robert L. Bartlett. Mr. John J. Farrell, of the Office Comprehensive Health Planning of the Pennsylvania Department of Health, and Dr. Michael G. Christy, of the Ambulance Task Force Committee of the Luzerne County Medical Society, will meet with the representatives of the ambulance associations. Representatives of the ambulance association should make every effort to attend this very important second meeting.

## AGREEMENTS

It is imperative that the Base Station agreements which were distributed by Nicholas H. Souchik, Executive

# NEWS-LETTER

WILKES COLLEGE, WILKES-BARRE, PENNA.

Director of the Civil Defense Organization, be duly executed and returned. These agreements are the basis for Base Stations in the County. The writing the specifications that will County Commissioners in advertising second stage in implementing the Communications System.

## BOROUGH COUNCILME

The Institute of Regional Affairs in cooperation with the Public Safety again offer a course in local government for borough councilmen. This course give newly elected borough officials assistance with administrative practices them in their work. Topics that will the course are as follows: Structure of Local Government; The Making of Ordinances; Police, Traffic and Parking Fire and Building Codes; Waste Disposal Health; and Zoning and Planning.

## FIRE COURSE

The Institute of Regional Affairs in cooperation with the Public Safety offer a Fundamentals of Firefighting, Fire Prevention and Inspection course for officers in command positions, and The first course is designed to give standing of such topics as Ladders, Fires, Use and Care of Masks, Rescues. The second course will present topics of Prevention and Inspection, Fire Hazards and Causes, Fire Protection Systems, Inspection Procedures, Incident Records and Reports, Fire Safety Public Relations.

Classes for the Firefighting Course will be held on Thursday at 7:00 P.M., beginning in Room 53, Parrish Hall at Wilkes College. Classes for the Fire Prevention Course will meet every Wednesday at 7:00 P.M. on February 11, 1970 in Room 53, Wilkes College.

The courses are offered free of charge. Certificates of completion will be awarded to all participants.



## STREETS

has been paved with glass in nine whether discarded glass used for the sand, gravel, and halt for standard paving. The prevent cuts in tires and then lead to harden.

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## BOULEVARD

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Valley Motor Club. The 1 priority rating in the present railroad yard area city's Industrial Park Urban state Highway Department about three years from the would be needed to complete This would take the project 1973.

Project is now centered on the major railroads which run center of the City to one end ons of these properties is the renewal project. The the right-of-way for the new he railroads have progressed

to a point where the city Redevelopment Authority soon will be able to offer each a lump sum. During the past several months, the main problem has been one of relocation - where the railroads will transfer those operations now carried on in the central city yards.

The magnitude of the negotiations with the railroad has never been equaled in this country. Although cities through urban renewal have acquired railroad properties, these acquisitions mostly dealt with one railroad, sometimes two. But no city has ever tried to deal with five railroads at the same time.

The Industrial Park Urban Renewal Project is the largest such undertaking in the region. It has a price tag of more than \$15 million. It has been said that without the Industrial Park Project, nothing the City has done or can do will make sense - all hinges on this project. For example, the city cannot relieve its traffic congestion until the boulevard is built and opened.

## THOUGHTS FOR TODAY

People who get down to brass tacks usually rise rapidly.

Brevity is the next best thing to silence.

## IN THE LIBRARY

**THE CHALLENGE** - Pennsylvania Department of Public Welfare - A bi-monthly publication dealing with mental retardation, child welfare, and public assistance.

**CHICAGO POLICE STAR** - Chicago Police Department - The official publication with articles on current developments in the field of law enforcement.

**CHROSTWAITE'S PENNSYLVANIA MUNICIPAL LAW REPORTER** - Local Government Service - A monthly publication (except August) reporting on municipal law cases.

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# NEWS-LETTER

VOL. XVIII, NO. 2 • WILKES COLLEGE, WILKES-BARRE, PENNA. • FEBRUARY 15, 1970

## THE JOINT EMERGENCY COMMUNICATIONS SYSTEM

A Joint Emergency Communications System has been discussed with the Board of the County Commissioners, and the Board is in favor of such a system. Funds are now available from the Regional II Council of the Pennsylvania Crime Commission. The County Commissioners have already made the award for the base station at the Court House. The Board of County Commissioners will shortly advertise for the base control units in the municipality, so that eventually 20 to 25 police departments will be tied to the network.

In the meantime thought must be given to bringing fire companies, ambulance associations, and hospitals into the network. Funds for these organizations are available under the Federal Highway Safety Act of 1956.

A meeting of municipal officials, fire companies, ambulance associations, and hospital representatives has been scheduled for Tuesday, February 17, 1970, at 6:30 P.M. in the dining room of the New Men's Dormitory at Wilkes College. Mr. Robert L. Bartlett, Representative, Highway Safety Group of the Department of Highways will explain the guidelines under this act. The session, including a question and answer period, will spell out details of the Federal Highway Safety project that can be financed on a reimbursement of up to 50% of costs.

Make every effort to attend this very important meeting.

## AMBULANCE ASSOCIATIONS

An important meeting of all the ambulance associations in Luzerne County will be held following the general session with Mr. Robert L. Bartlett. Mr. John J. Farrell, of the Office Comprehensive Health Planning of the Pennsylvania Department of Health, and Dr. Michael G. Christy, of the Ambulance Task Force Committee of the Luzerne County Medical Society, will meet with the representatives of the ambulance associations. Representatives of the ambulance association should make every effort to attend this very important second meeting.

## AGREEMENTS

It is imperative that the Base Station agreements which were distributed by Nicholas H. Souchik, Executive

Director of the Civil Defense Organization of Luzerne County, be duly executed and returned to him immediately. These agreements are the basis for the location of the Base Stations in the County. They are the basis for writing the specifications that will be used by the County Commissioners in advertising for bids - the second stage in implementing the Joint Emergency Communications System.

## BOROUGH COUNCILMEN COURSE

The Institute of Regional Affairs at Wilkes College in cooperation with the Public Service Institute will again offer a course in local government and administration for borough councilmen. This course is intended to give newly elected borough officials an intimate acquaintance with administrative practices in order to assist them in their work. Topics that will be considered in the course are as follows: Structure and Organization of Local Government; The Making of Ordinances; Municipal Finances; Police, Traffic and Parking; Street Maintenance; Fire and Building Codes; Waste Disposal; Recreation; Health; and Zoning and Planning.

## FIRE COURSES

The Institute of Regional Affairs at Wilkes College in cooperation with the Public Service Institute will offer a Fundamentals of Firefighting course and a Basic Fire Prevention and Inspection course for firechiefs, officers in command positions, and volunteer firemen. The first course is designed to give firemen an understanding of such topics as Ladders, Pumps, L. P. Gas Fires, Use and Care of Masks, Rescue, and Oil Fires. The second course will present topics such as: Principles of Prevention and Inspection, Fire Prevention Codes, Fire Hazards and Causes, Fire Protection Devices and Systems, Inspection Procedures, Inspection Practices, Records and Reports, Fire Safety in Schools, and Public Relations.

Classes for the Firefighting Course will meet every Thursday at 7:00 P.M., beginning on February 12, 1970 in Room 53, Parrish Hall at Wilkes College and in Laflin. Classes for the Fire Prevention and Inspection Course will meet every Wednesday at 7:00 P.M., beginning on February 11, 1970 in Room 53, Parrish Hall at Wilkes College.

The courses are offered without charge to enrollees. Certificates of Attainment will be awarded at the annual May dinner to those who meet course requirements.



INSTITUTE OF REGIONAL AFFAIRS  
Dr. Hugo V. Mailey, Director

## NEWSLETTER

VOL. XVIII FEBRUARY 15, 1970 NO. 2

This News-letter, published monthly as a community service, originates in the Institute of Regional Affairs of Wilkes College. Notes and inquiries may be addressed to Dr. Hugo V. Mailey, Director, Institute of Regional Affairs, Wilkes College, Wilkes-Barre, Pennsylvania 18703. Subscription free upon request.

### SERVICE AWARDS

The Institute of Regional Affairs will again offer Service Awards at the Annual Graduation Dinner in May to those local officials who have contributed untiringly over a long number of years in the service of their governments.

Kindly send the name of the employee or official who is deserving of this Service Award to the IRA. Included in those eligible for the Award are: school board members and secretaries, police, firemen, councilmen, mayors, solicitors, engineers, planning and zoning commissioners, and township supervisors. If there are any doubts as to whether a governmental official or employee is eligible, do not hesitate to get in touch with the Institute. This Award is given as an expression of appreciation for ability, wide experience and untiring efforts as an outstanding public servant over many years. A person who has merely minimal service should not be nominated. Nor should any person who has already received such an Award be nominated.

### ZONING LAW COURSE

The Institute of Regional Affairs at Wilkes College will offer a course in Zoning Law and Administration for members of planning commissions and for members of zoning boards of adjustment. This 6-week course will review the legal basis of zoning, including the major decisions that have upheld the use of this major planning tool, and the major definitions of this tool as frequently found in zoning ordinances, and court interpretations. Although designed primarily for boards of adjustment, and planning commissions, the course should also be of interest to the general public, especially those that consistently come into contact with the Zoning Ordinance, such as home builders, architects, and persons dealing in real estate.

Classes for the course will meet every Thursday at 7:30 P.M. beginning on February 26, 1970 in Room 53, Parrish Hall at Wilkes College.

The course is offered without charge to enrollees. Certificates of Attainment will be awarded at the annual May dinner to those who meet the course requirements.

### MIDDLE MANAGEMENT SEMINAR

A ten-session Middle Management Seminar, made possible under a Title I grant of the Higher Education Act of 1965, will be offered to local industry by the Institute of Regional Affairs. The Economic Development Council of Northeast Pennsylvania will co-sponsor the Seminar with the Institute. The Seminar will be conducted by John R. Boehringer of Boehringer Associates.

The purpose, approach, and method of presentation of the Seminar is fully described in a specially printed brochure available on request. The areas selected for analysis and discussion at the sessions of the Seminar are: overview of middle-management function, office management, personnel management, accounting and budget control, procurement, production control, quality control, inventory control, advertising and sales promotion, and continuing self-improvement program.

In view of the fact that the Seminar will have only a limited enrollment, an early registration will assure the reservation of a place in the Seminar.

### AMERICA'S TRANSPORTATION TRAUMA

A recent Report (No. 57) by the ITT Research Institute of Chicago under contract with the National Cooperative Highway Research Board, stated that highway congestion works against the car as a commuting vehicle. The Report went on to say that those who switch from auto to public transportation frequently name the effort and strain of driving and highway congestion as the reasons for the switch. Moreover, the older an individual is, the more apt he is to prefer some form of mass transit to the private car. If the commuter is a man, elapsed time of the commuting is a decisive factor. If a woman, comfort becomes more important.

To meet the changing transportation needs of America, the Advisory Commission, in its latest publication entitled, "State Aid to Local Government," makes several recommendations, among them that of changing so called "anti-diversion" policies to permit State highway-user revenues to be applied to meet mass transportation needs. Twenty-eight States now have "anti-diversion" provisions in their constitutions requiring that highway-user taxes be earmarked exclusively for highway purposes. Most of the remaining States require similar earmarking by the statute. The Commission views the "anti-diversion" policy as another reflection of the rural and intercity bias in State highway programs. Earmarking provisions were adopted at a time when some States were channelling highway-user revenues into welfare, education and other non-highway programs. Without doubt these provisions contributed to the development of the nation's first-rate highway system.

Today, however, transportation goals have changed. City streets and even urban expressways choke with the flow of goods and people. And the urban environment is befouled with noise and fumes. The need is urgent in the metropolitan areas to relieve congestion by sup-

(continued)

plementing highway facilities with mass transit.

Highway-user funds are earmarked on the theory that these taxes should be reserved for facilities that benefit those who pay the levies. This rationale ignores the interdependence of modes of transportation. By relieving congestion, mass transit benefits motorists as well as transit riders — who at other times are motorists too. The Commission urges that all States give clear recognition to the interdependence of alternative modes of transportation and broaden the purposes for which highway-user funds may be allocated to include, particularly, transportation planning and mass transit in urban areas.

### COORDINATION GAP

The Regional Director for environmental protection in the Philadelphia area believes the Pennsylvania Health Department ought to stop harassing stubborn polluters with repeated visits from water pollution engineers, air pollution inspectors, sanitarians, and industrial hygienists. Rather than sending an air pollution man one month, a water pollution man the next, and a sanitarian the month after that, it is his opinion that the Department should strike the polluter all at once. Not only does this let the offender know where he stands, The Rev. Leonard M. Jones argues; but it also sets him up for a "quick, clean legal knockout punch" if he remains stubborn.

"For years and years, unfortunately, the different public health disciplines have gone their merry way without any sense of togetherness. Take the example of a solid waste disposal site of questionable character. Pollutants leach from this site into the ground, and eventually into waters of the Commonwealth. From time to time there are open fires on the dump, polluting the air. And it also serves as a haven for vectors of disease — mosquitoes, flies and rodents."

As the governmental structure now exists, the Sanitary Water Board might issue an order to stop the water pollution; the Air Pollution Commission might order a halt to the burning; and, the Regional Sanitarian might cite the dump for harboring rats. Nowhere does the Department as a whole step back and take a look at the dump as a single public health problem. If the quality of the environment is to be improved, the necessary ingredient is COORDINATION.

### TOTAL COST BIDDING

For years municipal officials have encountered a major dilemma in trying to buy the best equipment available to meet their needs. The problem centers about the competitive bidding process and the preparation of bid specifications for such specialized motor equipment as heavy-duty trucks, front-end loaders, back-hoes, graders, and street sweepers. Specifications which are drawn "too tightly" may restrict competition or disqualify certain manufacturer's products; yet, some officials feel "tight" specifications are needed to assure the city that it will receive proposals for equipment that will meet its needs and specifications, even if competition

may be restricted and higher prices may result.

At the other extreme, specifications that are drawn "too loosely" may result in the municipality receiving a "low bid" that represents minimum initial purchase cost but maximum operating cost resulting from excessive repairs, above-average down-time, and below-average resale value.

Regardless of the municipal official's preference for "tight" or "loose" specifications, one thing is certain — each approach involves financial risks for the municipality and possible failure to get maximum benefit from capital invested in equipment.

To help minimize financial risk and maximize return on capital invested in equipment, the concept of total cost bidding has been developed. Simply stated, total cost bidding is a procedure designed to take into account all major cost factors incurred in the initial purchase, maintenance, and disposal of a piece of equipment.

Under total cost bidding procedures, the bidder is required to furnish: (1) his bid price for outright purchase of the equipment, (2) a guaranteed maximum maintenance cost for the expected useful life of the equipment, and (3) a guaranteed repurchase price for the equipment at various intervals within the useful life of the equipment. From the municipalities standpoint, the initial purchase price plus the total guaranteed maintenance charges during the life of the equipment less trade-in or repurchase price is the municipalities total net cost for the acquisition, maintenance, and disposal of the price of equipment.

A number of advantages to this approach become readily apparent. First, the municipality receives guarantees that it can receive a stated amount as resale value for the equipment at some future date, and total repair costs for the equipment will not exceed a stated amount guaranteed by the bidder. In addition to these advantages, total cost bidding allows all bidders to meet specifications and include several possible alternates to produce the lowest net cost to the municipality. Finally, total cost bidding allows the municipal official to consider all of the cost of equipment ownership, maintenance, and disposal at the time of purchase.

### SOUTHERN COACH GETS AID

Southern Coach Lines, Inc., has reached an agreement with officials of five towns in Tennessee on subsidies that would enable the Company to continue service to these areas under reduced schedules.

The city of Chattanooga has agreed on a subsidy of \$63,000 to enable the company to continue service through next June 30. In addition, agreement has been reached on subsidies from other municipalities served by the local transit system with Signal Mountain to pay \$2,000; Red Bank, \$2,500; East Ridge, \$3,250; Ridgeside, \$250, and Fort Oglethorpe, \$1,650.

### GOLF COURSE

In Hawaii a golf course owner may petition for a special assessment based on the land's actual value. The owner, however, must dedicate the land to golf course use for a ten year minimum and there must be a covenant not to discriminate.



## HOMES FOR AGED

The Delaware Supreme Court recently held that a non-profit corporation operating an apartment building primarily for the aged and handicapped is exempt as a corporation operating for charitable purposes. Even though the corporation charged rentals, the Court held that such rentals were simply to allow it to break even.

Beginning January 1970, Oregon will exempt personal property and that portion of real property of non-profit corporation actually and exclusively used in the operation of home for elderly persons. A corporation with leasehold interest in a home is deemed the purchaser if obligated to pay property taxes, and if the lease provides for the title to vest eventually in leasee. The leasee to exemption is operative only for tax years 1970-71 to 1974-75. To qualify, corporations must be non-profit; 95% of the income, exclusive of investment income, must come from payment or living and medical expenses by or on behalf of the elderly; no part of the net earnings should inure to the benefit of private stockholders or individuals; and on dissolution the assets are to be distributed to the exempt corporation. Assessors, in determining the true cash value of the property of homes for the elderly persons, must consider exchange value of the property; gross income that could reasonably be expected in renting to the public generally, less operating expenses and reserves for replacement and depreciation; location; and relative supply and demand for similar property.

## INVENTORIES

Connecticut will begin exempting inventories of mercantile establishment under the following schedule: 1/12 in 1970; an additional 1/12 more each year until 100% for 1982 and later.

Oregon will also begin to phase out inventories. Beginning August, 1969, there will be a reduction of 5%, with 10% in 1970 and 15% in 1971. In 1972 the reduction is to be 20% and thereafter it will be 10% per year until August, 1980, when all inventory is exempt.

## IRA NEWSLETTER

Institute of Regional Affairs  
Wilkes College  
Wilkes-Barre, Pa. 18703

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## DEMOGRAPHY

Demographers are looking at five major forces that will shape the next decade as they have shaped the last one. Those forces are:

(1) The huge postwar upsurge in births which produced the biggest ten-year population increase in the nation's history.

(2) The resultant hourglass shape of the U.S. population profile with large numbers of young and old and a relatively small number in the ages between.

(3) The continuing rise of the service industries — as employers.

(4) The shift, even within manufacturing itself, from blue-collar to white-collar jobs.

(5) The increase in years of education and leisure and the decrease in years of employment per worker.

## THOUGHTS FOR TODAY

Conventions are meant to guide, not bind us,  
Whatever your lot in life, build something on it!

## IN THE LIBRARY

**CITY MANAGERS' NEWSLETTER** — The International City Managers' Association — A semi-monthly publication for members of the International City Management Association.

**CIVIL SERVICE JOURNAL** — United States Civil Service Commission — A quarterly publication of the U.S. Civil Service Commission noting recent trends in public personnel administration.

**CLEAN AIR** — Pennsylvania Department of Health — A monthly magazine designed for the purpose of promoting better health and community development through the treatment of air pollution.

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VOL. XVIII, NO. 3

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# NEWS-LETTER

WILKES COLLEGE, WILKES-BARRE, PENNA.

MARCH 15, 1970

## SERVICE AWARDS

The Institute of Regional Affairs will again offer Service Awards at the Annual Graduation Dinner in May to those local officials who have contributed untiringly over a long number of years in the service of their governments.

Kindly send the name of the employee or official who is deserving of this Service Award to the IRA. Included in those eligible for the Award are: school board members and secretaries, police, firemen, councilmen, mayors, solicitors, engineers, planning and zoning commissioners, and township supervisors. If there are any doubts as to whether a governmental official or employee is eligible, do not hesitate to get in touch with the Institute. This Award is given as an expression of appreciation for ability, wide experience and untiring efforts as an outstanding public servant over many years. A person who has merely minimal service should not be nominated. Nor should any person who has already received such an Award be nominated.

