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South Carolina Community  
Development Training Program  
1972

OFFICE OF THE GOVERNOR

FINAL REPORT, TITLE VIII, HUD

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Development Training Program  
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ABSTRACT:

Three interrelated projects in training for local government employees were completed under this project. Project One consisted of two parts, first, a series of Community Development Workshops at various locations around the State arranged by the ten sub-State district offices to get discussion between expert speakers, consultants, and professors and local government employees on topics of significance to community development, and, second, a series of Management Workshops emphasizing improvements in administrative management in the ten sub-State district offices. There were also a series of meetings and workshops on planning and directing conferences. Project Two followed up a large central Housing Workshop with a series of locally arranged training exercises aimed at a housing needs assessment, and related housing surveys. Project Three identified and provided scholarships and a summer's work experience to 20 black college students in local government offices. Some instruction in Community Development was also provided through attendance at the above workshops and participation in housing studies.



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## COMPLETION REPORT - CD71-429

### COMMUNITY DEVELOPMENT TRAINING PROJECT

The Office of Planning, Division of Administration, Governor's Office of South Carolina has completed the HUD Title VIII Community Development Training Project, CD71-429. Emphasis has been on improving management practices among local government employees affecting Community Development, upon Housing, and most significantly upon a work-study project for black college students resident in South Carolina who may thereby be encouraged to seek employment in local government agencies.

The specific training approach for the majority of the instruction was by means of workshops with the topics selected by the local government employees to be trained. Outside consultant experts and University Professors presented brief summaries of a particular topic, and invited questions from the audiences which were local government employees having an effect on Community Development. Portions of the discussion were recorded and used subsequently in other workshops and instruction of students. The Housing Workshop was an excellent example of the "umbrella approach" utilized throughout. A central presentation was made in Columbia. Employees of the local government units were then able to conduct at-home Housing Conferences subsequently. Technical assistance was provided for these local conferences.

This report summarized the total Community Development training effort according to the three designated projects. In all cases parts of each project were underway at the same time, and reinforced each other. The project evaluations which were developed during the conduct of each training effort are included in an appendix of this report

along with exhibit material which shows the content covered. The most valued end-product is represented by an in-house capacity generated in the Division of Administration, and in the ten sub-State district offices for conducting Community Development training programs utilizing local talent. This skill, of course, can only be reported. It cannot be included in the completion report.

### Project One

This project is called Planning and Management Training and is of service to public planning agencies within the State, local governments in each district and minority work study participants at the professional and sub-professional level.

Project 1-A, Planning piloted orientation workshops in the Community Development process, and provided orientation in conference leader training. This last provision was by means of both formal meetings to discuss conference organization, and by the project method whereby selected conference directors in each of the ten sub-State districts were guided through the experience of setting up conferences, identifying and obtaining speakers, promoting local government employee participation, and actually conducting and moderating conferences and workshops. This was not the first conference directing experience for most of these professionals and their staff assistants, but it was a new experience making available outside consultants and information exchange with other professional training practitioners. Discussion and evaluation sessions with other sub-State professionals faced with the same problems provided guidance not otherwise available. Extensive telephone exchange among and between the training coordinators before and after the formal sessions was also provided. An ongoing State sponsored "relationships" committee was created under the chairmanship

of the head of the Division of Administration with a working membership of the Directors of metropolitan, middle-sized city, and rural sub-State districts. A professional planner and a professor of political science as a consultant were obtained to service this committee. Most of the work of this group will be done in future years, but the start was made with the completion and updating of an extensive survey of practices and policies as these existed.

#### Conference Directing and Conference Heading Workshops

Five conference leading workshops of various lengths were held for the ten sub-State district Directors and their staff assistants for training. Each Director brought from one to four staff members depending on sub-State district office size.

Conference Leading Workshop One reviewed the project requirements and aims, stressed sub-State District office responsibilities and opportunities, and modified the actual workshops to fit the most pressing needs of sub-State districts. By this means the entire training exercise was made a participatory effort.

Conference Leading Workshop Two went into the problem of scheduling and identifying the specific professors, consultants, and professional practitioners most acceptable to potential trainees. This workshop also passed promotional suggestions from the more experienced to the novices in conference direction. Two different professional consulting companies also provided advice, counsel and tentative programs for review at this workshop. A follow-up session sometime later provided a bid from a third consultant for an entirely different two-year executive development component which could not be included this first year.



Conference Leading Workshop Three was held in two parts separated by a week spent in evaluating the points made at the first date. This session was largely a series of professional presentations made by consultants and professional trainers from the University of South Carolina, the Committee for Technical Education, and manufacturing companies. One of the consultants acted as moderator and obtained evaluation reports from the participants. A feature of the second part of this session was a review of the obstacles to effective training activities in South Carolina local government. Points made at this session resulted in the formation of the relations committee previously mentioned. The entire approach to this program has been one of actually taking actions expected to improve relationships and further Community Development rather than to write reports about the process or hold formal conferences. No "training for the sake of training" was engaged in, and few of the administrators involved even thought of themselves as trainees---although they learned new skills. In some cases workshops extended over three or four days separated by periods as long as a week to provide time to evaluate and react to material presented. Local government officials and staff employees also found it difficult to leave their jobs for extended periods, and in some cases had to report back to their governing commissioners or council members before they felt free to state a position which effectively committed their jurisdictions. These are professional administrators, and their personal opinion about some proposition has somewhat less weight than an authorized statement or a researched report. Even though the purpose was clearly one of training the responsible executive now felt constrained to contain public expressions. Elected officials with whom the full-time employees were associated are in most South Carolina communities only as part-time officials,

paid accordingly, and have full-time law practices or business duties which delay attention to such training matters. In these circumstances the usual three day "convention" is not the most effective training delivery system.

Conference Leading Workshop Four was held in Greenville in collaboration with the annual meeting of the South Carolina Society of Training Directors at the instigation of last year's president of that association chapter. Those who attended were given a new view of the training profession. Several of the speakers and many of the exhibitors took note of the sub-State districts, newly designated as Councils of Governments, as responsible agents for local government training. There has been follow-up among the training coordinators and several are seeking professional identification.

Conference Leading Workshop Five was essentially an evaluation session held near the end of the project year to determine recommendations for Community Development training activities for following years. The theme was: What did we do right; what did we do wrong? An important part of this workshop was input regarding the priorities which might be assigned, and the monies needed to carry out the program. Details from this evaluation session will be incorporated into the Community Development training project in future years. Special attention will have to be given to the separate training and development needs of the several levels of government employees. Such a conclusion is in line with the stated need for this project which stressed that the newly emerged ten sub-State districts, which are local government, require the assumption of leadership by the State Government. The South Carolina General Assembly has authorized these ten sub-State districts and then constituted them as Councils of Governments authorized to provide public services denied by the Constitution of 1895 to South Carolina counties.

The true mission and responsibility, as well as effective financial support, are now being worked out by municipalities, counties, and State agencies.

### Community Development Workshops

Project 1-A was also the vehicle for a series of two and three day Community Development workshops held in various parts of the State through the cooperation of groups of adjoining sub-State districts. Community Development Workshop One was held in Columbia (as was the last) and both set the format and provided training materials for use in subsequent programs. These subsequent sessions were both formal workshops and local Community Development process committee meetings held in the ten sub-State districts to report back to the sponsoring C.O.G.'s ideas of importance to local governments. Only a partial answer was reached in developing a training delivery system which could reach both full-time and part-time government officials. Many of those who have an effect on a local community's development efforts, either pro or con, are not government employees but private businessmen and non-office-holding community leaders. A special effort must be made to get these "power brokers" to cooperate in the community development process and play constructive roles.

The program for this workshop is given in the appendix. The format was a welcome from two of the sponsoring sub-State districts followed by an explanation of the informal workshop procedure by a professional consultant moderator. Two college professors provided an over-view of the roles and responsibilities of the participants in the Community Development process. An eminent practitioner reported case studies of the impact of specific public investments on the communities he serves. The afternoon saw three consultants and the Deputy Director of the Atlanta Regional Office, HEW

presenting the changing community scene in South Carolina. The evening program included the auditing of recordings and previews of training films available for potential use, arranged for the specialists.

The second day shifted over specifically to the impact of Community Development in South Carolina by means of more case study reports by a leading industrial development specialist. The demographic base and statistical profile of South Carolina was sketched, with special attention to the undesirability of population growth as reported by the Commission on Population Growth and the American Future. Attention was given to the marshalling of the resources necessary for Community Development by means of a series of field case study reports by the head of a leading graduate planning school. The final presentation dealt with the planning aspects of the S.C. LEAP by the Director. Throughout, the informal workshop design was retained and speakers exchanged questions with the other participants. Much of the best material was produced by those attending as they shared community development experiences.

Community Development Workshop Two followed much the same pattern, but added some more local applications and utilized small discussion groups reporting back to the main assembly. Audience participation was also encouraged by small group process methods as a means of overcoming a stiffness generated by the very oversized auditorium in which the main meeting was held. The main additions were addresses given by the Chairman of the Greenville Development Board on the impact of industrial growth on the community, and a specific case problem worked out in Laurens County by a staff planner employed by one of the co-sponsoring sub-State districts. These Districts were the Appalachian Council, the Catawba Council and the Upper

Savannah Council, although there was also participation from the Lower Savannah Council and the Central Midlands Council. This report involved the cooperative activities of six water supply agencies at very different levels of government in providing the future water supply needs of most of the residents in a multi-county area of South Carolina. A special feature of this Community Development Workshop was an evaluation review held the day following the public meeting with the coordinators from the several sub-State districts. Special attention was given to ways in which attendance of local government employees might be encouraged, and to training delivery systems which would increase participation. Content was also reviewed for possible subsequent modification to make the training more useful to local governments.

Community Development Workshop Three was held in Charleston under coordination supplied by employees of the Charleston County Planning Board. The overlap with the Berkley-Charleston-Dorchester sub-State Planning and Development Council of Governments is acknowledged. Co-hosts were the Santee-Wateree Regional Planning Council and the Lowcountry Regional Planning Council. There were also participants from the Waccamaw Regional Planning Council at Georgetown. Although somewhat different speakers and arrangements were used, the main additions at Charleston recognized local problems, such as the county-wide Charleston school district, and a greater coastal interest in the recreation, retirement, and tourism industry. The school interests were presented by a Division Director of the Charleston school district and by a Charleston City Alderman. The recreation input was provided by a Deputy Director of the South Carolina Parks, Recreation, and Tourism Division. Additional industrial input was provided by film reports from the Public Relations Department of the Sea Pines Plantation



Company of Hilton Head Island. The Federal position on Community Development at this workshop was represented by a spokesman for the Coastal Plains Commission from Washington, D. C., since this region of the State is within the Coastal Plains.

Community Development Workshop Four again met at a TEC, the Georgetown-Horry Center between Conway and Myrtle Beach under the hosting of the Waccamaw Council in Georgetown, but with the active support of the PeeDee Council and Santee-Wateree Council as well as technical assistance from the South Carolina Appalachian Council in Greenville. The program as shown in the appendix again featured the political science professors showing how the Community Development process operates and highlighting the restructuring of local governments to reach community selected goals. The Lt. Governor of South Carolina presented the State's position on Community development and the Deputy Director of the HUD area office in Columbia presented the Federal position as well as giving a brief outline of the reorganization plan of the Executive Branch of the Federal Government and locating the several community development activities in that plan, should it be authorized by Congress.

South Carolina social, economic, and demographic trends were again discussed as were a variety of case problems by practitioners and consultants. The evening activity in this workshop stressed the educational with emphasis on the relationship of two levels of education -- technical and university branch campus -- sharing adjacent grounds. A special presentation was made by the chairman of the Horry County Planning Commission on the "golf industry" as a part of recreational promotion, and attendees from distant points urged to get in on this income generator. Other industrial development methods were stressed by the Associate Director for Community Development of the State

Development Board who is responsible for helping communities overcome recognized barriers to industrial plant location. Examples were given from Greenville County of successful public investment and these examples were related to the area problems and opportunities of the specific area conducting the workshops.

This Community Development Workshop was also followed by an evaluation discussion among the coordinators, district directors, professors, and consultants. Not only this specific workshop, but all of the preceding three were included in the evaluation. The consultants also prepared written statements which were submitted subsequently. Taken as a whole these evaluation efforts involving participants, speakers, coordinators, educators, and consultants will form the basis of future modifications of the five year plan for Community Development training efforts in South Carolina. It might be noted in passing that the evaluations were generally favorable, although there was negative criticism usually based on a desire for objectives not within the scope of this project. Many of the training needs would, if corrected, contribute to improvement in local government, intergovernmental relations, and even community development especially at the lowest participatory levels, but they have not yet been added to this approved project.

Community Development Workshop Five was held in Greenville in collaboration with the Soil Conservation Service and the Clemson Rural Development Extension activity. Representatives of four of the sub-State districts attended. Although the rural community was emphasized it was stressed that we were not talking about farms, but about the towns in predominately rural South Carolina, and the town services they had to provide for the enlarged community surrounding them. Participants in addition

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to local government employees included State and Federal employees who have an effect on community development. The land use planning aspects formed the base of this workshop.

Economic and social as well as demographic profiles were sketched by university instructors and consulting economists. The transition of South Carolina in the last 15 to 20 years from a predominately hand-labor agricultural economy with a single industry (textiles) domination to the present emerging diversified industrial-and-distribution-based economy was presented. Some of the problems this change in employment has generated were identified. The future trends in employment, especially the effects of mechanized "factory farms" and increased emphasis on livestock were presented as these are expected to change the rural and small town development process. Several different development oriented offices presented their own philosophy and in the process of answering questions from the participants and from each other established the basis of future cooperation.

Two of the professional planners present outlined the steps considered desirable and necessary to produce a comprehensive plan -- really an interrelated set of plans for land use, transportation, housing, water and sewer plans, zoning, etc. -- which will provide the integrated procedures required to reach the community determined goals. The participants were about equally divided between those from the planning profession to whom this material was "old stuff" and government officials to whom some of the aspects were new. The recent emphasis on "consumer input" into community planning was a strange consideration to many. Everyone seemed to accept the necessity of a public hearing on any plan before it could be put into effect, but the idea that the

public should have an effective voice even at the earliest stages seemed wrong to some professionals. These trained people justifiably held that many plans were applications of known scientific technology from geology, engineering, etc., and not amenable to layman input. Discussion established that there was a place for the layman in setting goals, fixing priorities, and differentiating among expenditure choices. Then the scientific aspects could be carried through just as professionally as possible. Finally the draft reports could be reviewed by layman not for the purpose of changing the data, but for interpreting the significance in the light of community goals. All research workers know that scientific results are not all black or white, but most often shades of gray with room for qualifications and professional judgment. What was stressed in this workshop was that the public has as much right to exercise that judgment as those who collect the data, and often are equally qualified to make an intelligent interpretation or choice among goals.

A final workshop feature was a rather detailed description of what some of the interested agencies and professionals do. The newly authorized C.O.G.'s, based on the ten sub-State districts, gave especially detailed reports of their responsibilities and functions. It soon became apparent in this discussion that even those who considered themselves well informed about South Carolina service agencies had much to learn about the full ramifications. It may be fairly stated that no participant already knew everything that was discussed at this workshop although participants did vary greatly in the amounts they knew about the others engaged in influencing community development.

Community Development Workshop Six was a replication of the Greenville effort in Harbison Forest, the Forestry Department Headquarters, near Columbia. There were



six sub-State districts involved and a number of consultants, professional planners, and agency personnel. A special feature was the presentation of a slide-show prepared by the State Planning and Grants Community Services Office. The entire concept of Community Development can be matched up with comprehensive planning, but not every planning office will produce comprehensive plans. This workshop also had the support of the local A.I.P. chapter whose president capsulated the entire session in a wrap-up review. The three major contributors to Community Development were viewed at the federal government agencies, the State of South Carolina represented by its several agencies, and the local government. This last consists primarily of counties, municipalities, and combinations of the foregoing as represented in councils of government. Private individuals such as businessmen, subdivision developers, and consultants may be viewed as working through one of the local government levels. Citizen interest groups, sometimes referred to as "pressure groups" also impact on a local level, although they may also attempt to influence federal or State agencies. Some of the activist groups are viewed by most people as disruptive influences, not as a force in Community Development. Some sociological philosophers redefine the terms of the discussion to make "development" mean "participation" and hold that a community is developing when there is a great deal of "grass roots" interest. Most of the fifty urban professions, however, hold that the type of community we are dealing with has political boundaries -- such as city limits, or county lines. The dwellers within those boundary lines have objectives or goals, expressed with various degrees of clarity, and several levels of acceptance. At one extreme the people accept what the elected officials want to do with no understanding. At the other extreme every issue is fully discussed

and voted on for acceptance, at least by the majority of those voting. Non-voters and those out-voted accept the goals simply by remaining within the boundaries. The discussion at this workshop was extensive, but no effort was made to get agreement.

Community Development Workshop Seven was a symposium in local government directed by the Bureau of Governmental Research and Services, Department of Political Science, University of South Carolina utilizing Title I, Higher Education Act of 1965 funds to cover the major costs of its portion of the workshop. The subtitle was "Strategy for the Seventies -- Perspectives, Problems, Solutions." This three day program was broken into three phases, although all three were overlapping. First, a political science professor took a long-range look ahead at the year 2000 political scene. Then the Creative Director of the Advisory Council on Intergovernmental Relations reviewed some of the present problems of local governments and the half-truths which have been offered as panaceas. The nitty-gritty was offered by two local government managers, both of whom sounded a call for needed changes. Assigned discussants reviewed these presentations and questions from the audience were discussed.

The Governor of South Carolina briefly stated some of the main problems of local government in South Carolina as well as reviewing current legislation apt to have an impact upon local government. The mission of municipal and county officials was stated as providing services to local people. The role of the ten sub-State districts created by a former Governor and authenticated as Councils of Government by the General Assembly last year was emphasized. Possible effects of revenue sharing on local governments was suggested.

The second phase, although titled "Problems" actually was a series of reports of actions taken to reduce problems. One example was of a former agricultural county caught in the path of urbanization flowing out from a large city. Another was of the funding methods used by a South Carolina county. The head of one of the ten sub-State districts highlighted the advantages to be expected from comprehensive planning if it is used, and the worthlessness of plans which do not "get off the shelf." A political science professor reviewed some of the alternative structures possible in South Carolina, and some of the barriers to effective functioning found in the South Carolina constitution. Discussants reviewed these presentations and helped the audience raise questions for further discussion.

In phase three additional attention was given to possible solutions, although along the way some additional problems were also raised. The starting point was integrated planning, programming, budgeting as a tool for decision making. A national consultant outlined briefly some of the provisions of the Revenue Sharing bill now before the Congress, stressing that the monies to come were much too small to make crossroad towns effective, and deploring that there seem to be no incentives to lead local governments to do a better job. Not all of the questions about revenue sharing could be answered, because it is likely that a complex set of administrative regulations will be developed, but one very serious point was made. This was the accumulative nature of commitments made one year which carry over to other years. Revenue sharing money will not increase year-to-year, so that discretionary action is a one-shot thing, and within three years a local government may find itself all bound up with prior decisions.

The discussants on this panel passed over the PPBS suggestion, but made many points about revenue sharing. Questions from the audience and summary recommendations from the several small discussion groups made it clear that many of the participants had a faulty idea of what revenue sharing is all about. The amounts of freedom and total funds to be allocated to small units of local government were both over estimated by many. The necessity of making an application for funds seemed to be unnoticed by many local officials. The more limited list of priorities, as separated from the wide range of categorical grants had not been noticed, or if noticed was not understood.

The final presentations in the "solutions" phase of the symposium included a defense of training programs for elected and appointed officials as well as other employees of both levels of local government made by the professor who has conducted more such training courses than any other instructor in South Carolina. The main audience objection was concerned with the lack of time available to attend such training programs. The comparatively light attendance at the current symposium was used as evidence.

A successful local industrial leader made a presentation dealing with the outlook and potential for cooperation between government at various levels and industry. This manager has expanded a "garage industry" into a six plant complex which has contributed greatly to the development of the communities in which these plants are located. He was grateful for the aid given him by local government in his expansion.

The final panel of discussants included a representative of the Division of Administration of the Governor's Office, the State Director of Personnel Services, and a Senior Vice President of a consulting company who has conducted training for professionals.

The most impressive part of this discussion was the almost complete agreement on the need for more education and training. The several speakers and discussants disagreed on the exact means for providing such training, but there was some support for developing a noninstitutional school which could pilot needed programs. After the experimental efforts had proven successful the program could be turned over to regular State agencies or to educational institutions.

A small group approach directed by an experienced professor of political science was held as a wrap-up session. Several small groups were asked to identify the chief difficulties that might be expected to interfere with putting the suggestions made at this local government symposium into effect "back home." After a preliminary report was verbalized, the small groups were combined into three final summary groups. The main point made was the need for money for expertise, and for changes in the control of local government. Action by the General Assembly of South Carolina was indicated as well as changes in the South Carolina constitution. No final resolution to the difficulty was reached, but the participants expressed themselves as pleased to have had this opportunity to talk-out their understanding. There was an appeal for more such meetings.

#### Management Workshops

The second part of this, Project I-B, was a series of Management Workshops held specifically for the local government employees of the ten sub-State districts. These two day workshops were on topics selected by the ten directors and their staff assistants. The stated objective is to strengthen the management capabilities of the district organizations by bringing the experience of successful administrators to comparison. The



level of sophistication in the several districts is such that the older and more skillful have a great deal to offer the newer and smaller. Advantage was taken of this to identify the directors and staff-members with skills as a part of the instructional staff whenever possible. In almost every session almost every director was both student and "resource person" at different times. The workshop format was especially fitted for such useful interchange.

Management Workshop One was held in Columbia on the topic of Community Relations and Communications since this was the topic selected by participants for first priority. This treatment involved not only the out-flow of information from the sub-State district office, but citizen participation and information mechanisms for in-flow to those offices. The area wide office has communications responsibilities to other governmental agencies as well as to the public.

A highly respected member of the legislature of South Carolina, who also holds a commission on the largest and most active Council of Governments in the State, made the kick-off address. He emphasized that the most pressing problem of all units of local government including the C.O.G.'s is to communicate effectively with their legislative delegation. This is especially true since historically in South Carolina the counties have been operated by the legislative delegation. Even in the half dozen which now have a county council type of legal identification the delegation exercises control since county authority is so limited and almost all of the county operating funds come to the county as a "kick-back" from the State controlled by the General Assembly. Even those counties which have a county budget still operate much as they did three to

five years ago (before reapportionment) when financing was handled by means of a legislated "supply bill."

A leading local communications consultant stressed the importance of press relations, and local radio station news supply. Low cost, easily operated, electronic equipment was demonstrated. Some of the ways in which tape recording can be used to improve administrative management, time scheduling and utilization, and communication among and between levels were shown. Discussion showed some of the newer directors how the older and more extensively staffed offices were utilizing such devices.

A professional information officer reviewed the nature of press relations and highlighted a consistent public information policy in the light of certain pending legislation dealing with freedom of information in the operation of public bodies in South Carolina. This legislation has been passed since that time and those workshop attendants who took remedial action now find themselves more able to serve the affected local government units. The topic and example treated here was a logical carry over to a subsequent workshop session directed by the public information officer of the Division of Administration.

The public relations manager of a leading utility in South Carolina appeared before the workshop to explain his function. He also stressed the intentional development of public contacts by an executive such as the sub-State district directors. This is a good example of the training delivery plan to have administrators of other area-wide multi-purpose organizations expose their successful operating procedures. Factual lectures may contain more information, but case examples of things that work make a stronger impression.

One of the information sources available to the ten sub-State districts is the University system in South Carolina. From time to time representatives of higher education were included on the workshop agenda. This time information was given by the director of the Bureau of Business and Economic Research of the University of South Carolina. Recent studies, information series, and regularly circulated publications were explained. Much of this information is used in the preparation of economic development plans. At a later session similar publications and available information was reviewed by Clemson University, Department of Agricultural Economics. Another session described the output of the Bureau of Research and Information of the State Budget and Control Board. All of this background source information should be a part of the working information possessed by a C.O.G. head.

The Assistant to the Governor for Human Resource Development made a presentation on the topic of minority group manpower problems in South Carolina. The Governor has pledged a color blind administration and is taking steps to increase the numbers of minority group employees in all units of government. The extension to local government of the provisions of the fair labor standards act against discrimination on the basis of race, religion, national origin or sex long in force in private industry will create manning problems for local government. When charges are brought against an employer the courts have held that affirmative action must be taken to hire minorities first and then train later. This is an acknowledged conflict with merit system requirements that the best qualified be given first choice in government employment, but is defended on the basis that few minority people have trained for a type of employment that has been denied to them previously. The concluding statement was an appeal for patience and

a defense of gradualism in seeking to redress what has been blatant discrimination. Positive action has been taken by several of the sub-State district offices in an effort to overcome discrimination.

A group dynamist who is already working with several units in the Division of Administration was present all through this workshop and at the end gave an appreciation of the discussion interaction observed. Close tie-in with other action agencies was urged. The responsibilities of a service office to carry its message to the people instead of just sitting back and waiting for service requests was stated. In reply the directors indicated that by and large they were a step removed from the people inasmuch as they served units of government rather than voters directly. The dynamics of the relationships of the independent elected officials who make up the Councils of Governments was discussed.

The concluding portion of this workshop was spent on discussing some of the public information and communications results already achieved by district public relations staff members and the new information centralized services of the Division of Administration. Press relations were over-emphasized because of the press backgrounds of some of the participants, but other media came in for their share of discussion. The need for cleaning up any "hidden agendums" in the district before mounting a full fledged public relations effort was mentioned. A potential conflict between political interests at all levels and freedom of operating information occupied some discussion time. The evaluation discussion on this workshop contained the complaint that it had been too full and attempted to keep the participants working

beyond their capacity to take part. As a result subsequent workshops attempted a lighter discussion load. The informal approach with plenty of question and answer time was retained.

Management Workshop Two was devoted to Fiscal and Administrative Management problems. The major in-put was from the fiscal people in the ten sub-State Districts, although the directors also took an active part and debated the A-87 question quite extensively. The expertise of three staff members from Price-Waterhouse Company was focused on the specific problems of local governments. All of the top accounting people in the Division of Administration also made presentations during the workshop, and also set up "open-office" conferences for the bookkeepers with specific questions. Much of the value of this workshop was in the interchange of office practice experiences among persons holding similar jobs. The older and larger offices were very helpful in passing along solutions they had developed to common problems.

The introduction to this session considered the inter-relationships between:

1. The record keeping problem
2. Office operating procedures for administrative purposes
3. Budgeting techniques:
  - a. For agency operation
  - b. For contract letting
  - c. For grant applications
4. More sophisticated fiscal management practice

These are real distinctions, but the differences were not really understood by the participants. Each speaker who followed tried to clarify these relationships. Among

these were the political science professor who has coordinated most of the short courses given for Clerk-Treasurers by the Municipal Association of South Carolina, and the head bookkeepers of the main grant contractors. Most of the second day of this workshop was devoted to a brief review of the Administrative Policy Manual and the Card of Accounts used by the largest C.O.G. among the ten in South Carolina. This was a preliminary to the more complete treatment planned for the subsequent Management Workshop.

