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WILKES COLLEGE

VOL. XVIII, NO. 1

## CHANGING BOROUGH OFFICERS' SALARIES

During budget work sessions in a substantial number of Pennsylvania Boroughs last December, consideration was given to salaries of elective and appointive local officials. Since the salaries of incumbent borough mayors and councilmen had all been previously fixed by ordinance, the core of the discussions was the perennial question whether the salary of a public official may be reduced or increased during the term for which he was elected or appointed.

All too frequently, it is believed that the salary of a borough mayor or councilman can neither be increased or diminished during the term for which he was elected. In other words, the salary fixed by ordinance prior to an official's assuming office is thought to be unchangeable until after the next election.

This misconception is based on a provision in the Constitution of Pennsylvania which declares that no law shall increase or diminish the salary of a public officer after his election or appointment. This rule was applied to all local government officials until 1911 when, in a case involving Homestead Borough, the Pennsylvania Superior court held that (1) a borough ordinance fixing a salary is not a law within the meaning of the Constitution, and (2) municipal officers (Mayors, councilmen, etc.) are not public officers in terms of the Constitution. Consequently, for some years following this decision, salaries of local officials, elected or appointed, could be changed by ordinance, up or down at any time.

However, in 1927 the Pennsylvania legislature recognized the problems ensuing from this decision. Under its power to regulate municipal affairs, it enacted a special statute providing that "no city, borough, township or township shall hereafter increase or diminish the salary, compensation, or emoluments of any elective officer after his election". For twenty years, this meant that no elective officer's salary could be changed in any way during this term, and this included mayors, councilmen, assessors, tax collectors, etc. The legislature thus established a special rule, which did not bring these local officers within the constitutional provision, but which did provide the same salary protection.

This protective law continued in effect until, by 1947, the provision was repealed as to all municipalities thus returning to the former court principal protection.





# NEWS-LETTER

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WILKES COLLEGE WILKES-BARRE, PENNA.

VOL. XVIII, NO. 1 • WILKES COLLEGE WILKES-BARRE, PENNA. • JANUARY 15, 1971

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permitted changes in local officers' salaries at any time by changing the ordinance which fixed that salary. The legislature may make exceptions as it has done in the case of salaries or commissions for tax collectors.

The current rule, prescribed in the Borough Code, provides that council has the duty of fixing the salary of the mayor, as well as other municipal officers, unless excepted by special statute, and that if the mayor is to be paid any salary at all it must be fixed by ordinance. Furthermore, that council may change the mayor's salary, up or down, is subject only to the time limitation that his compensation "shall not be increased or decreased oftener than once in two years".

Concerning councilmen, the salary provisions are clearly spelled out in the Code. Councilmen may receive compensation according to maximum levels based upon population, and these salaries must be enacted through the ordinance procedure, subjecting the ordinance change to the mayor's veto. Further, such ordinance may be enacted at any time and from time to time. In 1960, in the case of In Re Baden Auditor's Report, the court ruled that the law providing for councilmen's compensation by ordinance must have intended that councilmen may increase their own salaries "as long as they kept within bounds set by the legislature". One additional limitation placed upon council salaries is that they may not exceed that of the mayor. The rule, then, may be summarized as follows.

1. Council may fix a salary of the mayor by ordinance, may change said salary at any time, but not oftener than once in two years, and subject to ordinance veto by the mayor.
2. Council may fix its compensation and change it at any time by ordinance, providing the compensation is within statutory limits and does not exceed the mayor's, and also subject to veto by the mayor.

WHN

## 1970-71 PERSONNEL SURVEY

Tabulation of personnel salary data for the Second Annual Pennsylvania School Boards Association survey reveals that 32% of Pennsylvania's school districts have a minimum salary schedule of \$6,300 or less based on the bachelors degree status. However, only 5% of the districts are presently on the State schedule, which means that 95% are paying salaries in excess of the State mandates. This reflects a drastic change over a one year period. During 1969-70, approximately 78% of



INSTITUTE OF REGIONAL AFFAIRS

Dr. Hugo V. Mailey, Director

NEWSLETTER

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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 districts were paying salaries in excess of the State schedule.

The study also revealed that 62% of the districts had a maximum salary of \$10,500 or less. 17% of the districts reported maximum salaries of \$11,000 or more, as compared to 1969-70 when only 5% reported these same maximums. Again, salaries reported indicated basic salary schedules and not total earnings for the employees. W-2 form totals of gross earnings, rather than salary schedules, are the true indicators of an employee's total earnings.

67% of the districts indicated 180 days of school for pupils. However, 80% of the districts had 183 or more teacher days. This compares to 81% reported having 183 days or more for teachers during 1969-70. The expectations that as salaries increased the average number of days required for teachers would also increase undoubtedly has not been recorded during 1970-71. This may tend to indicate that the much needed improvements in curriculum were not accomplished at the local level unless additional sums of money were paid to accomplish this task.

School districts appear to be investigating salary plans other than "across-the-board" raises which have been predominate in the past; as a matter of fact, 15% of the state's school districts have indicated some form of merit pay during 1970-71.

PSBA Survey  
October, 1970

### AUTHORITY ADOPTS PERSONNEL POLICY MANUAL

The University Area Joint Authority, Center County, has improved its administrative operation by adopting a Personnel Policy Manual for its employees. The Manual was prepared by the Institute of Regional Affairs on request of the Authority Board. It aids the administrative direction of the Joint Board clearly defining its rules, regulations and policies on personnel and promotes employee morale by establishing responsibilities, benefits and privileges equally applicable to all.

The position classification section describes the qualifications, and specific duties of each administrative, operational, and clerical position employed by the Joint Authority and clearly fixes supervisory re-

sponsibility. On this basis, the Authority adopted a Merit Pay Plan, consisting of eight wage steps in each of the sixteen position grades. The Plan is based on the principal of equal pay for equal work. It eliminates the unfair practice of automatic annual raises for all employees by granting increases stated in the Manual on the basis of satisfactory performance. The Authority Board is now in a better position to project its future wage obligations and the employees are aware of their wage potential.

The section devoted to Rules, Regulations, and Policies clearly states the responsibilities, benefits and privileges of Authority personnel by establishing specific policies on such matters as overtime pay, promotions, discipline, insurance coverage, grievance procedures, holidays and vacations, leaves, and longevity pay increases.

Each employee has been given a copy of the Manual which will be revised and updated as operations or policies require.

The University Area Joint Authority is governed by a Joint Board of six members representing the Patton-Ferguson Joint Authority and the College-Harris Joint Authority, all of which are adjacent to State College. David A. Allison is Chairman and Executive Director.

### SUSQUEHANNA RIVER COMPACT

Within the past few weeks, the President of the United States signed legislation permitting the United States to join with Pennsylvania, New York, and Maryland in the Susquehanna River Basin Compact, under which a commission will be created to plan for and regulate use of the basin's water resources. This Commission will be similar to the Delaware River Basin Commission.

Although the greater part of the Susquehanna River flows in Pennsylvania, the federal government and the other states are equal partners in the compact with the same rights and privileges. This is because the Constitution forbids individual states to conclude treaties with other states or to enter into any alliance or confederation. But there are numerous areas in which the states must sometimes work together. Thus, they are authorized to participate in compacts. Congressional approval is required.

Over the years, many states have made compacts with their neighbors to meet various common problems. Most compacts deal with the common use of natural resources. The compact system offers many advantages, but remains unwieldy and cumbersome. As the Susquehanna River Basin Compact demonstrates, it takes many years of negotiations to set up such a program.

As the Commission gets underway, there are a number of questions that come to mind. What ever happened to the Susquehanna River Basin Advisory Committee? It was an active organization for a while, but then just faded out of sight. Now, more than ever, this organization should be revived. The six year study of the Basin has been completed - now it must be implemented.

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### TRAINING PROGRAM

Recently, the Institute of Regional Affairs was informed that its application for a Federal grant to offer a community service and continuing education project entitled Training Program For Parents of Retardates and Youth Volunteers under Title I of the Higher Education Act of 1965 (Public Law 89-329) has been approved. This program will be held in conjunction with Marywood College.

The program will emphasize practical methods and techniques. Its content is directed to the parents who are most directly concerned with the retardate problem and who feel the need for basic training. It will also be directed to the youth volunteers who also feel the need for the same training, and who may also desire the field as para-professionals or professionals.

The specific area chosen for the Lackawanna part of the program is a repeat of a program currently being conducted in Luzerne County. The program is the result of the combined thinking of the professional directors of the Mental Retardation Associations of the two counties, the Director of the Institute of Regional Affairs at Wilkes College, and the Director of Continuing Education and a member of the faculty of the School of Social Work at Marywood College.

The areas chosen for the Luzerne part of the program are in part identical to the first year program. Changes have been made to accommodate the youth volunteers.

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 the volunteer social agencies, on medical personnel (especially nurses), public school teachers, and, most important, on the parents of the retardates and the young volunteers who work with them. This is the purpose for which the program has been designed.

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### THE SPECIALIST-GENERALIST CONFLICT

For many years there has been a conflict between generalists and specialists in industry, but never before has conflict been so critical. Demand for innovation has created a proliferation of specialists, while the corporate structure has become more fragmented by the requirements of specialized expertise. Certainly, management has welcomed the specialists with open arms - for innovation is where the profit lies. Conflict occurs usually because the specialist is more concerned with his immediate environment, his programs, his technical goals, than with the distant and, to him, impersonal aims of the company. To some extent he has the generalist, or line manager, at his mercy for his expertise allows him to defend his own bailiwick quite effectively, by withholding information, by smokescreening techniques, by controlling his department in ways that may or may not be of value to the company as a whole.

Most top executives agree to be confined to non-policy positions, says, "Specialists are most hesitant to question and challenge line management into thinking strategically about their thinking. However, normally they have a good balance of ability and their judgment should have a greater role in decision-making."

Execu

### SHORT COURSE

The following courses co-sponsored by the Institute of Regional Affairs and the Pennsylvania Department of Education are offered in the Spring semester:

#### COURSE

- Advanced Communications
- Radiological Refresher
- Auxiliary Police
- Radiological Monitoring
- Medical Self Help
- Shelter Management
- Light Duty Rescue
- Criminal Investigation
- Fire Ground Attack
- Secretary's Course
- Human Relations in Management

Informational notices will be sent to those interested within the next few weeks.

GET

It's official. Sesame Street program for pre-schoolers, is being touted to be. And the

So concluded the Education Commission at Princeton, New Jersey, after a study program. Citing the "excesses" of Sesame Street, ETS research has made its greatest impact on the program. Those who regularly watch the show have increased by as much as 60%. The program can reduce the child's dependence on usually separates advanced children even by the time study reported.

Of even greater significance, a study showed that three years ago more than four and five years ago suggesting that preschool programs which traditionally introduced skills that school children are set to change their primary focus from those seven million Sesame Street knocking.



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Most top executives agree that specialists should be confined to non-policy positions. As one expert says, "Specialists are most helpful as individuals who question and challenge line decisions, push management into thinking strategically and being creative in their thinking. However, normally a company has its best talent in line positions. And they are there because they have a good balance of talents. For that reason, their judgment should have a greater influence in final decision-making."

Executives' Digest

**SHORT COURSES**

The following courses co-sponsored by the Institute of Regional Affairs and the Public Service Institute of the Pennsylvania Department of Education will be offered in the Spring semester, 1971:

COURSE	STARTING DATE
Advanced Communications	February 9
Radiological Refresher	January 10
Auxiliary Police	February 17
Radiological Monitoring	February 18
Medical Self Help	February 19
Shelter Management	March 1
Light Duty Rescue	March 17
Criminal Investigation	February 8
Fire Ground Attack	February 11
Secretary's Course	February 10
Human Relations in Management	February 9

Informational notices will be mailed to those interested within the next few weeks.

**GET SET**

It's official. Sesame Street, the innovative television program for pre-schoolers, is all that school people have been touting it to be. And then some.

So concluded the Educational Testing Service, Princeton, New Jersey, after a two-year study of the program. Citing the "excellent educational impact" of Sesame Street, ETS researchers said the program has made its greatest impact on disadvantaged youngsters who regularly watch the series. Their cognitive skills increased by as much as 62 percent. "Such television programs can reduce the distinct educational gap that usually separates advantaged and disadvantaged children even by the time they enter first grade," the study reported.

Of even greater significance to school boards: The study showed that three year old regular viewers learned more than four and five year old less frequent viewers, suggesting that preschoolers are able to learn many skills traditionally introduced at later ages. All of which means that school boards probably had best get set to change their primary school curriculums before those seven million Sesame Street viewers come knocking.

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## MICRO-MINI HOOVER COMMISSIONS

All levels of American government are finding it increasingly difficult to meet the responsibilities of our rapidly changing society. This has been true throughout our history. Institutions adjust belatedly to new conditions and problems. The tempo of change in our time has been so rapid and the ability of government to respond so inadequate that popular confidence in political institutions is at a low ebb.

Not that nothing is being done to update federal, state, and local governments to adapt to modern needs. Federal policies and programs are being challenged and re-evaluated, and new approaches to problems of education, welfare, revenues, and organization and procedures of legislation and administration are on the verge of adoption. State constitutional revisions have been commonplace in recent years. Legislative and administrative reorganization in the states has made some progress, and there is obviously a re-examination of the principal-agent relationship between states and their local units. At the municipal level, professionalism in administration is receiving better acceptance. Fragmentation into small uneconomic units is at last being timidly recognized by local officials as their chief obstacle to progress, and regionalism, or intermunicipal cooperation in services is becoming the "in thing". There has been progress, but not nearly enough.

In terms of evaluating and improving legislative and administrative machinery, the federal and state governments have in recent decades shown considerable activity. The federal Hoover Commission's inventory of problem areas and recommendations is still the basis of potential improvements at that level. Many states have completed similar self-evaluations through so-called "Little Hoover Commissions." Pennsylvania's Little Hoover Commission issued its final report in January of 1970 which is replete with excellent proposals affecting both state and local government.

The primary mission of the Institute of Regional Affairs is to use all its resources to secure improvements in local government. I.R.A., and all the other non-

### IRA NEWSLETTER

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

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governmental associations or institutions with similar purposes, cannot identify nor solve all the pressing problems in all the local jurisdictions of their respective areas of activity. As in the case of the federal and state governments, more concern and action by the local unit officials themselves is essential if those local units are to survive as responsive service agencies.

We suggest that any local unit, large or small, establish commissions similar to the "Big" Hoover Commission, and the "Little" Hoover Commission of the states. Composed of competent citizens appointed by the mayor or council, or supervisors, their primary function should be to make a thorough inventory of the quality of local services and their operation, and to make apt recommendations for an overall program of attack in weak areas.

If "Maxi" Hoover Commissions and "Mini" Hoover Commissions can contribute so much to better government on the larger levels, there is every reason to believe that "Micro-Mini" Hoover Commissions at the local levels can do the same.

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## THOUGHTS FOR TODAY

Some women are so dumb they wonder how electric light poles grow in a straight line.

When a man has been jilted by a street cleaner's daughter, he should sewer.



VOL. XVIII, NO. 2

## TIME FOR SERVICE AWARD NOMINATIONS

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The Awards are granted by the Institute in recognition of those local officials who have contributed their services to their community in a governmental capacity, over an extended period of years. Persons who have performed minimal service are not eligible for nomination, nor are any persons who have previously received this Award.

Included in those eligible for nomination are; school board members and secretaries, councilmen, mayors, township supervisors or commissioners, municipal secretaries, solicitors, engineers, planning and zoning board members, policemen, firemen, and other public employees.

Anyone wishing to place a name in nomination should not hesitate to do so because of any doubt as to the eligibility of the individual. In case of doubt, please contact the Institute of Regional Affairs at Wilkes College.

## "REGIONALISM - THE CHALLENGE OF THE 70'S"

All residents of a metropolitan area have a common interest in the social and economic health and vitality of the entire area. The difficulty is not that the metropolitan areas do not have the resources, but rather that the resources and needs are mismatched with the local governmental jurisdictions.

Local government boundaries no longer encompass coherent socio-economic areas; hence, boundaries do not coincide with the demands for public services. Indeed, the large number of local units themselves often impedes, or at least delays, achieving timely and effective responses to new and increasing demands for services. Where high capital investments are required for a service function or where the service area does not coincide with the political boundaries, economic and area considerations must prevail over parochial needs or interests if the service is to be realized. Most existing governmental units in this country appear too

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# NEWS-LET

WILKES COLLEGE WILKES-BARRE, PENNA.

small to achieve economics of and raise quality. It seems likely to be able to do jointly in this units cannot do singly.

Thus the decade of the 1960 movement termed regionalism. vehicles to resolve area-wide boundary lines have been temporary expedients which they accepted and assisted by its some of these endeavors have full, the 1970's are faced with need to build stronger and new institutions.

The chief response to regionalism is the national government. It has been using its expertise and financial resources to promote local action toward regionalism.

The original initiative to promote regionalism came from the Office of the President.

Congress likewise seems to have a sound sense of solving problems through a regional approach.

The Housing Act of 1968 is legislation dealing with urban problems. The need for coordinating housing with other local community regional agencies. In 1954 Congress recognized the involvement of states, counties, cities, metropolitan regions and establishment of units, and made grants available to metropolitan and regional agencies.

Congress moved a step further with the Cities and Metropolitan Development Act specifically referring to areas to perform metropolitan or regional functions. The act did refer to "a unit of government" but the regional emphasis was on action-type regional agencies.

The handwriting is on the wall. Many Federal agencies are concerned with regional projects. Any doubt as to the trend of regionalism is dispelled by the growing number of whose project applications were rejected because HUD determined that localities be joined into one



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Local government boundaries no longer encompass coherent socio-economic areas; hence, boundaries do not coincide with the demands for public services. Indeed, the large number of local units themselves often impedes, or at least delays, achieving timely and effective responses to new and increasing demands for services. Where high capital investments are required for a service function or where the service area does not coincide with the political boundaries, economic and area considerations must prevail over parochial needs or interests if the service is to be realized. Most existing governmental units in this country appear too

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# NEWS-LETTER

small to achieve economics of scale that can cut costs and raise quality. It seems likely that regionalism may be able to do jointly in this regard what individual units cannot do singly.

Thus the decade of the 1960's favored a new dynamic movement termed regionalism. All sorts of devices and vehicles to resolve area-wide problems that cross boundary lines have been invented. They are all temporary expedients which the federal government has accepted and assisted by its "glue" money. Though some of these endeavors have been partially successful, the 1970's are faced with the stark reality that we need to build stronger and more responsive regional institutions.

The chief response to regional needs has come from the national government. It has acted as a catalyst in using its expertise and financial resources to spur local action toward regionalism.

The original initiative to deal with area problems came from the Office of the President.

Congress likewise seems to have developed a very sound sense of solving problems predicated on the regional approach.

The Housing Act of 1949, the first important legislation dealing with urban problems, first recognized the need for coordinating housing and renewal programs with other local communities, but did not mention regional agencies. In 1954 and 1965, housing acts recognized the involvement of metropolitan areas in the solution of urban problems by encouraging planning by states, counties, cities, metropolitan areas and urban regions and establishment of appropriate organizational units, and made grants available under section 701 to metropolitan and regional agencies.

Congress moved a step further in the Demonstration Cities and Metropolitan Development Act of 1966 by specifically referring to areawide agencies designed to perform metropolitan or regional planning. Not only did the act refer to "a unit of areawide government, "but the regional emphasis passed from planning to action-type regional agencies.

The handwriting is on the wall. Just observe what many Federal agencies are doing to local governments. Any doubt as to the trend of the federal government to insist on regional projects under its aid programs is dispelled by the growing number of local governments whose project applications were delayed or disapproved because HUD determined that the projects of two localities be joined into one. For example, in a number



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

of instances, grants for separate sewage disposal systems have been denied because the federal agency insisted that a single regional joint system would be more efficient and economical.

Resistance to this federal insistence on the regional approach where feasible has already appeared. Warren, Michigan, refused Urban Renewal funds because it would not accept the regional conditions attached. Blackjack, Missouri, attempted to block construction of a federally subsidized housing project for similar reasons. The latest setback was in the Detroit suburb of Novi, where the Metropolitan Detroit Citizens Development Authority has postponed plans to build a new community for low-moderate income families. Reasons for the postponement, of the 1000 acre development, which was supposed to be racially and economically integrated, were citizens resistance to required zoning changes and the "feedback" from Blacks who did not want to be isolated in a suburban ghetto.

The federal commitment to regionalism is crystal clear. Every subsequent piece of congressional legislation reflects the same theme. The only void that remains unfilled is a definite federal policy clearly setting forth the specific action-type regional agency which the Federal Government will recognize. Currently, there is a tremendous contrast in the organization of such agencies, and to the present they are single-purpose oriented.

The chief remaining source of criticism is this continued practice of establishing a separate agency to perform each function required in a regional area. Single service agencies result in disjointed, unplanned approaches to regional problems, and increased costs, fragmented fiscal resources add to citizen confusion about government. More importantly, from the viewpoint of popular sovereignty, citizen control of single-purpose regional agencies becomes almost impossible.

Failure of the federal government to eliminate this criticism does not mean that it will not do so. The efforts of most national organizations concerned with local and regional problems, including specific recommendations, are beginning to influence the Congress in that direction.

When, and if, Congress finally establishes a clear policy of true multi-purpose agencies to deal with programs on a regional basis, the effect on local government structure will be of such tremendous dimensions that local government as now constituted

may be virtually submerged, perhaps never to recover from the shock.

HVM (to be continued)

### THE ECONOMIC FUTURE OF CITY AND SUBURB

Many readers of the IRA News-Letter may be interested in obtaining a personal copy of a supplementary paper (No. 30) entitled "The Economic Future of City and Suburb." The paper ranks in importance with previous publications by the Committee for Economic Development (CED) dealing with modernization of local and state governments.

Prepared by David L. Birch of the Harvard Graduate School of Business Administration, the report projects "that the central city crises of the 1960's may well arise as the suburban crises of the 1970's."

The author foresees an increasing economic specialization of the central city, as manufacturing moves to the suburbs. He believes that absolute declines in many types of jobs will be offset by the substantial gains to be made in the future development of the communication-sensitive "service industries": banking, corporate headquarters, educational and health facilities, non-profit membership organizations, and the specialized manufacturing and service firms for these growing functions.

He predicts that accompanying this shift in economic activity will be a marked shift in population: a growing "suburbanization of the poor" as blacks and other minorities move from the cities into suburbs. At the same time, the changing mix of activities in the central city are expected to attract a growing number of white collar workers "whose skills are increasingly in demand in the central city and whose commuting time from the suburbs to the city is rising." The cumulative effect of these economic and residential changes will be to transfer many of the present problems of the central city to the suburbs, particularly the inner suburbs.

On the basis of recent census data, the author concludes that a growing proportion of the black population is participating in the out migration to the suburbs. He notes also that while central city densities throughout the country have declined since 1950, "suburban densities", in contrast, are growing rapidly and, by central city standards, have enormous potential for growth.

Copies of this paper may be obtained from the Committee for Economic Development, 477 Madison Avenue, New York, New York, 10002. The price is one dollar per copy.

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### SAVE YOUR BOTTLES

Don't throw away your used glass containers! Sometimes they may be used to build the streets in your town. That is, if a 5-year test by Glass Container Corporation being conducted at the Fullerton Air Industrial Park works out. They've built an experimental street of "Glassphalt" composed of 60% glass, 33% stone dust, and 5% asphalt and lime for adhesion. If it succeeds, there will undoubtedly be a lot of tidy house cellars!

### WE CAN SAVE BY HITCH-HIKING

Much like the old saw about the weather, everybody today talks a lot about saving, but not many do something about it. This applies to local governments as well as to individuals. Much has been said or written about reducing costs through local joint purchasing agreements, but such arrangements are not particularly common in Pennsylvania. Consolidation of services by annexations or consolidations of local units are almost unheard of. Reordering of municipal service priorities in order to use available resources where most needed isn't prevalent. Even the use of sound business procedures in procurement is still considered a "reform" in many municipalities.

It is not a new word in the vocabulary of governmental purchasing, but how many readers have heard of "hitch-hiking"? In effect, it means combined purchasing on a large scale under an open-end contract enabling many government units to realize the advantages of reduced unit costs. This is basically the idea behind inter-municipal purchasing agreements, although most such purchasing is done under "once and done" contracts. Undoubtedly, municipalities are not generally taking advantage of mass buying. Neither is the state of Pennsylvania.

A little known proposal offers an excellent opportunity for improving state procurement at lower prices and at the same time extend the advantage to local government units. The idea is found in one of the recommendations made early last year by the Governor's Commission for Modern State Government, referred to as the "Little Hoover Committee" appointed by former Governor Raymond P. Shafer.

The committee reached the conclusion that the Department of Property and Supplies should be responsible for fully informing all other government entities within the state about commonwealth contract purchasing arrangements so that these groups can take advantage of state bulk procurement. This should result in lowering costs for all parties concerned. Under the recommendations, the state's total procurement effort and the procurement efforts of municipal, county, and other local government units should be governed by the newly recommended state system and procedures should be under continuous scrutiny by the Governor's office.

The concept is best illustrated by the committee's recommendation on purchasing automotive equipment. Legislation is suggested to permit open-end state contracts for such equipment and allow local governments to make purchases under the open-end state contracts as is done in California. Thus, local units would receive the advantages of low cost through the mass buying power of the state.

The report indicates that savings to local governments would run into the millions of dollars annually, depending on the size of the unit and number of items so purchased. The committee, too, would be a beneficiary of lowered costs because a substantial percentage of municipal, county, and other local governmental purchasing is paid for from state tax resources, allocated to local governments under the various aid programs like Liquid Fuels.

Under present purchasing and contract law applicable to local units, such a procedure would be illegal.

Municipal codes and the currently require local bids could be legalized by the purchasing procedures to be purchased through

This promising idea remains significant report for government in Pennsylvania it remains so interred. The consideration at an early date in the hope that it will be a legislator truly interested way to ease our local resource in other states, and there cannot save by "hitch-hiking" power of the state.

### HUD 701 FUND GUIDELINES

HUD Regional Administrator outlines the Comprehensive "701" Program. The emphasis is on the accomplishment of locally developed programs within the framework of these broad guidelines:

1. Strengthen the institutional capacity of local governments to meet the needs of all citizens.
2. Improve and conserve land and earth resources for future generations;
3. Realize orderly physical development and development of including effective central cities and suburbs.
4. Improve housing and level of service and moderate income relates to employment.

The guidelines stress executive management capabilities within the context of competition in determining priorities, and evaluation programs, and evaluation planning and management and local governments to sharing and greater reliance.

As in 1970, applicants should give special attention to Land Use and Orderly Community Development, Environmental Quality and other programs.

Noteworthy is the fact that not being earmarked by state funds be distributed among ten local Offices will use similar agency effectiveness.

HUD staff will negotiate serving on the policy-making to ensure a tight linkage between local government and state. The focal point for with regard to application and processing will be local Offices. Where none have local Offices will retain administrative



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Under present purchasing and contract law applicable to local units, such a procedure would be illegal.

Municipal codes and the general contract provisions currently require local bidding. However, the system could be legalized by the simple amendment of code purchasing procedures to permit exceptions if any item is to be purchased through a state open-end contract.

This promising idea remains buried in the pages of a significant report for general improvement of state government in Pennsylvania. It will be unfortunate if it remains so interred. The idea deserves legislative consideration at an early date. We publicize the proposal in the hope that it will come to the attention of a legislator truly interested in exploring every possible way to ease our local resource problems. It has worked in other states, and there is no reason why we, too, cannot save by "hitch-hiking" on the mass purchasing power of the state.

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## HUD 701 FUND GUIDELINES RELEASED

HUD Regional Administrators have received the 1971 guidelines of the Comprehensive Planning Assistance "701" Program. The emphasis this year will be on the accomplishment of locally-determined objectives within the framework of these broad national goals:

1. Strengthen the institutional capability of state and local governments to understand and respond to the needs of all citizens;
2. Improve and conserve the quality of air, water, and earth resources for the benefit of present and future generations;
3. Realize orderly physical growth through planning and development on a state and areawide basis including effective planning for linkages between central cities and suburban communities;
4. Improve housing and related community facilities and level of services to all persons, including low and moderate income families, particularly as relates to employment activities.

The guidelines stress the need for strengthening the executive management capability of chief elected officials within the context of comprehensive planning that assists in determining priorities, allocating resources, implementing programs, and evaluating performance. Effective planning and management is expected to enable state and local governments to tool up for federal revenue sharing and greater reliance on block grants.

As in 1970, applicant agencies are being encouraged to give special attention to Government Management; Land Use and Orderly Growth; Housing Development; Environmental Quality and Meeting Planning Requirements.

Noteworthy is the fact that 1971 fiscal year funds are not being earmarked by subject category. Funds are to be distributed among ten HUD Regions using population, poverty, and prior funding experience factors. Regional Offices will use similar criteria, including a factor for agency effectiveness.

HUD staff will negotiate with key elected officials serving on the policy-making bodies of areawide agencies to ensure a tight linkage between planning and implementation. The focal point for "701" Program administration with regard to application receipt, negotiation, signoff and processing will be the highly decentralized area Offices. Where none have been established, the Regional Offices will retain administrative responsibility.



## NONGRADED INSTRUCTION

The Pittston Area School District will initiate a long-range program to replace the traditional grade system of instruction with non-graded instruction permitting pupils to advance according to their ability. This progressive innovation will be made under a contract negotiated with the Institute of Regional Affairs.

Under the traditional and most prevalent system of graded instruction, a pupil enters school at the first grade level and moves through the normal twelve grades with other pupils of his grade through a system of promotion. This mass movement from grade to grade holds back the able pupil and deprives the less able of individualized instruction which is necessary to attain their highest potential.

The School District proposes to place each pupil at his own instructional level, based upon ability determined by standardized tests, and then permits the pupil to progress according to his own ability and rate of learning. This means that all artificial and arbitrary horizontal divisions within the curriculum would be removed.

Beginning with 15 in-service instructional sessions for the school's professional staff prior to opening of school in September, The Institute of Regional Affairs will provide consultation and continuing instruction to the staff and to instruct para-professional personnel of the District in their duties under the new program. The Institute will also provide student teachers as a part of the program at the end of the year, and submit an annual report on the effectiveness of the program as it progresses.

The proposed program does not mean that the graded system will be abandoned now or in the future, since participating pupils will be selected on the basis of demonstrated ability and with the consent of parents.

The Non-Graded Instructional Program will be under the direction of Assistant Professor, J. George Siles, who joined the Education Department at Wilkes College in 1963. Mr. Siles has been appointed Associate Director responsible for Educational Planning with the Institute of Regional Affairs. His extensive experience and background in the educational field, and particularly

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Wilkes College  
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elementary education, eminently qualifies him to direct the Non-Graded Instructional Program.

## ARE YOU AN URBANITE?

The most complex problems of our society are attributed to the urbanization of the country. This fact doesn't disturb most people simply because they think that urban areas are only cities. Not so!

About 75% of us live in urban areas, and you are probably one of them. According to the U.S. Bureau of the Census, your place of residence is an urban area if it meets any one of the following criteria:

1. It is an incorporated city, borough, or village with at least 2,500 inhabitants;
2. It is a densely settled urban fringe, whether incorporated or unincorporated, around a city of at least 25,000; or,
3. It is an unincorporated area of at least 2,500 inhabitants outside of an urban fringe.

You don't have to live in a big city to be an urbanite. Start counting. You may find that you are one. Then smile, because you have moved into the modern age.

## THOUGHTS FOR TODAY

A linear is last year's word for straight, which was the year before's word for square.

A racist is a gentleman of another color with whom one is having an argument.

## IN THE LIBRARY

NEW ENGLAND ECONOMIC INDICATORS — Federal Reserve Bank of Boston — A survey of the New England economy published by the Federal Reserve Bank of Boston.

NEW JERSEY MUNICIPALITIES — New Jersey State League of Municipalities — This magazine serves as a medium of exchange of ideas and information on municipal affairs for public officials.

NIGP LETTER SERVICE — National Institute of Governmental Purchasing — A publication dedicated to improving governmental purchasing.



# NEWS-LET

WILKES COLLEGE WILKES-BARRE, PENNA.

VOL. XVIII, NO. 3



HUGO V. MAILEY  
JUNE 29, 1915 — MARCH 8, 1971  
DIRECTOR  
INSTITUTE OF REGIONAL AFFAIRS

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VOL. XVIII, NO. 3

WILKES COLLEGE WILKES-BARRE, PENNA.

MARCH 15, 1971

# NEWS-LETTER



**HUGO V. MAILEY**  
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DIRECTOR  
INSTITUTE OF REGIONAL AFFAIRS

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MAR 23 1971  
WILKES COLLEGE



Dr. Hugo V. Mailey, Director of the Institute of Regional Affairs and Chairman of the Department of Political Science, Wilkes College, died in the Wilkes-Barre General Hospital following a heart attack in his office shortly before 9 a.m., Monday, March 8, 1971.