## TAX EXEMPTION

Two previous short articles in this Newsletter dealt with tax exempt property, particularly that of colleges and universities. The General Assembly has presently under consideration two bills (HB 1348 and 134A) which would place taxes on land of institutions of higher education. The whole subject of tax-exempt property comes at a time when municipalities are finding it difficult to match revenues and expenditures. The taxpayers' revolt against new taxes and new bond issues seems directed against churches and colleges as the scapegoats. Amidst all the mis-statements and myths about the subject, there are some clear facts.

In the first place, between 25% and 40% of the total land area in a typical city is tax-exempt. This can be easily calculated if anyone would just take the time. Most of this land area is in streets and highways, usually amounting to about 20% of the total land area, depending on the number and size of streets. The remainder of the tax-exempt property (between 5% and 20% of the total land area) is owned by schools, colleges, churches, parks, railroads, utilities, private clubs, cemeteries, hospitals, and governments (local, county, state, and Federal).

In the second place, most of the tax-exempt property in a typical city is owned by governments. The property is in the form of city hall, incinerator, fire houses,

schools, parks, state capitols, post offices, etc. Thus, if all tax-exemptions were removed, one unit of government or another would pay 75% of every tax dollar collected.

In the third place, there is no clear picture of what the assessed or market value of property is worth. A retired English literature professor, Martin A. Larson estimated it to be \$569 billion or one-third of all real estate in the Nation (The Churches: Their Riches, Revenues, and Immunities). A special study (Taxable Property Values) by the U.S. Department of Commerce in 1966 estimated it to be about \$115 billion. The Professor based his figure on an extrapolation of figures of 12 cities and 2 counties. The Department of Commerce figure is based on a census of all governments. Who is correct? Perhaps the Professor should have confined himself to his literature, and leave "extrapolating" to the statisticians.

In reality, most levels of governments that are responsible for placing market and assessed values on property don't perform the function, knowing full well that such property is tax-exempt.

Moreover, it is difficult to agree on assessment value when 2 separate boards assess tax-exempt property for 2 different levels of government. In a 1969 Real Property Inventory for Wilkes College, the IRA found the same property assessed at \$61,940 by the County and \$66,710 by the City. The County assessed still another Wilkes property at \$13,280 whereas the City assessed it at \$24,518. Still a third Wilkes property was assessed at \$62,820 by the County, and at \$192,850 by the City. The same 48 parcels of tax-exempt Wilkes property were assessed at \$1,415,170 by the County and \$1,713,469 by the City. This is a rather wide disparity of over \$300,000 in assessed valuations. Multiply this disparity in assessment valuations by all the tax-exempt property in the City.

In the fourth place, it is ridiculously erroneous to expect that if the tax-exempt privilege were to be completely removed (and anything less than that would be a gross injustice), local governments could expect to cut their taxes by 25% to 40%, since 25% to 40% of the total land area is tax-exempt. In other words, the myth runs rampant that if exemption is removed from the 40% of real property now exempted in a city the general property tax rate could be cut by 40%. The truth of the matter is that if all tax-exemptions were eliminated in the typical city in the U.S. (and not just colleges and churches), out of every dollar additionally paid in taxes, the city would pay about 20 cents more, the schools



INSTITUTE OF REGIONAL AFFAIRS  
Dr. Hugo V. Mailey, Director

NEWSLETTER

VOL. XVIII MARCH 15, 1970 NO. 3

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another 20 cents, the hospitals would pay about 15 cents, the state about 10 cents, and so on. The churches and colleges would probably pay another 5 to 10 cents each. If this is what would typically occur by removing all tax-exemptions, what is gained except creating more jobs for bureaucrats? City revenue may not be increased by the expected 25% to 40%.

In the fifth place, local governments do not bear the burden of tax-exempt property. Rather schools do. It just so happens that in the typical city, the city itself owns as much as 75% of all tax-exempt property, as was mentioned earlier. If the city paid taxes to the other levels of government, including schools, and collected taxes from all tax-exempt property, the city would suffer a net loss (to expect other levels of government to exempt city property while the city taxes the property of the other levels would be a gross injustice). If the Wilkes-Barre, School District should tax Wilkes-Barre City property and vice versa, who would be doing the subsidizing? The consequences might be more far-reaching than any of the City fathers can imagine.

In the sixth place, it is part of the mythology of tax-exemption that any and all tax-exempt property can absorb the tax with little or no consequences. Suppose a non-tax supported college is about to raise \$3,000,000 in a capital fund campaign for a new building. Let us remove the tax-exemption privilege granted by all levels of government (including schools). The annual taxes could run from \$250,000 to \$500,000 on the new building, an annual levy the college may well decide it cannot afford. The trustees thus decide not to build the new addition. Presume further that tuition has already been raised to meet the current tax bill. The trustees then decide they have several courses of action open to them — make it a publicly supported institution, restrict enrollment, permit its buildings to deteriorate, or close its doors. But suppose tax-exempt institutions find that they cannot absorb a tax, what would be the consequence if all tax-exempt property (excluding that of other levels of government and churches) were to be turned over to the typical American city? Who would gain if the city were compelled to operate a college, several hospitals, a few libraries, a cemetery or two, the social service agencies, and all the veterans buildings? Or worse still, what would be the probable consequence if some of

these tax-exempt institutions closed their doors because the tax cannot be absorbed? Suppose a local church closed its doors in order to sell the property for unpaid taxes. Would there be a buyer for the church property — a kind of property that has a limited use? Where does the city find a willing buyer for a hospital — at what price?

In the seventh place, removal of all tax-exemptions ignores the difference between land and improvements to it. Land is hardly ever assessed at more than 15% of actual market value, whereas buildings are assessed from 20% to 200% of actual market value. Thus, the value of tax-exempt property is readily distorted, for tax-exempt institutions have most of their assets in buildings, whereas government (especially local) has most of its assets in land (parks, golf courses, etc.)

In the eighth place, the public furor over tax-exemptions for colleges and churches has diverted attention from the rise in public construction, assets of private pension funds, the lack of a uniform policy on unrelated businesses owned by tax-exempt organizations, the replacement of the property tax as a major source of local government revenue, the shift of the more enlightened local governments to "user fees", and President Nixon's innovative proposal of bloc grants. The Presidents' proposal of \$5 billion in bloc grants by 1975 is twice what could be realized by taxing all tax-exempt property in the whole country. Just think of it!

HVM

## HISTORICAL TRUST

The Historic Preservation Trust of Berks County is seeking to have five buildings in Reading officially declared historical by City Council. The buildings all date to the 18th century with the exception of one which dates to 1846. The buildings have twice within recent years been threatened with demolition. There are no current plans for demolition of the buildings, but the Historic Preservation Trust is wisely not waiting until the next move comes along.

There have been numerous examples of buildings across the country being saved from the first ax, but not from the second. The trust feels that it may be more difficult to stir up enthusiasm when demolition doesn't loom, but it is certainly safe. Many times there has been considerable regret about previous generations' failure to preserve some part of our nation's past. The result often has been expensive reconstruction.

Doesn't Wilkes-Barre have deep roots in the Commonwealth's history? Isn't it inconsistent to call for renovating part of the downtown area so that it will reflect proud heritage of the city and then allow a still existing part of that heritage to vanish?

## ASSESSED VALUATION

The total property valuation in Luzerne County increased nearly \$13,892,062 in 1970 over the 1969 valuation, from \$365,000,930 to a new valuation of \$378,892,992.

(cont'd. on next page)

## (ASSESSED VALUATION cont'd.)

Real estate increased from \$357,990,380 in 1969 to \$372,044,252 in 1970, for an increase of \$14,053,872. Coal showed a slight decrease in 1970 with a total value of \$6,848,740 compared with \$7,010,550 in 1969 for a loss of \$161,810. The increase in valuation over 1969 represents additional revenue income of \$60,000 for the County. The increase amounts to .2 mill since a full mill of taxes yields about \$341,000.

Several Luzerne County communities experienced large increases in assessed valuation during 1969 while others remained stable and some decreased. The certified valuation figures show Plains Township with a tremendous increase in valuation, partly due to the mammoth reassessment of the industrial corridor along Route 315. The township gained \$1,648,255 over the 1969 total despite a loss in coal valuation of \$440,780. Edwardsville Borough, site of major shopping center construction over the last few years, had an overall valuation increase of \$731,770 in the last year from a total valuation in 1969 of \$5,723,840 to the 1970 figure of \$6,455,610. Hanover Township experienced a gain in valuation of \$322,000, almost all in buildings and improvements. Wilkes-Barre Township, which had a valuation gain of \$270,230 in the last year, may show an even greater increase in the 1971 certified valuations due to construction of the large Wyoming Valley Mall, most of which will be in the Township.

Meanwhile, the Wilkes-Barre City figures compiled by the County showed a loss in valuation of \$167,740, found in all categories: land, coal, and improvements. Pittston City's valuation also decreased \$20,606 due to a drop in the valuation of improvements. In Nanticoke, the building and improvement valuation decreased \$83,050 while land increased by \$6,460.

## WHY PUT POLICIES IN WRITING?

Results of an informal 1968 opinion survey taken of state school board associations and state education department official suggests that upwards of 60% of the nation's local school boards (more than 12,000) do not maintain a well-developed system for keeping written policies up to date. Lack of staff, time, or know-how appear to be the main reasons for the confusion and deficiency.

At a time when the schools are under attack by militant teacher groups, by rebellious students, by angry minorities, when taxpayer groups vent their anger out on school bond issues, and when federal funds for education are being cut, the National School Board Association calls for school boards to put their policy house in order and commit their policies to writing. The Association, in its October, 1969 issue of The Journal, states that many boards have no workable system for developing and determining policy statements, or their written policies are woefully out of date, or their policies are contradictory, or their policy statements are shelved in some unknown spot within the central office records.

The NSBA offers the following reasons for school boards putting their policies in writing:

... Written policies show everyone that the board is running a businesslike operation. They reflect responsible board behavior.

... They inform everyone about the board's intent, goals and aspirations. Ambiguity, confusion, and trouble are more likely to result when policies are not written out.

... They give credence to board actions. People pretty much live by the letter, even though they may not agree with every jot and tittle in the board's policy manual.

... They establish a legal record. This is especially important for those local policies that carry the force of law.

... They are impersonal. They make whimsical administration difficult.

... They foster stability and continuity. Board and staff members come and go but the policy manual (kept updated, of course) endures and helps assure smooth transitions when organizational or staff changes occur.

... They contribute to the board's efficiency. Many routine decisions can be incorporated into written policies, thereby freeing up board meeting time for more important matters.

... They give the public a means to evaluate board performance. Publicly pronounced policy statements prove that the board is willing to be held accountable to the public for its decisions.

... They clarify board-superintendent functions. When the board establishes policy guidelines, the superintendent can get on with his daily work.

... They help disarm crackpot critics. The accusations of local cranks seldom prevail in districts that have clearcut and timely written policies that reflect thorough research, sound judgement, and careful planning.

Isn't the above good advice for all local government officials?

## LET ME OUT!

This might be the cry of city officials these days: "Let me out of the enigmatic maze of legislative dictates." For example, the legislature enacts an almost unworkable mandatory arbitration law. Arbitrators come down with decisions necessitating drastic financial arrangements by local officials. What to do? Raise taxes, of course. Wrong! The legislature says, "No, we will not give you the power to raise local taxes", (as evidenced by the defeat in the House of S. 106, the occupational privileges tax raise). Can't raise taxes, so we'll have to cut costs. Right? No, wrong. A recent bill (House 434) would amend the Arbitration Law to prohibit the reduction of the size of police or fire forces after a determination by a board of arbitration.

There is only one answer left. Local governments are going to have to start printing their own money.

Legislative Bulletin  
February 6, 1970  
Pennsylvania League of Cities



## ACTIONS SPEAK TOO

... Your actions communicate as much as your words, so if you are a supervisor don't shut employees out of your actions. The way you do things conveys to the staff your impression of them and in turn helps mold their response to you.

Remember:

1. No one should attend a conference or staff meeting without being told to pass the word. Nothing creates rumors like a communications vacuum.
2. Tell the whole story. A new policy is more easily accepted when the "why" is expressed.
3. Clarify your organizational relationships so that the channels of communication are short and everyone understands how to use them.
4. Eliminate communications blocks.
5. Employee participation in policy making ensures correct interpretation and helps gain acceptance.
6. A well-planned training program for each area of organizational activity helps promote two-way communication within the organization.
7. Don't keep people in the dark — it just creates rumors.
8. Anticipate what will stir up controversy and get your word out before the rumors begin.

Modern Hospital  
May, 1968

## REAPPORTIONMENT

The next reapportionment likely will bring the first urban-dominated General Assembly in the state's history into office.

Commercial Appeal, Memphis

## IRA NEWSLETTER

Institute of Regional Affairs  
Wilkes College  
Wilkes-Barre, Pa. 18703

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## REAPPORTIONMENT

The suburbs — not the cities or rural areas — stand to be the big winners when state legislatures apply 1970 census returns in the second wave of reapportionment under the "one man, one vote" mandate.

Concord (Calif.) Transcript

## PREVENTIVE GEOLOGY

Calling for "a more meaningful and practical dialogue among geologists, engineers, and city planners," Hollis M. Doyle, Assistant Secretary of the Interior for Mineral Resources, stated at a San Francisco meeting recently, "It's high time we applied some preventive geology. To solve its deepening environmental problems resulting from urban growth, the nation must make better use of its earth sciences. Too often, a housing development is planned, a complex industry facility is laid out, a bridge built, a road constructed, without knowledge of the terrain conditions or hazards that might have been avoided."

## THOUGHTS FOR TODAY

An income tax cocktail is two drinks and you withold nothing.

The girls with the least principle draw the most interest.

## IN THE LIBRARY . . .

CLEAN STREAMS — A quarterly newsletter concerning recent trends in the treatment of stream pollution.

COMMUNITY — A magazine providing information concerning problems in community administration.

COMMUNITY SERVICES OF PENNSYLVANIA — This monthly publication presents information of federal and state welfare legislative activities.

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VOL. XVII, NO. 4

WILKES COLLEGE, WILKES-BARRE, PENNA.

APRIL 15, 1970

# NEWS-LETTER

APR 15 1970

WILKES COLLEGE

## LOCAL GOVERNMENT DAY

The language of the Act No. 22 of 1965 creating this observance states as follows:

"... The Governor shall issue, annually, his proclamation designating and setting apart April 15 as Local Government Day and calling upon the citizens of the Commonwealth to recognize the vital role of local government, including municipalities and school districts, in the preservation of our heritage of freedom, justice, equality and self-government, and to remind the people that unless every individual citizen takes an active interest and assumes responsibility in his local government, there can be real danger he will be losing control to the State and Federal government over problems which he knows best, such as public education, health, and safety . . ."

## ANNUAL DINNER

The eighteenth Annual Dinner for Award and Certificate winners will be held in the dining room of the New Men's Dormitory at Wilkes College on Tuesday, May 26, 1970 at 6:30 P.M. This is a gala occasion for local officials, local government employees, and others in Northeastern Pennsylvania, particularly in Luzerne County. This Annual Dinner brings to a climax all of the year's activities conducted by the Institute of Regional Affairs.

The main speaker of the evening will be the Honorable William T. Schmidt, new secretary of the Department of Commerce in the Commonwealth. This department has assisted this area with large grants-in-aid in order to stimulate its renaissance and redevelopment. It is expected that Secretary Schmidt will have a very timely and informative message for all of us interested in the economic health and prosperity of Northeastern Pennsylvania.

## HAZLETON POLICE CIVIL SERVICE

The Institute of Regional Affairs has prepared a set of rules and regulations for the Hazleton Police Civil Service Commission so that the Commission and the City Council can employ police under the Civil Service statutes of the State. The Institute has been rendering this type of professional non-profit service to Civil Service Boards and Agencies for the past 18

years. Benefits of this type of testing service are: the selection of qualified candidates, the measure of employees' skills, the administration of promotion fairly, and the improvement of personnel morale. Thus, the Hazleton Council and the Civil Service Commission join the growing list of municipalities in Wyoming Valley who avail themselves of these testing services.

## WAGE DATA

The IRA is preparing the 1970 survey of salaries, wages and fringe benefits in Luzerne County municipalities. The Survey has been a continuing project of the IRA over the past six years.

Secretaries and clerks have been forwarded the 1969 Survey for reference in providing the 1970 data. The footnotes in the 1969 Survey should be carefully checked for any changes.

The 1970 budget data on salaries, wages, and fringe benefits should be returned to the IRA so that the Annual Survey can be completed by May 1. If the information is not made available in reasonable time, the data assembled from the cooperating municipalities will be published.

## DIRECTORY

The Institute of Regional Affairs maintains a complete directory of all local officials and organizations in Luzerne County, not only for the mailing list for the IRA Newsletter, but also for communications from the Institute of Regional Affairs. Fire companies and departments have been mailed forms to be completed and returned to the IRA so that a 1970 directory can be compiled. These forms should be returned immediately to maintain an accurate directory.

## WARRANTS

A 62% increase in the service of outstanding warrants has been noted by the Los Angeles Police Department through use of the "automated want/warrant" system. This permits the return of criminal want/warrant information from a computerized file within seconds and is the first step toward a centralized, country-wide, rapid retrieval want/warrant information system.



INSTITUTE OF REGIONAL AFFAIRS

Dr. Hugo V. Mailey, Director

NEWSLETTER

VOL. XVII APRIL 15, 1970 NO. 4

This News-letter, published monthly as a community service, originates in the Institute of Regional Affairs of Wilkes College. Notes and inquiries may be addressed to Dr. Hugo V. Mailey, Director, Institute of Regional Affairs, Wilkes College, Wilkes-Barre, Pennsylvania 18703. Subscription free upon request.

TRANSPORTATION REGIONS

A major transportation issue in Congress this session will be Senator Warren Magnuson's proposal to establish regional commissions to coordinate all transportation policies within a given area. The bill (S. 2425) is pending before the Commerce Committee (of which Magnuson is chairman).

Under the provisions of this proposed legislation, the Secretary of Transportation would be authorized and directed to designate, with concurrence of the governor of a state, appropriate "major transportation regions." Existing regional commissions could qualify under the terms of the bill.

Each regional commission would develop plans, research and development programs and demonstration projects for balanced and coordinated regional transportation development. Each region would be required to formulate a long-range overall transportation plan designating the priority of transportation needs and identifying the transportation resources of the region. The commissions would also develop specific plans for the development of an improved transportation system within the region. Furthermore, each regional commission would initiate research and development programs to improve intercity passenger transportation and any other transportation service essential to the region. Actual demonstration projects would be authorized.

Federal assistance would be disbursed pursuant to a formula based upon area of the region, population and number of municipalities, and would be limited to a maximum of 90%.

Is Northeastern making preparation for such a commission just in case S. 2425 should pass?

SELF-SERVICE OR COLLECTIVE MUNICIPAL RESPONSIBILITY?

Only people living in remote and isolated rural areas today can appreciate that once all of the services now commonly performed by local governments were the sole direct personal responsibility of the individual. Self-service was the rule even in later colonial America,

and a short drive from any center city even now reveals that its vestiges are still prevalent.

Even in sophisticated "cities" like colonial Boston and Philadelphia, the property owner's rain barrel or private well was his only fire protection. The businessman lived in his establishment, providing his own personal protection against invasions of person or property by acting as his own watchman or warding off the intruder with his trusty breechloader. Even such mundane facilities as streets once fronted only the properties of individuals willing and able to do the work themselves. Water was carried from a stream or well, and its purity depended mainly on the good sense of the owner to locate the source higher than his outhouse.