Management Workshop Three had as its area of concentration Administrative Policy, Planning, and Personnel. The meeting started with a greeting from the Governor, and an outline of the Administration's main objectives and priorities for the immediate future. It is hoped that the State and the ten sub-State Districts can coordinate priorities so that as many planning activities as possible can be in harmony. Since the districts operate as regional A-95 clearinghouses, and the Governor's Office is the State A-95 clearinghouse some degree of coordination is essential, especially at the preliminary stages of grant application.

Another feature of this workshop was the review of a questionnaire circulated earlier. The results of this questionnaire were assembled so as to indicate the range of administrative and personnel practices reported in force in the ten sub-State districts. Also considered in this comparison was a correlation of the provisions of the several Administrative Manuals and Employee Handbooks in use in different locations. These compilations were made by the planner assigned to the coordination committee mentioned earlier.

The Community and Resource Development program of the Cooperative Extension Service of Clemson University and the United States Department of Agriculture also

made a presentation and explained the community development effort made in rural counties and extended to rural related communities. These are almost all of South Carolina. The program areas of interest are listed as:

- Solid Waste Disposal
- Water and Sewerage Systems
- Recreation Facilities
- Health Services
- Education and Training Sessions
- Environmental Protection
- Land Use Planning
- Community Beautification
- Law Enforcement
- Fire Protection

The full explanation of this extension program which was distributed is shown in the appendix. Full-time assistance has been provided in three of the sub-State districts, and part-time service from the program director and the county extension agents is provided in every county of South Carolina. An effort is made to attend all Council meetings, conferences on Housing and Community Development, and public hearings on topics of interest. As a result of this workshop additional cooperation has developed between the extension service and the ten sub-State districts.

Experienced consultants in the field of governmental operation explained the contrasts between effective administration as found in some locations and the practices in many local units in South Carolina. These consultants also presented the results of

evaluation efforts made in the field and by questionnaire of the operation of the offices maintained by the ten sub-State districts. The list of legal, legislative, State agency practices and monetary limitations on the more effective operations of these offices identified by this consultant were the subject of quite animated discussion. Several of the directors added to the list of barriers and commented on the seriousness of those discussed.

In the personnel area presentations were made by agency personnel directors from the State Personnel Department and the State Committee for Technical Education, which with thirteen TEC centers, two university branches, four trade schools, and three comprehensive manpower centers has extensive experience in decentralized personnel operation. One of the Department of Education consultants also made a presentation on the use of closed circuit ETV in training, including a demonstration of portable equipment. One of the private consultants to the Educational Television Network of South Carolina provided a commentary on the contrasts between broadcastable television film preparation and closed circuit training film. If these facilities are more fully used in future C.O.G. training efforts technical broadcasting assistance will have to be obtained by the C.O.G.'s and probably will be provided centrally by a State agency.

Management Workshop Four returned to the theme of fiscal management with emphasis upon the future burden on the C.O.G.'s of potential revenue sharing legislation. The first treatment was made by a team of university professors and Division of Administration staff personnel. The essence of this presentation is shown in the appendix, along with other pass-out material from the workshops. A follow-up review of revenue sharing was made at this workshop by a national accounting and consulting company.



An additional viewpoint was provided at the last Community Development Workshop by a third national consultant. The need for advance planning on the utilization of revenue sharing funds according to established State and federal priorities were established. Most of the ten C.O.G.'s have already taken some action in preparing for the expected requirements. Ernst & Ernst offered advice and aid at this workshop.

Two other topics of immediate interest were included in this workshop. The Division of Administration, Office of Planning, described the grants control accounting system developed by this division. Inasmuch as grants project supervision will be decentralized during the coming fiscal year, with the Office of Planning retaining only Administrative responsibility and supervision, it will be necessary for the sub-State districts to develop control procedures of their own. This discussion attempted to indicate what parts of the Division of Administration grants control system might be useful to the ten sub-State district offices. This was an introduction only and several follow-up conferences have been held to establish the pattern for responsibility transfer. The training involved in these conferences was not considered a part of the Title VIII project although it was an obvious continuation of the process.

The third area of emphasis was the functioning of a unit of local government, in its election of officials, selection of expert assistance, and utilization of State assistance. The election response to pressure groups was shown by means of a simulation developed by Clemson University, Department of Agricultural Economics. By playing the roles of actual electors and public officials the participants were able to see the local democratic process in action, and perhaps to understand why not all the "best plans" presented to such officials are put into immediate effect.

A supervisor of government services from a national accounting and government administration firm outlined the considerations in choosing and using consultants for improvements in local operations. The many facets besides cost were fully explored. Participant questions brought out the conflict between the accounting profession's refusal to quote a price for auditing and other services (part of national professional policy), the federal grant agency insistence upon an independent audit as well as a grant performance audit, and the local governments normal budgeting and account commitment procedures. This is a particular burden on more rural units who do not have experienced auditors with governmental expertise available.

Significant potential changes in the accounting and auditing requirements in connection with grant and assistance programs were presented by the National Director of Government Services for a leading accounting company experienced in this field. In the South Carolina setting representatives of the offices in charge of housing assistance and the Emergency Employment Act indicated proper procedures and pending funds available. A progress report was given on a grant request which is being developed to provide accounting system help to local governments and the part which the sub-State districts will play in supervising such accounting help. The way in which staff assistance on problems of housing in the ten sub-State district offices was also described. Many of the related operating costs for employees provided for staff use under the Emergency Employment Act and under the Intergovernmental Personnel Act have proven beyond the capacity of local governments and therefore are not presently utilized. Expansion without more money for operating costs seems unlikely.

Management Workshop Five was a series of meetings held in various locations. The topic was minority employment. The third project of the Title VIII contract was used as an example of how black students could be given scholarships and employment in government offices. Entirely apart from the Title VIII training effort (and separately financed) a related but independent HUD 701 request was developed to provide work-study opportunities to graduate students in South Carolina colleges and employment in eligible State agencies. The Title VIII workshop discussed here applied to undergraduate black students, and employment was in the ten sub-State district offices. This project is reported later in this completion report, but these Management meetings were with the placement officials and deans of South Carolina colleges, with leaders of the black community, and with the ten sub-State directors and Commissioners for the purpose of laying the groundwork for both projects. There was a very real communications gap which needed to be bridged, and a considerable time bind since the students were attending college at the time. Many of the understandings developed were useful to the second independent grant, but they were primarily undertaken to make possible the employment of undergraduate black students without specific training for local government jobs. Perhaps the greatest advantage of the workshop approach was that the directors of the sub-State districts were given material and approaches to use in clearing with their supervising Commissioners regarding this minority employment. By the nature of the local government identity of the Councils of Government in South Carolina no director is entirely free in personnel matters, and none have funds for supporting services nor the right to undertake specific projects except as approved by the Council meeting, usually once a month.

Management Workshop Six was an orientation session held after the twenty undergraduate students had been selected for the work-study program. Participants in addition to the "interns" themselves were the local agency supervisors, the college officials, and some "learning experts." The program was based mainly on the Urban Action: Planning for Change course published by Ginn and Company. This course was created by C. Richard Hatch Associates and is intended to occupy a full school semester. Since it was developed in the New York City schools and the slides photographed in New York and Philadelphia considerable adaptation was necessary to make it fit South Carolina conditions. This required expert attention to slide photography and sound cassette preparation. Phonograph records as part of the original were also used.

The six units of the Urban Action course following an introduction orienting students in the purposes of community planning, are:

- Unit 1: Cities: purposes, problems, and planning.
- Unit 2: Who lives and works in the City? Why?
- Unit 3: The art and culture of the neighborhood.
- Unit 4: What makes up a neighborhood?
- Unit 5: Designs for ideal communities.
- Unit 6: Making a plan for change.

The edited version used in this workshop took portions from all six units, but did not cover all of the subject matter. Slide films were used as the basis of the discussion on the following topics:

- FS 1: People and Cities

- FS 2: The Triangle Makes a Plan
- FS 3: How One American City Grew
- FS 5: How Planners Make Maps
- FS 7: "Utopia"
- FS 8: Communitas: Three Ways of Life
- FS 9: "Urban Design"

This discussion also covered the added South Carolina local problem slides and a review of the sound-slide show prepared by the old State Planning and Grants Division.

The final portion of the orientation session was devoted to reports from the work-study students on their summer work assignments. Each one described their project and gave a status report. There was also exchange and discussion by other students and staff about these projects, the relation to the district office staff, and any problems which had been encountered. Considering the diversity of background of the students there was a real grasp of the nature of planning and the ways in which even one person can make a difference. Brief statements from Office of Planning staff members completed this workshop. There was real interest in more such meetings among the students.

Management Workshop Seven was a special pair of meetings for the ten district directors held in connection with the public workshop on Housing to be described below. The purpose was to elicit commitments to improving housing all over the State, and by a meeting with a resource person arranged by the C.O.G. directors themselves. This

meeting with a Washington based consultant, formerly a USC professor of political science, was intended to alert the ten sub-State district directors to pending changes in federal operations which might affect them. The major support of the district offices is by way of federal grants, mostly of a categorical nature. A number of administrative regulations and new laws will cause changes which the good manager wants to consider in advance. Not all of the interests of the local governments are exactly the same as the interests of state government and in much recent federal dealing the effort has been to relate federally more directly to one or the other interest group. Topics in this area were those discussed at this workshop.

The special housing interests of the C.O.G.'s fall mostly in the areas of federal support and State regulations on local housing and zoning codes. The two main federal influences are those from the Farmers' Home Administration and those from the Department of Housing and Urban Development. The passage of new State legislation such as an act permitting mobile homes to be inspected at the manufacturing site rather than where they may be placed on a foundation is an example of the second type. This special housing Management Workshop permitted the C.O.G. directors to spend time with State, HUD, and FHA officials to ask questions about how the ten sub-State district offices fitted into the agency operating plans. Not all of the questions nor all of the answers could be as useful if restricted to a public meeting. One of the unstated purposes of all of these Management Workshops was to improve relationships between the State agencies and the ten sub-State district directors and regional staffs. Another was to build a capacity in-house in each of the ten districts to hold effective training delivery meetings. These ends were served by this workshop.

## Project Two

The second project dealt with housing and was aimed at aiding the ten sub-State districts in dealing with housing problems within their local area. The survey of housing needs on a local basis is the starting point, but more important is "doing something about it." There is a feeling at the grass roots level that housing needs have been studied to death, but very few housing units have been provided. Indeed the people living in poor housing may refuse to talk to another survey team simply because the last three or four appear to have done nothing for them, or at least in the group experience have forced them to move one or more times so that submarginal housing could be destroyed, without providing better housing for the families relocated. The complaint that urban renewal is bulldozing down the homes of the poor is well known.

The specific demand for a survey of housing needs of a specific type differs greatly from district to district. One variable is the type of "housing element" required by the 701 project the local office is working under. Another is the availability of housing needs studies already prepared or in the process of being prepared by outside consultants or university experts. One important variable is the differing availability of local staff expertise in the housing area, and almost conversely the interest of the Council itself in the areas' housing problem. In the face of these differing interests, needs, abilities, and staff among the ten sub-State districts it would be impractical to try to do the same housing needs survey in each. In addition, all ten sub-State districts have just taken part in "project breakthrough" for the Housing Coordinator, Division of Administration. This breakthrough project was not

assisted by Title VIII funds. It was under the HUD Operation Breakthrough program and concentrated mainly on subsidized housing such as the "235 housing" program. Private builders were brought into the program with regard to capacity to deliver. Needs for specific types and varieties of housing in terms of financing potential were also included. The ten sub-State district offices acted as the collecting point for this area data in each case and forwarded it to the Housing Coordinator to prepare a consolidated report. Most consider they have thus surveyed the housing needs of their area.

The pattern adopted to deliver this batch of training was to hold a three-day Housing Workshop in Columbia with representatives of federal and State agencies, and private housing resource people in order to provide wherewithal knowledge for a local follow-up conference. Each of the ten sub-State districts then held a housing exercise back home in the local C.O.G. area. Each effort was different, but was tailored to the specific local needs. Varying amount of Title VIII support was given to these local efforts, which ranged all the way from a one-day reporting conference to local Council members to a four month long field survey of housing needs by intern teams under the direction of professional planners.

The local reports were assisted by recordings of the main portions of the Columbia Housing Workshop which could be utilized by local Council members. This "recorded proceedings" aspect of the Title VIII program was a new application for the supervising agency as well as the field offices and considerable electronic technology and tape-teaching expertise had to be developed. At this point a much better utilization of pre-existing equipment and expertise at the University of South Carolina, Audio-Visual Department and the Technical Education Production Center could be made, but by trial



and error a local reporting capacity was "invented" and has been used.

Work-study students supported by Title VIII scholarships have been teamed with housing survey groups consisting of local volunteers, C.O.G. professional staff, planning school interns supported by Emergency Employment Act funds, and professionals partly supported from Intergovernmental Personnel Act, Title IV funds to conduct housing surveys in the local situation. Only progress reports can be evaluated at this point, since the present surveys are still underway. In addition housing consultants and university professors were sent to each district and have evaluated the housing program efforts they found. These evaluations are not for the purpose of condemning the efforts (or lack of efforts) in any sub-State district since no effort paid for has not been delivered, but rather to gather information which can be the basis of future programs. One program for which funds are being sought will place a housing staff member in the field office of each sub-State district paid for from EEA funds to peak local housing effort. It seems entirely likely that a training program to coordinate the efforts of these local housing experts will be needed. The expert consultant provided to the districts helped convince the local people that local action was required and could be profitable to the local Council. The project had anticipated greater acceptance than was experienced.

The Housing Workshop in Columbia was arranged by the planning chief and housing coordinator of one of the ten sub-State districts. The program included presentations by the Area Office in Columbia of Housing and Urban Development. New HUD programs and the working relationships possible were reviewed. The use of "701" planning assistance funds in community development was outlined by the program management staff and the planning and relocation staff. A review of programs was offered and

audience questions were answered.

Similar information especially oriented to the rural areas was offered by the Chief, Rural Housing, of the Farmers Home Administration. The expanded range of assistance to non-farm housing in rural locations was clarified. The working relationships with regional planners was stated. Opportunity for protest from planners who complained that FHA does not recognize existing housing development plans and often appears to violate sound practice was given. Indications of pending changes and reforms were promised.

The private sector of housing and some of the achievements made by a local housing foundation for the rehabilitation of substandard housing under local private business rounded out the program. Work in the provision of housing for low income families by a private foundation was described. The ways in which other locations around the State could enlist the interest of the private sector in setting up similar foundations was suggested by way of a review of "how Greenville did it." Audience comment also provided a good deal of private sector information about action being taken, especially under the subsidized housing programs.

A feature of the public program was a "visual" jointly presented by two Clemson University professors who reported on the surface-bonding construction method demonstrated for low-cost housing by Clemson, and on the type of housing needs and solutions developed in the housing distribution model for the Appalachian Council of Governments. This survey followed the design of the Miami Valley Housing study and was made by students in the Clemson University planning school. Those interested, especially the ten sub-State district directors were put on a mailing list to receive copies of the completed

report when it became available. The nature of the participants in this workshop made it inevitable that much of the discussion time was taken up with questions about surface bonding. Private builders did not seem to believe it could be used to build the small apartment house structures shown, and did not easily accept the cost reports which are much lower than any other method. Since the Clemson pilot project report has been out almost two years this lack of information is surprising among people interested enough in low cost housing to attend a Housing Workshop.

The special small group sessions held on the third day of this workshop have been described elsewhere. One for those who would conduct replica meetings back home are described in the first portion of this report. Those held for the directors alone are discussed just before this section. In addition evaluation sessions of the housing specialists were held subsequently. These men felt that a greatly expanded program should be offered in subsequent years.

The final feature of the Housing Workshop was a day-after report by the State Housing Authority on its funding according to the enabling legislation which created this service agency. All of the counties of South Carolina which do not have county housing commissions can now do business through this State agency, but only a selected demonstration area in the lower part of the State is initially activated. The State Housing Authority has endeavored to establish a working relationship with the regional planning agencies, but has been handicapped by lack of funds and therefore lack of staff. Now future relationships will be regularized. Special efforts will be made to assist private sector builders attempting to meet the housing needs of the poor.

### Project Three

This project is different. It has involved finding summer work assignments for 21 black college students in the ten sub-State districts. It has involved obtaining approval of the ten Councils of Governments to place black students in these jobs. It has involved identifying the placement agencies and referral sources most apt to provide job applicants. It has involved selecting applicants, referring them for interviews, processing scholarship papers, and greeting the scholarship winners. It has involved orienting the students to their new employment status. It has involved establishing a scholarship payment system and communication routine. Finally, it has involved developing a "study component" in keeping with the original project proposal. The project has been completed. A total of 21 black men and women students have started a summer's employment in local government offices. Most of them have attended some of the Community Development Workshops. Selected portions of other project recordings have been supplied to the students so that by tape-teaching technology they can attend and benefit from community development and housing conferences which were not available to them first hand because of school conflicts. Books, journals, reprints, off-prints, maps, and models have been exchanged by mail and on visits in preparation for a fulfilling summer experience. All of the students have expressed some interest in future employment in government agencies when they graduate from college. Several have been attracted by the planner's life they have seen and are considering seeking professional training in that field. In completion the Community Development Training Program has been a success.

MAJOR TRAINING MEETING

<u>Code</u>	<u>Type of Meeting</u>	<u>Type of People Served</u>	<u>Numbers in Attendance</u>	<u>Dates of Meeting</u>	<u>Location</u>
<u>Project One</u> A. CLW1	Soliciting COG Coop.	sub-State district staff	20	Jan. 20-21	Columbia
CLW2	Scheduling and "experts"	Trainers plus sub-State district staff	20	Jan. 28	Columbia
CLW3	Expert advisors	Trainers	35	April 14-21	Columbia-Lexington
CLW4	SLSTD-Professionals	Trainers	10	May 3-4-5	Greenville
CLW5	Evaluation	Directors and Trainers	10	June 13	Columbia
CD1	C.D.W. at Hier's House	COG staff, other planners, local employers, builders, social welfare leaders and any interested in Community Development	45	May 1-2	Columbia
CD2	C.D.W. at Greenville TEC		30	May 3-4-5	Greenville
CD3	C.D.W. at Charleston		50	May 9-10	Charleston
CD4	C.D.W. at Myrtle Beach Georgetown-Horry TEC		60	May 11-12-13	Conway
CD5	Rural Development, Greenville		35	Feb. 8	Greenville
CD6	Rural Development, Columbia		50	Feb. 9	Columbia

## MAJOR TRAINING MEETING

<u>Code</u>	<u>Remarks</u>
<u>Project One</u>	
A. CLW1	Initial contacts with Sid - still Stan - also HUD area office; Second day director's meeting.
CLW2	Sid's Conf. Room at District Director's Meeting for final "educational directors" approval.
CLW3	Original at Farm Bureau moved to 915 - Cam Sanders, Bob Woodward, Morganroth.
CLW4	In collaboration with Stans Assoc. at Greenville TEC; ASTD downtown.
CLW5	Especially to get Millard Osborn and Bob Woodward together.
CD1	Sid Thomas, Jim Darby, Jim Hammond hosts.
CD2	Chris Trabookus with McJunken, Gleason, hosts.
CD3	Sue Epstine, Buddy Thomson, Darby's Millar, Georgetown's Tom Riley.
CD4	Gerry McKinny staff, Tom Dillingham phone promotion.
CD5	In collaboration with Soil Conservation; three COGs attended, Clemson Extension, Federal agencies.
CD6	In collaboration with Soil Conservation; five COGs attended.

<u>Code</u>	<u>Type of Meeting</u>	<u>Type of People Served</u>	<u>Numbers in Attendance</u>	<u>Dates of Meeting</u>	<u>Location</u>
CD7	Political Science Symposium, Columbia	COGs, local government, interns (40)	200	June 21-22-23	Columbia
B. MW1	Communications and P.R.	COG Directors, asst. Directors and Admin. Staff dealing with problem discussed.	40	Feb. 17-18	Columbia
MW2	First Fiscal		35	March 15-16-17	Columbia
MW3	Policy and Procedures		30	April 20-21	Columbia
MW4	Second Fiscal - Game		25	May 18-19	Columbia-Lexington
MW5	Interns: HUD area office staff	Educational Consultants, staff	30	Jan. 25	Columbia
MW6	Intern: Orientation		25	June 9	Columbia
MW7	Orientation on Washington new	Directors and staff	12	April 13	Columbia
<u>Project Two</u>					
1	Housing Workshop	Housing interests, public	150	April 12-13-14	Columbia
Dist. 1	Appl - Distribution of Miami Study	Private, consumers	100	May 15-19	Greenville
Dist. 2	Up.Sav. H.W.-Fed. Programs	Contractors, Clemson, Exten	30	June 28	Greenwood
Dist. 3	Catawba-Council report	Commissioners	20	April-May	Rock Hill

MAJOR TRAINING MEETING

<u>Code</u>	<u>Remarks</u>
CD7	In collaboration with USC, Title I.
B. MW1	First trial-run. Held in Telephone building, John Wisley.
MW2	Bookkeepers special at 915 Main: Price Waterhouse
MW3	Bruce report at 915 Main.
MW4	Revenue Sharing: Ernst and Ernst.
MW5	Coordination with 701 Interns, policy on work-study.
MW6	Orientation for Interns and Supervisors. McMillan and John Wisley.
MW7	Special for Directors with Dave Palmer at Sims.

Project Two

1	This was the "umbrella" coordinated by Tom Dillingham for Chris Trobookus.
Dist. 1	Study prepared by Clemson University, Extra copies at public meetings and to other districts.
Dist. 2	Field committee meeting with T.D., Clemson, local builders.
Dist. 3	Report of Columbia sessions.



<u>Code</u>	<u>Type of Meeting</u>	<u>Type of People Served</u>	<u>Numbers in Attendance</u>	<u>Dates of Meeting</u>	<u>Location</u>
Dist. 4	M. Survey Report- Housing Needs	Columbia Housing Interests	70	June 28	Columbia
Dist. 5	Low. S.-Council report	Commissioners	25	April - May	Aiken
Dist. 6	S-W - Council report	Commissioners, local builders	30	April - May	Sumter
Dist. 7	P-D - Council report	Local governments	18	April - May	Florence
Dist. 8	Waccamaw-Atlantic Beach Survey	Local black residents	120	May 21 to Sept. 1	Horry County
Dist. 9	Chas.- Housing needs	Local black residents - poor housing	80	May 21 to Sept. 1	Charleston
Dist. 10	Low - Council of Govern- ments	Local officials	16	April - May	Beaufort
<u>Project Three</u>					
Interns	Completion	Black students (see list)	21	May-August	10 COGs
TOTALS:	<u>31 Workshops</u>		<u>1,442 Exposures</u>		<u>12 Locations</u>

MAJOR TRAINING MEETING

<u>Code</u>	<u>Remarks</u>
Dist. 4	Report by Siler, Green, Hammer on future housing needs in Central Midlands COG.
Dist. 5	Report of Columbia sessions.
Dist. 6	Report of legal aspects and Columbia conference.
Dist. 7	Applicability to PeeDee area of new regulations.
Dist. 8	Intern team surveys local housing needs.
Dist. 9	Two interns visit poor homes and encourage use of federal programs.
Dist. 10	Report of Columbia sessions.

Project Three

Interns      Summer work assignments for students listed. Columbia based study experience.

INTERNS

Mr. Nathaniel Spells

Mr. Willy Seawright, Jr.

Mr. John F. Peoples

Mr. James Patterson

Mr. Joseph Mack

Mr. James E. Moore

Mr. Heyward Bannister

Miss Joyce Myrick

Mr. Edwin Tolbert

Mr. Herbert Shackelford

Miss Loretta Brown

Mr. Theodore Thomas, III

Mrs. Yolando Jackson

Miss Diane Wir don

Mr. Jerome Holmes

Mr. Joseph N. Grate

Miss Gail Marion

Miss LaBrenda Washington

Mr. Eugene Hall

Mr. Mathew Capers

Mr. Kenneth C. Doe

## SECTION TWO - PROJECT EVALUATION

This project included a continuous evaluation and feedback from participants and observers, but the evaluation was not made as a scientific experiment. Rather the feedback was used as a guide to make the workshops more useful while they were underway. Consequently conditions were not constant enough to justify a decision that "method A" was superior to "method B." It is believed that the constant revision and adjustment did improve the offerings, and that the project should be viewed as a whole.

Given the constraints of the program approved, the "busy season" of those who were to be trained, and the simultaneous development of an in-house capacity to conduct community development and housing conferences at the local level this Title VIII Community Development Training Program was a success. The three projects which were interlocked in the whole were completed successfully. The "students" at whom the training was aimed did learn, both content material and "training delivery" techniques. South Carolina State Government, represented by the Division of Administration, Office of the Governor, and the executive directors and staff members of the ten sub-State districts developed an "in-house" capacity which did not exist before. Resources were identified, and the contributions possible from such varied sources as the Universities, consulting agencies, and individuals both within and from out-of-state were evaluated. In Project Three the potential value of the minority student population to local government was "discovered," and the students themselves encouraged to enter government employment upon graduation.

Some exhibits of the questionnaires used and an evaluation summary of the results obtained are now discussed. The overall reaction to this phase can be stated as a series of decision statements.

1. Long questionnaires do not elicit good results. Participants are eager to get away near the end of a session and will not fill them out. Short open-end survey forms work better.
2. If all participants are to provide input, they must be followed up by phone. General reactions rather than actual evaluations sought.
3. The reactions given face to face, or on the phone individually, can be quite different from the reactions from an "evaluation meeting" during which the opinions of a dominant personality seem to "hog the time."
4. Reactions to individual meetings immediately seem to be on an "entertainment value" basis while recall at a later date may emphasize quite different points.
5. Participants asked to "think" and make constructive suggestions do a poor job. They will inevitably project immediate concerns about topics very different from the subject of the meeting, recall other training sessions which were "different" or "more fun."
6. Participants cannot be depended upon to do "their homework" or to read material sent out in advance. Those who do "come prepared" often have formed opinions or reached conclusions at variance with the presentation, and they remain of the original position.

Exhibits on the next pages show the questionnaires developed for the Conference Directing workshops. These were a before and after set and gave a good view of the state-of-the-art as known to these training coordinators. The attendees indicated that the workshop was generally beneficial to them, but their replies also indicated that they will need further help in developing training conferences.

It became apparent during the discussion that problems of general C.O.G. operation were important to these people, and this was reflected in the questionnaires. Some of the most important of these were:

- a. The general management ineptitude of many local officials, most of whom have had no special preparation for the responsibilities they have assumed.
- b. The lack of State support to the ten districts. This was really an appeal for a clarification of the actual relationship, but was couched in terms of appeals for promotional and technical assistance.
- c. The lack of funds, and hence qualified staff, in most of the districts.

