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The I.R.A. News-Letter

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I.R.A. NEWS-LETTER

1969

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THE I.R.A. News
JAN 20 1969
WILKES COLLEGE

VOL. XVII, NO. 1, WILKES COLLEGE, WILKES-BA

REMINDER

The Institute will continue its diversifi
Spring semester by offering ten courses for loc
Of the ten courses, five are for civil defense p
lice and firemen, and three are for administra
ficials of cities, boroughs and townships. Pa
to the courses in purchasing, street mainten
vision. These three courses will begin in th
Call the Institute for registration if you have r
form.

The Institute of Regional Affairs is ag
the cooperation of Mr. Fred Miller and the
making these courses available to local gov
ployees.

LANDFILL

West Side Landfill Authority has lease
ville and plans to transfer its operation from
dale by the end of the year.

Area which will become the third locat
tion since its formation is owned by Blue Coal
strip mined. Its location is described as ne
Larksville.

Authority is making plans to construc
decision on where to place the entrance has
ported.

UNDERGROUND WIRING

Joining other large electric utility companies who no longer charge developers for installing underground wiring, the Public Service Company of Denver will now install single-phase underground wiring in single-family residential subdivisions, up to a maximum investment of \$600 per customer. A special consumer rate, which varies with the customer's electric usage, will cover normal underground wiring costs.

Customers already served by underground wiring may either receive a refund of payments previously made for the difference in cost between overhead and underground wiring, and then be served under the new rate, or leave the payments with the company and continue under present rates.

COMMUNITY EXCHANGE

The New Jersey Department of Community Affairs has developed a novel approach to inter-community cooperation. Under their municipal interchange program, a community may borrow personnel with needed expertise from another community. The Department then reimburses the lending municipality for the time spent by an official in the other community.

The most recent product of this program is a study, conducted by the director of the Woodbridge police, for Englewood, New Jersey's police department. The report of the six-week study recommends changes in the police department's physical plant, organization, administration, procedures; and suggests ways in which it can secure financial and technical assistance from federal agencies.

The study also includes a detailed proposal for a police cadet program and numerous recommendations to help the police department live up to its potential "to become one of the departments in the State." This program is one that regional councils could develop for communities in their area.

NEW SIGNALS

New traffic signals to be installed on Market Street and Wyoming Avenue at a cost of close to \$80,000 will be placed at 15 intersections in Kingston.

Kingston Council awarded a contract for furnishing and installing

the signals to Hannigan Electric Construction Company, lowest responsible bidder, at its bid of \$79,672.

The new signals will be the overhead type, with two faces in each direction. Signals at Pierce Street and Union Street will have the same "advance" timing as the present signals, to permit left-turn traffic to move first.

An innovation in Kingston will be new-type signals for pedestrians. These signals, to be placed at the curbs, will show red and green for pedestrian crossing.

A POTENTIAL EMPLOYEE

Although it may be almost too obvious to mention, it is a fact that in filling job vacancies, an employer is not just concerned with "hiring bodies." On the contrary, he is looking for a number of specific things in a potential employee:

1. Someone physically and mentally equipped to handle one of the vacant job slots;
2. Someone who has the prerequisites in terms of educational background; and,
3. Someone who has attitudes which are compatible with the job to be done.

EARLY TAX BILLING

The provisions of the new Borough Code now make it possible for boroughs to have their tax bills mailed out early and to receive tax revenues in the early part of the year. Such tax revenues received not needed immediately can be invested, thus producing additional income for the borough.

With boroughs now adopting their budgets by December 31, there is no justifiable reason for tax collectors to delay in mailing out the tax bills. In fact, the Local Tax Collection Law (Section 6) requires the tax collector to mail out the tax notices within 30 days after receiving the tax duplicate. Boroughs desiring to have an early tax billing should contact their tax collector and arrange for the early printing and mailing of the tax notices by the tax collector in the initial months of 1969. Boroughs should also alert the county assessors office to furnish the assessment

roll in time to prepare the tax duplicate for delivery to the tax collector.

SPECIFICATION CENTER

The Voluntary Intergovernmental Purchasing Committee of the Allegheny Council for Intergovernmental Action has established a Specifications Center containing more than one hundred purchasing specifications for twenty-one items which were developed by the Commonwealth of Pennsylvania, County of Allegheny and nineteen cities, boroughs and townships within the County.

The twenty-one items for which specifications exist are: Anti-Freeze, Fire Supplies, Tires and Tubes, Garbage Disposal, Road Materials, Police Uniforms, Park Equipment, Anti-Skid Materials, Gas, Oil, and Diesel Fuel, Office Furniture and Equipment, Vehicles (Police/other), Public Works Equipment, Printing and Stationery Items, Services (window cleaning, exterminating), Fertilizer, Pipe, Signs, Paint, Insurance, Guard Rails, and Shade Trees.

Municipal purchasing officials, secretaries, managers and other public officials responsible for purchasing municipal supplies and equipment are welcome to use, and are urged to use, the Specification Center.

There is no charge for borrowing the specifications of the Center. The specifications may be borrowed for no more than two weeks. The Center assumes no responsibility for the openness of the specifications. Municipalities participating in this service are required to send to the Center any specifications which they may develop and use for inclusion in the Specification Center's official file.

THOUGHTS FOR TODAY

Anybody who thinks you can't keep a good man down doesn't understand office politics.

A bargain is anything that's not as much overpriced as most other things.

PUBLICATION

This Newsletter, published monthly as a community service, originated in the Institute of Regional Affairs of Wilkes College. Notes and inquiries may be addressed to Dr. Hugo V. Mailey, Institute of Regional Affairs, Wilkes College, Wilkes-Barre, Pennsylvania. 18703

The I.R.A. News-letter

VOL. XVII, NO. 2, WILKES COLLEGE, WILKES-BARRE, PA., FEBRUARY 15, 1969.

ROLE OF THE MANAGER

"In today's dynamic communities, he must direct a machine of specialists. These specialists should possess not only new management techniques, but must also have a dedication to and an understanding of the urban scene. In today's complex and changing society, competent management in local government requires that someone, like a city manager, be assigned the very important role of urban catalyst, a coordinator of technical and professional resources, as he recommends positive policy to the elected officials which he serves. Only in this way, can he hope to professionally assist a council of laymen to meet the challenge of the 21st century. Only in this way, can the manager of the last quarter of this century integrate the numerous services which an alert citizenry will demand. Only in this way, can the profession of city manager be enhanced among the growing number of professionals that local government is increasingly adding to its personnel force."

The above paragraph is an excerpt from an article on the role of the manager by H. V. Mailey in the magazine, The Pennsylvanian, October 1968.

The foregoing presupposes that the manager has somebody and something to coordinate. The foregoing presupposes that the local government has technical and professional resources in the first place. The foregoing is a recognition of a new role of urban catalyst.

Of course, implicit in all of this is that the elected officials understand what urban catalyst means.

SERVICE AWARDS

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

this year in May at the Annual Graduation Dinner. Included in those eligible for the award are school board members and secretaries, police, firemen, councilmen, mayors, solicitors, engineers, planning and zoning commissioners, township supervisors, and school directors. This Award is given as an expression of appreciation for ability, wide experience and untiring efforts as an outstanding public servant over many years. Nominations should be forwarded to the IRA immediately.

CREDO

Of American Election and Registration Officials

I believe in the United States of America, a free nation of men and women who govern themselves through free and secret balloting.

I believe the right of each citizen to vote without hindrance is basic to the American way.

I believe every adult American should vote.

I believe the law and procedures should facilitate the act of voting for every citizen.

I believe the duty of every official is to simplify procedures and assist each citizen to exercise his basic right without obstruction, or complaint of official inconvenience.

I believe that interpretations of laws and regulations should be resolved whenever possible in favor of the right of the citizen to vote.

I pledge to the public that while I serve as an election officer I shall commit no partisan act nor permit any distortion of the will of any voter within the law.

I further pledge that whenever I observe that a statute or procedure denies or obstructs the free exercise of the right to vote. I will advise appropriate officials of this experience so that improvements in the law and procedures may be made;

Because I believe that voting in free elections records the will of the people and is the ultimate act of free men in our free nation, I make this commitment in addition to my formal oath of office and as an extension of the traditional pledge by which loyal citizens attest their American allegiance.

ENROLLMENT UPSWING

Few will dispute the fact that college enrollments today are on the upswing, but perhaps one of the more intriguing questions is: how much and to what degree?

The story for Pennsylvania can be found in a report just prepared by the Bureau of Statistics of the State Department of Public Instruction

which notes that total enrollment in Pennsylvania institutions of higher learning numbered 371,082 in 1968 and compares with 324,069 in 1966 - an upswing of 47,023.

As might perhaps be expected, largest single "type" of enrollment is in the Keystone State's 71 private colleges and universities - 120,183 last year (115,193 in 1966)... Next largest custodian of college students is the three state-related universities (Penn State, Pitt and Temple) with a total enrollment last year of 109,152 (96,312 in 1966).

Pennsylvania's 14 state-owned institutions (13 colleges and one university) were in third place with total enrollment last year of 63,871, up from the 51,441 of three years ago.

Were there any enrollment decreases? Perhaps surprisingly, the answer is - yes, in two categories: private junior college enrollment dropped from 11,327 in 1966 to 8,791 last year, while during the same period the enrollment in private state-aided institutions dipped from 36,785 to 35,590.

Largest single increase was taken by the community colleges which virtually tripled in enrollment from 10,564 to 30,676.

OPEN TRASH BURNING

Open burning of papers, trash, garbage or any material will be banned under Regulation 5 of a State-wide air pollution control law that should be in effect within five weeks.

The ban on burning will cover all industrial, commercial and residential dwellings - the latter limited to those with three or more units, once the State Attorney General and the State Department approve the law.

The State Health Department will enforce Regulation 5 in the regional air basin. The first two offenses will be considered summary offenses with fines ranging from \$100 to \$300. The third offense will be considered a misdemeanor with fines of \$500 to \$1,000 on conviction.

Regulation 5 of the State air pollution control law will prohibit open burning by commercial and industrial firms and by persons in residential dwellings of three or more units.

Local cities, boroughs and townships will be expected to pass ordinances banning open burning by persons in single-family and double

dwelling to augment the State law.

Strict enforcement of the new State law is anticipated in the hopes of alleviating a portion of the air pollution problem in Wyoming Valley.

HOW MUCH WATER IN AN INCH OF RAIN?

An inch of rain falling evenly on 1 acre of ground is equivalent to about 27,154 gallons of water, according to hydrologists of the U. S. Geological Survey.

Here's how it's determined: One inch of rain falling evenly over one acre (43,560 square feet) of ground would amount to a total of 6,272,640 cubic inches of water. This is equivalent to 3,630 cubic feet of water. A cubic foot of water weighs about 62.4 pounds. Therefore, the weight of a uniform fall of 1 inch of rain over 1 acre would be about 226,615 pounds, or 113-1/4 short tons. The weight of 1 U. S. gallon of pure water is about 8.3 pounds. Consequently, a rainfall of 1 inch over 1 acre would mean about 27,154 gallons of water.

Of this total, about 25% would run off immediately; about 15% would be evaporated; about 40% would be taken up by surface soils; and about 20% would filter down into sub-surface, water-bearing rocks (aquifers). "These percentage figures," Survey hydrologists explain, "can vary considerably, depending upon many factors such as rate of rainfall, topography, soil condition, humidity, density of vegetation, extent of urbanization, etc."

Reprint: U. S. Geological Survey
September 4, 1968

THOUGHTS FOR TODAY

The length of the siege humiliates a man; on the contrary, it makes a woman's glory.

Passion often makes clever men fools; sometimes, it even makes fools clever men.

PUBLICATION

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The I.R.A. News-letter

OL. XVII, NO. 3, WILKES COLLEGE, WILKES-BARRE, PA., MARCH 15, 1969.

SERVICE AWARDS

Every year at the Annual May Dinner, the Institute of Regional Affairs presents a Service Award to those local officials who have contributed untiringly over a long number of years in the service of their respective governments. The Institute will offer these Awards again this year in May at the Annual Graduation Dinner. Included in those eligible for the award are school board members and secretaries, police, firemen, councilmen, mayors, solicitors, engineers, planning and zoning commissioners, township supervisors, and school directors. This Award is given as an expression of appreciation for ability, wide experience and untiring efforts as an outstanding public servant over many years. Nominations should be forwarded to the IRA immediately.

CLEAN-UP LAURELS

Wyoming Valley Community Improvement Council, sponsors of the area's annual spring Clean-Up, Paint-Up, Fix-Up Campaign, has again received national acclaim by the National Clean-Up Bureau by receiving a Distinguished Achievement Award in competition with communities in nearly every state.

The Award was based on a scrapbook entry showing beautification projects completed in the valley-wide campaign last May. The entry was submitted by the Chamber of Commerce in behalf of Wyoming Valley Community Improvement Council.

Presentation of the Award to community representatives took place at a special ceremony on February 25 at the Statler Hilton Hotel in Washington. More than thirty Wyoming Valley communities participated in last spring's clean-up campaign under the chairmanship of Fred Karl, Pennsylvania Department of Health. He was assisted by

East Side Vice Chairman Bill Stephens of the Wilkes-Barre Health Department and West Side Vice Chairman Frank Hillard, Kingston Borough Fire Chief.

SINGLE FAMILY HOMES

Do single-family homes pay their way? Frequently, municipal taxing bodies claim that moderately-priced, single-family homes do not add to local revenue as much as they add to local service costs. This conclusion has resulted in local policies aimed at discouraging this type of housing developments.

A recent study in California, New Jersey, and North Carolina by the Urban Land Institute, under a grant from the National Association of Home Builders, says the claim is not always true, in fact, that it may be the exception rather than the rule.

Whether or not such housing will "pay its way", or not, depends on (1) local improvement policies, i. e. , the extent to which the developer is required to meet the cost of initial capital outlays for public improvements; and, (2) the state-local fiscal structure, i. e. , the extent to which continuing costs of public services are met from local rather than state-raised revenues, and especially the degree of reliance on the property tax.

The conclusion is that if the developer of moderate-priced, single-family homes is required to meet the cost of local improvements, such homes will pay their own way over a period of time for local public services appropriately charged to them in most states. Only in states which rely heavily on the property tax for local revenue, and where state aid is relatively low, will expenditures in such developments exceed the revenues they generate.

From this conclusion flows the suggestion that, "in the long run, community leaders, concerned with potential tax burdens of new residential development, may find positive efforts aimed at fiscal modification and reform (at both state and local levels) more productive than negative efforts to discourage sound residential development where it is needed."

ENVIRONMENTAL ISSUES

At the recent annual dinner of the Stony Brook-Millstone Watersheds Association, the attendants were much impressed by a talk on "The Crisis in the Environment," by Dr. Barry Commoner, authority on environment, author and head of the botany department at Washington University, St. Louis. Following are quotations from his talk;

"I believe that we are practically blind not only about our fellow men, not only about our society, but also about important aspects of nature. I believe that we are dangerously incompetent not only in our relations with each other but also in our relations with the natural world. I think our survival is threatened not only by a growing social crisis but also by a technological crisis."