How did self-service give way to collective municipal responsibility? Not, as most people believe, because an omnipotent colonial municipal government or legislature, or even later, the state, recognized collective responsibility for the public health, welfare, and morals of its people by establishing standards of service and mandating public performance. Individual self-service merely led to voluntary private cooperative arrangements among persons and groups who faced squarely the inadequacies of personal responsibility as population and structural density increased. Primitive, but still largely private, collective responsibility, not state mandate, gradually replaced individual self-service with occasional group self-service. Municipal responsibility was slow in developing, although quite early the "cities" eased into the picture of "municipal" service by various routes. Boston was rather reluctant, choosing to merely encourage private street construction by remitting a portion of taxes to those who built a street on their own initiative. Philadelphia, quite early, took a bolder step by exacting a certain amount of personal labor on its streets annually.

Public assumption of responsibility for fire protection, today commonly acknowledged as a most necessary and basic municipal service, was especially late and hard aborning. The private rain barrel or well proved insufficient as buildings grew closer together. Private fire companies were the first response to the need for some form of collective and more certain security. Operating on the basis of fixed fees, they confined their service to those residences and other structures which displayed their distinctive identification plaque, now the object of intensive search by lovers of antiques, which indicated that the fire victim was a member of the arrangement in good standing. Wise old Ben Franklin demonstrated a high civic sense and concern for those who could not or would not subscribe to private services by organizing the first volunteer fire company in America. The continuing predominance of this form of protection in our time obviously reflects no change in the traditional recognition of collective responsibility for this essential service.

On the other hand neither does it indicate much change in the nature of the collective responsibility of the state and local governments in general for protection of person and property against the hazards

(cont'd. on next page)

MUNICIPAL RESPONSIBILITY (Cont'd.)

of fire. This statement must seem incredible to the citizens who are under the false impression that every municipality is required by the laws of the Commonwealth of Pennsylvania to provide this service. The authority is among the general or specific corporate powers listed in the respective codes for the various kinds of municipalities. Only in this sense has the state moved from its original position of "self-service" toward "collective responsibility."

Third class cities are authorized "to organize a fire bureau, with or without pay" and "to appropriate funds for maintenance of fire protection facilities, equipment, and quarters." Cities may "appropriate for insurance for volunteer firemen injured or killed in line of duty." Boroughs "may make appropriations for volunteer" fire companies. First class townships "may take all needful means for securing the safety of persons and property," "may appropriate funds for equipment, etc. . ." and "are empowered to take measures for fire protection, and have sole discretion to determine what money shall be thus applied." Townships of the second class may "make appropriations for purchase of fire equipment and to maintain fire companies and establish regulations for their governance." Generally speaking, municipal authorities have exercised these corporate powers in varying degrees, ranging from well-organized paid or volunteer protection to little or no active support for this service at all.

To contend, however, that all municipalities are bound by law to provide this service is a misconception. Essential as the service is, even in the remotest and most isolated community, the State to this day does not "mandate" municipal fire protection; it merely "authorizes" and leaves the decision "to have or not to have" to the discretion of municipal governing bodies. Pennsylvania courts have consistently made it clear that municipalities cannot be compelled to provide fire protection.

In 1945, the Pennsylvania Supreme Court affirmed a Berks County decision that the City of Reading "need not maintain a fire department, though it may organize a fire bureau" (Steffy v. Reading). About the same time, the Lackawanna County court held that the Borough of Taylor "may make appropriations for volunteer fire companies, but no duty is imposed on council to do so" (Taylor Hose and Engine Co. v. Borough of Taylor). In Luzerne County, Hanover Township was told in 1947 that "Commissioners of first class townships are empowered to take measures for fire protection, and have the sole discretion to determine what money shall be thus applied" (Uzdilla v. Hanover Township). In 1959, the Union Fire Company was informed by a Berks County court that "making appropriations for maintenance of a fire company is discretionary with the Board of Township Supervisors" (In re Union Fire Co.)

It is strange that the State has accepted the idea of collective responsibility for protection of public health by mandating municipal treatment of sewage, but has not yet required municipal responsibility for protection

against the common hazard of fire. Little wonder that the timidity and reluctant support of fire protection services by some municipalities more and more frequently elicits from citizens the haunting question of what these municipalities would do if granted the generous measure of "home rule" they claim as an inherent right!

WHN

ARBITRATION

In a recent decision by The Supreme Court of Pennsylvania, the Court held that an arbitration panel, in requiring that the City pay premiums on hospitalization insurance for the employes' families, had exceeded its power, because, under the Third Class City Code, a city has no authority to pay premiums on hospitalization insurance for anyone except the employees, and the panel's powers could not exceed those of the city. Although the policemen of Washington, Pennsylvania, would be more concerned about the loss of benefits for their families, students of local government in general, and of arbitration in particular, are more concerned about the substance of and the binding character of compulsory arbitration.

The Court stated that an arbitration panel is neither a court nor an administrative agency. The inherent differences between an arbitration panel on the one hand, and courts and administrative agencies on the other, explains the logic behind the distinction. An arbitration panel is a temporary "one shot" institution, convened to respond to a specific conflict. Once it reaches a decision it is disbanded and its members disperse. The mandate of its decision must not be delayed indefinitely through protracted litigation. The Court quoted the Arbitration Act of 1968 in its reasoning - "The determination of the majority of the board or arbitration thus established shall be final on the issue or issues in dispute and shall be binding upon the public employer and the policemen or firemen involved. . . No appeal therefrom shall be allowed to any court." The law clearly limits the power of the courts in accepting appeals.

Under the Law, a city does not have the right to appeal a decision of an arbitration panel. This means that the only course of action open to a city is that of refusal to comply. After such a refusal to comply with the award of a panel, the police would then seek a mandamus order to compel compliance. As any local government solicitor well knows, there is some risk in a municipality becoming a party in a mandamus proceedings.

Even if a political subdivision cannot appeal the decision of an arbitration panel, the door is opened in the nature of a narrow certiorari. The Supreme Court will review only: (1) the question of jurisdiction; (2) the regularity of the proceedings before the panel; (3) questions of excess in the exercise of powers; and (4) constitutional questions. If this is the case, the opening for the governing body of a municipality is small indeed.

The Court had a very strong word of advice for arbitration panels. Although the field of private labor-management relations, hours, wages, and conditions of

(cont'd. on next page)



## ARBITRATION (Cont'd)

employment continue to be very broadly interpreted, these three aspects of public employment are much more narrowly constructed both by law and by the courts. The findings of panels or commissions in the adjustment or settlement of grievances must be in accordance with the law, which, according to the Court, means only those powers expressly given a municipality by the Legislature. The essence of the Court's decision is that an arbitration award may only require a public employer to do that which it could do voluntarily.

The Court has taken the view that in spite of the fact that neither the relevant constitutional provision nor the enabling legislation clearly delineates the power of the arbitration panels, the salute cannot be interpreted to impliedly grant public employers the power to do whatever a set of arbitrators decree. It can only be hoped that the reasoning of the Court does not constrain local governments and their employees to innovate new programs and policies through arbitration.

The enabling legislation which created the arbitration system in Pennsylvania provides that policemen and firemen "have the right to bargain collectively with their public employers concerning the terms and conditions of their employment, including compensation, hours, working conditions, retirement, pensions and other benefits, and shall have the right to an adjustment or settlement of their grievances or disputes in accordance with the terms of this act." The Court refined this to mean that "the scope of the submission to the arbitrators be limited to conflicts over legitimate terms and conditions of employment." In the Washington decision, paying hospitalization insurance premiums of the members of policemen's families may not have been "legitimate terms or conditions of employment" because such payment was not "in accordance with the law." In future cases, "legitimate terms or conditions of employment" may not be so easy to define. The Court rejected the policemen's argument that such premiums were in the nature of REAL wages, and perhaps rightly

## IRA NEWSLETTER

Institute of Regional Affairs  
Wilkes College  
Wilkes-Barre, Pa. 18703

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so in that such payment indirectly affected the police, jobs affected by abolishment, job descriptions, job classifications, transfers, promotions, checkoffs, suspensions, and a host of others. What are the mandatory bargaining subjects between the police and a city? If these could be delineated beyond the generalities in the enabling statute, arbitration panels (not accustomed to imitations under laws) might stay within certain confines. To recapitulate, no such limits exist in the field of private labor-management relations.

The Washington decision should teach arbitrators a very simple lesson — DON'T SHIFT FROM PRIVATE ARBITRATION TO PUBLIC ARBITRATION WITHOUT FIRST BECOMING A STUDENT OF LOCAL GOVERNMENT. Having arbitrated in both, I can attest to the fact that there are similarities and dissimilarities in both types of arbitration.

HVM

## IN THE LIBRARY

**CONTROL CENTER COMMENTS** — Luzerne County Civil Defense — This one page newsletter gives information on the recent developments in civil defense in Luzerne County.

**COURIER** — Department of Community Affairs — A bulletin reporting bills affecting local government which have been introduced in the State legislature and other news of interest to local officials.

**DELAWARE RIVER BULLETIN** — Delaware River Basin Association — A newsletter noting trends in improving the scenic beauty and usefulness of the basin area.

## THOUGHTS FOR TODAY

Success in only a matter of luck — ask any man who fails.

Tact is the ability to shut your mouth before someone else does.

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# NEWS-LETTER

VOL. XVII, NO. 5

WILKES COLLEGE WILKES-BARRE, PENNA.

MAY 15, 1970

## ANNUAL DINNER

The eighteenth Annual Dinner for Award and Certificate winners will be held in the dining room of the New Men's Dormitory at Wilkes College on Tuesday, May 26, 1970 at 6:30 P.M. This is a gala occasion for local officials, local government employees, and others in Northeastern Pennsylvania, particularly in Luzerne County. This Annual Dinner brings to a climax all of the year's activities conducted by the Institute of Regional Affairs.

The main speaker of the evening will be the Honorable William T. Schmidt, new secretary of the Department of Commerce in the Commonwealth. This department has assisted this area with large grants-in-aid in order to stimulate its renaissance and redevelopment. It is expected that Secretary Schmidt will have a very timely and informative message for all of us interested in the economic health and prosperity of Northeastern Pennsylvania.

## WHERE ARE WE?

According to the February issue of the Pennsylvania Business Survey published by the College of Business Administration at Penn State University, the sixties ended with the best employment level in Luzerne County since 1953. According to the Pennsylvania State Planning Board, the population loss of the fifties, when the county lost 11.5% of its population, turned into a slight increase of 0.6% by 1968.

Accompanying the employment gains was a growth in dollar value of retail sales that closely matched that of Pennsylvania. The volume in Luzerne County amounted to \$470,891,000 in 1967, an increase of more than 24% from 1963. The increase for the State was nearly 26%.

However, improvement in the County's per capita income has not been as good as that in employment. In 1959, the County per capita income amounted to 81% of the national average. Recently it was estimated at 83% for an increase of only 1%. The county per capita income was calculated at \$2,595, as compared with \$3,159 for the Nation, and \$3,176 for Pennsylvania.

The article further states that it was the manufacturing industries of the County that sparked job growth during the sixties. They proved to be extremely stable during the 1960-61 recession. They expanded especially well in 1961-62 and again in 1966. By the end of 1969,

these industries showed an average monthly employment for the year of 53,700, whereas in 1959 manufactures accounted for less than 35% of the total employment while in 1969 they represented 40% of the total.

Employment in nonmanufacturing industries of Luzerne County did not begin to expand until the second half of the sixties. Following the decline of the 1960-61 recession, they held steady until 1965. In most of the years following 1965 they expanded well and steadily. By the end of 1969, this sector reached the best job level since the onset of the 1957-58 recession. Monthly employment in these noncommodity industries is 67,600, amounting to a little over half of total employment.

Meanwhile, unemployment dropped to less than 4% of a labor force that is the largest in more than 10 years. There has been little change in unemployment since 1966, although a slight increase appeared toward the end of 1969. The article shows some skepticism about the stability of employment in another recession, contending that there are elements of instability in Luzerne County's economy. Some kinds of manufacture, especially the manufacture of durable goods, like machinery and metal products, are sensitive to change in market conditions, such as the production of women's dresses, a major product of the County. Today the apparel industry is increasingly at the mercy of style changes. The article concludes that all the industries of Luzerne County show a high degree of sensitivity to seasonal change in their employment, perhaps as much as a 4.4% shift over the period of a year, merely because of seasonal changes in product demand. For Pennsylvania as a whole, the shift amounts to 4.0 points. The seasonal fluctuation in manufacturing of points is much higher than the 1.8 fluctuation in the State as a whole.

## CERTIFICATION

Governor Oglivie's signature on a proposed bill before the Illinois Legislature makes it possible for any Illinois assessor or deputy assessor who has completed the necessary courses of study and training and has been presented a Certified Illinois Assessing Officers Certificate (CIAO) by the Illinois Property Assessment Institute to receive from state funds additional compensation of \$250 per annum.



INSTITUTE OF REGIONAL AFFAIRS

Dr. Hugo V. Mailey, Director

NEWSLETTER

VOL. XVII NO. 5 MAY 15, 1970

This News-letter, published monthly as a community service, originates in the Institute of Regional Affairs of Wilkes College. Notes and inquiries may be addressed to Dr. Hugo V. Mailey, Director, Institute of Regional Affairs, Wilkes College, Wilkes-Barre, Pennsylvania 18703. Subscription free upon request.

HUMAN RESOURCES CENTER

Plans have been announced by the Commonwealth to relocate State agencies providing human services in a new Human Resources Center in central Scranton. The Center will provide offices for 21 State, Lackawanna County and community human service agencies scattered through the City. It will be the first unit in a governmental and civic complex proposed by the Scranton-Lackawanna Development Corporation. The cost of the project, approximately \$3,500,000, will be financed through a bond issue sold by Scranton-Lackawanna Health and Welfare Authority.

The Center idea is a new approach to bringing services to people in one complex. Secondly, it will help in the revitalization of downtown, a joint effort of local leaders and state and local governments.

SUMMER INTERNS

A Public Service Summer Internship program has been made an integral part of the Wilkes College Social Science curriculum in Urban Affairs. Selected students enrolled in the Social Science curriculum in Urban Affairs will be given an opportunity to elect to participate in the practical work of public service activities under the personal direction and guidance of responsible administrators in municipalities willing to meet the degree standards of the College.

The program is designed to supplement and heighten students' academic interest in his field of interest in the Social Sciences through exposure to practical situations; to provide a "trial" experience for the student who is not already committed to a definite career plan; to enable a student committed to a public service career to evaluate his commitment against reality as early as possible; to encourage entry into a public service career.

Students who meet the academic and personal qualifications required would serve as interns for a period of 8 to 10 weeks during the summer at compensation to be agreed upon by the student, the program director, and the participating agency. Three academic credits will be granted for satisfactory performance in the summer internship program. The Internship Program

will be administered by the staff of the Institute of Regional Affairs for "housekeeping" purposes. On-the-job supervision of the student will be the sole responsibility of the agency administrator. Student evaluation by the director of the program and by the agency administrator will be continuous during the internship period. At the conclusion of each summer internship, both interns and agencies will be required to submit program and student performance evaluations.

VIOLENT CRIME  
THE CHALLENGE TO OUR CITIES

This recently published book, "Violent Crime - The Challenge to Our Cities," brings together the Report of the National Commission on the Causes and Prevention of Violence, and an introductory article by Daniel P. Moynihan, Counsellor to the President, entitled "Toward a National Urban Policy." Both of these are concerned with the rising growth of violence in our metropolitan areas, more particularly, the core cities. The Report of the Commission delves into the problem of violent crime in detail, such as a profile of violent crime, the causes and rise of violent crime, and the prevention of violent crime. The conclusions reached by the Commission were:

"Violent crimes are chiefly a problem of the cities of the nation, and there violent crimes are committed mainly by the young, poor, male inhabitants of the ghetto slum.

"In the slums, increasingly powerful social forces are generating rising levels of violent crime which, unless checked, threaten to turn our cities into defensive, fearful societies.

"An improved criminal-justice system is required to contain the growth of violent crime, but only progress toward urban reconstruction can reduce the strength of the crime-causing forces in the inner city and thus reverse the direction of present crime trends."

The Commission agrees with the Commission on Law Enforcement and Administration of Justice wherein their report they stated:

"Warring on poverty, inadequate housing, and unemployment, is warring on crime. A civil rights law is a law against crime. Money for schools is money against crime. Medical, psychiatric, and family-counseling services are services against crime. More broadly, and more importantly every effort to improve life in America's "inner cities" is an effort against crime."

Dr. Moynihan has outlined a ten-point program concerning the role of the Federal and State governments in the approach to violent crime, and the Commission agrees. The Commission emphasizes the point that the national investment in the criminal justice process be doubled, central offices of criminal justice be created at the metropolitan level, and that complimentary private citizen groups be formed.

Although the Commission was concerned with the

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major cities of the United States, the report does hold some significance for Northeastern Pennsylvania. There are a number of questions that will have to be answered. How adequate is our police protection, especially in deteriorating neighborhoods? How adequate are our community relations? Are the police adequately trained? Are they adequately funded? How long can we be complacent and think that it can't happen here? What about the commonly accepted idea of "not getting involved" which is prevalent in our society?

The Commission also emphasized the point that safety in our cities requires nothing less than progress in reconstructing urban life when it stated,

"The Federal Government must provide more and better information concerning urban affairs, and should sponsor extensive and sustained research into urban affairs, and should sponsor extensive and sustained research into urban problems."

"The Federal Government, by its own example, and by incentives, should seek the development of a far-heightened sense of the finite resources of the natural environment, and the fundamental importance of aesthetics in successful urban growth."

Again, although these problems are approached from a Federal point of view, it does raise a number of considerations of those urban areas in the Northeastern section of Pennsylvania. What is your municipality doing about it?

PRT

COMMUNITY IMAGE

Two short readings relating to community image are worth perusing for those who are concerned that Northeastern Pennsylvania raise its stature. Elizabeth P. Dueterman writing in the February, 1970 issue of the Business Review of the Federal Reserve Bank of Philadelphia inquired into the reasons behind Philadelphia's decline as a corporate headquarters by going behind the apparent economic data and talking directly to executives of Philadelphia's major headquarters who make location decisions.

Undoubtedly, many reasons for Philadelphia's loss of headquarters are primarily internal to the corporation. The community may have little influence over these reasons. In numerous cases, however, there are factors in the regional environment that strongly influence corporate location decisions. Civic leadership can exercise some control over many of these factors. There is a basic need for better understanding of what these environmental factors are.

The factors listed in order of relative importance by corporation executives that influence the location of headquarters are the following: housing for management and professional personnel, corporate tax burden, major corporate banking services, air transportation for personnel, local availability of management and professional personnel, community law enforcement, regional public schools, space costs, community image, colleges and universities, cultural environment, regional political environment (SMSA), legal services, availability of other personnel (supporting office staff), local

transportation, local political environment, corporate legal structure, and availability of scientific and technical personnel.

The rank order of the first ten community attributes judged inadequate by the 25 interviews were: community image, hotels, local political environment, availability of scientific and technical personnel, regional political environment (SMSA), dining, proximity to other area headquarters, highways (for personnel use), availability of management personnel, and international transportation.