This issue of the NEWS-LETTER in its customary format was prepared for publication under his direction a few days before his passing. The lead article was written by Dr. Mailey under the title "Regionalism - The Challenge of the 70's". The subject was among the highest priorities in a long list of local and state government causes to which he devoted his life.

To the present and past members of the Institute staff, Hugo was not just its founder and director - HE WAS THE INSTITUTE. He will always be its guiding hand.

To acknowledge this fact, all other items have been excluded from this March issue except Dr. Mailey's article prepared prior to his death.

Doubtless, Hugo would object strenuously to any "tampering" with his NEWS-LETTER. The staff begs his pardon for its transgression, and promises that all future issues will bring to its readers the same breadth of significant items upon which he insisted.

### "REGIONALISM - THE CHALLENGE OF THE 70'S"

At the state level, interest and activity is on the upswing, partially as a reaction to specific federal programs and partially as a means to strengthen the states' capabilities to administratively address themselves to functional and area needs. This increased interest is demonstrated by new enabling legislation, financial support to regional organizations, executive reorganizations and policies, including a regional approach.

Just as the aid systems of most states have not been adjusted to fit current conditions, the states have assumed few functional responsibilities which were once local. What's more, the state level has not produced any strong regional or metropolitan leadership.

About all that can be said for states is that they have passed permissive legislation making inter-local cooperation possible. In the face of problems becoming regional, the states tread gingerly and hope that it will be attained voluntarily through local arrangement. They have not undertaken any major overhaul of local government.

If the states are going to prepare local governments for the 1970's, there needs to be an injection of a more active state role because the state is the affluency of general government with the legal power, the imagination, and the finances to experiment, and above all the capability to overcome municipal jurisdictions. States must reappraise and relocate the solution of problems to the proper levels. To pump more funds into local units in the hope that local units will be able to deal with large problems cooperatively and imaginatively is unrealistic, unless the carrot and stick approach is used; and, even then, it is doubtful if comprehensive

planning and regional implementation can be attained on some kind of sensible regional basis. To grant more powers to lower levels of government when a problem belongs at a higher level is unrealistic. And to pass more laws and to create more programs seems only to compound this illogical, unreasonable, and unnecessary mess.

Pennsylvania, for instance, has not taken an inventory of local tasks, local needs and local functions at all. It has taken a swipe at reappraisal at times - when other subjects were under consideration, such as home rule, housing, unemployment, protection and safety, sewage, etc. No deliberate attempt has been made in this state to carefully select functions which local governments can perform within the limits of their civic and political leadership, physical boundaries, and financial resources.

The Constitutional Convention of a few years ago struck out in this direction. The fact that Pennsylvania amended its Constitution to provide optional ways for the exercise of powers at the local unit of government level is, in a real sense, a recognition of the need for reform in local governmental institutions. In sum, these local government amendments imply that the form, structure, and powers of Pennsylvania local government are not adequate to meet today's needs and that the electorate should have more positive means for influencing change.

The most innovative provision of Article IX is that contained in Section 6 and 7 concerning area government. The General Assembly is to provide for the establishment and dissolution of area governments and the granting of powers to such governments. Although there is great uncertainty as to the meaning of the term "area government" and much confusion as to its future role within

the framework of local government in Pennsylvania, this provision could be the basis of a complete restructuring of local government in the Commonwealth.

Several bills appeared before the General Assembly of Pennsylvania during the past term which are designed to alter the basic approach to the problems of water pollution in Pennsylvania.

One of the bills involves the authorization for the establishment of Regional Water and Wastes Management Authorities. The Regional Water and Wastes Management Authorities would be formed by the Counties in the regions which have previously been determined and designated by the Sanitary Water Board. If the counties do not appoint a Regional Water and Wastes Management Authority, then the Sanitary Water Board, after a certain period of time, is authorized to do so.

There is no question that if this kind of bill is passed, it will substantially alter the mode of operation in the water quality management field in Pennsylvania. More importantly, it is a recognition of the simple fact that the voluntary approach by small units of government has not been the answer to regional problems and that water resource management should be moved up to another level of government - whether the county, area government, or a regional authority.

This is not to say that regionalism is being promoted and/or coerced by each individual state agency. It is however what can be labeled "Regionalism by Executive Fiat." Let's look at just two instances.

Recommendations developed at a Governor's Conference are serving as the foundation for many of the policies, procedures and guidelines that the New Environmental Department is using to implement Act 241, Pennsylvania's Solid Waste Management Act. All three conference panels pointed up the needs for long-range, comprehensive regional or areawide solid waste management planning, for intergovernmental cooperation at both the state and regional levels, for utilization of all available resources and for federal and state monies to help implement solid waste management programs, to finance more research and demonstration programs, to teach proper waste handling techniques, and to educate the public.

On several occasions, the Governor's Solid Waste Management Advisory Committee has gone on record as favoring broad area planning for sound solid waste management systems. The Committee has voiced support for the Department's suggestion that area-wide planning be promoted by making Act 241 more explicit in its authorization for the formation of regional solid waste

management governmental agencies. The states that a solid waste management submitted jointly by the municipalities an authority or county or by one of the municipalities with concurrence of the provides for needed reviews including one agency with areawide jurisdiction, if one county planning commission." Therefore for planning assistance are being considered in this light. This is certainly a "carrot and stick" approach.

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You do not hear about these little steps for obvious reasons. But they are going in all communities, and they are determinants of the decisions with respect not to assist and to what extent. The cost of many actions of this kind is but a potentially impressive total.

These examples and others substantiate that regionalism is coming, not by the state governments, or by a local citizenry enlightened, or even by any stated urban General Assembly. We seem to be easing without a preconceived urban policy, important, without any policy of Area is a kind of chaotic regionalism that has gotten into. It sounds good because it begins available. It allows for flexibility. "grand theory." The lack of a popular regionalism is even more serious. without a re-appraisal of local government services is no regionalism at all.



Hugo V. Mailey, Director of the Institute of Regional Affairs and Chairman of the Department of Political Science at Wilkes College, died in the Wilkes-Barre General Hospital following a heart attack in his office shortly after 10:00 p.m. on Monday, March 8, 1971.

The issue of the NEWS-LETTER in its customary format was prepared for publication under his direction before his passing. The lead article was written by Dr. Mailey under the title "Regionalism - The Challenge of the 70's". The subject was among the highest priorities in a long list of local and state government issues which he devoted his life to.

In the present and past members of the Institute staff, Hugo was not just its founder and director - HE WAS THE INSTITUTE. He will always be its guiding hand.

In acknowledging this fact, all other items have been excluded from this March issue except Dr. Mailey's obituary and the editorial prior to his death.

Nevertheless, Hugo would object strenuously to any "tampering" with his NEWS-LETTER. The staff begs pardon for its transgression, and promises that all future issues will bring to its readers the same breadth of information upon which he insisted.

## "REGIONALISM - THE CHALLENGE OF THE 70'S"

At the state level, interest and activity is on the rise, virtually as a reaction to specific federal policies and partially as a means to strengthen the capabilities to administratively address them - functional and area needs. This increased activity is demonstrated by new enabling legislation, support to regional organizations, executive orders and policies, including a regional

aid systems of most states have not been adapted to current conditions, the states have not assumed functional responsibilities which were once the state's more, the state level has not produced regional or metropolitan leadership.

What can be said for states is that they have not had permissive legislation making inter-local cooperation possible. In the face of problems becoming more acute, states tread gingerly and hope that it will be solved voluntarily through local arrangement. They have not undertaken any major overhaul of local govern-

ments. States are going to prepare local governments for the 70's, there needs to be an injection of a more active role because the state is the affluency of government with the legal power, the imaginative finances to experiment, and above all the authority to overcome municipal jurisdictions. States must raise and relocate the solution of problems over levels. To pump more funds into local government, we hope that local units will be able to deal with problems cooperatively and imaginatively is unless the carrot and stick approach is used. Even then, it is doubtful if comprehensive

planning and regional implementation can be attained on some kind of sensible regional basis. To grant more powers to lower levels of government when a problem belongs at a higher level is unrealistic. And to pass more laws and to create more programs seems only to compound this illogical, unreasonable, and unnecessary mess.

Pennsylvania, for instance, has not taken an inventory of local tasks, local needs and local functions at all. It has taken a swipe at reappraisal at times - when other subjects were under consideration, such as home rule, housing, unemployment, protection and safety, sewage, etc. No deliberate attempt has been made in this state to carefully select functions which local governments can perform within the limits of their civic and political leadership, physical boundaries, and financial resources.

The Constitutional Convention of a few years ago struck out in this direction. The fact that Pennsylvania amended its Constitution to provide optional ways for the exercise of powers at the local unit of government level is, in a real sense, a recognition of the need for reform in local governmental institutions. In sum, these local government amendments imply that the form, structure, and powers of Pennsylvania local government are not adequate to meet today's needs and that the electorate should have more positive means for influencing change.

The most innovative provision of Article IX is that contained in Section 6 and 7 concerning area government. The General Assembly is to provide for the establishment and dissolution of area governments and the granting of powers to such governments. Although there is great uncertainty as to the meaning of the term "area government" and much confusion as to its future role within

the framework of local government in Pennsylvania, this provision could be the basis of a complete restructuring of local government in the Commonwealth.

Several bills appeared before the General Assembly of Pennsylvania during the past term which are designed to alter the basic approach to the problems of water pollution in Pennsylvania.

One of the bills involves the authorization for the establishment of Regional Water and Wastes Management Authorities. The Regional Water and Wastes Management Authorities would be formed by the Counties in the regions which have previously been determined and designated by the Sanitary Water Board. If the counties do not appoint a Regional Water and Wastes Management Authority, then the Sanitary Water Board, after a certain period of time, is authorized to do so.

There is no question that if this kind of bill is passed, it will substantially alter the mode of operation in the water quality management field in Pennsylvania. More importantly, it is a recognition of the simple fact that the voluntary approach by small units of government has not been the answer to regional problems and that water resource management should be moved up to another level of government - whether the county, area government, or a regional authority.

This is not to say that regionalism is being promoted and/or coerced by each individual state agency. It is however what can be labeled "Regionalism by Executive Fiat." Let's look at just two instances.

Recommendations developed at a Governor's Conference are serving as the foundation for many of the policies, procedures and guidelines that the New Environmental Department is using to implement Act 241, Pennsylvania's Solid Waste Management Act. All three conference panels pointed up the needs for long-range, comprehensive regional or areawide solid waste management planning, for intergovernmental cooperation at both the state and regional levels, for utilization of all available resources and for federal and state monies to help implement solid waste management programs, to finance more research and demonstration programs, to teach proper waste handling techniques, and to educate the public.

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management governmental agencies. The original Act states that a solid waste management plan "may be submitted jointly by the municipalities concerned or by an authority or county or by one or more of the municipalities with concurrence of the others." It also provides for needed reviews including one by "a planning agency with areawide jurisdiction, if one exists, and the county planning commission." Therefore, applications for planning assistance are being considered by the Department in this light. This is certainly the "carrot and stick" approach.

The approach of the Department of Community Affairs in promoting regionalism is another illustration of the same strategy. The Shamokin area offers perhaps a typical example of how it operates in the more homespun-yet widely prevalent instances. Some seven municipalities (potentially 13) in the LAREDO development district which the DCA supports with seed funding and technical assistance, have been in the process of forming a COG, which, one would then hope to encourage to move to the next step; an area government. Shamokin, being "relatively" more affluent and capable than its small neighbors saw "nothing in it" for Shamokin and refused to join. DCA had funded Shamokin generously in the past for a wide range of important development efforts. They badly need additional help for some highly desirable recreation development projects. DCA just simply told Shamokin: "You join and fully support the LAREDO COG financially and otherwise, or you get no more recreation development assistance from DCA."

You do not hear about these little strategies publicly, for obvious reasons. But they are going on all the time in all communities, and they are the fundamental determinants of the decisions with respect to whether or not to assist and to what extent. The cumulative impact of many actions of this kind is building up into a potentially impressive total.

These examples and others substantiate the point that regionalism is coming, not by the initiative of local governments, or by a local citizenry that has become enlightened, or even by any stated urban policy of the General Assembly. We seem to be easing into regionalism without a preconceived urban policy, and what is more important, without any policy of Area Government. This is a kind of chaotic regionalism that we are slipping into. It sounds good because it begins with what is available. It allows for flexibility. But there is no "grand theory." The lack of a popularly controlled regionalism is even more serious. And regionalism without a re-appraisal of local government functions and services is no regionalism at all.

HVM



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

VOL. XVIII MARCH 15, 1971 NO. 3

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VOL. XVIII, NO. 4

WILKES COLLEGE WILKES-BARRE, PENNA.

APRIL 15, 1971

### COMMONWEALTH HONORS DR. MAILEY

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Under state legislation, Local Government Day is celebrated on April 15 of each year in Pennsylvania in recognition of the vital role of local government in the lives of all citizens, and the need for active citizen interest in their local affairs. The Governor's Proclamation dedicated this year's observance to Dr. Mailey for his many successful years of unselfish service devoted to improvement of local government throughout the state. This is believed to be the first time any individual was thus honored.

Victor Mailey, Newport, Rhode Island, son of the late Dr. Mailey was the personal guest of Governor Shapp at the signing of the Proclamation at Harrisburg on April 14. Top-ranking state officials witnessed the ceremony.

As a further token of respect for the late IRA Director, officials of the Local Government Day Committee of the Commonwealth and of the Department of Community Affairs visited Wilkes College on April 15 to present the official Proclamation and honor to Mrs. Mailey in a simple but impressive ceremony held in Weckesser Hall. Mrs. Mailey was also given the proclamation pen in remembrance of the Day.

The presentation was made by the Honorable William H. Wilcox, Secretary of the Department of Community Affairs and the Honorable Genevieve Blatt, former Secretary of the Department of Internal Affairs and Honorary Chairman of the Local Government Day observance. The delegation representing the Commonwealth included Rodney Terry, Director, Bureau of Local Government Services; Edwin Sites, Director, Region II of the Department of Community Affairs; and Donald Cohr, Director of Public Relations.

Mrs. Mailey was accompanied by her son Victor, and Mayor John B. McGlynn, Wilkes-Barre, was a special guest.

Representing Wilkes College and the Institute of Regional Affairs were Dr. Francis J. Michelini, President, Wilkes College; Dr. David Leach, Prof. of History and Chairman of the Division of Social Science; and Professors Philip Tuhy and Walter H. Niehoff, both Associate Directors of the Institute of Regional Affairs.

Mrs. Mailey and son Victor, were honored guests of the College at the Westmoreland Club attended by participants of the ceremony.

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APR 23 1971

# NEWS-LETTER

### ANNUAL DINNER MAY 25

The Nineteenth Annual Dinner sponsored by the Institute of Regional Affairs, Wilkes College, will be held in the dining room of the New Men's Dormitory on Tuesday, May 25, 1971 at 6:30 P.M.

Instituted by the late Hugo V. Mailey to honor outstanding contributors of service to local government and to award Public Service Institute certificates to participants in the many courses for public officials an employees, the dinner has become one of the College's most popular events.

The feature of the evening will be an address by the Honorable William H. Wilcox, Secretary of the Department of Community Affairs of the Commonwealth. The relation between the Department, which is dedicated to the improvement of local government, and the Institute of Regional Affairs have been extremely close and productive. The newly appointed Secretary has already indicated by his actions since assuming office that he intends to enlarge and enhance that relationship.

All public officials in Northeastern Pennsylvania and local government employees, as well as interested citizens, are invited to attend. More than one thousand letters of invitation will be mailed about May 1. Reservations should be forwarded to the Institute of Regional Affairs, 50 Parrish Hall, Wilkes College as soon as possible. Philip R. Tuhy is in charge of arrangement.

### LABOR RELATIONS IN PUBLIC EMPLOYMENT WORKSHOP

This workshop, which was originally scheduled for Saturday, April 3, 1971 has been rescheduled for Friday, May 14, 1971. The workshop is being co-sponsored by the Institute of Regional Affairs and the Institute of Urban Policy and Administration, Graduate School of Public and International Affairs, University of Pittsburgh. Sessions will be held in Room 53, Parrish Hall, Wilkes College.

Sessions will begin at 10:00 A.M. and will adjourn at 4:00 P.M. There will be no charge for the workshop. It is a training course for elected public officials, solicitors, managers and public employers. The workshop will be limited to 35 participants. It is financed in part from a grant by the United States Government under Title I of the Higher Education Act of 1965 administered in Pennsylvania by the Department of Education.





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VOL. XVIII, NO. 4

WILKES COLLEGE WILKES-BARRE, PENNA.

APRIL 15, 1971

INSTITUTE OF REGIONAL AFFAIRS

Dr. Hugo V. Mailey, Director

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## R.E.A.D. PROGRAM ATTAINING GOALS

The Wilkes College Reading Excellence Attainment Development program, or R.E.A.D., instituted as an added community service last June by Dr. Hugo V. Mailey, has reached enrollment beyond original expectations. The reading program, designed to improve the language and study skills of young people through development and application of a course of study based upon individual student needs, was developed and implemented by Professors J. George Siles and Joseph Bellucci, instructors in the Graduate Division of Education at the College.

Administration and supervision of the instructional staff and general program is done by Professor Siles, who is also Associate Director for Educational planning of the Institute of Regional Affairs.

Since inception of the program in June, 1970, young people from twenty public and private schools have participated. Fifty-two students, ranging in age from seven to sixteen have been tested and given instruction. A modest tuition fee covers the expenses of testing, instructional staffing, and materials.

The basic approach to the reading course is individual attention made possible by a low pupil-teacher ratio. Each instructor is responsible for only two pupils during the summer sessions, and three during the regular academic year.

All children receive a battery of tests immediately following admission to the center. Group and individual tests are administered by an educational psychologist with official certification, and who is a member of the American Psychological Association. Dr. Bellucci developed the testing procedure and, in addition to formulating each child's case description, interviews and counsels children and their parents. Initial and final written reports are provided for parents during the five week summer sessions and the ten month academic year program. Interim reports are also given at the mid-point of the academic year course.

Currently, three types of instructional areas are utilized at the instructional center. Room "A" consists of a wide range of mechanical and electronic devices which are not only highly sophisticated instructional tools, but which have a fascination which few children can resist. Room "B" contains programmed materials for independent study and self-directed instruction. In both rooms, trained aides supervise and assist each child under direction of his teacher. Aides are skilled undergraduate students who have completed a professional semester which includes reading instruction.

Room "C" is used exclusively for directed reading instruction, and the emphasis is on a relaxed tutorial atmosphere between instructor and the child.

The instruction day begins at 9:00 a.m., and each child spends a portion of his morning in each of the instructional areas. In addition, there are frequent field trips to the local public library and to the Eugene S. Farley Library to give each child an opportunity to make personal selections of books which he can enjoy throughout the week.

Evaluation of the program to date strongly indicates that the program's primary objective to foster positive attitudes of the children toward reading is being attained.

## MUNICIPAL ANNEXATION TANGLE

Procedures for municipal annexations in Pennsylvania have always been complex, and frequently unpopular. A provision in the revised Pennsylvania Constitution was intended to clarify the procedure, but now there appears to be two.

The annexation of a part of a township by a borough illustrates the new tangle.

Under P. L. 550, enacted in 1953, the annexation procedure started with a petition signed by a majority of the property owners in the part of the township to be annexed. Following acceptance of the petition by the borough council, the latter indicated its acceptance by submitting a petition for annexation to the common pleas court, which approves or disapproves after public hearing. Governing bodies in townships, and the taxpayers of the remaining portion not to be annexed, frequently opposed this procedure because both took no part in the decision.

An amendment to the Pennsylvania Constitution adopted by popular referendum in 1968, provides for such annexation by a majority vote of the citizens in both municipalities. It also directs the General Assembly within two years (deadline April 23, 1970) to "enact uniform legislation establishing the procedure for consolidation, merger or change of boundaries of municipalities." The purpose was to give to all voters in the township control over disposition of any part.

The basis of the legal tangle is that the legislature failed to enact the required legislation by the established deadline, thus opening a question as to which of the two procedures is currently valid. At least five common pleas courts have rendered differing opinions, and the matter can be clarified only by action of the legislature or the new Commonwealth Court in which appeals are pending.

One opinion, reflected in a decision of the court of common pleas in Lackawanna County, contends that the new constitutional provision has nullified the previous Petition method. The court in Lehigh County last March 9 decreed that Coopersburg borough was correct in adhering to the procedure in P. L. 550 in annexing a part of Upper Saucon Township. The latter has appealed.

The Pennsylvania Local Government Commission, a legislative service agency, has recommended, on the basis of an opinion by the Attorney General, that the appropriate procedure depends upon the date of initial annexation action. In other words, P. L. 550 procedure should be used for all annexation procedures started before the constitutional deadline date of April 23, 1971. The Coopersburg case falls within this category, according to the opinion, because proceedings were initiated in June, 1968. On the other hand, actions started after April 23, 1970, are probably governed by Article IX of the new Constitution.

Since an opinion of the Attorney General is subject to counter by the Commonwealth Court, the final decision depends upon the outcome of the cases now before that body. On the other hand, the legislature could solve the legal tangle by fulfilling its constitutional mandate, already overdue, to enact new annexation laws which conform to the revised constitutional provisions. Senate Bill 382, currently in the hearing stage before the Senate Local Government Committee, would untangle the tangle.

## INSTITUTE OF REGIONAL AFFAIRS NEWSLETTER APRIL 15, 1971

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## THE STRANGLER

The private automobile, more than any other factor, created the modern sick American city and is now choking it to death! Despite the desperate efforts of the decision-makers to cure the potentially fatal urban ailments through ingestions of urban renewal, public housing, planning and zoning, model cities, new towns, open space, and a generous dose of other rehabilitating remedies, the automobile continues to neutralize the treatment simply by pouring in and out in overwhelming numbers. Strangulation is occurring not only in the large cities like New York, Chicago, Los Angeles, Boston, and Philadelphia. Scranton, Wilkes-Barre, Pittston, Hazleton, and many of the neighboring boroughs are choking too. The automobile is a concern of our region.

The full impact of the dominance of the automobile on the city was not impressed upon the urban conscience until after World War II. The increasing dominance of this form of transportation was accompanied by expansion of metropolitan areas and a sharp decline of public mass transit service. Roads, highways, and parking spaces simply couldn't keep pace with the growing number of vehicles. Urban transportation problems mounted to crisis proportions, and urban renewal programs aggravated the condition.

Time has proven that the initial, and still the dominant, method of meeting the transportation problem was not only wrong, but self-defeating. The logic was that if more and more vehicles entered the city, more and more highways must be built. This was the approach of the federal government in the 1949 urban renewal program which had as one of its major goals an increase in central city access by the automobile and the new urban freeway. Since alleviation of the chronic urban traffic crisis required tremendous capital resources beyond the capacity of states and local urban areas, only stop-gap measures were instituted at the local level. Downtown streets were redesignated one-way to allow greater traffic flow; vertical parking garages were built; parking authorities were established to keep parked cars off major streets; special bus lane reservations were assigned; and even computerized traffic control systems were developed. These measures, mostly short range in nature, could not, however, keep pace with the increasing traffic difficulties.

The federal government in the mid-fifties stepped in to fill the gap in state and local financial resources by

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Accompanying the private cars which result was a drastic decline. The mania for building accelerated this decline of cities from the d transit facilities to the personal vehicle.

The dismal plight Major railroads have services, adding count of automobile commut into New York is bog Governor Rockefeller's commuter service in the bursting at the seams area, is on the brink of privately owned transi that it recently offer County and/or the city date.

There are a few pro decision-makers recogn in mass transit as the syndrome. The federal developing programs to in this direction. Th changed its Pennsylv the Pennsylvania Depa indicating some shi construction of highw mass transit. The ci metro rapid rail syst subway service improv million dollars. San transit system, know Authority (BART), the in this country.

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## THE STRANGLER

The private automobile, more than any other factor, created the modern sick American city and is now choking it to death! Despite the desperate efforts of the decision-makers to cure the potentially fatal urban ailments through ingestions of urban renewal, public housing, planning and zoning, model cities, new towns, open space, and a generous dose of other rehabilitating remedies, the automobile continues to neutralize the treatment simply by pouring in and out in overwhelming numbers. Strangulation is occurring not only in the large cities like New York, Chicago, Los Angeles, Boston, and Philadelphia. Scranton, Wilkes-Barre, Pittston, Hazleton, and many of the neighboring boroughs are choking too. The automobile is a concern of our region.

The full impact of the dominance of the automobile on the city was not impressed upon the urban conscience until after World War II. The increasing dominance of this form of transportation was accompanied by expansion of metropolitan areas and a sharp decline of public mass transit service. Roads, highways, and parking spaces simply couldn't keep pace with the growing number of vehicles. Urban transportation problems mounted to crisis proportions, and urban renewal programs aggravated the condition.

Time has proven that the initial, and still the dominant, method of meeting the transportation problem was not only wrong, but self-defeating. The logic was that if more and more vehicles entered the city, more and more highways must be built. This was the approach of the federal government in the 1949 urban renewal program which had as one of its major goals an increase in central city access by the automobile and the new urban freeway. Since alleviation of the chronic urban traffic crisis required tremendous capital resources beyond the capacity of states and local urban areas, only stop-gap measures were instituted at the local level. Downtown streets were redesignated one-way to allow greater traffic flow; vertical parking garages were built; parking authorities were established to keep parked cars off major streets; special bus lane reservations were assigned; and even computerized traffic control systems were developed. These measures, mostly short range in nature, could not, however, keep pace with the increasing traffic difficulties.

The federal government in the mid-fifties stepped in to fill the gap in state and local financial resources by

initiating a massive urban highway assistance program which resulted in a tremendously successful engineering feat by linking cities by over 3,000 miles of urban freeways around and through the central cities. City leaders and downtown business interests, eager to take advantage of the generous federal grants for highways which would attract suburban residents to central city, pressed for ever more freeways. The result was that the new highways were actually squeezing more cars, goods, and people into the central city area, and, in effect, creating more traffic problems for the renewed residential and central business district areas. The new roads also encouraged low density sprawl which has adversely affected the physical, social, environmental and economic forms of our major cities. These negative developments were the very trends which urban renewal was attempting to change, or at least slow down, in an effort to save the vitality and the tax base of the central city.

Accompanying the increasing personal mobility by private cars which resulted from rising national affluence, was a drastic decline of urban mass transit systems. The mania for building more and more access roads accelerated this decline by diverting travel into and out of cities from the discomfort of deteriorating mass transit facilities to the privacy and convenience of the personal vehicle.

The dismal plight of mass transit is well-known. Major railroads have eliminated or cutback passenger services, adding countless former riders to the family of automobile commuters. The Long Island Railroad into New York is bogging deeper into distress despite Governor Rockefeller's promise to make it the best commuter service in the world. New York's subways are bursting at the seams. Septa, serving the Philadelphia area, is on the brink of bankruptcy. In our own region, a privately owned transit system is in such dire straits that it recently offered its franchise to Lackawanna County and/or the city of Scranton — with no takers to date.

There are a few promising signs that at long last the decision-makers recognize the expansion and improvement in mass transit as the only antidote to the private car syndrome. The federal Department of Transportation is developing programs to encourage state and local efforts in this direction. The Commonwealth of Pennsylvania changed its Pennsylvania Department of Highways to the Pennsylvania Department of Transportation (PennDOT), indicating some shift in emphasis from exclusive construction of highways in the direction of promoting mass transit. The city of Washington has scheduled a metro rapid rail system, and Boston has completed a subway service improvement program costing about four million dollars. San Francisco is building a new rapid transit system, known as the Bay Area Rapid Transit Authority (BART), the first of its kind in over fifty years in this country.

Unfortunately, these examples simply highlight the widespread inaction throughout the nation. There is general recognition, at least among experts, that the answer to the transportation crisis is a desirable mix between public and private transport facilities to help build healthy urban communities which meet the requirements of modern population mobility. The question is just how to attain such a balanced mix. The answers range from encouraging voluntary use of public mass



transit facilities by making them more comfortable, convenient, and economical to outright prohibition of private car travel into cities, linked with urban fringe parking facilities.

The alarming fact is that although the primacy of action on the mass transit problem is fully recognized and the technological tools are available, decision-makers are still indecisive, at times working at cross-purposes, and powerful special interest groups are erecting threatening barriers to effective mass transit policies and programs. Congress continues to play games with meaningful mass transportation legislation, but was recently quite hasty in renewing the federal Highway Trust fund for road construction for another five years. In Pennsylvania, the transportation aspect of the new PennDOT is receiving slow and grudging attention, and, in fact, the constitutionality of using liquid fuels funds for other than highway construction and maintenance is being challenged by the construction industry and motor clubs.

There appears to be little, or at best occasional, attention to the problem of mass transportation in urban areas of northeastern Pennsylvania. In order to stimulate appropriate interest and action, the Institute of Regional Affairs has done some preliminary research into the need for regional transportation improvement, but a strong catalyst is needed to translate the need into a solution. Perhaps realization that the future of every community in the region depends upon adequate mass transportation may be that catalyst.

WHN

### CARS WILL BE AROUND AWHILE

Expansion of mass transit is inevitable, but don't get panicky that your car will soon be obsolete. Henry Ford II has the following word of comfort:

"Mass transportation in certain areas is certainly a necessity, but if you think mass transportation is going to replace the automobile, I think you're whistling 'Dixie' or taking pot."

### IRA NEWSLETTER

Institute of Regional Affairs  
Wilkes College  
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### CARS, CARS, CARS!

It appears that at least some hard-nosed pessimists see no hope that the grave urgency for mass transit development will outweigh the strong emotional attachment of people for their own personal cars. They predict nothing short of complete frustration for those urban planners who see mass transit as the city's sole salvation.

This prognosis is reflected in a poem recently run in the New York Times:

"For I looked into the future  
Far as human eyes can see;  
Saw a vision of the world  
And all the wonder that would be.  
Saw the freeway filled with traffic,  
No mass transit, only cars  
200 million Fords and Chevs,  
The urban planners drunk in bars."

### IN THE LIBRARY

**PARKS AND RECREATION** — National Park and Recreation Association — A publication concerned with improvement of park and recreational facilities, programs, and leisure time activities.

**PASSENGER TRANSPORT** — American Transit Association — The weekly newspaper of the transit industry.

**PENNSYLVANIA BUSINESS SURVEY** — Center for Research of the College of Business Administration, Penn State University — A magazine of economic activity in Pennsylvania.

### THOUGHTS FOR TODAY

A hypocrite is a man who writes a book praising atheism, then prays that it will sell well.

Only successful men admit they are self-made.

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VOL. XVIII, NO. 5

# NEWS-LETTER

WILKES COLLEGE, WILKES-BARRE, PENNA.

MAY 15, 1971

### OMNIBUS CRIME CONTROL FUNDS

Pennsylvania expects to receive \$20.8 million in Planning and Action grants for the fiscal year 1971, according to information released by the Governor's Justice Commission.

When the Law Enforcement Assistance Agency (LEAA) approves the State's 1971 Comprehensive Plan for the improvement of Criminal Justice, which was recently submitted to Washington, Pennsylvania will be in a position to receive \$19.5 million in action monies under Title I of the Omnibus Crime Control and Safe Streets Act for the fiscal year ending next June 30. Thus far \$1,278,000 in planning monies has been awarded.

The Federal Act requires that 75 per cent of all action grants be distributed to units of local general government. The remaining 25 per cent is reserved for use as discretionary funds by the Governor's Justice Commission.

Pennsylvania received \$10.5 million in Safe Streets money during the calendar year 1970. This compares with \$1.4 million received in the first year of operation.

Juvenile Delinquency and drug abuse are among the principal 1971 targets in the State's Comprehensive Plan.

As in the past, police departments will receive the largest amount under the Plan, but prevention and control of juvenile delinquency will receive a record of \$4,185,155. Earmarked for prevention of crime is \$1,494,148 with \$884,063 of this sum aimed at prevention and treatment of drug and alcohol abuse.

The expected total grant for 1971 exceeds last year's by about \$9 million. The Northeast Region has been allocated \$50,000 in planning monies for fiscal 1971 and \$1,611,390 in action funds for the same period.

### CAN PRIVATE INDUSTRY RESTORE OUR CITIES?

Many sectors of American free enterprise are taking a public beating reminiscent of the attacks against the "robber barons" of the late nineteenth century. Currently, the focus of public charges and indignation is on the responsibility of private industry for pollution of air and water, waste of natural resources and despoliation of land, adulteration of food and drugs, and deception of consumers.