"In the last two years, with a sudden shock, it has become apparent that modern technology is changing the environment for the worse. The air that we now breathe not only supports us biologically but it also can lead to respiratory disease. Surface water, which we always relied on to purify waste, is now losing that capacity for self-purification. We are pushing the structure of the soil in the United States to the point where we cannot use it without polluting our water and our air. The environment is being stressed, I think, to the point of collapse."

"I believe that we have also learned that the environmental crisis can be resolved but only if we accept the fundamental facts that man is not designed to conquer nature but to live in it."

"Environmental pollution is not a matter of keeping the birds twittering and the elm trees bearing leaves and the air nice to smell and the countryside good to look at. That's great but we can survive, I suppose, in some sense, perhaps not in a proper mental equilibrium, looking at broken down cars rather than trees. The point I am making is that environmental pollution is not a question of aesthetics, it is a question of survival. The environment is deteriorating, I think to the point where it is threatened as our source of biological support."

"As far as I can see, these issues can be resolved only by a moral judgment. In a democracy this ought to be the prerogative of every citizen."

Reprint
Watershed News
January, 1969

TOUR AGENCY AWARD

The new tourist brochure produced by the Luzerne County Tourist Promotion Agency won first place honors in a recent publications competition sponsored by the Pennsylvania Department of Commerce. The announcement was made at Seven Springs in conjunction with a tourist promotion workshop of the state Travel Development Bureau. Entries were judged on the basis of effective design and copy in accomplishment of the objectives of the literature that was submitted. Competition included approximately 100 entries representing tourist centers in all parts of the state.

The county brochure was cited for "overall excellence" in presentation of Luzerne County as the center of the northeast recreation area with easy accessibility via its major highways system. The brochure theme is "Pennsylvania Excitement is the Center of the New Northeast." Effective use of color photography, clarity of the county map, and intriguing and informative copy were named as contributing factors in its selection.

Production of the brochure was made possible by the combined use of local funds raised through memberships in the agency and state matching funds made available under Pennsylvania's Tourist Promotion Law.

THOUGHTS FOR TODAY

Bachelors know more about women than married men. Why else do they stay single?

Marriage is a bribe to make a housekeeper think she's a householder.

PUBLICATION

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The I.R.A. News-letter

EUGENE SHEDDEN FARLEY

APR 11 1969

WILKES COLLEGE

VOL. XVII, NO. 4, WILKES COLLEGE, WILKES-BARRE, PA., APRIL 15, 1969

SERVICE AWARDS

Every year at the Annual May Dinner, the Institute of Regional Affairs presents a Service Award to those local officials who have contributed untiringly over a long number of years in the service of their respective governments. The Institute will offer these Awards again this year in May at the Annual Graduation Dinner. Included in those eligible for the award are school board members and secretaries, police, firemen, councilmen, mayors, solicitors, engineers, planning and zoning commissioners, township supervisors, and school directors. This Award is given as an expression of appreciation for ability, wide experience and untiring efforts as an outstanding public servant over many years. Nominations should be forwarded to the IRA immediately.

PURCHASING

If any community is to attract people and industry, it must be one where local government is operated on an efficient basis and at the most economical cost. One of the areas where local government can realize an increased and high quality service through savings is in improved municipal purchasing and supply management. Intergovernmental purchasing agreements are one way of saving money at the local governmental level, as has been proven by the Voluntary Intergovernmental Purchasing Committee of the Allegheny Council for Intergovernmental Action which includes Allegheny County and nineteen cities, boroughs and townships within the County.

In order to learn more about centralized and cooperative purchasing, a dinner meeting has been scheduled by the Institute of Regional Affairs to hear William H. Hansell, Jr. in the Dining Room of the New Men's Dormitory at Wilkes College on Thursday, April 17, 1969 at 6:30 P.M.

Mr. Hansell was elected President of the Lehigh Valley Cooperative Purchasing Council. He will be installed as the President of the City Managers Association in Pennsylvania in May, 1969. While he was the manager of Catasauqua Borough three years ago, Catasauqua, White-

hall, and Bethlehem formed the Lehigh Valley Cooperative which now has grown to 24 participating municipalities.

All local officials interested in the concept of professional purchasing in general, and cooperative purchasing in particular, are invited to attend this meeting.

CO-OPERATIVE PURCHASING

In recent years, the idea of co-operative purchasing by a number of separate governmental legal entities has gained considerable prominence as another means by which local governments can secure a greater return for the expenditures of public funds. The oldest successful joint buying agreement was initiated in 1931 by the City of Cincinnati Board of Education, Hamilton County, the Public Library of Cincinnati and Hamilton County, and the University of Cincinnati. In essence, the program extended the theory and benefit of centralized purchasing beyond the limits of individual legal entities making it possible for the small user to secure the price advantages of large quantity purchases. In its first year of operation there was a savings of \$57,160 on \$410,900 of joint purchases. The combined savings of three Florida cities (Fort Lauderdale, Hollywood, and Pompano Beach) in 1959 dollars was nearly \$35,000. In 1960, the City of Louisville and the surrounding area secured discounts of 49.3%. In April 1968 the city purchasing agent of Cranston, Rhode Island stated that the savings on lubricants alone were 55.9% or about \$2,000. In 1965 when the Lehigh Valley Purchasing Council was first organized, Hellertown, as a member of the Council, was able to save \$1,541 out of total purchases of \$3,831, which included only 5 items purchased.

The requirements for a successful co-operative purchasing program, should be of interest:

1. It must start with a desire or incentive to promote the best interest of the supporting taxpayers without prejudice or favor.
2. There must exist a willingness to approach the development of standards with an open mind considering actual usage requirements rather than being tied to any preferred brand.
3. The procedures should be set up in a manner which will not mean loss of independence of action by member agencies.

Items must possess the following qualifications:

1. Must be an item or a service of common usage.

2. The end use of the product must be similar so that common satisfactory specifications may be adopted.
3. The demand for the item or service must be continuing.
4. It must be an item whose price will respond to quantity purchasing.
5. The item purchased jointly must be procured in sufficient quantities so that the anticipated savings will be great enough to more than offset the added time and expense involved in a co-operative bid.

There are two principal methods of co-operative purchasing, the direct purchasing method and the joint bid method. In the direct purchase method, one jurisdiction purchases an item in quantities in excess of its own needs and resells the surplus to co-operating units. The joint bid method is simply the pooling of individual requirements of all units into one bid. Each unit makes its own contract, writes its own purchase order, is billed separately, does its own receiving and inspection and issues its own checks for payment. The latter method is the one most widely used.

FARMLAND

Where farmland, forest or open space land is leased, Rhode Island assessors must only consider factors which relate to use without regard to neighborhood land use in determining full and fair cash value. When such land is used for other purposes, it incurs additional "roll back taxes." To determine the amount of roll back taxes, assessee must consider full and fair value, the amount of the assessment, the amount of additional taxes and the amount of roll back tax for each year. Assessment, collection, apportionment and payment of roll back taxes is the same procedure as for omitted property. Condemnation may not result in roll back taxes.

For general property tax purposes in Delaware, the value of land will be that which such lands have for agricultural, horticultural or forest use. The owner must apply for this preferential assessment, and there must be at least five acres of land actively devoted to such use for at least two successive years immediately preceding the tax year. In addition, a Farmland Evaluation Advisory Committee has been created to help implement the new procedures.

ASSESSORS NEWSLETTER
February 1969

SYMPOSIUM -- 1970 TAX CALENDAR

The General Assembly in 1967 enacted a series of laws that removed the shackles on local government and enabled them to operate on a budget for the entire year and bring about a greater uniformity between classes of government in their fiscal procedure schedules.

As a result of new laws, every county, depending upon class, must adopt the new calendar. The old tax calendars caused many problems to local governing bodies over the past 25 years. Many studies in the past have indicated the lack of uniformity in the old tax calendars. The new calendars will certainly be a progressive step toward alleviating many local tax difficulties. However, many questions still remain to be resolved. The Luzerne County Board for the Assessment and the Revision of Taxes has scheduled a meeting on April 10, 1969 at 7:00 P. M. in the Hotel Sterling in Wilkes-Barre, Pa. in order to clarify the new laws for tax collectors, school boards, councils and boards of commissioners and supervisors.

The agenda will include Francis M. Geisler, Chief of Municipal Statistics, Division of Department of Community Affairs, Commonwealth of Pennsylvania. Mr. Geisler has done considerable research on the various laws affecting taxing authorities. The discussion will cover the old versus the new tax calendar and will also cover additional steps that may be taken to streamline the tax procedures.

TEACHER FINED

The March 3 issue of the Education U. S. A. carried this story. A Montgomery County (Md.) teacher has been ordered to pay \$6,131 to a student who was injured when the teacher left her classroom for four or five minutes. The judge ruled that the county board of education's immunity from damage suits does not extend to its teachers.

THOUGHTS FOR TODAY

The average woman has a smaller stock of words than the ordinary man, but the turnover is greater.

Judge a man not by his clothes, but by his wife's clothes.

PUBLICATION

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The I.R.A. News-letter

VOL. XVII, NO. 5, WILKES COLLEGE, WILKES-BARRE, PA., MAY 15, 1969

ANNUAL DINNER

The Seventeenth Annual Dinner for Award and Certificate winners will be held at the New Dormitory at Wilkes College on Tuesday, May 27, 1969, at 6:00 P.M. We expect to make this a gala occasion for local officials and local government employees in Northeastern Pennsylvania, particularly in Luzerne County. This Dinner really brings to a climax the year's activities in local government which the Institute of Regional Affairs has conducted.

The main speaker of the evening will be the Honorable Joseph W. Barr, Jr., Secretary of the Department of Community Affairs. This Department, which became operational on July, 1966, has as its primary role a strong institutional channel for a working relationship between the State and the Community relating to the entire community development picture. It is expected that Secretary Barr will have a timely message for all interested in local community problems.

LOCAL AFFAIRS DEPARTMENTS

State governments should establish offices for local affairs which are directly responsible to the governors, the Council of State Governments recommended recently.

This proposal was one of a series issued by the council to help state governments assist their cities with urban problems.

The local affairs offices would coordinate the separate efforts of municipalities to solve common problems, and would serve as an informational center for federal, state, and municipal grant programs and application procedures. The offices could also serve as clearing-houses for information on experimental programs, evaluate programs, and advise the governor and the legislature.

The council favors a flexible block grant approach in awarding federal funds to the states, with provisions to assure fair allocations to local governments. It feels that federal grant programs should be co-

ordinated through state agencies, and that federal guidelines and regulations should be established only after consultation with state and local officials.

The states should, if necessary, change their laws and constitutions to permit the existence of cooperative local agencies and metropolitan districts. Home rule power and tax and debt capacities should also be granted to municipalities.

Finally, the council felt the states should adopt statutes coordinating local housing activities and should participate in programs to develop low and middle income housing, rehabilitation, and other renewal activities.

GOOD CITIZENS PROGRAM

Not everyone is gifted in the same way, and some are capable of better understanding and judgment in matters of government than others. But all citizens, according to their capacity, should try to put into effect in their own lives the following program suggested by Father James Keller of the Christophers under the heading: Government Is Your Business:

1. To inquire into the management of public affairs.
2. To pray for those in public office.
3. To encourage those with character and competence to dedicate themselves to careers in public service.
4. To study the records of the candidates.
5. To participate in political meetings.
6. To stimulate others to vote.
7. To consider legitimate political activity as a moral obligation to God and Country.
8. To vote for those, regardless of party, who stand for the heritage of free constitutional government.

FEDERAL HELP

A story by Senator Stephen M. Young points up how much a part of American life Government assistance has become--and how unaware some people are of the benefits they receive. In a newsletter to his constituents, the Ohio Democrat related the following:

A young man lived with his parents in a low-cost public housing development in Hamilton County (Ohio). He attended a public school, rode the free school bus, enjoyed the free-lunch program.

Following graduation from high school, he entered the Army and upon discharge kept his National Service Life Insurance. He then enrolled in an Ohio university, receiving regularly his GI check. Upon graduation, he married a Public Health nurse, bought a farm in southern Ohio with an FHA loan.

Later going into the feed-and-hardware business in addition to farming, he secured help from the Small Business Administration when his business faltered. His first baby was born in the county hospital. This was built in part with Hill-Burton (Act) federal funds.

Then, he put part of his land under the Eisenhower soil-bank program and used the payments for not growing crops to help pay his debts. His parents, elderly by now, were living comfortably in the smaller of his two farm homes, using their Social Security and old-age assistance checks. Medicare covers most of their doctor and hospital bills.

Lacking electricity at first, the Rural Electrification Administration supplied the lines, and a loan from the Farmers Home Administration helped clear the land and secure the best from it. That agency suggested building a pond, and the Government stocked it with fish.

The Government guaranteed him a sale for his farm products. The county public library delivered books to his farm door. He, of course, banked his money in an institution which a federal agency had insured. . . . As the community grew, he signed a petition seeking federal assistance in developing an industrial project to help the economy of his area. About that time, he purchased a business and real estate at the county seat, aided by an FHA loan.

His children in college received financial assistance from the Federal Government, his son under the National Defense Student Loan Program and his daughter under the Nurse Training Act. Both lived in dormitories and studied in classrooms paid for with federal funds. He was elected to office in the local chamber of commerce.

A little later it was rumored he joined a cell of the John Birch Society and also the Liberty Lobby, both right-wing extremist groups. He wrote his Senators and Congressman denouncing excessive Government spending, medicare, big government, the United Nations, high taxes, etc., and enclosed John Birch propaganda pamphlets, some containing outlandishly false statements. He wrote:

"I believe in rugged individualism. People should stand on their own two feet, not expect Government aid. I stand on my own two feet.

I oppose all those socialistic trends you have been voting for and demand return to the free-enterprise system....I and my neighbors intend to vote against you this year."

NAP

A program of tax credits for business expenditures to improve conditions in impoverished neighborhoods in Pennsylvania is now underway. The program, originally authorized by Act 292 of 1967, was broadened in scope considerably by Act 231 of 1968.

The Pennsylvania Department of Community Affairs, the agency administering the program, has recently issued regulations for tax credit eligibility.

The purpose of the Neighborhood Assistance Program is to:

- (1) Improve impoverished neighborhoods,
- (2) Provide job training, education and community services to individuals in impoverished neighborhoods, or
- (3) Prevent crime and delinquency.

Although the primary purpose of the program is to directly involve the problem-solving capabilities of business in community improvement projects, business participation through contributions to eligible, nonprofit neighborhood organizations may also be acceptable for a tax credit. Such contributions, in order to be eligible, must in the opinion of the Secretary of the Department of Community Affairs comply with the purpose of the Act.

THOUGHTS FOR TODAY

In the old days, when a man finished a day's work he needed a rest; now he needs some exercise.

A moonlighter is a man who holds both day and night jobs so that he can drive from one to the other in a better car.

PUBLICATION

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The I.R.A. News-letter

VOL. XVII, NO. 6, WILKES COLLEGE, WILKES-BARRE, PA., JUNE 15, 1969

SEVENTEENTH ANNUAL DINNER

At the Seventeenth Annual Dinner of the Institute of Regional Affairs, 609 Certificates of Attainment were awarded to local government officials and employees who completed prescribed courses, seminars, and workshops during 1968-69. This brings to 3,516 the number that has earned Certificates from the Institute since 1951. The courses offered during the past academic year included the following: Advanced Communications, Arson Detection, Auxiliary Police, Basic Communications, Civil Law, Community Leadership, Community Planning, Control Center Operations, Dynamics of Regional Affairs, Fundamentals of Fire Fighting, Hydraulics, Medical Self Help, Light Duty Rescue, Principles of Purchasing, Radiological Monitoring, Radiological Refresher, Rural Assessment, Small Arms, Street and Highway Maintenance.