What does "community image" mean, for a community's image carries surprising weight in evaluating the preferred location for headquarters. It is basically the reputation a region has for being a favorable or unfavorable place in which to live and do business. The reputation may be based on facts or folklore. It may be created by experiences visitors encounter today, or by experiences encountered years ago. The reputation, however, may linger long after facts change. But regardless of how the reputation is created, people are the chief creators. As is true in any study of attitudes, we know that people's views of the facts frequently do not coincide with the facts. Attitudes of executives are no exception. Nevertheless, the subjective attitudes often count more than objective facts when decisions are made. How presidents and board chairmen of Philadelphia's corporations feel about the region as a desirable location on which to maintain their home offices can play a major role in whether they remain in, or leave, the area.

According to the writer, in each case, those attributes rated less than competitive with other regions relate to factors of human quality. She felt that these factors cannot be underemphasized. Corporate decision makers clearly consider the human quality for a community to play a much stronger role in the location of headquarters than in the location of production and distribution facilities. Furthermore, psychological costs appear to have greater weight in locating headquarters than in site selection for other corporate facilities. That the problem is human in nature is more obvious in some instances than in others.

An obvious human problem is the unfavorable grade Philadelphia received as a source of top-quality and professional personnel according to the corporate leaders. Availability of these types of workers in a region is not one of the highest ranking factors evaluated in headquarters decision making. But still it is considered of above-average importance in the ranking game.

Local political leadership, in contrast to that at the state level, has a stronger impact on negative attitudes of executives toward their location. A community of executives toward their location. A community political environment which is unresponsive to business needs can strongly influence an executive's choice of home-office location.

If the resident executives of Philadelphia's large headquarters evaluate human qualities of the environment, plus bed and bread for visitors, such as hotels, somewhat less than adequate, the author concludes that there may be real substance behind the region's poor

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reputation. If not, then opinions held by local executives, if voiced, tend to perpetuate a poor image anyway.

A second piece of resistance is a recent publication titled "Prospects for Growth - Needs for Action" distributed by the Economic Development Council of Northeastern Pennsylvania, an organization interested in the climate for growth in manufacturing and employment for a seven-county area - Carbon, Lackawanna, Luzerne, Monroe, Pike, Schuylkill, and Wayne. This is the group's second attempt to examine that climate. It does not analyze data from secondary sources, but pursues the same methodology by allowing manufacturers to have their say about what is good or bad about the northeast region from an industrial viewpoint.

This project and its special approach offered EDCNP an opportunity to obtain other information from manufacturers in order to update and expand information obtained in a 1966 survey on plant location factors, growth potential, and related data. One objective of an earlier EDCNP survey was continued: Determination of the assets and liabilities of the region considered most important by industry and, specifically, how these relate to their business operations.

The study underscores the importance of the generally favorable labor situation, the nearness to major markets and the excellent highway network reaching to those markets. It catalogues manufacturers' ideas of needed improvements in education, housing, political institutions, and several other areas.

When responding to, "What is our greatest liability? Specifically, how does it affect your plant?" about one-half indicated labor. Although naming labor as a liability seems to contradict its being named as an asset, close examination of respondent's answers indicates that the problem was often one of finding a sufficient number of employees in certain skills. This was characteristic not only of Northeastern Pennsylvania at the time of the survey but of the State and Nation, as a generally tight labor market existed.

The most common statements on the quality of labor referred to a need for better high school education

locally and more opportunity for post-high school and vocational/technical training. Plant management considered that educational attainment of their workers inadequate in high school science and mathematics, as well as technical training at both the high school and post-high school levels.

Although the region is noted for its state parks and large private recreation development, recreation facilities were usually criticized as inadequate at the local level. Thus, it appears from the comments that there is a need for neighborhood parks and a greater variety of entertainment and amusements within walking or short driving distances from highly-populated areas.

It is obvious that both these reports are highly relevant to our area. Not only must positive thinking be employed by the citizenry, but also the factors indicated must be corrected if the area is to grow and prosper as a "good place to live and work."

HVM

### IN THE LIBRARY

**REGIONAL REPORTS** - Metropolitan Washington Council of Governments - A four-page Newsletter published to assist local communities in resolving mutual area-wide problems in the national capital region.

**CUES NEWS** - Center for Urban Environmental Studies at Polytechnic Institute of Brooklyn - A Newsletter dealing with environmental problems in the New York City area.

**DISTRICT FOCUS** - Economic Development Council of Northeastern Pennsylvania - A bulletin devoted to presenting community happenings of Northeastern Pennsylvania.

### THOUGHTS FOR TODAY

It's true that gentlemen prefer blondes, but the reverse is even more true.

When we kill time, we kill what life is made of.

### IRA NEWSLETTER

Institute of Regional Affairs  
Wilkes College  
Wilkes-Barre, Pa. 18703

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# NEWS-LETTER

VOL. XVII NO. 6 • WILKES COLLEGE WILKES-BARRE, PENNA. • JUNE 15, 1970

## ANNUAL DINNER

The Eighteenth Annual Dinner of the Institute of Regional Affairs held on May 26 at Wilkes College not only broke attendance records of all previous IRA meetings, but established the affair as the largest of its kind in the State. More than five hundred government officials from the Northeast Pennsylvania region, and their guests, jammed the spacious crescent dining hall of the New Men's Dormitory at the College to mark the completion of another successful year's program of in-service training for local officials and employees at the Institute and to pay special honor to two recipients of Service Awards for meritorious service to local government throughout a multi-county area.

Arranged by the staff of the IRA, and "emceed" for the 18th year by Joseph F. Gallagher, Esq., Solicitor of Newport Township and Wyoming Borough, the program featured an address on "The New Northeast" by Donald Moyer, Executive Director of the Economic Council of NEPA and one on "Community Service" by Dr. Eugene S. Farley, retiring President of Wilkes College. Fred H. Miller, Executive Director of the Commonwealth's Public Service Institute of the Department of Education, who has cooperated with the College's in-service training program for local officials and employees since its inception eighteen years ago, spoke on the need for continuing education and initiated the presentation of Certificates of Attainment.

A total of 469 individuals received Certificates of Attainment from the Public Service Institute in recognition of successful completion of 19 in-service training courses offered by the IRA. Service Awards were given to 60 local government officials by the IRA, nominated by their colleagues, in recognition of exceptional and dedicated public service to their communities.

A special bronze plaque, awarded annually by the IRA to that individual in the region who has contributed outstanding service to the cause of government or community affairs, was awarded to two distinguished citizens. The Honorable Frank O'Connell, Kingston, a member of the Pennsylvania General Assembly and Borough Council member, was honored for his devotion to and accomplishments in the promotion of better local government in his community and State. Dr. Eugene S. Farley, retiring President of Wilkes College, received the Award for his dedicated service to the regional community because of his support to the IRA and therefore for his support in the cause of good government.

In presenting the Service Plaque to Dr. Farley, Dr. Mailey made the following remarks:

"There is no need to repeat the story of the IRA; you'll find it in capsule form in tonight's program. Suffice it to say that it takes over forty pages to write the annual report of its activities.

"It has only been because of his understanding of what the Institute of Municipal Government and its successor - the Institute of Regional Affairs - was trying to accomplish on the campus and off that I stayed at Wilkes.

"The Farley Era of eighteen years was a most productive one, and local governments are all the better for it.

"In grateful recognition of his accomplishments toward community betterment for a third of a century, his dedication to education at every level, his supportive service to the cause of good government, his optimism and imagination in creating the "tomorrows" from the work of the "todays" and in recognition understanding, and support to the Institute of Municipal Government and the Institute of Regional Affairs since 1951, I present this 1969 plaque to E. S. Farley."

Dr. Mailey remarked on both Mr. O'Connell's service to Kingston Borough and in the General Assembly. He stated, "The recipient of the distinguished Service Award is certainly no stranger to the people of the West Side. Upon two different occasions he received both political party nominations to the Kingston Borough Council. He has served in this capacity for a period of ten years, four of which were spent as chairman of the Council. As chairman many changes took place. A swimming pool and park complex became a reality. A new municipal building was erected, the library was enlarged, and the Borough became active in two major authorities, the West Side Land Fill Authority and the Wyoming Valley Sanitary Water Authority. Additional land was acquired for the expansion of industries, parking lots were developed and streets improved. On the state level he has been quite active in the General Assembly, serving on a number of important committees, such as mine and mineral industries, transportation, conservation, and water and air pollution. He has also been an active member of the Joint State Government Commission for the study of the Susquehanna River Watershed Development Program."

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INSTITUTE OF REGIONAL AFFAIRS

Dr. Hugo V. Mailey, Director

NEWSLETTER

VOL. XVII JUNE 15, 1970 NO. 6

This News-letter, published monthly as a community service, originates in the Institute of Regional Affairs of Wilkes College. Notes and inquiries may be addressed to Dr. Hugo V. Mailey, Director, Institute of Regional Affairs, Wilkes College, Wilkes-Barre, Pennsylvania 18703. Subscription free upon request.

Both speakers at the Annual Awards Dinner left little doubt that the main ingredients of the great revival in the Northeast region of Pennsylvania have been energetic people dedicated to the redevelopment of the community by organized effort and to the concept that fragmented local effort must be combined under a cooperative regional attack on economic and governmental problems which have plagued the region since the demise of the coal industry.

Donald Moyer, Executive Director of the Economic Development Council of Northeast Pennsylvania drew a thrilling picture of the "New Northeast" which, he said, has in the last five years received national recognition for its superior attainments in economic development. Citing a long list of accomplishments which have raised the region to its present status, he pressed home the contrast of the image of what was once a one-industry economy with the current soundly diversified industrial and commercial complex. Emphasizing that the national image of the region as the "coal region" has now all but disappeared because of the long effort of regional leaders and the people, he predicted a promising future for the Northeast as the center of a population of more than forty million along the east coast, provided that remaining localism is replaced by a spirit of regional cooperation in all areas of community life.

Dr. Eugene S. Farley, President of Wilkes College, and one of the original prime movers in the renaissance of the area, spoke proudly of specific individuals, who at the low mark of economic decline, initiated the programs which have culminated in our current progress. Tracing the slow but sure growth in the number and dedication of individuals who worked unselfishly for general area progress, Dr. Farley emphasized that the task of revival and development is not finished, and still requires "people to do the job". Noting that the dinner guests were all associated with local governments in the region, he emphasized the fact that fragmented local governments are one of the greatest remaining obstacles to a full realization of the region's potential. Referring to historical experience of our country's growth once the narrow localism under the Articles of Confederation had been supplanted by the cooperative national interest, he called for earnest efforts of local officials to create larger units of local government which would be capable of handling problems which now cross narrow municipal boundaries.

WHN

THE INSTITUTE OF REGIONAL AFFAIRS

Since its establishment in 1947, Wilkes College has participated in every community effort towards economic and social development. From the start, its faculty leaders believed that the College's expansion and development have been inextricably linked to the fortunes of the community and the region.

The Institute of Municipal Government, formed in 1951 out of a mutual desire of town and gown to work with one another for the advantage of both had as its fundamental purpose to guarantee the semi-autonomous structure of American local government, so long as it would retain the capacity to solve its own problems. Many innovations in local government in the Northeastern Pennsylvania region had their beginnings in workshops and conferences sponsored by the Institute.

The commitment by the College in community affairs was duly recognized in 1960 when the Ford Foundation funded the Institute of Municipal Government, the Area Research Center, and the Labor Management Citizens Office.

In 1966, the Institute of Regional Affairs replaced the Institute of Municipal Government as a multi-purpose College organization which views regional problems as belonging to no simple academic discipline, but rather as a contemporary phenomenon spilling into many disciplines. The very creation of the Institute is proof positive that a full across-the-board commitment has been made by Wilkes College. Its resources include not only the College faculty in the Social Sciences but also experts in the region who can lend their assistance.

The Institute of Regional Affairs, in bridging the gap between the scholar and the community, has three basic interrelated goals:

- to help the College relate effectively to a constantly changing urban society.
- to help the component communities of this region to develop a greater capacity for dealing with urban problems and for guiding urban development; and,
- to help contribute generally to the development of knowledge of urban society and processes of change, and to methods of applying this knowledge.

Wilkes College does not have a general extension division as state universities and land grant colleges have. The Institute of Regional Affairs has served as a point of first contact for community requests to deliver extension activities and operate a variety of continuing activities in the community. The Institute of Regional Affairs has been the buffer in handling these service activities. Instead of separating the "extension" from the "academic" personnel, the College through the Institute of Regional Affairs, has been able to find people who have been able to coordinate functions from scholarship to community service under a single canopy.

By utilizing this approach, the Institute of Regional Affairs has operated as a catalyst in stimulating and inducing positive community responses to needs and opportunities. The result of this approach is an Institute

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of Regional Affairs which devotes most of its technical efforts to applied research on a local basis, deals with "nuts and bolts" operating problems of the communities of the Region, and seeks to infuse some new understanding of urban phenomena.

Not from its very beginnings has Wilkes College ever viewed itself as the ideal American institution of higher education located in a peaceful, small, relatively isolated town where its community of scholars could be shut off from the noise and confusion of the world and the region in order to devote their time to intellectual pursuits. The transition from a relatively simple set of conditions in Northeastern Pennsylvania to the highly technical and complex conditions of the 1960's and the 1970's has called for vigorous and alert response from local institutions be they governmental, educational, economic, or social. Not only has the College been a partner in this transition, it has made an investment through the work of the Institute of Regional Affairs that has yielded ideas, techniques, and insights that a small liberal arts college may profitably examine as it ventures more deeply into complex community and area problems.

PRT

PUD

According to Research Report #6 prepared for the National Commission on Urban Problems entitled "Local Land and Building Regulations" by Allen D. Manvel, with 3,664 governmental units responding to a questionnaire, his study reveals that four out of five major cities, two out of three smaller cities, and nearly half of all cities reporting zoning ordinances have now adopted a PUD ordinance. This is a far cry from the bare 80 cities reporting Planned Unit Development ordinances nearly a decade ago when Urban Land Institute published its first major work on the subject. The actual statistics show that of the 3,664 total, 45% (1,648) have PUD provisions; among cities with 50,000 or more population, 63% have PUD's; and, among America's largest cities with 250,000 or more population, 83% (43 out of 52) have PUD's.

The concept of Planned Unit Development is no longer a new idea from the standpoint of the physical planning of land use and development. Recently, the Pennsylvania Supreme Court sustained the PUD ordinance passed by the Borough of New Hope under the Standard Enabling Act. The land was originally zoned for low density, detached, single family use. At the request of the developer, a PUD ordinance was introduced and passed under the Standard Enabling Act with the approval of the local planning commission. The PUD ordinance in this instance spelled out density standards, permissible uses and the percentage of open land and distances between buildings. It left for free distinction the locations and did away with rigid front, side and rear yard requirements, thus allowing the planner to preserve the natural contours of the land. The interesting distinction was that, within the general frame of reference, the Borough Planning Commission was then designated to approve the details such as the placement of the buildings, the open space, recreation facilities, road systems, and so on. A subdivision-type agreement was

written to guarantee improvements and the permits granted. The development involves an 845-unit residential community designed as second homes built around a golf course with the focal point being a lodge and clubhouse. The units are designed as townhouses with an occasional end-of-row duplex. The tract is a 121-acre rolling site in the midst of the small town of New Hope, which is a summer theater town that grew from an art colony.

A group of protestors appealed the issuance of the permits, but the Supreme Court of Pennsylvania sustained the validity of the permits approving the PUD concept. The Supreme Court held that the concept of passing an ordinance with general standards, and leaving to the local planning commission, (rather than the zoning administrative officer or building inspector) the task of filling up the details was perfectly proper under the Standard Enabling Act. The PUD ordinance provides that, after the passage of the ordinance, application is made to the planning commission and that body then hears and decides the details. Obviously, this procedure is outside the general zoning tradition. The Supreme Court stated:

"This general approach to zoning fares reasonably well, so long as development takes place on a lot-by-lot basis, and so long as no one cares that the overall appearance of the municipality resembles the design achieved by using a cookie cutter on a sheet of dough. However, with the increasing popularity of large scale residential developments, particularly in suburban areas, it has become apparent to many local municipalities that land can be more efficiently used, and developments more aesthetically pleasing, if zoning regulations focus on density requirements rather than on specific rules for each individual lot. Under Density Zoning, the legislature determines what percentage of a particular district must be devoted to open space, for example, what percentage used for dwelling units. The task of filling in the particular district with real houses and real open spaces then falls upon the planning commission usually working in conjunction with the individual large scale developer. The ultimate goal of this so-called density or cluster concept of zoning is achieved when an entire self-contained little community is permitted to be built within zoning district, with the rules of density controlling not only the relation of private dwellings to open space, but also the relation of homes to commercial establishments such as theaters, hotels, restaurants, and quasi-commercial uses such as schools and churches. The present controversy before this Court involves a frontal attack upon one of these zoning districts, known in the trade as a Planned Unit Development (hereinafter PUD).

"We must examine the statutory power of the borough planning commission to determine whether such an administrative body may regulate the internal development of a PUD district. The Act of February 1, 1966, P.L. (1965) - requires that all plans for land 'laid out in building lots' be approved by the planning commission before they may be recorded. Thus, the traditional job of the commission has been to examine tract plans to determine whether they conform to the applicable borough ordinances. The ordinances most frequently interpreted and applied by the planning commission are those

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dealing with streets, sewers, water and gas mains, etc., i. e., the so-called public improvements. However, the statute contains no language which would prohibit the planning commission from approving plans with reference to ordinances dealing with permissible building uses as well. Thus, the borough planning commission remains the only other body both qualified and statutorily permitted to approve PUD. Of course, we realize that a planning commission is not authorized to engage in actual rezoning of land."

The Court noted that the Zoning Board of Adjustment was a statutorily created body for the purpose of hearing and deciding appeals on a case by case or lot by lot basis, strictly within the traditional zoning framework. Such a board cannot deal with large developments.

The basic idea of a PUD development is to allow flexibility for both the municipality and for the developer. The developer must attempt to include certain features into a PUD that will give the potential buyer the assurance that the property value will be protected. Since the future tax base of the community is a vital factor too, the developers must build in those features which will help support the economic base of the community. He must respond flexibly and quickly to the market demands. Undue restrictions would be very self-defeating for the municipality. The effect of this upon the economics of development is difficult to foresee. It will, however, permit large corporations to develop vast acreage of land on a programmed basis. Large amounts of capital will be needed for this type of development, many times not found locally. Small size individual operations in the building industry may be shaded into the background.

This kind of imaginative planning will make it possible to develop large tracks of land and at the same time meet the aesthetic needs of the people. It may even control what has been the haphazard development of land, tending to create the standard appearing subdivisions with small pieces of open land which many times has become an eyesore.

If the NEWTOWN concept is not implementable, PUD creations may be the next best thing.

HVM

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## USER FEES

"Many Local Officials Increase 'User Fees' to Ease Fiscal Pinch" headlines a lead article in the Wall Street Journal. These "user charges" amounted to \$22.2 billion for fiscal year 1968, or 19% of all city revenues.

The Urban Data Service of the International City Management Association has stated that user fees nearly tripled between 1955 and 1965. State and local sales, income, and property taxes more than doubled in the same period. The UDS predicts that in the decade ending 1975, "user fees" will increase by 125% compared to forecasts of only a 75% increase in taxes.

Major cities where user fees have substantially outraced general tax increases include Atlanta, Buffalo, Cincinnati, Denver, Kansas City, Philadelphia, San Antonio, San Diego, San Francisco and Oakland. In 1962, user charges "were negligible" in Oakland, but in 1970 about 13% (about \$8 million) will come from sewer service charges, golf course fees, auditorium rentals, and such items as \$1 a page for copies of city reports.

## IN THE LIBRARY

**FBI LAW ENFORCEMENT BULLETIN** - Federal Bureau of Investigation - A monthly magazine noting recent trends in the field of law enforcement.