The engulfing problems of urban and metropolitan areas have for long been attributed largely to private

industry's attitude of "profit without social conscience." Blamed for the creation and uncontrolled development of the city, corporate enterprise has been further castigated for handing its "dirty mess" to government for urban rehabilitation at public expense.

The fact that the titles alone of government programs on behalf of urban areas at the federal, state, and local levels, fill an impressive volume attests both to the magnitude of the problem and the intense, though fragmented, effort of government to substitute for private default.

There is, however, increasing skepticism of government programs. Some of it may be attributed to American impatience to get things done in a hurry. Critics contend that bureaucratic restrictions, the influence of special interest groups, and the reluctance of voters to support funding at the local level dooms government effort to certain failure. President Nixon's proposal of a "New Federalism", under which much responsibility for meeting urban problems would be returned to the state and local level, at least indicates some admission of failure of federal action. The growing demand for revenue-sharing without restrictions is being challenged by those who doubt the competence of state and local governments to do any better on their own. Governor Rockefeller's "Creative Federalism" reflects a doubt that even federal, state, and local cooperation alone can solve the city's problems without all-out cooperative contribution by the private sector.

Rockefeller's introduction of private enterprise into the urban attack team represents a real turn in direction, because it reflects at least a partial response to the public charge of corporate irresponsibility. It goes only part way, however, since most of the burden would doubtless still fall on government, and private effort would still be subject to all the restrictions of partnership with government. Industry's optimum contribution might be to apply the full and independent thrust of the free enterprise system to urban problems, stimulated by the profit motive, but with a "social conscience."

Regardless of the reader's position on the social responsibility or irresponsibility of private industry in the past, it appears reasonable to say that the intensity and urgency of urban problems presents an interesting challenge to private enterprise at its current stage of development.

The question is "can private industry with its financial resources and technology provide the models and guidelines for resolving problems of troubled metropolitan areas when governments have been unable to do so?"



INSTITUTE OF REGIONAL AFFAIRS  
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According to Rosaline Levenson, Associate Extension Professor, Institute of Public Service, University of Connecticut, corporate and business leaders of Hartford believe it is possible and are willing to raise nearly five million dollars to test their conviction.

The basis of this venture, the first of its kind in the United States, is a six-month study titled "The Hartford Process" completed in 1970. The study was financed by the Greater Hartford Corporation formed in 1969 by leaders of some twenty Hartford Area firms to finance and promote long talked-about change in Connecticut's capitol city and its environs. It warned that the Greater Hartford area, like others in the nation, was faced with "the double-edged threat of unplanned suburban sprawl and uncontrolled deterioration of its central older cities." It found that government agencies develop policies and programs with goals limited exclusively to problems in deteriorated neighborhoods and then plan suburban development in such a way that it hurts, rather than helps, the very urban center it is dependent upon for its economic, cultural, and social life.

The report found a fundamental fault in the usual public approach to municipal innovations under which each public agency acts independently of other public agencies, without considering the effect on all other local functions. The Corporation is examining all public services in the Capitol region to see how they relate to each other - how housing, for example, affects public health, education, welfare, and transportation. It is then setting standards which represent the wants or desires of people living in the region. Comprehensive model plans for each of four types of community areas will be prepared to attack urban problems in ways appropriate to each type.

The "Hartford Process" is expected to take at least ten years to produce desired results. Implementation of actual urban development plans is to be financed by a privately organized redevelopment corporation. Since all financing will be with private funds, the development corporation will be permitted to make as much profit on individual projects as the market will bear. Anticipated profits, however, will not go to shareholders but, instead, will be used to finance a citizens' forum or council to provide residents who feel "left out of the mainstream of life in Hartford and the region" with means of participating in community decisions and making their voice known.

The uniqueness of the project lies in the opportunity for businessmen to help resolve social problems of an urbanized society outside of the framework of government. The hope is that because of its reliance on private financial resources, the business community can act with a speed and despatch denied the governmental processes.

If the "Hartford Process" fails to meet its objectives, the chief loss would be private capital investments. "No administrations would topple; no elected officials' careers would end; and, no taxpayers' group would show its wrath." If the project is successful, it could well become the prototype for a new role of private industry in urban rehabilitation.

WHN

## NEW TOWNS IN PENNSYLVANIA

New towns certainly are not a new idea. The concept has been in practice in Europe for many years. But new towns are a new program in Pennsylvania, and the Department of Community Affairs has done an excellent job of localizing the concept for use in this state. One of the best publications we have seen on the subject has been published by the Department under title "New Communities for Pennsylvania, which can be secured from the Publications division of the Department.

The new towns concept is analyzed from Europe to the United States and finally in the state of Pennsylvania. The report is optimistic. It envisions new towns in Pennsylvania achieving genuine social integration long before established communities. It recommends that a new state agency be formed with powers to lend or use state funds for new town development, to take land where necessary, to direct local government during development, and to buy or sell land as needed.

The publication is of timely interest because in February of 1972 the President will send to Congress his first report on Urban Growth, which is required every two years by the HUD Act of 1970. The report will undoubtedly include progress information on the development of new towns in the nation.

Currently five new town projects are developing with loans guaranteed under that program. One of the principle difficulties encountered is that old cities who desire to participate in the new town program do not have sufficient vacant land available within their jurisdictional boundaries. There is considerable interest in exploring the possibility of acquiring a new town site on the edge of metropolis, even though not contiguous to a city boundary. In the Toledo new town, the Ohio legislature permitted the city to annex non-contiguous land ten miles away to assure giving the town an adequate school system. This would indicate that it is just a logical step to permit such "skip-annexation" to central city for all municipal purposes, of non-contiguous sites for new towns.

This new possibility is not as far-fetched as it appears. Cities have annexed land for an airport or a harbor using shoestring corridors to meet a literal requirement of continuity.

The federal act now provides for cities that want to build new communities "in town". In town or out, perhaps some of the new cities will be built by old cities.

## CONTEMPORARY CONFUSION

Ever get that feeling that no one really knows what's going on?

A real example of contemporary confusion was reported in the February edition of the Chicago Tribune in a report of the mammoth Chicago Auto Show.

First, there was a box on "Show Facts" which said McCormick Place, the site of the show, was "minutes from the Loop . . . easily accessible by car, or taxi."

In the next column, the headline stated "Cars Jam Drive Going to Auto Show". It reported a huge traffic jam extending for miles around McCormick Place. Police were finally forced to divert traffic off Lake Shore Drive, the major lakefront artery.

Luckily the same edition offered some remedial recommendations. The editorial opposed proposed legislation limiting top speed of cars to 95 miles per hour. But there was a more subtle message to the numerous veterans of traffic jams. The editorial said further that "The real purpose of the automobile, and it seems that some of our legislators and government employees have forgotten this, is mobility. Anything we do that reduces mobility is unmistakably a backward step and must be vigorously resisted".

Apparently the first step in our drive to increase mobility would therefore be to get rid of the big auto show. Once this is done, can the second step be far behind?

## OLD TWIST IN NEW LAW

There's little consolation in seeing a criminal punished for theft or injury to your person or property if you, the victim, are not compensated by return of the injury. Yet, that's about the best the innocent victim could expect under Pennsylvania's penal code until a recent amendment recognized that he should be entitled to more than the satisfaction of seeing his offender behind bars.

Punishments for criminal offenses against persons or property obviously are more humane than those inflicted in Babylonia under the Code of Hammurabi nearly four thousand years ago. Based upon the principle of "an eye for an eye", punishment of the offender was extremely harsh. If a man destroyed the eye of another, the eye of the offender was also destroyed. If a son struck his father, the son's fingers were cut off. If a doctor operated on a patient with a bronze lancet, causing his death, the doctor's fingers were also cut off. If a builder constructed an unfirm house which collapsed and killed its owner, the builder was put to death too. Such punishment certainly took care of the offender, but, as has generally been the case into modern times, it gave little tangible satisfaction to the victim.

Act 257, a new amendment to Pennsylvania's penal code, at long last gives a break to the victim of criminal injury or loss of property. It compels restitution by criminal offenders to the victims of crimes of violence, crimes against property, crimes of fraud, and for injuries to persons and property. It provides that any person convicted of a crime involving theft or damage to property or injury to a person may be sentenced not only to im-

prisonment, but also to make restitution to the victim. It authorizes sentencing judges to consider the financial position of the offender and the extent of the injury and to set appropriate arrangements for restitution.

Coincidentally, similar relief for the victim may soon be extended by the federal government. Senator Mike Mansfield has proposed legislation to compensate victims of criminal violence. Under his proposal, a federal Violent Crime Compensation Commission, rather than a sentencing judge as in Pennsylvania, would make direct awards to victims of injuries suffered in the course of crimes committed within federal jurisdiction. In addition, the bill would provide block grants to states to underwrite similar compensation commissions at the state level.

This consideration for the victim is hailed as a step forward in criminal justice, but the new law is really only a slight twist in Hammurabi's harsh code. It provided that if a man is robbed on a public street or highway and the stolen property is not returned to the victim, the city where the robbery occurred was required to reimburse his loss.

WHN

## NEW LOOK AT CITY AND SUBURB

Although confirmation will have to await comprehensive analyses based upon the 1970 census, there is considerable preliminary evidence to warrant a new look at commonly held predictions of the economic future of our cities and suburbs. In recent decades, the increasing economic disadvantages in central cities created trends which added up to despair for their future. A common picture emerged of central cities populated by low-income families, with a small proportion of very high-income families, and a high concentration of poor black population. The cities were surrounded by what was pictured as comfortable thinly populated suburbs of middle and high-income families. The prognosis indicated inevitable strangulation of the city and a resurgence of the good life in the suburbs.

There are some signs to suggest that the trends which produced this pattern may be changing. The old cities may again enjoy a different but definite economic revival, while the suburbs may be assuming the characteristics and disadvantages of the older cities.

It is obvious that the large central cities can no longer function satisfactorily as general-purpose economic systems as they did in times past. But with all the disadvantages in space costs, transportation costs, and taxes, there must be an explanation of the tremendous concentration of economic activity found in today's central cities. True, those activities which can thrive on the advantages of concentration and a large city government can offer are thriving, and that others are either leaving or are not locating there in the first place.

Perhaps the answer to the possible economic resurgence of the central city is the fact that they are abandoning their general-purpose function and are becoming more specialized. Declines in many types of jobs are being offset by substantial gains in jobs are being offset by substantial gains in communication-sensitive activities, such as banking, corporate headquarters, educational and health facilities, non-profit membership organizations, and the specialized



manufacturing service firms that supply these growing activities. This specialization in services is growing more rapidly in the older, larger, established urban centers than in the younger, smaller ones. While the younger central cities are experiencing rapid growth in all or most economic activities, economic specialization can be expected to increase as they mature.

On the other hand, inner-suburbia densities are approaching those of the central cities for a variety of reasons. Many of the economic activities which cannot thrive within the disadvantages of the central city have located or relocated in the outlying areas or suburbs. The attractions of employment, better education, etcetera, are drawing many of the white and nonwhite low-income people to at least the inner parts of suburbia. While black population in the suburbs increased at an annual rate of only 0.7 per cent from 1959 to 1966, it jumped to a rate of 8.0 per cent in the next two years. An even greater movement of low-income whites has occurred with the rise in their incomes. In Massachusetts, for example, there are now more poor in the state's suburbs than in its central cities, and the suburban share is said to be growing fast.

David L. Birch, writing for the Committee for Economic Development, suggests that because of such changing trends the central-city crises of the 1960's may well appear as the suburban crises of the 1970's. Thus, the cumulative effect of economic and residential changes will be to transfer many of the present problems of the central cities to the suburbs, especially the inner suburbs. As this shifting of economic activities and population continues, the pressures on all parts of the governmental system will be immense. Local governments would be wise to prepare for the development of these pressures and trends for they will be greatest at the local level.

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## IN THE LIBRARY

- PENNSYLVANIA SCHOOL BOARDS ASSOCIATION** - Weekly service for educators with information articles on legislation and other issues of concern to school administrators.
- PUBLIC MANAGEMENT** - International City Management Association monthly magazine devoted to art and science of public administration.
- PLANNING NEWS** - A newsletter concerning planning and redevelopment techniques in New York state.

## THOUGHTS FOR TODAY

He who polished the apple in school will probably polish the brass at work.

Tax credit is a way of luring private enterprise into the ghetto. The political principle involved is that the way to solve the problems of the poor is to give money to the rich.

When a duck flies upside down it quacks up.

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# NEWS-LETTER

VOL. XVIII, NO. 6

WILKES COLLEGE, WILKES-BARRE, PENNA.

JUNE 15, 1971

## ANNUAL AWARDS DINNER

More than three hundred local government officials, employees, and their guests from throughout the Northeast Pennsylvania region attended the Nineteenth Annual Awards dinner sponsored by the Institute of Regional Affairs at Wilkes College on May 25th. The affair, arranged by Philip R. Tuhy, Associate Director of the Institute of Regional Affairs, marked the close of the Institute's most successful year of short courses in a variety of local government service areas.

Dr. Francis J. Michelini, President of Wilkes College, welcomed the guests and introduced Joseph F. Gallagher, Esq., Solicitor of Newport Township and Wyoming Borough, who served as master of ceremonies for the nineteenth consecutive year.

The principal address was given by A. L. Hydeman, Jr., Executive Deputy Secretary, Department of Community Affairs who spoke on the Department's dedication to making local government more viable by rendering a wide range of services to both large and small communities in the Commonwealth. An abstract of the address is included in this issue of the NEWS-LETTER.

The principal purpose of the Annual Dinner is the presentation of awards for special or distinguished service and for completion of short courses conducted by the Institute with the cooperation of the Public Service Institute of the Pennsylvania Department of Education. Fred H. Miller, Executive Director of the Public Service Institute, and a native of Wilkes-Barre, presented nearly 700 Certificates of Attainment for course completions. President Michelini, assisted by Philip R. Tuhy, presented fifty Service Awards to officials and employees of communities throughout a multi-county area representing several hundred years of meritorious service to their respective local governments.

A special bronze plaque, awarded annually by the IRA to that individual in the region who has contributed outstanding service to the cause of local government or community affairs, was given to Thomas Garrity, Chief Assessor, Luzerne County, who has distinguished himself both locally and nationally in the field of assessment.

Special recognition was given Dr. Hugo V. Mailey, late Director of the Institute of Regional Affairs, by presentation to Mrs. Mailey of a silver tray inscribed "He practiced in the community what he taught in the classroom." The tray will be placed in a special Hugo V. Mailey memorial room to be established by the College. The presentation was made by Robert Parker,

Public Relations Director, Greater Wilkes-Barre Chamber of Commerce, and a member of the Executive Committee of the Professional Public Relations Association in whose name the award was made. Mrs. Mailey was accompanied by her brother and sister-in-law, Mr. and Mrs. Michael Barone of Bryn Mawr.

The Reverend William W. Reid, Central Methodist Church, Wilkes-Barre, gave the invocation and benediction.

## DCA WANTS TO HELP

The following address was delivered by A. L. Hydeman, Jr., Executive Deputy Secretary, Pennsylvania Department of Community Affairs, at the Annual Dinner of the Institute of Regional Affairs of Wilkes College on May 25:

I'd like to speak to you today about the activities of the Department of Community Affairs and its desire and availability to help your local governments.

It has occurred to me how strange and almost absurd it is to be explaining what the functions and activities of our Department are. And lately, whenever I think of anything that's absurdly silly and yet dreadfully important, I find myself thinking about the Penn Central Railroad.

I'm sure that all of us have laughed - perhaps with an unexpressed sense of dread about its importance - but we have laughed at the Penn Central. And the most amusement was created by the announcement some time ago that that railroad had been missing over a hundred freight cars for more than a year without noticing it.

My reason for remembering this incident was that it occurred to me that the Department of Community Affairs has for too long remained about as unnoticed and unknown as those missing freight cars, and for much the same reason. Penn Central owned so many freight cars and had such a wide field of activities that those cars would easily go unnoticed. And if Penn Central has what we consider to be a wide range of activities, what then should we say about the scope of activities of the federal, state and local governments. It is easy to understand how one governmental agency can go unnoticed while operating in this maze.

But I believe that DCA should be of greater interest to concerned community members such as yourselves, not only because DCA deals with all the problems of local communities but also because it does so in a relatively unique way toward the goal of co-ordinating and instituting the myriad federal, state and local programs into comprehensive plans and attacks upon the problems of local communities. Our activities are



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rather unique among state departments, not in our day to day functioning where we resemble all the other departments, but in our structure.

What is unique about our Department is that our services to local governments are being carried out through five regional offices — the one for this region is located in Scranton. Through the regional office, we offer communities an immediately available technical staff expert in the areas of planning, housing, recreation, manpower, manpower training and development, and urban renewal, and we offer them a better channel of communications with other state agencies, thereby cutting down on red tape.

Let me give you an example of our regional service at its best. When our Department was only two years old, a week long riot broke out in Pittsburgh's Hill District following the April 4, 1968 assassination of Doctor Martin Luther King. After this riot, the District was not only filled with charred ruins but the people were filled with profound shock as they faced the prospect of rebuilding their homes, their places of work. There was much to be done, but resources were needed.

Historically, the Department of Community Affairs had no place in a situation such as this, but our regional director in Pittsburgh, who had been in touch with local officials throughout the emergency felt that the Department should do something. He was a man who was acutely aware of the terrible conditions under which the people of the Hill District had lived for decades.

The regional director had the idea that funds allocated for several widely scattered renewal projects in Pittsburgh could be consolidated and used for renewal on the Hill, the other projects being refunded later. The Department had, of course, never before done anything of this kind, but a dynamic precedent was established for our Department when it was decided to undertake this project.

Two million dollars in funds were quickly reallocated, and our regional staff lent its technical expertise to draw up the renewal plans. The project ended up not only establishing a new precedent in state/community relations but it helped to quell some of the despair and hopelessness in the people of that district.

One thing that this incident reveals — and I might add, one of the things of which I am personally very proud — is our Department's ability to deliver its services rapidly.

Of course, emergency situations such as the Pittsburgh one do not comprise our day-to-day work, and despite a misconception that seems to exist in some circles, DCA in no way concentrates its attention solely upon the major cities of the Commonwealth. During this same time period, for instance, we received a request from Old Forge Borough in Lackawanna County for assistance in preparing a complex application for funds under the Federal Highway Safety Act. The Borough's problem — it needed a community ambulance. In this case our Scranton Office quickly compiled the statistics that were required by the application, to prove that the emergency vehicle would serve highway needs as well as the community. The Borough's application was accepted, and it received 50 percent of the cost of the ambulance from the Federal government.

Regardless of the complexity or severity of the problem, or the size of the local government which we're assisting, Community Affairs emphasizes one thing: that we exist to improve the delivery of governmental services to communities. We feel that it is important that we in no way take over the responsibilities of local government — but simply strengthen its ability to solve its own problems.

Our central offices in Harrisburg also work towards this goal. There we have the same kinds of technical experts who staff our regional offices, and those experts work on the same myriad of problems. In fact, each regional office is a microcosm of the Harrisburg offices.

DCA is divided into five main program bureaus which sometimes directly assist local communities and sometimes work with the regional offices in their assistance to communities. The Bureau of Local Government Services provides local governments with advice and assistance regarding the many legal and administrative problems they encounter. Through trained consultants, the Bureau of Human Resources deals with the economic, educational, social and cultural development of communities through the administration of the anti-poverty program — the Federal Economic Opportunity Act monies and state programs. The fields of housing, redevelopment and recreation are administered by our Bureau of Community Programs. Our Bureau of Research and Program Development offers administrative guidelines to those involved in the work of local governments (including our other bureaus) and provides informative means and research to local governments. Finally, our Bureau of Community Planning helps local governments plan how to use all federal and state programs and their own resources for their future development.

I must mention one other subdivision of our Department — the Office of Model Cities/Partner Cities. This office deals with the complex and wide ranged federal Model Cities and the State Partner Cities Program — two programs that require a great deal of inter-departmental and inter-governmental cooperation. And this office's main function is to encourage and help to develop this needed coordination.

I'm certain that everyone here tonight knows that Wilkes-Barre is a Model City and that housing and recreation are the principal components. But something that few hear about — the Department of Community Affairs provided almost \$90,000 to help the City with its matching fund, \$400,000 as part of a local/state renewal project, \$60,000 for a modular housing demonstration project, and \$300,000 for recreation.

But this kind of involvement in the Model Cities program does not mean that DCA's interest is confined to cities, rather than the kind of smaller communities which many of you here tonight represent. In fact, it is our objective to assist local communities regardless of size with all the problems confronting them.

One of the two main reasons for my coming here today to speak to you was to give you an idea of how DCA assists local communities and what they assist them with. The "what" is at once simple and complex, for we assist communities with all of their problems and even normal functions. This scope is reflected in the fact that DCA has channeled approximately \$20 million into this region alone. So while answering a question of "what" with an answer of "everything" may seem to be an exaggeration, it is not.

One part of the picture that I haven't mentioned is that DCA always responds rather than initiates. That is, it is necessary for the local community to seek our help. And it almost goes without saying that we want to help as many communities as possible.

So to bring things full circle, you can see why the problem of our Department not being well known is as serious as the Penn Central problems. We can offer a great deal, but only if we're asked. So if you here tonight spread the word and perhaps even ask for assistance yourself, you'll be helping us to help.

I mentioned that I had two main reasons for coming here to speak to you today. My second reason was to congratulate all of you upon completion of your courses here at the Institute. Those congratulations are well deserved.

In closing I would like to make one specific statement about the kinship of Wilkes College and its Institute of Regional Affairs and our Pennsylvania DCA. Our Department is one of the State's youngest but we are dedicated primarily to assist local governments throughout the Commonwealth so that they can be better equipped to serve as viable units of government in America.

This has been and still remains, I am sure, the most important objective of the Institute of Regional Affairs at Wilkes College. The late Hugo Mailey founded the Institute for this specific purpose many years ago and then gave the best of his life to expand and improve the services. We in the DCA are well aware of the work done by Dr. Mailey. I am told that this is the 19th straight year this annual dinner has been held to honor officials, employees, and outstanding citizens who have completed special courses of study at the Institute. There can be no doubt of Dr. Mailey's influence on local government in the entire Commonwealth. Wilkes College and its Institute have stood at the head of the list of supporters of local government since the inception of this college. The future of the Commonwealth and local community affairs depend on a greater degree of such help than it has in the past. Since many institutions of Higher Learning seem to be moving in other directions, your Institute of Regional Affairs has not only stood loyal to its primary cause but it has set its sight far into the future. We hope that Dr. Mailey's influence on the direction of the Institute will never wane and that it will continue to be the leader of the cause for better local government in the State.

## RECORD COURSE COMPLETIONS

A new record for short course completions in the Institute's In-Service Training Programme for local officials and employees was set this year. Certificates of Attainment were awarded to 689 individuals who completed one of 18 courses taught by 17 instructors drawn from the College and the community. The previous record was set in 1968 when 555 certificates were earned.

The Short Course Programme was established in 1951 when 29 individuals completed that year's single course for Borough Councilmen. In the ensuing years, the number of offerings, number of participants, and the geographic area served have all grown consistently. Initially, participants were nearly all from the area immediately adjacent to Wilkes-Barre. Today they enroll from most of the counties in the Northeastern region, and are beginning to come from areas beyond.

In the nineteen years in which the Institute of Regional Affairs and the Public Service Institute of the State Department of Education have cooperated in conducting courses and awarding certificates, 4,429 individuals have voluntarily participated in local government self-improvement courses not otherwise available.

Courses for each year are chosen on the basis of demand and need by the IRA and the PSI after discussions with governmental and community leaders involved in the various fields. The Institute of Regional Affairs selects instructors from the College staff or from those individuals outside of the College who are properly qualified. Instructors are compensated mainly by the Public Service Institute, but also in part by the College. IRA most frequently establishes the course outlines, while Certificates of Attainment are awarded by the Public Service Institute provided its standards are met.

Course	Instructors	Number Completions
Advanced Assessors	Thomas Garrity	16
Advanced Communications	Albert Spunar	9
Advanced Secretaries	Walter H. Niehoff	13
Ambulance Attendant	Anthony Broody	131
Auxiliary Police	Walter E. Wint	36
Basic Communications	Albert Spunar	15
Civil Defense Operations	Nicholas H. Souchik	14
Collective Bargaining	Atty. David Koff	20
Fire Apparatus Maintenance	Raymond McGarry	19
Fire Ground Strategy	B. J. Gross	139
Light Duty Rescue (Hazleton)	Thomas Bast	25
Light Duty Rescue (Wilkes-Barre)	B. J. Gross	24
Medical Self Help	Anthony Broody	63
Principles of Urban Renewal and Housing	Philip R. Tuhy Edward Heiselberg	35
Public Works Equipment Management	Robert Betzler Leo Corbett	7
Radiological Monitoring	John Sulcoski	89
Small Arms	John W. Lowe	7
Township and Borough Auditors	E. Cleaver Geist	27



## CAN YOU TOP THIS?

If ever there was a spontaneous eruption of a thrill and applause at any annual dinner of the Institute, it occurred when the name of Mrs. Ruth Ritter Gordon was called during presentation of IRA Service Awards. As she wended her way to the front, she received the applause given no other. The spring in her walk and the smile on her lips belied what was to come . . . an instant of absolute silence, followed by a sudden thunderous ovation when the citation reached "and a total of 49 years of public service to the City of Bethlehem".

It seemed unbelievable! Mrs. Gordon didn't even look like 49 years! Yet, it was all true. Suggested for the award by Bethlehem's Mayor H. Gordon Payrow, Jr., he has proclaimed her a "natural" for her jobs.

Mrs. Gordon began her career as city secretary on June 19, 1922, six months after James M. Yeakle became mayor. She served 7½ years under the latter's administration, the entire 20 year period under Mayor Robert Pfeifle, 12 years under Mayor Earl E. Schaffer, and continues into the tenth year of the Payrow administration.

She is called the "City's Girl Friday", fitted by her long experience to fill almost any position when the occasion requires. In or out of City Hall, just about everyone knows Ruth and she has kept the peoples' pulse. And little wonder - she presents the picture that she likes to work.

The variety of her jobs in 49 years, ranging from unofficial librarian collecting and cataloguing news clippings in three-inch scrapbooks to being secretary to four mayors, shows that she knows the government of Bethlehem inside and out. But government is also in her blood. Her paternal grandfather, Reuben Ritter, was a commissioner of Northampton County in 1891-1893, and her maternal grandfather, Wilson Hoffert, served on Bethlehem's City Council from 1889-98. Her family history dates back to the 1700's and undoubtedly contains many undisclosed servants like herself.

According to Mayor Payrow, "if there is a job to be done, ask Ruth!"

### IRA NEWSLETTER

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According to Mayor Payrow, Mrs. Gordon first came to City Hall intending to stay a year or so - and the "so" turned out to be 49 years. In addition to the other major positions which she filled during that span, she "served a stint" of 27 years as Zoning Board Secretary; assistant secretary of the Recreation Commission, and for a time recorder at police hearings. About eight years ago, there was a pressing and immediate need for a secretary in the city inspections office - naturally, Ruth filled the bill.

IRA salutes Mrs. Gordon for a lifetime of unselfish service to her home town government and for her inspiring example of citizen involvement.

## IN THE LIBRARY

**PARKS AND RECREATION** - Magazine of the recreation movement published by the National Recreation Association.

**STATE GOVERNMENT NEWS** - Published monthly by the Council of State Governments, presenting recent developments and news on the state government level.

**STATE LEGISLATURE AND PROGRESS REPORTER** - Monthly reporter published by the National Municipal League designed as an aid to citizen's organization for better government.

## THOUGHTS FOR TODAY

Threatened with loss of his best advertiser unless he retracted a headline reading "Half of Council Crooked", the editor complied with another which read "Half of Council Honest"!

A taxpayer is a person who doesn't have to pass a civil service exam in order to work for the government.

The word "expert" is a combination of two words - "ex", meaning "has been" and "spurt", meaning a "big drip".

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VOL. XVIII, NO. 7

# NEWS-LETTER

WILKES COLLEGE, WILKES-BARRE, PENNA.

JULY 15, 1971

## DCA AND CORPORATE CITIZENSHIP

Citizen concern for and personal involvement in community affairs is the essence of a democratic society. Except perhaps at times of common danger or catastrophe, citizen participation has been largely more a rhetorical challenge or objective than an actuality. Events of recent years, if nothing else, reflect a widespread realization that problems once considered essentially personal are in reality problems of the whole community and require the involvement of all people and the utilization of all community resources.

Involved citizenship does not stop with the individual. There is also corporate citizenship. It means that private business and industry which have so much to gain from a healthy and fruitful community climate should bear a direct and active responsibility to contribute their personnel and financial resources to attain and maintain such a climate. Many do so, but good corporate citizenship, like good individual citizenship, lags behind the growth rate of crucial problems in most communities.

Lack of corporate concern and involvement deprives a community of a most potent asset. It leaves a critical gap in the community's armament for attacking its problems. This gap must be filled. The only question is how to achieve greater corporate involvement as we have individual citizen involvement.

The Pennsylvania Department of Community Affairs not only recognizes this gap rhetorically, but it is doing something about it. Its Neighborhood Assistance Program is designed to stimulate dormant corporate citizenship by providing substantial financial incentives for involvement and seeks to concentrate corporate effort on the improvement of conditions in impoverished neighborhoods. In order to encourage business and industry not previously involved to do so, and to stimulate increased involvement by firms already active, the program allows certain tax credits for business firms which participate directly in projects undertaken to improve conditions in impoverished neighborhoods. It also allows credits for contributions made by firms to non-profit Neighborhood Organizations sponsoring programs designed to alleviate poverty conditions in such neighborhoods.

According to Secretary William H. Wilcox, The Department is fully aware that many business firms in the state have been voluntarily contributing money and expertise to provide job training, education, and other community services and are thereby assisting in the prevention of crime, delinquency, and hardship among the hard core population of poverty areas. The Neighborhood Assistance Act provides them with additional

incentives for continuing and expanding these contributions. It encourages businesses not heretofore active in this field to become actively involved.

Secretary Wilcox considers the heart of the program to lie in the concept of "direct involvement" on the part of business and industry in the problem of disadvantaged citizens and their neighborhoods, "calling for active commitments by concerned businesses of financial assistance, of manpower expertise, and, to the greatest extent possible, of their own personal resources".

Administration of the program has been assigned to the Bureau of Human Resources, Department of Community Affairs, to which interested firms may apply for information and assistance in establishing specific projects. Regional offices will also participate. Firms in the Northeastern Region should contact Edward Sites, Regional Director, Department of Community Affairs, Room 320, Chamber of Commerce Building, Scranton, Pennsylvania, 18503.

Enacted in 1967, the Act limited the total tax credits for approved programs throughout the state to \$1,750,000, but also provides that this total shall be increased until a maximum of \$8,750,000 in any fiscal year is reached. Grants for projects are restricted to "impoverished areas" as certified by the Department according to data derived from Federal census studies and current indices of social and economic conditions. If not already a certified area, the Department may certify a neighborhood on the basis of supporting evidence as to the high incidence of poverty conditions submitted with an application.

Eligible business firms are any authorized to do business in the Commonwealth and subject to the Corporate Net Income Tax, or a bank, bank and trust company, national bank, savings association, mutual savings bank or building and loan associations or insurance companies.

The objective of the Neighborhood Assistance Act is to encourage business firms to participate in projects which will: (1) improve impoverished neighborhoods; (2) provide job training, education, and community services to individuals in impoverished neighborhoods; or (3) prevent crime and juvenile delinquency. Education includes any type of scholastic instruction or scholarship assistance to any individual who resides in an impoverished area that enables him to prepare himself for better life opportunities. Crime prevention includes any activities which aid in reduction of crime in such an area. Community services include any type of counselling and advice, emergency assistance or medical care



INSTITUTE OF REGIONAL AFFAIRS  
NEWSLETTER

VOL. XVIII JULY 15, 1971 NO. 7

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furnished to any individuals or groups in an impoverished area. Job training is any type of instruction that enables a resident of an impoverished area to acquire vocational skill which makes him employable or able to seek a higher grade of employment.

A business firm desiring to become involved in this program may do so in two ways. It may participate directly by furnishing financial assistance, labor, material, or technical advice to aid in improvement of any part or all of an impoverished area, or it may "invest" its resources in an area by providing direct corporate services, contributions, or philanthropic gifts to approved Neighborhood Organization involved in Neighborhood improvement. Neighborhood Organizations, within the meaning of the Act, include only those which perform community services in an impoverished area and which also hold from the Internal Revenue Service a ruling that the organization is exempt from income taxation under the Internal Revenue Code.

The incentive to corporate participation is the tax credit. Participating firms will receive certain tax credits not to exceed 50 per cent of the total amount invested in approved projects in a given year. Contributions of personal property are considered appropriate investments under prescribed limitations. Total credit for any given corporation may not exceed \$175,000 annually.