Service Awards were presented to an additional 50 local government officials and employees in Northeastern Pennsylvania for their contributions and dedicated service to local government in their communities.

The Annual Service Plaque to the outstanding local government official was presented to Ruben H. Levy who served as the Chairman of the Wyoming Valley Sanitary Authority through its formative years from 1962 through 1967. The Plaque was presented to Mr. Levy "in grateful recognition of his accomplishments and service in providing leadership and developing a spirit of common responsibility among the fourteen communities which originally incorporated the Authority and nine additional customer communities of the Authority."

In his editorial on Mr. Levy on Wednesday May 28, 1969, Tom Bigler of WBRE-TV stated, "Things don't get done in the community just because they need doing, or because some may wish them done. Someone has to take the time and make the effort, and this Mr. Levy has done. More often than not, he has done his work behind the scenes and without recognition and without any other reward than the satisfaction of having made this a better place for all of us."

DYNAMICS OF REGIONAL AFFAIRS

The Institute of Regional Affairs of Wilkes College received a grant under Title I of the Higher Education Act for the express purpose of conducting seminars for Civics and Problems of Democracy teachers in Northeastern Pennsylvania. Participants included approximately thirty-five teachers in Northeastern Pennsylvania.

The general purpose of the grant was to acquaint Social Science teachers with specific regional problems and suggested solutions to the problems. The more specific objectives of the Seminar were: a) to acquaint the social science teacher with reports, surveys, and studies relating to regional problems of Northeastern Pennsylvania; (b) to make the social science teachers knowledgeable concerning the solutions which have been suggested for regional problems; c) to promote and encourage the social science teacher to thrash out ideas on regional problems with the representatives of the governmental and non-governmental agencies engaged in regional improvement; d) to create a contact between the teachers and the agency representatives which could be an enduring source of enlightenment to both as to their problems and possibilities for their solution; e) to assist the social science teachers in developing a syllabus on regional problems and solutions in order that they will be able to develop a unit of teaching on metropolitan problems which will become a part of the high school curriculum.

Materials were organized into a fact file, condensed and non-interpretive, to encourage analysis of regional problems. The topics selected for the seminar, as suggested by an advisory panel of social science teachers and agency representatives, were planning, social welfare, industrial growth, local government, environment and appearance.

MANUAL FOR SECRETARIES

The Department of Community Affairs granted a contract to the Institute of Regional Affairs to prepare a Municipal Secretary's Manual. The purpose of this project is to provide a manual which is comprehensive enough to serve the secretaries of cities, boroughs, and first and second class townships within the Commonwealth, and to provide these secretaries with a how-to-do-it type guide for the performance of their duties in meeting the obligations of their office.

As one phase of this project, questionnaires are being mailed secretaries or city clerks of local government units. The Department of Community Affairs, as well as the Institute of Regional Affairs, will certainly appreciate your cooperation in making this project a success. If you have any suggestions for the manual, send them to the Institute of Regional Affairs.

COMMUNITY LEADERSHIP SEMINAR

The Institute of Regional Affairs completed the final year of a three year sequence of a Title I program with three distinct groups of community leaders.

The Community Leadership Seminar was designed; (1) to assist public and civic leaders to prepare for and to assume important volunteer responsibilities with governmental and non-governmental organizations to promote sound area development; (2) to provide an opportunity for leadership to the many civic and community agencies to thrash out ideas and to examine the broad range of alternatives based on facts; and, (3) to broaden the outlook of community and area leaders on the inter-relatedness of area problems.

The seminar format was used to bring together nationally known authorities and local resource personnel involved in the problems. This permitted lively, quick-moving, conference sessions, rather than a formal approach to the subjects.

Every participant was provided with a fact file, condensed and non-interpretive, to encourage interpretation, evaluation, and recommendations. A syllabus of facts on the subject to be discussed was sent to the participants a week before the session. The fact file consisted of (1) readings - general and local on sessions topics; (2) quotes and excerpts; and, (3) discussion guides. Each participant was required to summarize and forward to the Program Director the main ideas which he gathered from each session. These were compiled at the end of the Seminar for purposes of evaluation. Topics for the sessions were: (1) Planning for what?; (2) Environment and appearance; (3) Social welfare; (4) Manpower problem; (5) Education; and, (6) Governmental Leadership.

MAILING COSTS OF STATE AND LOCAL GOVERNMENTS

On March 10, 1969, Robert G. Edgerton, CPPO, President of the Pennsylvania Association of Public Purchasing Agents, and Purchasing Agent of Luzerne County, Wilkes-Barre, wrote to NIGP: "Enclosed please find a copy of a letter I have written to the Postmaster General. I would like your opinion on this matter, and if you think it has any merit, I would like you to publish a paragraph in the NIGP members and they too might write a letter so their government entities could profit from it. I will be anxious to hear whether this subject has ever come up before NIGP previously."

Mr. Edgerton's letter to Postmaster Winton M. Blount reads as follows: "As the Purchasing Agent for Luzerne County, Pennsylvania, I manage a government department as you do; and I, too, aim to save tax dollars. One area in which I feel that I can save government monies is in mailing, but this will require postal investigation and ultimate changes in postal policies. Non-profit groups now mail at a rate of 1.4 cents, but bulk mail rate. Other groups, and they include local governments, must pay the rate of 3.6 cents. If such groups as labor unions may use the lower rate, surely this privilege should be extended to governments supported by the people."

"Another area which I feel should be re-evaluated is the criteria for first class as opposed to bulk mail. In my County, this reclassification alone would result in a savings of \$14,000. Why should the taxpayer pay a higher rate to the Postal Department which is supported by tax dollars? Surely all government departments which are non-profit organizations should cooperate in methods of saving the money of the taxpayer. I feel confident that you will investigate the proposal and hope you will agree."

Under Chapter 1, Section 134.5 of the Postal Regulation, municipalities, counties and states do not qualify as non-profit organizations under bulk mailing rules and regulations. This rule should be revised so that all governmental agencies qualify. The differential on the smallest bulk rate for non-profit organizations is .014, and commercial organizations, under which governmental agencies are classified, in .036 per piece. This differential in many governmental agencies could amount to a substantial dollar value in a given year.

THOUGHTS FOR TODAY

We are all in the gutter, but some of us are looking at the stars.

It is not necessary to repeat gossip if you speak clearly the first time.

Man has evolved so that he can walk straight, but his eyes still keep swinging from limb to limb.

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NEWS-LETTER

VOL. XVI, NO. 18

• WILKES COLLEGE, WILKES-BARRE, PENNA. •

JULY 4, 1969

THE NEW LOOK

Have you noticed the IRA News-Letter's NEW LOOK? Of course you haven't! Nothing matters when the News-letter arrives each month except to dig right in to satisfy your hunger for its stimulating enlightenment and its "corny" wit.

As faithful readers of the IRA News-letter may have noted, there is a new look about the publication. Note the new masthead! Distinctive? The new reproduction process! Compatible to the brilliance of the World? The new means of reproduction has been adopted to make for easier understanding of the deathless prose normally contained herein. The new format proves that the ease and beauty of our age never ceases.

We hope you like the change. Since the birth of the Institute in 1951, there have been many changes, and, we trust, all for the better. The original Institute of Municipal Government confined its programs largely to local government, and the Luzerne County News-letter, was zeroed on that target. As the reputation of the Institute spread, and the realization dawned that problems in the County are problems of a wider region, it became the Institute of Regional Affairs.

Another reason for the shift has been that the circulation of the News-letter has increased tremendously. The new format will make it easier for the Institute to get the News-letter to you on the scheduled date.

A year ago, after a belated huzzah "The King is Dead! Long live the King!", the old publication passed away and a new one appeared as the I.R.A. News-letter to reflect this new regional response.

The NEW LOOK complies with I.R.A.'s pattern of progress. We trust it will add a bit of seasoning to future menus.

PLANNING SURVEY

The United States Department of Housing and Urban Development has approved \$125,000 Federal advance for survey and planning for a proposed low and moderate income housing project for the 44-acre Oxford Urban Renewal Area in Hanover Township. The project is primarily one of rehabilitation with 201 buildings to be demolished and 70 buildings proposed for the execution of the proposed project.

SOLID WASTE STUDY

The Luzerne County Planning Commission has taken preliminary steps for a proposed Solid Waste study for Luzerne County. The Commission has recommended to the County Commissioners that they apply for a grant of \$24,000 from the Pennsylvania Department of Health and submit an application for financial assistance to the United States Department of Housing and Urban Development. It is estimated that the proposed cost of the study, according to the Commission consultants, will be \$48,000. The County's share of the study may range from \$8,000 to \$24,000, contingent on HUD approval.

JOINT PURCHASING

An annual saving of \$53,000 will be realized collectively by the municipalities that are buying their gasoline through the joint purchasing plan of the County of Bergen, Hackensack, New Jersey. This was announced recently by Feholder Frank A. Buono, Jr., Chairman of the General Services Committee. The project has grown from 16 participating towns in 1968 to 49 so far this year. The bid price for premium gasoline this year, based on the combined county and municipal needs of over two million gallons is 13.90 cents per gallon. This price, said Mr. Buono, is only three-one hundredths of a cent higher than last year. He termed this a "negligible increase in the face of a basic industry-wide increase of almost one-and-one-quarter cent at the bulk consumer level." The municipal government share of the 2,076,000 gallons of gasoline involved in this year's bid is 1,600,000 gallons or almost 80 percent of the total. Mr. Buono noted, as he praised the work of Robert A. Belmonte, Purchasing Director, in coordinating the joint purchasing project.

DEMINEERALIZATION PLANT

Signing of the contracts by Governor Raymond Shafer on behalf of the Commonwealth, authorizing the Westinghouse Electric Corporation to build the world's first facility in Hanover Township to convert acid mine drainage waste into pure water, constitutes a milestone in local history as well as for industry. This could be the possible beginning of a new surge in industrial development in Northeastern Pennsylvania.

Conceived as a means of abating acid mine water pollution of the Susquehanna River, the plant will take

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

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the place of the abandoned Loomis Power Plant, of the Blue Coal Corporation. To be built on a five-acre tract, the treatment plant and a steam generating plant together will go far beyond the mission of a water pollution control device. In creating the steam to operate the treatment system, electric power will be generated for marketing. In purifying the water, a mineral sludge of possible commercial value will be created for possible marketing. The prime product, the ultra-pure water, will be created at an initial volume of five-million gallons a day with a potential volume of twenty-five-million gallons per day.

Governor Raymond Shafer signed two contracts with Westinghouse at a total figure not to exceed \$142,200,000. The initial plant operation is scheduled for July, 1971. The Governor stated that the State would pay for the plant with funds from its \$500,000,000 land and water conservation bond issue.

RIISING LAND VALUES

Thomas P. Garrity, Director of Luzerne County Board of Assessors, stated that the economy of the region is growing so rapidly that some parcels of land are becoming increasingly in demand for commercial and industrial use, thus offering a potential for increased property tax revenues.

Garrity said personnel of the assessors office are streamlining the entire assessment program with the approval of the county commissioners and the Luzerne County Data Processing program which eventually could result in lower millage for private or residential property owners.

Among the innovations introduced by Garrity is a complete file system, hinged on data processing, which will eventually include a photograph of every residence and building in Luzerne County with aerial photographs of neighborhoods and background data. He explained the board of assessors office will be in a position to supply vital information to real estate salesman and attorneys for a minimal fee. Garrity urged that elected officials maintain a staff of professionals in the assessors office to insure equitable assessments and a knowledgeable routine. Because of previous lack of "professionals," Garrity has undertaken special training sessions and has encouraged special studies, particularly

by "investigators," formerly called subassessors, at regional colleges.

He concluded that he foresees the day, in the near future, when the tax rate in this area for commercial and industrial enterprises will yield surprising tax income because of the demand for the land for expansion by these businesses.

MODEL CITIES

The Model Cities Policy Board of the City of Wilkes-Barre has received the results and the data from the diagnostic survey as a preliminary to application of federal funds for both short-range and long-range programs. The basic document which has been compiled is divided into such categories as education, housing, income maintenance, social services, recreation, transportation, health, crime and juvenile delinquency, and employment. There are also statements of administrative structure and budget, research and evaluation programs, over-view of citizen participation, comprehensive relocation plans, and a summary of the one-year action programs.

The program as outlined in the document requires an intensive study of existing conditions in order to identify problems and isolate their causes.

The social services component of the document makes reference to two specific areas which perhaps are not general public knowledge: (1) the need for social services, and (2) discrimination. In the first is indicated an obvious lack of coordination between existing social service agencies and also an under-utilization of the social services by the people. Much of this is due to the fragmentation of the administration of the social services and the inconvenient locations of the facilities.

In the second one, that of discrimination, methods will have to be provided to eliminate the incidence of discrimination based on race in all areas of community life, and to develop mutual respect and good relationships between the races. Unbelievable as it may be, a Human Relations Commission will have to be created for the City of Wilkes-Barre. The fact that more people consider racial discrimination a greater problem in the model cities neighborhoods than in the rest of the city may be accounted for by the concentration of black households in the area. Of 283 black households in the city, 111 are concentrated in the area.

The diagnostic survey data also indicates more unwed mothers in the model city area than in the rest of the City. However, statistics on arrests for drunkenness and the rates of persons receiving public assistance confirms the fact that these two problems are more prevalent in this area than in the rest of the city.

It is not surprising that the area has problems. This is the reason for its selection as a model city neighborhood. The objective of both the short-range and the long-range programs is to convert problem areas into model areas. Perhaps to call such areas before their re-making and re-creation model cities neighborhoods is a misnomer. It might be better to wait until all of the programs have come to fruition before designating them as model cities areas.

MANAGEMENT INNOVATOR

In the February 1969 issue of the IRA Newsletter, reference was made to the new and very important role of the city manager. It was suggested that he should be assigned the role of urban catalyst, a sort of coordinator of technical and professional resources as he recommends positive policy to the elected officials which he serves. Of course, this new role presupposes that the manager has something and somebody to coordinate. It also presupposes that the local government has technical and professional resources in the first place.

In 1968, the International City Managers' Association initiated an annual awards program to recognize managers for significant innovations in municipal government management — a new role of innovator. The role of innovator presupposes more than merely doing things differently, although this is important in and of itself. A person can be innovative without necessarily being creative. Progress at the local government level would no doubt be accelerated if some creativity were injected into it. Failing that, a little innovation could go a long way.

But, as Pamela A. Cohen, Editorial Assistant of Public Management, states in the March 1969 issue, "a four-pronged tool opens the door to progress — two-way flow of communication, empathy, open-mindedness, and representative leadership." Of course, this new role presupposes that both the manager as innovator and the representative leadership as listener communicate with each other with a sense of humor.

When Thomas W. Richards ended his second term as Chairman of the Arlington County (Va.) Board, he listed the selection of the County Manager as the most important action of his administration. Throughout the country, officials like Mr. Richards share with the manager the responsibility for management innovation. How do these officials view the importance of general management to city problem solving? The comment of five mayors serving in all kinds and sizes of cities from 72,000 to 506,000 are found in the March 1969 issue of Public Management.