**FIRE JOURNAL** - National Fire Protection Association - A bi-monthly magazine containing information on fire prevention standards, fire records, and other material of permanent reference value.

**FIREMEN** - National Fire Protection Association - A monthly magazine dealing with fire-fighting techniques, rescue techniques, and prevention programs.

## THOUGHTS FOR TODAY

No real gentleman has ever heard the other fellow's joke.

It's hard to believe that the whole American Revolution started over just one tax.

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VOL. XVII, NO. 7

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JUL 14 1970

# NEWS-LETTER

WILKES COLLEGE WILKES-BARRE, PENNA.

JULY 15, 1970

## SHORT COURSES TO BEGIN IN SEPTEMBER

The Institute of Regional Affairs is now polishing its Short Course School bell to call into session its nineteenth annual inservice training classes for local officials and employees in September. The record of nearly 500 Certificates of Attainment awarded at the annual Spring Awards Dinner attests to the growing awareness of the value of the IRA program, and indicates that enrollments this Fall should reach a new high.

The courses will again be conducted by members of the Institute staff and selected professionals in each field, and will as usual enjoy the full cooperation of the Public Service Institute of the Pennsylvania Department of Education. There is no charge for any course.

Civil Defense Training courses which have been firmed up for the Fall Semester are as follows:

Course	Starting Date
Basic Communications	Sept. 15
Light Duty Rescue	Sept. 16
Auxiliary Police	Sept. 16
Medical Self-help	Sept. 18
Civil Defense Operation	Sept. 21
Radiological Refresher	Sept. 24
Radiological Monitoring	Oct. 1

Courses in other areas will be listed in the August Newsletter.

## POLICE STUDY

Fairview and Wright Townships in Luzerne County have joined the ranks of progressive municipalities determined to upgrade police services in response to community growth attendant to economic development.

The Institute of Regional Affairs has completed a survey and report requested by the supervisors of the two townships titled "Joint Police Service for Fairview and Wright Townships." The Report, based on a thorough survey of the characteristics of this growing area, summarizes aspects of police operations current in the separate jurisdictions, describes the various options for cooperative police activities available under existing statutes, and proposes a specific cooperation agreement tailored to the conditions prevailing in the two townships, and opening the way for a more sophisticated arrangement which other neighboring communities might join in the future.

The Fairview-Wright Report was preceded by an I.R.A.

proposal for merging the police departments of Dallas Borough, and Dallas and Kingston Townships which is being considered for adoption in the near future.

## CIVIL SERVICE RULES

Larksville Borough recently took another forward step in municipal administration by adopting in May its first tailored formal civil service rules and regulations for the Police Department. The rules and regulations were formulated by the IRA staff at the request of the Civil Service Commission. The regulations cover the organization and functions of the Commission, qualifications of police applicants, application and examination procedures, and certification and appointment of officers, as well as rules for suspensions, removals, and reduction in rank, and record system.

## SALARY AND WAGE SURVEY

The report of "Salaries, Wages, and Fringe Benefits in Luzerne County Municipalities" for the fiscal year 1970 has been completed by the IRA and is available at no cost on request by mailing a post card to the IRA in Parrish Hall at Wilkes College. Published annually, this survey is primarily intended to provide local officials with salary, wage and fringe benefit data for elected and appointed officials and employees in each municipality in the County. Officials have found it to be a realistic and valuable tool in the preparation of the annual budget.

## COMMUNICATIONS SYSTEMS

The Institute of Regional Affairs and the Public Services Committee of the Greater Wilkes-Barre Chamber of Commerce have been working on a County Emergency System for the past five years. This system is intended to embrace all aspects of personal and property protective services, including police, fire, ambulance, and civil defense.

There are three basic steps involved in developing such an emergency system. The first, that of purchasing equipment to serve as the base station of the entire system, has already been completed when Motorola Company was awarded a \$28,802 contract for this portion of the network. The second step, that of purchasing 20 fixed-base control units to be located in designated communities, has also been consummated with the execution of agreements between the County Commissioners and the municipalities.

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INSTITUTE OF REGIONAL AFFAIRS

Dr. Hugo V. Mailey, Director

NEWSLETTER

VOL. XVII JULY 15, 1970 NO. 7

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The next step will involve the awarding of contracts for the units in the police vehicles. The IRA is presently working on this phase of the whole plan, which involves securing certain data and information from all police departments in the County.

Finally, numerous mobile radio units mounted in emergency vehicles will be joined to the system to form a comprehensive communications net providing 24-hour protection of lives and property to most of the County's 350,000 people. It is expected that the first two phases will be consummated by the end of September and the third phase by December, 1970.

THE IRA LIBRARY

One of the unique features of the Institute of Regional Affairs is a library which includes a selected, comprehensive collection of about 4,000 contemporary materials dealing with various aspects of urban studies: government, land use, transportation, management, social welfare, education, recreation, and public finance. In addition, the IRA library houses 190 periodicals covering virtually every aspect of urban affairs. These include such magazines as the American Institute of Planners Newsletter, The American City Magazine, American County Government, American School Board Journal, Chicago Police Star, Community Services of Pennsylvania, Council of Governments Regional Reports, County Government, Firemen, Fire News, FBI Law Enforcement Bulletin, Governmental Research Association Reporter, Horizons, (of which the Institute is a contributor), International City Management Newsletter, Municipal Finance, Nation's Cities, Parks and Recreation, Pennsylvania, Pennsylvania's Health, Pennsylvania Magistrates Reporter, The Police Chief, Public Administration News, Public Management, Public Works, State Legislature and Progress Reporter, Traffic Digest, Transaction, Urban Data Service, Urban Land, Western City, and a number of periodicals from individual states which serve as a basis of comparison for the municipalities of Northeastern Pennsylvania.

Although the preceding listing is but a sample of the periodicals that are available to governmental officials and students, it does indicate the width and breadth of information that is available to the public about municipal affairs. A close liaison is maintained with similar

governmental, university, and private sources, providing an integrated clearinghouse for information on the many aspects of urban affairs.

THE ECONOMICS OF HIGHWAY EMERGENCY AMBULANCE SERVICES

It is becoming increasingly risky to be injured in an auto crash or other accident requiring emergency ambulance service, at least according to a report with the above title by the U. S. Department of Transportation.

The Report indicates that governmental units often provide only the most rudimentary management of the total emergency system, resulting in fragmentation and an uneven blending of private enterprise and official responsibility. Ambulance service by funeral homes predominates in the southern states and commercial ambulance firms in the west. Volunteer groups are most prevalent in the middle states and municipal services in New England. The economics of such service is described as "precarious" as to profitability for private operators, quality and continuity of service a community receives, and from the standpoint of the accident victim's survival.

Depending where your accident occurs, your chances of obtaining quality emergency service may be affected by many common inadequacies. Fast communications are often unavailable. Hospital routes are poorly marked, and ambulances must travel streets clogged with traffic. Emergency units in clinic and hospitals are understaffed, and ambulance crews either lack even elementary training or are incapable of dealing with common conditions such as respiratory blockage and hemorrhaging. Scores of counties are without emergency treatment facilities and paramedical personnel of any kind, or even doctors.

On the basis of the surveys conducted for this Report, a number of specific industry concerns and trends were noted. These include:

1. **Finances.** Bill collections, particularly for traffic accidents, are major problems for commercial firms and funeral homes.
2. **Personnel.** Commercial firms have problems in personnel recruitment, training and retention, primarily because of low wage rates, especially since the Fair Labor Standards Act raised the minimum wage to \$1.60 per hour. Volunteer groups complain of a lack of daytime personnel.
3. **Abuses.** Both volunteer groups and governmental purveyors feel that the public abuses their emergency service for non-emergencies.
4. **Competition.** Commercial firms complain of competition from other purveyors in their areas and feel the need for exclusive contracts to assure a more stable level of demand.

Nationally, average charges per ambulance call for a commercial ambulance range between \$25 and \$35. Most funeral homes charge \$15 or less per call, and government services generally fall in a range of \$10 to \$15. Usually purveyors (typically funeral homes) are plagued by high costs, low utilization, and low charges

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per trip to which the community has become accustomed.

The comparative disarray of the nation's emergency medical services is due in no small part to public apathy, ignorance of the development and application of life-saving techniques, and a passive attitude on the part of many welfare officials and professionals, including the medical profession. Therefore, the problem of public education is of paramount importance, along with the willingness of leaders to face squarely the growing crisis, if a substantial proportion of the estimated 20,000 who annually perish because of substandard quality and quantity of emergency services are to survive.

It is estimated that about one-third of the funeral home ambulances will be discontinued because of the economic facts of life. Services by volunteers are expected to continue, but services will be effected by the rising costs of personnel and equipment, aggravated by the apparent reluctance of government and the general public to respond to growing financial needs.

The question of who should pay for emergency services is a fundamental one. Should more of the burden be put upon the specific users themselves, that is, the traffic victim, or should society as a whole bear more of the cost because of the broad extent to which services are utilized?

More and more local governments are aiding services by franchising and zoning service areas, rotating emergency calls among purveyors, providing direct subsidies, and guaranteeing payment for dry runs and noncollectable emergency calls. Among commercial purveyors, 30.6% receive some type of financial support from their community. In rural areas, there is increased numbers of centralized communication and control centers. Area-wide planning and cooperation between municipal, volunteer, and commercial services offers a partial but incomplete solution. Any viable system will cut across municipal, county and possibly state boundaries.

Only by careful planning and coordination among medical, police, manufacturer, and purveyor agencies, and municipal authorities, can a real crisis in ambulance operations be avoided.

W H N

SELF INSURANCE

Glendale, California encountered some problems when it attempted to renew its liability insurance. In 1965, the City secured a comprehensive public liability insurance coverage policy for the period April 12, 1965 to April 12, 1968, for a premium of \$51,969. Policy limits were \$500,000/\$1,000,000 for bodily injury and \$100,000 for property damage. For the first time in the City's history, liability coverage was extended to include streets, sidewalks, and vacant property and was for complete comprehensive liability insurance.

In February, 1968, the city sent out bid proposal forms and specifications to obtain renewal of its liability insurance providing the same coverage. Only one bid was received which called for a total premium cost of \$75,383 per year, or \$369,149 for a three-year period, and further did not meet the City's specifications. The bid was rejected.

The City then decided to retain a professional insurance consultant. The City's insurance committee, in reviewing problems encountered in obtaining liability insurance, recommended that the City be self-insured on its public liability insurance up to \$100,000 and that it secure excess coverage only over the \$100,000 amount. Informal proposals were then obtained on this basis. The insurance consultant suggested several other changes in the insurance specifications. The proposal finally accepted provided the desired comprehensive coverage for \$5,000,000 excess coverage over \$100,000 of self-insurance under a policy with one company plus an additional \$1,000,000 excess coverage over the \$5,000,000 to be furnished by a second company, or a total of \$6,000,000 excess public liability insurance.

When the City was willing to accept a policy with the self-insurance proviso, the three-year cost came to \$35,825 or \$11,941 annually.

NATIONAL LAND USE POLICY

"A national anarchy" is the way Senator Henry W. Jackson (D-Wash.) describes present land planning and adds that "60,000 governmental entities now have local zoning authority, and none wanting to give up any power." On March 24, as Chairman of the Senate Interior Committee, Senator Jackson opened hearings to develop a bill that would establish an almost compulsory land use policy and would virtually compel states to zone all their lands. A 1969 Advisory Commission on Intergovernmental Relations report, "Urban and Rural America, Policies for Further Growth," recommended similar statutes.

His bill will "force" states to exercise their states' rights by allocating land for future industry, recreation, homes and natural preservation. His proposed bill would offer states grants-in-aid to establish state or regional planning bodies under the governors, penalize states that do not participate by withholding federal highway funds, give the newly-created state bodies three years to inventory all lands and then a fourth year to complete comprehensive planning, and create a federal Land and Water Resources Planning Council headed by the Secretary of the Interior.

If Senator Jackson's bill becomes law, it is doubtful that Pennsylvania's zoning laws, which presently permit local ordinances to take precedence over county zoning ordinances, can remain intact and unaffected. The loss of Federal Highway funds will be too great for a state like Pennsylvania to make up from state revenues. The "carrot and stick" approach used by the Federal government is such an effective method of attaining centralization!!!

BUILDING PERMIT FORMS

The U.S. Census Bureau has designed a new building permit application form which could help standardize information collected by local governments throughout the nation.

Some 13,000 county and city offices now issue building permits that vary widely in form and content. This makes it extremely difficult to compile comparative

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information on new construction.

The recommended building permit form was developed by the Census Bureau, an agency of the Department of Commerce, in consultation with the Bureau of the Budget, other government agencies, building permit officials, trade associations, and other organizations.

The applicant provides approximately 20 relatively simple items of information in four major areas; location of the building, type, cost and purpose, selected characteristics, such as dimensions, type of frame, heating fuel, water supply, sewage disposal, air conditioning and parking space; and identification of owner, contractor and architect.

An early version of the form is in use by 30 permit-issuing offices in the metropolitan areas of Cincinnati and Columbus, Ohio. In each area a central organization compiles and publishes data on new construction.

### BARGAINING

Eight states have enacted initial teachers bargaining legislation or revised existing statutes during recently concluded legislative session, bringing to a total of 22 the number of states with such legislation now in force. States placing statutes on the books for the first time include Maine, Nevada, North Dakota, and Vermont. Revisions or supplementary acts were passed in Connecticut, Nebraska, and Oregon.

Binding arbitration except in personal welfare considerations is a noteworthy feature of the Maine act. Nevada confines bargaining to wages, hours, and conditions of employment and stipulates strict anti-strike provisions. Legislation in North Dakota recognizes bargaining agents and establishes a three-member fact-finding commission. The commission is empowered to adopt rules and regulations, including those governing representative elections, as well as acting as a fact-finding body in impasse. South Dakota's statute gives public employees the right to be represented in matters concerning grievances or conditions of employment. Strikes are prohibited.

The Vermont law provides for negotiation rights, with

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mediation and fact-finding to be handled by the American Arbitration Association. Not only are strikes prohibited but the use of any form of legal restraining order is strictly limited. While granting the State Board of Education more power, the Connecticut revisions also provide that the legislative body responsible for appropriations (usually the town council) has 30 days to reject the negotiated agreement. Otherwise, it must abide by it. The Nebraska revision extends the jurisdiction of the Court of Industrial Relations to cover labor disputes in public employment which would only apply to school employees if all provisions of the state's Public Act had been exhausted.

HVM

### IN THE LIBRARY...

**FIRE NEWS** - National Fire Protection Association Publication Department - A technical and educational publication designed to inform members of meetings and current events of fire protection interest.

**GOOD GOVERNMENT RESEARCH BULLETIN** - National Civil Service League - A quarterly publication with evaluations and analysis of government proposals, and articles dealing with needed reforms.

**GOVERNMENT RESEARCH BULLETIN** - Political Research Institute of Florida State University - Published five times during the year, the Bulletin focuses on both political and governmental problems and interests.

### THOUGHTS FOR TODAY

Give it another several years and the wild younger generation will wonder what became of the wild younger generation.

A paradox is a man walking a mile but moving only two feet.

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VOL. XVII, NO. 8

WILKES COLLEGE WILKES-BARRE, PENNA.

AUGUST 15, 1970

# NEWS-LETTER

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### MENTAL RETARDATION SEMINAR

Until now, the mentally retarded have generally been socially neglected because society has taken a hopeless attitude toward them. In the past, institutionalization of the retardate was the accepted pattern. Custodial care was the only type of assistance given by most states. Often the retardation stems from social conditions, in which case treatment of the child in isolation is futile. Studies of the impact of the social environment on the retardate reveal that treatment will be ineffective unless it involves all possible contributing sources to the condition.

New concepts in the treatment of the mentally retarded are constantly being formulated. Today the focus is on a continuum of care provided in the community so that the handicapped individual may remain at home. To realize the goal of keeping the retardate in the community and trying to train him to be a contributing citizen, a greater burden is placed on volunteer social agencies, and medical personnel and especially nurses, and more importantly on the parents of the retardate. The problem, then, is one of training parents, nurses, and even doctors, together with all those who will be working with the retardate, so that they are capable of accepting new concepts of treatment.

There is a need to help the retardate to learn to function semi-autonomously by way of gradual contacts with the larger social system. Hopefully, the retarded individual learns to live within the social system of the family. Emphasis on treatment of either the family or the child to the exclusion of the other has already proved costly (approximately three billion dollars annually), and, more importantly, futile.

It is because parents of retardates are a reservoir of talent for these handicapped that the Institute of Regional Affairs has undertaken to offer a program for the family members of the retardate.

A series of seminars funded under Title I of the Higher Education Act of 1965 will be directed to parents who are most directly concerned with the retardate and who feel the need for basic training. The program will consist of a series of ten evening sessions. Free exchange of ideas with well known authorities in the field will be encouraged.

The program is scheduled to begin in September and end in May. Information may be obtained by calling the Institute of Regional Affairs.

### CIVIL SERVICE

The Institute of Regional Affairs will conduct examinations for applicants for the position of police officer for the Larksville Civil Service Commission on August 29. This adds another regional municipality to the long list who have turned to the Institute of Regional Affairs for assistance in drafting rules and regulations, developing application forms, and testing police applicants.

### GROWTH CONFERENCE

The public is again invited to attend and participate in the TENTH ANNUAL COMMUNITY GROWTH CONFERENCE to be held at Wilkes College on Wednesday, September 30, 1970

The general purpose of the Conference is to provide local officials and the general public with the information necessary to deal with emerging issues that arise in the redevelopment of Northeastern Pennsylvania. The Conferences of the past have been successful in bringing together local government and civic organizations leadership with nationally known authorities in their fields.

The theme of this year's Conference is "Goals for Human Needs." The two panels set up for the Conference will discuss "Comprehensive Health Planning at the regional, county, and local levels" and "New Concepts in Housing at the regional, county, and local levels." Among the speakers who have accepted invitations to speak at the Conference are: Henry Walkowiak, Director, Comprehensive Health Planning, Pennsylvania Department of Health; Robert MacGregor, Executive Director, Health and Hospital Planning Council of Northeastern Pennsylvania; Harold Sherman, Executive Director, Welfare Planning Commission; James E. Reynolds, Peat, Marwick, Mitchell and Company; Francis E. Moravitz, Director, Housing and Community Development; Jack Croes, President, Capital Industries, Inc.; Raymond Condo, Executive Director, Ecumenical Enterprises, Inc.; H. Gordon Council, Director, Breakthrough Operation, Department of Community affairs.

Because of the caliber of the speakers and the timeliness of their topics, it is important that all community leaders in Northeastern Pennsylvania take advantage of the Conference. MARK THIS DATE ON YOUR CALENDAR. DON'T MISS SEPTEMBER 30, 1970!







## ONE MAN, ONE VOTE

In a 5-3 decision February 25, the Supreme Court held that the one-man, one-vote principle must be followed in the election of school boards. The court ruling came in a case disputing the election of trustees of the junior colleges in the Kansas City, Missouri, area. Under a formula prescribed by Missouri Law, Kansas City had about 59 percent of the school-age population, but elected only three of six trustees. A group of taxpayers attacked the arrangement in court. The Missouri Supreme Court had held that the one-man, one-vote rule did not apply to the election of school officials.

The U. S. Supreme Court, however, held that when members of an elected body are chosen from separate districts, each district must be established on a basis which will insure, as far as practicable, that equal numbers of voters can vote for a proportionally equal number of officials.