Taxes for which credit will be granted are the Corporate Net Income Tax, the Mutual Thrift Institutions Tax, Fire or Casualty Insurance Company Tax.

Obviously, the most direct and apparent consequence of corporate participation in the Neighborhood Assistance Program on a maximum scale will be the personal and physical improvement of individuals and communities. Even more important, perhaps, is the fact that the very act of mutual involvement between the people and the business firms in a given community will reduce or even eliminate divisiveness which frequently results in community inertia.

In his address to the Nineteenth Annual IRA Awards dinner in May, A. L. Hydeman, Deputy Secretary of the Department of Community Affairs, likened the public unawareness of the Departments many programs of Central Railroad had been unaware that it has lost hundreds of railroad cars for a long period of time. The Institute of Regional Affairs has objectives very much

akin to those of the Department and wishes to assist in calling such programs to public attention.

The Neighborhood Assistance Program is a significant contribution to community life in Pennsylvania, and in the Northeast in particular, in that it aims to fill the gap in full utilization of good corporate citizenship and involvement in community affairs. The program is unimaginative and presents an attainable challenge — the primary ingredients of successful innovation.

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### CIVIL DEFENSE TRAINING SCHEDULE

The Luzerne County Civil Defense Training schedule for 1971-72 has been announced by Ferd C. Endres, Operations and Training Officer for the Defense Council, Cooperation in this program between the Defense Council, Public Service Institute of the Pennsylvania Department of Education, and the Institute of Regional Affairs will continue as it has for many years.

Announcement of the schedule to the local Defense Directors for recruiting purposes was released earlier than usual to facilitate the start of a Light Duty Rescue course at Concrete City, owned by Wilkes College, on 14 July.

A six-week Small Arms course, available to all graduates of the Auxiliary Police course, will be conducted in cooperation with the Wilkes-Barre Police Department and the Institute of Regional Affairs.

The Local Director of Hazleton City is introducing an innovation by enrolling volunteers for Shelter Management and, upon completion, the enrollees will continue with the Radiological Monitoring course.

The course schedule is listed below to assist local directors in recruitment:

Course	Start	Weeks	Instructor
Heavy Duty Rescue	13 July 71	16	T. Bast
Light Duty Rescue	14 July 71	8	B. Gross
Auxiliary Police	8 Sept. 71	10	Sgt. W. Wint
Shelter Management (Hazleton)	15 Sept. 71	4	A. Edwards
Medical Self Help	24 Sept. 71	8	A. Broody
Radiological Monitoring (Hazleton)	14 Oct. 71	8	J. Sulcoski
Shelter Management	19 Oct. 71	4	A. Edwards
Small Arms	17 Nov. 71	6	Capt. J. Lowe
Auxiliary Police	12 Jan. 72	10	Sgt. W. Wint
Radiological Refresher	23 Jan. 72 (AM)	2	J. Sulcoski
Radiological Refresher	23 Jan. 72 (PM)	2	J. Sulcoski
Ambulance Attendant	1 Feb. 72	10	A. Broody
Shelter Management (Wilkes-Barre)	22 Feb. 72	4	A. Edwards
Radiological Monitoring	16 Mar. 72	8	J. Sulcoski
Civil Defense Operations	21 Mar. 72	6	N. Souchik
Small Arms	22 Mar. 72	6	Capt. J. Lowe
Medical Self Help	24 Mar. 72	8	A. Broody
Light Duty Rescue	26 Apr. 72	8	B. Gross

The Hazleton courses in Shelter Management and Radiological Monitoring will be held in the Civil Defense Rescue Building, Chestnut and Poplar Streets. Other courses will be conducted at Concrete City, Luzerne

County Control Center, Kingston Armory, and the Wilkes-Barre City Police Headquarters. With the exception of Radiological Refresher courses, the first session of each course will start at 7:30 P.M. Information is available from the local directors or the County Civil Defense Office, Court House, Wilkes-Barre.

The schedule for courses for local officials and employees, conducted annually by IRA and PSI will be announced in the forthcoming issue of the Newsletter.

### THE NEW COP

American policemen never really did fit the image of the Keystone Kops, but, as older readers remember, connotations of the appellation "cop" in bygone days suggested that police officers were not a particularly gifted or selective lot. Despite his indispensable function of protecting life and property, the cop of yesteryear was frequently considered by much of the public he served as too "dumb or lazy" to work, someone who had the time or willingness to work "cheap", or one who was inclined to avoid work which required personal effort in education or training.

If this ever actually was the general stereotype of the oldtime cop, the new cop of recent times has moved a long way toward a respected and competent public employee. Insulting epithets hurled increasingly at policemen in recent years are little more than symptoms of ignorance of the true character and competence of the modern cop. Even long before the "law and order syndrome" of this decade raised public demands for more and better police service, police officers across the land were improving their qualifications and effectiveness, sometimes with and sometimes without community support. Improvements in quality of applicants for police positions, better recruitment, probationary and in-service training, more effective organization, and many other gains in police performance are evident almost everywhere. Civil service legislation has perhaps not worked the miracles once predicted, but it has gone a long way to provide the policeman with a climate in which he can function on a plane comparable to other occupations. A few municipally supported training programs, and the large number of volunteer training programs, in the area reached by this Newsletter testify to this fact.

The problem is that the incidence of this improvement is quite spotty. There are still too many communities in which the old concept of the cop prevails. There are still too many communities who want better officers, but are unable or unwilling to give tangible support to adequate police service. Many townships have no police officers at all, and rely solely on the Pennsylvania State Police for protection to the lives and property of their residents.

According to legislation currently before the General Assembly, we may be about to experience the old adage that "if the local community won't, the State will." Apparently the legislature intends to eliminate the spotty quality of police work by mandatory requirements.

Although they differ somewhat, two bills now on the agenda would establish minimum police standards for recruitment, selection and training, and, in addition, a state-wide training system to support this. According

to the April, 1971 issue of the Courier, published by the Department of Community Affairs, Pennsylvania is perhaps at long last about to join thirty-three other states which have already enacted such mandatory or volunteer programs.

The bills are similar in establishing a state commission to set mandatory police standards and training, and in requiring all municipal police departments to comply, and to reimburse all municipalities having police in training. One bill would place the commission in the Department of Community Affairs, and the other in the Department of Justice.

Both bills reflect an intent of the legislature to face the perennial problem arising out of the contention of local officials that if the state mandates a function, the state should pay the bill. House bill 42 would reimburse a municipality up to one hundred percent of the salary paid each policeman in training as well as his necessary tuition and living expenses. Senate bill 128 provides for reimbursement of tuition and living expenses only, thus requiring the municipality to share the load.

Funding the program differs significantly in the two bills. The House bill provides for the levy of a surcharge against offenders in the amount of every fine, penalty, and forfeiture imposed and collected by the courts for misdemeanors and felonies, with certain exceptions, and the initial funding would be General Fund appropriation of \$200,000 to the Commission, returnable when Commission funds are available. The Senate bill merely calls for a General Fund appropriation to the Commission of \$175,000, and makes no provision for future funding.

The magnitude and potential effect of the proposals on municipalities and the quality of their police forces is indicated by the duties assigned by both bills to the Municipal Police Officers' Standards and Training Commission:

1. Approving any municipal police basic training school; establishing, where necessary, municipal police basic training schools in existing facilities.
2. Prescribing the minimum courses of study, minimum qualifications for attendance, and the required equipment and facilities of a training school.
3. Setting the minimum qualifications for instructors.
4. Establishing the requirements of minimum basic training which municipal police officers appointed to probationary terms must satisfactorily complete before being eligible for permanent appointment.
5. Certifying police officers who have satisfactorily completed basic training programs.
6. Inspecting municipal training schools at least once a year.

There is, of course, no assurance that either of the bills, or any reasonable facsimile thereof, will be enacted by the current General Assembly. Similar bills have been considered previously without success. Undoubtedly, Pennsylvania will eventually join the other states, because achievement of a uniform level of the calibre of law enforcement officers throughout the Commonwealth cannot be avoided much longer.



## SYSTEM IN LOCAL CRIMINAL JUSTICE

A report, titled "State-Local Relations in the Criminal Justice System", to be released later this summer by the Advisory Commission on Intergovernmental Relations, urges the pressing need for putting some "system" into the state-local criminal justice systems.

Stating that a "basic flaw in our criminal justice system is that it lacks system", Robert E. Merriam of Chicago, ACIR Chairman, stated that local and state justice is a "loose collection of institutions and procedures, operating, autonomously and frequently in isolation. The police, the judges, the prosecutors and the correction officials must recognize their interdependence and work together to build a sound and workable system. And state government must face up to its responsibility to provide effective leadership".

While the report deals with the responsibility of each element in the state-local criminal justice system as it now prevails, and suggests appropriate remedial programs for each element, the recommendations especially applicable to the Northeast region of Pennsylvania highlight IRA's policy of promoting elimination of the highly fragmented police function in the area. With more than 30,000 autonomous police forces in the country, resulting in overlapping of jurisdictions and gaps with no effective police protection, ACIR called on States, counties and municipalities to assure full-time protection in all metropolitan and rural areas, even to the extent of consolidating departments in selected instances. Consolidation of smaller police departments is emphasized.

The Commission calls for improved training, recruitment and compensation for police and correctional personnel, and the use of paraprofessional and volunteer aides to supplement their ranks.

Following a growing trend to transfer selected functions from municipalities to county governments,

### IRA NEWSLETTER

Institute of Regional Affairs  
Wilkes College  
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the Commission recommends the abolition or modernization of the sheriff's office in metropolitan areas and the establishment of county-wide police departments staffed by professionally trained personnel.

Copies of the recommendations are available on request to the Commission, Washington, D.C. 20541

## IN THE LIBRARY

**COURIER** - Monthly publication of the Pennsylvania Department of Community Affairs, features a legislative review and informative articles of special interest to local government.

**APPALACHIA** - A journal devoted to specific problems of regional development.

**URBAN DATA SERVICE** - Monthly reports published by the International City Management Association provide timely data in chart and tabular form and explanatory texts dealing with current municipal activities.

## THOUGHTS FOR TODAY

Are Parkinson's Laws serious or funny? -

"The amount of time required to perform work increases in proportion to the time available."

"Expenditures rise to meet income."

"When funds are limited, the only economy made is in thinking."

"All that we buy with higher taxes is additional administrative delay."

"Automation has a built in tendency to create its own bureaucracy. Once you have a computer, you need one staff to feed it, one to take out the information, and one to file it away where nobody will ever look at it."



VOL. XVIII, NO. 8

# NEWS-LETTER

WILKES COLLEGE, WILKES-BARRE, PENNA.

AUGUST 15, 1971

## BANKER'S THOUGHTS ON INVOLVEMENT

The First National City Bank, New York, exemplifies good "corporate citizenship". Its program of active participation in helping to solve some of the cities' urgent problems is widely acclaimed.

Its President, William I. Spencer, in a May speech on "The Pathology of Urban Progress" gave the members of the Commerce and Industry Association some very sound advice on how to make their civic contributions most productive. Parts of his remarks are particularly worth quoting.

"If history substantiates the belief that we have squandered and have misdirected our resources, how are we going to set things right? The answer, I believe, lies in this room - if we businessmen will stop talking to ourselves and start thinking for ourselves.

"The world out there is a series of overlapping political entities involving people who are looking for direction. This precisely is the burr under the saddle. For any attempt to reverse the growing deterioration of our cities, our efforts must be well organized. Priorities must be set. Responsibilities must be understood, and we must have some measurement of progress. But in today's jargon, there is no game plan and you have to wonder where the players went. Too many essential elements are missing. I want to suggest what we need.

"First, effective metropolitan government - not disjointed and unrelated jurisdictions - to which all elements of the community can respond.

"Secondly, all members of the community must understand their roles and operate accordingly. Presently, most responsible businesses, local community and governmental agencies themselves are each engaged in their own little orgies of setting priorities, programs and roles across the whole spectrum of urban problems. The net result is duplication, tremendous waste, and accelerating backward movement.

"Thirdly, there must be some sensible allocation of resources with full appreciation that not all priorities can be fully satisfied. The consequence is that many organizations, task forces and new governmental and private agencies are competing for the same limited resources.

"Fourthly, there must be a massive effort to make certain that there is general participation and agreement on citywide objectives. What we do have is a number of self-interest lobbies, community groups and individuals all vying for attention, making virtually impossible the

task of proceeding with even modest plans and proposals. Overall we are at sixes and sevens.

"We must abandon any program that does not measure up as a solid contribution toward the solution of the city's problems regardless of the public relations impact. Credit is due for any solid achievement, but public relations is not a criterion of measurement, and we cannot possibly deliver what other people promise."

## MODEL CITIES GOES TO COLLEGE

The Federal Model Cities Program encompasses pretty much the whole range of needs and services in selected areas of approved cities. An unusual, and probably a first, venture into a new service has been undertaken by the Model Cities Governing Board of Wichita, Kansas.

In September, a \$120,000 college tuition project will be initiated. Only model neighborhood area residents are eligible, except by special decision of a task force of the board in individual cases. Income guidelines set a maximum annual income level of \$4,000 for a single student to qualify for a 100 percent grant for undergraduate work. The project also provides fellowships and stipends for about one dozen graduate students. Wichita State University has been selected as the delegate agency for the project.

## WHO'S HIRING MOST?

Readers who sometimes bemoan the Federal Government's growing number of employees, undoubtedly will be greatly surprised at the conclusions indicated by the Bureau of Census tract titled "Public Employment in 1970".

The tract shows that of all jobs created in the United States work force since 1960, 35 percent were government jobs. Most growth in public workers is occurring, not at the Federal level, but at the state and local level. Since 1950, the number of state and local employees has more than doubled.

Analysis of the following table reveals some interesting trends based on the October, 1970, survey of the Census Bureau. Local government employees represented three-fourths of the total state-local work force, and the state government one-fourth. However, municipal government personnel represented only 22 percent, while school districts employed 33 percent.

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Employment by Type of Government

Type	Number	Percent
Total State and Local	10,147,000	100.0
State	2,755,000	27.2
Local	7,392,000	72.8
County	1,229,000	12.1
Municipal	2,244,000	22.1
Township	330,000	3.3
School District	3,316,000	32.7
Special District	275,000	2.7

Tabulation of the distribution of employment by function in the cities in 1970 may or may not present some surprises, depending on the residence of the reader.

Functional Job Distribution

Functions	All Functions (%)	Common Municipal Functions
Total	100.0	
Common Municipal Functions	56.6	100.0
Highways	5.9	10.4
Police Protection	15.6	27.5
Fire Protection	8.8	15.5
Sewerage	2.3	4.0
Sanitation other than sewerage	6.1	10.7
Parks and Recreation	4.5	7.9
Libraries	2.0	3.4
Finance Administration	2.7	4.8
General Control	4.2	7.5
Water Supply	4.7	8.3

This indicates that in October, 1970, about three-fifths of all city employment was accounted for by the common municipal functions, with police and fire protection employing 43 percent. Highways and sanitation, other than sewerage, both have slightly more than 10 percent of employment for common municipal functions.

Variable local functions, not considered in the common type, account for about 43.4 percent of all local public employment. Of these 18.7 percent, or about one-fifth, are employed in education. Other variable functions employ 24.7 percent, including public welfare, hospitals, health, housing and urban renewal airports, water transport and terminals, correction, electric power, gas supply, transit utilities, and the like.

Unfortunately, the tract does not indicate the extent to which employment at the state and local levels is based upon civil service qualifications. Perhaps there is no need.

HOSPITAL VIA AUTHORITY ACT

A variety of public projects have been constructed and operated under the provisions of the Pennsylvania Municipal Authorities Act of 1945, but never a hospital.

The Pottstown Memorial Medical Center, Montgomery County, under construction since February, will be the first hospital in Pennsylvania financed by tax-exempt revenue bonds under the Authorities Act. When completed in 1973, the 281 bed medical center will replace older community hospitals at a cost of \$22 million.

The idea for a new medical center emerged from a local hospital committee survey which evaluated the hospital needs of the community in 1962. The first step occurred about 4 years later when the Memorial Hospital of Pottstown was merged with the Pottstown Hospital and the Pottstown Memorial Medical Center. Definite commitment to construct a new facility to replace the two old institutions was indicated by the purchase of 20-acre site in 1967. At the time it was hoped to start construction in May, 1969 and achieve occupancy by December, 1970.

The big obstacle to the new plan was the unsuccessful effort of the hospital itself to finance the project by private placement of the debt through a long-term bond issue. The hospital found that it was trying to borrow more money than institutions were willing to lend at the time. Hope to consummate the project was temporarily restored by the creation in 1967 of the Montgomery County Hospital Authority, the first of its kind in Pennsylvania. Its purpose was to help finance hospitals throughout the county by issuance of low-interest, tax-exempt bonds.

The Authority agreed to finance the new hospital, but hopes were again shattered when the bond market began to "run away". In addition, the six percent limitation on bonds issued in the state was still in effect. Consequently, a bond issue was not feasible because the allowable interest rates were not high enough to attract investors. In 1968, the state legislature raised the ceiling to seven percent, but, unfortunately, the market also moved up so that investment bankers could not hope to sell bonds at only 7 percent. The real break came in mid-1970 when the legislature removed the interest rate restriction entirely for a period of one year. The County Authority was then in a position to borrow money at whatever rate the bond market demanded.

By going the authority route, the hospital was able to keep the financing overhead of the 30-year tax-exempt revenue bond issue to less than \$1 million instead of the \$3.3 million under private issue, and the interest rate was slightly lower.

11TH ANNUAL COMMUNITY GROWTH CONFERENCE  
SEPTEMBER 22, 1971  
THEATRE FOR PERFORMING ARTS  
MARK YOUR CALENDAR

GUARANTEED MAINTENANCE CONTRACTS

Municipalities, especially the larger ones, which are searching for means of reducing equipment maintenance costs, should investigate the advantages of Guaranteed Maintenance, Life Cycle Costing, and Total Cost Purchasing. Although these ideas are not entirely new, their application is not widespread.

Many equipment manufacturers are promoting the concept of Guaranteed Maintenance, especially on heavy capital equipment. By contract with the equipment firm at time of purchase, it places responsibility of maintaining equipment during a pre-determined active life or life cycle of that equipment on the manufacturer or his authorized service agency. Surveys indicate that the equipment manufacturer can maintain their equipment for less cost than a municipality.

The award of a Guaranteed Maintenance contract is based on the sum of the original cost of the equipment plus the cost of maintenance for the equipment's pre-determined active life. The total of these two costs determines the lowest responsible bid.

The City of Chicago has experienced considerable savings under its maintenance contracts, and in 1966 was awarded the Certificate of Merit from the American City Magazine for actively pursuing and promoting this type of purchasing. Under such a contract, the City's Department of Streets and Sanitation, besides the cost saving on maintenance itself, was able to increase the number of service vehicles from 1,400 to 2,300 without increasing its maintenance staff or maintenance facilities. Without this contract, the City would have been compelled to expend an estimated \$3 million for a new service facility and nearly \$1 million for expanded payroll costs. Of course, savings for smaller municipalities would be proportionate.

Alleged advantages of the Guaranteed Maintenance purchasing contract are:

1. Large cost savings in maintenance prices themselves.
2. Reduction in budgeting problems because the total fixed unit cost over the entire life of the equipment is known.
3. Downtime is reduced because of penalty clauses for slow maintenance.
4. Less parts inventory needed and reduction of inventory obsolescence.
5. Reduction of fixed overhead because of reduced manpower requirements.
6. Increased bid competition because of less restrictive specifications.
7. Benefits of leasing capital equipment plus benefits of actual ownership.
8. Equipment will incorporate latest technological advances.
9. Reduces need for expanded physical facilities induced by growing pressures for more services.

Combining the Guaranteed Maintenance contract concept with joint purchasing agreements between neighboring municipalities should bring the former within the practical capability of middle sized cities and at the same time

provide a double-barrelled weapon to attack spiraling equipment purchase and maintenance costs.

WHN

OLD BUT STILL GROWING

Everyone is familiar with Federal aid to states and local governments in the United States, and that such grants are constantly growing in number and funds contributed. The same can be said of virtually every industrialized country.

Recent government statistics remind us that the Federal grant-in-aid policy is not an innovation of recent decades, that the nature of the grants has changed, and that annual grants have been increasing at a consistently faster rate.

The fact is that the Government of the United States made its first grant-in-aid to states even before the adoption of the Constitution. In 1785, the Congress under the Articles of Confederation enacted a Land Act for the disposition of public lands in the Northwest area. While some of the land was to be sold for at least one dollar per acre, certain specified acreage was reserved for maintenance of a public school within each township. So, the aid program is approximately 186 years old.

The first grants were usually in the form of land and were generally restricted to education, internal improvements, and agriculture during the nineteenth century. In this century grants changed from land to cash and from "single shot" to annual payments. Categorical, rather than "block" grants were the rule.

Federal grants have increased tremendously during this century. In 1910, their total scarcely exceeded \$5 million for regular, permanent functions; during the mid-1950's they were about \$3 billion annually. In the late 1960's, all forms of federal grants, including grants-in-aid, shared revenues, emergency grants, and payments to individuals within states exceeded \$15 billion per year. In the last decade they rose rapidly to reach a total \$9 billion higher.

According to the latest figures, in fiscal 1970 Federal payments to state and local governments totaled \$24 billion. Covering almost 100 different programs in the various Federal agencies payments ranged from \$3 billion to California down to \$51 million to Delaware. In addition to California, other states in the over \$1 billion group were New York (\$2.4 billion), Pennsylvania (\$1.3 billion), and Texas (\$1.2 billion).

The largest grant-in-aid was for highways (\$4.3 billion). Other major payments were for unemployment compensation (\$625 million), manpower training (\$299 million), waste treatment plant construction (\$176 million), Urban Renewal (\$1.1 billion), social and rehabilitation service grants (\$428 million), public assistance grants (\$7.4 billion), elementary and secondary school assistance (\$1.5 billion), antipoverty programs (\$1.6 billion), child nutrition programs (\$481 million), and food stamp program (\$559 million).

And they say growth stops with age!

WHN



## THE ADMINISTRATOR'S DILEMMAS

If he is late for work in the morning, he is taking advantage of his position.  
If he gets to the office on time, he's an eager beaver.  
If the office is running smoothly, he's a dictator.  
If the office is a mess, he's a poor administrator.  
If he holds weekly staff meetings, he is in desperate need of ideas.  
If he doesn't hold staff meetings, he doesn't appreciate the value of teamwork.  
If he spends a lot of time with the boss, he's a back-slapper.  
If he is never with the boss, he's on his way out.  
If he goes to conventions, he's on the gravy train.  
If he never makes a trip, he's not important.  
If he tries to do all the work himself, he doesn't trust anybody.  
If he delegates as much as possible, he's lazy.  
If he tries to get additional personnel, he's an empire builder.  
If he doesn't want more employees, he's a slavedriver.  
If he has lunch in expensive restaurants, he's putting on the dog.  
If he brings his lunch to the office, he's a cheapskate.  
If he takes his briefcase home, he's trying to impress the boss.  
If he leaves the office without any homework, he has a sinecure.  
If he is friendly with the office personnel, he's a politician.  
If he keeps to himself, he's a snob.  
If he makes decisions quickly, he's arbitrary.  
If he doesn't have an immediate answer, he can't make up his mind.  
If he works on a day-to-day basis, he lacks foresight.  
If he has long-range plans, he's a daydreamer.  
If his name appears in the papers, he's a publicity hound.

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If no one has ever heard of him he's a nonentity.  
If he requests a larger appropriation, he is against economy.  
If he doesn't ask for more money, he's a timid soul (or stark mad).  
If he tries to eliminate red tape, he has no regard for system.  
If he insists on going through channels, he's a bureaucrat.  
If he speaks the language of public administration, he's a cliché, expert.  
If he doesn't use the jargon, he's illiterate.  
If he enjoys reading this he's facetious.  
If he doesn't think it's funny, he is entitled to his opinion.

## IN THE LIBRARY

**FIRE JOURNAL** — Bi-monthly magazine containing information on fire prevention standards, fire records, and other material of permanent reference value.  
**LABOR MARKET NEWSLETTER** — A monthly review of current employment developments and prospects.  
**MUNICIPAL FINANCE MAGAZINE** — A magazine on debt and finance management published by the Municipal Finance Officers Association of the U. S. and Canada.

## THOUGHTS FOR TODAY

Remember the good old days — when beer foamed and dishwasher didn't?

You can say one thing for those icy roads last winter — they're economical. I saw one fellow do 55 miles an hour in neutral.

The Income Tax Return Form for next year will be the simplest yet, having only one question, "how much did you make?" and one instruction, "Send it in!"

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VOL. XVIII, NO. 9

# NEWS-LETTER

WILKES COLLEGE, WILKES-BARRE, PENNA.

SEPTEMBER 15, 1971

## ENLIGHTENED SELF-INTEREST

"The greatest growth of corporations in size, market power, and impact on society has naturally brought with it a commensurate growth in responsibilities; in a democratic society, power sooner or later begets equivalent accountability." In this portion of a statement on national policy by the Committee for Economic Development in its recent report, "Social Responsibilities of Business Corporations", the private sector is, in effect, being told that its involvement in community problems is inevitable. Therefore, business might as well anticipate what is certain and become involved now.

"Eventually — why not now?" is a rather nebulous motivation, but not without value. Perhaps the same can be said of appeals for community involvement on grounds of moral and ethical principals of the individuals who control business enterprises. The CED acknowledges other similar motivations, but the significant thrust of its policy is that business should become deeply involved in helping solve crucial community problems because it is in the self-interest of business to do so. This is not a new idea. What is rather new is the fact that the time has come when it can be proclaimed openly and unabashedly, without the stigma historically attached to it.

Perhaps few people have thought of the relationship between business and the public in terms of a contract out of which flow mutual benefits. Historically, this contract has been economic. Business has performed its responsibility to society by providing goods and services for a profit. So long as both producer and consumer received fair value, the obligation of the two parties was fulfilled. The business obligations to society as a whole were satisfied if the wealth produced by the business system sustained all the other institutions, including government. This economic contract has produced the most affluent society in history.

Despite these achievements of the free-enterprise system, we have reached a period in time when "the expectations of American society have now begun to rise at a faster pace than the nation's economic and social performance." Amidst our affluence, we are now beginning to focus attention on the deprived sectors of our people and are trying to raise them to a more equitable level of well-being. At long last, human values are receiving priority. The quality of individual and community life, not unbridled profit, is becoming the recognized standard of judging our culture.

Many new forces are pressing for immediate and sometimes very radical changes in society to bring its actuality into line with the creed of human values. The

youth of this generation, like those of the past, are idealistic and restless, but the new generation wants change now, not a decade hence. Many writers, filmmakers, artists, intellectuals, communications media, and citizens' groups are attacking the status quo and the "establishment" as obstacles to social progress. As a significant part of this attack, business, large and small, is undergoing sometimes ruthless scrutiny about its role in modern society. Polls indicate that a majority of Americans think that business is not enough concerned about the problems of society, despite a long history of philanthropic contribution to a variety of institutions.

It may or may not surprise business to hear that two-thirds of the public believes that business has a moral obligation to help other major institutions to achieve social progress, even at the expense of profits. The public wants business to efficiently carry out its historic function, but to do so with a more sensitive awareness of changing social values and priorities. But, more importantly, it expects business to assume a broader responsibility for actively improving social environment. The American people are looking toward a renegotiation of the old economic contract to include the additional obligation of business to assume social responsibility. There appears to be an implication that unless business does so voluntarily, public pressure will force it through governmental compulsion.

Obviously, it is in the self-interest of private enterprise to avoid such compulsion under which business would lose control over the nature and extent of its social activity. This is, however, a negative self-interest, akin to Adam Smith's philosophy that if only government keeps hands off, the promise of maximum profits will promote economic prosperity, and, therefore, automatically the best interest of society. This kind of self-interest, which was once symbolized by the "public be damned" attitude, is not, by its very nature, conducive to business assumption of social problems, many of which would make heavy demands upon corporate profits.

The self-interest held out to private enterprise by CED as a persuasive reason for community participation differs considerably from the laissez-faire model, despite the fact that its ultimate object is private profit. It is based on recognition of the fact that business is an integral part of society, dependent upon its goodwill. Society can sustain or impair the existence of private enterprise through its pressures on government. The public is proclaiming that its goodwill is not naturally forthcoming to business and industry, but that it must be earned and developed.

Recognition of its dependence upon the goodwill of society, and that this good will is its reward only if



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business fulfills its side of the new economic-social contract, is "enlightened" self-interest. People who live in a good environment, having opportunities for education and good health, as well as economic opportunities, make better employees, customers, and neighbors for business than those "who are poor, ignorant, or oppressed". It is also obvious that the self-interest of business will be served by social progress of all classes by enlargement of markets and improvements of its work force by helping deprived individuals develop and use their economic potential. It is also "enlightened" self-interest to help reduce the growing costs of welfare, crime, disease, and waste of human resources, much of which is now borne by business.

Actually, the doctrine of self-interest is also based on the proposition that if business does not realize the prospects of gain as described above, failure to assume its fair measure of social responsibility may jeopardize its self-interest by forcing government intervention to make business do what it was reluctant or unable to do voluntarily.

"Enlightened self-interest thus has both 'carrot and stick' aspects", says the CED. There is the positive appeal to business' greater opportunities to grow and profit in a healthy, prosperous, and viable society, and there is the negative threat of increasingly "onerous compulsion and harassment" if it does not do its part in helping create such a society.

Time was when the American public resented and opposed participation of "business" in public, especially urban, affairs. Time was when corporate support or contribution to a community building, park, or local institutions was suspected to be a sop to salve the wounds of corporate maltreatment. Time has now come, when the public not only gratefully accepts and welcomes business involvements in community problems, but demands it in the same sense it demands increased involvement of the individual citizen. In relation to corporate citizenship, self-interest is no longer a dirty word so long as it serves the human values which now dominate the goals of our society.

WHN

### STUDENT VOTER INVASION?

The right to vote in all elections has been extended to about 11.5 million youths between ages of 18-21. Approximately 5 million are students. Question? Does the college student vote in the town where he attends

college or in the place where his parents live?

Easy answer? Not so, according to the increasing flow of confusing opinions by attorneys-general of the states. Court suits have already been filed in Alabama, Kentucky, Massachusetts, and Ohio. Congress is currently considering a bill which would definitely give the student the right to vote in his college community. The Supreme Courts of Michigan and of California, recently ruled that student voters have the option of registering in their college communities. New York, like many other states, restricts the registration of students at their school address to those who can individually prove it is their permanent address. The Attorney-General of New Hampshire ruled that students may register only in their parents' home community, and promises to take violations by registration officials to the Supreme Court.

Private opinions on where the college student should be allowed to vote vary just as much as official opinion. Some hold that compelling a student to vote at his parent's home community in effect deprives that student of the right itself. Apparently most permanent residents would deny the right of a student to vote in his college town unless he established "permanent" residence there.

Opponents of student option have little difficulty finding examples of ominous results of student political power in the local community. Many years ago, they recall, students of Dartmouth College, Hanover, New Hampshire, were the deciding factor in the passage of a local bond issue to build a town hall one mile high and one yard wide. Three "leftist radicals" attending the University of California were elected to the Berkeley City Council on a platform of community control of the police and other "unusual" programs. The 25,000 students at the University of Georgia at Athens outnumber the permanent residents, and there appears to be a real feeling of threat in that city. There has been a rumor that a senior high school class of about 150 eligible voters, enough to hold the balance of power in their small community, are organizing to defeat school board candidates who have been too tight with funds for school athletics and social affairs.

There is obviously no danger that the students at Wilkes, or any other educational institution in North-eastern Pennsylvania, will overwhelm the college towns with their political power in November. This has nothing to do with the relationship between number of voting students and number of permanent residents. It is simply a matter of Pennsylvania law extending back virtually 100 years.

The general principle in Pennsylvania, first enunciated in the Case of Fry in 1872, is that students in an institution of higher learning do not acquire a residence there within the meaning of the Constitution "without proof that they have completely abandoned their former residence". Since the vast majority of college students have no real intention of continuing residence in the college town beyond the period of their educational stay, most of them already know that they may cast their vote in November only by returning to the home of their parents or by absentee ballot, if such is allowable in their state.

Having dispensed with the threat of an invasion of college voters throughout our region, attention should be directed to those students who may be eligible to vote in the college community. This side of the issue was

also decided in principle by the Fry Case, but is still open to a variety of rulings at the local level in Pennsylvania and many other states.

The primary voting qualifications in this state are age and residence. Age can easily be proved, but residence is quite another matter, as recipients of Nevada divorces may some day discover to their discomfort.