The comments of Mr. Richards, former Chairman of the Arlington County Board, serve as good advice for residents of Luzerne County.

"Eight years' experience as a member of the County Board of Arlington County, Virginia, including two terms as Board Chairman, have convinced me of the viability of the county manager form of government for urban counties.

"Arlington during these eight years experienced change from a relatively sleepy suburban community to an exciting and dramatic role as part of the core of the expanding Washington metropolitan area. Accompanying this change were the usual pressures and tensions and associated demands for increased community facilities and services. Additionally, the citizens demanded that government expand its role into areas heretofore considered private or semi-public, such as special health and welfare services and preschooling activities.

"As the demands for community services increased, Arlington kept pace and has frequently been a leader both in the metropolitan region and nationwide in

experimentation and problem solving.

"Arlington's success in meeting these demands is, in my estimation, a direct result of its form of government. Arlington has operated under a county manager form since 1932. The clear definition, by act of the Virginia Legislature establishing the county manager government for Arlington, has led to a basic community understanding that the Board initiates and sets policy for the county government and that the county manager implements that policy through a professional staff.

"The government has a long tradition of noninvolvement by its political leaders in the day-to-day workings of government. The work is left in the hands of the manager, in whom the Board has the highest degree of confidence. As a result of this confidence, the manager has felt secure in addressing in an objective way, the problems and opportunities that confront the community. He is able, without fear of adverse political pressure, to present problem solutions in an atmosphere that is conducive to both Board and community understanding. Such understanding has led to program acceptance and accomplishment.

"Strengthening the county manager's role in Arlington occurred at a time when sister jurisdictions in the Washington metropolitan area, frustrated by their inability to solve the critical issues before them, experimented with new urban county forms of government that reduced the manager's role and opened local government to additional political influence.

"The Arlington experience, in my opinion, demonstrates the utility of the county manager form in confronting today's local government problems. This form has much to offer other urban counties as they struggle with current problems. The essence of the Arlington experience is to leave politics at the courthouse doorstep, address policy at the elected official level, and leave the day-to-day work to competent professionals."

The comments of Milton H. Graham, Mayor of Phoenix, Arizona are well worth noting by the residents of Wilkes-Barre.

"The classical definition of a manager's relationship with the city council revolves around the concept of a professional making recommendations on administrative matters to the elected body. To transform recommendations into implementation, the city council must first respond to the initiative of the city manager and then be capable of providing the political leadership necessary to inform and "sell" these innovative measures to the community.

"Without adequate political leadership, the manager would be working in a vacuum at city hall, and it is doubtful that his proposals would go further than the agenda he prepares for the city council.

"For this reason, I would add another dimension to the city manager's total responsibility. If a manager finds that his city does not possess an adequate political structure to precede the leadership that is vital to any innovative steps he might take, the manager should then do all that is in his power to encourage formation of adequate lines of political communication. This involves close cooperation between the mayor, council, and city manager to ensure that roles are

clearly defined and that a team concept is fostered.

"As mayor, I expect the city manager's office to take the initiative in building a responsive and innovative organization. Our selection of the present city manager was made on this basis. His success has made possible the achievement of a great number of objectives established by the city council. Aggressive innovation has been the key to any success we have had in approaching the problems of Phoenix."

YOUTH HANDBOOK

To help young people understand their community, the Montgomery County (Md.) Council has released a 71-page handbook, "A Guide for Young Citizens and their Parents." The handbook will be used as a supplementary text for seventh and tenth grade social studies classes in the County school system for a course entitled, "Citizenship and Law."

The booklet was prepared with the advice of the Law Enforcement and Criminal Justice Commission. The four-part handbook outlines in question-and-answer form the local government structure in Montgomery County (pop. 418,000), County laws and how they are enforced, treatment of juveniles under the law, 39 agencies in the County that offer community services to youths and their parents, and "tips for teens" which includes a list of 100 potential employers selected at random from County business firms. The booklet also includes a glossary of legal terms, a bibliography on narcotics and drugs, and true-false quizzes for classroom use.

ACIR - FEDERAL SUPPORT

The Advisory Commission on Intergovernmental Relations (ACIR), after a year-long study of "State Aid to Local Government," has proposed that the federal government assume "full financial responsibility" for public assistance and that the states assume "substantially all fiscal responsibilities for financing local schools." While the federal government has the fiscal capacity to better meet welfare expenses, which the ACIR declares are a pressing national problem, the

IRA NEWSLETTER

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

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states and local governments should continue to administer these programs. Speaking of schools, ACIR Chairman Farris Bryant emphasizes that "policy-making authority and the opportunity for further financial enrichment should be retained at the local level," even though the state should assume local school costs.

The study has led the Commission to make a number of additional recommendations:

- (1) States should build greater equalization into their aid programs for local health and hospital services and facilities;
- (2) The federal government should revamp its highway aid program to provide a new system of state primary highways, urban streets and roads, and rural roads and highways;
- (3) The more populous states should provide financial assistance for the acquisition, improvement, and operation of mass transportation facilities;
- (4) States should restructure their highway aid programs to recognize more directly urban highway needs, the extent of urban financial ability to meet these needs, and variations in local fiscal capacity;
- (5) States should amend their constitutional and statutory "anti-diversion" provisions so as to permit the application of highway user funds to broaden transportation needs, including mass transportation facilities;
- (6) States should develop detailed guidelines for evaluating the effectiveness of both federal and state aid programs;
- (7) States should establish guidelines for assessing the ability of local units of government to provide essential public services and facilities.

THOUGHTS FOR TODAY

The human brain is the greatest example of unemployment.

It's fine to see yourself as others see you, but it's far better to see others as they see themselves.

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NEWS-LETTER

VOL. XVII, NO. 8 • WILKES COLLEGE, WILKES-BARRE, PENNA. • AUGUST 15, 1969

SHORT COURSES

The Institute of Regional Affairs will begin its eighteenth year with a variety of short courses for public officials and public employees. Fourteen courses are included in the diversified in-service training program. Short courses will again be available to police, firemen, magistrates, civil defense workers, and public works employees. Three new courses - accident investigation, public works equipment management, and sewage plant operation - will be offered for the first time.

Eight civil defense courses are scheduled to begin September 9, 1969. Enrollment for the courses can be made by calling the Institute at Wilkes College - extension 229.

The Institute of Regional Affairs is most fortunate to have the cooperation of Mr. Fred Miller, Director of the Public Service Institute, in making these courses available to local government officials. The P.S.I. has assisted the I.R.A. in planning the in-service training program for each of the seventeen years it has been conducted.

GROWTH CONFERENCE

The public is again invited to attend and participate in the NINTH ANNUAL COMMUNITY GROWTH CONFERENCE to be held at Wilkes College on Wednesday, September 24, 1969.

The general purpose of the Conference is to provide local officials and the general public with the information necessary to deal with the emerging issues that arise in the redevelopment of Northeastern Pennsylvania. The Conferences of the past have been successful in bringing together local government and civic organizations leadership with nationally known authorities in their fields. The theme for this year's Conference is "Regionalism." The two panels set up for the Conference will discuss Mass Transit and Solid Waste Management. Among the speakers who have already accepted invitations to speak at the Conference are: Bernard F. Hillenbrand, Executive Director, National Association of Counties; Albert J. Klee, Chief, Bureau of Solid Waste Management, H.E.W.; Maurice Shapiro, Professor, Graduate School of Public Health, University of Pittsburgh; Joseph Armond, General Manager, New Castle Area Transit Authority.

MARK THIS DATE ON YOUR CALENDAR. DON'T MISS SEPTEMBER 24, 1969!

COPLAY-WHITEHALL

The most recent illustration of the ever-widening influence and reputation of the I.R.A. is the preparation of a Personnel Policy Manual which has been delivered to the Coplay-Whitehall Sewer Authority in Lehigh County. The manual was requested by the Director of the I.R.A. at a sectional workshop of the Pennsylvania Municipal Authorities Association at Hershey in November, 1968.

The contents of the Manual are tailored specifically for the Authority on the basis of I.R.A. staff research and on-the-spot conferences. It also reflects the foresight of the Authority Board to lay the groundwork for future growth and expansion of its operations. Consisting of a position classification plan, individual job descriptions, policies, rules, and regulations, it has been distributed to all Authority members and to every current employee.

SPENDING FOR WHAT?

"NASA has spent a total of \$50 billion since Sputnik appeared in the skies on October 4, 1957, half of which has gone toward the Apollo program. Much has been quite rightly said about the irony of spending billions getting to the moon while the mass of humanity at home lives in a stew of exploding population, poverty and pollution. But all that will be but as a pinprick in our hide, should we seriously decide to strike out for the planets. They are more than a hundred times more remote than the moon in distance, in time, in economic and human cost. The time of decision is here, and the euphoria of the moment - however understandable it may be - must not be allowed to obscure our judgment."

The Nation
7-28-69

HOUSING - RECORD AND OUTLOOK

National policy, first proclaimed in the Housing Act of 1949, remains "a decent home and suitable living environment for every American family." Despite twenty years of experience, billions spent, and an increase in the number of families to be housed, the average annual starts in the sixties was lower than in the previous decades. Why such a poor record in a decade remarkable for an unprecedented volume of housing and urban development legislation and the large number of imaginative measures incorporated in the legislation?

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

NEWSLETTER

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Morton J. Schussheim, Professor of City Planning, University of Pennsylvania, offers some explanations in a paper, prepared for the Committee for Economic Development, titled "Toward a New Housing Policy - The Legacy of the Sixties." He attributes the relatively poor record, despite growing national concern on housing needs and a profusion of financial and other tools available to stimulate housing production to such factors as:

- (1) Housing, particularly for low-income groups, involves extremely controversial social and political issues - civil rights, open housing, as a tool for dispersing or for further concentrating large-city ghettos, and redistribution of income through subsidized housing for lower-income groups.
- (2) The Congress has been much readier to pass legislation than to provide funds for implementing the legislation.
- (3) The cumbersome governmental bureaucracy, concerned with housing at federal, state, and local levels, has been unable to respond adequately to the needs of the times.
- (4) Generally high interest rates and recurring credit crunches raised financing costs, while technological innovations are inhibited by archaic codes and labor practices.

Professor Schussheim details specific areas of shortcomings in housing programs, but concludes that by the end of the sixties a more realistic and consistent set of housing policies is emerging which should provide a sound basis for future advances. A promising change is the underlying notion of the leverage of the federal dollar to induce larger efforts of profit-motivated companies, as well as disadvantaged groups and lower-income people. The emphasis on rehabilitation, national housing partnership, turnkey public housing construction, interest and rental subsidies for moderate income groups, and neighborhood development corporations, are all signs of a new direction in policy.

Recognizing that legislation in the sixties could not overcome the obstacles to attainment of the original housing goal, and seeing no likelihood of a burst of housing and urban development legislation comparable to the sixties, he does not foresee at least a slow-down

in performance level. On the contrary, the sixties set high housing goals, many new tools, social inventions and institutional machinery which could mean the start of volume production conducive to the original long-range goal set in 1949.

Professor Schussheim's prognosis is that with the absorption and integration of the new programs and policies evolved during the sixties, and application of good management skills, and the streamlining of administrative procedures, the gap between promise and fulfillment can be closed.

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CHAMBER TO BACK BUS SYSTEM

The Richmond, Indiana, Chamber of Commerce plans to go into the bus business. James Carter, President of the Chamber, announced recently that the organization had signed a contract with Richmond City Lines, Inc. promising to provide management assistance and guaranteeing the company a profit for the year beginning June 15, 1969. The Chamber is guaranteeing a profit of 6% of operating costs, not to exceed \$7,500. The Company had about 700,000 fares in the past year while showing a loss. The President of the Chamber stated that the goal is "to prove that an efficient transportation system, responsive to the needs of the community, can be profitable."

THE CHURCH IS WITH IT

In the January 15, 1968 issue of the IRA Newsletter, it was editorialized that institutionalized religion in America has a poor record on metropolitan problems, such as sponsoring low-rent co-operative housing for the inner city poor. It was suggested that the Church in America had better recognize that "social redemption" is as important as "personal salvation."

A local group of clergy and laymen has given serious consideration to substantial participation in meeting the challenge of blighted areas. Ecumenical Enterprises, Inc., composed of a board of Protestant, Catholic, and Jewish clergy and laymen, will soon put its collective, religious imagination to work on a housing complex and on a rehabilitation project in Wilkes-Barre.

EEL, a non-profit organization, which has the financial support of the Protestant churches, the Scranton Roman Catholic Diocese and the Jewish community, plans to serve low income family housing needs by purchasing 50 residential eyesores a year, rehabilitate the dwellings, and resell the houses to low-income families. The purchaser of the dwellings would get long-term government mortgages at 3%.

Ecumenical Enterprises, also plans the building of a complex which will house 200 moderate-income garden type apartments for moderate income families on a 10-acre site in the Heights section of the city. This new Heights housing development program recognizes the first time the growing need for moderate-income family apartments, in view of the fact that public housing in the City has been directed to serve either the low

PRT

RENT WITHHOLDING

The existence of extensive substandard housing, particularly in urban areas, is a problem of the highest priority in Pennsylvania. The great variety of federal housing programs available, here as elsewhere, basically depends upon the voluntary action of some local government, private non-profit agency, or the individual property owner.

One of the major gaps in the attack on blighted and substandard housing in this State has been the almost complete lack of an effective method to induce landlords, who neglect or refuse to eliminate blighted or substandard conditions, to remedy them. Until recently about the only legislative weapon to compel action has been the authority of local authorities to declare a property a hazard to life or health, and to compel improvement or razing the property at the owner's expense. For various reasons, this authority has been little used by local governments.

Pennsylvania has now taken a forward step in its commitment to decent housing, by the enactment of a "rent in escrow law" in 1966. Under its terms, if a dwelling is certified by a city or county as "unfit for human habitation", the tenant may withhold rental payments, which are paid instead into an escrow account approved by the city or county until the conditions are remedied. If the dwelling is still unfit after the lapse of six months, the escrow funds are returned to the tenant or used to make the needed repairs.

This effective weapon has since 1968 been authorized for all classes of cities in Pennsylvania, but, unfortunately, not to boroughs and townships which also suffer from blight.

A remaining difficulty is that standards to determine "unfitness for human habitation" are largely immeasurable. But this, too, may be eliminated by utilizing the compliance provision of a municipality's housing code. This would be a practical and effective tool to enable local governments at last to fulfill their increasing commitment to a decent home for every family.

EDUCATIONAL PARKS PROJECT

An "educational park" clusters educational facilities in a campus-like setting, utilizing centrally organized common facilities and drawing its student population from the entire community.

The advantages of educational parks are many and varied:

For the educator. Educational Park facilities widen the opportunity for enrichment of curriculum to serve more adequately the needs of the individual child on an economically feasible basis for the community. Gifted children and slow learners can find in it adequate facilities to serve their growth patterns and educational needs. The educational park reflects the diversity of the whole community and provides equally for the education of all the community's children.

For the student. He finds stability in attending school in the same setting as long as his family lives in the community; he has continuity of guidance throughout his school years; he has access to medical facilities

under a doctor's direction at all times during his schooling; and he has the opportunity to develop sound relationships with other students from all community segments.