The most significant problem was related to the lack of adequate support given the district staffs in working with the local officials, and the fear that the districts were being asked to give more local assistance without more staff and operating funds.

There was also a need for some sort of a Newsletter from the Division of Administration to and among the ten sub-State districts so that they might know what was going on.

Only two of the ten produce their own Newsletter, but all seemed to be asking for space in some centrally produced media. State recognition of the ten sub-State districts

CONFERENCE PLANNING & LEADERSHIP WORKSHOP - INTRODUCTION

FRIDAY APRIL 14, 1972

DIVISION OF ADMINISTRATION - OFFICE OF THE GOVERNOR

This workshop has been developed to provide discussion and guidance in effective conference planning and leadership techniques. As an introduction to this workshop, please indicate below your agency's function, your position type and your experience in conducting or attending conferences.

TYPE OF AGENCY: \_\_\_\_\_

YOUR POSITION: \_\_\_\_\_

1. Please indicate below the degree you have been engaged in planning or conducting conferences:

	Some	None	Large Number
a. Engaged in conducting conferences	[ ]	[ ]	[ ]
b. Engaged in planning conferences	[ ]	[ ]	[ ]

2. What experience have you had in attending conferences?

	Yes	No
a. Conferences were generally well planned and conducted.	[ ]	[ ]
b. Conferences were generally of value to attend.	[ ]	[ ]
c. Conferences provided broad understanding.	[ ]	[ ]
d. Conferences provided valuable detail understanding.	[ ]	[ ]
e. Speakers were well selected and made a good presentation.	[ ]	[ ]
f. Media was effectively used to communicate topics.	[ ]	[ ]
g. Media worked well.	[ ]	[ ]

3. Why is your agency interested in planning and conducting conferences?

- a. To meet the needs for more effective internal management. [ ]
- b. Better local area communication of topics. [ ]
- c. Citizens participation in agency's programs. [ ]
- d. Better dissemination of general agency program. [ ]
- e. Other: \_\_\_\_\_ [ ]

Thank you. Please return this sheet to the Workshop Leader.

## CONFERENCE PLANNING & LEADERSHIP WORKSHOP EVALUATION SHEET

Please Indicate below your evaluation of this workshop in terms of its assistance to you in conference planning and leadership. Turn this sheet over to the workshop monitor prior to leaving. Thank you.

1. Has this workshop helped you in any of the following areas:      Yes      No
- |                                   |     |     |
|-----------------------------------|-----|-----|
| a. Conference Planning Techniques | [ ] | [ ] |
| b. Speaker Arrangements           | [ ] | [ ] |
| c. Defining the Audience          | [ ] | [ ] |
| d. Determining Objectives         | [ ] | [ ] |
| e. Selection of Media Types       | [ ] | [ ] |
| f. Other _____                    | [ ] | [ ] |

2. Do you believe that conferences or meetings are effective in communicating to selected groups?      Yes [ ]      No [ ]

If yes, do you feel that most conferences that you have attended were well conducted for this purpose?      Yes [ ]      No [ ]

If no, do you feel that any of the alternatives below are better for group communications;

Alternative	Better	Worse	About the Same
a. Newsletters	[ ]	[ ]	[ ]
b. Letters or memoranda	[ ]	[ ]	[ ]
c. Telephone contacts	[ ]	[ ]	[ ]
d. Other _____	[ ]	[ ]	[ ]

3. Do you feel that you now have an adequate background to plan, organize, and conduct conferences for your agency?      Yes [ ]      No [ ]      Other: \_\_\_\_\_

4. Are you a fairly good public speaker?      Yes [ ]      No [ ]

5. Have you ever taken part in a conference as a leader or speaker?  
     Yes [ ]      No [ ]

6. In which of the areas listed below do you feel your agency is strongest or weakest in for conducting conferences in your local area? Also indicate where you feel that you need more help in conference planning and leadership:

	Weak	Strong	Need Help
Determining the conference program	[ ]	[ ]	[ ]
Developing the conference agenda	[ ]	[ ]	[ ]
Making speaker arrangements	[ ]	[ ]	[ ]
Promoting the Conference	[ ]	[ ]	[ ]
Determining who should attend	[ ]	[ ]	[ ]

LBC&W ASSOCIATES



	Weak	Strong	Need Help
Making Facility arrangements	[ ]	[ ]	[ ]
Selecting Audio-visual media	[ ]	[ ]	[ ]
Funds for holding the Conference	[ ]	[ ]	[ ]

7. Please give us any other comments that you feel would help in later meetings concerning conference planning and leadership.

Thank you for your evaluation.

Division of Administration  
Office of the Governor

seemed to be the basis of this demand. It was suggested that a talk-back television program be set up for local officials around the State. Using this system the Governor and key State agency officials would be able to explain to local officials the true function of the districts, their programs, and to express the State agency support of the districts. This support was to be in cash, of course, but more important was a spirit of support, confidence, and ongoing development as a part of the local government-State relationship.

The contrast between the pre-meeting questionnaire and the post-meeting questionnaire was especially significant. Before the session the participants said they had some experience in arranging conferences. They had attended conferences and felt that generally they were well planned and of value to attend. The media used and the speakers were generally effective. They did not feel, however, that the conferences provided valuable detail understanding, and some did say the media used failed to communicate all that could be used. Their main interest in these type conferences-- what they were expected to conduct--was dealing with housing, citizen participation, and a general dissemination of the agency program.

In the post-meeting questionnaire the participants indicated that they felt it had been worthwhile since it had helped them with conference planning techniques and selecting of media types. The main additional need was for more follow-up. In notes this meant that the districts wanted a staff expert loaned to them to help set up their conferences. In one sense they expressed a lack of interest in learning how to do it themselves, and a greater interest in having outside experts put on conferences for them. They expressed little interest in putting on citizen participation conferences,

by themselves, although they were willing to attend. The offices they represented were said to be strongest in determining the needed program, and developing an agenda, but they needed help in making speaker arrangements, determining who should attend, and promoting attendance at the conference. The general complaint was that they could not even get the members of their Council to attend Council meetings, so had little hope of getting them to attend training conference. Those who needed the training worst were the least apt to attend. The most commonly expressed weaknesses within the C.O.G.'s were a lack of funds with which to hold and promote conferences and a lack of both equipment and knowledge of the use of audio-visual equipment. There was an expressed need for technical assistance in the preparation of slide-shows, instructional films, and recordings of proceedings which might be made available to non-attendees.

Shown on the next page is the questionnaire used in evaluating the Community Development Workshops. The same form was used before and after, and the questionnaires were supplemented by phone inquiries and letters to participants, speakers, observers, and consultants. A second open-end reporting form follows this. These suggestion solicitations were circulated in connection with all the workshops of whatever variety.

An analysis of these questionnaires shows that the Community Development workshops were well received. In the first section the attendees felt the workshops did improve understanding of the roles of the participants in the community development process. After attendance they had a better understanding of the activities proper for their agencies. Most felt their agency did benefit.

The attendees expressed favorable attitudes toward the planning and execution of these workshops. The content was acceptable although a few felt it jumped around.

COMMUNITY DEVELOPMENT WORKSHOP  
 SPONSORED BY  
 DIVISION OF ADMINISTRATION  
 OFFICE OF THE GOVERNOR

AGENCY REPRESENTED: \_\_\_\_\_

Please indicate below your evaluation of this workshop in terms of its benefits to your agency. Turn this sheet into the reception desk as you leave.  
 Thank you.

1. Has this workshop been of benefit to your agency in any of the following areas?

- |   | Yes                      | No                       |
|---|--------------------------|--------------------------|
| a. Understanding the process of community development?  | <input type="checkbox"/> | <input type="checkbox"/> |
| b. Understanding the various roles and responsibilities of local agencies in community development? | <input type="checkbox"/> | <input type="checkbox"/> |
| c. Activities that your agency may perform to aid in community development?                         | <input type="checkbox"/> | <input type="checkbox"/> |
| d. Other Comments _____   |                          |                          |

2. Please evaluate the following aspects of this workshop:

- |  | Good<br>1                | 2                        | Med<br>3                 | 4                        | Poor<br>5                |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a. Workshop program planning             | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b. Workshop program content              | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| c. Speakers' qualifications and delivery | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| d. Coverage of the workshop topic        | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| e. Facility adequacy for the workshop    | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| f. Other _____                           | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

3. Do you feel that this workshop should be followed up by any of the following activities?

- |  | Yes                      | No                       |
|--|--------------------------|--------------------------|
| a. Development of the workshop as an annual activity?        | <input type="checkbox"/> | <input type="checkbox"/> |
| b. Development of a local packaged program for each district | <input type="checkbox"/> | <input type="checkbox"/> |
| c. Development of a periodic newsletter on the topic?        | <input type="checkbox"/> | <input type="checkbox"/> |

- |  | Yes | No  |
|--|-----|-----|
| d. Development of a program of staff technical assistance services, from the Division of Administration  | [ ] | [ ] |
| from the State Development Board   | [ ] | [ ] |
| from a number of state agencies  | [ ] | [ ] |
| 4. Does your agency have a program or activity specifically oriented to community development?   |     |     |
| a. Have such program or activities now   | [ ] |     |
| b. Program or activities are being planned   | [ ] |     |
| c. Agency intends to initiate effort   | [ ] |     |
| d. No plans to initiate effort   | [ ] |     |
| 5. What assistance do you feel your agency needs to become more effective in in the area of community development: Check as many as appropriate. |     |     |
| a. Development of a model district work program  | [ ] |     |
| b. Development of State Policy and leadership direction  | [ ] |     |
| c. Development of a practical program of technical assistance series to the district's office  | [ ] |     |
| d. Other _____   |     |     |
| _____  |     |     |
| 6. What is the approximate staff size of your agency, (Staff No. _____) and annual operating budget currently? (Budget \$ _____)                 |     |     |
| 7. Please provide any additional comments you may care to concerning the workshop.   |     |     |

Thank you. Please leave on the reception desk.

WORKSHOP EVALUATION REPORT

1. Were the topics relevant to District needs? In what way?
  
2. Were your questions answered, or is there specific information you want still?
  
3. Have you any reaction, good or bad, about specific presentations?
  
4. General comments and suggestions:
  
  
5. Any ideas for future Community Development training?

Signed \_\_\_\_\_

Location \_\_\_\_\_

As criticism some felt more local people should have attended. Shorter sessions might have improved attendance, although better promotion and newspaper publicity was suggested as most needed.

Follow-up activities suggested for the future were annual repetitions, periodic newsletters, more local district involvement, and direct technical assistance sessions, i.e., they wanted the experts to deal with their own problems at the meetings. This might be more fitting as a "office visit" which was offered, than in a public conference.

A number of participants indicated that their agencies currently have community development activities, and some of these as well as additional agencies indicate that additional activities are planned. In this sense the workshops reached some of those who impact on community development. That they could not reach all is obvious.

All of the suggested means of providing assistance were recommended by some of the raters. The development of State policy with regard to the C.O.G.'s was most desired, with expansion of a practical program of technical assistance to the districts a close second. Even those local government employees who were not a part of the districts felt the districts needed help. This may be a way of saying the local government units want help from the districts they do not now feel is available.

TYPICAL EVALUATION REMARKS ENTERED

ITEM

- 1     Workshop Benefit:  
"Chambers in S. C. are a good means of communicating needs to a community.  
All information about community development supplied to a chamber can assist  
in informing the people in the community it represents."  
"Get this info to politicians of local and state level."  
"Local officials should attend."  
"Make emphasis on the role of local agencies."  
"There is a great need for reaching all state and federal agencies and city-  
county governments for an overall cooperative effort in the field of community  
development."  
"Very good workshop - only sorry that the people that should attend - did not."
- 2     Evaluation Aspects:  
"Should be better promoted and importance stressed to community leaders."  
"The workshop has been helpful in giving information."
- 3     Follow up Activities:  
"I feel a periodic newsletter is very important."  
"Service available from state agencies should be printed and distributed to all  
community leaders."
- 5     Agency Assistance:  
"Communications at local level with leadership from various agencies."  
"Outlined programs and distributed materials for local sponsored community



development workshops - to get leaders to define their own problems and establish their needs."

7

Other Comments:

"Excellent"

"Community development is very important, but too many people in S. C. do not understand the concept and the need for it. The state can assist local communities by helping communicate the future needs. Written information from the workshops should be developed and distributed to local leaders. A list of attendees should be supplied; excellent."

"The contents of this workshop should be condensed and sent to all local and state leaders."

"Very worthwhile - develop State Housing Foundation to provide funding."

"Breakdown programs to concentrate on problems affecting small counties."

"Should be more relevant to the immediate and future needs of low income people, which comprise 45% of S. C.'s population."

"I think this has been one of the best information workshops that I have attended."

"Very good workshop - applicable to county government as well as municipal."

"More local people - participating - representatives politicians should remain for all sessions. Elected government officials must attend this type of workshop."

"Local officials should attend this workshop. Also line of communication from the poor to local officials should be more easily attainable."

"It is unfortunate that a greater number of planners could not be in attendance - due to the short notice."

"Workshops should last one day rather than two."

"Relating development trends to actual cases is very good - this technique was used by Dr. Little."

"Cost benefit ratio - was having the workshop worth the effort?"

The open-end form was used especially with the Management and Housing Workshops. Replies indicated that these workshops were useful mainly in letting the district staff know where they could get applicable information on specific questions. Very little additional information was wanted, which the questioner did not seem to know where to get. Generally most of the presentations were well accepted, with some listeners preferring one speaker, others preferring another. Specifically disliked were speakers who "read a paper" and those who talked too long. Surprisingly there was at the same time some objection to the informality affected, although other attendees praised this. The essence of this objection seemed to be that some people wanted to adhere to an exact time schedule, evidently so they could drop in and out of the program. Naturally no conference director really wants this to happen, since even the best written program can never outline exactly what is going to be said, and the man who plans his attendance schedule around what he thinks may be the "best parts" may actually miss what he needs to hear the most. There was some demand for a written summary of the speeches so the factual material could be studied. Some effort was made to provide this as the abstracts in another section show, but there is no real effective way to provide the flavor of a discussion. Cassette selections are a step in the direction, but have not really proven as effective as expected. Participants did not suggest these although Division of Administrative staff did request that the recorded proceedings be so treated. /

The professional consultants and educators who attended the workshops, mostly as speakers, moderators, and observers also submitted evaluations. All of them recognized the compressed time frame of these sessions and asked for a longer lead time and more promotion to assure a better attendance by those too busy for meetings. Since

three separate occasions of conflict arose, when other meetings requiring the attendance of the same people, and in each case the conflicting meeting was scheduled by outsiders after the workshop schedule was known this may not be as much of a correction as is believed. Not all of those scheduling meetings are concerned with the importance of "training sessions."

One professional opted for a single workshop leader who would work as an instructor with the attendees for a whole three-day to a week session. This approach would seem more appropriate to the dissemination of complex factual material such as the provisions of a new law or a new management skill. There was recognition that speakers needed to know their audience better. In fact the only consistent criticism was of one fiscal management speaker who did not understand the nature of South Carolina sub-State districts.

The professional observers commended the amounts of participation and involvement by participants. Conversely some speakers objected that they were not given a chance to present their facts before being challenged by attendees who wanted to make speeches themselves. Two consultants also suggested that a true workshop setting be used, where attendees were given a problem to solve and required to work through a recommendation. If several small groups make different recommendations the discussion should be most instructive. One recommender also condemned formal speeches, although he had read his own speech, and effectively cut off efforts to ask him questions. All speakers were asked to allow as much time for attendee questions as they took for their formal offering, but only one of the professors did this.

Observers stressed the need for dialogue, especially between local officials and the "experts." Talk can be revealing. There was also a regret that State level staff (and sub-State district too) so often lacked local government experience and communication. Local officials are in need of a wide range of technical assistance dealing with "how to" aspects of operation, but they will accept it only when they feel it is based on real local experience. They will not accept advice from personalities or professors. Those workshop speakers who demonstrated that they were "practitioners" were most readily accepted.

Specific recommendations for future training efforts were made. These will be fully considered in the "design phase" of the subsequent year's program. Consistency may well require accepting only a few of the suggestions, and lack of funds prevent accepting the most far-reaching, even though these are well agreed upon by all. Among these suggestions (which in reality are an evaluation of present efforts) is one for the creation of a non-institutional Institute of Law and Government. The term, non-institutional, is used to indicate a service bureau rather than brick and mortar, although that too may be needed in some degree. Such an agency would know all of the resources for government employee training at the Civil Service Commission, under IPA, at in-State and out-of-State universities, at other institutions, etc. The need of a local government might then be matched to a supplier. The agency would engage in direct training only where no supplier was readily available, and after piloting a program would look for an institution to take over the offering. Another is for setting up a "lending library" of meeting recordings which could be circulated to all those interested who might not have been able to attend the meeting. Tape teaching needs certain related teaching

aids and these too would be developed as slides, transparencies, learning packages. In one sense these would be superior to attendance at conferences since they could be repeated to mastery. This chance to "study" good practice was a specific request of the participants.

Another recommendation is to support the training effort with a newsletter. This would be mailed extensively to State agencies and local officials. Its purpose would be to gain general acceptance by building up the status of the sub-State district offices. Some sense of continuity is to be expected if training is scheduled on an annual basis instead of ad hoc each time. This has been one of the greatest strengths of the workshops offered by the University of South Carolina's Bureau of Governmental Research and Services for the Municipal Association. If a local official considers attending a session he knows that other local officials attended the same conferences ten years ago, and found it useful. An improvement suggested is to have some central training agency collect a series of case studies. These should be both successes and failures. When collected they would be future text material for future workshops. This recommendation did not include a method for editing and publishing this material, although it is obvious that this should be done. Very skilled editorial assistance would be required, but the standard format should be followed in having local officials prepare the studies in their own language.

A final special recommendation is to have some State agency, possibly the Division of Administration or the State Personnel Office, provide technical assistance and supportive services to local government. The C.O.G.'s might be a logical delivery system for this service. A possible support source might be the IPA, Section IV which

now is supporting an experienced City Manager in one district who goes from town to town, and suggests accounting changes, office management routines, tax changes, etc. A wide range of State agencies might fill the needs identified by the C.O.G. as a local government need. The local unit should appeal to the C.O.G. office because the assistance wanted might already be available, but if it is not the C.O.G. should know where to get the technical assistance. These suggestions were also mentioned by the State agency staff, who also used the open-end form.

The district directors have regular monthly meetings, and rather than use a pure questionnaire evaluation most of the workshops were reviewed at these meetings. The directors created a subcommittee to look into some of these problems, and invited several consultants to address them on the same topics as the workshops. The Title VIII effort whetted their appetite and they sought out additional information. This would indicate a workshop evaluation: too general and not specific enough. In direct comment the directors indicated the workshops were very much worthwhile. They wanted more help with fiscal matters, but in general felt they were too busy to take time out for training.

The evaluation of the Housing Workshop was mainly in the hands of the few housing specialists who took part since only they were competent to know that the material covered was worthwhile. In as much as the major part of this project was performed under the guidance of the local offices of the ten sub-State districts those offices are the ones in the best position to make an evaluation. The evaluation they have made may be best summarized: "A very useful experience. We got together local builders, the extension service people and local federal representatives

with our subcommittee on Housing. The results were good. It should have an impact on our local housing situation."

There were also very favorable responses to the Columbia Housing Workshop which served as a launching-pad for the whole housing effort. The comments were appreciative of the timely treatment of HUD regulations and hints as to probable future requirements. Several of the State and local housing groups were appreciative of the chance to share a platform with other agencies in the same field. The feeling was that this forum helped clarify the special areas of emphasis common to each agency. A need was expressed for some kind of a guidebook which would enable local government employees to thread their way among the programs and the overlapping jurisdictions. It was suggested that this would be a good project for the State Housing Authority now that it has funding. About the only consistent criticism was that housing assistance seemed much too complicated with a lot of "red tape" and conflicting requirements. This objection was mostly from the more socially minded. The agency staff people and the district staffs seemed aware that it was a complicated matter, and were grateful for any effort to make it more understandable.

A final evaluation from the staff was a judgment that a truly comprehensive housing needs assessment in all ten sub-State districts with a recapitulation to state-wide totals on a comparable basis is a much bigger project than was contemplated. The entire budget allocated would not be large enough to do even one or two districts, let alone the whole State. Furthermore the waters have been muddied so much that any more inadequate assessments would do more damage than the benefits could be worth. The exact dimensions of the problem are not important. It is



enough to say that there is a large housing deficit in South Carolina. Many people have inadequate shelter, and many are now dissatisfied with housing which meets only minimum standards. For many years to come all of the public and subsidized housing that can be financed will be needed. Rather than more studies what is needed are some action plans that get houses built, and which provide for upgrading existing housing. After much new construction, and considerable upgrading, then a needs assessment will be required. This view can be countered with the suggestion, also made, that the housing needs assessment become a long-term project, which in effect segments the needs market, and makes an assessment at a given time only of some one segment or area. Thus in 1972 attention might be given mainly to welfare housing. Another year the housing needs of the elderly might be emphasized. The area approach, on the other hand, takes almost a "new town's" approach to some one suburban neighborhood and tries to determine what it should have built if there is to be a balance among rich, medium, and low income housing, among racial groups, among new families, child-dwelling families, mature families, retired families and singles, among stable and growing, and among permanent and temporary dwellers. The next project design must take this evaluation into account.

The work study project has two aspects and evaluations were collected for both from both the students and those supplying work experience. This was done in person, by mail, and in group discussion. The overall reaction of the students was similar to that of other interns in other years. The agencies were friendly, helpful, and kind, but the work assigned did not have much connection with the college classes taken. Some students did not feel there was a real job available (the student's evaluation sheet is shown on the next page, followed by the other evaluation sheets).

STUDENT EVALUATION SHEET

Date \_\_\_\_\_

You are asked to pass judgment on your work study experience as it looks to you at this date. You need not sign the evaluation so that you can be more critical. Please remember what you say, and report later whether your opinion has changed.

1. Was the selection procedure by which you were chosen a fair one?

\_\_\_\_\_

How could it be improved? \_\_\_\_\_

\_\_\_\_\_

2. Was your initial reception on the job satisfactory? \_\_\_\_\_

\_\_\_\_\_

How could it be improved? \_\_\_\_\_

\_\_\_\_\_

3. Was all of the work assigned to you useful to you, or did you think some of it was busy work? \_\_\_\_\_

\_\_\_\_\_

Could you have done some other work (which the agency needed) more successfully? \_\_\_\_\_

\_\_\_\_\_

What other duties would have been better? \_\_\_\_\_

\_\_\_\_\_

4. How could your supervisor have been more helpful? \_\_\_\_\_

\_\_\_\_\_

5. Were the workshops you attended helpful in doing your job? \_\_\_\_\_

\_\_\_\_\_

In what way? \_\_\_\_\_

Were they helpful in your career choice? \_\_\_\_\_

How? \_\_\_\_\_

6. What other kinds of instruction would have helped you? \_\_\_\_\_

\_\_\_\_\_

7. Additional suggestions \_\_\_\_\_

\_\_\_\_\_

8. Would you be interested in public employment after college? \_\_\_\_\_

\_\_\_\_\_

Why? \_\_\_\_\_

SUPERVISOR'S EVALUATION OF STUDENT

Date \_\_\_\_\_

Student \_\_\_\_\_

You are asked to help evaluate the student named. Give your frank opinion.

It will not harm the student evaluated.

1. Was this student qualified for the work assigned? \_\_\_\_\_

\_\_\_\_\_

2. Did the student make an effort to fit in? \_\_\_\_\_

\_\_\_\_\_

3. Would you want another student on this or another job if one were available in the future? \_\_\_\_\_

\_\_\_\_\_

4. Have you any suggestions regarding selection? About Training?  
About supervision? \_\_\_\_\_

\_\_\_\_\_

5. Can you name any benefit or harm to your agency from this experience?

\_\_\_\_\_

\_\_\_\_\_

What result? \_\_\_\_\_

PLACEMENT AGENCY FEEDBACK

On the basis of your experience in placing students on the work study project under Title VIII will you please give the following information.

1. Have you had any contact with the students since placing them in the program? \_\_\_\_\_  
What contact? \_\_\_\_\_  
\_\_\_\_\_
2. In your opinion were the workshops helpful to the students? \_\_\_\_\_  
\_\_\_\_\_
3. Were the jobs offered useful experience to the students? \_\_\_\_\_  
\_\_\_\_\_
4. How can this program be improved? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Most students complained of inadequate job instruction. Most felt that they would be interested in a job after graduation in a government office, but some wanted more training for a specific job or a placement in keeping with their major field. All evidently felt that the money paid was adequate for the work performed, and some asked for part-time jobs after they return to school in the fall.

The placement agencies reported that those students who kept in touch were well pleased with their jobs, finding them meaningful experience. The directors suggested that they be given more time to get ready and refer scholarship applicants. They also asked for more prompt notification of those students under consideration, and chosen for grants. All asked that the program be expanded.

The host agencies were about evenly split in their reaction. All agreed that the students were exceptionally fine individuals, but some employers felt they were not qualified for the jobs assigned. Some agreed that the agency was too busy to provide proper orientation and job instruction. Others were surprised at how much instruction college students required. The most successful placements were those where the student was given some specific open-ended task and permitted to work almost unsupervised rendering periodic reports as the work progressed. Least difficulty was when a student had no real assignment, but simply "went along" as a district staff member performed field work. This may have produced less work, but it provided better training for a future job. Sharing the worry and decisions as a task developed was most maturing.

The evaluation panel idea did not work. People still working for a boss could not criticize him. Bosses trying to get work done did not want to criticize

in public. No one wanted to state a position before a group, except where the student and host could join in criticizing a third party for non-cooperation. Students exchanged their own reminiscing easily, but these reports were not very evaluative.

There was also conflict between the college study load and the plan to have all students attend workshops and conferences which occurred while they were in active class attendance, a variety of tape teaching aids with visual supplements had to be developed to overcome this difficulty. Future plans will incorporate this type of instruction, although students will still be invited to any workshops they can attend. The library of the Division of Administration, built up over the years will also be made available to students for reference books and reprints will continue to be mailed on loan. It should not be expected, however, that the average college student will do much studying outside of his regular class work. It should be noted that some of the junior staff members in the ten sub-State district offices found the summer intern instruction material useful. In the future project design this method of instruction for C.O.G. staff should be considered. It has been an expensive process, paid for from non-project funds, but has proven useful enough to justify inclusion in future efforts.

There was not a long enough period of time in the five weeks this intern program ran this summer (before the end of the fiscal year) to get a beginning, middle, and ending evaluation meeting series. In retrospect this part of the evaluation was intended to be a summer-long effort and it will be so considered. The real final evaluation will be made after the full summer experience is over. A short term evaluation based on the beginning which has been made is stated above.