## POLICE BLOTTER

Generally speaking, a police blotter may be characterized as a book or an index which contains a permanent, chronological record of every official act that comes before the police officer in charge of the desk. Such an index is a skeleton report of a police station's activities for a given period of time. Only the most basic facts are recorded in the blotter. It is not meant to be a detailed report of the particular incident in question.

From this report it becomes possible at a later time to cross-index with other police records to obtain a complete report of the incident. The entry in a blotter is generally the first police notation that is made of an incident. Depending on its final disposition, other report forms may be required, such as general complaint forms, investigation forms, missing/wanted persons, and monthly incident and arrest reports. Therefore, the blotter serves as a reference index for members of the force and becomes an integral part of the police files.

Does your police have a police blotter?

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## SCHOOL BUS TV

Teachers in Cayuga County, N.Y., are using television to start kids learning on the way to school. Since many students spend an hour on the school bus each day coming and going, Dr. Ernest J. Rookey, director of the Finger Lakes Region Educational Development Center, decided to equip the bus with Ampex videotape recorder and TV set and transmit educational programs. In addition to showing lessons en route to school, the bus TV system is used in connection with field trips. Returning from visits to science museums, students review via bus TV what they've just seen, thereby reinforcing the learning process.

"The idea," Dr. Rookey says, "is to take some educational and constructive advantage of travel time."

## THOUGHTS FOR TODAY

A man may be a ham, but his sugar will soon cure him.

People over forty can seldom be permanently convinced of anything. At eighteen our convictions are hills from which we look; at 45 they are caves in which we hide.

## IN THE LIBRARY

GRA REPORTER - Governmental Research Association, Inc. - A quarterly publication of the Governmental Research Association reporting on agency projects.

GREEN MOUNTAIN GOVERNMENT - Vermont League of Cities and Towns and the University of Vermont - A publication of the Vermont League of Cities and Towns presenting material on local government policy.

GRI BULLETIN - Governmental Research Institute - A monthly newsletter concerning recent developments in the federal, state, and local governments.

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# NEWS-LETTER

WILKES COLLEGE WILKES-BARRE, PENNA.

SEPTEMBER 15, 1970

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concepts of treatment.

There is a need to help the retardate to learn to function semi-autonomously by way of gradual contacts with the larger social system. Hopefully, the retardate individual learns to live within the social system of the family. Emphasis on treatment of either the family or the child to the exclusion of the other has already proved costly (approximately three billion dollars annually), and, more importantly, futile. It is because parents of retardates are a reservoir of talent for these handicapped that the Institute of Regional Affairs has undertaken to offer a program for the family members of the retardate.

A series of seminars funded under Title I of the Higher Education Act of 1965 will be directed to parents who are most directly concerned with the retardate and who feel the need for basic training. The program will consist of a series of ten evening sessions. Every participant will be provided with easy-to-read materials and pamphlets so that he will have the feeling that he is attending an education program. Films will be used extensively to assist the parents of the retardates. The formal remarks of the speakers will be published in a Proceedings in the early summer of 1971. Certificates of Attainment will be awarded to those participants who had attended the required number of sessions. Participants will be invited to attend all sessions to assure a comprehensive view of the retardate and his problem.

The Seminar for Parents of Retardates is scheduled to begin on September 23, 1970 at 8:15 P.M., Stark Hall 116, Wilkes College, when the speaker will be Dr. Kurt Hirschhorn, Professor of Pediatrics, Mount Sinai School of Medicine, New York. His subject for the first session of the Seminar will be "Causes of Mental Handicap." Dr. Hirschhorn will speak following the welcome remarks by Dr. Francis J. Michelini, President, Wilkes College; and Clifford Bigelow, President, Luzerne County Association for Retarded Children. The moderator who will introduce the speaker on September 23 will be Dr. Benjamin Clark, Superintendent, White Haven State School and Hospital.

## CLEARING SNOW

Section 522 of the State Highway Law has been amended to require the Commonwealth to clear snow, but not carry it away, from State Highways in cities, and authorizing the Department of Highways to enter into agreements with cities for clearing snow from highways and from reimbursing cities for clearing snow.



INSTITUTE OF REGIONAL AFFAIRS

Dr. Hugo V. Mailey, Director

NEWSLETTER

VOL. XVII SEPTEMBER 15, 1970 NO. 9

This News-letter, published monthly as a community service, originates in the Institute of Regional Affairs of Wilkes College. Notes and inquiries may be addressed to Dr. Hugo V. Mailey, Director, Institute of Regional Affairs, Wilkes College, Wilkes-Barre, Pennsylvania 18703. Subscription free upon request.

THE EDUCATIONAL PARK

The Educational Park: A Guide to its Implementation, a pamphlet published by the Center for Urban Education, is based on an illustrated book prepared under the direction of Dr. Max Wolff by experts in the fields of internal space environment, architectural design, educational economics, school administration, city planning, and transportation.

Mini schools have small enrollments and are dotted around the community. In many situations, they may be the best answer. The Center for Urban Education has worked to develop an alternate method, however, to fit other situations. This method is the Educational Park that incorporates mini schools into a larger framework where different sizes can share their advantages.

Since the Educational Park concept was first proposed about five years ago interest in it has grown. The pamphlet just published by the Center for Urban Education states that "today more than 100 communities are actively studying, planning, even building Educational Parks."

What is an educational park? It clusters educational facilities, that can be broken up into small units, in a campus-like setting and utilizes centrally organized common facilities. It brings together the school population of many small neighborhoods, serving the children and all the citizens of a larger urban community. Its proponents marshal arguments showing its advantages for education in general, for the individual student, for the teacher, for the administrator, and for the community. Educational parks can become the cultural center of the community serving as the central place for meetings, recreation, adult education and training, museums, art centers, and health facilities. Desegregation also is a result of the reorganization of the school systems into educational parks, and some educators believe that integration can be facilitated by this kind of school reorganization.

PENNSYLVANIA COLLECTIVE BARGAINING LEGISLATION

From time to time, the Newsletter will carry the especially significant provisions of the newly enacted collective bargaining legislation for public employees and public employers. Reproduced below are four of the

sections of the new law that carry the greatest wallop:

Section 702. Public employers shall not be required to bargain over matters of inherent managerial policy, which shall include but shall not be limited to such areas of discretion or policy as the functions and programs of the public employer, standards of services, the overall budget, utilization of technology, the organizational structure and selection and direction of personnel. Public employers, however, shall be required to meet and discuss on policy matters affecting wages, hours and terms and conditions of employment as well as the impact thereon upon request by public employee representatives.

Section 703. The parties to the collective bargaining process shall not effect or implement a provision in a collective bargaining agreement if the implementation of that provision would be in violation of, or inconsistent with, or in conflict with any statute or statutes enacted by the General Assembly of the Commonwealth of Pennsylvania or the provisions of municipal home rule charters.

Section 704. Public employers shall not be required to bargain with units of first level supervisors or their representatives but shall be required to meet and discuss with first level supervisors or their representatives, on matters deemed to be bargainable for other public employees covered by this act.

Section 706. Nothing contained in this act shall impair the employer's right to hire employees or to discharge employees for just cause consistent with existing legislation.

REPRESENTATION: A BASIC QUESTION

The representation and voting structures of regional council governing bodies has become an issue of growing importance in the regional business. A number of recent developments have highlighted the issue, and it is a question most every council will be reviewing this year.

There are several reasons why the representation-voting issue is of such vital concern. To begin with, the growing emphasis on regional coordination of local government activities has transformed regional councils into influential agencies with a great impact on the lives of citizens in their jurisdiction. In light of this growing importance, regional councils must reevaluate whether or not they have the proper voting and representation systems to handle increasing responsibilities.

The voting and representation issue was brought to a head in Cleveland last March, when the mayor filed suit against the Northeast Ohio Areawide Coordinating Agency (NOACA) to require reapportionment of the council's governing body on a one-man, one-vote basis. The plaintiffs in the Cleveland suit assert that the city is allotted approximately six per cent of the voting power on NOACA's board, but has approximately 25 per cent of the area's total population. As a result, they feel the citizens of Cleveland are not being represented equally with the citizens of other local governments in the area.

The 1970 Census, and consequent reapportionments based on the new data, will reinforce discussions of this nature. However, initial evaluation of the Census data

is already confirming a shift in population from the central cities to suburban communities. In the final analysis, proponents of the one-man, one-vote system may find they are weakening the central city's role in the regional forum, not strengthening it.

Some of the basic questions raised by the early OEO efforts still persist in the American federal system. If local government, as presently structured, is unable to respond to the needs of both the minority and the majority, then perhaps we must make adjustments in our basic elective process.

This is more than just an academic question for regional councils. Many federal agencies, that are channeling their funds through regional councils, are requiring councils to correct this representation deficiency as well as resource deficiencies in their areas. A case in point is the Department of Housing and Urban Development's recent water and sewer requirement encouraging the involvement of citizen-minority group interests, which they believe are not adequately represented through the present local government elective process.

These are some of the forces which make regional council representation and voting systems a pressing question. It now becomes a more difficult task for councils to review these pressures and ascertain their implications, if any, for their own region. In making this evaluation, regional councils should consider several basic questions.

- What is the purpose or mission of the Council? Is it simply a coordinating or protective device for existing units of local government? Is it a device to meet federal grant-in-aid requirements or a means for logical planning and action?

- Based on a definition of purpose, how can the council assure adequate geographic representation of all parts of the region? Should the system be based on one chief elected executive from each unit of government in the area? Or should a unit receive seats on the policy body in proportion to its share of the region's population. Or is it imperative that an arbitrary, negotiated system be utilized to assure adequate representation.

- Can local officials really represent the interests of all citizens? Should you or can you have representation of both majority and minority interests? If the regional council believes that elected officials should form the major component of the council, with additional representation from other interests in the region, then the basic question becomes one of how these representatives should be selected. Councils may devise other means, rather than governing body representation, to meet this need.

Finally, the real test of the type of representation system developed is performance in meeting the needs of people in the area. If regional council members have a representation-voting system which will succeed in achieving these objectives... a council which can reach a decision and implement it.

We would hope the representation and voting issue will remain a question with flexible answers. Congress, federal agencies and other national groups should not attempt to develop a rigid pattern which must be followed by every region in the United States. Instead, every area

should have the opportunity to assess the objectives of its regional council and develop a system which meets these goals. Unfortunately this option is becoming more and more restricted.

Regional councils must strengthen local government, not by protecting the status quo, but by helping the status quo respond to new government public needs at the local level. Regional councils must be bold in recognizing local government deficiencies and take steps to correct them.

In the end, the question of citizen voting and representation is a manifestation of the increasing domestic needs we have been struggling with for the last few years. Regional councils must form a bridge between existing local governments and new regional delivery systems to better meet the basic needs of all people.

Richard C. Hartman, Director  
Regional Review, July 1970  
National Service to Regional Councils

TO BE HUMAN

B. C. Forbes, the distinguished editor, who was intimately acquainted with most of the business leaders of his time, said that the single regret most retired executives have is that they somehow got so wrapped up in their personal careers that they lost sight of the fact that the men working for them were human beings, not machines...

At the time of his retirement the head of one of America's greatest corporations was asked what he would do differently if he could plan his life over again. "I wish," he answered, "that I had begun thinking about the answer to that question 25 years ago." Suppose - 25 years from now - somebody asked you that question. Maybe now would be a good time to begin thinking about your answer.

The Little Gazette  
June, 1969.

CENSUS

If anyone doubts that America has become a nation of suburban dwellers and not city-dwellers or farmers, last week's Preliminary Census Data for 42 states should make him cast away such thoughts, since suburbs registered gains everywhere and estimates now put 35% of Americans in suburban counties. With some 181-million of the expected 205 million tabulated so far, the Sun Belt and the West have showed the most dramatic gains.

Surprising the Census officials, however, was the larger-than-expected number of counties that lost population. It now appears that almost half the U.S. 3,000 counties will show a decline. "We earlier had estimated that only about a third would lose and we are somewhat surprised by the degree of migration to metropolitan areas," said Conrad F. Taeuber, Associate Director, Bureau of the Census, who directed the 1970 Census.

Most interesting (to residential land developers and planners) is the notable drop in the size of the typical American household - from 3.33 persons to 3.17 persons in each family unit. Officials attributed the change to



three significant factors: 1) A declining birth rate (1968 had the lowest in American history!) 2) Large increase in single-person households and 3) Strong rise in the number of young people who move out of their parent's home at an earlier age. Comments Taeuber, "Widowed grandmothers don't move in with the kids as much anymore, they get an apartment."

### CLEAR THE AIR

Shippensburg State College has a new twist to the ombudsman concept. He's called an "environmental ombudsman." The duties of the environmental ombudsman will be assumed by the college's newly appointed director of safety and security. The ombudsman will be "a receiver of suggestions and complaints concerning real or potential pollution problems on campus."

Clean air will make for clear minds!!! Or is it the other way around?

### COLLECTING PARKING FINES

Fort Lauderdale, Florida, has more than doubled city revenues from parking fines since the city installed a computer system in October, 1969. Before the computer, the average monthly collection on fines was between \$1,400 and \$1,500. But during the first month of computer processing, revenue collected on fines totaled \$3,700.

In this new system, a meter maid issues a citation with one copy for the car owner, another for the court, and a third for the data processing office in city hall. The citation is a pre-numbered IBM card with appropriate spaces for pertinent information. The violator is requested to send his card to the data processing office with the fine. There the card is cancelled as paid, and information on the violator transferred from an active tape to a memory unit for possible future reference.

If the fine is not paid within 72 hours, the computer rejects its copy of the citation and types a warning letter

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to the person to whom the car is registered, and at the same time, increases the fine. Should the fine still not be paid after additional five days, the computer prints a warrant for the arrest of the car owner, and police call at his house to pick him up. He is then finger-printed, booked, and must post bond before his release.

The town fathers claim parking violation fines should not be considered a revenue source. Tax-payers should not support the prosecution of parking violations. The violators should pay for it themselves, and the program should be self-sustaining.

### IN THE LIBRARY

**HUMAN RESOURCES** - Journal of Human Resources - A quarterly publication which gives primary emphasis to the role of education and training in enhancing productive skills, employment opportunities, and trends in incomes.

**INTERNATIONAL ASSOCIATION OF FIRE CHIEFS NEWSLETTER** - International Association of Fire Chiefs - This newsletter is a source of valuable information and educational material relating to fire prevention, fire protection, and fire fighting.

**IUPA LOCAL GOVERNMENT NEWSLETTER** - Institute for Urban Policy and Administration, Graduate School of Public and International Affairs, University of Pittsburgh - Published at the University of Pittsburgh this bulletin gives recent trends in local government.

### THOUGHTS FOR TODAY

Whiskey kills more people than bullets because bullets don't drink.

If marriage is an institution, and marriage is love, and love is blind; therefore, marriage is an institution for the blind.

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VOL. XVII, NO. 10

# NEWS-LETTER

WILKES COLLEGE WILKES-BARRE, PENNA.

OCTOBER 15, 1970

## PENNSYLVANIA COLLECTIVE BARGAINING LEGISLATION

Because the Pennsylvania Collective Bargaining Act has assumed tremendous significance at this time of the year, since it is budget time for many municipalities, the Institute of Regional Affairs presents another very important article of the Act - Article VIII.

**Section 801.** If after a reasonable period of negotiation, a dispute or impasse exists between the representatives of the public employer and the public employees, but if the parties may voluntarily submit to mediation, but if no agreement is reached between the parties within twenty-one days after negotiations have commenced, but in no event later than one hundred fifty days prior to the "budget submission date," and mediation has not been utilized by the parties, both parties shall immediately, in writing, call in the service of the Pennsylvania Bureau of Mediation.

**Section 802.** Once mediation has commenced, it shall continue for so long as the parties have not reached an agreement. If, however, an agreement has not been reached within twenty days after mediation has commenced or in no event later than one hundred thirty days prior to the "budget submission date," the Bureau of Mediation shall notify the board of this fact. Upon receiving such notice the board may in its discretion appoint a fact-finding panel which panel may consist of either one or three members. If a panel is so designated or selected it shall hold hearings and take oral or written testimony and shall have subpoena power. If during this time the parties have not reached an agreement, the panel shall make findings of fact and recommendations:

(1) The findings of fact and recommendations shall be sent by registered mail to the board and to both parties not more than forty days after the Bureau of Mediation has notified the board as provided in the preceding paragraph.

(2) Not more than ten days after the findings and recommendations shall have been sent, the parties shall notify the board and each other whether or not they accept the recommendations of the fact-finding panel and if they do not, the panel publicizes its findings of fact and recommendations.

(3) Not less than five days nor more than ten days after the publication of the findings of fact and recommendations, the parties shall again inform the board and each other whether or not they will accept the recommendations of the fact-finding panel.

(4) The Commonwealth shall pay one-half the cost of the fact-finding panel; the remaining one-half of the cost shall be divided equally between the parties. The board shall establish rules and regulations under which panels shall operate, including, but not limited to, compensation for panel members.

**Section 803.** If the representatives of either or both the public employees and the public employer refuses to submit to the procedures set forth in section 801 and 802 of this article, such refusal shall be deemed a refusal to bargain in good faith and unfair practice charges may be filed by the submitting party or the board may on its own, issue an unfair practice complaint and conduct such orders as provided for in Article XIII.

**Section 804.** Nothing in this article shall prevent the parties from submitting impasses to voluntary binding arbitration with the proviso the decisions of the arbitrator, which would require legislative enactment to be effective, shall be considered advisory only.

**Section 805.** Notwithstanding any other provisions of this act where representatives of units of guards at prisons or mental hospitals or units of employees directly involved with and necessary to the functioning of the courts of this Commonwealth have reached an impasse in collective bargaining and mediation as required in section 801 of this article has not resolved the dispute, the impasse shall be submitted to a panel of arbitrators whose decision shall be final and binding upon both parties with the proviso that the decisions of the arbitrators which would require legislative enactment to be effective shall be considered advisory only.

**Section 806.** Panels of arbitrators for bargaining units referred to in section 805 of this article shall be selected in the following manner:

(1) Each party shall select one member of the panel, the two so selected shall choose the third member.

(2) If the members so selected are unable to agree upon the third member within ten days from the date of their selection, the board shall submit the names of seven persons, each party shall alternately strike one name until one shall remain. The public employer shall be the first name. The person so remaining shall be the third member and chairman.

**Section 807.** The costs of the arbitrators selected under the provisions of section 806 shall be paid by the Commonwealth under rules and regulations established by the board.



INSTITUTE OF REGIONAL AFFAIRS

Dr. Hugo V. Mailey, Director

NEWSLETTER

VOL. XVII OCTOBER 15, 1970 NO. 8

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### LEGISLATION ON REGIONALISM

The Maine Legislature has passed two monumental environmental bills, one of which can be interpreted as a statewide zoning action. This site selection legislation gives the Environmental Improvement Commission veto power over commercial and industrial development anywhere in the state.

The State of Vermont has passed comprehensive environmental control legislation, which provides for the establishment of environmental control boards in each of the state's environmental regions. These control boards will review all intended improvements to be made on property that is ten acres or larger to ensure that the improvements comply with state environmental legislation. In counties and municipalities that do not have subdivision regulations and zoning laws, the boards must review all property improvements that involve one acre or more.

The governor of Maryland has approved legislation which provides for the creation of a State Environmental Service and service regions for water purification and solid waste disposal projects. Upon adoption by the Environmental Service of a five-year plan for each region, service districts will be established and proceed with the acquisition, extension, and construction of facilities set forth in the plan, and will assume jurisdiction over and provide maintenance for their operation.