For the teacher. He can teach in the field of his specialization and can grow professionally as a teacher by becoming the master teacher in his specific field and teaching less-experienced teachers. He can be in contact with his pupils' previous teachers and guidance counsellors. He will have an opportunity for high quality in-service training.

For the administrator. Educational Parks facilitate the hiring of teachers into one cluster of schools. The greater number of pupils in one complex provides an opportunity to organize the schools most advantageously for greater educational benefits.

For the community. Educational Parks can become the cultural center of the community; they can serve as facilities for meetings, recreation, adult education and training, museums, art centers, or health facilities, as well as servicing other community needs. Desegregation also is a result of the reorganization of the school systems into educational parks and some educators believe that integration can be facilitated by this kind of school reorganization.

HUD OFFICE AIDS SMALL TOWNS

Earlier this year HUD established a new office of small communities to sharpen HUD's focus on less populous communities and to improve the delivery of program information and technical assistance to small town officials. The Department has now issued a pamphlet on its Office of Small Town Services which describes HUD programs that aid small towns. The Office of Small Town Services within the Office of Metropolitan Development complements the activities of the Office of Demonstrations and Intergovernmental Relations, which works with all levels of government and professional organizations to identify and meet community needs for specialized information and technical assistance.

FRINGE PARKING PROGRAMS

The way has been cleared for States to apply for assistance in building fringe parking lots to keep automobiles outside downtown areas and reduce rush hour traffic jams. The Federal Highway Administration issued an instructional memorandum outlining procedures for a limited program, authorized under the Federal-Aid Highway Act of 1968, under which States will acquire land adjacent to Federal-aid highways for the construction of fringe parking lots to be coordinated with existing or planned public transportation facilities. A small number of pilot projects will be authorized in order to evaluate the effects of the combined new services.

AMBULANCE SERVICE

A recent survey by the County Civil Defense Control Center on ambulance service in Luzerne County revealed that 39 ambulances currently service county residents. Most units are manned by volunteer firemen. Only two cities have paid ambulance personnel.

LABOR RECORD

Northeastern Pennsylvania's boosters have frequently chafed about a questionable "image" of the area as one that has more labor problems, more work stoppages and more man-days lost due to labor disputes. It just isn't so, they say.

And they're right, according to an analysis of data on "work stoppages" recently made by EDCNP and based on statistics published by the United States Department of Labor's Bureau of Labor Statistics. Actually, the "New Northeast" shows up lowest in average number of man-days idle per 1,000 employees over the 11-year period 1956-67, if Scranton/Hazleton Area, combined city. And if the Wilkes-Barre/Hazleton Area, combined with Scranton and identified under a general bureau heading as "Northeastern Pennsylvania" is used as a comparison, this area also makes a very creditable showing.

District Focus
3-69

PULL OVER, BUDDY

Here is some advice for drivers in the Cambridge, Massachusetts area: If drivers feel the urge to speed, or are tempted to run a stop sign, they should do their lawbreaking on the Somerville side of the Cambridge-Somerville border. The police in Somerville are indulgent about traffic offenses; the police in Cambridge are not.

This piece of practical driving wisdom is derived from a study by John A. Gardiner while he was a V.O. Key Jr. Fellow of the Joint Center for Urban Affairs of M.I.T. and Harvard and reported in the July-August, 1969 issue of Transaction. In his study of 508 cities, towns, and townships with 1960 populations of 25,000 or more, Mr. Gardiner found a very wide variation in the way police enforced traffic laws, as measured by the number of tickets issued in 1964, in cities of comparable size. While the lenient Somerville police wrote 750 tickets for a population of 100,000, the sterner police in adjoining Cambridge, also with a population of 100,000, wrote 5,457 tickets.

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In a situation like this, the most important factor in a policeman's decision to give a ticket appeared to be the encouragement that he received from his superior officers. The researcher buttressed his assertion by contrasting the ticketing rates in some cities when a new chief arrived with different ideas about ticketing, assumed the office of police chief. A new chief could always use certain incentives to reduce the number of tickets written, it was evident to the graduate observer that the expectations of the police chief is common knowledge among the rank and file police officers.

Mr. Gardiner also found two other factors that had some impact of ticket issuance: court procedure and population mobility. There is a tendency for fewer tickets to be written in "first call" cities where the arresting officer must go to court on the day the motorist has been ordered to appear than in cities where the officer must appear where a motorist pleads not guilty. He also found that cities with highly stable populations had generally lower rates of ticketing than cities with high proportion of new residents.

The study raises a number of basic questions on the administration of justice. Are the police the best agency for enforcing traffic laws since the policeman's goal of handing in enough traffic ticket violations to satisfy his superiors has little if anything to do with the community's goal of promoting traffic safety? If the number of traffic tickets issued are contingent on the predilection of the chief, how does this contribute to public safety if at all? Not only is the ticketing policy of lenient in one town and toughness in another bewildering to the general public, but also infringes upon the citizen's right of "equal protection of laws" guaranteed in the Fourteenth Amendment of the U. S. Constitution.

HVM

THOUGHTS FOR TODAY

Legislators keep authorizing dreams and appropriations, peanuts.

A miser isn't much fun to live with, but what a wonderful ancestor he makes!

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GROWTH CONFERENCE

MARK THIS DATE ON YOUR CALENDAR. DON'T MISS SEPTEMBER 24, 1969!! -- The Ninth Annual Community Growth Conference.

The general purpose of the Conference is to provide local officials and the general public with the information necessary to deal with the emerging issues that arise in the redevelopment of Northeastern Pennsylvania. The Conferences of the past have been successful in bringing together local government and civic organizations in leadership with nationally known authorities in their fields. The theme for this year's Conference is: "Regionalism." The two panels set up for the Conference will discuss Mass Transit and Solid Waste Management.

Among the speakers who have already accepted invitations to speak at the Conference are: Bernard F. Hillenbrand, Executive Director, National Association of Counties; Albert J. Klee, Chief, Bureau of Solid Waste Management, H.E.W.; Maurice Shapiro, Professor, Graduate School of Public Health, University of Pittsburgh; Joseph Armond, General Manager, New Castle Area Transit Authority; Edwin W. Bickhart, Chief, Mass Transportation Div., Dept. of Community Affairs; Joseph Armond, General Manager, New Castle Transit Authority; Ralph R. Widner, Executive Director, Appalachian Regional Commission.

PAT

A recent report by Thomas Vocino of the Public Affairs Research Bureau of Southern Illinois University titled "Professional, Administrative and Technical Manpower in Illinois Local Government", points out some critical areas in local governmental administration. The study was conducted in order to identify, analyze, and evaluate professional, administrative and technical (PAT) manpower supply and needs within local governments in Illinois (excluding school districts). PAT manpower has been defined as those positions in local governments that require (whether a formal or informal requirement) at least two years of post-high school or its equivalent before an individual can be considered. Presently, a multiplicity of training programs have been completed or are in progress in many states, yet, there exists little systematic knowledge of present demands or future growth. The reason for this data gap is that

there have been few studies of local government PAT manpower supplies and needs.

The study had five purposes: Locate the current supply of professional, administrative, and technical (PAT) manpower in local government; identify those PAT occupations for which local governments have the most pressing needs; project the PAT occupational needs of local governments in 1975; stimulate local governments to consider their future needs for PAT manpower; and develop a workable methodology for conducting PAT manpower studies on a statewide basis.

The demand for PAT manpower in local governments in the 1970's can be better understood if it is conceived of as an aspect of a much larger phenomenon, that is, the well-established trend toward increasing performance of service functions by government. In the twentieth century there has been a steady rise in the percentage of the total civilian work force that has been employed in government service. In 1919 less than one of ten civilian workers was employed in the government service, whereas today approximately eighteen of one hundred workers are employed by some level of government. While the percentage increase is impressive, the increase in the absolute numbers of employees is astounding. The increase in governmental employees has been nearly fourfold since 1919 with approximately ten million people in the United States employed by all levels of government.

The creation of governmental programs is a response to demands made from outside or within the government. The type of demand, reaction to the demand, available resources, and other variables will determine the quantity and quality of public employees who perform governmental functions. Various factors have been suggested as instrumental in governmental growth. Some are: population, crises situations, grants-in-aid programs, rising income, and rising birth rates. These factors are neither the exclusive factors responsible for the growth in public employment nor are they discretely independent of each other. Thus, it would be difficult to ascertain with any degree of precision the degree to which any one contributes to governmental employment growth.

The returns from the local government "supply and needs" questionnaire indicate that the greatest number of PAT occupations are to be found in the function of health and hospitals, general control, highways, parks and recreation, sewage and sanitation, and libraries.

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

The problems of people cannot be dissected into economic, social, political, educational, et al. The "Model Cities" approach is a recognition of this single fact. An urban problem refers to the same phenomena — people. An urban problem results from a lack of coordination in solving human problems. The pre-eminent urban problem, therefore, is the lack of integration of community units in the face of interdependence.

Since it is no longer feasible — physically or economically — for urban areas and regions to change without direction for their future, a high degree of creative skill is necessary to guide and channel growth and to serve the general welfare of the people. Attempting to understand urban environments and seeking solutions to social and physical urban problems require the concentration of many skills and varied expertise.

The rescue of our urban communities today requires intensive application of our total resources in new ways. America's universities are among its most potent resources for the expansion of knowledge and the improvement of national life. While the study of urban phenomena is almost as old as cities themselves, it has emerged within the past few decades as a major aspect of the university scene. Consequently, institutions of higher learning have had thrust upon them, sometimes reluctantly, a new task of imparting a broadened learning, reflecting this awareness for comprehensiveness.

In this age of progressive disciplinary specialization, no individual department possesses the strength to adequately maintain the flow of broadly trained students capably of coping with urban problems. The body of knowledge originating in the social sciences and relevant to the urban system is continually growing and can be meaningfully applied to the urban field by being structured into an interdisciplinary academic program.

It follows then that the urban field has come to be rooted primarily in the social science disciplines, particularly economics, political science, geography and sociology, and in certain allied fields, most notably city planning, public administration, and, to a lesser degree, engineering, education, social work, law and public health. Each urban studies program has been developed with some unique combination of these various interests.

Wilkes College has instituted an academic program in Urban Affairs which will lead to the Social Science Degree. The program is based upon the awareness of the value of a broad liberal arts education and the student is expected to take courses in the natural sciences, humanities, and social sciences. The Liberal Arts background (freshman-sophomore years) will not be disturbed so that the student can build his urban affairs experience on the traditional liberal arts background.

The Social Science major concentrating on urban affairs will consist of 39 semester hours in urban science, economics, and sociology, with a minimum of 12 semester hours in each. Economics 236 (Public Finance), Political Science 251 (Role of Planning in Urban Development), and Sociology 215 (Sociology of Urban Life) are required.

JOINT POLICE SERVICE

According to a Study by the staff of the Institute of Regional Affairs, the police service problems of the Dallas area can be alleviated or eliminated only by an effective type of joint police service, tailored to the conditions and the wishes of the residents and public officials. The Study made for the officials of Dallas Borough, Dallas Township and Kingston Township states that the 65.5 square miles traversed by more than 157 miles of improved and unimproved roads, containing more than 12,000 inhabitants living for the most part in widely separated clusters, with, in many instances, high values in residential and commercial properties, deserves more than under-manned, inadequate, and uncoordinated police protection.

The Study made recommendations that certain general features of a merger should be incorporated into specific provisions of an agreement duly executed by the officials of all three municipalities.

1. Single Police District. Municipal boundaries which currently restrict the jurisdiction of the three existing police departments should be erased insofar as future police activities are concerned, so that a single police district comprising the total geographic area of the borough and two townships is established.

2. Joint Police Commission. The merged police department should be under the general supervision of a Joint Police Commission, responsible to the governing bodies of the participating municipalities.

3. Functions of Joint Police Commission. The Commission should prepare annually a budget for the merged police department and supervise and direct the police activities of the single merged police department.

4. Police District Personnel. The number of police and/or civilian personnel allotted to each municipality as set forth in the agreement should be appointed and/or removed by the respective governing body, subject to the Civil Service Regulations applicable to the municipality and after consideration of a recommendation by the Joint Police Commission.

5. Police Headquarters. A single central police department headquarters should be located either in

Dallas Township or Dallas Borough.

6. Equipment and Supplies. All existing police equipment, materials and supplies, should be the property of the purchasing municipality until replaced, at which time, replacements and additions should be purchased as common property by the Joint Police Commission.

7. Deputization of Personnel. Each governing body should formally deputize all officers of the merged department to perform police duties in order to legalize the performance of such duties of police personnel in any part of the single police district outside of the officers' appointing municipality.

8. Merger Agreement. A merger agreement should be adopted by ordinance or by resolution, automatically renewed from year to year unless terminated by the governing body of a community.

Economy of police service in the three communities is the strongest argument in favor of a functional, joint police program. The argument of improved police service is more than sufficient to offset the disadvantages stemming from the loss of freedom of individual action in police matters.

CHANGES IN INDUSTRY STRUCTURE OF THE STATE

Everyone understands that technological changes cause shifts in an area's economic structure, resulting in unemployed or underemployed resources. Pennsylvania has over the years experienced serious dislocation through technological changes.

In time of continuous and rapid national growth, one of the more pertinent problems of initiating and maintaining a dynamic economy within the State has been that of influencing uniform growth and development which would permeate all segments of the economic structure. Pennsylvania's great strides in industrial development have been motivated by the objective of attracting economic activity which would utilize the human resources displaced by technology.

In order to attain uniform growth, and maintain it, constant attention must be given to shifts in the character of economic activities which might create shortages in human resources in one area or activity and surpluses in others.

Neil B. Gingrich and J. Dean Jansma, College of Agriculture, The Pennsylvania State University, have attempted to identify significant shifts which have taken place in various industrial classifications in urban and rural areas of the state between 1961 and 1965. The objective of their analysis, based on Country Industry Reports published by the Pennsylvania Department of Internal Affairs, Bureau of Statistics, since 1961, was to acquire more knowledge as to the nature, magnitude, and location of recent changes in the industrial structure of Pennsylvania. Their conclusions are revealed in Bulletin 756, June 1969, titled "Changes in Industrial Structure in Pennsylvania".

The Study estimates one component of Pennsylvania's economic growth in both rural and urban areas by noting the changes in manufacturing employment, in accordance with the Standard Industrial Classification Code, for the four-year period. The effect of these changes upon wages and salaries in the rural-urban dichotomy was also investigated, as were the changes in the value added by manufacture.

The major conclusions of their investigation are:

1. Manufacturing employment has increased at an average rate of 3.4% per year in rural counties or slightly more than twice the 1.6% per year increase in urban counties. Rural counties also increased their share of the state's total manufacturing employment by 1% during the same period.

2. Changes in the rural industrial structure have had a tendency to reduce the annual wages and salaries for manufacturing in these areas. The opposite is true for urban areas.

3. The industrial base in this State is broad and stable. Most of the industries included in the classification code are found in both rural and urban counties.

4. Primary metals had the highest growth in both urban and rural areas.

5. Counties which have grown at the highest rate have done so on a broad industrial base while the declining counties generally have small employment bases in manufacturing employment.