In conclusion, the three projects making up this program have been successful. More time and money would have made them better. Skills and in-house knowledge has been developed to do a better job in the future. Some of the barriers met this year have been overcome, and others are in the process of being overcome. To the extent that support can be found this pilot effort will be continued because of the evident benefits. Districts as well as the State so intend. Some of the consultants are also starting parallel programs.



## APPENDIX TABLE OF CONTENTS

- Appendix A - Instructional Material
- Appendix B - Programs
- Appendix C - Community Development Workshops
- Appendix D - Questionnaire: C.O.G.'s

APPENDIX A

INSTRUCTIONAL MATERIAL

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Inaugural Address  
Governor John C. West  
January 19, 1971

SYNOPSIS

Introduction:

1. The 300 year history was marked by great progress.
2. The unusual growth of the 1960's laid the foundation for the opportunities of the 1970's.
3. South Carolina must accept challenging goals and break the cycle of ignorance, illiteracy and poverty.

I. Statement of Goals for South Carolina:

1. Elimination of hunger and malnutrition
2. Initiate programs providing adequate housing for all the citizens
3. Deliver better health care for citizen and community
4. Eliminate from state government: discrimination; race, creed, sex, religion and all others.
5. Accelerate industrial and agricultural development for full employment
6. Strengthen law-enforcement and removal of causes of crime.
7. Utilization of young people in solving the problems of this day; the older citizens will also be asked to assist.
8. Preservation of the environment and responsible management of natural resources.

9. Provide better educational opportunities for all citizens.

II. Requirements for Reaching Goals:

1. Goals must be ordered in terms of priority
2. Attaining goals will require the unity of all citizens
3. Reaching the goals will require the effort and involvement of all citizens.

Conclusion:

These are goals and a plea for human progress--  
Progress for and by People.

## EXTENSION PROGRAM IN COMMUNITY AND RESOURCE DEVELOPMENT

### I. NATURE OF PROGRAM

The Clemson University Extension Program in Community and Resource Development (CRD) is designed to help people solve community-wide problems and take advantage of opportunities for improving the level and quality of life through collective action. The following subjects are examples of problems and opportunities which can normally be dealt with more effectively and efficiently by an entire community of people working together rather than separately as individuals:

solid waste disposal	environmental protection
water and sewerage systems	land-use planning
recreation facilities	community beautification
health services	law enforcement
education and training sessions	fire protection

### II. OBJECTIVES

The overall objective of the Extension Community and Resource Development program is to provide the necessary educational services to raise the capabilities of people in South Carolina so they can recognize, analyze and solve community-wide problems and take advantage of those opportunities for community progress which require cooperative efforts. The educational services which are necessarily a part of the overall objective include the following:

- 1) assistance in organizing county-wide groups of people to identify problems and alternative opportunities for community improvement;
- 2) development and utilization of resource materials for the education program in Community and Resource Development;
- 3) drawing upon the public service program of Clemson University and the expertise available in the various divisions of the University to provide information and technical assistance to local groups and agencies working on community-wide projects;

- 4) designing innovative educational efforts to achieve greater involvement and better training of minority groups, youth, women and senior citizens to raise their participation and effectiveness in community development efforts.

### III. PROCEDURES

Program levels and procedures vary considerably between counties, but the Extension County Leader in each county in the state is responsible for conducting an educational program in Community and Resource Development. The procedures most commonly used in conducting the Extension Community and Resource Development program at the county level consist of appointment of one or more committees by the Extension County Leader and selection of existing committees to identify and assist with the appropriate educational efforts. Providing the other three educational services has been difficult in the past because of a lack of adequate specialists in Community and Resource Development to give the necessary assistance to county Extension personnel. Progress is now being made toward providing these services, which will definitely strengthen the program and increase the clientele.

### IV. PLANS

As funds permit a regional Community and Resource Development Specialist will be employed for each of the 10 development districts in the state. Currently districts 2 and 8 (Upper Savannah and Waccamaw) are staffed. One regional CRD Specialist works in districts 9 and 10 (Berkeley - Charleston and Lowcountry). Another will soon be hired for the Pee Dee District.

At the state level, a new leader of the CRD Specialists will be employed in 1972, to relieve the State Program Leader for full-time work on program development and guidance. With this change and additional

specialists in CRD for each of the districts not currently staffed, all of the educational services outlined for the program should be available in all counties by 1974.

SHOULD YOU EVER REQUIRE ASSISTANCE

DON'T HESITATE TO CALL

US

JOHN DURST OR PORTIE WESTON

758-2946

OR WRITE US

PUBLIC INFORMATION OFFICE  
GOVERNOR'S OFFICE-ADMINISTRATION  
WADE HAMPTON BUILDING  
COLUMBIA, S.C. 29201

SHOULD YOU NEED INFORMATION,  
CONTACT US; WE'LL TRY AND TRACK  
IT DOWN.



SOME BASICS TO TAKE BACK TO YOUR COUNCIL OF GOVERNMENT  
ON PUBLIC INFORMATION AND RELATIONS.

The most effective way to tell the story of planning and assistance to the people of this state is to tell it on the local level. The support of the people you are serving is most important. So is the support of your delegations, your legislators and many others. You should resort to the mass media, your own in-house talent and any groups or individuals you can muster to give you support.

One of the best ways to keep people informed is a news release. Send them and photographs (whenever appropriate) to local city, community or suburban news media on such occasions as:

ANNOUNCING A GRANT

OPENING OF A NEW FACILITY OR THE INAUGURATION OF A SERVICE

TRAVELS TO ATTEND DISTRICT MEETINGS

MEETINGS HELD IN YOUR OFFICE

SPECIAL ACTIVITIES OF EMPLOYEES OUTSIDE THEIR WORK

AWARDS RECEIVED

ELECTIONS TO OFFICES IN COMMUNITY ORGANIZATIONS

IMPORTANT CONTACTS AND INTERACTION WITH GOVERNOR WEST'S OFFICE

SPEECHES

OFFICE ADDITIONS OR GROUNDBREAKINGS

PARTICIPATION IN COMMUNITY ACTIVITIES SUCH AS FUND DRIVES OR SAFETY PROGRAMS

INTERACTION OF PUBLIC IMPORTANCE WITH YOUR DELEGATION, LOCAL COUNCIL ETC.

RECONNAISSANCE SURVEYS

## HOW TO PUBLICIZE YOUR NEWS RELEASE

WHAT THE NEWSPAPERS REQUIRE:

FORMAT:

Releases should be typed (DOUBLE SPACED) ON REGULAR 8½" X 11 or legal size white paper. Type on ONE SIDE ONLY, using wide margins.

Do not use your letterhead but rather the name of your COG, address, phone number and your name in the upper left hand portion on the first page of the release.

The following is a form we use for Directors in the Governor's Office to get us information on grants, new employees, etc.

1.) Governor John West announced today approval of grants totalling \$ \_\_\_\_\_  
 from (name of funding agency) \_\_\_\_\_  
 for (name of program/project) \_\_\_\_\_  
 Additional information regarding nature of program/project \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

2.) Governor John West announced today his approval of a request for grants  
 totalling \$ \_\_\_\_\_ for (name of program/project) \_\_\_\_\_  
 \_\_\_\_\_. Application for the grant has been  
 forwarded to (name of funding agency) \_\_\_\_\_  
 in (Washington \_\_\_ Atlanta \_\_\_). Approval of the application has \_\_\_ has not \_\_\_  
 been received. Additional information regarding nature of program/project \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

3.) Governor John West announced today the appointment of (name) \_\_\_\_\_  
 \_\_\_\_\_ to serve as (title) \_\_\_\_\_  
 \_\_\_\_\_. His new duties will include \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

Biographical data \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

4.) Governor John West today named (name) \_\_\_\_\_  
 to serve as (describe position) \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

Biographical data \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

## Content:

It is important to always try to include the five W's—who, what, why, where, and when—as early in the copy of your release as possible, as this will give the article a better chance to be published. If the editor needs more information, he will contact you.

The following "Ten Principles of Clear Writing" may assist you in preparing concise copy. These are taken from Robert Gunning's *How to Take the Fog Out of Writing*.

**1. Keep Sentences Short:** For easy reading, sentences should vary in structure and length but, on the average, should be short.

**2. Prefer the Simple to the Complex:** Many complex terms are unnecessary. When there is a simpler way of saying a thing, use it. Avoid complex sentences.

**3. Develop Your Vocabulary:** Don't let preference for short words limit your vocabulary. Intelligence and vocabulary size are closely linked; you need long words to think with.

**4. Avoid Unneeded Words:** Nothing weakens writing so much as extra words. Be critical of your own writing and make every word carry its weight.

**5. Put Action Into Your Verbs:** The heaviness of much business writing results from overworking the passive verbs. Prose can usually be kept impersonal and remain in the active tenses.

**6. Use Terms Your Reader Can Picture:** Abstract terms make writing dull and foggy. Choose short, concrete words that the reader can visualize.

**7. Tie-in With Your Reader's Experience:** The reader will not get your new idea unless you link it with some old idea he already has.

**8. Write the Way You Talk:** Well, anyway, as much that way as you can. A conversational tone is one of the best avenues to good writing. Avoid stuffy business jargon where possible.

**9. Make Full Use of Variety:** Use as many different arrangements of words and sentences as you can think up, but be sure your meaning is clear.

**10. Write to Express, Not to Impress:** Present your ideas simply and directly. The writer who makes the best impression is the one who can express complex ideas simply.

## timing of releases:

Most of your news will be marked FOR IMMEDIATE RELEASE, allowing the editor to print the article at his discretion. However, items to be released at a specific time, such as the summary of a speech which should be printed immediately after it has been delivered, should include the following indication:

FOR RELEASE: Tuesday, November 00, 1972

or

FOR RELEASE: After 11:00 a.m., Tuesday, November 00, 1972

## which newspaper to use:

Items of area-wide interest should be submitted to the larger metropolitan papers whereas items of local significance (such as the hiring of a new employee) should be directed to the paper covering the locale in which the employee lives.

## photography:

Photographs can be included with your releases to make them more attractive to the press. Most editors are hungry for good human interest pictures—good pictures entice readers into reading the articles they illustrate.

## getting photographs used:

The secret of getting photographs used by publications is to furnish newsworthy, interesting and high-quality prints. This may sound trite, but most photographs supplied to the press are dull and uninteresting. Also, they are

seldom used. (Editors with an adequate staff of photographers usually prefer to take their own pictures.)

What kind of photos do editors consider interesting? To get top billing a photograph must be an action shot. It should show people doing something instead of standing around looking at the camera. The test of a good portrait for use in publicity is facial expression. If it is a deadpan face, or one that lacks friendliness, it is not a good publicity photograph.

Photographs for newspaper usage should be glossy, black and white prints and *minimum* size of 5 x 7 inches. A short description, called a caption, should be attached to all photos which clearly indicates what is happening in the photograph and identifies everyone in the photo from left to right as you view the picture. NEVER write on the back of a photograph with a pen or pencil as it can ruin it for reproduction.

## distribution of news releases:

Public relations people perform a valuable function for newspaper editors. They report news from their areas which editors have neither time nor personnel to search out. Approximately 90 percent of a newspaper's business news comes from PR practitioners. Make sure your releases are newsworthy, properly written and produced, correctly timed

and reliable; then the editor will be more likely to run them.

Most routine news releases should be addressed to the newspaper editor by title, not name. For example: City Editor, Financial Editor, Insurance Editor or Feature Editor.

Do not send multiple copies of news releases to different editors of the same newspaper. If you are not sure where to send the release, direct it simply to "Editor" and he will decide in which section of the paper it belongs.

It is *not* recommended to:

1. Ask the editor if he will use the story. It is his paper and he has the prerogative to print what he wishes . . .
2. Ask why he did not use a story . . .
3. Resubmit a story not used . . . or . . .
4. Request clipping or tear sheets. The editor does not have the time to provide such a service.

# checklist

Here are a few suggestions you can follow to insure a successful film program.

**SEATING**—Arrange for adequate seating capacity. Make sure that everyone will be able to see the movie screen comfortably. Don't seat anyone closer to it than a distance of two screen widths away.

**SHADES**—Check your shades or blinds to be sure your meeting room can be properly blacked out. Appoint someone to take care of this detail upon signal from the projectionist.

**ELECTRICITY**—Your source of electric power for the projector should be supplied from a circuit separate from the one feeding the house lights. Otherwise there's a possibility of blowing a fuse at the last minute.

**PROJECTOR STAND**—Place your projector stand so that your picture from the projector's lens will fill your movie screen. Try and locate it in a way so that it will not be in the way of members of your audience as they enter and leave your meeting room.

**PROJECTOR**—Run a final check on the projector itself as you preview your film. Clean your projection lens and film gate. Your picture should be in focus and your film ready to run before your meeting starts.

**SPARES**—If not provided with your projector, secure a spare projection lamp and exciter bulb from your audio-visual dealer as spares for emergencies. Make certain you know how to install them with minimum delay for your audience.

**REEL**—Your take-up reel should be as large as or larger than the one holding the film. Otherwise, you may have film spilling out of the machine on to the floor.

**DISTRACTIONS**—Block out noise and other distractions but be sure to provide some ventilation for your meeting room.

**LOUDSPEAKER**—Place your loudspeaker in a position where everyone in your meeting room can hear it.

**SOUND LEVEL**—Test the sound level at which you want to set your projector. Experiment until you find the level that is most pleasing for your room.

**DRAFTS**—Shield your movie screen from any possible drafts or air currents that may cause a wavy picture.

**SAFETY**—For the safety of your projector, wind its electric cord around the projection stand two or three times. Then the projector won't be overturned if someone accidentally trips over the cord.

**COORDINATE**—Coordinate signals between the projectionist and others designated to help him.

## HOW TO PUBLICIZE .....RADIO AND TV

NEWS DIRECTORS OF LOCAL RADIO AND TELEVISION STATIONS SHOULD BE INCLUDED ON YOUR DISTRIBUTION LIST FOR PRESS RELEASES THAT ARE SUFFICIENTLY NEWSWORTHY. IF YOU ARE PUBLICIZING AN IMPORTANT EVENT, DO NOT NEGLECT TO INVITE RADIO AND TELEVISION NEWS, AS WELL AS NEWSPAPERS TO COVER IT.

TALK SHOWS CAN PROVIDE AN EXCELLENT VEHICLE FOR YOU TO COMMENT ON CURRENT COG DEVELOPMENTS. THIS CAN BE HANDLED BY CONTACTING A SHOW'S PRODUCTION MANAGER TO PROPOSE AN INTERVIEW ON A SUBJECT OF CURRENT CONCERN.



## RADIO INTERVIEWS

(From "Microphone Savvy")

Of course, there's nothing to it! As they say, you walk right up to the electronic monster with confidence. You rap it a few times...or blow into it to see if it's working. Then you shuffle your speech notes, clear your throat, look squarely at the mike and begin to talk.

You've just made every mistake in the book. Electronics demands an entirely different approach to public speaking.

Here are a few helpful hints.

1. AVOID UNPLEASANT NOISES. Every sound you make is amplified. Don't handle the microphone in any way when you're talking.
2. DON'T TALK INTO THE MIKE. The proper technique is to stand at least 8 inches (even 12) away from the mike and speak over the top of it or to one side of it-not directly into it. If you get too close, the mike picks up your breathing and distorts your diction. Your S's will hiss and there will be a popping sound when you pronounce hard letters.
3. DON'T SHOUT INTO THE MICROPHONE TO MAKE A POINT. If you want to raise your voice to emphasize a point, back away from the mike before you sound off.
4. TEST THE MIKE BY TALKING NOT TAPPING. If you're the first speaker and you have to test the mike, speak into it. Say "hello" or "good morning."
5. LISTEN TO YOUR VOICE IN ADVANCE, IF POSSIBLE. "Talk" your speech into a tape recorder. Then listen as it is played back. Does it sound as if you're talking rather than reading?

### ON TELEVISION:

LOOK AT THE INTERVIEWER OR LOOK INTO THE CAMERA WITH THE LIGHT ON IF YOU WISH TO BE LOOKING INTO THE AUDIENCES' EYES. DO NOT LOOK AT YOURSELF IN THE MONITOR.

OUTLINE OF A PRESENTATION  
TO  
STATE OF SOUTH CAROLINA  
REGIONAL PLANNING COMMISSION WORKSHOP

MARCH 16, 1972

by

JAMES A. ROBERTS

PRICE WATERHOUSE & CO.

WHAT DOES THE  
AUDITOR LOOK FOR  
ESPECIALLY SUPPORTING  
DOCUMENTS  
AND  
WHAT ARE THE  
POTENTIAL BENEFITS  
OF THE  
MANAGEMENT LETTER

(The following presentation is based on an audit of a county; however, the documents would apply to almost any governmental unit.)

What does the Auditor look for:

Objectives of Audit -

- system of checks and balances to safeguard the interests of the citizens
- financial statements present fairly the assets, liabilities, revenues and expenditures in accordance with GAAP

Review of basic controls:

- organization chart with clear lines of authority
- agencies and departments adequately staffed
- lines of communication open
- procedures for preparation and approval of budget
- efficient and mechanized accounting system
- timely and informative financial reporting to serve as basis for decision making

Documentation of transactions:

- Revenues
  - assessment and levy of taxes
  - from state and other agencies
- Expenditures
  - Services
    - authorization to hire
    - approved application form

- evidence of services rendered
- payment made at approved rate
- procedures to ensure reporting of terminations
- timely reconciliation of payroll bank accounts
- review of reconciliation by appropriate official
- existence of employee-payoff
- fringe benefits in accordance with policy
- Supplies
  - requisition from department head
  - availability of unencumbered appropriation
  - appropriate bids received
  - documentation on file if lowest bid not accepted
  - approved purchase order sent to vendor
  - appropriate entry made to encumber appropriation
  - goods inspected and counted upon receipt
  - receiving report prepared and sent to accounting department
  - matching process performed
  - liability recorded
  - necessary approval before payment
  - accounting control over inventories of materials and supplies
- Capital outlay (in addition to the documentation and procedures applicable to purchases of supplies)
  - identifying tags and recording in detail ledger
  - periodic physical inventory

- cost justification for major additions
- approval of sales and trade-ins

Other considerations .

- do the transactions "make sense"
- arm's length dealings with reputable vendors
- documents examined representative of recorded transactions

What is a ...

Management Letter

- a formal report on each examination
- summarizes recommendations in two categories .....

Internal accounting controls

Administrative efficiency

Potential benefits of the Management Letter:

- improve reporting
- improve management techniques
- reduce costs
- improve collection of revenues
- improve utilization of assets and people
- identify potential problems

The Management Letter is an indicator of the health of the system.

It.....

- measures the effectiveness of the system
- provides assurance that the system has not deteriorated
- provides an independent view
- provides assurance to newly elected officials

An effective system of internal accounting controls is paramount.

Proper documentation of transactions is essential.

An audit is the safeguard of a system of internal accounting controls, it is never a substitute for that system.

## OBJECTIVES OF A-87

- Uniform standards of allowability
- Identify full cost of federal programs
- Insure federal programs bear fair share of cost
- Simplify intergovernmental relations

## MAJOR PROVISIONS OF A-87

### Cost requirements:

- Necessary to performance of project
- Be reasonable
- Be allocable and consistently treated
- Be permissible under state and federal laws and regulations
- Must not result in a profit
- May not be claimed against more than one grant

All costs of grant programs are allowable (except normal cost of government), including central service type agencies, such as auditing and legal.

Requires uniform acceptance by federal agencies, except where:

- Cost category is restricted or prohibited by law
- Recognition is precluded by budgetary or appropriation limits

Allows full share of supporting costs and directly related supervision of support agencies

Requires approval of central service allocation plans and departmental indirect cost allocations



Requires approval of central service allocation plans and departmental indirect cost allocations

Provides for:

- Provisional rates adjusted to actual (retroactive adjustment)
- Predetermined rates (not normally subject to adjustment)
- Fixed rates (with roll forward) adjusted in a future period

Implements cognizant agency concept

#### WHAT IT DOES NOT DO

- Does not supercede limitations imposed by law
- Does not dictate extent of federal funding
- Does not provide additional federal funds for indirect costs
- Does not dictate use of funds received as a result of A-87
- Does not relieve state and local governments of their stewardship responsibility for funds
- Does not dictate organizational form or management techniques needed for program administration

#### SUGGESTED STEPS IN THE PREPARATION OF COST ALLOCATION PLANS

- 1) Organization review
- 2) Review federal funding
- 3) Review the accounting structure
- 4) Review present allocation procedures for federal funding
- 5) Prepare a conceptual departmental allocation plan

- 6) Obtain departmental approval of the conceptual departmental indirect cost allocation plan
- 7) Obtain cognizant organization approval on the conceptual departmental indirect cost allocation plan (States)
- 8) Complete the departmental indirect cost allocation plan
- 9) Present to appropriate federal cognizant organization (States)

- REQUIREMENTS -

CENTRAL SERVICE COST ALLOCATION PLANS

Local government - wide plans must be prepared annually, but annual submission not usually required

Have option of developing a central service allocation plan or a local government-wide indirect cost rate

Allocated amounts are usually provisional

DEPARTMENTAL INDIRECT COST ALLOCATION

Prepared annually - no need to prepare if applicable departmental costs are charged to grants and contracts

Local units may adopt the same procedures as the state, or may charge applicable costs incurred at the departmental level by use of a government-wide rate

Rates are usually provisional

CENTRAL SERVICE AND DEPARTMENTAL PLAN

Local government unit must inform awarding agency of rates developed. Program personnel may request the cognizant agency (federal) to review it. The cognizant agency will accept the rate subject to audit or conduct a formal negotiation.

THE A-87 PROCESS

Government	Decision to develop indirect cost proposal and assign staff or contract externally
Special project staff (internal and contracted)	Develop detailed work program and time schedule for cost allocation plan
Grantee depts.	Develop work programs and time schedule for developing an indirect cost rate proposal
Designated federal agency	Determine if audit to be conducted immediately or in future period (cost allocation plan)
Cognizant federal agency	Approve indirect cost rate and inform other federal agencies
Grantor federal agency	Approve grant application, including indirect costs

I. SOURCES OF REVENUES FOR SOUTH CAROLINA MUNICIPALITIES

A. Property Taxes

1. Real Estate
2. Personal Property

B. Non Property Taxes

1. Business Licenses
2. Court Fines
3. Permits and Fees
4. Street Tax

C. Utilities and Service Fees

1. Water
2. Electricity
3. Sewer
4. Garbage Service
5. Fire Service

D. State Shared Funds

1. Alcoholic Liquor Tax
2. Beer and Wine
3. Motor Transportation Fees
4. Bank Tax

E. Federal Government Programs

## E. Federal Government Programs

1. Department of Housing and Urban Development (HUD)
  - (a) Urban Renewal
  - (b) Neighborhood Facilities Grant Program
  - (c) Open Space Land Program
  - (d) Urban Beautification and Improvement Program
  - (e) Low Rent Public Housing
  - (f) Comprehensive Planning Assistance Program
  - (g) Advances for Public Works Planning
  - (h) Grants for Basic Public Water and Sewer Facilities
  - (i) Public Facility Loans.
  - (j) FHA - Mortgage Insurance Programs
    - 235 (i)  
Rent Supplement Program
2. Department of Commerce
  - Economic Development Administration
3. Department of Interior
  - Outdoor Recreation
4. Department of Agriculture
  - (a) Loans and Grants for Rural Water and Sewer Facilities
  - (b) Recreation Facility Loans
5. Department of Justice
  - (a) F.B.I. Courses for Local Police Officers
  - (b) Law Enforcement Education Program
6. Department of Defense
  - (a) Civil Defense

## SOURCES OF REVENUE FOR SOUTH CAROLINA MUNICIPALITIES

1. Municipalities may collect such revenue as the State of South Carolina permits. These revenues must be collected in the manner prescribed by the State as shown in the Code of Laws.
2. Municipalities are free to use funds which they may obtain from other governments such as State, Federal, Counties, School Districts, Special Districts.
3. Municipalities may borrow money for capital improvements.
4. State of South Carolina probably permits as many sources of revenue as cities are likely to use. Cannot use sources as sales tax, income tax, gasoline tax, etc.
5. Need to improve on some of the existing sources:
  - (a) Better property assessments.
  - (b) Plug the loopholes in business license procedures.
  - (c) Find out about and take advantage of the Federal grants and other grants that might be available.
6. Where do we find the authority for collecting revenue? First of all we must check the state laws, especially those in regards to the following categories:

Towns under 1,000  
Towns of 1,000 - 5,000  
Towns over 5,000  
Towns 10,000 - 45,000  
Towns over 45,000

Be sure when checking the laws check for special exceptions as many towns have had special acts passed exempting them from a certain statute.

## SOURCES OF REVENUE

1. Property Tax - Most important of all to most towns, especially from the standpoint of net profit.
  - (a) Applies to all real and personal except that exempt by law.
  - (b) City must use assessments placed on property by the county and the state tax commission.
  - (c) City may assess any omitted property.
  - (d) Most real estate assessed locally except manufacturing properties.
  - (e) Tax Commission assesses and sends to the county such things as merchants stock, industrial property, manufacturing property, transportation property, etc.
  - (f) Tax Commission also publishes book for assessing motor vehicles.
- B. How much can you levy? This is determined by the Council, but the state has certain restrictions.

Towns over 5,000 unrestricted - Section 47-241 State Code.

Towns of 1,000 - 5,000 - 5% of assessed value for general purpose, but many by special laws limited to less.

Towns under 1,000 - Tax shall not exceed 40 mills on every one dollar of assessed valuation. You should check for special exceptions for your town, Section 47-161.

C. Tax Levy Ordinance - Must be enacted yearly. It may be the same as last year, but should be officially done each year by ordinance.

D. Notice of Tax Levy - Required in towns over 1,000. See law 47-241.

1,000 - 5,000 - 20 days notice

Over 5,000 - 10 days notice

Under 1,000 - No requirements, but still wise to publish notice.

E. Periods of Collections - Set by local ordinance. No specific requirements in the state law setting up collection periods.

F. Penalties for late payment - May not exceed 15%. See laws 47-168 and 47-253. By ordinance towns may set at lower figure or may graduate. The law does not seem to prohibit.

G. Execution and Collection Fees - For the purpose of collecting such taxes and penalties the council may enforce payment against the property of defaulters to the same extent, and substantially in the same manner, as is provided by law for the collection of county taxes except that city employees should handle these executions.

H. Delinquent Taxes are a lien against the property. Lien is for 10 years, the same as the county.

## 2. BUSINESS LICENSES

A major source of income for all towns authorized by State Constitution and Laws.

A. How often should ordinance be enacted? Should be enacted annually - Required in towns over 1,000. Towns under 1,000 - Not required by law but wise to publish in some form.

All licenses regardless of size of town must be graduated on gross income of the person required to pay it or upon the amount of capital invested in the business. See 47-271.

Flat fees are just not legal.

Cities or towns may punish persons who are delinquent in paying any such license tax levied. This apparently gives the right to add penalties for late payment, etc.