The Fry Case held that residence, as a legal qualification of a voter, is synonymous with "domicile", which means the place of a person's "permanent or true home, his principal place of business, and his family residence, if he has one; where he intends to remain indefinitely, and without a present intention to depart; when he leaves it, he intends to return to it, and after his return he deems himself at home".

This does not mean that any student need merely express his "intent" that the college community is his permanent home or domicile. If it were merely a matter of expressed intent, every college student in our region might legally vote in the college town. The Fry court laid down the conditioning principle that "a man's legal purpose, including voting, is not necessarily wherever he says it is or says he intends it to be", but it is a fact question, "in the determination of which the state brushes aside all colorable pretenses and finds reality behind the guise".

It appears, then, that college students in the North-eastern region of Pennsylvania, and the voter registration officials with whom they may have to deal on an individual case basis, should consider eligibility to vote from the viewpoint of the student's intention supported by tangible fact.

Athens, Georgia, may have a problem come November. Unless the Congress or the United States Supreme Court determines otherwise, the Pennsylvania rule, which actually makes the issue an individual one, provides reasonable guarantee that hordes of irresponsible voters will not overrun and dominate the city halls of the region at least not this year.

WHN

### 40 AND 4

Veterans of World War I well remember the term "40 and 8", referring to the French rail cars which held forty men or eight mules. Industry, labor, and government are more and more hearing about "40 and 4", which, of course, has nothing to do with mules.

Still in the experimental stage in private business and industry, "40 and 4" is already being introduced in a few scattered municipal governments over the country.

What is it? It means a work week of forty hours, but requiring each employee to work four ten-hour days instead of the standard five eight hour days. As in private industry, employees are pleased with the four-day work week, because it allows additional time to spend with families or for recreational purposes. Tests to date appear to indicate that the extension of the work day by two hours does not reduce productivity, nor does it produce more fatigue among workers. On the contrary, the enjoyment of three days off, rather than the traditional two-day weekend, seems to raise morale and thus improve output.

An example of how it works, and of the special

benefits to the public, as well as the municipal organization itself, is the "40 and 4" schedule which became effective a few weeks ago in Minnetonka, Minnesota, which has a population of 35,000.

There the city hall is kept open ten hours per day, Monday through Friday. The work day is ten hours, 7:00 a.m. to 5:30 p.m., thus permitting persons having business with the city to visit the appropriate office on the way to work in the morning or on the way home from work in the afternoon.

Each employee works ten hours per day on four days, but the increase in the work day does not require payment for overtime since half the employees work on Monday and the other half on Friday.

The city expects two principal advantages from the new schedule: expansion of municipal services and more convenience to the public; and improved morale and productivity of city employees. The plan covers virtually all employees including those in the police department. Some exceptions are inspectors in the Inspections Department, the City Attorney's office, the City Manager's office, and the survey crews and construction inspectors in the Engineering Department.

To our knowledge, Minnetonka is the first municipality to adopt the "40 and 4" plan for all employees. Atlanta, Georgia, initiated the schedule for a limited number of divisions in July. Some communities, such as Tigard and Beaverton, Oregon, Huntington Beach and Costa Mesa, California, have adopted the schedule for their police departments. In all cases, the plan was officially adopted only after majority approval of the employees.

Feasibility for such a program is also being studied by the Federal Government, and other state and local governments are observing results in both private industry and government.

Whether or not the "40 and 4" plan will earn general adoption eventually depends upon its effect on delivery of services, quality of production, employee absenteeism and tardiness, costs, and employee attitudes and morale.

### WHAT THE FREEZE HAS FROZE

The confusion resulting from the sudden proclamation by the President of a wage and price freeze for ninety days, or more, if extended, is reminiscent of the NRA and OPA rulings of the thirties and forties. Strangely, then as now, no one seemed to know what to do or not to do at a given time, but, strangely, too, things didn't work out too badly after all.

The regional Office of Emergency Preparedness and the Internal Revenue Service are the two official sources of information to private individuals and local governments as well. IRA has received many requests for advice from local government officials, but, in the interest of accuracy has referred most requests to the above agencies.

A number of requests were quite common, and, consequently, the rulings effective as of this date are reliable — subject to change at any moment. Subject to this caution, local governments may or may not do the following:

1. May increase taxes.
2. May levy new taxes.
3. May negotiate wages and benefits, but increases are not effective until after the end of the freeze.



4. May set salaries for new jobs comparable with existing jobs.
5. May pay contracted raises provided the higher rate was actually being paid during the period before August 14, 1971.
6. May not increase existing service or utility rates.
7. May not increase fringe benefits.
8. May not reduce working hours without reduction in salary.
9. May not implement step, merit, seniority, or educational pay raises.
10. May not allow salary payments after freeze to compensate for work during the freeze.

### OPEN SPACE IN JAPAN

Even in English "open space" in Japan is coming to mean something completely different than here at home. It is common knowledge, of course, that Japan does not have the quantity of open land that we have. In two cities, what she lacks in natural land, she is attempting to provide in "artificial land".

The first of two "artificial land" projects is a redevelopment project currently underway in the heart of the city of Sakaide on the Island of Shikoku. The newly developed Japanese technique for creating "artificial land" involves construction of a large sturdy deck several meters above ground level. Under this deck are located railways, roads, parking areas, warehouses, and a variety of other municipal facilities. The deck itself will be occupied by parks, business offices, apartments, and private homes.

The Sakaide project will cover an area of 12,900 square meters in front of the city's railway station with the deck extending over about 10,000 square meters at a height of 5.2 meters above ground. The technique is relatively simple. Most of the existing small structures in the area will be demolished. Any large ferroconcrete buildings will be retained. The deck is then constructed around the big buildings, which will be remodeled in such a way as to use the second or third floors for entry and exit.

### IRA NEWSLETTER

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Total costs will work out to a little over \$21.40 per square meter of "artificial land". This is by no means a low unit cost, but the high cost of land in the Tokyo area makes man-made ground economically feasible. Technical progress is expected to greatly reduce the cost as the idea of "artificial" open space catches on.

### BOTTLE RECLAMATION CENTER

The Owens-Illinois plant, off Route 315, in Pittston, was the scene of a significant dedicatory ceremony on August 28, when a glass Reclamation Center was formally opened for use by the general public of the Wilkes-Barre-Scranton area. The Center, which will be open to receive all kinds of bottles and jars on the last Saturday of each month, is being sponsored by the Scranton-Wilkes-Barre Jaycees and the major bottlers and brewers of the same area.

The new Center removes one of the obstacles which has faced youth and adult groups in the past who have been interested in reclamation of bottles for ecological reasons. A permanent place for deposit is now available. The soft drink companies and brewers have donated funds for a glass crusher at the site and will finance transportation of glass to the Owens-Illinois Plant in Bridgeton, New Jersey. Funds collected by the Jaycees for sale of glass to the reclaimer will be used to support charities of the participating organizations.

The NEWSLETTER salutes this cooperative venture between people and business.

### THOUGHTS FOR TODAY

From the Dutch country:

- "The paper wants rain."
- "Throw the cow over the fence some hay."
- "Comes the little red box and the train is all."
- "Amos lives the hill over - where the road gets all."
- "I belled the door but it didn't make - so I bumped."
- "These seats are so near for me - I sit broad."
- "Poor Becky - She's wonderful sick."
- "Comb yourself - you're all stroobly."

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# NEWS-LETTER

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WILKES COLLEGE, WILKES-BARRE, PENNA.

OCTOBER 15, 1971

### WHERE THE ACTION IS!

With the regular 1971-72 session of Wilkes College now in full swing, the Institute of Regional Affairs is where the current action is. Because many of our 2,600 regular readers may be interested in getting a piece or two of the action, we are devoting this entire issue of the NEWSLETTER to a summary presentation of the courses and seminars which are now or will shortly be part of the community service program of the College. Additional activities are planned to start early in 1972 and will be publicized in time for interested parties to reserve dates.

Information not included in the summaries may be obtained by telephoning the Institute of Regional Affairs, Wilkes College. (824-4651)

### REGIONAL APPROACH TO LOCAL GOVERNMENT

Plans are being finalized for a program of eight monthly two-hour evening seminars at Wilkes College on the general subject of "Regional Approach to Local Government Problems." Scheduled to get underway in November, the seminar series is designed to show local government officials in Northeastern Pennsylvania practicable ways to handle problems now beyond the capability of a single community by resort to the cooperative regional approach.

The program concept is based upon a double premise - that many local governmental problems in the region go unresolved because the many small municipalities lack sufficient resources individually, and that there appears little hope that extensive consolidation of local governments in the area will take place in the foreseeable future as a means of solving these problems. The obvious conclusion is that intermunicipal cooperation provides at least an immediate temporary means of bringing matters under control.

The program has three specific objectives. The immediate psychological objective is to impress upon local governmental officials in the region that their problems are essentially similar by identifying and exposing the implications of these common problems. The second objective is to show that the environment tends to come in regional packages - such as river basins, air and watersheds, commuting zones, road systems, and the like. Consequently, many of the problems cannot be resolved except by a regional approach. The third objective is to identify and explain the practical implementation of cooperative methods and

devices already available for application in the Commonwealth.

The course content and methodology will be specifically oriented to municipal decision-makers, including mayors and councilmen in cities and boroughs, and commissioners and supervisors in townships. All presentations will deal with specifics, rather than theories or principles, and with practical problem-solving devices applicable to problems of this particular area of the state.

The program is being sponsored by the Institute of Regional Affairs under Title I of the Higher Education Act for Community Service and Continuing Education Programs, and will be under the direction of Walter H. Niehoff, Assistant Professor of Political Science and Associate Director of the Institute of Regional Affairs for Urban Management. There will be eight monthly evening sessions of two hours each at time and place to be announced through public media and direct written invitations to officials.

A full complement of speakers for the eight-month program has been arranged and will consist of members of the Wilkes and other college faculties, knowledgeable public officials recognized for their competence in the various critical subject fields in the region, and specialists from state agencies or private non-profit organizations associated with the movement to upgrade Northeastern Pennsylvania through more positive inter-governmental cooperation.

The general program outline for the eight seminars is:

- Session I - "Overview of the Most Urgent Unsolved Municipal Problems in the Northeast Region."
- Session II - "The Cooperative Approach in Local Government"
- Session III - "Region Approach in Environmental Functions".
- Session IV - "Regional Approach in Public Health Functions".
- Session V - "Cooperation in Planning and Structural Rehabilitation and Renewal".
- Session VI - "Cooperative Fire and Police Protection".
- Session VII - "Joint Approach to Traffic and Transportation".
- Session VIII - "How to Initiate and Administer Intermunicipal or Regional Programs".

(824-4651, ext. 229 or 262)



INSTITUTE OF REGIONAL AFFAIRS  
NEWSLETTER

VOL. XVIII OCTOBER 15, 1971 NO. 10

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 Director, Institute of Regional Affairs Wilkes College, Wilkes-Barre, Pennsylvania 18703.  
Subscription free upon request.

PHYSICAL REHABILITATION  
METHODS FOR NURSING PERSONNEL

The Institute of Regional Affairs of Wilkes College and East Stroudsburg State College on October 27th will initiate a series of cooperative seminars on "Physical Rehabilitation Methods for Nursing Personnel". The project will consist of five all-day workshops conducted over a five-month period with two sessions each given by the two college faculties in a consortial arrangement with guest lecturers.

The program will be financed by institutional matching funds and a federal grant under Title I of the Higher Education Act for Community Service and Continuing Education. The joint effort of the two colleges in a single community service project accords with a new policy of the Act to encourage cooperative projects, rather than those of value to a single community area.

The primary specific objective of the joint project is to bring the knowledge of modern physical rehabilitation methods to nursing personnel, including aides and attendants who care for the physically disabled in nursing homes, hospitals, extended care facilities, and home agencies. From the viewpoint of the patient, the primary general objective is to increase the ability of the disabled to become self-sustaining, at least in self-care, by the application of appropriate new techniques by properly trained nursing personnel.

The five-month program is open only to qualified nursing and other personnel involved in rehabilitation work on an invitation basis. Private and community agencies cooperating in the program include hospitals and nursing homes in a 15 county area, voluntary health agencies, the Bureau of Vocational Rehabilitation, The Pennsylvania League of Nursing, and the Pennsylvania Department of Health.

The October, November and April sessions will be held at East Stroudsburg College, and the December and March sessions at Wilkes College. Each seminar will begin at 10:00 A.M. and close at 3:30 P.M., and will consist of lectures, demonstrations, and seminar discussions led by experts in the field. Luncheons will be available for each seminar at the respective college cafeterias.

Invitations have been mailed to qualified nursing personnel indicating the college buildings in which the sessions will be held. Interested nurses who have not

received invitations through oversight may secure information by letter or telephone to Miss Mary Margaret O'Donnell, Regional Social Work Consultant, Pennsylvania Department of Health, Wyoming Avenue, Kingston, Pennsylvania. (Phone - 825-7511)

The schedule for the five-month program is:

- October 27 - ESSC - A. M. Medical Aspects  
- P. M. Prosthetics and Orthotics
- November 9 - ESSC - A. M. Activities of Daily Living  
- P. M. Activities of Daily Living
- December 14 - Wilkes - A. M. Homemaking - Room Adjustments  
- P. M. Recreation Activities
- March 7 - Wilkes - A. M. Psychological & Social Needs  
- P. M. Psychological & Social Needs
- April 4 - ESSC - A. M. Organization and Administration of Rehabilitation  
- P. M. Community Resources and General Summary

The project director is Professor Olson Arne, Dean of the School of Health and Physical Education, East Stroudsburg State College. He is assisted by the following Advisory Committee:

- Mrs. Vincent J. Gesiskie, R.N., Director of Nursing, Gesiskie Nursing Home
- Mary Margaret O'Donnell, ACSW, Regional Work Consultant, Pennsylvania Department of Health
- Dr. Yasushi Sugiyama, Acting Chairman, Political Science Department, Wilkes College
- Mrs. Charles Swanski, R.N., Administrator, Swanski Nursing Home
- Professor Philip R. Tuhy, Associate Director, Institute of Regional Affairs, Wilkes College

The Workshop Program Director is Professor Bruce E. Hayne, East Stroudsburg Teachers College

The Workshop Faculty includes:

- Professor Bruce E. Hayne, Department of Physical Therapy, East Stroudsburg State College
- Professor Joseph H. Kanner, Department of Psychology, Wilkes College
- Miss Helen Moffat, ACSW, Executive Director, Family Services of Lackawanna County
- Dr. Ramon Molina, Director, Cardiovascular Unit, Monroe County General Hospital
- Michael Noonan, ACSW, Director of Social Services, Veterans Administration Hospital, Wilkes-Barre, Pa.
- Dr. Frank D. Sills, East Stroudsburg State College
- Miss Lois E. Wagner, Physical Therapist, East Stroudsburg State College
- Dr. Herbert Weber, Director Human Performance Laboratory, East Stroudsburg State College

Nominations for participation in the program will be accepted by the WEH Consortium, Inc., Pennsylvania Department of Health, Kingston, Pennsylvania. Primary

consideration will be given to geographic representation and a variety of settings. More than one nomination from a large nursing home may be submitted. All candidates are expected to attend each session and certificates will be awarded. There is no workshop fee.

R. E. A. D.

The Reading Excellence Achievement Development program, which proved so successful last academic year, will be repeated this year under joint sponsorship of the Institute of Regional Affairs and the Wilkes College Department of Education.

The R. E. A. D. program for this academic year will begin in October and continue to May, with meetings each Saturday from 9:00 A.M. to 12:00 Noon, except during the usual public and private school holiday periods. A Summer program covering five weeks with morning meetings Monday through Friday during June and July will also be repeated.

The basic rationale of the reading program is the improvement of reading skills and related and supportive language arts and study skills of elementary and secondary school children. Each aspect of the total program is tailored to the special needs of each child. Each specific program is designed to correct known deficiencies and/or generally strengthen the child's ability to read. Instruction extends from basic auditory and visual discrimination to sophisticated levels of analysis, critical application, and advanced study skills.

All activities are developed and applied by staff instructors under supervision of the Education Department Faculty. Each instructor is assigned only one to three children during the academic year, and limited to two children during the Summer session. A program of instruction is pursued for each child only after the child has been thoroughly tested for capacity, personal adjustment, and reading achievement level. The emphasis on individual attention is supported by an abundant array of traditional and recently developed instructional materials and equipment applied according to the needs of each child.

During the academic year, three reports will be submitted to the parents of participating children. The first will give the child's level at the beginning of the program. The second and third reports will discuss the child's progress during the course. During the summer, two reports will be provided each parent.

The program is directed by the following staff:

- Professor J. George Siles, Director, Elementary Education, Wilkes College
- Professor Joseph H. Kanner, Staff Psychologist, Wilkes College
- Mr. Lynn Johnson, Supervisor, Instructor in Non-Graded Elementary School, Wyoming Valley West School District

The instructional staff is composed of experienced master Elementary School teachers who hold Pennsylvania Certification and are trained specifically in clinical techniques and applications in the Masters Degree Program at Wilkes College.

Interested parents should contact either staff member at the Department of Education, Wilkes College. (824-4651, ext. 335 or 245)

SCIENCE ENRICHMENT PROGRAM

Parents who are interested in providing their elementary school children with exciting experiences in "Science-ing" will welcome the opportunity of enrolling them in a new Program of Science Enrichment for Elementary School Students now getting underway at Wilkes College.

The program, conducted by the Education Department of Wilkes College, will consist of two unique sessions during the 1971-72 academic year. The first session will run from September 18 to January 31, and the second from February 1 to June 10. Students may attend either session or both. The program during the Session II will build on the program completed in Session I for students attending both. The fee is \$30.00 per session, or \$55.00 for enrollment in both sessions.

Emphasis in the program will be on enriching the students experience in science through fun, active involvement of students and development of skills in the processes used by scientists; i.e., observing, inferring, measuring, classifying, controlling variables, and interpreting data. Topics will vary according to age, background and interests of students. Some meetings will be held out of doors in fields, rock piles, or near creeks or ponds, suggesting that students wear play clothes for each meeting.

The academic year program will consist of two sessions totaling twenty meetings which will be held on the first, third, and fifth Saturdays of each month from 9:30 A.M. to noon. There will be no meeting during the usual holiday recesses when public and private schools are closed.

Each week members of the staff will direct and coordinate activities related to at least two areas of science; i.e., light, electricity, etc. Each student will be allowed to participate in the area which interests him most, with the privilege of switching areas if desired.

The program staff consists of:

- Dr. Harrie E. Caldwell, Director, Assistant Professor of Science Education, Wilkes College.
- Prof. George J. Siles, Director, Assistant Professor of Elementary Education, Wilkes College.
- Mr. Richard Daniels, Supervisor, Science Teacher, Tunkhannock Middle School.

The instructional staff is composed of experienced teachers who have received special training in the teaching of process science to elementary school children.

Parents interested in enrolling their children in either one or both sessions should contact either Professor Caldwell or Professor Siles at the Education Department of Wilkes College. (824-4651, ext. 348 or 335)

SEMINAR ON RETARDATION

Dr. Robert Martinez, Assistant Professor of Biology, Wilkes College, addressed the opening session of the 1971-72 Training Program for Parents of Retardates and Youth Volunteers in Stark Hall on September 29. Dr. Martinez, an authority on Human Genetics, discussed



the "Causes of Mental Retardation". The address introduced a new series of ten monthly seminars devoted to the training of parents of retardates and youth volunteers who work with mentally handicapped individuals.

This year's training program is the second phase of a three-year cooperative project involving Wilkes and Marywood Colleges and the Pennsylvania Department of Education acting as agent for Community Service and Continuing Education Programs under Title I of the Higher Education Act. During the first phase, completed last June, the Wilkes College seminar series was devoted to practical training of parents of retardates of Luzerne County, while Marywood College trained Lackawanna County Youth Volunteers. This year the Wilkes program will involve the volunteers (PARC) of Luzerne County, while Marywood will shift to parental training. The third phase, scheduled for 1972-73, will be an extension via television to the entire Northeastern Pennsylvania region.

Parents or youth volunteers who were unable to participate in the program in their county of residence last year are invited to take part in either college program this year. Nurses, teachers, social workers, school counselors, and others interested in assisting retardates are again invited to participate.

The second of the ten seminars will be held in Stark Hall, Wilkes College, from 8:00-10:00 P.M., Wednesday, October 13. Joseph Kanner, Assistant Professor of Psychology will speak on "Diagnosis of Mental Retardation". The remaining eight sessions will be held at the same hours and place on the second Wednesday of each month.

The ten-session program schedule at Wilkes College follows:

- September - "Causes of Mental Handicap".
- October - "Diagnosis and Assessment".
- November - "Drug Experimentation".
- December - "Environmentally Caused Retardation vs. Environmental Effects Upon Actual Retardates".
- January - "Institutional Care for Severely Retarded".

**IRA NEWSLETTER**  
Institute of Regional Affairs  
Wilkes College  
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- February - "Role of the School Toward the Handicapped and Their Parents"
- March - "Sexual Development".
- April - "Recreation".
- May - "Sheltered Workshops".
- June - "Careers in Field of Mental Retardation".

Academic departments of both colleges are actively engaged in the training program, which has the endorsement of many regional organizations, including the Luzerne and the Lackawanna Associations for Retarded Children. Speakers scheduled include members of the faculties and recognized outside authorities in the subject field.

At Wilkes College, the program is being directed by Assistant Professor Joseph Kanner and Assistant Professor Philip R. Tuhy, as a part of the Community Service Program of the Institute of Regional Affairs. (824-4651, ext. 245 or 262)

### LUZERNE COUNTY BOROUGH'S MEETING

The regular bi-monthly meeting of the Luzerne County Boroughs Association will be held in the dining room of the New Men's Dormitory, Wilkes College, Wednesday, November 10 at 6:30 P.M., according to an announcement by Association President J. J. Jarzenbovycz. The principal speaker will be John S. Hayes, Esq. of Allentown on the subject "Municipal Collective Bargaining and Arbitration".

Special announcements are being mailed to members, and reservations should be returned to the Institute of Regional Affairs not later than Monday, November 8.

### THOUGHTS FOR TODAY

It's a nice feeling when you're able to park on what's left of the other fellow's nickel.

The best way to get a job done is to give it to a busy man. He'll have his secretary do it.

One of the things that worry businessmen is the number of unemployed on their payroll.

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VOL. XVIII, NO. 11

# NEWS-LETTER

WILKES COLLEGE, WILKES-BARRE, PENNA.

NOVEMBER 15, 1971

### HAPPY ANNIVERSARY

Congratulations and best wishes are in order for the Luzerne County Police Communications Network which completed its first year of operation on November 9.

The Network is operated by the Luzerne County Defense Control Center located in the Court House. Although the service is available to all Luzerne County emergency forces, including police, 20 communities, covering an estimated 275,000 residents, are tied in directly via radio. However, assistance, information and coordination is provided all police departments. The staff now includes five full time operators and a communications officer manning the station on a twenty-four hour basis.

The Center provides a one-stop location for information and assistance for residents, police, and other emergency agencies. Residents are learning to contact their local police in an emergency through the center if the police cannot be reached directly. Police officers throughout the county are using the service increasingly. As one officer explained, "It's a comfortable feeling to know that someone is available at the other end of the line, especially when on lonely night patrol".

Present plans emphasize adding every possible community to the direct radio tie-in, expansion of the police net, and initiating an ambulance net with direct communication with county hospitals.

The Communications center was established through the cooperative efforts of the Board of County Commissioners, the Institute of Regional Affairs, the Greater Wilkes-Barre Chamber of Commerce, and many other civic organizations and individuals, all of whom continue to support its further extension throughout the county.

Nicholas H. Souchik is Executive Director; Robert A. Tissott, Communications Officer; and Ferd C. Endres, Operations and Training Officer.

### IT'S THAT TIME AGAIN

**RIDDLE:** What is it that should be done all year long, but is usually put off to the last minute?

**ANSWER:** Planning and preparing a municipal budget! Yes, it's again the time of the year when local authorities must by law in Pennsylvania get down to brass tacks and come up with a proposed budget to be finally adopted not later than December 31. If budgeting were approached as a well-concieved plan of operations for the fiscal year, rather than a hastily assembled

column of figures arrived at by guesswork or adjusting last year's figures, the process would have been initiated on the very first day of the current year. Records, information, and experiences upon which the next year's document could be based would have been assembled throughout the year. Unfortunately, such an approach is quite rare, especially among middle size and small municipalities - sometimes even when professional administrators are responsible.

At the latest, a budget preparation calendar should have been followed since June or July with a listing of potential service and operational items for consideration. By mid-November, when this NEWSLETTER is in the mails, the budget process should have reached the stage of submission to the legislative body for unhurried adoption by the first week in December.

In practice, despite statutory deadlines for adoption, the amount of time devoted to budget preparation and the dates on which they are ultimately adopted, sometimes approach the ludicrous. Truthfully, one fair-sized borough has traditionally held its one budget preparation workshop session on the first Monday of November from 7:00-10:00 p.M. In another instance, in the thirties, a township delivered its budget for the expiring fiscal year to the old Department of Internal Affairs only two or three days before the beginning of the next fiscal year. These are, of course, exceptions, but serve to illustrate that budget-making is not a matter of filling in numbers to meet a legal deadline, but the most significant and important act required of any legislative body.

A budget, to say the least, is a comprehensive plan expressed in financial terms by which an operating program is effective for a given period of time. It includes estimates of the services, activities, and projects comprising the program, resultant expenditure requirements, and the financial resources used for their support. At the very heart of budgeting is the need for careful planning. And since the legislative body of a municipality is ultimately responsible for the final product, its members should be concerned with certain basic questions:

1. Does the budget meet the needs of the community? Are there some services which should be reduced or eliminated to provide funds for more important new programs, expansions, or tax reductions?
2. Does the budget provide proper balance between the various activities, especially between the more essential and the less essential services?
3. Are there work programs which assure that good results will be produced, with adequate standards of service and administration maintained?



INSTITUTE OF REGIONAL AFFAIRS  
NEWSLETTER

VOL. XVIII NOVEMBER 15, 1971 NO. 11

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4. Is the proposed budget a sound and honest one? Are revenue estimates realistic, or are they deliberately over-estimated to give the illusion of a truly balanced budget?
5. Have all expenditures and foreseeable contingencies been included, or are they simply ignored in the hope that the problems will go away?
6. Are appropriate funds set aside to provide for unforeseen emergencies?
7. Is the budget consistent with the ability and willingness of the citizens to support it?
8. Is the budget economical in all respects, thinking of economy not as indiscriminate slashing of expenditures but an attempt to attain greatest value per dollar expended?
9. Does the budget discharge the municipality's responsibility to the future? Is it consistent with the municipal plan and with other long-term policies for community development?
10. Is the budget based upon realistic priorities so that in the event of changing economic conditions, or unforeseen developments, it can be quickly adjusted without serious consequences to the municipality's performance during the remainder of the fiscal year?

Local budget-makers should "do their shopping early" if they want to have a Merry Christmas all next year.

WHN

STREET COST PER 0.8361 SQ. MR.

Before the close of the present century, American local governing bodies will be advertising for street construction or resurfacing in terms of square meters instead of the square yards. Our country is now making plans to shift to the metric system, and, if you have recently compared the square measure system used now with the metric tables, you will note that one square yard equals 0.8461 square meters. It looks like some of us will be running for the woods!

The change, of course, will not be as fearsome as it seems. Most of us will be secure because we won't be here. Those who are around will be conditioned over a period of time. Congress has approved a ten-year plan

which is predominately, though not exclusively, metric. The rest of the world, including all other English-speaking countries, is making the metric changeover now.

Schools will be counted on to shoulder the major load of the switch, probably with some financial support from the Federal government. After a massive support from Congress that almost all of those who participated in the study stressed the importance of education in any change to the metric. Citizens must be informed of what the change will mean in their jobs, and everyday lives. Above all, the metric system of measurement must be taught more vigorously in our schools. Therefore, the Department warned that since children starting school this fall will be 35 years old at the turn of the century, to fail to train them adequately in the new system will be to fail to equip them properly for the world they will inherit.

One of the Department's major recommendations is that early priority be given to educating every American school child and the public at large to think in metric terms. A nationwide study to determine how much Americans know about the metric system concluded that "a program of public education would be essential to the success of a national conversion program".

In general, industry and trade are expected to cover costs of the decade of change to metric. Changing textbooks and classroom equipment is expected to cost \$1 billion over a period of 3 to 5 years. The Commerce Department anticipates that "most of the \$1 billion could be completely absorbed and would not appear as an extra item in school budgets".

The Department, nevertheless, recommended special Federal aid to affect the conversion in the schools, even should a national program not be adopted. Specifically, Congress was advised that "timely government assistance may be needed to develop teacher training plans and materials", and also that "the metric system should be brought into all vocational and on-the-job training programs. This, alone, would justify government support.

Since it is not known at the present time when metric measurement will become the accepted standard in specific functions in government or the private sector, it might be wise to start studying for the switch or "hit for the hills".

WHN

URBAN GROWTH TO CONTINUE

Assuming continuation of present growth trends, the United States population at the end of this century would increase by 75 million. Sixty million will be added in metropolitan areas which now comprise about 70 percent of the total population. Since 1900, the nation's population has grown 2.7 times, while metropolitan areas have quadrupled and the suburbs have increased sixfold. Of great significance to local, state, and federal government is the fact that between 1960 and 1970 the suburbs passed the central cities in population.

It would be necessary to establish two new cities of 75,000 persons every month between now and the year 2,000 to take significant pressure of increasing population off existing metropolitan areas.

ONE VIEW ON TAX REFORM

Opinion is practically unanimous that Pennsylvania state and local tax structures are a hodge-podge of regressive and, sometimes, not too productive levies. There has been considerable talk about tax reforms, but little more. The comprehensive and integrated reform generally envisioned would include elimination of a number of "nuisance" or other regressive and inequitable taxes and adopting equitable broad-based levies which would be assigned to the state or local governments, respectively. Simplicity and equity are the goals.

There are undoubtedly many reasons why such extensive tax reform is quite unlikely in the foreseeable future. Outmoded and interest-centered constitutional restrictions, including the "uniformity" clause and the reservation of liquid fuels taxes exclusively for highways, are, indeed, formidable obstacles. Apparently well-entrenched rate limitations on the local earned income tax block the feasibility of reducing the growing pressures on property taxes. The tendency to resort to "painless" levies, such as lotteries and taxes on track and off-track betting, promote the illusion that the real problem does not exist. Constitutional and legislative processes to eliminate these obstacles do exist. Why, then, the continuing procrastination on true tax reform?

One oldtime observer of the state and local government scene in Pennsylvania recently offered an explanation which has at least some merit. In his opinion, the failures of state and local legislative bodies to take appropriate action on tax reform are apparent, but the true obstacle to reform is a deep psychological mistrust of the governmental process by the people themselves. "People", he says, "have not supported tax reforms over the years because they suspect that the adoption of new taxes will not be accompanied by the elimination of other taxes which are the source of our current problem."

A few of his historical examples tend to support the view. In the mid-thirties, rural, business and industrial groups joined forces to amend a legislative proposal for a graduated income tax amendment to require that if such a tax were levied, proportionate reductions would automatically follow in property taxes. While the legislature gave informal assurances that this would be done, the proposed amendment was submitted to the electorate without the proviso. Subsequently, these same groups succeeded in convincing the voters that the mere word of our legislature could not be trusted, and the tax amendment was soundly defeated.

Again, in the mid-forties, the "Tax Anything" law was passed by the legislature, hailed as an opportunity for local governments to relieve the burden on the property owner. This intent is evidenced by the provision that, if revenues from the earned income tax in the first year raised total local revenues by more than a stated percentage, the rate on property would have to be correspondingly reduced. This provision was quite commonly evaded. The steady rise in property tax assessments and rates in subsequent years, and continuation of the earned income tax at the same time, appears to have buttressed the people's "natural" tendency to mistrust legislative bodies — especially in the field of taxation.

If our observer is correct, the current proposal to permit a graduated income tax in Pennsylvania may not be accepted as "tax reform" when the amendment is voted on about two years hence, but, perhaps, just

another case of adding one tax without relief on others.

Also, if our observer is correct, the current effort to increase the allowable rates on the local earned income taxes, purportedly to reduce property tax burdens, may receive a similar popular rebuke. If such a reaction levied quite generally. This source of revenue is used by a total of 2,264 governmental units in the state in 1971. There are 51 cities in Pennsylvania, including Philadelphia and Pittsburgh, and of these only one — Oil City, did not levy the earned income tax this year. In addition, the tax is levied by 726 boroughs, 1,029 townships, and by 459 school districts.

Although a host of economic circumstances obviously have increased the need for revenues at the state and local levels, the general public does seem to ignore the hard facts of life. Our observer insists that until state and local legislative bodies convince the public by tangible action that in tax matters they will "subtract when they add", almost any proposals for "tax reform" will be stymied by a variety of public resistance.