6. Proximity to a Standard Metropolitan Statistical Area is not necessarily associated with industrial growth.

7. Growing rural counties do not follow any definitive geographical pattern as to location, although there are some contiguous groups of growing and declining counties in terms of manufacturing employment.

8. Value added at the classification level which includes primary metals, apparel and related products, transportation equipment, etcetera, increased by 24.5% in rural counties, while in urban counties it increased by 23.5% during the four-year period.

In general, results indicate that rural areas have increased their share of total manufacturing employment, and, in so doing, have tended to attract industries similar to those attracted to urban locations. There was, however, a significant tendency toward lower wages and salaries to employees in rural areas.

Manufacturing industries showed no particular affinity for locating near urbanized counties, which supports the contention that rural areas can attract economic activity which can compete successfully in today's complex economy, as well as provide increased utilization of local resources.

The authors conclude that the question of what industries should be induced to locate in terms of the resources of various localities and in terms of continued growth and stability have gone largely unanswered. Their inquiry into what has been the industrial response to various locations in the State should be of value by indicating what industries can be expected to successfully locate within Pennsylvania, given the framework of our complex and competitive economic system.

SHORT COURSES

The Institute of Regional Affairs will begin its eighteenth year with a variety of short courses for public officials and public employees. Fourteen courses are included in the diversified in-service training program. Short courses will again be available to police, firemen, magistrates, civil defense workers, and public works employees. Three new courses — accident investigation, public works equipment management, and sewage plant operations — will be offered for the first time.

The eight civil defense courses have starting dates from September 9 to November 20, 1969. Enrollment for the courses can be made by calling the Institute at Wilkes College — Ext. 229 or 262.

The Institute of Regional Affairs is most fortunate to have the cooperation of Mr. Fred Miller, Director of the Public Service Institute, in making these courses available to local government officials. The PSI has assisted the IRA in planning the in-service training program for each of the seventeen years it has been conducted.

LEEP

Under the provisions of the Safe Streets Act of 1968, awards have been made to colleges and universities to provide a program of student loans and/or grants to state and local public enforcement personnel and to persons who promise to enter the law enforcement field.

Wilkes College has been given an initial award under the Law Enforcement Education Program for grant purposes for approximately 10 applicants. The goal of the Law Enforcement Student Grant Program is to encourage inservice law enforcement officers to upgrade their educational levels and to enhance their skills and capabilities for effective law enforcement service.

Grants are, therefore, available to currently employed law enforcement personnel up to \$300 per semester or

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\$600 per year, not to exceed the cost of tuition and fees. Eligible law enforcement officers may enroll for part-time or full-time study in directly related or related law enforcement in such fields as Business Administration, Accounting, Psychology, Sociology, Government, Political Science, Economics, English, Government, Computer Science, and Public Administration. Grant funds can be advanced only to applicants who agree to remain in the service of their employing agency for two years.

If there are any law enforcement officers who seek professional growth and development, they should immediately contact Dr. Hugo V. Mailey, Director, Institute of Regional Affairs, and arrange for a conference.

Participation in this program marks another step forward for Wilkes College, and particularly the Institute of Regional Affairs, in assisting law enforcement officers of Northeastern Pennsylvania.

IN THE LIBRARY . . .

AIP NEWSLETTER — American Institute of Planners — A bulletin giving recent developments in the fields of urban, regional, and city planning.

AMERICAN CITY — American City Corporation — A monthly magazine of municipal management and engineering.

AMERICAN COUNTY GOVERNMENT — National Association of Counties — A monthly bulletin concerning recent developments in the field of federal, state, and local county governments.

THOUGHTS FOR TODAY

Summer is a time when people who've never seen their own cities completely take guided tours of others.

You know they're married when she looks at the dresses in the window — and he looks at the skirts of the sidewalk.

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NEWS-LETTER

VOL. XVII, NO. 10

WILKES COLLEGE, WILKES-BARRE, PENNA.

OCTOBER 15, 1969

WHY REGIONALISM?

(The following are excerpts from the key-note address at the Ninth Annual Community Growth Conference. These remarks were delivered by:

Ralph R. Widner
Executive Director
Appalachian Regional Commission)

To a certain extent our metropolitan areas are "inside out". The specialized, white-collar jobs and services find the city centers the logical location, but the people who work at those jobs seek the attractive surroundings and space of the suburbs. On the other hand, the labor using, manufacturing jobs required by ghetto residents must locate outside the central city to find enough land and lower costs of congestion. And the more unskilled service jobs tend to be available outside the central city, too. Thus in our metropolitan areas the jobs are separated from the people who need them by a rather substantial bus fare, at least.

In the rural areas this drain of people has meant that many of the smaller jurisdictions are less and less able to generate the tax base required to provide adequate public services in such vital fields as education, health, waste removal, and transportation. This only aggravates their inability to attract economic growth, and this lack stimulates still more out-migration from the cities, which further compounds the metropolitan problems.

None of this is news to Northeastern Pennsylvania. Many of the rural areas in the Upper Susquehanna Valley have been losing people for a long time, and they are hard put to find the taxes to provide the services that their present population requires.

And right here in the cities of the Wyoming Valley we have lost many people, too. And there are a good many jurisdictions lining the Valley, each with their own special pride but all of them with some common needs and problems.

The question is: What can we do about these needs in both the rural and urban centers of Northeastern Pennsylvania?

The Appalachian Commission — the country's biggest example of regional cooperation, linking as it does 13 states and the Federal Government — recently provided funds to the Commonwealth to survey the local government problems in the 52 Appalachian counties of Pennsylvania.

The report points out the need for strong state

leadership in implementing the intergovernmental powers which are authorized under the Constitution so that a better level of services can be provided, particularly in rural areas, by spreading the cost of services among many jurisdictions.

We have more local jurisdictions per county than any other state. It makes little sense for each jurisdiction to meet local service needs by itself, duplicating that of its neighbors, if that same service can be provided more efficiently and economically by sharing the service among a group of communities.

Too often in the past, however, local pride has triumphed at the expense of local pocketbooks. Those few of us left who remember World War II refer to this as the "Kamikaze" instinct. It is cutting off our noses to spite our faces.

In Appalachia we believe that a new and more economical way of providing public services can be developed if we can all work together.

This regional approach recognizes that towns and countryside are tied together. We look to towns for our services and jobs. The towns look to the countryside for their customers, the agriculture and resource requirements for the town economy, many of the workers who will man the manufacturing plants, and recreation opportunities.

At the local level, municipalities and counties must work together if we are to build quality area schools, area health facilities, area sanitation systems, area water supplies, instead of the fragmented below-par services which many jurisdictions can only afford.

In creating the Wyoming Valley Sanitary Authority you are moving in this direction, and soon let us hope the people will feel the benefits of that venture.

Today you are going to discuss solid waste disposal and mass transit. But there are many services we can provide better together than separately.

Is it not possible for all of us to sit down together and prepare a set of intergovernmental contracts between rural township and older city that will spare the township added costs of providing services — schools, hospitals, fire, police, sewage treatment, etc. — by sharing them with nearby communities while at the same time making it possible for the new growth in these townships to help defray part of the costs of the services from the older communities?

This would save the tax base and future of both. This is the regional approach.

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

NEWSLETTER

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SWOYERSVILLE POLICE CIVIL SERVICE

The Institute of Regional Affairs has prepared a set of rules and regulations for the Swoyersville Police Civil Service Commission so that the Commission and the Borough Council can employ police under the Civil Service statutes of the State.

The Institute has been rendering this type of professional non-profit service to Civil Service Boards and Agencies for the past 18 years. It provides a program of testing services to people and Municipal Personnel Agencies relative to their needs. A technically trained staff from the Institute provides policy on rules and procedures, administers the tests, and appraises the results without taking away any of the authority of the local governmental officials.

Benefits of this type of testing service are: the selection of qualified candidates, the measure of employees' skills, the administration of promotion fairly, and the improvement of personnel morale.

The Institute of Regional Affairs is affiliated with the Public Personnel Association in providing this type of consulting service.

Thus, the Swoyersville Council and the Civil Service Commission join the growing list of municipalities in Wyoming Valley who avail themselves of these testing services. The IRA is presently preparing rules and regulations for the Wilkes-Barre Fire Board and the Hazleton Police Civil Service Commission. The testing service, based upon standardizing tests, allows the Commission a firm foundation for the selection of candidates.

NEW COLUMBUS

The 64 registered voters in New Columbus Borough will be asked to decide at the November 4 election whether their community's 110-year-old charter should be annulled and the territory reincorporated into Huntington Township.

Although the legal papers filed with the court did not specify the reasons why the petitioners want their community reabsorbed by Huntington Township, it was learned that one of the principal reasons is the scarcity of people willing to serve in the local government. New Columbus covers an area of slightly more than

10 square miles and has a population of approximately 140. The borough is not "alien" to its neighboring Huntington Township since both are mainly farming communities. The borough was carved out of Huntington Township originally and was incorporated with the granting of a charter in 1859.

Although New Columbus boasts approximately 100 miles of roads within its boundaries, it has no full-time employees on the municipal payroll. When the street commissioner works for the borough, he is paid on an hourly basis. Additionally, much of the work needed by the municipality is put out to subcontractors. One of the problems faced by the government of New Columbus Borough is the mounting pile of paperwork required by the State and Federal governments.

By far, the largest number of local government units are relatively small in population and resources. Yet they are vital and indispensable organs of local self-expression and self-government. It is a tragic fact that their officials can no longer cope with the administrative technicalities demanded by the State and Federal governments. If one deliberately sets out to paralyze these small municipalities as effective instruments of government, no more insidious means can be found than the avalanche of bureaucratic paperwork which could bog down the local government machinery.

(Note to Federal and State Agencies: This may be one method of getting rid of ineffective and inefficient small municipalities.)

H. V. M.

COOPERATIVE PURCHASING AGREEMENT

Bergen County's (N. J.) voluntary intergovernmental program of public bidding and cooperative purchasing experienced its greatest growth by far in 1968. By year-end 1968, 20 out of Bergen County's 70 municipal governments were enjoying significant economical benefits resulting from the participation in this program. More are expected to join the program weekly. For each month sees the expiration of local supply contracts, and municipalities are showing a strong inclination to enter the program. As of Mid-March, 1969, 29 more municipalities had decided to enter the program, bringing to 49 the total of communities now participating.

Annual savings of taxpayer's dollars realized in 1968 by those municipal governments then in the county's program as it related to gasoline only was probably well over \$35,000 in the aggregate. That figure would conceivably reach \$90,000 or more annually (at current levels of consumption) if all 70 municipalities were in the program. It would be higher yet if all 74 local regional public school districts in Bergen County were participants as well.

It was announced in July, 1969 that the 46 public schools in Bergen County participating in the joint public bidding with the County on two types of low-sulfur fuel oil, commonly used in school heating plants, saved the taxpayers \$70,000 during the 1969-70 fiscal year.

BUILDING PERMIT FEES

A majority of governmental units base their permit fees for both new construction and remodeling on the

cost of the project. Most governmental units set fees at a schedule that meets at least 70% or more of the expenses of the building department, according to a recent survey conducted by the Building Officials Conference of America.

Nearly one out of four reporting governmental units (or 22.5%) received more than 100% of departmental expenses from permit fee income. Over half reported that at least 70% of their expenses were met by permit fees.

The most common way to determine permit fees is to base them on the construction cost of the new structure; more than half (53%) use this method. Another 15.4% base fees on the area (square feet) of the structure, while only 4.2% use the volume (cubic feet) of the structure as the basis for permit fees. Nearly one-third of the governmental units use a mixture of both construction cost and some other basis, usually area, in establishing permit fees.

DISPOSAL OF ABANDONED CARS

The Regional Affairs Center at Hartford University has developed "A Model Program for a Regional System of Collection and Disposal of Abandoned Motor Vehicles." A major recommendation of the Report was that efforts to establish a municipally or regionally owned, operated or leased metal processing operation should only be undertaken by the towns of the capitol's region. It was also recommended that groups of towns select one existing junk yard to be a designated junk car collection point. In addition, it was noted that combinations of towns should establish area pounds as collection points for cars prior to disposition. Finally, it was recommended that vigorous and uniform enforcement or ordinances regarding abandoned cars to be undertaken by all towns in the region.

Could Luzerne County or Northeastern Pennsylvania profit from the recommendations?

TIME AND YOU

Take time to work, it is the price of success.
Take time to think, it is the source of power.
Take time to play, it is the secret of youth.
Take time to read, it is the foundation of wisdom.
Take time to pray, it is the way to Heaven.
Take time to dream, it is the highway to the stars.
Take time to be friendly, it is the road to happiness.
Take time to laugh, it is the music of the soul.
Take time to look around,
it is the short cut to unselfishness.

PUBLIC WORKS PEOPLE

A survey of government employment covering October, 1968 indicates that public works functions utilize 23.8 percent of full-time city employment, police and fire protection utilize 24 percent, and libraries and education account for 20.5 percent. The remaining 31.6 percent, according to the Census Bureau survey, represents the people concerned with financial and general municipal administration.

CITY BUYS WILLIAMSPORT FIRM

Ownership of the Williamsport Bus Co. was transferred recently from Edwards Motor Transit Co. to the City. Mayor Richard J. Carey presented a check for \$75,000 to the president of the Company, to complete the transaction. The combined cost of the bus company acquisition and relocation, improvements, and new buses is expected to exceed \$380,000. Of this sum, approximately \$188,600 will be paid by the Federal government; \$72,682 by the State, and \$177,000 by the City.

The busline will be under the jurisdiction of the newly created City Bureau of Transportation. Future plans call for construction of a new bus garage, the purchase of new buses, and the improvement of buses and maintenance equipment now being used.

IAAO COURSES

The Institute of Regional Affairs has arranged for a series of courses to be offered on the Wilkes College campus by the International Association of Assessing Officers. The first three courses in the series, IAAO Appraisal Techniques, I, II, and III are designed to help assessors fulfill requirements for IAAO's CAE (Certified Assessment Evaluation) designation. The first course in this program at Wilkes College offered to assessors in Pennsylvania, New Jersey, and New York will begin the week of January 19, 1970.

Some of the nation's foremost assessor-appraisers, each of whom has a proven ability to teach, will serve on the staff of IAAO's educational program.

Informational materials will be forwarded to all assessors and others interested in the courses within the next few weeks.

DEGREE IN POLLUTION STUDY

The staff of the Charles County Community College at La Plata, Maryland, with assistance of a grant from the Federal Water Pollution Control Administration has developed a two year Associate of Arts degree program in Pollution Abatement Technology to supply trained technicians in the wastewater field. In order that maximum return be obtained on the capital investment in the proposed facilities along the Potomac River Basin, they must be operated effectively and efficiently. If an advanced degree of treatment of wastewater is to be attained, the personnel operating these facilities must be competent and well trained. The College is cooperating in helping to train the needed personnel.

BOND BUYER'S INDEX RECORD

The Bond Buyer's Index of 20 municipal bonds established an alltime high on June 5, 1969, when it reached 5.73%. Not since inception of the Index in 1940 has such a high level been reached. The previous high was 5.69% registered in May, 1933. Once the barrier had been broken, the index continued its climb, reaching 5.82% on June 12, and declining only slightly to 5.79% on June 17, 1969.