Exemptions for all towns: ministers and teachers  
farmers selling their own produce, etc.  
banks  
Savings & Loan Association

Towns under 1,000 population - Can charge a wholesaler for delivering such as bread from an out of town bakery. Generally free to charge as they wish.

Towns over 1,000 - Have many restrictions. Can only charge wholesaler if they have place of business inside the city limits.

Towns over 70,000 - limited to \$2,500 and if the license fee is over \$1,000, it takes a 2/3 vote of council to approve.

B. How much do you charge?

We have never worked out a base rate in South Carolina. It is usually based on:

- (1) Experience
- (2) What others do
- (3) How much the market will bear without them yelling too loud
- (4) Whether your town uses this as a major source of income.
- (5) Charges must be reasonable or courts can hold the charges invalid.

C. When collecting licenses based on gross volume of business and you are doubtful of accuracy, you can audit at the expense of the taxpayer.

Certain insurance companies, peddlers, out of town delivery people are problems to all towns or cities.

### 3. Fines and traffic tickets

1. Regardless of population maximum fine for any one offense is \$100 or 30 days. Set by constitution.
2. Some counties passed laws allowing magistrate to raise this amount.
3. Liquor cases made by town or city officers go to General Sessions Court. Towns entitled to one-half of fine and one-half of sale of automobile if one is involved. You must apply county for it.

### 4. Parking Meters.

1. Towns generally free to use for revenue and control of parking. Usually a local political question.
2. State Supreme Court says funds from parking meters should be used for meter maintenance and traffic.

## 5. Permits and Fees

1. Most are authorized by law; no specified charges.
  - (a) Building
  - (b) Electrical
  - (c) Plumbing
  - (d) Gas

The right to issue permit is usually considered the authority to charge.

Should be an off setting charge to pay for the actual cost of the inspection of this work.

## 6. Street Tax

1. All towns or cities may charge.
2. Towns under 1,000 population - No age limit or amount charged 47-175.  
Towns over 1,000 population - Amount charged limited to \$3.00 and to males between ages of 18 and 50. See 47-1324

## 7. Water and Electricity

1. Rates regulated by municipalities. Not subject to regulations of Public Service Commission.
2. Rates set by City based on:
  - (a) Need for expansion
  - (b) Must show profit to help other functions of the city with no income.
  - (c) Bond requirements.
3. Local regulations regarding separation of funds usually spelled out in Bond Ordinance.

## 8. Sewer Service Charges

1. No general authority for charging a sewer service charge.
2. Some towns have specific authority.
3. Most cities have included such authority for charging in their revenue bond ordinance.
4. Basic ways - Flat fee - % of water bill with maximum.

## 9. State Shared Funds

Funds may be used as Council sees fit to use them. Legislature has complete control over these funds.

### a. Alcoholic Liquor Tax.

State total divided as follows: 60% to State for school purposes;  
20% to counties; 20% to incorporated municipalities based on population.

9. State Shared Funds (continued)

b. Beer and Wine

81% to State for ordinary State purposes; Counties 7%; incorporated municipalities 12%. Based on population.

Effective July 1, 1970 - 75% State; Counties 7%; Municipalities 18%

c. Motor Transport Fees

(a) A road tax for the privilege of using the streets and highways in the State. Tax equivalent to seven cents per gallon on gasoline or other motor fuel used by motor carriers.

(b) Collected by Public Service Commission.

(c) Municipalities share in this total amount based on population. No city to receive over \$10,000.

(d) County seats must get at least \$2,000 regardless of population.

d. Bank Tax

To cities or towns having a bank.

(a) A special 4 1/2% net income tax on banks which replaces regular income tax and business licenses. 30% of total paid in to state allocated to cities, depending on businesses in their particular bank or banks.

e. Fire Protection - beyond city limits

f. Garbage Service Fee

g. Firemen's Fund

1% of fire insurance premiums collected on property within the municipality. To be used only by firemen for their collective benefit. City has no control over funds.

## II. BUDGET MAKING AND ADMINISTRATION

### Three logical stages in the budgetary process

1. Budget preparation
2. Consideration and adoption
3. Adoption of budget plan

### Who Prepares the Budget

1. Chief Administrator
2. Department Heads
3. Each individual in the department

### Discussion of Budget memorandum

### Discussion of Expenditure Factors

1. What is the revenue picture
  - a. Taxes
  - b. Population growth
  - c. New sources of income
2. New work activities to be added

### Budget presentation

1. Budget message
  - clear, concise, give life and meaning to figures
2. Council action
  - budget hearings are usually dismal failures. Citizenry not too concerned until tax bills received. Service Clubs, free public service radio time, short leaflets containing highlights with water bills.

### Management Controls

1. Fiscal control
  - a. Allotment system of expenditures
    - day to day operation - Capital expenditures
  - b. Budget control ledgers
  - c. Periodical reports
    - end of month financial statement

BUDGET CALENDAR 1970

- January 13 Appointment of Capital Improvements Committee by Planning and Zoning Commission.
- January 16 Delivery to departments of:  
(1) Department Heads' budget calendar;  
(2) Forms and instructions for listing capital improvements.
- February 9 Deadline for submission of list of capital improvements by departments; preparation of Capital Improvement Program begun by Planning Consultant and committee of Planning and Zoning Commission.
- February 17 Delivery of budget request forms and instructions to departments. (Include detailed salary listings of final budget of previous year.)
- March 10 Completion of preliminary revenue estimates by City Manager, including surplus available on June 30, based on 8 months' receipts and expenditures.
- March 10 Deadline for submission of budget requests by departments; beginning of City Manager's study of budget requests.
- March 10 Study of Capital Improvements Program by Planning and Zoning Commission and passing of Capital Improvement Program.
- March 23 Beginning of Budget conferences with department heads.
- April 10 Final revenue estimates, adjusting preliminary estimates for March revenues.
- April 10 Completion of budget conferences with department heads.
- April 15 Completion of work by City Manager on Preliminary Budget; budget turned over to secretary for typing.
- May 11 Submission of Budget to Council and Press; delivery of Budget Summary to interested citizens.
- May 25 First Reading of Budget Ordinance and Resolution.
- June 8 Public Hearing and Passage of Budget Ordinance and Resolution; beginning of preparation of Final Budget.
- June 22 Final Budget distributed to departments.
- July 1 Start of new budget year.

ORDINANCE

AN ORDINANCE TO PROVIDE FOR THE LEVY OF TAXES FOR ORDINARY CITY PURPOSES IN THE CITY OF AIKEN FOR THE FISCAL YEAR BEGINNING JULY 1, 1969, AND TO PROVIDE FOR THE EXPENDITURES THEREOF.

The Council of The City of Aiken hereby ordains:

Section I: There shall be, and is hereby levied, upon all of the taxable property of The City of Aiken for ordinary City purposes, for the fiscal year beginning July 1, 1969, and ending June 30, 1970, a tax of one hundred two (102) mills upon each one dollar (\$1) of taxable property in the City of Aiken to pay the amounts appropriated in the budget duly adopted for said The City of Aiken for said fiscal year, after deducting from said budget the estimated revenue accruing to The City of Aiken from other sources.

Section II: That the said City Budget, adopted as aforesaid, is hereto annexed and made a part and parcel of this Ordinance.

Section III: That should any part of this Ordinance be held invalid by a Court of competent jurisdiction, the remaining parts shall be severable and shall continue to be in full force and effect.

Section IV: That all ordinances or parts of ordinances conflicting with the provisions of this Ordinance are hereby repealed, insofar as the same affect this Ordinance.

Section V: That the City Manager shall be authorized to expend an amount not exceeding \$250 from the Contingent Fund without prior approval of Council but any such expenditure shall be included in the minutes of the next meeting of Council.

Section VI: That this Ordinance shall take effect and be in force upon adoption.

PASSED and approved by the Council of the City of Aiken on the 8th day of September, 1969.

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
Councilman

\_\_\_\_\_  
Councilman

\_\_\_\_\_  
Councilman

\_\_\_\_\_  
Councilman

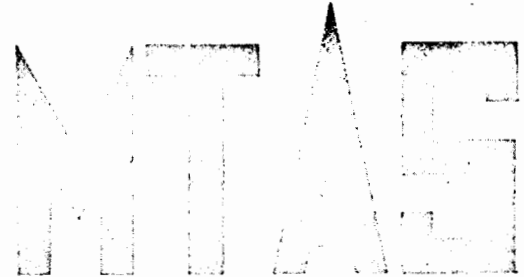
\_\_\_\_\_  
Councilman

\_\_\_\_\_  
Councilman

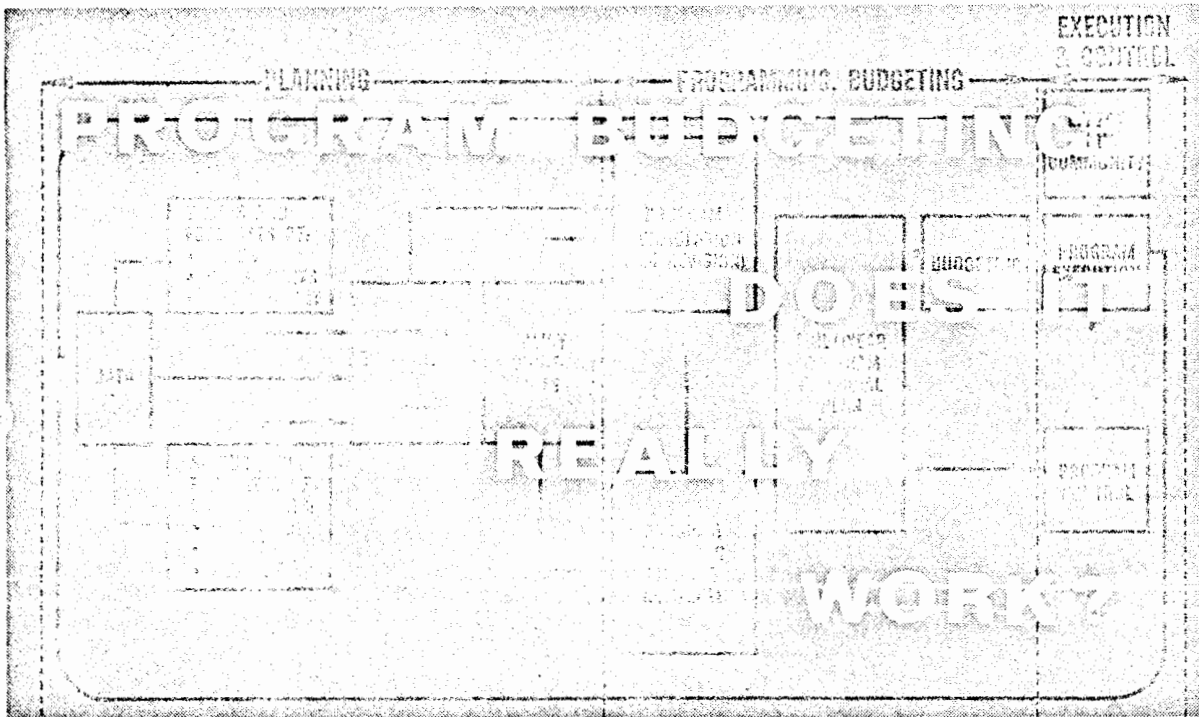
Attest: \_\_\_\_\_

City Clerk

# Technical Supplement by



MUNICIPAL TECHNICAL ADVISORY SERVICE  
THE UNIVERSITY OF TENNESSEE



BY TOM FINNIE

MR. FINNIE is responsible for program analysis for the Budget Office in the Finance Department of the Metropolitan Government of Nashville-Davidson County. He is co-author of a paper on the development of a Geo-Coding System and was a speaker at the 1970 annual URISA conference.

● TODAY WHEN a progressive municipality speaks of budgeting and budget concepts, it is speaking of Planning, Programming, Budgeting Systems (PPBS). It is my contention, however, that PPB is not working. This paper attempts to make a just criticism of PPB, a brief description of Municipal Information Systems (MIS), and an explanation of the importance of their interrelationship.

After nearly 10 years, there are still no successful examples of PPB's operation in its comprehensive form at the local level. PPBS is one of those wondrous theories which materializes every so often, attracts a fantastic amount of attention in professional

circles, and generates untold reams of published material—in spite of the absence of any very convincing examples of its usefulness.

I would suggest that instead of pragmatic efforts at implementation, we have had administrative theorists, economists, and PPB zealots latching on to PPB as the panacea for all their problems. It has become the basis for meeting publication requirements, the vehicle for launching careers as professional conference speakers, or the road to a reputation for job-skipping, so-called experts or consultants. The original fairly flexible features of the theory have developed into a rigid methodology, the principles of which are considered indisputable. All of this has developed in spite of the fact that attempted implementation has usually proven very disappointing, especially at the local level.

PPBS has been served ill by the reduction of its simple goals to articles of Holy Writ. The specific objectives of the original concept should be re-examined in light of the actual needs of local governments

MTAS, an agency of the Division of Continuing Education, The University of Tennessee, is operated in cooperation with the Tennessee Municipal League to provide technical advisory assistance to all municipal officials in Tennessee. Assistance is available, on request, in the

areas of engineering, public works, management, law, public information, finance and accounting, housing, law enforcement and ordinance codification. In addition, a municipal consultant is assigned to each of six districts.

if they are to become an effective means of planning and management.

Specifically, PPBS as usually set forth has four basic elements:

- (1) *The goals and objectives of the government are articulated*, and all activities are related to them, with little or no regard for organizational lines or jurisdictional constraints.
- (2) *Program plans, costs and resources are projected* into the future to identify the long-range implications of current policies and decisions.
- (3) *All cost factors, whether direct, overhead or capital, are related to programs* under consideration without regard to fund structures or similar non-functional requirements.
- (4) *Alternative costs and revenue plans are presented* for the achievement of each objective so that costs can be precisely measured against specific service outputs.

The first element, articulating the city's goals and objectives, has an easy, almost righteous ring about it. In practice, however, this is a tricky and very difficult proposition. Formulating goals is much more than life, liberty and the hot pursuit of happiness. It is also more than the special projects and programs proposed during election campaigns. The city's goals should be set forth, in comprehensive terms, in relation to the fundamental problems facing the local government.

This, of course, presents the question of how to determine what those fundamental problems are. We know what the people are complaining about

very often, and the thicker, mathematically-oriented ones are seldom read, and less often understood, by municipal executives.

Beyond such periodical studies, there is very little available in the way of data-gathering techniques to keep the local official in touch with significant community trends which have not yet surfaced. In fact, the problem really is: Just what types of community developments have what significance for whom? Which features of population densities, social characteristics, economic changes, or other community developments could, and should, be routinely monitored; and which have significance for the local official with respect to future problems and points of danger?

The second element, projection of costs and implications, can be discussed quickly. Capital budgeting and responsive tie-ins with the operating budget are of considerable benefit, even a necessity, for a large municipality. But the preoccupation of PPB writers with the long-range future is almost obsessive. It is amazing how uninterested the average political leader is in programs which will not pay off for five or ten years—especially if he has an election only a year or two off. The Chief Administrative Officer needs to see the short range pay-offs of his long-range programs. He must have a system which demonstrates progress and documents results as they take place.

The third element of PPBS points out the need to combine all costs without regard to fund structures. Our typical PPB zealot looks at this element, says "right on," and the next thing you know, he has corralled the city's Finance Officer and is explaining how "we need to drop the Debt Service Fund, change this to that and that to this"—and the Finance Officer is thinking, "what do you mean; we

## Specific objectives (of PPBS) should be re-examined in the light of actual needs of local governments if they are to become an effective means of planning and management.

and what the hot issues are, but do these add up to a clear statement of what the fundamental problems are?

Almost certainly they do not. Sit down for half a day to discuss problems with your Planning Director or your Housing Director, and you'll leave thinking they spend their time making life more difficult than it was meant to be.

In fact, local governments' methods of surveying their communities and monitoring changes and developments are superficial in the extreme.

For example, the "issue paper" as a means for surveying needs has become a PPB staple in recent years. In these papers, a particular objective is analyzed, alternatives developed and recommendations made. But such surveys are limited in scope, clumsy, time-consuming, and usually expensive to undertake. They are often out-of-date before they are completed. As a result, they are not undertaken

paleface." The Finance Officer says "thank you, and please call for an appointment the next time you want to see me," and the PPB zealot goes away muttering about that old fuss-budget.

Unfortunately, both of these officers are right and both are wrong. Fund structures and charts of accounts are going to change. But first, let's test out our ideas about the necessary changes within the present Fund Structure—and it can be done—and then try to convince the Finance Officer with concrete facts and experience.

The fourth element requires that alternative costs, for the achievement of specific objectives, be presented so that costs can be precisely measured against specific service outputs.

Here again we have a problem. How do you measure the results of a city's operations? When has it succeeded, and when has it failed? Unfortunately, the answers to these questions are



usually vague and negative. It is a mark of success if a city got by on the funds allotted, if nothing happened during the year which could be blamed on the government's ineptness, and if some of the special promises were actually kept. These are poor criteria in this day and age.

PPBS also implies that management has a high degree of control over operations. Actually management control programs, cost accounting techniques, operations research programs, and similar systems for administrative planning and control are related to techniques other than PPBS. But it would seem to be very poor policy to develop goals, and programs to meet these goals, and then to ignore completely the techniques management must use to achieve these goals.

### Controls still in talk stage

Unfortunately, administrative control systems are still almost entirely in the talk stage. The training required for such things as administrative planning, measurement of effectiveness and efficiency, and operational performance report development and analysis are not a reality of public administration at the local level.

In addition, it must be remembered that local governments are in business to provide for the health, safety, and welfare of their residents. It is usually difficult, if not impossible, to put a price on these missions. The really meaningful consideration in developing alternatives is which alternative is most likely to achieve the objectives at all. If it is also the cheapest approach, all the better. In other words, a "benefit-benefit analysis" should precede any "cost-benefit analysis."

Perhaps a more profound problem in this respect is to be found in the mundane realities of municipal budgeting, as well as in the appreciation of the state-of-the-art of municipal budgeting, and the decision-making set-up in most city halls. A mayor or manager cannot develop his budget in the ethereal atmosphere of unlimited options and cold calculations of costs and benefits. Given the fiscal situation in most cities today, the municipal executive has to make do with the people, equipment, and facilities he has. Additions to these existing resources are marginal at best. In addition, he must cope with demands and needs which are immediate, pressing, and in a high state of flux.

### Objectives have potential value

While being free with my criticisms of PPB, I am compelled to add that I am intrigued with the challenges the concept poses and I recognize the potential value of its objectives.

To realize the benefits of PPB, it is necessary to overcome two problems. First, the principal architects of accepted PPB theory have never been in local office and few know much about the actual operations typical of city halls. They are not administrators. They are economists, political scientists, and mathematicians. The nitty-gritty of administrative life—especially at the local level—is just not their bag.

The second problem is the refusal of PPB advocates to become involved with systems for administrative direction and control.

The first problem is virtually insurmountable, as you who have had dealings with the so-called academic type know so well. We in local government are going to have to sit down and do the hard thinking necessary to design theories which we know, on the basis of real experience, have at least a chance of working.

In the past, finance officers, as well as other local officials, have been long on criticism of new concepts and short on creative alternatives. We are faced with a polarization between practitioners and "thinkers."

This polarization is not going to be dissolved by reading an occasional journal or attending a conference or two. It can only be dissolved if we, the practitioners, sit down and do that very difficult thing called thinking. We must quit looking to the past, taking exaggerated pride in making small improvements, and instead look into the future and make significant breakthroughs.

The second problem leads to the need for the design of Municipal Information Systems.

The chief administrative officer is necessarily concerned with the here and now. He must cope with problems which exist at definite times, in definite places, and he must cope with them through the use of available resources.

### Resources more than just money

We tend to think too much of "resources" as money—hence the cost-benefit syndrome. While it is true that the municipal executive may often be worried about money, it is people, equipment, and facilities which provide him with the means to meet his problems. It is with these resources that he delivers services. Accordingly, he must have a Municipal Information System which enables him to meet current problems with non-monetary resources. Any form of system which articulates goals and objectives, defines programs and commits financial resources must be:

- in a form that is relevant to current operations.
- expressed in terms which are significant to the operating agencies of the government.
- set forth in productive units which permit monitoring and performance evaluation.
- specific enough to measure results in respect to changed conditions in the community at specific places at specified times.

To accomplish these objectives, the PPB system must ultimately be expressed in the same terms as the Municipal Information System, because it is the latter system which permits monitoring, administration, and a large part of evaluation. Thus, there must be a data linkage between PPBS and MIS if the first is to be relevant to the second.

Perhaps a better approach is to say that there is a need for a common "building block" which works for both.

The Program Analysis Section of the Metropolitan Government is now engaged in the definition of this building block. For our purposes, these terms and definitions are being used:

—**GOALS**—ideals for which the community continuously strives. They should be expressed in abstract terms and serve as permanent statements of community direction. They would be concerned with such things as healthy, economically stable, safe, and aesthetic conditions.

—**OBJECTIVE**—a status which reaches toward one or more goals and is capable of both attainment and measurement. For instance, “adequate recreational facilities for all residents” would be an objective. If a condition of “adequacy” is specified with precision, then progress toward achievement can be planned and measured.

—**PROGRAM**—a specific plan to utilize governmental and other resources, during specified periods of time and in respect to specific areas, for definite purposes which are designed to move toward and/or achieve the objective to which it is related.

—**ACTIVITY**—the basic production unit of the government. It can be an individual or group engaged in any municipal activity such as sewer rodding, social case work, or medical care.

The *activity* then, is the building block for this system and is the cost center for future cost accounting purposes. While every objective will have a primary relationship to a given goal, and every program to an objective and activity to a program, any number of combinations is possible.

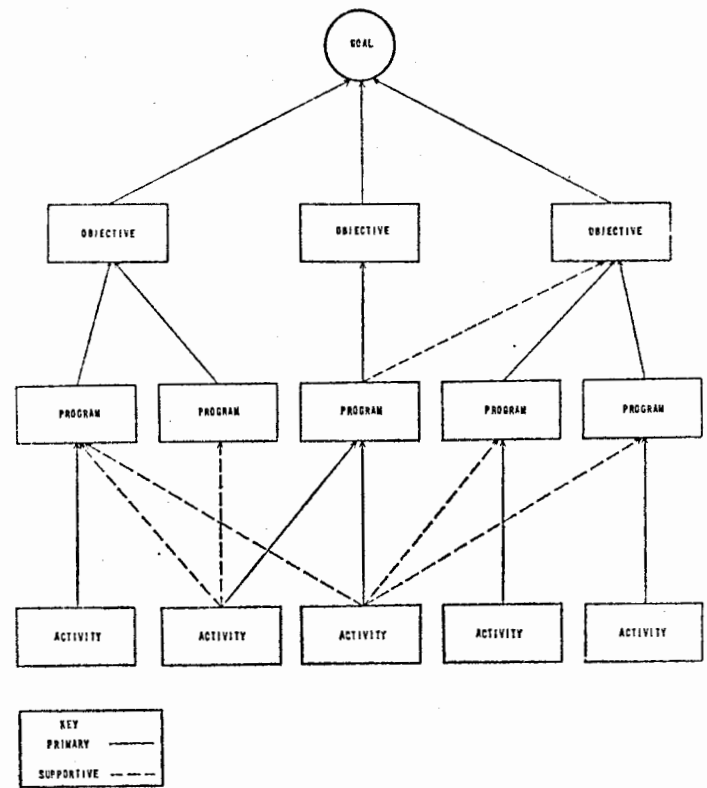
A brief example of this relationship is the job of a caseworker in the Welfare Department.

### Program is many activities

Interviewing a client is an activity which is part of a counseling program. Other activities making up the counseling program include group discussions of problems, caseworker-client discussions, and background investigations. This counseling program is designed to meet the objective of maximizing the welfare dollar by providing job and housing information for each client. This objective in turn is directed toward the goal of alleviating poverty and the offshoots of poverty, thus improving the welfare of the community. In addition, the case work activity is supportive to the program of full enrollment in the school system.

Thus, the budgeting system is designed to identify the costs of meeting concrete objectives as well as demonstrate the interactions between activities and programs. The Information System is designed to generate and manipulate data in terms of these activities and programs.

Using the above example, the Information Sys-



POSSIBLE PROGRAMMATIC RELATIONSHIPS

tem would report the amount of personnel time and materials spent on the activities of case work. This activity cost can then be manipulated into various program costs. In addition, output measures, related to activities and programs such as number of cases, time per case, and resolution of cost, are reported in the same Information System. These outputs provide measure of efficiency and effectiveness to be used in evaluating programs.

This Budgeting/Information System provides:

- an intellectual framework* in contrast to the patched and jerry-built systems so common at the present time.
- the basis for budget analysis* to complement the largely control-oriented budget documents now in use.
- a means for translating the annual budget* into the cost of easily understood programs of services.
- the basis for an Information System* designed for a specific purpose rather than the old unwieldy “Data Bank” concept.

I would like to express my appreciation both to J. Ward Wright, principal consultant, Auerbach Corp., Philadelphia, for many of the ideas presented in this paper, and to the staff of the Program Analysis Section, especially Sylvia Soholt, for their comments and assistance.

### III. TREASURY MANAGEMENT

#### A. Billing and Collections

##### 1. Taxes

Tax collector (or Clerk and Treasurer) must have an unwavering attitude. Must live up to the letter of the law.

Steps to follow:

- a. Budget
- b. Tax ordinance
- c. Obtaining assessment roll from county auditor
- d. Preparation and distribution of tax bills
- e. Publicity about tax notices. When due, discounts - if you need money in a hurry, penalties - maximum state law 15% execution - cost added
- f. Installments - credit cards

##### 2. Licenses:

- a. Prepare forms in duplicate or triplicate  
audit purposes  
be sure to have social security numbers on professionals
- b. Compare to state sales tax returns

##### 3. Parking Meter Receipts: Collections

- a. one coin box - into a container  
only treasurer has key

##### 4. Utilities

All charges should be made on one bill. Water, sewer, garbage, fire, other hand, machine, computer

#### B. Security of Municipal Deposits

- a. Although the treasurer is the chief custodian the legislative body should select the banks which are to be the city's depositories
- b. Prorate deposits to banks. Use one central bank for check writing - transfer funds
- c. Security for deposits - assign treasury bills, etc.

#### C. Investment of Idle Funds

Idle funds is any cash available in the city treasury not needed at that particular time for budget operation.

Short term investments

Things to consider:

- a. standpoint of legal requirements
- b. safety of the investments
- c. spacing of maturities so funds are not tied up.
- d. securing maximum earnings

Kinds of investments:

- Savings and Loans - maximum amount insured \$20,000
- Certificates of Deposit - 30,60,90 days
- Government securities - bonds, treasury bills

D. Purchasing:

Each municipality should set its own purchasing rules and regulations.