All state agencies in Nebraska have complied with the governor's directive to bring their administrative or planning districts into conformity with the 26 standard sub-state districts previously delineated within the state. The state was divided into approximate socioeconomic areas (adjusted to county lines) as they are projected to exist twenty years from now. A significant feature of the Nebraska program is its "building blocks" orientation. This concept permits the combination of contiguous regions for different planning purposes. The regional planning bodies within these districts, and of the state by July 1, 1971. The Community Affairs Division of the Nebraska Department of Economic Development, in cooperation with the Office of Planning and Programming, recently drafted a model intergovernmental agreement and related bylaws for this purpose.

### INVALID PROPERTY QUALIFICATIONS IN BOND ELECTIONS

By a five-to-three vote, the U.S. Supreme Court has voided property qualifications for municipal bond elections. The decision was made in the case of *Kolodziejski vs. the City of Phoenix, Arizona*, involving the approval of some \$60 million in various purpose general obligation bonds in an election that excluded non-property holders. Justices Stewart, Harlan, and Burger dissented and Justice Blackmun abstained. The majority opinion was written by Justice White.

The Court noted that the argument justifying a property qualification for bond elections proceeded on two fronts: "First, it is said that the Arizona statutes require that property taxes be levied in an amount sufficient to service the general obligation bonds, the law thus expressly placing a special burden on property owners for the benefit of the entire community. Second, and more generally, whereas revenue bonds are secured by the revenues from the operations of particular facilities and these revenues may be earned from both property owners, general obligation bonds are secured by the general taxing power of the issuing municipalities." However, the Court found that "the differences between the interests of property owners and the interests of non-property owners are not sufficiently substantial to justify excluding the latter from the franchise."

The Court observed that although property taxes may be paid initially by property owners, a significant part of the ultimate burden of each year's tax on rental property "will very likely be borne by the tenant rather than the landlord. . . . Moreover, property taxes on commercial property, much of which is owned by corporations having no vote, will be treated as a cost of doing business and will normally be reflected in the prices of goods and services purchased by non-property owners and property owners alike. We thus conclude that, although owners of real property have interests somewhat different from the interests of non-property owners in the issuance of general obligation bonds, there is no basis for concluding that non-property owners are substantially less interested in the issuance of these securities than are property owners."

In addition to Arizona, thirteen states restricted voting on bonds to property owners: Alaska, Colorado, Florida, Idaho, Louisiana, Michigan, Montana, New Mexico, New York, Oklahoma, Rhode Island, Texas, and Utah. Pennsylvania was not one of the states restricting voting on bond issues.

### THE GOLF BUDGET!

Americans will invest nearly \$2.8 billion in golf this year, according to an estimate by the National Golf Foundation, a non-profit organization. That is more than 10 times as much as last year's federal budget for mass transportation and is nearly equal to the annual national income of Israel. There are approximately 11 million golfers in the U.S. spending about 49¢ out of every American dollar spent on athletic equipment.

What local governments couldn't do with the golf budget!!!

### PMAA MANUAL ANSWERS QUESTIONS ON MUNICIPAL AUTHORITIES

The Pennsylvania Municipal Authorities Association has recently published a ready-reference manual which provides dependable answers to many of the recurring questions faced by local water, sewage, and other municipal authorities.

The new publication, consisting of reprints of articles authored by William (Bill) Markus, Esq., legal counsel for the PMAA since its inception, uses the ring-type looseleaf binder to facilitate addition of future reprints or original Authority articles appearing in the PENNSYLVANIAN.

Although of primary interest to members of local Authority boards and their solicitors, the manual makes available for the first time a ready reference also useful to members of municipal governing bodies involved in the complex relationship between themselves and authority boards. This is not a catalogue of terse questions with yes and no answers, but a series of interesting and readable articles based upon court decisions, which leave little doubt on what authorities or their appointing municipal governing bodies, as well as private citizens, may or may not do.

Every article in the initial publication deals with a fundamental question, most of which have been or are the source of misunderstanding or friction involving local officials and private citizens. Must an authority provide water or sewage extensions on request? Is an authority, or a municipality operating a sewage system liable for damages caused by sewage back-up? May water be shut off for non-payment of sewage bills? May a governing body remove an authority member? May authority operations be taxed? How does a lease-back effect responsibilities and liabilities in water and sewage, or other local authority-type projects? Under what conditions may "patented" articles be purchased without advertised bidding, and may an unsigned bid be accepted? Are authorities subject to zoning ordinances, and can an authority condemn property beyond the boundaries of the incorporating municipality? Can sewer lines be installed in unopened streets? Who decides if water is to be fluoridated?

Authority boards and governing bodies, of course, should always rely on their solicitors for legal counsel on these and other questions. The manual does not intend to displace solicitors. But Attorney Markus's legal reputation on matters of authority and municipal law, and especially, his down-to-earth writing style, makes the publication a primer for officials enabling them to aim their questions to the heart of the problem.

That the publication should prove beneficial to authority and governing body members is most vividly illustrated by reference to several articles dealing with the "touchy" relationship between them. Governing bodies frequently forget, or find it hard to accept, the fact that their control over authority members begins and ends with the power to appoint. The ultimate control mechanism is the power to remove, and quite frequently governing bodies use, or consider the use, of this power as a threat to restrain the freedom of action of an authority. Markus points out that despite legislative location of the

power to remove an authority member in the Quarter Sessions Court, and then only with cause after hearing, governing bodies rest their contention on the principle that "the power to appoint is the power to remove" as provided in the Constitution of Pennsylvania. The PMAA legal counsel's article, citing three major court decisions, erases all doubts that the court alone can exercise this power. Out of these complex decisions, he draws the logical conclusion that if the legislature creates an agency, it may provide whatever procedure for appointment and removal it chooses. Having designated a single method in the Authorities Act, no other is permissible.

This example is not an indication that the collection of reprints propagandizes the side of the authorities against their governing bodies. Far from it, for the article on the Authorities Code of Ethics clearly fixes authority responsibility to the municipality and its citizens.

There is sufficient merit alone in the selection of topics covered in the manual to recommend it. Its overriding merit, however, is that they are written to be understood by laymen serving their communities as members of governing bodies or authorities, and that when Bill Markus says it, so it is.

WHN

### CENTRALIZED PURCHASING

Wyoming Valley Hospital Council, comprising five local hospitals, is studying a joint proposal of two regional health planning councils to set up an agency for centralized institutional purchasing of hospital supplies and equipment.

Robert C. MacGregor, executive director of Health and Hospital Planning Council of Northeastern Pennsylvania, and Richard H. Landis, executive director of New York-Penn Health Planning Council, have said the proposal of the two Councils was initiated through a series of discussion meetings co-sponsored by the two planning organizations.

The Northeastern Council, which represents Luzerne, Lackawanna, Pike, Sullivan, Wayne and Wyoming Counties, was chartered as private and non-profit, organized in April to work with residents and institutions of the region to identify and meet local health needs. The New York-Penn Health Planning Council represents Bradford and Susquehanna Counties in addition to the Southern New York State.

The health planning directors stated consultations with hospital administrators in both council regions indicate area institutions have a growing interest in group purchasing. Mr. MacGregor said area hospital administrators had considered three alternative approaches to group purchasing and now are studying the possibility of a central services corporation. He said the proposed corporation plan could result in considerable savings to area hospitals. Mr. MacGregor indicated that the first step taken by the proposed corporation could be centralized purchasing of supplies and equipment in connection with the region's hospitals.



### QUALITIES OF A SUCCESSFUL MANAGER

1. He must make people want to do things.
2. He must know what makes each subordinate tick.
3. He must be a good listener.
4. He must criticize or reprove constructively in private.
5. He must be able to praise subordinates publicly.
6. He must be considerate—give credit where it is due.
7. He must be able to delegate responsibility for details to subordinates.
8. He should let his wishes be known through suggestions or requests rather than through commands.
9. He should keep subordinates informed of plans and programs.
10. He must be consistent in his policies.
11. He should demonstrate confidence in his subordinates—expect them to do their best.
12. He should be big enough to seek help when he needs it and to admit it when he makes mistakes or is in error.
13. He must be conscious at all times that he sets the style for the entire staff.
14. He must recognize that people like to carry out their own ideas best.
15. He must give subordinates a feeling of importance in their work, give them goals, and let them know where they stand.

### PLASTIC ROOF

The Mount Joy, Pa., Borough Authority has installed a plastic roof over its water supply reservoir, believed to be the first such installation in the East. The roof ought to improve the palatability and quality of the water by preventing the growth of algae and eliminating a resting place for migratory ducks. Of course, it doesn't help the ducks any!!!

IRA NEWSLETTER  
Institute of Regional Affairs  
Wilkes College  
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### KEYS TO SUCCESS

Most people use only one-tenth of their total capacity for work and original thought. Harness your full powers and you will be amazed at the results.

If you persevere, and push, and hang on long enough, you will wear down the opposition.

Decide what your real dreams are—then reach for them. They are closer than you think.

Serve the public. Find projects that fill the public needs. The more people who benefit, the better it is for you, too.

You seldom accomplish very much by yourself. You must get the assistance of others.

Achieving success demands total effort. Beware of distractions.

Conduct your affairs as if you expect today to be your last day alive.

Management Digest  
June 7, 1967

### IN THE LIBRARY

IPS LOCAL GOVERNMENT NEWSLETTER—Institute of Public Service—A publication of the University of Connecticut, dealing with current developments in local government.

JOURNAL OF THE AMERICAN INSTITUTE OF PLANNERS—American Institute of Planners—A monthly review of current employment developments and prospects.

### THOUGHTS FOR TODAY

If you cross a sheep with a kangaroo, you'll get woolly jumpers.

The cow's reaction to people was that she didn't mind them taking her milk, it's the jerks that get her down.

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VOL. XVII, NO. 11

WILKES COLLEGE WILKES-BARRE, PENNA.

NOVEMBER 15, 1970

# NEWS-LETTER

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WILKES COLLEGE

### MANUAL FOR MUNICIPAL SECRETARIES

The Municipal Secretary's Manual, prepared for the Information Services Division, Pennsylvania Department of Community Affairs, by the Institute of Regional Affairs of Wilkes College should now be in the hands of all secretaries of record. The prime author of the Manual is Walter H. Niehoff, associate director of the IRA staff, who has had extensive experience in the field of local government both as a borough manager and as the Director of Research, for Pennsylvania Economy League.

Publication by the Department of Community Affairs under direction of Richard L. Karshner, Chief, Information Services Division, was financed in part by a HUD grant under Title IX of the Demonstration Cities and Metropolitan Development Act of 1966. In accordance with the Department of Community Affairs' policy of aiding municipalities, partly by revising and updating, or publishing anew, various materials, the IRA contracted to prepare a manual using the question and answer technique which would serve secretaries of all municipal jurisdictions. Up to now, the Borough Secretary's Manual, first published in 1956 and revised in 1962, was the only official state guide available, and it did not serve the needs of city clerks, and secretaries in townships of the first and second classes. For the first time, all secretaries in Pennsylvania cities, boroughs, and townships are provided with a "how to do it" manual which should contribute materially to a clearer definition of their duties and responsibilities and suggestions for more effective performance. The task was not a simple one, because, while the duties and responsibilities of all secretaries may be similar in some respects, they differ widely because of municipal codes, judicial interpretations, local policies, and tradition. The Manual accommodates the problem by including areas of information which are common to all secretaries, while giving due attention to specific differences.

While the primary purpose of the Manual is to aid secretaries in their work, the final product leaves no doubt that the municipal secretary from the "smallest borough or township to the largest third class city, is the indispensable wheel that gives motion, direction, and continuity to local government, and that he is "truly the core or key figure in the local government hierarchy."

### MODEL CITIES RESEARCH

The Institute of Regional Affairs has been requested to undertake a \$40,000 research project for the Model

Cities Agency in Wilkes-Barre to provide necessary and specific information on the social services particularly as they relate to the Model Cities Neighborhood. The Institute of Regional Affairs is undertaking the research because it can supply an evaluation of these services without being unduly influenced by existing or proposed relationships, and also because it has the ability to carry out such a project as an overall community organization.

It seems that during the first year of planning on Model Cities, much research was conducted; however, many problems revolving about integration, coordination, and duplication of services still exist. The purpose, therefore, of this project is to take what has already been developed during the initial planning year and carry it one step further by specifically identifying just where the problems occur with each agency. A more important part of the research is to recommend a course of action, which hopefully will lead to both better coordination and integration of services.

It is anticipated that residents will be employed in this undertaking. Residents will become deeply involved in reviewing the results of the project. They will help provide an in-pit into what they feel needs to be accomplished in making available services more responsive to the needs of the residents.

Dr. Hugo V. Mailey, Director of the Institute of Regional Affairs, will coordinate the various Institute resources in the form of faculty personnel who will participate in the project. Dr. Jaroslav G. Moravec, Chairman of the Sociology Department and Dr. Raymond M. Weinstein, Assistant Professor of Sociology, will prepare a service profile of all agencies and institutions providing social services, analyze and classify these services in terms of the problems they seek to solve, and write up a complete description and analysis of the present relationships between services. Mr. Walter H. Niehoff, Associate Director of the Institute of Regional Affairs will develop a complete social service record keeping system which can provide a current index of existing conditions—physical, social, and personal. Mr. Philip R. Tuhy, Associate Director of the Institute of Regional Affairs, will explore and recommend the physical facilities that will be needed for coordinated social services. Mr. James E. Reynolds of Peat, Marwick, Mitchell & Company, will work on a sub-contract from the Institute of Regional Affairs to identify the degree of adequacy and effectiveness of these services in meeting community needs, the amount and type of services provided to the Model Neighborhood.



INSTITUTE OF REGIONAL AFFAIRS

Dr. Hugo V. Mailey, Director

NEWSLETTER

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and analyze and evaluate the effectiveness of existing services in solving the problems. Mrs. Margaret McDermott, Human Resources Coordinator in Model Cities, will act as the liaison between the Institute of Regional Affairs and the Model Cities Agency. A number of college students will be engaged in various segments of the project under the direction of the Institute of Regional Affairs.

FOR WANT OF A NAIL

A well-manned, well-equipped ambulance is a handy thing to have available when illness or accident strikes! There is always room for improvement, but the people of Luzerne County have reason to feel comparatively secure in relation to other Pennsylvania counties, at least in the number of ambulance services and pieces of equipment ready to serve them.

This conclusion is supported by the results of a Survey of Ambulance Services in the Commonwealth of Pennsylvania, published in August of this year by the Emergency Health Services Unit of the Office of Comprehensive Health Planning in the Department of Health. Every identifiable ambulance service in the state was contacted by questionnaire and personal visits, in some instances, and with 97% responding, the conclusions are difficult to challenge.

Considering that the state has more than 2,500 municipalities, the total of 1,018 ambulance services currently available, suggests that more than one-half of them are unable or unwilling to provide direct local service. Such service is provided by only 63, or 6% of the thousand services in the state. Private service only is provided in 273, or 27%, including undertakers and profit-making enterprises. Only 9 hospitals provide a mere 1% of the services, while there are 673, or 66% volunteer ambulance services, including separate and fire company service.

Of the 1,470 ambulances, and 396 rescue vehicles now available throughout the state, only 66% of the ambulance vehicles meet the minimum requirements of the American College of Surgeons equipment standards. Ten counties have no rescue vehicles to serve their

There are 19,465 ambulance attendants in Pennsylvania, 81% having completed either Advance Red Cross First Aid or the Bureau of Mines program and 22%

completed the Department of Health Ambulance Attendants Program.

Time being a critical factor in serious cases, it is frightening to note that only 22% of the state's ambulances have direct two-way radio communication between vehicles and a hospital.

It is hard to understand why 34% of the available ambulances have below minimum equipment for emergency treatment enroute, since, with the possible exception of oxygen equipment, the list of the College of Surgeons comprises little more than simple first aid materials costing very little.

As suggested, Luzerne County compares more than favorably in the number of services, pieces of vehicular equipment, ambulances with at least minimum equipment, and the training of attendants. There are 45 ambulance services in the county serving a population of approximately 350,000 residing in 74 municipalities. Of these services, six are private, including 3 professional firms, 2 undertakers, and 1 other. Only 1 service is government owned, while 37 are volunteer, including 16 by fire companies and 21 by volunteer ambulance service only. Thirty ambulances meet or exceed minimum equipment standards, and 41 provide 24 hour service. Only 163 of the total 973 attendants lack completion of one of the three types of training. Only 6 services have two-way communication direct to hospitals.

Here's how Luzerne compares with other counties having close to or greater population in the number of ambulance services:

County	Population	Ambulance Services
Luzerne	349,100	45
Bucks	367,400	19
Delaware	600,000	32
Lackawanna	234,400	26
Lehigh	241,000	18
Montgomery	581,000	9
Philadelphia	2,085,400	21
Westmoreland	375,900	44

This comparison, of course, does not tell the whole story, for the number of services does not indicate the number or quality of vehicular or treatment equipment, nor the quality or extensiveness of attendant training.

Undoubtedly, much of the difference in service and equipment is determined by the degree of fragmentation of municipalities within a given county. For example, Luzerne County has 74 local units, while Philadelphia County has only one . . . the city of Philadelphia. Consequently, 45 services in Luzerne compared to only 26 in Philadelphia does not mean that the former has a better service than the latter.

The real significance in the survey, however, does arise from this multiplicity of municipalities within each county. With 51 ambulances in Luzerne County, served by 45 ambulance services, it is obvious that most communities have but one vehicle, while the remainder of the 74 have none. The questions posed are such as: who provides additional service within a community when its one ambulance is enroute to the hospital, or who provides service in areas without service of their own.

The state survey provides a partial answer, for

shows that of the 1,018 ambulance services, 772 have mutual aid agreements to supplement each other or provide communities without ambulances. The nature of these agreements has not been surveyed statewide.

It is known from previous surveys in Luzerne County, however, that many of the mutual aid agreements are oral and informal understandings, not written agreements which clearly spell out the rules or guidelines for mutual aid. The Luzerne County Ambulance Association, now in the process of organization, can make a significant contribution to the efficiency and certainty of ambulance service to everyone in need by encouraging the adoption of formal written agreements assuring that no person anywhere in the county is without available ambulance service, from whatever community provided, when in need. A one-ambulance community may be a no-ambulance community when the one vehicle is enroute. A network of mutual agreements would place all ambulances at the disposal of a person in need no matter where the need occurs.

"For want of a nail, the shoe was lost. For want of a shoe the horse was lost. For want of a horse the king was lost. For want of a king the battle was lost. For want of victory the kingdom was lost".

Formal mutual aid agreements may provide the basic nail required to upgrade ambulance services in Luzerne County. For want of an ambulance . . . a life was lost!

WHN

FEDERAL REVENUE SHARING

In response to numerous public requests for detailed information on the fiscal impact of President Richard Nixon's revenue sharing proposal, the Office of the Assistant Secretary for Economic Policy in the U. S. Treasury Department prepared a publication last July, showing the full-year effect of revenue sharing for all 50 state governments and major county, city and township governments.

Federal revenue sharing is based on the fundamental concept that the federal government cannot make local decisions nor hope to manage programs that solve many of the urban problems. Also underlying revenue sharing is recognition that the income tax comes from the American people in every city and county and should not be the exclusive province of that government which can levy and collect it most easily. The adoption of revenue sharing will give further substance to the federal system by strengthening the state and local partners.

Revenue sharing will extend Federal financial assistance to states and localities in a broad and unconditional manner. Every county, city, and township will be included directly in the allocation of revenue sharing funds; local needs and priorities will determine their ultimate distribution. Specific allocations are defined by formulas, spelled out in the proposed law, and determined by the latest available statistics on population, incomes, and revenues.