HOUSING CODES

The legal aspects of achieving minimum living standards in existing housing are the subject of a report prepared by Frank P. Grad, who is one of the leading authorities in the field of housing code enforcement. The report is entitled "Legal Remedies for Housing Code Violations."

Professor Grad analyzes the effectiveness of various tools used to deal with violations of housing codes: traditional criminal penalties, civil penalties, orders to vacate and repair, demolition orders, injunctions, receivership, repair by the local government, rent strikes, tenant unions, and landlord-tenant bargaining agreements.

His major recommendations include the following:

1. The Workable Program should be broadened to require that localities have available a wide range of remedies for housing code violations so that the best solution for a given situation may be applied. (This runs counter to pressure from some quarters to water down the Workable Program, the set of actions which a locality must carry out to qualify for certain Federal grants for housing and community development.)
2. States and municipalities should shift emphasis from criminal prosecution to civil procedures and from punishment of owners to correction of housing conditions. Specialized housing courts should be used.
3. The law of landlord and tenant should be reformed so that residential leases have the character of ordinary contracts, with the tenant's covenant to pay rent dependent on the landlord's covenant to make repairs.
4. Receivership programs should receive Federal support. Receivership has been among the most effective means of dealing with seriously deteriorated but still salvageable dwellings, yet this approach has been thwarted by lack of adequate funding.

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5. Federal and state cooperation to train professionals to help slum area tenants improve their housekeeping would offer a "realistic alternative to fruitless tenant prosecutions for housing violations."

6. States should amend laws so that when a housing inspector is refused access, search warrants may be issued in compliance with the Supreme Court decisions in the *Camara* and *See* cases.

This publication prepared by the National Committee on Urban Problems should be required reading for all Councils, Planning Commissions, Re-development Authorities, and Housing Authorities. Local public officers should certainly find a wealth of information in this publication.

PRT

IN THE LIBRARY . . .

AMERICAN SCHOOL BOARD JOURNAL - The American School Board Journal - An administrative guide for board members, superintendents, business managers, and architects.

APPALACHIAN DIGEST - The Appalachian Regional Commission - A bulletin of development activities in the Appalachian area.

APWA REPORTER - American Public Works Association - A magazine especially established for organizations that wish to promote the advancement of public works, engineering, and administration.

THOUGHTS FOR TODAY

African proverb - When two elephants fight, it's the grass that suffers.

A teen-age girl can do her homework in the same length of time it takes her mother to wash the dishes.

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NEWS-LETTER

VOL. XVII, NO. 11

WILKES COLLEGE, WILKES-BARRE, PENNA.

NOVEMBER 15, 1969

EMERGENCY JOINT COMMUNICATIONS

In spite of long months of silence, progress is being made on the Emergency County-wide Communications System. A dinner meeting has been scheduled for Monday, November 24, 1969, at 6:30 P.M. in the New Men's Dormitory at Wilkes College. Municipalities are urged to forward to the Institute of Regional Affairs the Resolution of Intent to become a part of the joint system. Municipalities are also strongly urged to make provision in the 1970 budget for the expenditure of mobile or field units. Before the first of the year, communities will definitely have to make a decision on joining the network. Come to the meeting on November 24, 1969 to hear Harry E. Russ, Jr., the Region II Director of the Pennsylvania Crime Commission, who will speak on "Funding of the Joint Communications System."

MEETING

There will be an important meeting of the Luzerne County Boroughs Association on November 24, 1969 in the Dining Room of the New Men's Dormitory at Wilkes College, following the meeting of local officials on the Joint Emergency Communications System. Election of officers must be held for 1970.

LEGISLATION OF INTEREST TO LOCAL GOVERNMENT

Act 32: Granting to all parking authorities power to lease space in the parking facility and to sell or lease space above the facility other than the sale of gasoline and automobile accessories.

Act 36: Authorizing third class cities to provide cost of living increases to persons receiving benefits from police and firemen's pension funds.

Acts 41, 42, 43: Allowing first class townships, second class townships, and boroughs to enter into contracts for ambulance, rescue, and life saving services other than to a non profit community organization.

Act 44: Providing for benefits to widows and widowers of employees in third class cities who died while still employed full time, after having become eligible for pension, and providing that employees unmarried at the time council elects to make payments to widows or widowers, may, within 30 days, elect not

to have a widow or widower receive such payments and then not be responsible for the payments to secure such coverage.

Act 46: Increasing penalties for turning in a false alarm of fire.

Act 47: Extending to second class townships the authority of elected and appointed township officers to attend conferences, institutes and schools within the Commonwealth, and provides that the Township may pay their expenses, limited to the registration fee, 10¢ a mile circular mileage payments, and room and board at \$20 a day.

Acts 48, 49: Extending to first and second class townships the authority to adopt codes by reference.

Act 61: Providing for the inclusion of third class cities within provisions of the Municipal Police Retirement Law that reinstated memberships, following restoration of withdrawn accumulations, receive annuity rights as they existed at the time of separation from service.

Act 69: Permitting housing authorities to sell any dwelling unit to any member of a tenant family if the dwelling is sufficiently separable from other property retained by the authority to make it suitable for sale.

REGIONALIZATION IN MINNESOTA

There is, I think, a general agreement in our country that a single national government cannot solve the problems of a country of more than 200 million people, scattered in 50 states, drawn from a variety of social, ethnic and regional traditions and interests, and living in a rapidly changing, crowded and mobile society.

Local governments were not weakened as a result of raids by federal and state bureaucrats. National involvements grew in what were once considered local responsibilities because local governments were not able to meet the needs of their constituencies. This has been true in education, health, welfare, transportation, community development and conservation.

Most states have found it almost impossible to respond effectively to the crises of depression, wars, declining rural areas and overcrowded cities and social turmoil. Their jurisdictional boundaries were drawn for an earlier age. Their constitutions are rigid and outmoded. Their administrative structures are products of neglect, special pleadings and entrusted bureaucracy.

INSTITUTE OF REGIONAL AFFAIRS
 Dr. Hugo V. Mailey, Director
 NEWSLETTER
 VOL. XVII NOVEMBER 15, 1969 NO. 11

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 J8703. Subscription free upon request.

County and local governments have been reminded constantly that they are creatures of the states, while state legislatures have starved them for funds and denied them the opportunity to grow and change with a changing society. They are not large enough to cope with air pollution, water pollution, mass transportation and law enforcement problems which tend to spill over local boundaries. In some instances they are not too large to be responsive to the needs of communities in their boundaries.

Money has a lot to do with the incapacity of states and local governments, but it is not everything. Structure and authority are part of the picture, but not the whole picture. Many of the difficulties which plague states and local governments are the by products of political indifference.

So local government, at its best, performs caretaker functions: It tries to conserve and keep going what is there but shows little innovative capability or desire. Reform measures at all levels of government are sporadic, slow and thus far without major impact. None of the various approaches to improve our capabilities in governing an urbanized society seem to be sufficiently responsive to the changed nature of our urban problems, their larger scale, their increased interdependence and their higher technical content.

The idea of regional government as a solution is either non-existent (as is the case with comprehensive metropolitan government), or functionally overspecialized and removed from control and participation by the citizen (as in the case with metropolitan districts, authorities, or commissions.)

Minnesota is one state where a move has been made toward regionalization. The State has been divided into 11 regions of counties to establish a consistent geographical framework within which all new multicounty planning and development programs will operate.

Each region will be administered by a regional development commission -- to be created by petition of local units or the Governor's initiative -- composed of representatives of local governments and citizens at large with representation evenly balanced between county and municipal officials. Each commission is authorized to employ staff and consultants to implement its efforts and to appoint advisory committees when appropriate to assist in developing policy.

Each commission will have four mandatory responsibilities:

- ... development of a comprehensive plan for the region.
- ... review of long-term comprehensive plans of local government units within the region.
- ... review of similar plans of independent boards or commissions within the region.
- ... review of applications of governmental units for loans and grants from the federal government or from states whether or not such review is required by the federal government.

Under the Regional Development Act of 1969, approved by the State Legislature, the Governor, as the state planning officer, is authorized to make grants of \$25,000 for each of fiscal years 1970-71 to each commission upon submission of an acceptable work program. Thereafter, the commission can finance its activities with a one-half mill regional tax levy. This is really the time that any regional agency in a state has been given taxing power. The Act anticipates that by utilizing state funds and federal planning funds, a commission can develop a substantial budget to enable it to conduct an effective program of regional planning and development coordination, and especially the latter.

A prototype regional agency has been set up for the Minneapolis/St. Paul metropolitan area. The agency actually has responsibilities from a series of six state acts which offers means for carrying on functions to be undertaken through regional implementation systems, which do not rely solely on voluntary, cooperative actions of local governments, but accomplished through strong state support. It was inevitable that this type of agency would be created because of the absence of local agreement.

It emphasizes regional policy making (nothing new about this). It also coordinates separate areas and special purpose agencies through non-voting council member representation on the policy bodies of these agencies. Its position is as an umbrella coordinating agency without taking on first line operational activities.

With its new taxing power, it can now mesh planning and policy-making with implementation.

Its most important innovation is that it can link planning, policy, and implementation on a regional basis. Pennsylvania might well consider Minnesota's example.

A serious obligation of all states in the 1970's is the creation of some kind of regional mechanism. No more can states tread gingerly and with kid gloves hoping that regionalism will be attained voluntarily through local arrangement.

When state governments consider governmental mechanisms on a metropolitan basis, they will have to make a distinction between agencies that find solutions and those that implement the solutions, between techniques for implementing the regional approach and techniques for implementing the solutions, between agencies which serve in an advisory capacity and a communications role on the one hand and agencies created for the delivery of services, between mechanisms that operate at a low level of effectiveness as brokers in reviewing grant aid programs and mechanisms that tackle regional

problems beyond the talking, planning, and review stage.

Most state legislatures have refused to note these distinctions. Pennsylvania is no exception. It seems that if regional problems are going to be solved on a regional basis in the 1970's, state government must stop relying solely on the principle of inter-governmental cooperation. States must explore, encourage, and even mandate regionalism wherever it is practical and economical and not slide into it laterally on a piecemeal basis after it is too late. 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 on a regional basis, and above all, it has the capability to overcome local municipal jurisdictions.

HVM

SWOYERSVILLE

The Department of Housing and Urban Development has awarded a \$509,750.00 grant, under the water and sewer facilities grant program, to Swoyersville Municipal Authority for a basic new sanitary sewer collection system for the borough, estimated to cost upwards of \$1,500,000. According to the announcement, portions of the existing system will be abandoned and other portions will be rehabilitated.

The work will be part of a tandem project which includes a forced main and pumping stations. Sewage will be treated at the new facilities of the Wyoming Valley Sanitary Authority.

A POLICEMAN

The citizen expects police officers to have the wisdom of Solomon, the courage of David, the strength of Samson, the patience of Job, the leadership of Moses, the kindness of the Good Samaritan, the strategic training of Alexander, the faith of David, the diplomacy of Lincoln, the tolerance of the Carpenter of Nazareth, and finally, an intimate knowledge of every branch of the natural, biological, and social sciences. If he had all these he might be a good policeman.

Read Bain
 The Policeman on the Beat
 Scientific Monthly, 48:5, 1939

IS THIS A MANDATE

The victory for the elected mayor of Maeser, Utah, was a hollow one. For, although he won by a better than 5-1 margin, the voters of this Utah community will be turned over to a water improvement district. The business of the town will be conducted by the county.

MUNICIPAL BOND RATES

Acts 101 and 102 of 1969 General Assembly, amending the Municipality Authorities Law and the Municipal Borrowing Law, increase the interest ceiling on bonds and other obligations issued by all municipalities, school districts and municipal authorities from 6% and 7% for a one year period. The additional interest may be paid throughout the term of the issue and is not limited to the one year period during which the bonds may be issued at 7%.

The law now requires that whenever bonds are authorized under either act, the issuing officers shall concurrently authorize term bonds in \$100.00 denominations. Such term bonds shall be equal to a reasonable amount of the principal issue. The term bonds may be negotiated and are limited to a maximum period of 25 years.

COUNTY PRISON

Reforms at the Luzerne County Prison were recently recommended in a report prepared by The State Bureau of Corrections.

Highlights of the published report recommend construction of a new community based penal facility for short-term confinement for not more than 100 prisoners and detentioners; transfer of all prisoners now serving terms of two or more years and with at least one year remaining to the Bureau of Correction as soon as practicable with arrangements to be made with the local court to restrict future commitments to maximum sentences of less than six months.

The report goes on to state that current salaries are actually the lowest among the third class county prisons, lower than six of the ten fourth class county prisons, and two of the seven fifth class county prisons.

It was suggested that the best thing for both the citizens and offenders of Luzerne County is for the county officials to get out of the criminal rehabilitation business and confine their efforts to pre-trial detention primarily.

The report of the attorney general's office makes crystal clear what has been a known fact for some years, mainly that the century-old Luzerne County prison is no longer suited for the job it was originally intended to do.

At the same time that the citizens of Luzerne County were reading about the county's prison report, Joseph P. Roberts, as the President of the Cambia County Board of Commissioners, expressed the opinion that county jails should be eliminated as an economy measure and that regional jails should be built to serve several counties.

Now there's an idea! How does a regional jail for Northeastern Pennsylvania sound? It could even change the image of the area -- just ONE JAIL for this whole region!!! Might even create the impression that crime has dropped!!!

HVM

HOW TO MANAGE REGIONAL SYSTEMS

In 1969, pollution is no longer a local problem. It is now a matter for national concern, and an area of repeated action by the Federal Government.

Pollution control lacks a solid political constituency. Everybody is for pollution control but, unlike the aerospace industry, or the big unions or the big farm organizations, it lacks a consistent lobbying effort.

The Federal Water Pollution Control Administration estimates indicate that over \$8 billion is needed between 1969 and 1973 for the construction of sewerage treatment plants to meet water quality standards. An additional \$7 billion is needed for sanitary collection sewers.

The management of water resources development and the implementation of programs on a regional basis requires the construction and functioning of a governmental mechanism fitted for the task and vested with authority and power.

If county government is beefed up substantially, it can be a partial solution to the regional approach in planning and managing a regional system for water pollution control concerned with the flood of urban and suburban waste. Unless it is reconstructed, it will remain the anachronism that it now is.

Soil conservation, water, sewage and flood control districts have been known to operate geographically in the same area without any communication with each other, all of them really deal with water resource development.

A voluntary COG may well be the only possible organization that can be created to deal with areawide problems where excessive fragmentation of local units has reached the point of no return. It can even provide a mechanism for areawide cooperation where compromises would have to be made because a simple region-wide government is unattainable.

Pollution problems, because they are related to and a part of water resource development problems, require the construction and functioning of a governmental

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mechanism fitted to the task. The implementation of watershed or river basin agencies to deal with these problems may be the most practical.

A river basin commission can coordinate flood control and low flow augmentation in the river and its tributaries with dynamic pollution control criteria to upgrade water quality in reaches that are presently unsatisfactory and to maintain existing acceptable quality. It must seek an equitable distribution of the costs involved in establishing and maintaining the various levels of quality. Only an American version of the German River Basin Association can develop an assured method of financing, embracing the use of long-term bonds, a revolving trust fund, and money raising effluent charges. The basin approach can be used to encourage regional sewage treatment plants for the many small communities that otherwise would be unable to obtain economically the degree of treatment that will be required, combining treatment plants for both domestic and industrial wastes.