1. Limits should be set to the designated purchasing agent.
  - a. establish written specifications - anything over \$1000 :  
formal bids - Council must act.
  - b. Competitive bidding on supplies, materials, equipment  
over \$100 - purchases not exceeding \$300, oral bids  
may be accepted.
  - c. Cooperative purchasing plan  
Shall have authority to join with other units of government  
in cooperative purchasing when the best interest of the city  
would be served. The purchasing agent be given authority  
to make purchases of supplies and equipment through the  
property division of the State Budget and Control Board  
without the formality of publication and receiving  
competitive bids.
  - d. Purchasing through state - items
  - e. Purchasing through County School Board
  - f. Five year contract for police vehicles

Title: Purchasing Agent

Under general supervision to do office work of more than ordinary difficulty and responsibility in connection with the purchase of a wide variety of materials, supplies, tools, and equipment; and to do related work as required.

Examples of work:

Within defined limits of authority, places purchase orders for a wide variety of supplies and service with vendors; places orders involving large expenditures or specialized items in accordance with instructions; advertises for competitive bids; writes purchase specifications; checks invoices against purchase orders and receiving reports for price, quality, and quantity; keeps relatively complex office records; makes special studies and reports; and incidentally operates various office machines.

Qualifications:

Graduation from high school and five years of office experience, of which one year shall have been on difficult and responsible purchasing work. Each year of college work or equivalent in accounting, business administration, or public administration shall be considered equal to one year of experience. Considerable knowledge of modern office practices, and skill in the application of such knowledge; considerable knowledge of the procedures, practices, and legal aspects of municipal purchasing, and skill in the application of such knowledge; working knowledge of materials, supplies, and equipment used in municipal operation; ability to meet the public and get along well with others; accuracy; thoroughness; resourcefulness; initiative; and dependability.

E. Long Term financial planning

1. First formulate some kind of debt policy
2. A legal borrowing limit is set by most states
3. A capital improvements program
  - a. Who formulates the program - department heads, etc.
  - b. The borrowing policy should be related to the stability of a community.

F. Financing Capital Improvements

1. Revenue Bonds

- a. came into use in England about 200 years ago to finance toll roads and toll bridges.
- b. lend themselves to operation on a service charge basis
- c. service can be made revenue - producing on a basis to cover full operating cost and debt service cost.
- d. common usage - water system, sewer system, light and power system, auditoriums, airports, etc.

Advantages:

1. Issue without referendum of people
2. Can issue as much as you have ability to pay.

Disadvantage

1. Interest rate is higher than G.O. Bonds

2. General Obligation Bonds

Normally used for capital improvements that are non-revenue producing such as storm drainage, city halls, fire stations, street work, etc.

Advantages:

1. Lower interest rate

Disadvantage:

1. Referendum of people to allow you to issue maximum amount to be issued controlled by state constitution.

**PURPOSES AND OBJECTIVES  
of  
GOVERNMENTAL ACCOUNTING**

As is true of accounting in other types of economic entities, governmental accounting exists for the purpose of providing complete and accurate financial information, in proper form and on a timely basis, to the several groups of persons responsible for, and concerned with, the operations of governmental units and agencies. Primary among these is public management. Both at top and intermediate levels of governmental organization, management must rely on financial reports in evaluating past performance in daily decision-making, and in planning future operations. With governmental revenues frequently limited and often smaller than expenditure demands, prudent budgetary planning and control are essential to efficient utilization of available resources in providing required public services.

**BASIC PRINCIPLES**

A group of basic principles has been developed for an utilized by governmental units in the implementation and administration of public policies. As developed these principles are specific fundamental tenets which, on the basis of reason, demonstrated performance, and general acceptance by public administrators accountants, and others concerned with public financial operations, are generally recognized as being essential to correct analysis of financial operations and to the proper preparation and presentation of required financial statements and reports.

**Legal Compliance and Financial Operations:**

1. A Governmental accounting system must make it possible: (a) to show that all applicable legal provisions have been complied with; and (b) to determine fairly and with full disclosure the financial position and results of financial operations of the constituent funds and self-balancing account groups of the governmental unit.

**Conflicts between Accounting Principles and Legal Provisions.**

2. If there is a conflict between legal provisions and generally accepted accounting principles applicable to governmental units, Legal Provisions must take precedence. Insofar as possible, however, the governmental accounting system should make possible the full disclosure and fair presentation of financial position and operating results in accordance with generally accepted principles of accounting applicable to governmental units.

**The Budget and Budgetary Accounting**

3. An annual budget should be adopted by every governmental unit, whether required by law or not, and the accounting system should provide budgetary control over general governmental revenues and expenditures.

## Fund Accounting.

4. Governmental accounting systems should be organized and operated on a fund basis. A fund is defined as an independent fiscal and accounting entity with a self-balancing set of accounts recording cash and or other resources together with all related liabilities, obligations, reserves, and equities which are segregated for the purpose of carrying on specific activities or attaining certain objectives in accordance with special regulations, restrictions, or limitations.

### Types of Funds

5. The following types of funds are recognized and should be used in accounting for governmental financial operations as indicated.

- (1) The General Fund to account for all financial transactions not properly accounted for in another fund;
- (2) Special Revenue Funds to account for the proceeds of specific revenue sources (other than special assessments) or to finance specified activities as required by law or administrative regulation;
- (3) Debt Service Funds to account for the payment of interest and principal on long term debt other than special assessment and revenue bonds;
- (4) Capital Projects Funds to account for the receipt and disbursement of moneys used for the acquisition of capital facilities other than those financed by special assessment and enterprise funds;
- (5) Enterprise Funds to account for the financing of services to the general public where all or most of the costs involved are paid in the form of charges by users of such services;
- (6) Trust and Agency Funds to account for assets held by a governmental unit as trustee or agent for individuals, private organizations, and other governmental units;
- (7) Intergovernmental Service Funds to account for the financing of special activities and services performed by a designated organization unit within a governmental jurisdiction for other organization units within the same governmental jurisdiction;
- (8) Special Assessment Funds to account for special assessments levied to finance public improvements or services deemed to benefit the properties against which the assessments are levied.

### Number of Funds

6. Every governmental unit should establish and maintain those funds required by law and sound financial administration. Since numerous funds make for inflexibility, undue complexity, and unnecessary expense in both the accounting system and the over-all financial administration, however, only the minimum number of funds consistent with legal and operating requirements should be established.



#### Fund Accounts.

7. A complete self-balancing group of accounts should be established and maintained for each fund. This group should include all general ledger accounts and subsidiary records necessary to reflect compliance with legal provisions and to set forth the financial position and the results of financial operations of the fund. A clear distinction should be made between the accounts relating to current assets and liabilities and those relating to fixed assets and liabilities. With the exception of Intra- governmental Service Funds, Enterprise Funds, and certain Trust Funds, fixed assets should not be accounted for in the same fund with the current assets, but should be set up in a separate, self balancing group of accounts called the General Fixed Asset Group of Accounts. Similarly, except in Special Assessment, Enterprise, and certain Trust Funds, long term liabilities should not be carried with the current liabilities of any fund, but should be set up in a separate, self balancing group of accounts known as the General Long-Term Debt Group of Accounts.

#### Valuation of Fixed Assets.

8. The fixed asset accounts should be maintained on the basis of original cost, or the estimated cost if the original cost is not available, or, in the case of gifts, the appraised value at the time received.

#### Depreciation.

9. Depreciation on general fixed assets should not be recorded in the general accounting records. Depreciation charges on such assets may be computed for unit cost purposes, provided such charges are recorded only in memorandum form and do not appear in the fund accounts.

#### Basis of Accounting.

10. The accrual basis of accounting is recommended for Enterprise, Trust, Capital Projects, Special Assessment, and Intragovernmental Service Funds. For the General, Special Revenue, and Debt Service Funds, the modified accrual basis of accounting is recommended. The modified accrual basis of accounting is defined as that method of accounting in which expenditures other than accrued interest on general long term debt are recorded at the time liabilities are incurred and revenues are recorded when received in cash, except for material or available revenues which should be accrued to reflect properly the taxes levied and the revenues earned.

#### Classification of Accounts.

11. Governmental revenues should be classified by fund and source. Expenditures should be classified by fund, function, organization unit, activity, character, and principal classes of objects in accordance with standard recognized classification.

#### Common Terminology and Classification

12. A common terminology and classification should be used consistently throughout the budget, the accounts, and the financial reports.

Financial Reporting.

13. Financial statements and reports showing the current condition of budgetary and proprietary accounts should be prepared periodically to control financial operations. At the close of each fiscal year, a comprehensive annual financial report covering all funds and financial operations of the governmental unit should be prepared and published.

Recommended Standard Classification of Accounts  
for South Carolina Municipalities

Revenue Accounts

<u>Account Code</u>	<u>Account Classification</u>
<u>1000</u>	<u>Taxes</u>
1100	Current
1200	Prior Years'
1500	Payment in Lieu of Taxes
1520	Paving Assessments
<u>2000</u>	<u>Licenses and Permits</u>
2110	Parking Meters
2200	Business Licenses
2500	Building Permits
2510	Electrical Permits
2520	Plumbing Permits
2540	Gas, Heating, & Air Conditioning Permits
2550	House Moving Permits
<u>3000</u>	<u>Fines and Forfeitures</u>
3100	Police Fines & Forfeitures
3200	Other Revenue
<u>4000</u>	<u>Revenue from Use of Money &amp; Property</u>
4100	Interest Earned on Investments
4200	Rent
4210	Sanitary Landfill

5000 Revenue from other Agencies

5100 Alcoholic Liquor  
5110 Beer and Wine  
5200 Bank Income  
5300 Motor Transportation  
5400 Brokers Tax

6000 Charges for Current Services

6010 Administrative Services - Utilities  
6100 Fire Protection Service  
6130 Garbage Collection Service  
6411 Municipal Auditorium  
6420 Recreation Facilities  
6421 Swimming Pools  
6430 Concessions - Recreation Department

8300 Miscellaneous Revenue

8301 Miscellaneous  
8310 Telephone Commissions

8500 City Garage Services

CLASSIFICATION OF EXPENDITURES

Governmental expenditures may be classified on several bases. Classification by organization unit shows expenditures on the basis of the department, division, bureau, or other administrative unit which makes expenditures required in carrying out its designated functions. Classification by character refers to the fiscal period which benefits from a particular expenditure, and classification by object refers to the commodity or service obtained from a specific expenditure. Classification by functions and activities refers to the purposes for which expenditures are made and the specific types of work performed to accomplish such purposes.

CLASSIFICATION BY FUNCTION AND ACTIVITY

Activity Accounts (Expenditures)

<u>Account Code</u>	<u>Account Classification</u>
	<u>General Government</u>
100	<u>Legislative</u>
101	City Council
	<u>Executive</u>
110	City Manager's Office

120	<u>Judicial</u>
121	Municipal Court
130	<u>Boards and Commissions</u>
131	Elections
	<u>Legal</u>
140	Legal Services
	<u>Planning</u>
150	Planning Commission
170	<u>Community Promotions</u>
180	<u>Finance Department</u>
190	<u>Municipal Building</u>
200	<u>Public Safety</u>
210	Police Department
211	Traffic Control
230	Fire Department
240	Fire Prevention & Building Inspection
270	Civil Defense
	<u>Public Works</u>
315	Engineering
321	Street Maintenance
322	Parkway Maintenance
325	Street Lighting
337	Health & Sanitation Department
700	<u>Recreation</u>
710	Recreation Department
731	Swimming Pools
800	<u>Miscellaneous</u>
800	Non-Departmental
850	City Garage
860	Use Tax
862	Contingent Fund
880	Debt Service
900	<u>Utilities</u>

## Objective Accounts

(To Be Used With Activity Accounts)

<u>Account</u>	<u>Classification</u>		
	<u>Personal Services</u>		<u>Operating Expenses - Cont.</u>
101	Salaries and Wages	254	Signs
102	Overtime Pay	255	Iron Castings & Structural Steel
103	Pensions		
104	Fees of Board Members	256	Meters, Parts & Supplies
105	Administrative Expenses	257	Pipe, Fittings, Hydrants, etc
		258	Large Valves & Boxes
	<u>Operating Expenses</u>	259	V. C. Products
210	Printing & Binding	261	Advertising
211	Postage	262	Insurance
212	Office Supplies	263	Rent
214	Memberships & Dues	264	Employee Training
215	Travel & Conference	265	Professional Services
216	Transportation Allowances	266	Awards
217	Automotive Operating Expense	267	Retirement Fund Payments
218	Depreciation Expense	270	Departmental Equipment
220	Electricity & Gas	271	Specialized Departmental Supplies
221	Telephone & Telegraph	272	Special Contracts
222	Water	273	Contract (Landfill)
223	Heating Fuel	279	Other Operating Expenses
225	Parking Meter Maintenance	280	Information
226	Maint. & Service Contracts	281	K-9 Corps
227	Machinery & Equipment Maint.	282	Jury Fees
228	Building Maintenance	283	Equipment Rental
229	Traffic Light Maintenance	284	Athletic Activities
231	Small Hand Tools	285	Hydrant Rental
232	Hardware & Building Materials	286	Special Activities
233	Painting Supplies		
234	Cement & Masonry Materials		
235	Asphalt Supplies		<u>Capital Outlay</u>
236	Electrical & Lighting Supplies		
237	Radio Supplies	380	Land, & Rights-of-way
238	Concession Supplies	381	Buildings & Fixed Equip.
239	Garage Supplies	382	Furniture & Fixtures
241	Uniforms & Clothing	383	Office Machines
242	Boarding & Lodging Supplies	384	Automotive Equipment
243	Laundry & Linen Service	385	Machines & Equipment
244	Cleaning & Sanitation Supplies	386	Miscellaneous Equipment
248	Chemicals	387	Traffic Control Equip.
249	Medical & Laboratory Supplies	388	Paving
		389	Parkway Beautification
		390	Radios

## EXPLANATION OF CLASSIFICATION SYSTEM

Each distinct source of revenue or class of expenditure is assigned a specific account number. These account numbers serve as symbols for the account they represent, thus, simplifying the bookkeeping process. Also the simple exercise of assigning any transaction to a specific account encourages fiscal accountability. Each transaction is placed directly under one departmental jurisdiction and that particular department is held accountable for all such funds thus assigned.

### Revenue Accounts

The primary classification of revenues is by source for example: property taxes, federal grants, fines, etc. Within each such major classification, there are more precise divisions explaining exactly what kind of fine or describing the type of tax (current or delinquent). The classification system for revenues is composed of seven major classes of revenues and one class entitled other revenues.

The actual numbers used in this classification system are composed of four digits. The first digit represents the general class of revenue (1-8), the second digit represents a major division of the general class, the third digit permits even further breakdowns, and the final digit is merely a "0" added to the first three in order to distinguish revenue accounts from expenditure accounts - which consist of only three digits.

This system is a modified form of the classification system recom-

mended by the South Carolina Municipal Finance Association (June, 1966).

Expenditure Accounts

The primary classification of expenditures is by function. Each department which performs a special governmental function is assigned a letter (for the sake of simplicity an abbreviation of the department name is used; for example "P" for Police). This letter is used in conjunction with an account code for each departmental activity: (1) personal services, (2) Contractual services, (3) operating supplies, (4) capital outlays. Each of these account codes is further broken down to reflect detailed accounts within the four broad categories. This coding system is very simple when in operation: for example, an expenditure for a new patrol car for the police force would be designated under account P-403; similarly a new chief's car for the fire department would be designated under F-403.

Some governmental expenditures do not lend themselves to assignment to a particular operating agency. To provide for such general governmental expenditures a "D" code for Interest on Debt and a "B" code for Redemption of Bonds has been established along with an "M" for Miscellaneous Expense. These three broad codes will probably be sufficient without the refined three digit breakdown.

For expenditures, an alternate code conforming to the recommendations of the South Carolina Municipal Finance Association is provided. This alternate code has the advantage of allowing a numerical system and eliminating the less precise letters. Thus, the new police car comes

under account number 210.403 instead of P-403. The preciseness of this alternative code, however, is not of great value to a small municipality of only a few departments. The letter code, therefore, should be used in all towns with only a few operating departments.

#### Installation of the New Classification System

As much of the old accounting systems as possible should be retained. All previous accounts should fit somewhere in the new system and should retain their old name while being assigned a number. This will prevent much confusion inherent in any new system and will reduce the normal resistance to change. The reasons for the new system economy, efficiency and greater accountability - should be stressed to all employees working with the system. Each employee must be given a copy of the new classification system and encouraged to learn it.



EXPENDITURE ACTIVITY ACCOUNTS

RECOMMENDED CODE	ALTERNATE CODE	DEPARTMENT OR OTHER ACCOUNT
A	100	Administrative - Legislature, Executive, Judicial, etc.
P	210	Police
F	230	Fire
CD	270	Civil Defense
PW	300	Public Works
H	400	Health
W	500	Welfare
L	600	Libraries
R	700	Recreation
D	880	Interest on Debt
B	890	Redemption of Bonds
M	900	Miscellaneous Departments Or Enterprises
W	910	Water or Water and Sewer
E	950	Electric Utility

DEPARTMENTAL CLASSIFICATION OF EXPENDITURE ACCOUNTS

ACCOUNT CODE	ACCOUNT CLASSIFIED	EXPLANATION
100	Personal Service	
101	Salaries & Wages	
102	Over-time Pay	
103	Retirement	
104	Fees to Boards	
200	Contractual Services	
201	Power	(Electric & Gas
202	Heating Fuel	(Oil)
203	Telephone	
204	Postage & Freight	
205	Special Contracts	(Maintenance, Roadwork, etc.)
206	Insurance & Bonds	
207	Dues & Subscriptions	
208	Rent	(Land, Buildings & Equipment)
209	Travel & Training	
210	Professional Services	
211	Water	
212	Other Services	

DEPARTMENTAL CLASSIFICATION OF EXPENDITURE ACCOUNTS  
(Continued)

ACCOUNT CODE	ACCOUNT CLASSIFIED	EXPLANATION
300	Operating Supplies	
301	Motor Vehicle Supplies	(Gas, Oil, etc.)
302	Motor Vehicle Parts	(Repair Parts)
303	Chemicals	(Chlorine, Fertilizer)
304	Office Supplies	
305	Uniforms	
306	Small Tools	(Less than \$25.00 in value)
307	Special Department Sup.	(Itemize)
400	Capital Outlay	
401	Land & Buildings	
402	New Equipment	(More than \$25.00 Value)
403	Autos	(Cars Only)
404	Trucks	
405	Heavy Equipment-by type	
406	Recreation Equipment-by type	
407	Machinery & Tools	(More than \$25.00) /
408	Apparatus & Instruments	
409	Petty Cash	

CLASSIFICATION OF REVENUE ACCOUNTS

ACCOUNT CODE	ACCOUNT CLASSIFIED	EXPLANATION
1000	General Property Tax	
1100	Current Property Taxes	
1200	Delinquent Taxes	
1500	In Lieu of Taxes	
2000	Licenses & Permits	
2100	Vehicle License	(Bicycles and Autos)
2110	Parking Meters	(Receipts from News-stand licenses, street cuts, taxi-stands)
2120	Street Priviledges & Permits	(License, bench permits, and encroachment permits)
2200	Business & Professional License	(Revenue from business and occupation that must be licensed to operate)
2300	Animal License	(Dogs)
2400	Other License	
2500	Building Permits	
2510	Electrical Permits	
2520	Plumbing Permits	
2530	Gas Permits	
2540	Other Permits	

CLASSIFICATION OF REVENUE ACCOUNTS  
(Continued)

ACCOUNT CODE	ACCOUNT CLASSIFIED	EXPLANATION
3000	Fines & Forfeitures	
3100	Criminal Fines	
3200	Traffic & Parking Fines	
3400	Rebate from General Sessions Court	
3900	Miscellaneous	
4000	Revenue from Interest & Rate	
4100	Interest earned on Investment	(U.S. Treasury securities, bonds, etc.)
4190	Other Interest Earned	
4200	Rents	
5000	State & Federal Revenues	
5100	Beer & Wine Tax	
5110	Liquor Tax	(State imposed taxes)
5200	Bank Income Tax	shared with municipal)
5300	Motor Transport Tax	
5310	Gasoline & Other Motor Vehicle Full-Tax	
5400	Federal Grants	

CLASSIFICATION OF REVENUE ACCOUNTS  
(Continued)

ACCOUNT CODE	ACCOUNT CLASSIFIED	EXPLANATION
6000	Service Charges	
6100	Fire Protection Service	(Filling _____, Inspection Service, Out of town firefees)
6200	Health Fees	(Inspection, Lab, Miscellaneous Sales)
6300	Libraries	(All charges & Fees)
6400	Recreation Fees	(Golf, Audit, Pools, Stad. Tennis courts, etc.)
6700	Miscellaneous	
7000	Utilities or other Enterprises	
7100	Water & Sewer	
7200	Electric	
7600	Airports	
7700	Sanitation	
8000	Other Revenues	
8200	Surpluses from Discontinued Funds	
8300	Other Collections	
8400	Revenue from Sales of Property	

## GENERAL INSTRUCTIONS FOR ACCOUNTING FORMS

Each step in the accounting process requires the use of proper forms. These forms must be designed to give complete information regarding the transaction. A number of forms will be presented but now town need adopt them all. Only the primary registers and ledgers are necessary in all towns. The subsidiary registers and ledgers serve only to enlarge upon entries in the primary records. The use of subsidiary records is recommended on a limited scale to insure accountability, but should not be carried to the extreme of extensive duplication of entries. Each town must decide on its own particular needs.

The major objectives guiding the construction of the following forms were these: 1) simplicity, 2) uniformity, and 3) adaptability. The forms are simple enough to meet the needs of small municipalities; uniform enough to permit entries by non-professional accountants; and adaptable enough to meet the various needs of different governments.

As a primary step in the accounting system it is of extreme importance that original documents of financial transactions be preserved. In order to maintain an accurate account of expenditures and revenues and also to insure a clear audit trail these documents are necessary. Examples of such documents would range from the simple tax receipt to the record of bonds and coupons payable.

### Books of Original Entry

#### Form 3-A. General Receipts Register.

Each department should employ a standard receipt form; and must issue and record a receipt for any amount received. The finance officer records all such transactions in this register

in the order in which they are made.

Form 3-B. General Outlay Register.

All expenditures should be noted as soon as possible by the finance office in this register. It is recommended that in small towns the check number be recorded with the check serving as a voucher. The use of a check instead of a separate voucher eliminates a step necessary only in larger governmental units. Payroll checks can be lumped together in the General Outlay Register since a more detailed statement is provided in the Payroll Register.

Form 3-C. Payroll Register.

This subsidiary expenditure is necessary because of the frequency and extent of payroll checks. This register allows a closer scrutiny of salaries paid. Each employee's gross earnings only should be listed on this register. Each employee, furthermore, should have an individual payroll card upon which all deductions should be listed and totals maintained for personal income tax services. In addition, time sheets should be kept by the individual supervisors.

Ledgers /

Form 4-A. General Ledger.

This ledger is the heart of the accounting system, yielding in summary and in detail, information on the financial operations and condition of the town. On a continuing basis the finance officer should make postings from the General Receipts Register and the General Outlay Register in this ledger. At the end of



each month (or quarter) the General Ledger should be totaled in order to provide information for a balance sheet.

Each control account should be given a sheet in the general ledger and all accounts should be arranged in a logical order. Subsidiary accounts may be used to support particular general ledger accounts. Some recommended subsidiary ledgers are listed below.

Form 4-B. Revenue Ledger.

Each source of revenue is listed in this ledger. One column is provided for estimated revenue (taken from the budget) and another for actual revenue (posted from the General Receipts Register). "Balance" represents the amount of revenue to be collected or earned.

Form 4-C. Expenditure-Appropriation Ledger.

Each department should be allowed one sheet in this ledger. The various types of expenditures divided by the classification system are provided with a column in this ledger (postings come from the General Outlay or the Payroll Register). Following the various expenditure columns is the appropriation column. The balance reflects the current unencumbered balance of the particular department (for the most part, encumbrances can be treated as expenditures).

Form 4-D. Contract Record.

Because much of the work of a small municipality may be contracted out, a separate contract register is recommended. This register will provide in summary form the present status of any and all contracts entered into by the town. The expenditures ledger

need not carry the same detailed information as contained in the Contract Record.

Form 4-E. General Fixed Assets Accounts and Records.

General fixed assets are all fixed assets other than those carried in a working capital, or utility fund. These general assets should not be included under any specific fund but should be listed as a self-balancing group of accounts. This is accomplished by off-setting the property accounts with accounts showing the sources from which the properties were acquired.

Form 4-F. Bond Register.

This subsidiary expenditure ledger is necessary to keep control of all bond issues. In this register are listed all interest and principal due along with the date paid.

Form 4-G. Tax Roll.

Each municipality should simply adapt its present tax roll form (if the town has such) to serve as a subsidiary ledger to the General Revenue Ledger. These rolls can include tax information not needed in the general ledgers.

GENERAL RECEIPTS REGISTER PAGE# \_\_\_\_\_

Date	Rec. #	Name	Explanation	Account Code	Fund	Amount of Receipt	Monthly Total

Form 101

GENERAL OUTLAY REGISTER PAGE # \_\_\_\_\_

Date	Voucher or Check #	Name	Explanation	Account Code	Fund	Amount	Total

PAYROLL REGISTER\* PAGE# \_\_\_\_\_

Date	Voucher or Check #	Name	Explanation	Account Code	Fund	Amount	Total

Form #3-C

\*(individual payroll records  
one per person -- including  
deductions, etc.)

Account No. \_\_\_\_\_

Sheet No. \_\_\_\_\_

Account \_\_\_\_\_

Fund \_\_\_\_\_

General Ledger

Date	Explanation	Posting Reference	Debit	Credit	(- or +) Balance

Form #4a

Account No. \_\_\_\_\_

Sheet No. \_\_\_\_\_

Account \_\_\_\_\_

Fund \_\_\_\_\_

Revenue Ledger

Date	Explanation	Posting Reference	Estimated Revenue	Actual Revenue	(+ or -) Balance

Form #4b

EXPENDITURE -- APPROPRIATION LEDGER

Account Name \_\_\_\_\_

Fund \_\_\_\_\_

Account Number \_\_\_\_\_

Sheet # \_\_\_\_\_

Date	Name	Check or Order #	Personal Service (100)	Contractual Services (200)	Operating Supplies (300)	Capital Outlay (400)	Other	Appropriation	Balance



Contract Record

Date Entered	Name	Original Amount	Amount Paid	Balance Due

Form #4d

GENERAL FIXED ASSETS ACCOUNTS & RECORDS

General Fixed Assets:

Land . . . . .	_____
Buildings . . . . .	_____
Improvements, Other than Building. . .	_____
Machinery. . . . .	_____
Construction Work in Progress. . . . .	_____
TOTAL. . . . .	_____

Investment in General Fixed Assets:

From General Bonds . . . . .	_____
From Current Revenues. . . . .	_____
From Gifts . . . . .	_____
From Property Owners Share of Assessed Impro. Costs. . . . .	_____
From Municipality's Share of Assessed Impro. Costs. . . . .	_____
From State Grants. . . . .	_____
From Federal Grants. . . . .	_____
TOTAL. . . . .	_____

NAME OF MUNICIPALITY \_\_\_\_\_

<u>BOND REGISTER</u>	ACCOUNT NO. _____
PURPOSE AND TITLE OF ISSUE _____	AMOUNT OF ISSUE _____
KIND OF BONDS (SERIAL, TERM, CALLABLE) _____	DATE OF ISSUE _____
SOLD TO _____ DATE OF SALE _____	WHERE PAYABLE _____
DATE OF DELIVERY _____ SALES PRICE TOTAL _____	PREMIUM DISCOUNT _____
INTEREST RATE _____ IF REGISTERED, HOW _____	
DATE SINKING FUND CONTRIBUTIONS ARE DUE _____	AMOUNT _____

DATE DUE	INTEREST DUE			PRINCIPAL DUE			PRINCIPAL & INTEREST DUE ON EACH DATE
	COUPON NO.	BONDS NUMBERED	INTEREST DUE	BOND NUMBERS	AMOUNT	BALANCE	

## FINANCIAL STATEMENTS

The final step of the accounting system is the financial report. There are two basic types of these reports: 1) the annual financial report, and 2) a financial report during the fiscal period, whether monthly or quarterly.<sup>1</sup> These financial reports show the current condition of the budgetary accounts and the status of appropriated funds.