Because the allocations shown in the tables reprinted in this publication are based on 1968 population and 1966-67 revenue and income data, it is important to emphasize that they do not represent actual expected

allocations for revenue sharing during the first full year of impact. This is because the actual allocations, as provided in the Administration bill, will be based on the latest available published data for population, incomes, and revenues. Thus, some changes from these tables would be expected as the major variables in the allocation formulas change over time.

The tables in the publication are based on an assumed nationwide distribution of \$5 billion. This will be the estimated revenue sharing appropriation during the first full year of permanent implementation. Specific allocations for individual state and local governments are shown in dollar terms, but these amounts can be readily converted into percentages and then applied to any assumed nationwide or statewide distribution. Every local government eligible to receive at least .003 percent of any annual appropriation is included in the tables.

State area allocations are primarily determined by the state's share of national population. An adjustment for revenue effort rewards (or penalizes) those states making an above-average (or below-average) effort in taxing the incomes of their citizens. The payment percentage for any particular state can be found by multiplying that state's population by its revenue effort (defined as the ratio of general revenues from own sources to personal income for the state), and dividing the product by the sum of such products for all 50 states and the District of Columbia. The total amount allotted to the Commonwealth under the proposed revenue-sharing plan is \$251,614,532, or 5.032% of the total sum.

Within each state, the allocation of revenue sharing funds between state and local governments is based on the relative importance of each unit of government in the collection of total state and local general revenues. Of the amount above \$190,793,020 is marked for state use and \$60,821,512 will be the local government share.

Once the state area allocation is determined in accordance with the above formula, calculations must be made to determine the total allocation to local governments, and the state government allocation. Under the President's proposal, all general purpose local governments (counties, municipalities, and townships) are included in revenue sharing. For every revenue-sharing payment allocated to a state, the general purpose local governments will receive the fraction of that payment which corresponds to the ratio of local general revenues to total state and all local general revenues. This fraction, of course, will vary by state depending on the existing division of public financing responsibilities. The breakdown in Pennsylvania would be as follows:

Cities	\$40,743,074
Counties	13,291,018
Townships	6,787,420

Each local government in a state would receive a share which corresponds to the ratio of its general revenues from own sources to the sum of such general revenues for all eligible local governments. Under the Presidents' proposal, two local units are listed:

Wilkes-Barre city	\$204,645
Luzerne County	367,880



Although the amounts of added revenue may not appear large, the long-term benefits of revenue sharing can only have a salutary effect on Luzerne County.  
HVM

## LOCAL INTERGOVERNMENTAL COORDINATORS

Over the past four or five years a new breed of state and local officials has appeared in state and local governments across the United States. They are coordinators of federal and state grant-in-aid. The number of governments which have appointed coordinators has grown remarkably fast. Most coordinators do not, however, devote full time to activities connected with grants-in-aid. Some coordinators work as planners, community development personnel, administrative assistants, or in similar positions when they are not functioning as aid coordinators.

The four public interest groups which provide national professional organizations for the coordinators (Governors' Conference, National Association of Counties, and the National League of Cities, U. S. Conference of Mayors) reported the following number of jurisdictions with full or part-time coordinator positions already established: States-49; Counties-246; Cities-309; for a total of 604. The urban Data Service of the International City Management Association recently conducted a survey of these coordinators. The following is a summary of their findings in the August, 1970 issue:

- Large cities (250,000 population) with federal coordinators received substantially higher per capita grants than smaller cities with coordinators.
- 77% of the reporting cities described their relationship with federal agency officials as cordial and friendly, non-competitive. 80% of both the counties and states responding reported their relationship with federal agencies as cordial, friendly.
- The greatest portion of coordinator's time is in coordinating and administering grant programs.

### IRA NEWSLETTER

Institute of Regional Affairs  
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- The policy activities where coordinators' responsibilities are most important are interdepartmental coordination, selecting programs for which their government applies, and representing their municipality to federal agencies.

- The majority (49%) of city coordinators are located in the office of the chief administrative official.
- 42% of city coordinators work most closely with the chief appointed official in the determination of grant application priorities.

- Transportation and poverty programs are the most difficult to coordinate at the local level.

- The Chamber of Commerce and consultants are active groups on stimulating local governments to apply for grant-in-aid.

- The median salary for coordinators is \$14,250, while the median budget for their offices is \$25,000. Now comes the \$64 question. Are they worth it?  
PRT

## IN THE LIBRARY

LABOR MARKET NEWSLETTER — Pa. State Employment Service — A monthly review of current employment developments and prospects in Luzerne County.

LEGISLATIVE NEWSLETTER — Pennsylvania State Association of Boroughs — The official bulletin reporting legislative developments affecting the Association members.

LEGISLATIVE RESEARCH CHECKLIST — Council of State Governments — A quarterly publication reporting legislative activities affecting state governments and a listing of recent research reports.

## THOUGHTS FOR TODAY

Our country must always maintain the two party system because they need each other for alibis.

A successful man is the chap who can lay a firm foundation with the bricks that others throw at him.

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VOL. XVII, NO. 12

WILKES COLLEGE WILKES-BARRE, PENNA.

DECEMBER 15, 1970

## MERGED POLICE DEPARTMENTS

The first complete merger of autonomous municipal police departments in Pennsylvania has been consummated by Dallas and Kingston Townships in Luzerne County. The real significance in the move lies in the fact that the terms of the merger agreement reveal a unique formula for surmounting existing limitations and uncertainties which hinder attainment of true intermunicipal cooperation in many municipalities.

With the joint agreement signed and the initial phase of the transition underway, the merger will be completed according to recommendations contained in the study made for the governing bodies by the Institute of Regional Affairs of Wilkes College. Although the original authorization for the study to merge the police departments included Dallas Borough, which is surrounded by the two townships, the former has not accepted the agreement as of this date. However, the agreement is of the open-end type, permitting the Borough, or any other adjacent borough or township, to join the merger at any time.

The governing officials, police chiefs, and, no less, the citizenry, were long aware of the growing difficulties in providing adequate police service in this "Back Mountain" area and the conditions which called for immediate remedial action. The report showed that the entire area comprises 65.5 square miles traversed by about 150 miles of roads, with about 12,000 inhabitants, living, for the most part, in widely separated clusters, including, in many instances, high value residential and commercial properties. Under these demographic conditions, the pressures for adequate police coverage by under-manned staffs afforded by each municipality within its own borders were rapidly becoming overwhelming. Demands of heavy traffic control, criminal investigations, and other basic services, consumed practically all available police time. Thus, a regular program of areawide car patrols was impossible, as were other much-needed services.

The township officials recognized and accepted the conclusion of the IRA report which indicated that some type of joint police effort offered the only hope for reducing or eliminating the growing obstacles to police service on an individual jurisdictional basis.

A number of options were open under Pennsylvania statutes. Each municipality could supplement its regular police force with additional auxiliary police who would serve on an "available" basis. Any jurisdiction could eliminate its own regular force and contract for complete service with an expanded force of an adjacent jurisdiction.

Under their respective codes, the borough and townships could engage in contracts for joint action, which generally means agreements for mutual use of police on an "as needed" basis.

Since none of these options satisfied the variety of conditions and problems in the area, an agreement was entered into by the two townships under authority of the Joint Municipal Activities Act, generally called the General Cooperation Law. This act grants a very broad authority for municipalities to enter joint agreements to perform any power, duty, or function which each may under law exercise and perform separately. This option offers at least three distinct advantages: (1) It provides specific machinery for formulating the initial agreement; (2) It lays the groundwork for extending intermunicipal cooperation in other than the initial function by providing for a joint advisory board to advise and aid the governing bodies to implement cooperative actions in the future; and, (3) It preserves the legal prerogatives of each municipality, and thus reduces the political or psychological barriers to voluntary cooperation between separate jurisdictions.

The Dallas-Kingston Township merger agreement eliminated the source of interjurisdictional misunderstandings under the other options by establishing a single police district comprising the total geographic area of the two adjacent townships. The police district has been designated as the Back Mountain Area Police District.

The police function is under the general supervision of a Joint Police Commission, consisting of one representative of the governing body of each participating municipality. If a borough joins the agreement, its commission representative would be the mayor in order to comply with the Borough Code requirement giving that officer responsibility for his police department. The terms of Commission members and officers is fixed at one year.

The annual budget for the Joint Police Department is to be prepared by the Joint Commission and submitted to the respective governing bodies for consideration not later than October 1 each year to enable each jurisdiction to accommodate it to its total municipal budget. Should the governing bodies fail to approve a police budget, the prior year's police budget shall be operative until one is adopted.

The annual joint police budget is to be apportioned between the participating municipalities according to a formula based 50% on the population and 50% on the percentage of the jurisdiction's valuation of real property

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# NEWS-LETTER



INSTITUTE OF REGIONAL AFFAIRS  
Dr. Hugo V. Mailey, Director

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to the combined valuation in all the participating municipalities. Each municipality will release to the Joint Police Commission its proportionate share of the annual appropriations on the first day of each quarter. These funds are paid to the treasurer of the Commission and deposited in a special Joint Police account. All police expenses, therefore, are to be paid from this fund by the Joint Treasurer on authority of the Commission. The agreement further provides that a special annual report of the Commission's finances shall be filed with the Department of Community Affairs and with each governing body. Audits of the fund are to be made by a certified public accountant.

The Joint Police Commission will supervise and direct all police activities in the single district and assist in the enforcement of participating municipal ordinances. It will make uniform policies on wages, hours, conditions, and terms of employment, and all other matters consistent with the laws of the State.

The current police personnel of both Townships, and all future police appointees, are deputized to perform any and all police services in any part of the police district, regardless of Township boundaries. All police and civilian personnel are appointed by the Joint Police Commission, and when civil service regulations are applicable, the Joint Commission acts as the Civil Service Commission.

All police equipment, materials, supplies, and property existing on the date of the effectiveness of the agreement shall remain that of the purchasing municipality until the same is replaced. All new equipment purchased with joint funds are owned by the Joint Police Commission. In the event that any municipality terminates its agreement, common property will be appraised and either sold or retained and distributed in the same proportion as the assessment of police expenditures.

By agreement, the central police headquarters has been located in the new municipal building of Dallas Township. This will serve as the center for all police activities in the single district, including centralization of all existing and future police records under accepted uniform standards and procedures.

Any differences arising under the agreement shall be resolved by the Joint Police Commission within sixty days, and if not successful, then by the participating

municipal governing bodies, each casting one vote. While the initial venture includes only the two mentioned townships, any adjacent borough or township is eligible to join at any time by formal resolution, and any participant may withdraw from the agreement upon at least three months written notice.

The unique feature of the Dallas-Kingston Joint Police Agreement is that it attains complete merger under centralized authority of an intermunicipal commission appointed by the governing bodies for short terms, and at the same time retains in the hands of the governing body of each jurisdiction ultimate control of the police function. Undoubtedly, the Agreement complies with both letter and spirit of the new local government provisions of the State Constitution.

Trials and tribulations in fully implementing the new and unique arrangement for joint police services are naturally expected, but the enthusiasm of township officials and members of the individual police departments augurs well for the experiment. Its success should encourage other municipalities in the Back Mountain area, as well as other parts of the Commonwealth, to follow suit.

Short of the little-used and difficult procedure of municipal consolidation, complete merger of services by this type of cooperation promises the best answer to the rising cost of municipal services, as well as the best response to demands for improved services. The Dallas-Kingston police merger, though small in scale, is regionalism at its best.

WHN

### SEWER SOCIOLOGY

"We've been doing our thing quietly, but we really plan to fly after the November election," a highly placed official of the Federal Department of Housing and Urban Development (HUD) recently said of his department's plans to use Federal grant-in-aid programs to produce a racial balance in America's suburbs. HUD's chosen opening? The sewer systems of suburban America. Regulations effective October 1 have been designed to make it virtually impossible for a community without blacks or low-income housing to qualify for Federal water and sewer program assistance. The idea, of course, is to force suburban communities to accept integrated low-income housing in order to qualify for much-needed sewer grants.

Despite the fact that housing production and racial relations are bound to suffer from inflamed community hostilities, HUD remains openly committed to using Federal housing programs to engineer "racial balance" in the suburbs. Although there is no Congressional authorization for HUD's use of water and sewer program funds to remake the social and residential patterns of suburbia, sociological goals for federally assisted sewers have been created in the HUD bureaucracy. Congress can, of course, simply pass prohibiting legislation, or even transfer the water and sewer program to some new agency, such as the Environmental Protection Agency, where it will be safe from HUD sociologists. Whether or not Congress can muster the effort to counter this kind of "social engineering" will be interesting to observe.

HVM

### ACT 195 - DEFINITIONS

Definitions are always worth understanding. Definitions in certain laws will help to understand who is covered and who is exempt. Management level employees, confidential employees, and supervisors are excluded from the bargaining under the new Public Employee Collective Bargaining Law.

The precise definitions under the Act are -

1. "Supervisor" means any individual having authority in the interests of the employer to hire, transfer, suspend, layoff, recall, promote, discharge, assign, reward or discipline other employees or responsibly to direct them or adjust their grievances; or to a substantial degree effectively recommend such action, if in connection with the foregoing, the exercise of such authority is not merely routine or clerical in nature but calls for the use of independent judgement.

2. "Professional employee" means any employee whose work: (I) is predominantly intellectual and varied in character; (II) requires consistent exercise of discretion and judgement; (III) requires knowledge of an advanced nature in the field of science or learning customarily acquired by specialized study in an institution of higher learning or its equivalent; and (IV) is of such character that the output or result accomplished cannot be standardized in relation to a given period of time.

3. "First level of supervision" and "first level supervisor" means the lowest level at which an employee functions as a supervisor.

4. "Management level employee" means any individual who is involved directly in the determination of policy or who responsible directs the implementation thereof and shall include all employees above the first level of supervision.

5. "Confidential employee" shall mean any employee who works: (I) in the personnel offices of a public employer and has access to information subject to use by the public employer in collective bargaining; or (II) in a close continuing relationship with public officers or representatives associated with collective bargaining on behalf of the employer.

The employer determines who is a supervisor by the manner in which he describes the function of the job and requires the function to be performed. The employed bargaining agent can challenge this determination when the definition of bargaining unit is being considered by LRB. The LRB will make the final determination. There will not be a single valid interpretation but rather a determination by each public employer as to where it will have first level supervisory work performed.

For example: Does the person evaluate the work performance of other people; effectively recommend hiring, firing, promotion, transfer, or re-assignment of other persons under his supervision; or direct the work effort of others such as the techniques to be used, materials to be used, etc.? If a person does some of these things, even though devoting a small percentage of his time to such duties, the designation of that person as a supervisor will likely withstand challenge by the employee bargaining agent and will be excluded from the bargaining unit.

### ABANDONED CARS

The City of Wilkes-Barre has undertaken to remove "eyesore" abandoned vehicles - passenger cars, trucks, and tractors - at little cost to the taxpayers. Police Chief John Ruddick issued a department-wide directive in June to all members of the Bureau of Police that the new Motor Vehicle Code provisions covering abandoned vehicles were to be strictly enforced. The result was a check on all abandoned vehicles reported to headquarters. After determination that the vehicles did not have proper license plates or inspection stickers, Sliker Towing Service, one of three qualified salvors in NEPA, was ordered to remove the vehicles. The Sliker service receives \$15 for each vehicle removed. The City pays the \$15, after which the salvor presents documents that are forwarded to the Abandoned Vehicle Division of the Bureau of Motor Vehicles in Harrisburg. The City then gets \$10 of the \$15 cost for the removal of the abandoned vehicle. The net cost to the City is only \$5.

In July, August, and September, a total of 34 of the "worst eyesore abandoned vehicles" were removed from the City streets by the Sliker Service. - 11 in July, 9 in August, and 14 in September. The City expended \$510 and was reimbursed \$340.

### ARBITRATION

A law permitting the use of arbitration at public expense in cases involving property evaluation for government acquisition's has been placed on the books in California law by Governor Ronald Regan. The new law, drafted by the California Law Revision Commission, sets forth procedures for arbitration under mutual agreement of both the agency seeking the property and the property owner. Under provisions of the bill, the agreement to arbitrate would be subject to and enforceable under the California Arbitration Act, and the public agency seeking to acquire the property would pay for the costs of the arbitration procedure.

The eminent domain law is offered as an alternative to jury trials in such cases. Under the previous law, the California Constitution required jury trials to break deadlocks over compensation.

According to an analysis of the new law prepared by the Law Revision Commission, "arbitration can reduce the costs, delays, and ill will frequently associated with judicial proceedings and, at the same time, relieve the over-burdened courts of a heavy volume of jury cases."

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### PLASTIC ROOF

The Mount Joy, Pa., Borough Authority has installed a plastic roof over its water supply reservoir, believed to be the first such installation in the East. The roof ought to improve the palatability and quality of the water by preventing the growth of algae and eliminating a resting place for migratory ducks. Of course, it doesn't help the ducks any!!!



## NEW APPROACH TO EMPLOYEE INSURANCE

The city council of Manhattan Beach, California approved a staff recommendation that each city employee be granted an insurance allowance of \$20 per month to reduce his total cost of group insurance coverage selected from four available types of coverage: group major medical, group dental, life insurance equal to one times annual salary, and long-term disability insurance at 60% of base pay. The city employees overwhelmingly endorsed the program as evidenced by subscriptions in excess of 95% for medical, life and disability coverages and 30% for dental insurance. The former city policy was to pay a portion of the employee's group medical and life insurance. In recommending the program, the city staff contended that a dollar allowance and a choice of programs was more equitable than a specific contribution to a limited program.

## SECRETARY ROMNEY

In his NAHB speech recently, HUD Secretary Romney gave this as his ten-point checklist of needed ingredients for a national housing policy:

1. Inflation's end and easing of monetary controls.
2. Steadily expanding economy.
3. Housing to have a higher national priority.
4. Adequate, growing supply of mortgage financing.
5. Revised and strengthened land use policies.
6. Adequate level of government assistance for housing low-income families.
7. Property tax reform.
8. Efficient administration, prompt processing of government programs.
9. Develop, introduce new technology, financing, marketing, management, methods for greater volume, lower cost, higher quality.
10. Concern for social implications.

## IRA NEWSLETTER

Institute of Regional Affairs  
Wilkes College  
Wilkes-Barre, Pa. 18703

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## SNOW FENCE ACT

The erection and dismantling of snow fence, Act of June 1, 1945, was amended, effective October 8, 1969, to read:

"The Department shall have the authority to enter upon private property adjacent to any State highway, and place thereon snow fences at any point deemed necessary, in order to eliminate snow drifting on the traveled portion of the highway. Such snow fences shall not be placed more than 100 feet from the right of way line of the highway.

"No snow fence authorized under this act shall be placed prior to October 1; however, if the fence is to be erected on private property containing unharvested crops it may not be placed prior to November 1 unless the written consent of the owner of the adjacent property is obtained. No snow fence authorized under this act shall remain in place after April 1 of the succeeding year, unless the written consent of the owner of the adjacent property is obtained."

## IN THE LIBRARY

MICHIGAN BUSINESS REVIEW — University of Michigan — Published bi-monthly as a service to the business and academic communities.

MICHIGAN MUNICIPAL REVIEW — Michigan Municipal League — A monthly review confined to research and legislation with special articles on finance, purchasing, and personnel management.

MID-EASTERN COUNTIES BOROUGH REPORTER — Lafayette College — A publication used as a means of distributing municipal information among those who serve in borough affairs.

## THOUGHTS FOR TODAY

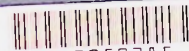
Cross a dove with a toad and you'll get a snake and a pigeon.

He who slings mud loses ground.

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