WHN

CITY-COUNTY MERGER GROWING

The National Association of Counties recently reported the following information on city-county consolidation:

"In the last decade, city-county consolidation has been receiving widespread national interest. The history of the city-county consolidation movement can be divided into 2 periods which conform roughly to the 19th and 20th centuries. During the 19th century consolidation was the result of direct action by the state legislatures with little effort to gain the advice and consent of the electorate. Six consolidations of this type occurred in the 19th and early 20th centuries:

	Year
New Orleans - Orleans County, Louisiana	1805
Boston - Suffolk County, Massachusetts	1821
Philadelphia - Philadelphia County, Pennsylvania	1854
New York - New York County, New York	1874
New York and Brooklyn - Queens and Richmond Counties, N. Y.	1898
Honolulu - Honolulu County, Hawaii	1907

At the turn of the century, however, municipal reformers won the power for the local electorate to make these basic decisions about the structure of their local governments. Since 1947, 11 city-county mergers have taken place:

Baton Rouge - East Baton Rouge Parish, Louisiana	1947
Hampton - Elizabeth City County, Virginia	1952
Miami - Dade County, Florida (partial)	1957
Nashville - Davidson County, Tennessee	1962
Virginia Beach - Princess Anne County, Virginia	1962
South Norfolk - Norfolk County, Virginia	1967
Jacksonville - Duval County, Florida	1969
Juneau - Greater Juneau Borough, Alaska	1969
Carson City - Ormsby County, Nevada	1969
Indianapolis - Marion County, Indiana	1970
Columbus - Muscogee County, Georgia	1970

"All of these were by referendum vote except for Indianapolis - Marion County, Indiana. In 1969 the Indiana General Assembly passed a law merging the

(Cont'd on back page)



(Cont'd. from preceding page)  
city and county thus in effect returning to the 19th century pattern.

"Twenty-seven areas in the nation are now considering this alternative in restructuring their local governments."

### MICHIGAN ADOPTS REVENUE SHARING

Revenue sharing is commonly associated in the public mind with the Federal government. This narrow view, is, no doubt, a result of emphasis on national affairs by the media. The current activity on revenue sharing legislation by the Congress, especially the battle between the Nixon and Mills stances, gives the appearance that revenue sharing is a federal-state-urban proposition.

Many states have practiced revenue sharing in limited functional areas. Pennsylvania, for instance, returns to states percentages of liquid fuels taxes, as well as taxes on foreign insurance companies. But, revenue sharing in the general sense, with few or no restrictions on how the grants may be spent, is just now beginning to gain ground as a state-local arrangement.

Michigan, according to the Municipal Finance Officers Association of the United States and Canada, has now entered the field. This state has recently enacted a \$226.2 million local revenue sharing bill. The state has, in the past, earmarked state taxes, such as the sales tax, for local government. But for the first time, part of the money to be shared with its local governments will be returned on the basis of local tax effort and \$23.4 million will be paid to local governments from the state general fund. Of the total to be shared, \$52.5 million will be distributed on the basis of local effort with the remainder paid on a population basis. The bill provides that all cities will receive at least \$16.50 per resident regardless of tax effort.

There is, at the moment, no information as to the state's source of funds to be distributed to local governments. Because of the possibilities of such legislation eventually in Pennsylvania, it will be interesting to see whether Michigan raises its taxes to secure the needed funds, and also whether local taxes will be adjusted when state funds are forthcoming.

### IRA NEWSLETTER

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

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### MAY BE TRUE BUT NOT FUNNY

One of the dilemmas of Democracy at the local level is to get quality people in local office and keep them and the desirability of lay control of local affairs. We have been probed in many studies. A recent 34 state survey by the American School Board Journal to determine why boardmen give up provides many answers equally applicable to other local offices. We have selected a few of a very long list for the reader's amusement.

"God! It's been twelve years of hell."

"Six years is long enough for anyone."

"Why serve when the public withholds financial support?"

"Too damn much politics."

"Who wants to put up with stupid and vicious criticism?"

"I'm sick of state and local bureaucracies."

"The public doesn't show any confidence in us."

"I'm a professional man who must earn his living in my small community."

"I've had it with bargaining with teachers who care about children about as much as movers care about furniture."

These reasons may be true and amusing. But, are they REALLY funny?

### THOUGHTS FOR TODAY

The human brain is a wonderful thing - it starts working the moment you are born and never stops until you stand up to speak in public.

The boss is the fellow who is late when you're early, and early when you're late.

With his horse three lengths ahead he muttered, "Dear God, please, a bigger lead"! Four lengths! Five lengths! "Dear God, I'll take it from here"!

You can always spot a well-informed man - his views are usually the same as yours.

The modern woman spends the first third of her life looking for a husband and the second two-thirds wondering where he is.

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# NEWS-LETTER

VOL. XVIII, NO. 12

WILKES COLLEGE, WILKES-BARRE, PENNA.

DECEMBER 15, 1971

### BEST WISHES FROM US TO YOU

The Institute of Regional Affairs extends to all its friends the season's greetings and best wishes for the coming New Year. This is more than traditional formality or a terse pronouncement from an impersonal organization. It is a sincere reflection of the personal devotion of I.R.A.'s professional, secretarial, and student staff to the people they serve rather than to duties performed.

Those of us involved in the monthly publication of the NEWSLETTER add our gratitude to its readers for the encouraging reception of its contents. Now about to begin its nineteenth year, the number of NEWSLETTER recipients increased from 2,300 to nearly 2,700 during this year. Since receipt of the publication is by request only, the steady growth of each issue is the staff's reward.

The NEWSLETTER is the Institute's regularized contact with public officials, civic groups and organizations, other similar collegiate institutes, and interested citizens. The Institute, however, is only one of the many ways in which Wilkes College seeks to serve its community. Therefore, to the 2,700 subscribers and the countless numbers besides who read its columns, the staff of the NEWSLETTER includes in its greetings and best wishes those of the entire College community.

Our season's gift to you is our reaffirmation to serve.

### SCARED OF CIVIL SERVICE TESTS?

Many civil service jobs in Pennsylvania state government are available to those who can pass the required written tests. Quite a number are vacant either because prospective applicants are scared to take the tests or are too unfamiliar with the testing procedure to pass them. The State Civil Service Commission is doing something about both situations as a part of its overall effort to improve the validity of its testing program.

"Uptight About Civil Service Tests?" That's the title of a new, 16-page brochure put out by the Pennsylvania Civil Service Commission to help job applicants who are unfamiliar with such written examinations. Written on about a sixth grade level and designed to make the state's tests fairer, the brochure explains why the state gives tests, how hard the tests are, how to mark an answer sheet, and how to prepare to take a test.

Copies of "Uptight" are available from: Director of Research and Special Projects, State Civil Service Commission, P. O. Box 569, Harrisburg, Pennsylvania 17120.

### BY JOINING HANDS

Every municipality, no matter how large or small, finds itself engulfed with problems it cannot solve within the limitations of limited financial resources. Other problems cross municipal boundaries so that even if one community is able to solve its own, the problem of the whole area continues because the neighboring community has done nothing.

Better that the two communities merge. But, at the current stage of thinking, "consolidation" is a dirty word. Consequently the only way open to feasible solutions is that municipalities in a given area must join hands and financial resources to "do together what they cannot do separately. This type of cooperation is called regionalism, whether it concerns two or more municipalities or two or more counties.

It is generally conceded that the economic rehabilitation and diversified expansion of the Northeast Pennsylvania region during the past decade has not been accompanied by equivalent progress in improving community life through local government action. Although this region is not unique in the delivery of low-quality municipal services, its poor record of municipal output has been characterized in many studies as perhaps its major remaining drawback.

Problem areas in this region which are in urgent need of productive positive action include air and water pollution, health and sanitation, police and fire protection, street, road, and bridge construction and maintenance, tax collection, traffic control and mass transportation, physical rehabilitation of buildings and general environment, and efficient use of land. Past experience indicates continued deterioration in these problem areas so long as fragmented governments are either unwilling or unable to take positive action.

The choice seems to be either to "unfragment", which doesn't appear probable in the near future, or join hands under the Municipal Cooperation Act to "do jointly what MAY be done individually". Only "Regionalism" can provide the funding and the comprehensive approach to problems which recognize no municipal boundaries.

The Northeast Region has come a long way to promote this regional approach in industry, recreation, and tourism. But little has been accomplished in the solution of the common municipal service functions. Perhaps this is because local officials are not yet aware that they have many common problems, or because they are hesitant and reluctant to give up their traditional, but fruitless, municipal autonomy.

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INSTITUTE OF REGIONAL AFFAIRS  
NEWSLETTER

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Subscription free upon request.

### TEENERS WANT TO LEARN

About twenty years after the Nineteenth Amendment to the United States Constitution extended the suffrage to women, a nationally respected woman personality was asked to evaluate the results of that change in the country's political atmosphere. "From my observation of the conduct of political parties and the participation in elections, it appears that the Woman's Suffrage Amendment simply doubled the number of uniformed voters." Though the remark was made in jest, it may have contained some implicit truth.

The question arises whether that facetious evaluation of Woman Suffrage might be applied to the recent addition of millions of teenagers to the voting roles by the Twenty-Sixth Amendment. Not that we doubt the competence of women to vote as compared to men; nor do we suggest that teenagers are not competent to vote simply because they are teenagers. Much of the criticism leveled against male and female voters in the past and now, as well as similar criticism to which the teenager will undoubtedly be subjected in the future, results from factors beyond control of the individual's sincerity and inherent competence.

Most of the average citizen's knowledge of political processes and issues are learned at home, in casual reading, or conversation with acquaintances. Political parties are supposed to be viable agents of education in good government, but in this function at least, parties leave much to be desired. Based upon our traditional American concept that "Education is the bulwark of Democracy", and upon the proposition that "citizenship" is one of the primary objects of education, it seems fair to conclude that education in the governmental and political processes should be primarily the responsibility of our schools.

While the same can be said about other states, there has been considerable concern during the last five decades that the elementary and secondary schools of Pennsylvania have failed to meet this great responsibility in a forthright and productive way. The Social Studies, which include disciplines involving knowledgeable participation in governmental affairs, have for too long been understressed or "taught" apologetically and with little realism. Productive courses dealing with national, state, and local government in high schools are the exception. It is tragic, but true, that if the schools don't make the effort to develop the attributes of good

citizenship, no one else will, especially since the development must be initiated during the formative years of an individual's life.

The area of most neglect in training for citizenship is that of local government and politics. Few, indeed, are the Pennsylvania junior and senior high schools which even touch this area at all. And despite the fact that the local community is the arena in which the citizen functions most intimately, high school graduates are more ignorant of local politics and issues than of those international in scope.

There are already signs that with the right to vote now assured to teenagers 18-21, the pressure for instruction in the operation of local governments may come from the teenagers themselves. The highly vocal action of the Allentown Congress of Youth is only a nearby indication of the attitude of the new voters.

That Allentown teenagers, now eligible to vote, are unhappy that high schools do not provide instruction in the manner in which local governments, including school districts and the county, operate, was demonstrated several weeks ago. The Congress of Youth is an agency made up of young people from a wide variety of groups within the city, and therefore, is well-representative of teenagers throughout the community.

The young people conceded that some schools provide information about the federal and state governments and the politics involved. But they contend that aside from an occasional "Youth Government Day", the only information they receive concerning local government is in the home. They also pointed out that when they graduate from high school many are or will be 18 and of voting age. Consequently, they feel they are entitled to an educational program dealing with local government since it effects the lives of all members of the community, very directly. This group is apparently not merely "spouting-off", since it has made plans to take its cause to the school authorities.

The Institute of Regional Affairs has been trying to encourage introduction of local government in schools throughout the Northeast Region for many years. While a few schools have developed outstanding programs, most have neglected the need entirely. It is strange, too, that a state which mandates minimum salaries for policemen, standards of waste treatment, and other standards of municipal operations designed to create a better climate in which people may live, has not yet mandated that its people be given appropriate school training in operating the very governments which are supposed to create the better climate.

Adults are supposed to give advice to teenagers. In this case teenagers are giving it to adults.

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### REGIONAL APPROACH SEMINAR JAN. 19

The third session of the IRA Seminar on the Regional Approach to Local Governmental Problems will be held on Wednesday, January 19 at 6:30 P.M. in Room 53 on Parrish Hall. Subject will be "The Regional Approach to Local Environmental Problems", and will deal with joint efforts to eliminate air and water pollution, the limitations of local action or state programs, current legislative authority, and financing cooperative activities. All interested are invited. No charge.

### SMALL TOWNS SHORTCHANGED?

In the forties and fifties, American cities and their metropolitan areas were bursting at the seams. In fact, the plight of the cities was deepening to the point of catastrophe. Federal response was a jungle of financial aid programs which have been growing in number and funding. There is general agreement that the problems of the cities are so vast that even the powerful city lobby has been unable to jar loose nearly enough federal aid funds to make a substantial dent.

As the cities drew more and more attention from federal agencies, there developed a feeling that somehow the small towns and rural areas, who also had problems, were being neglected. At first ignored, the claim of being shortchanged in favor of the cities is gaining both general public and official support. The question whether federal programs are city-oriented with resulting short-change of small towns and rural areas requires an answer since federal efforts would be self-defeating if either type community decayed at the expense of the other. Some reasonable balance is essential.

Research on the question can lead to a positive conclusion, but, for the most part, that conclusion will be conditioned by the position one sets out to prove. The conclusion will also be conditioned by the source of data since it is quite obvious that "facts" set forth by the League of Cities would disclaim favoritism to cities while "facts" from the National Grange would decry abject neglect to the smaller towns and villages which need financial help as well.

Our purpose in exploring this question was to attempt a reasonably valid and positive answer, one way or the other. Most of the evidence showed that, indeed, the smaller towns and rural areas have been, and continue to be shortchanged. However, the discovery that official testimony by two major federal agencies supported opposite conclusions further beclouded the whole issue and deepened the controversy. A survey prepared by HEW for the Senate Operations Committee concluded that non-metropolitan areas are getting shortchanged by a wide range of government social programs, including some potentially of greatest benefit to residents of precisely those areas. On the other hand, HUD Secretary Romney, testifying before the House Government Operations Committee, provided impressive figures that disprove the general impression that such programs are only city-oriented.

Secretary Romney's statistics showed:

**Low Rent Public Housing:** As of December 31, 1970, of 4,399 localities with public housing projects, 4,101 communities, 93 percent were under 50,000 population. Of this group, 2,151, or 49 percent were under 2,500.

**Urban Renewal:** At the end of 1970, there were 2,090 projects in 974 localities in this program. Of these, 739 localities, or 93 percent of the total were under 50,000. There were 1,077 or 52 percent of the projects in these communities.

**Water and Sewer Facilities:** From the beginning of the program to June 30, 1971, 1,557 projects, or 84 percent of the total of 1,859, were approved in communities under 50,000. Of the \$815 million in grants, \$588 million, or 72 percent, went to these places.

**Model Cities:** On June 30, 1971, 151 cities had Model Cities grants. Of this number, 38, or 26 percent were under 50,000.

**Open Space Program:** At the end of fiscal 1971, \$442 in grants had been approved in 3,474 communities, with those under 50,000 population receiving 1,662 approvals, or 48 percent.

Seems that smaller communities received reasonable treatment.

HEW's testimony, however, presents an entirely different picture. It contended that by standards placing non-metropolitan population at 34 percent of the national total, such areas get slightly more than a proportionate share of income support payments (37%) though this must be measured against the fact that half the nation's poor are rural.

But HEW testified that it is in services (27%) that rural and small town residents are shortchanged. Reasons given include deliberate urban bias built into federal programs, failure of states to deliver available offerings, lack of required matching funds, low personal income, reluctance to accept help, and geographic isolation.

Items presented by HEW to support its position included:

**Hill-Burton Program:** This was amended in 1964 to give "special consideration to facilities located in the more densely populated areas where the greatest need is thought to exist," resulting in a cut-back in non-metropolitan areas.

**University Services To Communities:** The federal program of grants to states for this purpose contains legislative mandate to concentrate on urban and suburban areas. Thus, there is a built-in shortchanging of metropolitan areas.

**Community Health Centers:** Despite the fact that incidence of mental health problems is higher in rural areas for a variety of reasons, support for community health centers is limited to those serving minimum populations of 75,000. "Meeting even this minimum eligibility requirement has restricted the program so that slightly less than 25 percent of all mental health center staffing grants go to non-metropolitan areas."

**Manpower Development:** Manpower Development and Training Act Grants require no local matching, and thus should particularly benefit non-metropolitan areas short of local funds. However, only 10 to 15 percent of trainees are rural, since grants "focus primarily on the visible urban unemployed".

HEW's evidence mounts by including alleged short-changing on occupational health training and research, health service research, grants for delivery system projects, regional medical programs, and many others. It does admit that some programs favor non-metropolitan areas, including surplus property disposal, federal school areas, including surplus property disposal, and some special impact aid, migrant health services, and some special programs. But the balance, says HEW, for whatever reason, means less than a full share for non-metropolitan America.

This conflicting testimony by official federal agencies suggests that the answer as to whether or not federal programs are city-oriented to the disadvantage of small

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(Cont'd. from preceeding page)  
towns and rural areas might be found in the once famous commercial — "Does she or doesn't she? Only her hairdresser knows."

This is not a mere academic question, and the time has come when indecision may have dire consequences. The reason is that census figures show conclusively that there is a major trend away from the pattern of the 1950's when the larger the community, the greater the potential for growth. This diminished during the 1960's as larger non-metropolitan communities grew more slowly or lost population, while many small towns improved their ability to retain population. The traditional association of growth potential with nearness to metropolitan areas has declined.

If there is even a modicum of doubt as to favoritism or lack of it in allotting federal aid to cities and smaller towns and rural areas, the new trend would perhaps suggest that the benefit of the doubt should favor the latter. Small towns and villages have prevailed and will continue to do so despite most people's efforts to write them off.

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### WANTED POLICE ADMINISTRATION CONSULTANT

Municipal Police Administration Consultants (full-time). Pennsylvania Department of Community Affairs, Municipal Consulting Division. New regionalized field service to assist and advise municipal police agencies. Program funded under Safe Streets Act Discretionary Grant. Three positions in Harrisburg: Consultant III (\$12,675-\$16,170) and two Consultant I's (\$9,923-\$12,675). Also four Consultant II positions (\$11,501-\$14,657), located in Scranton, Erie, Pittsburgh and Harrisburg respectively. Requires college and graduate work and/or experience in Municipal Police Administration totaling 8 years (III), 7 years (II) and 6 years (I).

Send resume to Carl O. Helstrom, Jr., Chief, Municipal Consulting Services, Pennsylvania Department of Community Affairs, P. O. Box 155, Harrisburg, Pa. 17120. (Telephone (717) 787-7148).

### IRA NEWSLETTER

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

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### LUZERNE BOROUGHS DINNER

Ralph Brown, President of the Luzerne County Boroughs Association, announces completion of plans for the Association's bi-monthly meeting scheduled for Wednesday, January 12, 1972. The program will begin with a dinner in the Dining Room of the New Men's Dormitory, Wilkes College at 6:30 P.M.

The feature of the program will be an address on "Home Rule", including general discussion of the various pending bills on the subject. The importance of the meeting is indicated by the fact that the State Senators and Representatives from Luzerne County have been invited to attend. For the same reason, all Luzerne County Boroughs are urged to be represented whether or not they are members of the Association. Special announcements are being forwarded to each member borough.

President Brown urges that all acceptances be transmitted to the Institute of Regional Affairs, Parrish Hall, Wilkes College not later than January 7.

### THOUGHTS FOR TODAY

If you get one of those new political dolls for Christmas, just pull its string and it will talk out of both sides of its mouth.

The best gift for a man with everything is a burgular alarm.

This year the shopper found that money doesn't talk anymore — it just goes without saying.

What America really needs at this season is more people who will carry to their jobs the same enthusiasm for getting ahead that they display at the gift counter.

Never trust your wife's judgment when buying presents — look who she married!

In January happiness will be getting a bill you've already paid so you can write a nasty letter.

IRA NEWS-LETTER

VOL. XIX, 1972

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# NEWS-LETTER

VOL. XIX, NO. 1 • WILKES COLLEGE, WILKES-BARRE, PENNA. • JANUARY 15, 1972



## NEW IRA DIRECTOR

Dr. Francis J. Michelini, President, Wilkes College, has announced the appointment of Andrew Shaw, Jr. as Director of the Institute of Regional Affairs, succeeding the late Dr. Hugo V. Mailey. He officially assumed his duties on January 10th.

A native of the Wilkes-Barre area, Shaw graduated from Wilkes College in 1958, and as a Fels Scholar, received the degree of Master of Government Administration from the Graduate Division of the Wharton School, University of Pennsylvania. He later completed special course work in Statistics at Temple University.

Since completion of his formal education in 1958, Shaw has had a continuous and varied career in the research and consulting area of local government. From a position of Administrative Analyst and research Assistant for Urban Traffic and Transportation for the City of Philadelphia, he moved to the Pennsylvania Economy League as Research Analyst with the Lehigh Valley Branch serving Lehigh and Northampton Counties, and later was promoted to Executive Director of the branch office. In 1967, he assumed the additional function of County Affairs Coordinator for the Central Division of the League being responsible for supervision of the various county branches in a thirty-four county area.

In 1969, he was designated as Research Director of the Central Division of the Economy League with offices in Wilkes-Barre, and continued in that capacity until his appointment as Institute Director.

Shaw's experience runs the gamut of local government functions and services in 34 eastern counties, but most of his research and consulting work has been done in the larger and medium sized municipalities.

His reputation in the field of local government is especially well-known in all the counties of the Northeast Region. In addition to conducting studies of an administrative or financial nature for many communities, he has served as official consultant and advisor to municipalities like Allentown, Easton, Bethlehem, and Williamsport, which have or are currently making the transition from the old Commission form of government to the Strong-Mayor form.

Having been associated with the Institute as a student of the College, and later through the IRA's close contact with the Economy League, Mr. Shaw is thoroughly imbued with the traditional service orientation of the Institute, and is by his experience dedicated to the projected plans for expanding and improving IRA service to municipalities in its regional context. He brings to the Institute the added value of his close relationship with public officials and professional administrators throughout the entire state.

Among the professional organizations of which he is currently a member are the Tax Foundation, Governmental Research Association of the United States and Canada, American Society for Public Administration, and the American Academy of Political and Social Science.

## LOCAL PROBLEMS SEMINAR

The third session of a series of eight monthly seminars on the subject "The Regional Approach to Local Government Problems" was held in Parrish Hall, Wilkes College on Wednesday, January 19. The two-hour discussions have been scheduled for the third Wednesday of each month from November through June.

The November session, an "Overview of the Most Urgent Unsolved Municipal Problems" was designed to inventory the kinds and nature of local government problems in the Northeast Region and to stimulate consideration by local officials of those local functions which might best lend themselves to intermunicipal operation. The speaker and discussion leader was Andrew Shaw, Jr., then Director of Research, Central Division, Pennsylvania Economy League, and since appointed Director of the Institute of Regional Affairs which sponsors the seminar series under a state grant. Based upon his long and wide experience in local government research and consultation in the region, Shaw outlined the functions and problems common to most municipalities, and offered his evaluation of the quality or absence of such services. Citing the financial

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INSTITUTE OF REGIONAL AFFAIRS  
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LOCAL PROBLEMS (Cont'd.)

and administrative obstacles to providing quality services on an individual community basis, and foreseeing little probability of municipal consolidations in the foreseeable future, the speaker presented regional examples of successful intermunicipal operations in various functional fields as evidence that this regional or intermunicipal approach offers much for mutual problem-solving.

Following through on the basis of this overview, the December session examined the "Cooperative Approach in Local Government". The speaker, Carl O. Helstrom, Jr., Chief, Municipal Consulting Service Division, Pennsylvania Department of Community Affairs, described the idea and objectives of the cooperative approach, and surveyed the options available to local governments under Pennsylvania statutes. Helstrom demonstrated the potentials under existing law by describing a number of current intermunicipal programs under present statutes in which Community Affairs participated, and enumerated the direct tangible benefits derived by the specific communities.

Against the background provided by the first two sessions, the January seminar initiated a series of five sessions, each to be devoted to a specific "knitty-gritty" function of local government which is currently most in need of cooperative action. The topic was "The Regional Approach in Environmental Functions" with emphasis on air and water pollution. The speakers were R. Emmet Doherty, Executive Director of the Lehigh Valley Air Pollution Control, and James Chester, Regional Air Pollution Control Engineer, Environmental Resources Department of Pennsylvania, Kingston. They described the intermunicipal character of pollution and the limitations on individual community effort to meet the problems, as well as the inadequacy of local dependence on state programs alone. The new federal and state standards were outlined, and the responsibilities of local governments delineated. Highlighted as an example of the potentials of cooperation in reducing or eliminating pollution, was Doherty's illustrated description of the experience of the Lehigh Valley Air Control covering Lehigh and Northampton counties, and Chester's discussion of our own regional conditions.

The next five sessions will be devoted, respectively, to the cooperative approach in public health functions, planning and structural rehabilitation and renewal, fire

and police protection, and the joint approach to traffic and transportation problems. The final session in June will sum up the series by outlining the practical steps in initiating and administering intermunicipal or regional programs.

Special invitations to participate in this free seminar series were extended by letter to every municipal jurisdiction in the counties of Carbon, Lackawanna, Luzerne, and Schuylkill and professional groups in the region. The open invitation to interested citizens has met with good response and seems to indicate that the movement toward cooperative operations might receive its impetus from lay citizens rather than governing bodies.

Copies of the forthcoming programs are available on request.

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BUDGETS AND POLLUTION

Under the state-mandated uniform budget schedule, all local and county government budgets in the Northeast Region have now been finally adopted. Except for possible amendments in January by governing bodies in which political control has shifted, these budgets should show the operational program of each jurisdiction for the current fiscal year. In at least one significant respect, regional local budgets examined thus far are little different from preceding ones. In most jurisdictions, practically all revenue resources are committed to the traditional functions such as street care, snow and ice control, fire and police protection, and the like. Media reports again indicate that financial stresses are forcing retrenchments even in these common public services.

The serious question arises that if municipalities are not successful in maintaining common services at whatever previous quality levels, or in many cases in trying to catch up in neglected areas, what are the prospects for municipal programs in the highly publicized new services which modern society is demanding. Take pollution as an example.

Society has become increasingly sensitive to the importance of preserving and protecting the environment. As a consequence, more and more resources must be committed to the fight against all forms of pollution. According to the Business Review, total outlays for pollution control reached \$9.3 billion in 1970. Local and county budgets in the Northeast region suggest that either officials are not as sensitive to the problem as are lay citizens, or they have been unable to revise their functional priorities to allocate reasonable funds for environmental controls. At a time when little or nothing is done in pollution control through local funding in our region, ever-increasing industrialization and population growth in and out of urban areas are increasing the need for funds to meet mandatory standards of the federal and state governments. By 1975, the Environmental Protection Agency estimates that our national commitment to pollution control will exceed \$18 billion per year. Thus, the cost of pollution control will at least double by 1975.

All forms of pollution control are expensive. In the next four years, expenditures for clean air, the area most neglected by local governments, will reach nearly \$4.7 billion in the nation. The expected bill for water pollution

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BUDGETS AND POLLUTION (Cont'd.)

control will amount to at least \$5.8 billion. But, control and collection of solid waste materials, which is already overwhelming most local governments, will cost the most — an estimated \$7.8 billion.

Who pays the cost of cleaning up the environment, and keeping it clean, depends, of course, to a large extent, on the type of pollution. Private industry and individuals will shoulder more than 60 per cent of the total solid waste expenditures, with the smaller share borne by the public sector. Almost two-thirds of limiting water pollution is expected to be paid by the public sector, but almost all of the costs of air pollution control will be a private responsibility.

But, no matter who pays directly, the individual ultimately pays the bill. If the federal, state, or local governments fight pollution, the individual foots the bill through higher taxes. If private interests control pollution, individuals again must bear the cost — either through higher prices, foregone products, or lower dividends. Consequently, pollution control will cost the average American at least \$80 in 1975, nearly twice the current cost. Of course, it is obviously also the individual who benefits from fresher water and cleaner air.

Three hard facts seem to flow from these expenditure estimates. Assuming that pollution in all its forms is recognized as a real threat to human survival, necessary expenditures for control will more than double in a very few years, the individual must ultimately pay the bill, and since the individual's capacity to pay the bill for the common traditional governmental functions has already been over-taxed, some alternative must be found to prevent strangulation of the individual by pollution or by taxation.

Many alternatives have been proposed, but all have been found wanting. Further increases in existing forms of taxation to maintain adequate levels of common functions and meet the financial needs of pollution control are not a realistic option simply because existing taxes are regressive and are at or above acceptable limits. Newer broad-based taxes, such as sales or graduated income taxes, are not the answer either, for where they have been added to existing taxes the revenues have been nearly totally absorbed to shore-up older services. And, with federal, state, and local governments already expending more than one-third of the total of individual incomes, it seems valid to conclude that the tax barrel is nearly dry. Substituting special fees for local services does place the costs on those who use them, but retaining current tax levels and adding special fees simply alters the method of wearing through the pockets of the taxpayer. And, though it is unpopular to say so, shifting program responsibilities to a higher level of government or through grants or revenue-sharing passing the bill to some one else is really self-deceptive, because whoever mails out the checks gets the covering funds from the individual.

So, to many people, the situation appears hopeless. But, it is not hopeless. In fact, although too many local government officials are not yet aware of it, they are as individuals already applying the ultimate solution to their domestic financial problems resulting from the current economic squeeze. The individual's approach to inadequate income, unless he is a fool, is to tailor and re-tailor his life style to the dimensions of his resources.

As public officials, they need to use the same approach in dealing with the activities of the community.

The ultimate answer, which has too long been ignored, therefore, is an honest appraisal of local government services and programs in terms of need, cost, and balance of cost and benefit. The magic word, which really isn't magic at all, is PRIORITY. Ours is a pluralistic society consisting of a great variety of individual and group interests. Consequently, the great American public cannot be expected spontaneously to reach a consensus on which services should be given priority to make room for others. The full responsibility for establishing and adhering to priorities rest squarely upon the public official. It is not an easy responsibility, but unless it is exercised, local government as we have known it will collapse under the weight of the simple traditional service needs and the failure to adjust services to the new life style which technological development has thrust upon us.

The local governments and counties in the Northeast region have recently had elections. All local governing bodies were reorganized in the first week of January. Environmental pollution is undoubtedly a high priority problem here. Local government activity in pollution control in all its forms has, in practical tangible terms, been almost universally neglected. It has been treated as a low priority item, except when responsibility can be shifted to the federal or state governments. The importance of the recent elections and reorganization of governing bodies is not that political control of governing bodies did or did not change hands, but whether or not our newly chosen governors shall continue the policy of evasion and drift or whether or not they will show a desire and courage to set priorities which will at least make way for fresh air to breathe, clean water to drink, and a pleasing environment in which to live.

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GROWTH CONFERENCE  
LOOKS AT REGION

Participants in the Eleventh Annual Community Growth Conference held at Wilkes College December 15 under the sponsorship of the Institute of Regional Affairs and the Greater Wilkes-Barre Chamber of Commerce took a hard look at the economic and environmental assets and liabilities of the Northeast Pennsylvania Region and explored its future potential under the conference topic "Area-Wide Investment in Northeastern Pennsylvania".

The all-day conference, opened by a welcoming address by Dr. Francis J. Micheline, President of the College, consisted of four topical sessions and a summary session addressed by John A. Hibbard, President, Economic Development Council of Northeastern Pennsylvania. Session chairmen were Andrew J. Sordani, III, President, Greater Wilkes-Barre Chamber of Commerce; John P. Whitby, Chairman, Wilkes-Barre City Planning Commission; Howard Grossman, Executive Director, Economic Development Council of Northeastern Pennsylvania.

A report prepared by the Mitre Corporation for the United States Bureau of Mines formed the basis for the conference. The report covered the economic and environmental problems left in the region as a legacy of

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a century of coal mining and the economic recovery of the last twenty years of community efforts.

The opening and principal speaker of the Conference was Richard J. Buck, technical staff member of the Mitre Corporation, who outlined the contents of the report in his discussion of "Area-Wide Considerations". The six-month 800 page Mitre Report specifically covered mine fires, subsidence, transportation, public utilities, labor and industry, land use, capital, State and Federal support programs, and local government problems.

Against the background inventory of assets and liabilities of the Region, sessions following Mr. Buck evaluated the Report in such areas as Perspectives, Goals, Strategies, Objectives and Priorities; Implementation of the Recommendations; The Investment Future and Programs; and, the Comprehensive Investment, including Planning and Support.