More specifically the monthly financial report may consist mainly of a balance sheet for each fund. These balance sheets will show assets and other resources, compared with liabilities and obligations. When necessary, explanatory information should be included.

The Annual Financial Report is a more complex statement. In addition to containing an annual balance sheet for each fund it may, (when necessary), contain: 1) Statements Analyzing Changes in "Unappropriated" or "Earned" Surplus, 2) Statement of Actual compared to Estimated Revenue, 3) Statement of Expenditures and Receipts, and 4) other such statements of diff. fund's as necessary.

<sup>1</sup>The smaller municipalities may only require a quarterly report, although monthly reports are recommended.

GENERAL FUND BALANCE -- DURING FISCAL PERIOD

ASSETS

Cash  
 In Depositories  
 Undeposited Cash  
 Petty Cash  
 Cash With Fiscal Agents for Payment of Bonds  
 & Interest  
 Accounts Receivable  
 Minus-Reserve for Estimated Losses  
 Reimbursable Expenditures  
 Minus-Reserve for Estimated Losses  
 Taxes Receivable - Current  
 Minus-Reserve for Estimated Losses  
 Taxes Receivable-Delinquent  
 Minus-Reserve for Estimated Losses  
 Due from Other Funds (itemized by funds)  
 Due from State & Federal Revenues  
 Inventory of Supplies  
 Temporary Investments  
 Accrued Interest on Investments Purchased  
 Total Assets

Other Resources:  
 Estimated Revenues  
 Minus: Actual Resources  
 Total Other Resources  
 Total Resources

LIABILITIES

Accounts Payable  
 Judgements Payable  
 Notes Payable  
 Matured Bonds and Interest Coupons Payable  
 Through Fiscal Agents  
 Through City Treasurer

Contracts Payable  
 Due to Other Funds (itemized funds)  
 Taxes Collected in Advance  
 Total Liabilities

Other Obligations:  
 Appropriations  
 Minus-Appropriation Expenditures  
 Encumbrances  
 Reserve for Encumbrances for Preceding Year:  
 Reserve for Encumbrance  
 Less: Expenditures Charge Therefo  
 Reserve for Encumbrances of Current Year:  
 Total Other Obligations  
 Total Obligations  
 Estimated Reserves  
 Minus-Appropriations  
 Unappropriated Surplus (Beginning of Period)  
 Total Obligations and Unappropriated Surplus

GENERAL FUND BALANCE SHEET -- END OF FISCAL PERIOD

ASSETS

Cash  
  In Depositories  
  Undeposited Cash  
  Petty Cash  
Cash with Fiscal Agents for Payment of Bonds  
& Interest  
Accounts Receivable  
  Minus-Reserve for Estimated Losses  
Reimbursable Expenditures  
  Minus Reserve for Estimated Losses  
Taxes Receivable-Current  
  Minus-Reserve for Estimated Losses  
Taxes Receivable-Delinquent  
  Minus-Reserve for Estimated Losses  
Due from Other Funds (itemized by fund)  
Due from State & Federal Revenues  
Inventory of Supplies  
Temporaty Investments  
Accrued Interest on Investments Purchased  
  Total Assets

LIABILITIES

Accounts Payable  
Judgements Payable  
Notes Payable  
Matured Bonds and Interest Coupons Payable  
  Through Fiscal Agents  
  Through City Treasurer  
Contracts Payable  
Due to Other Funds (itemized by funds)  
Taxes Collected in Advance  
  Total Liabilities  
Reserve for Encumbrances  
Unappropriated Surplus  
  Total Liabilities, Reserves, & Surplus

Form #5b

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PROBLEMS IN REVENUE SHARING

Materials Prepared for  
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## OUTLINE

- I. BACKGROUND  
Discussion of "Revenue Sharing and South Carolina".
- II. H. R. 11950: THE INTERGOVERNMENTAL FISCAL COORDINATION ACT
- III. COMPARISON OF THE MILLS AND ADMINISTRATION BILLS
- IV. IMPLICATIONS FOR REGIONAL GOVERNMENTS
- V. NOTES ON EXISTING GRANTS - Mr. Dyer
- VI. CONCLUDING DISCUSSION



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## REVENUE SHARING AND SOUTH CAROLINA

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It is often stated by scholars and practitioners alike that many governments in both urban and rural America today face fiscal crisis. Fiscal problems affect city and county as well as state governments. Many causes are linked to these fiscal problems. Commonly, the national government is named due to the diversity and size of its grants-in-aid program which often does not consider the fiscal impact of its programs on state and local revenues. Deeper causes are probably more valid, especially urbanization and the administrative knots it has brought to the states, the cities, and rural areas.

In spite of who or what caused it, state and local leaders often experience disillusionment when the dreams of the campaign become the problems of their administration. Dollars are not available for the implementation of dreams and often are not sufficient even to meet justifiable and pressing needs.

The two aspects of state and local fiscal problems most often mentioned are the growth of state and local expenditures and the heavy burden of state and local taxes.

From 1946 through 1970, state and local outlays have increased twelve times from \$11 billion to \$132 billion. Other economic measures such as gross national product, personal consumption, or even the national government budget have not increased at a rate that is even close to the rate of increase in state and local expenditures. If the trend is not changed or if new revenue is not found, the obvious shortage of revenue is inevitable.

Equally obvious, stress on existing state and local taxes has become heavier. The major dependence is on property and sales taxes which are slow to produce revenue changes relative to economic changes. Nationwide, property tax receipts are up six times over what they were twenty-five years ago, yet revenues have not increased to meet needs. States and cities are dependent on existing revenue resources and can finance budget expansion only through frequent increases in existing tax rates or new taxes. New taxes, especially on consumer activities, have increased widely.

The point often stressed is that the income tax which responds quickest to economic change is monopolized by the national government. Nine of ten of the total income tax dollars are collected by Washington. While many states and cities have the income tax, the rates are much lower and revenue less because of the comparatively high federal rates.

Consequently, very few observers would doubt that federal use of the best tax source has left a substantial gap between state and local needs and the fiscal capacity of state and local governments to provide for those needs. Moreover, states have widely varying capacities for providing public services. No state can raise its tax levels much higher than neighboring states for fear of overtaxing its citizens or causing an exodus of business or industry. Thus while poor states may make a great effort to raise revenue, they cannot match what richer neighbors can do with lower rates.

A way out of the impasse is some system of inter-governmental transfer of funds which is greater than what is currently being done. If the transfer of funds is a possibility, then problems of fiscal capacity can be softened. Since subordinate units differ greatly in their ability to raise revenue, there is different taxation of similar citizens in the different units of government. Thus, equity considerations would suggest that the national government attempt to equalize treatment of individuals in different state and local units. Coupled with the fact that it is the greatest tax collector, the national government has the ability to share with the other units.

Current federal revenue transfer employs the categorical or conditional grant-in-aid system. This system is not designed for the purpose of equalizing overall fiscal capacity among state and local units. Funds are transferred instead with the idea of developing or maintaining certain standards of service within states or localities for specific activities. These programs have concentrated primarily on education, health, welfare, and highways.

The alternative transfer system for federal revenue is one which emphasizes the equalization of overall fiscal

capacity for states and for lower level units of government. This system is called revenue sharing. Revenue sharing is not designed specifically to encourage states or counties and cities to shift expenditures in any given direction or even to guarantee certain minimum service standards. Instead, it stresses bolstering state and local financial ability to solve state and local problems.

### A BASIC PROPOSAL

Basically, the current proposals of the Nixon Administration for revenue sharing comprise a 16 billion dollar program. Only 5 of these 16 billion dollars, however, represent the actual revenue sharing program in which funds are distributed to the states on a "no strings attached" basis.

The remaining \$11 billion is also referred to as revenue sharing, but in reality the money represents a series of bloc grants in six areas. The areas are law enforcement, elementary and secondary education, rural development, urban development, manpower training, and transportation. Approximately \$10 billion of the \$11 billion is already being provided to state and local governments under existing conditional grant restrictions in these areas. The new idea is, however, that the bloc grant mechanism will make this money available with fewer restrictions.

South Carolina's totals for the special areas have already been announced. The amounts are as follows:

Education	\$61,908,000
Law Enforcement	5,343,000
Manpower	24,650,000
Urban Development	16,768,000
Rural Development	26,286,000
Transportation	22,165,000

Revenue sharing as it is being proposed, then, involves two rather different ideas: general and special revenue sharing. The major change comes in the \$5 billion "no strings" money which is the only "new" money involved. This "no strings" money is called general revenue sharing.

General revenue sharing has been tried in America once before. In 1837 Congress with the approval of President Andrew Jackson appropriated funds to the individual states for any state-local purpose. The

money came from a large federal surplus, mainly the result of the sale of public lands. The funds were distributed quarterly, beginning January 1, 1837. The amount for each state was based on the number of senators and congressmen from each state. However, 1837 was a recession year and only three quarterly payments were made. Since that time all federal grants have been conditional.

### DIFFERENT APPROACHES

**Nixon approach.** As explained in his message to the Congress (H. Doc. No. 92-44), President Nixon has proposed a plan which was the result of extensive consultation with congressional, city, county, and state officials.

The permanent appropriation for general revenue sharing would come from the Congress as a percentage of the nation's taxable personal income. Thus, the amount to be shared would grow in the same steady and predictable manner as the national tax base. The desirable effect would be certain expectations for state and local governments which would allow for intelligent planning. His recommended level was 1.3 percent which gives the \$5 billion mentioned previously.

The basic Nixon plan calls for distribution on a per capita basis with an adjustment for the tax effort of an individual state and its localities compared to the national average. Tax effort is measured by total revenue collected by a state and its local governments as a percent of total personal income within the state. Thus, poorer states like South Carolina would stand to benefit in terms of the relative amount of dollars shared.

There are no major restrictions on the use of general revenue shares except that a specific amount of the total state share has to be passed along to local governments. The funds would come in a lump and could either be appropriated by the governor, who would be the agent for distributing federal funds, or by a state law which would give the appropriating authority to the state legislature.

A special analysis by the U.S. Bureau of the Budget in 1970 gives some illustrative figures of revenue possibly forthcoming to state and local governments. Based on \$1 billion, South Carolina's hypothetical total of general revenue sharing would be about \$12.6 million. Expanded to the \$5 billion, which is the amount proposed, South Carolina state and local governments could expect to get \$63,209,620, of which the state share would be \$53,711,566 (86 percent) and the local share \$9,498,054 (14 percent). Of the local share \$3,907,174 would be for cities and \$5,590,880 for counties. In specific examples, the break down would be: Charleston - city \$438,117, county \$678,922; Richland - Columbia \$500,898, county \$629,545. These figures are merely estimates based on one plan and in no way should be understood

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as actual amounts to be paid. They are merely cited as examples of what could happen under one approach which, as mentioned, is based on a population and relative tax effort formula.

Importantly, the Nixon proposal also excludes special purpose units such as sewer districts, fire service districts, or school districts from general revenue sharing. The money would pass through only to general purpose governments such as cities and counties. Each general purpose unit would receive its share of revenue based on how much money it raises locally, that is, its relative tax effort.

The Nixon formula for general revenue sharing has been much criticized. Many feel that it deprives local governments of their fair share. The basic problem is that the computation for tax effort credits state government for all revenues collected by the state and shared with local governments. City and county officials think that their part of these revenues should be credited to their tax effort which would give them a higher share of the state total.

**Local government plan.** This approach would eliminate the Nixon formula and substitute instead a system of negotiations. The 5-11 split of the \$16 billion total remains essentially the same. This approach has been advocated by the National League of Cities, the National Association of Counties, the National Governor's Conference, and the National Association of Mayors. Basically, this proposal would require that the state's governor submit a plan showing the state-local distribution of funds within his own state, along with the certification that the distribution plan had been authorized by the state legislature. Additionally, the plan must have been approved by formal resolution of a majority of urban governing bodies, that is, municipalities over 2,500, including at least 50 percent of the state's urban population. Also, a majority of the county governments, including at least 50 percent of the state's total population, must approve the state plan. The idea behind this proposal is to give cities and counties a chance to negotiate for a portion of the state's general revenue share, based more on expenditures which would include state-shared revenue rather than just on their own tax effort.

If adopted, the basic problems to be worked out are how the cities and counties would come together at the state level, what units are eligible, and what formula or formulas will be developed for state-local distribution.

**Humphrey-Reuss plan.** The Humphrey-Reuss proposal incorporates the allocation procedures of the "Local Government Plan," which encourages negotiation of the "pass-through" to counties and cities. A 10 percent bonus is provided for those who exercise the "negotiations option" in the first year. For those not negotiating, a pass through formula more favorable to local government than the Nixon proposal is provided. For

South Carolina the shares are: state - 70.64 percent, localities - 29.36 percent.

Also changed are other aspects of the Nixon formula. For example, total general revenue sharing is requested at a lower level of \$3 billion for fiscal year 1972, \$5 billion for 1973, and up to \$9 billion in fiscal 1975. Double weighting is given to income tax efforts of the states after 1974. Thus, states not having an income tax are encouraged to adopt one and are given the time to do it.

Additionally, the Humphrey-Reuss proposal would use revenue sharing as an incentive for the states and localities to modernize their governmental organization. The feeling is that a major flaw in the Nixon plan is mandatory distribution to all 63,000 local governments in America whether rich or poor, efficient or poorly structured. To qualify for funding a second year, the state's governor has to file with the President a master plan for governmental reorganization along with a time table for implementation. Both state and local governments will be affected. State governments must consider adequately paid officers and legislatures, modernized borrowing powers, a modern personnel system, and the like; local government must generally become more economical and efficient by improving personnel practices and property tax administration, flexible borrowing limitations, and use of a single executive and the short ballot, or similar reforms. Special measures are also necessitated for the reform of local government in metropolitan areas.

**Other plans.** There are additional possibilities which avoid the confusion of formulas, "pass-throughs," general and special revenue sharing, or negotiations. These are Congressman Mills' plan and the tax credit system.

Congressman Mills has suggested that the national government simply take over welfare funding completely, thereby freeing for internal state use the dollars they now spend for welfare. Approximately \$10.5 million would be gained by South Carolina under this plan. The dollar amount is obviously smaller than the Nixon plan. Neither is there emphasis on a need for states to increase their internal tax sharing with localities.

The tax credit system allows a credit against the federal income tax for the amount of state income taxes paid. For example, if a person has a state income tax bill of \$200 and a federal income tax bill of \$1,000, he would subtract the state tax from the federal tax and pay \$800 to the federal government and \$200 to the state government. States could be expected to increase their income tax rates or institute an income tax and thereby increase their revenue sources. South Carolina could expect to gain about \$38 million under this plan if it acted to collect the overall reduction in income taxes that would have been paid to the national government.

**General factors.** Regardless of the formula or plan opted, the proposed procedures for payment would require no real new bureaucracy. Basically, any federal funds would be paid out at least quarterly through the United States Treasury Department to the individual states. The state government would then pass along the local unit's proper share as determined by the Nixon formula, by the state's own formula, or by what final arrangement is reached. The states would be required to keep only a minimum accounting and reporting system.

Safeguards against discrimination are included in the proposal for revenue sharing. These are the same as accompany any other federal funds as provided in the Civil Rights Act of 1964. The Secretary of the Treasury is named to enforce the provisions for the shared revenue funds. If a violation is found and remedies are not voluntary, the Secretary would be able to enlist the Attorney General to seek Federal Court relief or the Secretary could initiate administrative proceedings under Title VI of the Civil Rights Act of 1964 which could lead to a cutoff of the Federal Funds. It remains to be seen whether a violating practice would jeopardize a state's total share or just the share of the unit of government involved.

### A SEE-SAW ARGUMENT

The revenue sharing proposals by the President and others have filled the air with many serious as well as rhetorical statements. Perhaps most significant is that a growing number of state and local government officials are looking in quiet desperation to revenue sharing as a way out of their financial straits.

Those in favor generally make the argument that revenue sharing brings government back to the people. They note that government has grown away from the people and that the people have responded with decreasing confidence in a sluggish, formalized federal bureaucracy. The problems most visible to taxpayers are the state and local problems of law enforcement and property protection, of education and housing, of good streets and sanitation, and the like. Local planning and supervision are essential to the solution of these problems as is money. Unless adequate financial resources are available to states and cities, the problems will continue to grow and public confidence in government will continue to weaken.

Those who are skeptical generally think that the idea of revenue sharing may be a good one politically, but that its foundations are feeble. They disagree with the idea that the national government has pre-empted the most productive tax of all, that is, the graduated

income tax. They point out that there is no provision in the national constitution restricting the graduated income tax to federal use. States and many local units are free to use such a tax and at a rate set by them.

Secondly, the skeptics fear that general revenue sharing will not do what it is intended to do in revitalizing state government. The states are envisioned to become not vigorous solvers of problems, but, instead, hollow shells through which fiscal resources are merely channeled.

Thirdly, revenue sharing would put the responsibility for collecting money at the federal level while the credit for spending it would go to the state and local units. No public official enjoys having to face the voters with needs for revenue. Some fear that revenue sharing may generate increased need for new or sustained federal taxation in a way which national congressional policy makers may not be able to control. State and local officials should face their own constituents for increased tax money.

Additional critics feel that revenue sharing will merely perpetuate inequitable state-local taxing policies as well as inequities between states. Others feel that restraints on use of federal money through conditional grants may not be so bad after all.

### SUMMARY

The number of Congressional bills introduced, the popularity of the issue among citizens, and the continued expression of state and local government needs all point in the direction of widespread support for some form of revenue sharing. A Gallup survey of American adults conducted January 9 - 10, 1971, revealed that 77 percent of the American public supported the concept of revenue sharing, 14 percent opposed, and 9 percent had no opinion. Favorable support also cuts across party lines. One report indicated that 77 percent of the Democrats, 81 percent of the Republicans, and 73 percent of the Independents favored the concept.

While there is much support of the idea, problems come in sanctioning a particular plan. Individual fears of government inefficiency at any level, lack of proper controls, or the unknown effects of changes in taxing practices have so far combined to thwart any specific efforts for revenue sharing.

The fact remains that one of the differences between continued state-local problems and satisfactory state local solutions is thought to be money. If not revenue sharing, then some other creative solution will have to be found if problems are to be diminished.

## II. H.R. 11950: THE INTERGOVERNMENTAL FISCAL COORDINATION ACT

### Further Background

President Nixon formally introduced his ideas on revenue sharing in his State of the Union message in January, 1971. Further description of the administration's revenue sharing bill followed in the "General Revenue Sharing Message from the President" on February 4, 1971. Congressional Record (January 26, 1971) records Congressman's Mills evaluation that the Nixon proposals:

... preliminary though they are, have raised a great many questions in my mind... as to whether the distributional effects of revenue sharing really meet the problems with which we are faced today (H 211).

Similarly, The Washington Post ("Mills Is Turning the Tables," February 8, 1971) reported that "Mills is now working in the backstage manner of Capitol Hill's great legislative craftsmen: seeking expert counsel, making no commitments, considering all ideas." Considering "Mills' presently vague outlines," the reporters noted that "... Mills is seeking an alternative, seizing the initiative from the White House.

Hearings got into full swing in June, 1971. The House Ways and Means Committee and the Senate Committee on Intergovernmental Relations saw especially active days on June 10 and June 15. The parade of witnesses included Congressmen, Governors, state legislative leaders, municipal leaders, and representatives of all major associations of government. H.R. 11950 was introduced on November 30, 1971 and is now almost six months old.

### Basic Provisions

#### TITLE I

SECTION 101. This section provides for a certain amount of funds to be paid by the Secretary of the Treasury for the fiscal year beginning July, 1972, and for each of the succeeding four fiscal years (a total of five) to eligible local governments (determined in Section 103).

The funds will be paid by the Secretary from a Local Government High Priority Expenditure Trust Fund (created in Section 104).

Section 101 also provides that payments to eligible local governments shall be made on a quarterly basis and further that such funds may be used for the purpose of matching federal funds if such funds are used for high-priority expenditures.

**SECTION 102. DEFINES HIGH-PRIORITY EXPENDITURES.**

Funds received by eligible local governments under H.R. 11950 could be used only for the following purposes:

- 1) Maintenance and Operating Expenses for
  - A) Public Safety--including law enforcement, fire protection, and building code enforcement
  - B) Environmental Protection--including sewage disposal, sanitation, and pollution abatement
  - C) Public transportation--including transit systems and streets
  - D) Youth Recreation Programs
  - E) Health
  - F) Financial Administration
  
- 2) Capital expenditures for
  - A) Sewage Collection and Treatment
  - B) Refuse Disposal Systems
  - C) Public Transportation--including transit systems and street construction
  - D) The acquisition of open space for parks and public facilities
  - E) Urban Renewal Programs.

An additional provision in this section is that a state government by law may establish further priorities within any of the above categories if that state spends more on that category than the total amount spent on such category by all the units of local government in that state. (Problem: Whether counties are local or state government for purposes of accounting here?)

**SECTION 103. PROVIDES FOR ALLOCATION OF FUNDS APPROPRIATED TO THE LOCAL GOVERNMENT HIGH-PRIORITY EXPENDITURE TRUST FUND FOR ANY GIVEN YEAR**

Provisions generally are as follows:

- 1) For states -- Initial allocation among the states is one-half on the basis of population weighted for urbanization and one-half on the basis of the number of low-income (less than \$4,000) families in the state.

- 2) For Counties -- All funds allocated to the states here would be further allocated (pass through) to counties within a state on the same basis as they were initially allocated to the state. The share the county government would keep would be the proportion (with adjustments) its revenue represents of all local governments in the county.
- 3) For Municipalities -- Funds remaining would be divided among municipal governments within a county, again one-half on the basis of population and one-half on the basis of low-income families.

There are important variations in this section.

First, a state may, by law, provide for a different plan of allocation among units of government if the Secretary of the Treasury certifies that such a state law gives as much consideration to need as does the formula provided in H.R. 11950.

Second, a state may, by law, provide for spending for areawide (two or more contiguous counties) purposes of up to 10 per cent of all the shares of local governments with the area if the state allocates to that same area out of its own funds an amount not less than such 10 per cent. Funds for areawide purposes would still be allocated to the local governments but spent under the supervision of the state (Regional governments as state agent?) for the categories of high-priority expenditure designated by the state of such state funds are also spent for such state funds are also spent for such designated categories.

Third, only Municipal corporations with a population of 2,500 or more and adjusted revenues of \$10,000 or more are eligible to receive H.R. 11950 funds. (Nationwide, excludes 73 per cent of local government units (25,000), but represents only about 6 per cent of the U.S. population.)

Fourth, no local government's share for any one fiscal year shall exceed 50 per cent of the sum of its adjusted revenue for that fiscal year and the inter-governmental transfers to that unit for the fiscal year.

#### SECTION 104. ESTABLISHES THE LOCAL GOVERNMENT HIGH-PRIORITY EXPENDITURE TRUST FUND.

\$3.5 billion is appropriated for FY beginning July 1, 1972 and the same amount for each of the following four years. Funds are from general fund amounts attributable to Federal individual income tax collection and can be used only for payments to local governments.



## SECTION 105. QUALIFYING PROVISIONS

All local units must assure the Comptroller General of the United States (auditor) that:

1. The local government will establish a trust fund in which it will deposit all payments received under H.R. 11950;
2. the local government will use the amounts plus any interest earned only for high-priority expenditure;
3. that aggregate expenditures by the local government from sources other than the trust fund for high-priority expenditures on a FY basis is not less than the average amount spent for same in the immediately preceding five (5) FYs;
4. that the local government will return 150 per cent (50 per cent penalty) of amounts spent in violation of H.R. 11950;
5. that fiscal and accounting procedures necessary for proper accounting of the funds will be used;
6. that access to books, records, etc. will be provided;
7. that the local government will make annual and interim reports as the GAO may require;
8. that capital expenditures are for additional items, not recurring capital items.

The section also provides for judicial review of disputes between the local government and the Comptroller General, enables the Secretary of the Treasury and the Comptroller General prescribe implementing policies and procedures, and authorizes the Comptroller General to withhold payment after a sixty day grace period for the local government to take corrective action.

The standard non-discrimination clause is also included.

## TITLE II

Incentive payments to states to make more appropriate use of the individual income tax are provided. The amount is \$1,8 billion (\$5.3 overall total) for each of the next five years allocated to states according to their individual income tax collections. The proposal amounts to a tax credit against federal income tax for state income tax payments.

States generally are allocated 15 per cent of its individual income tax collections, limited to 6 per cent of federal income tax obligations in a specific state. Thus, state would not be encouraged to "go wild" with individual income tax increases. Every state would be guaranteed a 1 per cent minimum for two years as cover for those states who do not yet have an individual income tax.

There is no prescription of purposes for which a state may spend these funds and none of the strict accounting and reporting requirements imposed on local governments. The Secretary of the Treasury, however, is given authority to prescribe necessary implementing regulations.

### TITLE III

This title provides for an optional system of federal collection of state individual income taxes. Such a collection system would go into effect only if a state chose to amend (or revise) its laws (or constitution) to fit the requirements of the system and further if the state formally arranges with the Secretary of the Treasury to enter the system. States which have entered may withdraw on their own determination, with proper arrangements of course.

If participating, a state's income tax law would basically have to conform to the federal law. Each state would set its own rates and could opt to make its income tax. Retirement income credits plus a state sales tax credit could also be provided.

Also, generally speaking, if the national government collects, the administrative and criminal aspects of the Internal Revenue Code would apply in place of a state's law and administrative provisions. Federal withholding procedures would apply, refunds on state income taxes would be administered by the national government, and amounts collected by the national government would be promptly transferred to the states.