IN THE LIBRARY . . .

ARCHITECTURAL FORUM — The Architectural Forum — A monthly review of events and ideas showing the emerging maturity of modern architecture.

ASPHALT QUARTERLY — Asphalt Institute — A magazine published to serve both users and producers of asphaltic materials through programs of engineering service, research, and education.

ASPO NEWSLETTER — American Society of Planning Officials — A newsletter whose purpose is to foster the best techniques and decisions for the planned development of communities and regions.

THOUGHTS FOR TODAY

Hay is something we must make between the time we get out of it and the time we hit it.

One thing we know about the speed of light: it gets here early in the morning.

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VOL. XVII, NO. 12

WILKES COLLEGE, WILKES-BARRE, PENNA.

DECEMBER 15, 1969

NEWS-LETTER

COMMUNICATIONS SYSTEM

The need of a centralized emergency communications system which would provide the inhabitants of Luzerne County with an efficient communications service necessary to ensure safety and protect property is readily apparent. At the present time, there are approximately 119 mobile units installed in emergency vehicles in Wyoming Valley, the greatest single user of the base stations being the Police Department. The ultimate responsibility for accepting a Joint Emergency Communications System rests with those who will make the greatest use of it — the police department, fire companies, ambulance associations, and the civil defense organizations in each municipality.

It has been decided by a committee of county officials, representatives of the Institute of Regional Affairs, and representatives of the Chamber of Commerce that it would be economical and practical to seek funds from the Pennsylvania Crime Commission. Funds for the project are available in the last quarter of 1969 and in 1970. However, decisions relative to the implementation of the communications program must be made immediately. Applications within the procedures set up by the Pennsylvania Crime Commission will have to be filed within the next several months.

TAX EXEMPTION

Financing local government today is a seriously growing problem. Local governments have several sources of income to meet the demand of increasing municipal services ranging from the general real property tax to donations by various groups. Although local officials are continually searching for new revenues, they find that the real property tax remains the backbone of local government finance.

Except for productivity, general property taxes have little theoretical support. When subjected to the practical tests of economy, equity, and administration, general property taxes fare even worse than they do in theory. Endless problems arise in the use of the real property tax, among the most vexing being that of tax exemption. Certain types of property, notably that belonging to educational and charitable institutions, are exempt from real property taxation in all states, under stated conditions.

Much of the general public looks with disfavor on tax exemption which produces an overall reduction in real

property revenues. One of the local critics maintains that tax exempt institutions, such as schools, churches, and colleges, should either be taxed or should make payments in lieu of taxes to local governments for services rendered.

This article will be divided into two parts: first, the constitutional and legal basis for tax exemption; and, second, the economic impact of a college on a community.

In Pennsylvania, the power to grant exemptions to certain classes of real property emanated from Article IX, Section 1 of the State Constitution. This Article provides that the General Assembly may, by general law, exempt from taxation "institutions of purely public charity." The Pennsylvania Exemption Act of 1874, passed pursuant to the provisions of the Constitution of 1873, contained the proviso that the tax exemption shall not apply to property which is used for purposes other than those specified (e. g. charitable, hospital, or college) and from which revenue or income is derived.

Pursuant to the Constitutional provisions, the General Assessment Law of 1933, as amended, provides for the exemption of hospitals, universities, and other charities as follows:

Section 204. Exemption from taxation. The following property shall be exempt from all county, city, borough, town, township, road, poor and school tax to wit: . . . All hospitals, universities, colleges, seminaries, academies, associations, and institutions of learning, benevolence, or charity, including fire and rescue stations with the grounds thereto annexed and necessary for the occupancy and enjoyment of the same, founded, endowed, and maintained by public or private charity; provided, that the entire revenue derived by the same be applied to the support and to increase the efficiency and facilities thereof, and the rapid and the necessary increase of grounds and buildings thereof, and for no other purpose.

Tax exemptions are granted by states under one of two types of presumed burdens. Under the first, or the "public burden" standard, the exemption is justified on the ground that the organization is assuming a public service which government would have to assume if the exempt organization did not. Under the second, or the "humanitarian" standard, the exemption is justified on the ground that the humanitarian or socially desired activities which the organization is performing should be

(continued)

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

NEWSLETTER

VOL. XVII DECEMBER 15, 1969 NO. 12

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.

encouraged, even though government would not otherwise be forced to assume the burden of carrying out the activities.

In Pennsylvania, tax exemptions to educational and philanthropic institutions are granted mainly according to the "public burden" standard rather than the "humanitarian" standard. The Pennsylvania Constitution does not permit the exemption of non-profit schools, colleges, and universities, as such, which is the practice of many other states. The exemption is restricted to those institutions which are "founded, endowed, and maintained" by public or private charity, the basis for the "public burden" standard.

Pennsylvania's "public burden" standard is represented in the following language from a 1936 Supreme Court case:

"There are substantial reasons why institutions wholly devoted to public charity should be exempt from taxation, since one of the duties of government is to provide food and shelter for the poor. Any institution which by its charitable activities relieves the government of this burden is conferring a pecuniary benefit upon the body politic and in receiving exemption from taxation it is merely being given a 'quid quo pro' for its services in providing something which the government would have to provide." (Y.M.C.A. v. Phila. 323 Pa 401, 1936.)

Studies by the U.S. Chamber of Commerce and the U.S. office of Education indicate that the cost to the state of educating one student at a four-year tax supported college is approximately \$2,500 per year. This means that the 1,830 Pennsylvania students now studying at Wilkes, not supported by state taxes, save the Pennsylvania taxpayers more than \$4 million each year. The single community that has the greatest number of the total enrollment is Wilkes-Barre - not Laflin.

While there is little question about the meaning of the words "founded" and "endowed" by charity, a number of cases have reached the Supreme Court on the question of what constitutes an educational institution "maintained" by charity. According to the courts, the term does not mean that all, or even a major portion, of the operating expenses must exceed tuition fees and that a substantial number of the students must be on scholar-

ships. Unless a college or university is highly endowed, these two criteria can easily be met.

Furthermore, the courts have interpreted the broad language relating to "income or revenue" not to include fees paid by students, patients, or other beneficiaries of the charity. Later amendments inserted in the present language specifically exclude from the proviso the income or revenue derived "from recipients of the bounty of the institution or charity." Therefore, receipt of income from tuition fees, patient fees, and the like, does not jeopardize the tax-exempt status of a property. Additionally, "revenue producing" does not include such integral aspects of an institution's operations such as residence halls, dining facilities, parking lots, and the like.

In the mad scramble for additional sources of revenues, public officials have cast an eye toward taxing college and university properties, especially in urban centers. One such attempt in Pennsylvania is now the subject of litigation. Regardless of the outcome of court decisions on the question, both the public officials, responsible for the welfare of the general citizenry, and the representatives of educational institutions of higher learning, responsible for raising the educational level of the youth of that citizenry, will have to face up to the same underlying question: What is the community role of colleges and universities? The benefits that flow from a college are both tangible and intangible, both measurable and unmeasurable. The future status of tax exemption for institutions of higher learning in Pennsylvania will be determined ultimately by the significance and relative weight which a community and its officials place on intangible as well as tangible benefits, rather than by legal precedents. These benefits are economic for colleges and universities and industries in the valued economic sense. The second part of this article will deal with the economic impact of institutions of higher learning.

HVM

(to be continued)

COMPULSORY LABOR ARBITRATION FOR POLICE AND FIREFIGHTERS IN PENNSYLVANIA AND RHODE ISLAND

The High Courts of Pennsylvania and Rhode Island have recently upheld the constitutionality of compulsory arbitration statutes applicable to municipal police and fire department employees.

On June 27, 1969, in Harney v. Russo, the Pennsylvania Supreme Court, held that the Pennsylvania Act of 1968 providing for collective bargaining and arbitration of disputes between policeman and firemen and their public employers did not violate Article III or II of the Pennsylvania Constitution or the Fourteenth Amendment of the United States Constitution. The Act of 1968 was intended to overcome Erie Firefighters Local No. 293 v. Gardener, which held that a 1947 Act violated Article III of the Pennsylvania Constitution by delegating legislative powers to a board of arbitrators. After the Erie case, the Pennsylvania Constitution was amended to

permit laws that would provide for panels "selected and acting in accordance with law for the adjustment of grievances or disputes or for collective bargaining between policemen and firemen."

The Court pointed out that: "The great advantage of arbitration is, after all, the ability of the arbitrators to deal with each case on its own merits in order to arrive at a compromise which is fair to both parties." It therefore rejected the appellant's argument that the law was defective because it did not contain necessary "specific standards". The Court also held that the "one man, one vote principle" was not applicable to the selection of arbitrators, since such a board of arbitrators is not "legislative in nature."

In City of Warwick v. Warwick Regular Firemen's Association, decided on June 30, 1969, the Rhode Island Supreme Court upheld the constitutionality of the Fire Fighters' Arbitration Act. The high Court held that the Act was constitutional because it established "sufficient standards for the guidance and control of an exercise of the delegated power by the boards of arbitration," and because such arbitrators are "public officers" for the purpose of their determination.

The Rhode Island law is more specific than the Pennsylvania law in "specific standards" that the arbitrators must observe, including "a comparison of wage rates or hourly conditions of employment of skilled employees of the building trades and industry in the local operating area." Wage rates in other communities must also be considered and "weight must be given to the interest and welfare of the public," as well as other factors. The Court pointed out that these standards "limit" the arbitrators and provide a guide for possible judicial review.

The Rhode Island Court raised, but it did not determine, the question of whether a section of the Act, which authorizes the Chief Justice of the Supreme Court to "appoint the third arbitrator whenever the two arbitrators selected by the parties are unable to agree upon the identity of such third arbitrator," violates the doctrine of the separation of powers by requiring the Chief Justice to perform a legislative function. The Pennsylvania Act avoided this problem by providing that "if there is no agreement as to the third arbitrator, the American Arbitration Association nominates three, with each arbitrator having the right to eliminate one, the one remaining becoming the third member and chairman of the panel."

MASSACHUSETTS HOUSING LAW

Massachusetts has taken a bold step - which may well set a precedent for similar action in other states - to obtain more low- and moderate-income housing by passing a law designed to eliminate or modify unreasonably stiff requirements in local building codes, zoning ordinances, and other development regulations that have made it uneconomical to build housing for low-income families.

The law specifies that public agencies, limited dividend corporations, or nonprofit organizations proposing to build publicly supported low-income housing may

submit an application to do so to the municipal board of appeals. This single application is all that is required. The agency does not have to apply to the city council, planning board, health department, or any other local body having control over the construction or location of housing.

Not only will it be simpler for a developer of low-income housing to apply for a permit to build, but it will now be possible for him to make an administrative appeal to a state review board if he is denied a permit. The municipal board of appeals, upon submission of request to build, is required to hold a public hearing. The board must render its decision within 40 days of the hearing. If the decision is favorable the board issues a single permit and the applicant may proceed with the development.

If the application is denied, or if it is granted with conditions that make the project uneconomical, the applicant may appeal to a five-member housing appeals committee of the state's Department of Community Affairs. If the committee finds that the decision of the board of appeals was unreasonable and not consistent with local needs it will direct the local board to reverse its decision and issue a permit or modify conditions that make the project uneconomical.

In reviewing applications one factor that has to be considered is whether the community already has a reasonable share of low- or moderate-income housing. Presumably a board of appeals will be on safer grounds in denying an application if the community already has low- or moderate-income housing "in excess of 10% of the housing units reported in the latest census or on sites composing 1/2% or more of the total land areas zoned for residential, commercial or industrial use."

The intent of the law is to remove obstacles to the building of low and moderate income housing.

There are some decided limitations in the law and some potential problems. For example, the law does not apply to all low- and moderate-income housing. It applies only to that fraction of the total housing supply that is "subsidized by the federal or state government under any program to assist the construction of low or middle income housing . . ." As a consequence, the private developer who wants to tap the middle-income housing market by building inexpensive apartments or a mobile home subdivision is not assisted by the law.

Perhaps the biggest problem will be in deciding what conditions make a project uneconomical. It is fashionable these days to point to zoning ordinances, building codes, and subdivision regulations as roadblocks in the provision of housing for the poor. There is no doubt that land use and building regulations at times have been used to achieve improper objectives. However, eliminating barriers created by local ordinances is clearly not sufficient, for all local development would still have to contend with high interest rates, rising labor costs, and inflated land values.

In the long run, it is probable that the importance of the law has more to do with the allocation of governmental responsibilities than with the problems of housing. Massachusetts, in confronting an important issue, has

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taken away certain prerogatives of local governments. Increasingly, it is argued that certain kinds of land-use control powers should not be in the hands of local governments, particularly the smaller ones, since their frame of reference is too narrow. If municipalities continue to be unable to define their local interests broadly enough to include a more general concept of the public interest then we suspect that many more states will follow Massachusetts in denying certain rights to local governments.

Frank Beal, Project Director
ASPO, November, 1969

Comment: This is another illustration of local governments losing power because of the inability to meet today's problems.

WHAT PRIORITIES!

The Arms Control and Disarmament Agency's annual survey of military expenditures has been released, and again the whole world shows no inclination to shift its priorities.

Global expenditures for arms have climbed to \$182 billion, 7% of the world's gross product. The sum is the equivalent of the total annual income of Latin America, South America and the Near East. It exceeds by 40% worldwide expenditures on education by all levels of government, and is more than three times the investment in public health.

The ACDA provides a translation: the average public investment worldwide for the education of children, ages 5 to 19, is \$100 a year; public outlays for health care average \$50 per person in developed countries, and only \$2 per person in less developed countries. The annual expenditure per soldier, worldwide is \$7,800.

It is abundantly clear that a significant share of the increment in real product does not contribute to the improvement of living standards. The figures speak strongest against the U.S., the most profligate of military spenders. According to the survey, 8.5%

IRA NEWSLETTER

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Wilkes College
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(\$63,283,000,000) of the American GNP went for military expenditures in 1969 — an amount which exceeds the entire GNP of Canada, of Italy, and the estimated GNP, even, of mainland China.

KINGSTON RENEWAL

The U. S. Department of Housing and Urban Development has approved a \$110,000 increase in the Federal grant for the Third Avenue Redevelopment Project in Kingston. The increase brings the Federal Project in thus far to \$1,738,810. The Luzerne County Redevelopment Authority, which is carrying out the project, reported the increase was necessary because of increased administrative costs and additional relocation payments. Kingston Borough already has contributed \$84,000 of its approximate share of \$260,000 for the project. The State will match the Borough contribution. The total cost of the project exceeds \$2,000,000.

IN THE LIBRARY...

ASSESSORS JOURNAL — International Association of Assessing Officers — A magazine developed to improve standards and developing better techniques in assessment administration.

BULLETIN OF PA. STATE SCHOOL DIRECTORS ASSOCIATION — Pennsylvania School Boards Association — A magazine quarterly concerning school board, staff, and community relations.

CALCIUM CHLORIDE INSTITUTE NEWS — Calcium Chloride Institute — A quarterly digest of current development in the field of calcium chloride usage.

THOUGHTS FOR TODAY

Everything you have — especially your freedom — was earned by someone.

Most of us don't need more freedom of speech but something to say when the opportunities arise.

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