Reviewing the Report, Mr. Buck indicated the major assets of the anthracite area consist of (1) its strategic location with respect to metropolitan New York and the Northeast Corridor; (2) the nearly complete interstate highway system that provides ready access to several market areas; (3) the relatively peaceful urban life in which major social problems found elsewhere in the nation are not present; (4) an urban population of manageable size; and, (5) an attractive green belt extending for many miles around the former and current mining areas.

Retention of these assets, according to Mr. Buck, requires major emphasis and effort by the public and private sectors on developing a strategy for financing environmental rehabilitation, coordinated land use and population distribution policies, necessary implementing legislation, new organization forms to implement these policies, and a public education program to gain support for the overall program. Said Mr. Buck, "Northeastern Pennsylvania can be the first area to implement an increasingly urgent and probably inevitable policy of deliberately managing the population growth of large urban areas on a regional basis".

The Mitre Report suggests three strategies to develop the area: (1) A defensive strategy to preserve the existing Wilkes-Barre/Scranton area by creating

green belt zones around the urban center to preserve the land for recreation and encourage development in the cleaned-up urban centers; (2) a new town strategy to create whole new towns to divert population growth; and, (3) an aggressive private strategy which would have less government intervention and would assume that the former anthracite community has a "pent-up" desire for rapid achievement of economic prosperity after two generations of depression".

The principal speaker indicated that the prime factor influencing the future economic development of the area is "the force of expansion from the Northeast Corridor generally, and from New York and Philadelphia in particular". He concluded that by placing the assets and liabilities of the development area in the perspective of national life, "unique opportunities become available to Northeastern Pennsylvania".

In addition to Mr. Buck, panel speakers included Mrs. Rosamond Peck, H.E.L.P.; Dr. Ralph Rozelle, Chairman, Graduate and Research Department, Wilkes College; Edward Simon, Executive Director, Wilkes Planning Board; William Wilcox, Secretary Pennsylvania Department of Community Affairs; Edward Heiselberg, Director, Luzerne County Planning Commission. Mrs. Marjorie Bart, Wilkes-Barre City Councilwoman was in charge of registration.

### BE OUR GUEST

We again invite you as one of our regular readers to attend the next session of the seminar series on the Regional Approach to Local Government Problems. Subject: "Regional Approach in Public Health Functions". Date: Third Wednesday in February. Place: Room 53 Parrish Hall, Wilkes College. Time: 7:30 - 9:30 P.M.

### THOUGHTS FOR TODAY

Bees aren't really as busy as they seem to be - they just can't slow down their wings.

College presidents never die, they just lose their faculties.

A parking space is the area that disappears while you are making a U-turn.

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# NEWS-LETTER

VOL. XIX, NO. 2 • WILKES COLLEGE, WILKES-BARRE, PENNA. • FEBRUARY 15, 1972

## I. R. A.'S NEW HOME

The Institute of Regional Affairs has moved into new and more modern quarters in Franklin Hall, 165 South Franklin Street. Quarters, since its organization, on the fifth floor of Parrish Hall, South River Street, the Institute and its extensive community service programs under the direction of the late Dr. Hugo V. Mailey have outgrown the former physical facilities shared with the Department of Political Science. The move to Franklin Hall, located directly across from the College administrative offices in Weckesser Hall, fills the needs of the Institute and frees office space in Parrish Hall for other academic departments.

The new quarters occupy the entire basement of Franklin Hall which was completely renovated and decorated with an eye to privacy, easy access, and efficiency in operations. The facility consists of a large reception and secretarial room, two panelled private offices for the director and professional staff, supply, equipment, and student staff work rooms, and a large, well-lighted library stack room containing several thousand research documents and information materials.

I.R.A.'s telephone number remains unchanged at 824-4651, extension 229.

## I. R. A. SUFFERS LOSS

The Institute of Regional Affairs suffers a great loss in the sudden death of Francis G. Ecker, Wilkes-Barre City Fire Chief. Chief Ecker was for many years associated with the Institute in a continuing in-service training for firemen not only for the City of Wilkes-Barre but for the wide regional area served by the I.R.A.

A native of Wilkes-Barre, he entered its fire department in 1937 and served as its Fire Chief since 1964. Among the many activities which demonstrate his dedication to his chosen occupation were his deep involvement as member and leader in the Fire Chiefs Association of Luzerne County, the International Association of Fire Fighters, the Pennsylvania State Firemen's Association, and the Greater Wyoming Valley Crime Clinic.

To the staff of the Institute of Regional Affairs, Chief Ecker was more than a well-qualified official with a record of outstanding performance. He was an inspiration to the staff because he exemplified the highest kind of good citizenship expressed by complete involvement in those aspects of community life for which he was best fitted. Literally hundreds of firemen and dozens of municipalities of the Northeast Region owe

the efficiency of their fire services to Chief Ecker's unselfish efforts to supply appropriate training courses through the Institute's programs.

The Greater Wilkes-Barre area has lost a good and faithful servant, and the Institute has lost a loved co-worker and friend.

## EDUCATION PROJECTS EXPANDING

The Education component of the Institute of Regional Affairs has been engaged in four major projects during the past school year. These include R. E. A. D., Science Enrichment, College Consulting Team, and the Model Elementary School, each of which is being expanded, according to J. George Siles of the Education Department.

The Reading Program, held each Saturday morning from 9-12, is meeting with growing community acceptance, as indicated by the growth in enrollment from an initial ten pupils to forty this year. The program, designed specifically to eliminate the reading difficulties of children in the elementary, junior high, and senior high schools, has now attracted young people and adults who desire to improve specific reading skills or simply to increase the enjoyment of reading.

The Science Enrichment Program for children is in its second semester and has already received nationwide accolades. Restricted to elementary school children, this project teaches scientific principles and methods on campus through activities based on the concept that science can be enjoyed. The program focuses on measuring, graphing, classifying, space and time relationships, and predicting. Recently the children experienced the joys of success in their space activity when a note enclosed in a helium balloon released on campus was returned with a Christmas card from a finder in New Jersey.

The Wilkes College Consulting team has been working with administrators and teachers of Wyoming Area School District since last Fall. District personnel have been organized in procedures of curriculum development and reorganization. The team is also conducting special in-service programs in the district.

The Wilkes College Model Elementary School Project, which is in operation in Wyoming Valley West, Wyoming Area, and the Pittston Area School districts, is being expanded to include Dallas Area and Nanticoke Area during 1972. More than 2,000 elementary school children will be involved in the program by next Fall.

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### IRA NEWSLETTER

Institute of Regional Affairs  
Wilkes College  
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INSTITUTE OF REGIONAL AFFAIRS  
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EDUCATION PROJECTS (cont'd.)

The Model School Program has attracted widespread interest. Groups from many regional school districts as well as schools from Boston and Jackson Township, New Jersey, have observed the program's operation. The television documentary, "The 3 R's Will Never Be the Same Again", produced by James Gray, TV Channel 28, which was based entirely on the Wilkes Model Program, received popular approval in the Northeast Region reached by the station. The documentary film placed among the top ten entries in the Annual Alfred E. DuPont Columbia University Awards. The competition included nearly 500 films, including entries from the major networks and such cities as Boston and Philadelphia.

Readers having interest in any of these current programs should contact Professor Siles, Education Department, Wilkes College, or the Institute of Regional Affairs.

REGIONAL APPROACH  
SEMINARS CONTINUE

The success of intermunicipal cooperation in public health services was demonstrated by Dr. George Smith, Easton, at the fourth in an eight month seminar series on the "Regional Approach to Local Government Problems." Dr. Smith is the Director of the Bi-City Health Bureau which administers the whole spectrum of health services for the cities of Allentown and Bethlehem. His explanation of the initial organization of the Bureau and its growing record of accomplishments gave tangible support to the Seminar thesis that many neglected or poorly conducted local government programs become surprisingly productive when two or more municipalities pool their personnel and financial resources in a cooperative program. The January session explored the potential of cooperative programs in the environmental area, including water and sewerage.

The fifth of the series will be devoted to the topic "Cooperation in Planning and Structural Rehabilitation and Renewal, and will be held in Room 53, Parrish Hall, Wilkes College, Wednesday, March 15, 7:30-9:30 P.M. The speakers will be Dallas Dollase, Director, Bureau of Community Planning, Pennsylvania Department of Community Affairs, and Leon E. Case, Jr., Executive

Director, Redevelopment Authority of the City of Wilkes-Barre.

The public is invited to all sessions which are held on the third Wednesday of each month through June.

POVERTY GROWING IN SUBURBS

Figures recently released by the United States Bureau of the Census on the prevalence and location of poverty may have an increasingly adverse effect on local government and their services outside of central city areas. Despite constant reference to our "affluent society", poverty is not only still with us, but is growing.

The bureau reports that the nation's poor totaled 2.5 million in 1970, which constitutes an increase of 1.2 million over 1969. This is the first year-to-year increase since 1959. Metropolitan areas accounted for approximately 90 percent of the 1.2 million increase. The poverty population of the central cities grew by about 400,000 to a total of 8.2 million. Thus, about 30 percent of the nation's poor live in the central cities.

The total poverty population now totals 12.6 percent of the population, compared with 12.2 percent in 1969 and 22.4 percent in 1959. While poverty increased 5.1 percent between 1969 and 1970, the number of poor since 1959 has decreased 35 percent. Of the 25.5 million in poverty, 30 percent are blacks, about 9 percent are persons of Spanish speaking backgrounds, and about 60 percent are other whites.

The Bureau's report highlights one specific figure which dispels the commonly held belief that the poor remain in cities while those with higher incomes move from the city to the suburbs, making the latter somewhat of a paradise, relatively free from the pangs of poverty. Of the 1.2 million increase in poverty in the metropolitan areas from 1969 to 1970, the increase in the poverty of suburbs exceeded in number the increase in the central cities by 250,000. Suburban poverty reached 650,000, or an increase of 21 percent.

Areas adjacent to cities which have been able to meet service needs with the taxable wealth of its residents emigrating from the central city, will be hard-pressed to face this new fact of life in the 70's.

STRANGE THINGS HAPPENING!

The trouble with change is that it is always changing. In the "good old days", it is said that change wasn't so bad because change was slow enough for people to adjust to without too much difficulty. But, it is apparent that to-day changes occur so rapidly that they seem to sneak up on us so unobtrusively that we are not aware of them until they fall on us like a ton of bricks.

Nothing illustrates this observation more clearly than the changes which have occurred in the interpretation and application of the Fourteenth Amendment to the Federal Constitution, particularly the "Equal Protection of Law" clause. When adopted in 1868, the provision that no state shall deny any citizen the equal protection of the law was interpreted simply as an extension of the protections against state infringement of the rights of

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STRANGE THINGS (cont'd)

white citizens in a specific state to the new black citizens. For nearly fifty years, state laws violating the basic rights of citizens under the Federal Bill of Rights escaped judicial veto because the protections of the Bill of Rights were considered to restrict only the Federal government and not the states. Not until 1925, Federal government and not the states. Not until 1925, in *Gitlow v. New York*, did the United States Supreme Court even hint that "Equal Protection" bound the states to observe the civil and political rights of American citizens as it did the Federal government. The Court then merely stated that it "assumed" that Federal rights were protected against state infringement under the clause, but then proceeded to uphold the challenged state law on other grounds.

Not until 1931, did the Court finally "nationalize" the Bill of Rights when, in *Near v. Minnesota*, it invalidated a state law on the grounds that it infringed on the free speech and press as guaranteed by the Bill of Rights. It took a long time to change interpretation of the "Equal Protection" clause to make the states bound to observe only that one basic civil right. But, the ice had been broken, and with an increasing tempo, the Supreme Court has in recent years added one civil and political right after another to the list protected against state infringement — all on the basis that the state laws violated the Federal Bill of Rights in contravention of the "Equal Protection" clause.

Not all of the federal rights have been thus dealt with by the Federal courts, but still the country has not yet become accustomed to the changes that have occurred.

While still off balance, the country was shaken up recently when the California Supreme Court struck out in a "terrifying new direction" by ruling that the state's system for financing its public schools, largely through the property tax, is unconstitutional under the "Equal Protection" clause, because it discriminates against children living in poor districts with a low tax base. Similar cases are pending in other states, such as Michigan, New Jersey, Texas, and Wisconsin. Should the California court decision be upheld in the pending appeal to the United States Supreme Court, the new extension of the "Equal Protection" clause to property tax supported schools will shake the foundations of every educational system, except perhaps Alaska and Hawaii. Six months ago, no one even dreamed of such a development.

But, already there are indications of even more "frightening" extensions. Peter G. Brown of the Urban Institute, Washington, D.C., commenting on the California case in a Washington Post article, finds strong support for the interpretation that equal protection might even be construed to include equal public service within a given jurisdiction. Saints be preserved! Brown suggests that it is not too much of a step to apply the "Equal Protection" clause to the conflicts between cities and suburbs located within the same states. Often, radically different levels of public services are found even in adjacent political jurisdictions. Schools, trash collection, fire protection, police services, sewer and water utilities, and other goods and services normally supplied by local government, may be excellent on one side of the boundary and extremely bad on the other. The fiscal plight of many central cities is compounded by higher crime rates and typically higher loads of health and welfare cases. Next door, other jurisdictions with a

minimum of social problems and greater tax assets enjoy low tax rates relative to the superior services they receive.

Brown seriously sees a trend of the courts to take an increasingly harder look at public service inequalities, indicating that the challenge is "to balance the values of freedom and of equality before the law in a society dedicated to both". It may seem rather far-fetched at the moment, but Brown may be correct, for poorer sections of cities have been successfully demanding equality of services with the richer sections of the same cities. It doesn't take much imagination to expect that, especially in populous metropolitan areas, people in a poor jurisdiction may claim an equality in services with an adjacent jurisdiction. Perhaps the "Equal Protection" clause will be the door opener.

Indeed, strange things are happening!

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RESPONSIBILITY FOR  
CITY SURVIVAL

The cities of America are in deep trouble. Once the unquestioned centers of progress in the country, many cities may have been overwhelmed to the point of decay by the ever-mounting accumulation of social, economic, and political problems. Incapable of halting decline with their own shrinking resources, city governments, and private enterprise as well, are desperately searching for outside help to bail them out. The variety of appeals and demands to federal and state governments for financial aid or assumption of local functions gives the impression of panic. Some authorities consider the plight of the cities so hopeless that their very survival is in doubt. Worse still is a growing attitude that perhaps, after all, cities are not worth saving.

Desperation sometimes paralyzes the will to attack the problem and exhausts energies in a futile controversy as to who is to blame for the difficulty. Volumes have been written to prove that the urban crisis stems from modern technological developments which have increased the mobility of our population and stimulated a desire for a better life style, and therefore, drained off to the suburbs the financial and leadership resources. This, it is contended, has left the core cities with the need to maintain essential services with diminishing capability to pay the bills. There is a growing tendency of non-city residents to contend that the flight to the suburbs is not the cause of urban stagnation and decay, but the effect of the city's past failures to recognize its problems early enough and to take responsible action to preserve the city as an attractive place to work and live. In either event, placing blame may be satisfying as an emotional release, but it does not solve problems.

Whatever the causes of city dilemmas, America must face the fact that it cannot exist as a viable nation in the modern world without the city. Obviously, this does not mean the city as it has been or is now. Much of the current problem of meeting city responsibilities can be attributed to the fact that most proposed solutions are conditioned by the desire to preserve the city depends on the preservation of the city depends on the preservation of the city depends on the preservation of the city. The ultimate preservation of what the city should be upon finding a new concept of what the city should be and what it shall do. For example, the traditional city

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## RESPONSIBILITY FOR CITY (cont'd.)

as an enclave with independent and exclusive jurisdiction within fixed geographic boundaries, surrounded with equally autonomous smaller municipalities or suburban areas, is no longer tolerable.

The regional approach to central city problems, which is the subject of a series of eight monthly seminars sponsored by the I.R.A. at Wilkes College, is being increasingly explored by the National League of Cities. Most recently, regional government was a major topic discussed at the League's annual convention in Hawaii. In a key address, Vice President Agnew reflected the support of regionalism by the current administration by pointing out that "If we are ever to solve the problems of America's cities there has to be a new spirit of cooperation on the part of mayors, county officials, governors, state legislators, federal officials, both in the Executive Branch and in Congress, and above all, on the part of the general public, in and outside of the city. There must be a realization that the city's problems cannot be solved in Washington, or even in the state capital, although the total cooperation of both is essential".

Any change in the concept of the city must be preceded by a revolutionary change in the thinking and attitudes of officials and citizens alike. The Vice President made this quite clear when he said that "There must be adopted in America a truly metropolitan approach to the city's problems. And this is going to require great changes in attitude by mayors and city councilmen, as well as by county and state officials. These governmental units can no longer view themselves as isolated enclaves, independent of each others problems. A new spirit of cooperation is essential if we are to solve this nation's domestic problems. While the city's problems may be isolated in a geographical sense, their effect permeates the entire metropolitan area, and the entire metropolitan area should assist in eliminating them".

The Vice President's support of metropolitan or regional approach to city problems, of course, only added the prestige of his office to a movement which is rapidly gaining momentum throughout the nation. However, support for regional government comes mainly from the

cities themselves who need the resources of surrounding jurisdictions. Resistance to regional approach is strong in the jurisdictions adjacent to the cities who have no desire to assume any of the city's burdens without forseeable advantage to themselves. In our own area, cities like Wilkes-Barre and Scranton are facts of life, and without them the whole Northeast region would suffer. But regionalism has little more than rhetorical support here. Residents of neighboring communities are unwilling to forego their current geographic and political autonomy to become a formal part of a regional or metropolitan government, called Greater Wilkes-Barre, or Greater Scranton, in which the city proper would be the dominating factor. Says the suburbanite, "Name one reason why we should tie to or support the city".

The psychology of resistance to the regional approach in our area is understandable. As in other areas of the country it is a product of our history. The time has come, however, when residents can no longer avoid a re-examination and re-evaluation of their priorities. The only choice is to rest content with our now questionable local prides and prejudices and endure the increasingly devastating pains of costly and ineffective fragmented municipalities or reverse the priority in order to create regional units which can pool personal and financial resources capable of supporting a modern life style.

Although Vice President Agnew did not indicate how the obstacles to regionalism might be overcome, he was quite emphatic that they must be overcome, and derided the common attitude that the city's problems are their own fault and their own responsibility.

Who is responsible for the survival of the cities? The people in the cities, of course. But they are not alone. "No", said the Vice President, "the basic solution to the city's problems must begin with the acceptance of responsibility by those who live off the city, who benefit from its commerce, who enjoy its conveniences and unique facilities. I don't mean just the city residents; I mean those who live around it, who work in it by day and leave it by night; all of those who visit it to shop, who ride its transit vehicles, enjoy its theaters, museums, restaurants, zoos, clubs and sports arenas, and expect to walk or ride through its streets in safety. They will have to pay for, as well as enjoy, the city's benefits".

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# NEWS-LETTER

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WILKES COLLEGE, WILKES-BARRE, PENNA.

MARCH 15, 1972

## PLEASE TALK TO US

For two decades the Institute of Regional Affairs has been talking through this NEWS-LETTER to an increasing number of readers now passing the 2,600 mark. Up to now, we decided what subjects should be included, which meant that we alone judged what would interest or help our readers. The staff would like its readers to let it know what type of articles and what subjects would help to make the NEWSLETTER a true conversation between the many friends of the College and the Institute.

The Institute's aim is to serve the people and local governments in the region. We conclude that it is time to ask how best this can be done. Naturally, we are not asking for "nasty" comments, although we really profit by them. By telling us what you want, we can eliminate the need for criticism of what we may have been doing wrong.

THIS IS YOUR NEWSLETTER!  
PLEASE HELP US WRITE IT!

## METROPOLITAN TAX POOL

Commercial-industrial development in the Hazleton-Scranton-Wilkes-Barre metropolitan areas has not been a process of unmixed blessings. True, jobs have been created and the growth in buying power has revived a once dying business community. Only a fool would propose a cease-fire on continued efforts to promote further development. But, it is also foolish to continue to ignore the effects of the pressures and strains which this development has imposed upon some of the urban, suburban, and rural municipalities.

A serious problem has been developing among various communities because the distribution of economic development has been uneven. Commercial and industrial facilities have been located in a few municipal jurisdictions with a concentration of the high-value property tax base, leaving most others with the problem of providing services on a low-value base. Some communities with little remaining land have zoned in favor of industry and commercial purposes in order to raise the tax base, thus excluding low and medium income housing and forcing into other communities more children to educate without an adequate increase in the tax base. Without a fair share of growth in commercial-industrial

tax valuations, municipalities are nevertheless forced to provide public services with little or no growth in taxable resources, thus increasing the tax burden on other people in the community.

The standard response to this problem, which arises from the fact of fragmentation of municipal governments, is consolidation. However, here as elsewhere municipal merger is still too controversial to expect in the near future. So, too, is the attempt to urge local governments to join hands in an intermunicipal or regional arrangement to provide services within an equitable and feasible financial agreement.

The Twin City Metropolitan area of Minneapolis-St. Paul has suffered from this same imbalance of industrial-commercial development distribution and the same resulting problems arising from the concentration of high value tax bases in a few communities to the detriment of most others. With the support of the State Legislature, the area has struck upon a unique "insurance policy" for all its communities which holds some promise of at least alleviating some of the fiscal ailments of the development imbalance.

The new plan is essentially one of guaranteeing to each municipality in the metropolitan area of part of the growth in tax valuations which may occur in any other part. The recently enacted law guarantees to every unit of local government in the Twin Cities area - whether a city, village, township, school district, county, or special district - a share of 40 percent of the region's future growth in commercial-industrial tax valuation, regardless of where in the 3,000 square-mile area the new commercial-industrial buildings are located.

For example, some of the valuation of a new shopping center in one village or a new industrial park in a township will be made a part of the tax base of all communities in the entire metropolitan area. Each community's share of the 40 percent to be distributed will be determined mainly by its population, but if its total property valuation is below the metropolitan average per capita, it will receive a larger share, and if above average, a smaller share.

Obviously, there will still be winners and losers, but the differences are expected to be not as great because no longer for the Twin Cities area will the rule of the urban development game be that of "the winner take all".

The immediate end result of tax-base sharing is a redistribution of tax revenues. But, the plan's primary benefit, at least in the early years, is expected to be

(continued on next page)

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its impact on urban development decisions. It should reduce the deliberate use of municipal police power to restrict certain kinds of development and encourage others in order to fatten the local tax base, because each community will benefit from new shopping centers and industrial plants outside its borders. It should also help to tear down the barrier to more even distribution of low and medium income housing, because the more people allowed to move into any community will mean a larger share of the 40 percent regional growth based on population.

Less direct, but nevertheless significant, benefits include added environmental protection and an aid to planning and decision-making on metropolitan facilities. No longer will it be necessary to allow development on marginal land, such as floodplains, simply to create an adequate tax base within a community, because each can adopt a rational open-space protection plan without fear of eroding the tax base. New airports, transit lines, freeways, sewer lines, metropolitan parks, and similar projects can be constructed because there will be a reduced need to be concerned about the impact on the tax base of one community over another.

One aspect of the plan, which should commend it for consideration in the highly fragmented Hazleton to Scranton area, is that the law works entirely within the present framework of local government. No metropolitan taxing agency is created. No additional taxes are imposed. All localities continue to make their own policy decisions on levying property taxes. And the law also maintains fiscal responsibility because no jurisdiction is permitted to tax its share of the region's growth without imposing the same rate against its own resident voters.

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### MIRROR ON THE WALL

Remember the children's story about the woman who had illusions of her beauty, and, gazing into the mirror to admire her reflected image, chanted "Mirror, mirror on the wall, who is the fairest one of all?" Recollection of the shattering glass reminds us that we sometimes overestimate our own images.

It should be useful for citizens and public officials alike to take an occasional look at themselves to see if

they really are what they think they are. This is exactly what the Federal Commission on Cities in the Seventies did as described in its report late last year. Visiting many cities and conducting scores of hearings of citizens and officials throughout the country, the Commission concluded that the true image of government at all levels would crack the mirror. The following excerpt from the Commission's Report is quite sobering:

"This message we received loud and clear wherever we went: To an increasing extent American institutions, public and private, are losing the confidence of the American people. Scarcely anything or anybody of the influence escapes from this pervasive distrust; not corporations or courts or legislatures or schools, not policemen or mayors or bankers or doctors. The chief reasons for this distrust, as we hear, is that those institutions and people are unable or unwilling to respond to the needs and desires of those whose destinies are in their hands. Doubtless a large majority of those who feel that way are resigned, whether they like it or not, to things being like that. The breadth and depth of the cynicism we found in the country was distressing. However, we also found everywhere a few courageous and optimistic people working hard to recapture control of their destinies, to reform or rebuild the social and economic and political structures of America so that once again the people have a significant and continuing voice in the matters that concern them."

"As a nation, Americans are going to have to make some hard decisions about the quality of national life. And if people in the city want factories, parks, and pollution-free air to exist at the same time in the same place, for example, government must be the mechanism by which the fairest choice is made. The failure of government to be that mechanism has led to the cynicism about government which we found. We look toward the day when the same kind of energy and determination we found in the cities is directed toward making government better."

### ASSESSORS COURSE IN APRIL

An intensive week-long course for professional assessors will be held at Wilkes College during the week of April 17 through April 21, with daily sessions from 9:00 A.M. to 4:00 P.M. All sessions will be held in the Chase Theater.

Sponsored and arranged by the Institute of Regional Affairs, the course will adhere to the assessor's curriculum established by the International Association of Assessors. The program instructor will be Mr. Charles Barr, Chicago, Illinois, who is associated with that Association.

Early registrations have been received from a wide area extending beyond the Northeast counties. The College will make available dormitory rooms for registrants from the more distant communities.

Information on course fees, rooms, etc., may be obtained by contacting the Project Director, Mr. Thomas Garry, Luzerne County Assessor, Court House, Wilkes-Barre, Pennsylvania, or the office of the Institute of Regional Affairs, 165 South Franklin Street, Wilkes-Barre, Pennsylvania. (717-824-4651, ext. 229).

### ULTIMATUM TO SCRANTON

Time apparently has run out on the City of Scranton's unique status as the only city of the Second Class A in Commonwealth. Technically, the City should have reverted to Third Class Status after the 1960 census because its population had fallen below the statutory minimum. Given a respite by a revision in the code for its class, the City had nearly ten years in which to take appropriate steps to revert to the lower classification and, at the same time, allow the people of the municipality to determine the form, organization, and powers of a Third Class City under the Optional Charter Law.

A Lackawanna County Court a few weeks ago upheld the contention of a citizen's suit that the City of Scranton had again fallen below the minimum population for its class and should be re-classified as a City of the Third Class. The Court mandated that the City must revert to the lower status by January 1, 1973 or lose its authority to act as a municipality. Surprisingly, the Court's decree appears to have shocked the officials and citizens of the community although the prospects were well known for more than a decade.

The Constitution of Pennsylvania provides that for purposes of "general legislation" the political subdivisions of the state may be classified by the General Assembly into cities, boroughs, and townships on the basis of population. Cities were originally classified into three classes, but the City of Scranton was designated as a City of Class 2A, making a fourth class to include a population range from 135,000 to 500,000. A special City Code was prescribed, establishing the present form and organization, as well as some special powers. In most respects, it operates under the same powers as Pittsburgh, a City of the Second Class, although its organization differs considerably. For example, in Scranton the annual budget is prepared by the City Council, while in Pittsburgh, it is prepared under supervision of the mayor, subject to councilmanic approval.

The respective municipal codes specify not only the population range of each municipal class, but also the procedure whereby each may rise or fall in classification. For example, a borough or township reaching 10,000 population may become a City of the Third Class by a popular referendum, but will remain a borough or township, if no action is taken. However, a City of the Third Class which a decennial census shows to have fallen below the 10,000 minimum automatically retains that status unless the people vote to revert to a borough. The same procedures hold true for the two classes of townships.

The position of a City of the Second Class A is different. Up to the early 1960's, the Second Class A Code provided that a City of the Third Class may by local option rise to Class 2A status upon reaching the 135,000 minimum population. On the other hand, it provided that whenever the Governor of the Commonwealth certified that upon the basis of one decennial census a city of this class had dropped below the prescribed minimum, it would automatically revert to the lower status, given to the next municipal election the time required to effect the necessary change.

While the census was in progress in 1960, the Scranton City government anticipated a population drop below the 135,000, and, upon their request a study by

the Pennsylvania Economy League outlined the options and procedures should the drop materialize. When the census showed the city's population to be approximately 111,000, the governing body sought an extension of time and was successful in pressing through state legislation changing the condition of reversion in classification. This gave the City at least ten years to prepare by providing that a Second Class A City would automatically revert to Third Class status if its population fell below the minimum in TWO successive U.S. Censuses.

The 1970 Census showed a further decline in population and no local action was taken to comply with the code provisions. Thus, the citizen's suit to enforce compliance.

Apparently, not wishing to lose its classification, for whatever reasons, public statements by city officials indicate that a way out is being sought. One proposal has been to once again request the General Assembly to extend the two-census rule, or enact other respite legislation. Another is to request the Court to extend the time limit to allow the City to take advantage of new home rule legislation which will be effective by April 23, 1972. The given reason for requesting delay is that under the Court decision the reversion to Third Class status would require Scranton to change to the outmoded and ineffective Commission form of government which was standard for the class prior to the Optional Charter Law.

By coincidence, the City of Allentown has surpassed the 135,000 population figure, and together with Erie, is eligible to become a City of the Second Class A if it desires. Allentown a few years ago changed from the Commission to the Strong-Mayor form under the Optional Charter provisions of the Third Class law, and has made great strides in municipal administration. Recently, the officials of the City visited Scranton to evaluate the Second Class A form, and publicly reported that it would be a step backward to advance in classification since the Scranton form had nothing to offer.

This brief resume of the Scranton problem is in no way intended as a criticism of the City or any of its officials, past or present. Undoubtedly, the dilemma which Scranton faces between now and January is of the City's own making. But it is understandable why any city would be reluctant to forego its distinction as the only city of a given class or to face the necessity of reorganizing the city's traditional organization and operations.

What is intended is to call attention to the observation that the legislative system of classifying municipalities for purposes of legislation solely upon the basis of population has become ridiculous on its face. Historically, it was enacted in the first place as a deception to permit "special legislation" under the cloak of "general legislation" by class. The argument of different forms, organizations, powers, and procedures that municipalities of different populations require may have had some merit in our agricultural era, but it is quite plain to anyone who cares to observe that all aspects of local government should be determined solely on the basis of the desires, needs, and resources of its people. If this is not so, then why the hulla-balloo about home rule?

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## COOPERATIVE PUBLIC WORKS SEMINAR

One of Pennsylvania's most outstanding directors of Public Safety will be the featured speaker at a seminar on "Cooperative Fire and Police Protection" to be conducted by the Institute of Regional Affairs in Room #53 Parrish Hall, Wilkes College, Wednesday, April 19, from 7:30 P.M. to 9:30 P.M.

Herbert C. Yost, Director of Public City in the City of Lancaster has been cited frequently not only for his organizational and operational success in that City, but as a consistent supporter of intermunicipal agreements to improve local government services.

The session will explore such topics as the inadequacy and luxury of small local protection organization and services; the potentials for improved protection through cooperative programs between neighboring communities; state legislation pertaining to intermunicipal fire and police protection agreements; and, examples of effective cooperative arrangements currently in effect in the Commonwealth.

This will be the sixth in a series of eight monthly seminars conducted by the Institute on the general subject of the "Intermunicipal or Regional Approach to Local Government Problems". The series, open to public officials and interested citizens in the counties of Carbon, Lackawanna, Luzerne, and Schuylkill, is conducted under a grant from the Pennsylvania Department of Education, agent for the Higher Education Act for Community Service and Continuing Education Programs.

All public officials in the four-county area were recipients of special invitations to the sessions, but the general public is encouraged to attend sessions of special interest.

### EVENT OF YEAR COMING UP

The biggest and most enjoyable event in the Institute's 1972 program is now in the final planning stage - the Twentieth Annual Awards Dinner to be held in late May. Final arrangements and the detailed program will appear in the May issue of the NEWSLETTER.

MARK YOUR DATE BOOK

### IRA NEWSLETTER

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## CONFERENCE ON DEATH & DYING

A one-day conference on death and dying, co-sponsored by the Institute of Regional Affairs and the Luzerne-Wyoming County Mental Health Center, will be held at the Center for Performing Arts on Wednesday, April 12 from 10:00 A.M. to 5:00 P.M.

The purpose of the conference is to help those persons who are in a position to counsel persons approaching death, and their families, to deal with the eventuality. The featured speakers will be Dr. Gerald Melchiode and Dr. Perooz Sholevar, both Psychiatrists at Hahnemann Medical College and internationally known authorities in this little recognized area of counseling.

The conference will be focused on the psychological dimensions of terminal illness, death, and bereavement. Physicians, nurses, members of the ministry, and academic gerontologists who encounter death regularly in their professional lives, are encouraged to participate and communicate with each other on effective ways of helping people cope with approaching death, dying, and bereavement in a professional setting at the College. Inherent difficulties in the dying process will be dealt with openly during the conference.

Registration will be opened at 9:30 P.M. at the Center for Performing Arts. The Conference fee is \$5.00 per person, including luncheon at the Center. Arrangements are in charge of Professor Andrew Shaw, Jr., Director of the Institute of Regional Affairs.

### THOUGHTS FOR TODAY

Most people spend money they don't have to buy things they don't want to impress people they don't like.

Statistics can be used to support anything - especially statisticians.

Enough is what satisfies us if the neighbors don't have more.

Take responsibility on your shoulder and it will leave no room for chips.

Sometimes a woman doesn't care for a man's company unless he owns it.

Show me a man who doesn't turn around to look at a pretty girl, and I'll show you a man out walking with his wife.

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# NEWS-LETTER

VOL. XIX, NO. 4

WILKES COLLEGE, WILKES-BARRE, PENNA.

APRIL 15, 1972

## TRAFFIC AND MASS TRANSIT SEMINAR

The Wilkes College Seminar series on "The Regional Approach to Local Government Problems" will hold its seventh session on May 17th in Parrish Hall, South River Street, on the subject of "Regional and Intermunicipal Approach to the Problems of Traffic and Mass Transit". All sessions of the eight seminars are held in Room 53 from 7:30 to 9:30 P.M. on the third Wednesday of each month concluding in June.

The featured speakers and discussion leaders at the May sessions will be Thomas Bigler, News Director, WBRE-TV, Wilkes-Barre, and George Kandra, Director of Public Works in Allentown.

Many aspects of the traffic and transportation problems experienced by all communities in the Northeast region, and usually attacked by each municipality individually, will be explored. Among the problems which lend themselves to regional or intermunicipal solutions which will be probed are the consequences of purely local responsibility for street construction and maintenance, traffic control, snow and ice control, and mass transit. Emphasis will be given to joint planning of these activities, joint purchasing arrangements, mutual equipment utilization, and inter-municipal contractual services.

This session is directed especially to the problems of municipalities in the counties of Carbon, Lackawanna, Luzerne, and Schuylkill. Therefore, members of local governing bodies and their appropriate public work supervisors, officers and directors of community organizations, and interested lay citizens are invited and urged to attend.

The eight-session series is being conducted by the Institute of Regional Affairs under a grant from the Pennsylvania Department of Education, agent for the Higher Education Act for Community Service and Continuing Education Programs.

There is no fee or admission charge.

## CONFERENCE ON DEATH AND DYING HELD

The one-day conference on Death and Bereavement held on April 12th in the Center for the Performing Arts, Wilkes College, was one of the year's outstanding successes. Co-sponsored by the Institute of Regional Affairs and the Luzerne-Wyoming Mental Health Center, the innovative program attracted nearly 200 physicians, ministers, nurses and other professionals who are concerned with the problem of dying and death, as well as many lay residents of the region.

The general session lectures and a series of small group discussions focused on the psycho-social dimensions of terminal illness, death, and bereavements. The conference objective was to help those who are in a position better to counsel the ill and their families on how to deal with approaching death and its aftermaths. According to a recent issue of Life Magazine, this area of counseling is just now beginning to receive the attention it warrants.

The feature of the conference were lectures by Dr. Gerald Melchiode on "The Individual and Death", and by Dr. Perooz Sholevar on "The Dynamics of Death and the Family".

Dr. Melchiode, a native of Philadelphia, completed his medical training and residency in Adult Psychiatry at Hahnemann Medical College and Hospital. He has had extensive training in psychoanalysis and is presently Senior Clinical Instructor in the Department of Mental Sciences at Hahnemann and Assistant Professor of Adult Psychiatry at the Medical College. He now serves as a psychiatric consultant to all federal government agencies in the Philadelphia area, and has published extensively in noted medical and psychiatric journals.

Dr. Sholevar, a native of Iran, completed his medical training at Tehran Medical College, and his residency in psychiatry at the Philadelphia General Hospital. He has had additional training in Group Psychotherapy, Family Therapy, Behavior Therapy, and Psychoanalysis. He served as Clinical Director of the Southern Home for Children, Director of Clinical Services at the Albert Einstein Community Mental Health Center, and Director of Family Therapy at the Einstein Medical Center. Currently, he is Director of Extended Treatment Programs for Child and Adolescent Psychiatry at Hahnemann Medical College.

The seminar was arranged and directed by Mr. Robert Santos, Director of Consultation and Education of the Luzerne-Wyoming County Mental Health Center, District I, and Professor Andrew Shaw, Jr., Director of the Institute of Regional Affairs.

### Let's Get Together Again TWENTIETH ANNUAL AWARDS DINNER

Tuesday, May 23 - 6:30 P.M.

New Men's Dormitory

\$2.50 Per Person

RESERVATION DEADLINE MAY 19



INSTITUTE OF REGIONAL AFFAIRS  
NEWSLETTER  
VOL. XIX APRIL 15, 1972 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 Director, Institute of Regional Affairs Wilkes College, Wilkes-Barre, Pennsylvania 18703.

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### NEW TOWNS VERSUS GROWTH CENTERS

In Pennsylvania, as well as other populous states, the European idea of constructing entirely new towns to ease the pressures on urban, suburban, and metropolitan areas, is in its infancy. Although our limited experience in this country indicates some promise of benefits, even the most optimistic expectations leave much to be desired.

For one thing, should too much attention be paid to the development of completely new towns where none existed before, will funding limitations continue to cause the country to ignore existing communities which appear to be stagnant but which have some reasonable promise of potential development and growth if attended to?

A car or plane trip anywhere in the east never fails to impress one with the tremendous problems of over-population, congestion, air pollution, and the like, in highly urbanized metropolitan areas. With industry and business continuing to stick as close as possible to profitable populous areas, urban sprawl continues to expand and enlarge already overwhelming social and governmental problems.

The Commission on Population Growth and the American Future has officially recognized neglect of existing communities which are standing still or moving very slowly because more spectacular programs such as the "New Town" concept have received most official attention. What this Commission has now done, in effect, is to focus attention on a question that most who live in such "ignored" communities have long asked - Why don't we do something to take the pressure off excessive expansion of the nation's metropolitan regions by helping smaller cities with some growth potential? In other words, why don't we do something about my town?

In its final report just issued, the Commission called for removal of barriers to population stabilization, coupled with a crackdown of migrants and restriction of legal immigration at current levels, subject to periodic review. It also suggested top-to-bottom overhaul of policy-making machinery to give the country a handle on public and private actions influencing or influenced by population distribution.

The Commission recognized that continued urban growth, in effect expansion of metropolitan suburbs into formerly rural fringe areas, is inevitable. But it does

object to the hopelessness that nothing can be done. It wisely proposes a "dual strategy" designed to guide such expansion rather than allow it to grow uncontrolled, and then to provide as much of an alternative through development of "growth centers".

The basic idea is to apply the resources of public and private sources to encourage growth of public urban centers in economically depressed regions, such as Northeast Pennsylvania, in order to enhance significantly the opportunities for residents in these regions. Cultivation of growth of such communities with some potential in the hinterland might well assist in the decongestion in populous urban areas.

A "Growth Center Strategy" is recommended for areas with development potential - ranging in population from about 25,000 to 350,000 and capable of expansion to 50,000 to 500,000 - "to create new jobs nearer to or within the declining rural areas".

It is generally conceded that programs of the Economic Development Administration, the Appalachian Regional Commission and the Title V regional commissions have produced only limited success.

The Commission urges that some communities will grow without outside intervention. For other communities, "no reasonable amount of future investment could forestall the necessity for population decline as an adjustment to the decline in job opportunities".

The Commission would not simply write off those communities in chronically depressed areas which have outlived their economic function. Rather than attempt to stem such decline, it would seek ways of easing the decline process, assisting, though not encouraging, out-migration of those who may want to leave and maintaining the basic services for those choosing to remain.

This new approach to alleviating the problems of metropolitan areas by helping existing growth centers might be symbolized by the famous statement of Edward Bok, onetime citizen of Scandinavian birth, who, when criticized for having words of praise for his native land replied, "When I take a wife, must I throw away my mother"? In other words, is it wise to create new towns and commit the old ones to inevitable decline and demise?

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### THOUGHTS FOR TODAY

The Russian moon shots are much more successful than the American shots since they found 20 percent fewer cavities.

It's easy to understand modern art. If an object hangs on the wall, it's a painting; if you can walk around it, it's sculpture.

Did you ever stop to think, if Puccini had finished Madame Butterfly two weeks earlier, his opera would have been called Madame Caterpillar.

I found out that the government sends money to underdeveloped areas. I figure I should be getting a sizable check shortly.

Lady Godiva was the greatest woman gambler who ever lived. She put everything she had on one horse.

The only quarrel with an inferiority complex is that people who need one never have it.

### URBANKS??

Municipal officials struggling their best to become familiar with the strange names of new federal programs designed to assist local government financially, are about to be challenged by another. URBANKS!

A spate of new bills in the Congress propose the creation of various federal banks designed to assist local governments in financing capital requirements - as if there are not enough already. The idea behind all of them is that in a time of troubled market conditions it would be better to sell state and local obligations to the federal government than through the traditional private channels.

These proposed federal banks - "urban banks", "rural banks", or, "Urbanks" for short, have a common approach. The new federal "bank" would sell its own taxable obligations in the general market and use the proceeds to purchase municipal offerings at lower "tax exempt rates", relying on the Congress to make annual appropriations to make up the difference. The appropriations, it is claimed, would leave the municipal borrowers intact and would cost the federal government nothing. The contention is that the Treasury would take back the whole loss by taxing the interest paid out on the "banks" obligations, whereas no tax could be levied if the municipals were sold directly to the public. This claim is partly based on Treasury testimony in 1968 that it could recover, in income taxes, a full 42 percent of the interest paid if municipals should become taxable - which is more than municipalities could lose by selling taxable obligations.

Thus the "Urbank" solution boils down to letting municipalities sell taxable bonds indirectly through the federal "Urbank" with every level of government the gainer.

These proposals may, of course, have some merit. One observation seems valid, however. Municipalities and their responsible officials should by now have sufficient experience with so-called "give-away" federal programs to realize that any plan which costs nothing to realize that any plan which costs nothing to anyone and benefits all at the same time should be suspect. At least they should be carefully probed. Some objections already seem obvious even before any of the proposals have been adopted.

For example, a federal "urbank" free, but not compelled, to lend could exert enormous influence over state and local government policies wholly outside of the proper federal sphere as has occurred under other existing programs. It takes no stretch of the imagination to see that in reviewing municipal applications, the "urbank" administrator may be influenced, even if only subconsciously, by a myriad of political considerations in both the best and the meanest sense of the word "political".

Another possibility may be that the "urbank" concept gives the federal government the potential to dwarf and perhaps ultimately dry up the interest of private underwriters of municipal offerings. Should "urbanks" ever become the major or, perhaps, the only available source for municipal borrowing, it increases the threat of federal dictation and control. At best we could be faced with a new spreading federal bureaucracy with all the delays and costliness of unravelling its red tape. Mindful of the implications of the old adage about who

controls the purse, it is not too far-fetched to envisage the ultimate loss of self-government through such a potentially dangerous mechanism.

The federal "urbank" plan which is farthest along is that for the Environmental Financing Authority. Others would match other categorical grant-in-aid programs, intended to finance the local share of a particular program. Still others are for more general purposes such as urban development, rural development and the like.

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### FEDERAL REVENUE BILL FAVORS CITIES

Federal Revenue Sharing legislation, which has been highly publicized as the best hope for financial salvation for urban areas of the country, appears to be stalled in the legislative mill. So far, the most productive action promises to be the scheduled action on April 11 by the House Ways and Means Committee on a proposal to share \$5.3 billion in federal revenues annually with \$1.8 billion reserved for the states and \$3.5 billion for cities and counties.

Under the House Committee proposal, all incorporated municipalities would be eligible for aid, including governmental entities short-changed on federal programs for lack of required matching capability, ineligible for lack of planning, or lacking staff skilled in grantsmanship. The proposed formula for allotting shares of the total grant fund includes need, as reflected by low income, and tax effort as shown by the level of spending in relation to tax base.

Should this proposed measure be adopted ultimately, the smaller urban and rural areas will again be short-changed. On the assumption that the degree of urbanization inflates public costs, not to say urban voting strength, there is a built-in factor favoring cities of 50,000 population or more, at least during the initial operation of the program.

As interpreted by Committee sources, there is a strong urban bias, in fact, in formulas for allocation of funds among states, county areas within states, county and municipal governments within counties, and between municipalities of varying sizes.

States would be given latitude, however, in allocating funds among counties and cities in subsequent years by assigning more or less weight to individual factors. In the face of the strength of the highly organized large-city lobby, and the not so influential efforts of the recently organized lobby for small urban and rural areas, it would be naive not to expect this future weighing to favor the metropolises.

The proposal recognizes the importance of the ever-growing emphasis on the regional approach to problems by providing for spending on a multicounty or areawide basis in states where regionalism is taking hold. Specifically, where two or more contiguous counties have been designated by states to carry out certain functions, a total of ten percent of revenue sharing funds to which the jurisdictions were entitled could be spent on an areawide basis. This depends on the proviso that the state supported such functions with like amounts from state resources.

(continued on next page)



Operating expenditures under the \$2.5 billion shared saving plan and counties would be limited to public safety, public transportation, and environmental protection. Capital expenditures eligible would include sewage collection and refuse disposal systems and public transportation, for nonrecurring items excluding maintenance. This bill, therefore, may, if adopted, prove a disappointment to those who sought and expected little or no restrictions on the use of shared funds.

No such restrictions would apply to spending under the \$1.8 billion under state-level jurisdiction.

The hurrahs of officials in large and small municipalities when the current moves for revenue sharing first became familiar to the country appear, as usual, to have been somewhat premature. Beyond a commonly held belief that such a federal program would alleviate local financial pressures by providing huge sums to be spent locally without restrictions, the implications of revenue sharing were little noticed nor understood. Although the Mills counter proposal, being less liberal than the original suggestions, was not too well-received, it apparently has been of service in forcing a closer examination of revenue sharing and a consequential general dialogue which can not fail to result in a final measure upon which future revenue sharing may be constructed.

Another development, the final enactment in recent days of the Pennsylvania Home Rule Act, which permits localities to determine their own tax rates, may have a negative effect on the argument for extensive federal revenue sharing funds. Already heard, even before Governor Shapp signed the Home Rule Act, was the contention that if Pennsylvania Municipalities may set their own tax limits, the strongest argument for federal funds to help local governments strapped by state-imposed tax rates, loses some of its conviction. This is not to say that federal revenue sharing is without merit, but merely to caution local officials that the removal of such tax limitations makes it more difficult for governing bodies to plead the need for federal help on the grounds that, while willing, they are not legally able to raise needed funds locally because of state restrictions.

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## PHYSICAL REHAB WORKSHOP CONCLUDED

The five-session workshop on "Physical Rehabilitation Methods for Nursing Personnel" which extended over the past five months was concluded early this month on the Wilkes College campus. The project, which attracted nursing personnel from the key counties of Northeast Pennsylvania, was sponsored jointly by the Institute of Regional Affairs, Wilkes College, and East Stroudsburg State College under a grant from the Pennsylvania Department of Education, agent for the Federal Higher Education Act, Title I.

The purpose of the workshop was to impart the latest knowledge and techniques of modern physical rehabilitation to practicing nurses, especially those working directly with physically disabled patients in nursing homes and extended care facilities, hospitals, home health agencies, both public and private.

The five-session workshop covered such topics as Medical aspects (Prothetics and Orthotics), activities of daily living, home-making-room adjustments, recreation activities, psychological and social needs, community resources, and the organization and administration of rehabilitation.

The project director was Dr. Arne Olson, Dean of the School of Health and Sciences and Physical Education, East Stroudsburg State College. Bruce E. Hayne, Assistant Professor and Physical Therapist at the same institution was director of the program. Miss Mary Margaret O'Donnell of ACSW handled the nomination of participants for the Pennsylvania Department of Health.

Members of the Advisory Committee were: Mrs. Vincent J. Gesiskie, R.N., Director of Nursing Services at the Gesiskie Nursing Home in Waymart; Miss Mary Margaret O'Donnell, ACSW, Regional Social Work Consultant, Pennsylvania Department of Health, Kingston; Dr. Yasushi Sugiyama, Acting Chairman of the Political Science Department, Wilkes College; Mrs. Charles Swankoski, R.N., Administrator at the Swankoski Nursing Home in Drums; and, Assistant Professor Philip R. Tuhy, Associate Director of the Institute of Regional Affairs at Wilkes College.

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# NEWS-LETTER

VOL. XIX, NO. 5

WILKES COLLEGE, WILKES-BARRE, PENNA.

MAY 15, 1972

## THE RESURRECTION OF KING COAL

A large part of Northeast Pennsylvania has been trying desperately for many years to erase its image as the "Coal Region". It was a proud appellation during the reign of King Coal which produced an enviable prosperity in the area. With the decline of anthracite as an economically and socially acceptable source of industrial and domestic fuel, the now-scarred coal fields converted from the major asset to the most apparent liability. The cry to the outside world is that "King Coal is dead!" And, despite the fact that coal production remains a significant economic fact of life in the area, there are many who wish he would stay dead.

There are valid indications that the anticipated "Last Rites" may be somewhat premature. There are differences of degree in the projections, but all prognosticators agree that the demand for energy is increasing rapidly in the United States and that it will continue to increase significantly through the latter part of this century. With other natural energy sources facing diminishing reserves, and nuclear energy still in the developmental stage, the several centuries' reserves of coal should once again become a major source of energy.

Petroleum, gas, coal, nuclear energy, and hydroelectric power are currently the primary energy sources. The percent of total energy consumed in the United States in 1970 from each of the above sources, in the given order, are 43.0%; 32.8%; 20.0%; .3%; and, 3.8%. Nationally recognized authorities have estimated the rate of annual increase in energy requirements between now and 1980 from a low of 3 to a high of 4 percent per year. The Bureau of Mines recently predicted that by the year 2,000 the annual rate of increase in energy consumption will average 3.5 percent. The significant question which will be of interest to the Northeast Pennsylvania area concerns the amount of the annual increase shared by coal.

A number of factors affecting other sources of energy supply should give an advantage to coal. In the case of petroleum, there has been a decline in the amount of oil discovered in drilling and exploration of new United States fields during the past several years. Since 1967, the nation has consumed all the oil it has produced, and by 1970, 23 percent of the oil consumed in this country was imported. Because of the shortage of domestic oil, the price will probably increase, making it a less economical source of energy in competition with other sources.

The same general situation holds true for natural gas. Because there has been increased use of gas in

generating electric power and because gas does not contribute heavily to air pollution, the demand for this energy source has been increasing faster than the demand for other fuels. At the same time, the level of proven reserves has declined significantly, and local shortages have begun to appear. The Department of Interior has predicted that within the next five to ten years production of gas domestically will not be sufficient to meet the full demand.

Nuclear energy is not yet the panacea for energy requirements as was proclaimed a few years ago. For some time in the foreseeable future its supply will remain low and its price high. Other more advanced technological developments, such as burning sea water to obtain hydrogen, or harnessing the tides, may provide new sources of energy in the future, but the practical realization of these innovations is a long way off.

Coal, too, has its disadvantages. Although the domestic supply of coal is abundant, national environmental concerns have made coal a somewhat suspect source of energy. There is currently a shortage of capacity to produce low-sulfur coal, the type which minimizes air pollution and puts coal at a disadvantage with other fuels. Other environmental concerns, such as acid mine drainage and the ravages of strip mining, also affect coal's future. A developing shortage and maldistribution of railroad hopper cars have interfered with deliveries on long-term utility contracts. The industry has also been plagued by wildcat strikes and other labor problems, and it has been difficult to recruit young men to take up mining as a life's work. Coal production will probably also be slowed by actions necessary to meet requirements of stiffer federal and state mine health and safety laws.

Despite these disadvantages of coal, most experts agree that it has a strong competitive position as a resource for energy production. Coal's share of total energy consumed in the United States by 1980 may even shrink from the 1970 level of 20.0 percent to only 16.7 percent in relation to other sources. But, in terms of tonnage, the demand for coal production will steadily increase because there is expected to be such a large over-all increase in energy requirements. In 1970, for example, coal consumption equaled 526.65 million tons. Consequently, if coal produces 16.7 percent of the nation's energy in 1985, the total coal production in that year would be up to 850 million tons, according to the Bureau of mines.

Should the coal industry succeed in its current experiments to make this energy source socially "clean" by conversion into other fuels, the future of coal is

(continued on next page)



INSTITUTE OF REGIONAL AFFAIRS  
NEWSLETTER

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even more enhanced. Pilot plants to convert coal (except for ash) into synthetic pipeline gas which is a complete substitute for natural gas are already operating in Chicago and Homer City, Pennsylvania. A plant to convert coal into synthetic liquid fuels, like petroleum, has been in operation in West Virginia for several months. Conversion into ash-free fuel, now in the pilot stage, yields a fuel free of ash and sulfur that can be handled either as a solid or liquid.

If the predictions materialize, coal may once again be a prime economic resource in Northeast Pennsylvania. There are those who would eliminate mining entirely, especially strip mining. Such opposition would probably disappear with assurance that a resurrected "King Coal" would not ravish the countryside as he did in the past. There is some such assurance in the fact that Pennsylvania now leads the nation in stringency and enforcement of mining regulations. Although the effort is somewhat diluted because the overwhelming problem of remedying past transgressions diverts resources from preventive measures, the experiences gained under current law may produce techniques and policies which will assure that a resurrected King Coal will be a benevolent monarch.

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### THIRD SUMMER R.E.A.D. PROGRAM

Plans for the Third Annual Summer R.E.A.D. Program were announced this week by Professor George Siles, Associate Director for Educational Planning in the Institute of Regional Affairs.

The Reading Excellence Attainment Development Program of Wilkes College for this year will start on July 21. Sessions will be held Monday through Friday from 9:00 to 12:00 Noon in Kirby Hall and the dormitory at 76 West South Street.

The summer session will provide specially designed reading programs for all age groups, including children at the Elementary and Junior-Senior High School levels, as well as pre-college students and any adults who desire to improve reading skills.

Registration for the program is now being accepted by mail, phone, or in person at the Institute of Regional Affairs, 165 South Franklin Street, Wilkes-Barre, Pa. A tuition fee of \$125.00 is requested from new students, and \$100.00 for students previously enrolled. Tuition

may be paid at registration up to the first day of class, or special arrangements for installment payment can be arranged through Professor Siles. The fee has been held to a minimum to help defray the expenses of testing, staffing, and supplies.

The basic approach to the Reading Program is individual attention made possible by a low pupil-teacher ratio. Each instructor, qualified as professional instructor with a master's degree in this special field, is responsible for only two students during the entire summer session.

All students receive a battery of tests immediately following admission to the instructional center. Students and parents are kept informed of progress through initial and final written reports. Interim reports are also given when required and extensive counseling is provided both students and parents.

Three types of instructional areas are utilized. Room "A" consists of a wide range of mechanical and electronic devices which are not only highly sophisticated instructional tools, but which have a fascination which neither children nor grown-ups can resist. Room "B" contains programmed materials for independent study and self-directed instruction. In both rooms, trained aides supervise and assist each student under direction of his particular teacher. Aides are skilled undergraduate students who have completed a professional semester which includes reading instruction.

Room "C" is used exclusively for directed reading instruction, and the emphasis is on a relaxed tutorial atmosphere between student and teacher. Each student spends a portion of each session in each of the instructional areas. In addition, there are frequent field trips, including the Eugene S. Farley Library and the local public library, to give each student an opportunity to make a personal selection of books which he may enjoy throughout the week.

Last year more than fifty enrollees, representing about 25 regional public and private schools, completed the course. Such excellent public acceptance indicates an increased demand for registration this year. Since enrollment must be controlled to maintain the low pupil-teacher ratio, early registration is encouraged.

Since the R.E.A.D. Program has received such widespread interest, this year the general public is invited to drop in and visit either class building throughout the Summer Session to observe at any time.

### BOOTLEG PRICES FOR SLUM HOUSING

Only local governments can deflate the bootleg price of slum housing by strict code enforcement and/or taxation. A block-by-block survey shows that in Philadelphia, vigorous code enforcement has so deflated central-city housing prices that a large percentage of the 14,400 row houses now vacant can be bought, or put, in decent move-in condition for \$4,000 cash or less.

This compares with an average cost of \$20,500 for the new public housing, and \$12,300 now budgeted by the Housing Authority to buy blighted units and do them over completely, no matter how much fixing up they really need. If FHA or other special financing is made available, this \$4,000 would make it possible for even relief clients, black or white, to buy or lease decent used homes.

### WHO NEEDS SCHOOLS?

Who needs schools? would be a ridiculous question if asked by the man on the street. But it doesn't sound quite as stupid when posed by the head of an army of 60,000 teachers and 1,125,000 students. Participants at an Urban Seminar held by the Public Affairs Department of the First National City Bank of New York got the point when made by Dr. Harvey B. Scribner, Chancellor of the New York City school system. Here are some of his remarks:

"Public education in this country is on its knees."

"School doesn't have to mean a brick building. All we need is a center where people can gather. We don't need a \$30 million school building to accommodate students. All we need is space that's not in use, any kind of space."

"We've been thinking little departments, called math, science, English, etc. Not for students. There's nothing that says this helps or is a better way of organizing a high school. Why is it done? To help us administrators. It satisfies our purposes and gives us an opportunity to elevate some people."

"What's so special about September and June that we should start the school year and end it in these months? Couldn't we create educational centers where young people could come 180 days out of a year, on the days that are best for them?"

"If you want to have art all morning instead of a 40-minute period, why not? Who says learning goes better in 40-minute periods?"

"Would you be surprised to be told that classifying people in terms of first, second, and third grade is as realistic as classifying them in terms of 100 pounders, 110 pounders or 120 pounders? They would probably have more in common if you did it on a weight basis."

"We need some other way to define education besides paper certificates. If you trundled off to a university next fall, and left all your credentials home, where do you think you would wind up? - 95 percent of you would be freshmen again."

When asked if he had support for what he said, Scribner responded without hesitation: "It must be obvious I don't have support from overwhelming numbers. But I'd rather be around a short time and say what I have said than play that old game of patting everyone on the back and be around a long time."

Get the Point?

### WHOSE NOSE CAN I PUNCH?

Poetically, a tax is a tax is a tax! Realistically, there are taxes and there are taxes! Inevitable as death, taxes may be an equally acceptable entree to a fuller life, or an unwelcome and painful ordeal without grace. How we die is largely beyond our control, but, as every American school pupil knows, how we are taxed is the prerogative of the living taxpayer exercised through elected agents. The only choice denied is that there be no taxes at all.

Possession of a right does not in itself ensure it. Rights are nothing until exercised. And there is a good deal of evidence that in this respect the American people have been, and may continue to be, in default. This

being a year in which Pennsylvanians will choose their congressmen and representatives in the General Assembly, the ageless record "You're Being Hugged to Death by the Tax Collectors" is once again number one on the bestseller list. "Tax Reform for You and Me" is everyone's "our song." If past experience is any indication, we'll be so carried away by our own voices raised loudly in high anticipation that we'll not notice the transition after election into the "Tax Reform Blues."

We're being deliberately facetious to dramatize the observation that instead of insisting and pressing for comprehensive and equitable tax reform at all levels of government, we allow ourselves to be lulled into accepting patent medicine substitutes which sublimate the symptoms without in the least effecting the disease. This year at the federal level the pain of the income tax was eased very slightly by an increase in the personal dependent exemption. This was heralded as "tax reform", while hundreds of profit-making corporations paid no tax at all. Pennsylvania's "uniform" income tax, enacted in spite of explicit and implicit protest among legislators, ("We think thou protesteth too much") is in practice anything but uniform. This, too, was hailed as "tax reform." So, too, was the pitiful relief from local property taxes levied against the aged.

And what is the picture at the local government level? "Tax reform" under the Home Rule Act consists of continuation of the state restrictions on the kinds of local taxes, but elimination of the limits on tax rates, the naive expectation being that at last local governments will levy enough taxes to carry a fair share of the local service burden. At the same time, municipal lobbyists press heavily for state permission to raise the local earned income tax rate.

Once we become aware that true tax reform must be equitable and comprehensive, we can recognize the deceptive fragmented "tax reforms" for what they really are - nitpicking. Ultimately, we suppose, equitable comprehensive reform will come at all levels of government when the individual taxpayer refuses to be satisfied with an occasional tranquilizer and faces up to his obligation to insist on equity and fight for it, using all the built-in controls available in our democratic system.

The starting point, perhaps, is to stop the ever-growing tendency of citizens to accept and applaud the efforts of their local, county, and state officials to evade financial responsibilities at their respective levels by running to the higher levels for funding local programs.

We wonder, though, if the relief-seeking taxpayer may be falling into the historic trap of remote control taxation. Perhaps we need relearn the age-old lesson that the arbitrariness and oppressiveness of taxation increases in direct proportion as the distance between the taxpayer and the tax collector. Given the willingness to make himself heard, the taxpayer has a better chance of securing equitable taxation at the local level than at the state or local level. Local government is nearby and more visible, and, as the old saying goes, "If my taxes locally are too high or unfair, I can always walk down the street and punch my mayor, councilman, supervisor, or commissioner on the nose!"

But whose nose can I punch in Harrisburg or Washington?

76-135930 WHN



## REGIONAL APPROACH SEMINAR ENDS JUNE 21st

The Eighth and final session of the Wilkes College Seminar on the "Regional Approach to Local Government Problems" will be held on Wednesday, June 21st, in Room 53, Parrish Hall, South River Street, Wilkes-Barre, Penna. from 7:30 to 9:30 P.M.

Each of the previous seven sessions was devoted to descriptions of cooperative municipal projects in specific services or functions which have already proved successful in Pennsylvania. These included intermunicipal agreements, councils of governments, joint purchasing, and other cooperative techniques which enable communities lacking the resources to perform services alone to do so by joining with adjacent or nearby municipalities. Joint problems or services discussed covered environmental functions, public health, planning and structural rehabilitation and renewal, and police and fire protection.

The May session featured George Kandra, Public Works Director, City of Allentown, and Michael Kaiser, Executive Director, Joint Planning Commission of Lehigh-Northampton counties. The subject was "The Joint Approach to Problems effecting Traffic and Transportation." Considerable discussion involved the recent discontinuance of private bus transit in the Lehigh Valley area and the prompt creation of a Joint County Transit Authority which will supervise continued bus service through temporary contract with the private owners. Plans call for eventual purchase of rights and equipment and direct operation by the Joint Authority.

Also covered by the two speakers were the consequences of individual community responsibility for street construction and maintenance, control of traffic, snow and ice control, mass transportation in the Luzerne-Lackawanna areas, joint planning and purchasing, mutual equipment utilization, and contracting with private firms to provide needed municipal services.

The June "wrap-up" session will examine "How to Initiate and Administer Intermunicipal or Regional Programs". To attain this objective, the speakers - including William H. Hansell, Jr., Business Administrator,

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City of Allentown - will utilize selected successful experience in Pennsylvania communities, stressing such aspects as legal requirements, financing joint projects, education of the public, steps in cooperative organization process, controls, local representation, periodic review and evaluation of projects, and the excessive price of continued isolation which can be reduced by joint effort.

The session is open without charge and without prior registration to any official or member of the general public.

### WHAT DO WE REALLY WANT?

The most urgent question facing urban America today is "What kind of City do we want?" Everybody is talking about it, writing about it, and making speeches about it. But the more they talk and write the greater the confusion seems to grow. Much of the talk comes from people who don't like cities and just want to get away from them; and much of the talk comes from people who think the local needs and problems of our cities can only be solved from Washington.

What's wrong with today's cities could be cured a lot faster if people could be given a better understanding and a clearer vision of what kind of city to demand and insist on getting.

### THOUGHTS FOR TODAY

Democracy is the art of disciplining oneself so that one need not be disciplined by others.

Criticism can be avoided by saying nothing, doing nothing, and being nothing.

Of all the labor-saving devices for women, a husband is still the handiest.

If your wife laughs at your jokes it's because somebody told her she has beautiful teeth.

A man who's putty in his wife's hands is apt to be in pretty bad shape.

While attending an office party it is wise to remain seated while the room is in motion.

People, like boats, toot loudest when they are in a fog.

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