Additionally, the new tax court small claims procedure is made available to any taxpayer concerning state income taxes within the Federal collection system. States within the collection system would be permitted to impose its taxes on federal bonds and notes, but no change is made in the present rules excepting interest on state and municipal bonds from federal income taxation.

### III. COMPARISON OF THE MILLS AND ADMINISTRATION BILLS

#### REVENUE SHARING BILLS OF REPRESENTATIVE MILLS AND THE ADMINISTRATION

A. Amounts. The Mills bill provides \$5.3 billion of assistance annually to State and local governments for five fiscal years; FY 73 is the first year of payment. This is the same total allocation in the Administration bill (H.R. 4187) for FY 73. However, the amount under the Administration bill is scheduled to grow rather significantly on an automatic basis while the Mills allocation is set at \$5.3 billion. It is projected that 1.3 percent of the tax base will climb to \$9.8 billion in 1977. Payments under the Mills bill would be from separate state and local trust funds financed by a five-year appropriation; payments under the Administration bill are from a permanent appropriation.

B. State, Local Shares. The \$5.3 billion under the Mills plan is the sum of two kinds of payments: \$3.5 billion payment direct to localities and a \$1.8 billion direct payment to State governments. Not only are the respective amounts under the Administration bill different (\$2.8 billion to State governments, \$2.5 billion to local governments), but the method of payment differs: under the Administration bill, the State governments must "pass through" to local governments the local amounts.

C. Requirements to Participate. At the outset, all State governments participate in the Mills bill for two years; those without individual income taxes cease benefiting from the \$1.8 billion thereafter. The Administration grant to State governments is not contingent upon the State having an individual income tax. For some States with constitutional prohibitions against such taxes, and especially for those with slow amendment processes (Tennessee requires seven years to amend their constitution), this is a very significant difference. Local governments must be generally over 2,500 in population to qualify for funds under the Mills bill while we have no population requirement. This requirement excludes 73 percent of the local governmental units (about 25,000) in the U.S., although they account for a small (six percent) fraction of U.S. population.

D. Allowable Expenditure Categories. Local governments receiving funds under the Mills bill must use them for specified high-priority purposes (no spending categories exist in the Administration bill):

- (1) maintenance and operating expenditures, public safety, environmental protection, public transportation, youth recreation, health financial administration.
- (2) capital expenditures for sewage collection and treatment, refuse disposal systems, public transportation, land purchase for parks, urban renewal programs.

If a State is more active in one of these categories than all local government, the State may set by law further priorities within such a category. Again, the Administration bill has no provision for state control over local expenditure items.

The Mills bill also allows the States to designate by law multicounty spending programs out of local funds. If a State designates certain areawide local programs, the local amount must not exceed 10 percent of those units' local grant, and the State must at least match these funds from their State government grant.

#### E. Distribution Schemes.

i. Local Grant. Distribution of the \$3.5 billion to local governments is in three steps: a determination of what each State shall receive, a determination of what a county area shall receive, and then a division of this county area allocation among eligible local governments (over 2,500 in population and raised at least \$10,000 of nonschool revenues). Since the distribution method to States and their counties is the same, it is best to view the local grant as direct to county areas. An area grant is based on the number of families under \$4,000 in the county area, total population of the county area, and the total urban population of the county area:

County Area Grant =

$$\begin{aligned}
 & \$1.75B \times \frac{\text{Families Under } \$4,000 \text{ in County Area}}{\text{U.S. Total}} + \\
 & \$.875B \times \frac{\text{Population in County Area}}{\text{U.S. Population}} + \\
 & \$.875B \times \frac{\text{Urban Population in County Area}}{\text{U.S. Urban Population}}
 \end{aligned}$$

A city share of the county area grant is determined by dividing the grant between the county government and all eligible cities (and towns) on the basis of relative, nonschool revenues. The remainder is then divided among eligible cities, half on the basis of families under \$4,000, half on the basis of population.

ii. State Imposed Local Option. A State may provide by law for an allocation scheme different from that described above; however, unlike the Administration local option, there is no consultation of local views and there is no financial incentive to the State to impose a different scheme. The Administration bill provides a 10 percent bonus if the State and local governments can agree (in a prescribed way) on a different formula. However, the Mills bill does specify that such a state alternative formula must give at least as much consideration to need (families under \$4,000 and urban population) as is done in the bill as determined by the Secretary of the Treasury.

iii. State Government Grant. The distribution of the \$1.8 billion to State governments for the first two years is based on either 15 percent of state individual tax collections or one percent of the federal individual income tax liability. The larger of these two figures is a state weight which is then divided by the sum of all state weights. This ratio is their share of the \$1.8 billion. After the two-year grace period, only those States with individual income taxes will share in the \$1.8 billion.

F. Piggyback Provision. Two approaches to the federal collection of state individual income tax are available: either the State may ask the Federal Government to collect a state income tax on a separate form (but the definition of tax base can differ from the federal definition in certain limited ways) or the State may instruct IRS to collect a surcharge on the federal liability. The effect is that a State can have the IRS collect the tax with a state-defined tax rate structure and a certain difference in tax base, or the State can use the entire federal structure as is. The latter would be similar to the Maryland local piggyback income tax.

G. Nondiscrimination and Administrative Provisions. The nondiscrimination language is the same, except in the Mills bill the Comptroller General, rather than the Secretary of the Treasury, has primary authority to determine if discrimination has occurred. Similarly, it is the Comptroller General of the U.S., rather than the Secretary of the Treasury, who ascertains if the local funds were spent correctly.

#### IV. IMPLICATIONS FOR REGIONAL GOVERNMENTS

The implications for regional governments are numerous and varied.

First, regional governments are not mentioned. There is a foothold, however, in that areawide spending is permitted. This is a natural developmental opportunity for South Carolina regional governments. Municipalities and counties in the past have generally been unable to work out mutual arrangements to common problems with the exception of special districts. Special districts are apparently also ineligible under the proposed legislation, unless they are somehow designated as municipal corporations. Otherwise, many special districts, crossing-over county boundaries, will have to be created for areawide activities. Regional governments are already established in South Carolina and in many cases they already have the plans.

For regional governments to become operational, or line agencies may not be exactly what Congressman Mills had in mind, but the alternative is the rapid expansion of apparently more fragmentation of local government.

The incentive allocations directly to states should free individual states to spend for high-priority items, probably on a sharing basis with subdivisions in many programs. How this is to be done poses special problems. Since state supervision is to be provided, there is a question as to whether separate supervisory channels need be created for counties and municipalities, whether the state will create a new bureaucracy for supervision, or use existing structures, namely the A-95 review process.

There is a paradox: Municipalities generally (at least the larger ones) have the management capability, but not the jurisdiction, while counties have more jurisdiction geographically, but limited functions and poor management structures. Separate or new supervisory channels will be duplicative and complicating.

Regional local governments stand out as the logical possibility for supervision, Already coordinated at the state level, these governments also have "grass roots" visibility and viability. Additionally, they are future and plans (five years or more) oriented and not prisoners of the agricultural fiscal year. Their personnel have federal grants management capability and should be generally free of vested political interests. There is a professionalization of the staff and advisory boards.

Regional governments also could be conceivably designated as local units of government by states to receive the 10 percent areawide amount if states choose that option. The problem here is to what extent regional governments will become a part of the delivery system for high-priority functional activities. It is food for thought.

Second, even under current arrangements, regional governments will substantially have to increase their technical assistance and planning output. Counties and municipalities will need H.R. 11950 explained if it is passed. To avoid embarrassment and crisis, regional governments will have to assist counties and municipalities in the development of adequate budgeting, accounting, and reporting procedures. In many cases such procedures will have to be devised where they don't really exist. Current assistance provided under the A-95 review process is just a skeleton of what will be required if the Mills' Bill passes.

From a planning point of view, the availability of matching funds in local trust funds will probably increase the demand from local units to participate in federal assistance programs. If some have been doing without, they will now have "entry capital" and others will have more "venture capital" with which to increase their level of participation. As urbanization and governmental activity grow in tandem, units are bound to "run into each other," necessitating regional conceptualization of problems.



The "strengthening of the states" is expanded if the states opt to partly decide their own destiny; this will necessitate increased statewide planning. The first reaction is for the state's effort to cause each county and city to get in the planning business. In my opinion this is a backward step on jurisdictional grounds, on financial grounds, on manpower grounds, and on administrative efficiency grounds (ten planning houses are more economical in scale than forty-six).

I have proposed a simplistic duality. Regional governments, if H.R. 11950 is passed, will either have to find a new role or substantially expand their existing role.

My recommendations are:

- 1) For key regional government staff to secure a copy of H.R. 11950, study and master it, and closely follow developments.
- 2) For regional government staffs to develop an increasing resource role in relation to counties and cities by improving their technical assistance capability, especially in the area of fiscal management.
- 3) For regional governments to "plan for themselves" for a change, for example, by studying the possibilities for operational involvement, manpower needs given alternate futures, etc.
- 4) For increased information sharing with all levels of government from a policy making point of view. Regional governments, for example, are not directly represented by one of the "Big Six" associations of government which affect legislation at a national or state level. If the "tail is not to wag the dog," regional governments will have to speak up as to what they are going to become. "Self-advocacy" is not a cardinal sin and is consistent with planning principles so long as the common good and not bureaucratic goods are advocated.

Many observers give the Mills' Bill a very good chance of passage. Other priority problems such as Viet Nam, China, and elections have had the immediate interest of Congress and the media. One can expect revenue sharing to become a revived issue next January, if not sooner, when the second session of the 92d Congress convenes. Those regional government officials who can now visualize what may happen will be in the best position to be positive participants in the policy-making process, at a federal, but especially at a state and local level.

THE MARVELOUS MYTHS

Remarks of

Wm. R. MacDougall  
Executive Director

Advisory Commission on Intergovernmental Relations

before the

Local Government Symposium on  
"Strategy for the Seventies - Perspectives, Problems and Solutions"  
Sponsored by the University of South Carolina  
Sheraton Columbia Inn  
Columbia, South Carolina

June 22, 1972

To a greater extent than any other level of government, the localities of America are living by myths--myths that impede the resolution of the very real crisis which faces them as our primary units of government at the grass-roots. This is my basic message and it is offered in the belief that reality, not fictions, must be our guide for effective action.

In stating this, I do not wish to imply that either the Federal Government or the States have reached any particular pinnacle of rational judgment or clear vision. By no means! But what I do intend to suggest is that the continuing vitality of certain myths at the local level is corroding the capacity of decision makers up and down the intergovernmental line, as well

as of our citizenry, to cope with the real problems of our real cities and counties. Permit me to elaborate.

The Home Rule Myth

There are those who still claim that full and immediate conferring of home rule powers on general units of local government is the basic answer to achieving an effective and responsive decision-making process at the local level. But how accurate is this? What would flow from such an action in most of our big urban areas with their heavily fragmented jurisdictional terrain? What would this mean for those core cities and poorer rural counties where fiscal resources are already largely mined out? What does this imply in terms of those governmental activities and services-- which are local in impact--but areawide in scope: public transportation, special educational facilities, air pollution control, water supply and waste disposal, open space, and the like?

The answer, I believe, is that undiluted, old style home rule would compound, not correct, the difficulties in these areas. What is needed, at this point, is a realistic approach which differentiates between and among categories and sizes of local governments and recognizes that certain vital areas of action must be reserved to States. In this context, the ACIR's "residual powers" version of home rule merits your consideration.

"Bigness is Best"

Another fallacy--admittedly somewhat tarnished of late but still trumpeted by many--is the slogan of local boosters everywhere that "bigness is best." This has been expressed in terms of population growth, economic development, the size of the local football team, and even the height of local governmental buildings. But today, it also raises questions of diseconomies of scale, congestion, pollution, rising public facility costs, disgruntled old-timers, and disappointed newcomers.

In a geographic sense it really presupposes an unlimited right on the part of larger localities to annex adjacent territory. Yet we know that outside of the Southwest, few municipalities have been accorded anything approaching this.

Moreover, the old style interlocal battle for business, formerly so common here in the South and so much a part of the booster pitch of yesterday--now runs directly into the energetic opposition of environmentalists and others. Witness the local action taken right here in South Carolina last year to force cancellation of a plan that would have produced a \$200 million petroleum complex near Hilton Head Island.

The real dilemma today regarding bigness is that most individual local jurisdictions--even the admittedly large ones--lack the jurisdictional and geographic reach to cope with burgeoning problems that bigness generates, while the truly big areas--our large

metropolitan areas--have the geographic reach but, with only a few exceptions, they have no real mechanisms or accountable, elected officials to deal with those many programs that practically everyone concedes are areawide in scope or have some areawide impact.

Ponder these figures! The metropolitan areas of the country especially those in the South and West, continued to account for most of the nation's growth during the sixties, with four-fifths of their 26 million growth occurring in the suburbs, especially those on the urban fringe. Contrary to claims of some, it was the giant urban complexes--those having a million or more people--that experienced the greatest growth (39%) between 1960 and 1970. At the same time, nonschool local governments in metropolitan areas passed the 16,000 mark and one forecast suggests that by the year 2000, assuming a continuation of present trends, there will be over 32,000 of these governmental units in such areas. But if other recent trends continue, successful metropolitan reform efforts will occur at the rate of about seven or eight over each of the three decades ahead.

All this adds up to big urban areas, but generally without an adequate local governmental response to the areawide consequences of this burgeoning growth.

"The Locals Are More Responsive"

Another myth that should be considered in conjunction with the bigness fallacy is the belief that local governments--all

local governments--are more responsive, better managed, and more accessible than any of the other levels, simply because they are local.

As an across-the-board proposition, this is only accurate in a geographic sense.

In a political sense, serious questions can be raised, given the generally low voter turnout in local primaries and elections.

In a management context, elected officials in our larger cities and counties seem to be experiencing ever increasing troubles with directing and interrelating the efforts of middle management administrators and the units they head, thanks to the growing complexity and the technical nature of much of local governmental administration, to the strength of the professionals' (along with that of their interest group and citizen allies) commitment to their specific program goals, to the growth in local employees (now more than seven and one-half million), to the emergence of tough and sometimes testy public service unions, and above all to the lack of adequate formal authority in the hands of many local elected officials and their core management supporters.

From the citizen's vantagepoint, especially those in the big local jurisdictions, services appear to be in a continuing state of decline and easy access to those actually responsible for their administration is usually a nightmare of "buckpassing."

To put all this another way, growth and bigness produce a diverse set of difficulties even for those functions that

practically everyone considers to be local in character.

In reaction to much of this, many localities have begun to focus on the ways and means of achieving decentralization within their governmental operations. An ACIR information report of last year, The New Grass Roots Government?, found that nearly two-thirds of the cities responding to our survey had made some efforts at decentralization; that small as well as large cities are part of this new movement; that Southern and central cities, to a greater extent than others, are more inclined to take action in this area; and that real administrative and political decentralization is a very difficult goal to achieve. It should be noted at this point that the ACIR has endorsed the concept of neighborhood subunits of government and our draft bill on this subject merits your attention.

"The Crisis of the Cities"

Another myth that needs to be demolished is that all cities are in the throes of crisis, especially fiscal crisis. This makes for a good strategy vis-a-vis presentations to governors, State legislators, Congressmen, and Presidents. But it obviously does not quite correspond with the facts. Some of our analysis of recent census data covering the 72 largest metropolitan areas highlights dramatic interjurisdictional differences. These, in turn, suggest that the crisis has many dimensions and what is deemed critical in one locality is a condition of near normalcy in another.

-- Socio-economic comparisons (using 1970 Census data) among jurisdictions within the 72 largest metropolitan areas reveal that 41 of the 72 central city areas experienced an actual decline in their white population and all but three of these cities saw a proportionate hike in their non-white population; that 67 of the 72 outside central city areas were more than 90% white; that on the average, 11% of the central city population was 65 or over, compared to a suburban figure of 8%; that the average central city household income was \$10,211, contrasted with the suburbs' \$11,728; that these central cities had 42% more low income households and 20% fewer high income households than their respective suburbs; that the median value of city owner-occupied housing was \$16,700, while the suburban median value was \$19,800; and that the crime rates in all but one of the 72 core cities exceeded and generally were double those of their surrounding jurisdictions;

-- Fiscal comparisons among metropolitan jurisdictions in these 72 SMSA's show that per capita central city expenditures on the average exceeded those of suburban jurisdictions by more than \$150 in 1970, with the gap greater in the Northeast and Midwest and lesser in the South and West; that central city noneducational outlays generally were double those of their suburbs; that central



city per capita educational expenditures generally were 85% of the suburban level; that suburbs on the average concentrated 50-60% of their budgets on schools compared to the cities' 33-38%; that per capita taxes in 1970 were 30% higher in central cities, with the differential being greatest in Midwestern and Southern SMSA's; that central cities did receive, on the average 16% more per capita intergovernmental aid than their suburbs in 1970; that in terms of State aid and State administered Federal aid, however, in 37 of the 72 SMSA's the suburbs received proportionately more, while direct Federal aid was higher in all but two of the central cities; that with educational aid, 61 of the central cities received less on a per capita basis than their suburbs; and that aid generally accounts for 35-40% of suburban budgets, compared to 27-35% for the central cities.

What these figures suggest to me is the need for better measurements of local need and fiscal efforts in State and Federal aid policies, whether in the categorical, block grant, or revenue sharing sectors. These disparities also highlight some of the basic underlying reasons for the "isolationist foreign policy" of many local governments and they provide ample proof that the crisis facing them is not uniformly severe.

The Local Governmental Challenge is an  
Urban Challenge

Still another fiction that must be corrected by some facts is the notion that the local governmental crisis is simply a dimension of the urban crisis. What this tends to ignore is the continuing plight of hundreds of rural counties, towns, hamlets, and millions of their citizens.

Comparisons between metropolitan and nonmetropolitan areas continue to show rural America far behind in population growth, educational and health facilities, housing and income levels. In 1970, 13.8% of nonmetropolitan families were below the official poverty level compared with 7.9% of the metropolitan families; the median income of the former was \$2,000 less than that of the latter; the proportion of high school and college graduates in the rural population was smaller; fewer medical and dental personnel per one thousand of population were found in such areas; and the incidence of substandard housing was three times higher than the metropolitan rate.

Half of our counties lost population during the sixties, all of them in rural areas. Yet, few efforts have been made to strengthen directly or to consolidate these eroding local governments. The emergence of multicounty planning and development districts in 42 States does constitute a kind of response to this problem. But it is a response that avoids some basic jurisdictional and political accountability questions.

"Counties Are the Wave of the Future"

Among county enthusiasts, and I must be numbered among them, the theme for some time now has been "counties are the wave of the future." The logic behind the claim is marvelously persuasive. We do need areawide governments that can perform certain functions on an areawide basis. We do need jurisdictions with a broader geographic reach to help fund more of the functions having a regional impact. We do need adequate mechanisms to assume the tough task of responsible areawide planning, zoning, and land use regulations. We do need an effective general governmental response to the galloping growth of various multijurisdictional single purpose authorities in our urban and rural areas: and we do have 114 counties which encompass whole metropolitan areas.

Having said all this, why are the counties in the plight they are? In the ACIR's recently published Profile of County Government, we found that 85-90% of the more than 1,000 counties responding to our poll still were basically administrative arms of their States, that the overwhelming majority lack any really centralized administrative structure, and that less than 10% had any type of top professional administrator. In terms of functions, not unexpectedly, more metropolitan counties were rendering "urban type" services than their more rural counterparts. But only about one-third of these metropolitan counties provided such services as sewage and solid waste disposal, special education programs, air and water pollution abatement, and flood and drainage control. Moreover, less than one-fifth

of these were involved in the more controversial areas of urban renewal and public housing. Regarding their role toward special districts, only about half of the counties surveyed had the power to approve the rate and method of taxation used by such districts. With land use controls, the counties' role generally was restricted to unincorporated areas and county review of municipal land use policies was a rarity.

These various findings suggest the need for significant administrative restructuring and functional reorganization of most of our counties (and consolidation for some) if they are to have a real future. Certain recent developments on this front--in New Jersey, Pennsylvania, Colorado, Missouri, and Oregon--are encouraging. But overall the counties generally--and especially in the South--have a long way to go.

"All We Need Is More Discretionary Money"

A final myth that needs some attention is the allegation that more "no strings" money is the basic corrective of the crisis facing our cities and counties. Now money clearly is part of the problem. Those who claim it is the whole problem note that the local share of all civil governmental expenditures soared from a little over 30% to nearly 45% between 1948 and 1970; the local indebtedness mushroomed 577% during the same period; and local payrolls more than tripled. They stress that all the while the property tax remained the basic source of local revenue. Federal and State aid, they concede, did grow significantly during the last quarter of a century with State aid approaching the \$29 billion level in 1970,

direct Federal aid to localities rising to over one-tenth of the total, and "pass through" funds reaching approximately one-third of the total of Federal aid to the States. The number of Federal categorical grants for urban purposes soared in the sixties and the amounts involved did grow by over 258% in this period. The bulk of State aid, however, went into areas of traditional State-local concern, and only about one-tenth of it was in the general support sector in 1970.

What do these various statistics suggest? They clearly indicate a financial squeeze at the local level. They provide one argument for property tax relief and reform. They sketch in broad outlines growing State and local financial assistance but basically via the categorical or conditional grant routes. And they suggest indirectly that revenue sharing would be a good device for diversifying the pattern of intergovernmental transfers (we at the ACIR have long adhered to this proposition).

Yet they do not highlight some of the vital differences in the intergovernmental financial picture. They conceal, for example, the widely varying municipal revenue resources, efforts, and servicing burdens noted earlier. They fail to reveal the wide range of State tax efforts, patterns of local aid, and extent of take-over of functions formerly shared with their localities. They only hint at the management problems associated with our heavy reliance on categorical grants as a means of achieving intergovernmental fiscal

transfers at both the State and Federal levels. In short, though these figures do underscore a fiscal crisis at the local level in a general way and the need for revenue sharing, they do not suggest the complexity, the wholly intergovernmental character, and the inter-jurisdictional disparity roots of this crisis.

Those who claim that more "no strings" aid will do the job also ignore these same features of the local fiscal crisis. They overlook the jurisdictional functional, management, and manpower bases of this dilemma, none of which are necessarily resolved by the mere addition of more discretionary aid funds. Money alone will not solve the interjurisdictional conflicts that clutter up our heavily fragmented urban areas. Money to local governments alone will not provide the vital energizer of programs having an areawide or spill-over impact. "No strings" aid alone will not really solve the management problems of cities and counties now lacking the essential tools for responsive and accountable administration of those services that these jurisdictions will probably always provide. Revenue sharing alone will not suffice to strengthen the hand of the generalists against the growing influence of the program specialists within their jurisdictions or now at the areawide level. In this latter connection, it should be noted that there was at the latest count on the substate regional scene, thanks to Federal and State initiatives:

- 492 State planning and development districts (40 States);
- over 400 substate clearinghouses responsible for the A-95 review and comment function;

- 481 law enforcement and criminal justice planning regions;
- 957 single and multicounty Community Action Agencies;
- 419 substate CAMPS committees;
- 129 regional comprehensive health planning agencies;
- 115 Economic Development Districts;
- 232 Air Quality Regions;
- 50 Local Development Districts; and
- 68 Resource Conservation Development Districts.

Money alone cannot cope with the functional, jurisdictional, administrative implications of this new breed of special districts.

To put all this much more succinctly, money is part of the challenge confronting our local governments, but only part. And revenue sharing funds are needed to help strengthen the political top side, to help meet diverse local needs not covered by the categoricals, and to help relieve the pressures on the property tax; but revenue sharing can only help, it can not assure these vital goals. Other complementary efforts--at the State and local levels--are needed to secure these objectives.

#### Conclusion

To sum up, the myths that mesmerize us are as much a factor complicating the resolution of the local governmental crisis in this country, as the crisis itself. All of us live in part by myths. Without them, life at times would be difficult indeed. But we live in an era of drastic change and adaptation is the basic necessity of today.

The task of statesmanship in such a period is to plumb the depths of reality, explode the myths that cloud our vision of the world right around us, and chart a course of prudent, but positive change.

I have described some of the myths. I have inferred many of the needed reforms. But the challenge of statesmanship is as much yours as mine, for without clear-sighted and courageous action at the local, areawide, and State levels, none of the needed readjustments are feasible.



PERSONNEL RULES AND REGULATIONS

AND

ADMINISTRATIVE POLICIES

FOR

THE SOUTH CAROLINA APPALACHIAN COUNCIL OF GOVERNMENTS

JANUARY, 1972

A-112

PART A

PERSONNEL RULES AND REGULATIONS

## FOREWORD

It is the express intent of the South Carolina Appalachian Council of Governments that the following Personnel Rules and Regulations shall establish the framework for fair and uniform administration of personnel policies. The administration of personnel policies shall be the responsibility of the Executive Director. These rules and regulations shall be subject to revision as deemed advisable by the Council.

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## PERSONNEL RULES AND REGULATIONS

### 1. Employment Eligibility -

Employment shall be offered to persons with the highest qualifications available without regard to race, religion, creed, sex, or national origin.

### 2. Employment Categories -

Employees of the Council fall into one of the following categories:

- a) Full time employees - Individuals employed by the Council on a permanent full time schedule are considered full time employees eligible for all fringe benefits offered by the Council.
- b) Temporary Employees - Individuals employed by the Council for a specified amount of time, whether it be on a full-time schedule or a part-time schedule, will be considered temporary employees. Employees in this category will be eligible to receive pay for holidays observed by the Council if they are employed on a monthly or weekly basis but will not be eligible if they are employed on a hourly basis. Temporary employees will not be eligible for any other fringe benefits; however, they will be covered by Workman's Compensation. In the event a temporary employee working on a full-time schedule becomes employed on a full-time basis the length of temporary employment will be retroactive and credited to the individual's eligibility for vacation leave, sick leave, and the retirement program if there is no break in service from the time of temporary employment to the time of full-time employment.

### 3. Compensation -

- a) Salary - Salaries will be based on those available to persons holding compatible positions with state, regional and local units of government. Salaries are further influenced by those offered nationally for similar professional positions.
- b) Salary increase - No employee shall be eligible for a salary increase until he has satisfactorily completed a six-month probationary period. All increases shall be based on employee performance and merit. Within budget limitations, salaries shall be maintained at a level equal to salaries available for persons doing similar or equivalent work in local, State and Federal agencies.

- c) Overtime pay - The standard work week shall be 37½ hours, from 9:00 a.m. until 5:00 p.m. daily, allowing a one-half hour lunch period. No compensation will be paid to professional full-time employees for overtime work. However, if emergency requirements or staff shortages combine to require excessive overtime work, the Executive Director may authorize the use of compensatory time off. Employees performing secretarial or drafting duties may receive pay for overtime work if the budget allows.
- d) Payment of Wages - Pay checks shall be paid on the 15th and the last day of each month. If either date falls on a weekend or holiday, the preceeding day shall be payday. All employees are required to keep time sheets and turn them in to their Section Director by 5:00 p.m. on the day preceeding payday for approval.

4. Personal Appearance -

Employees of the Council shall always be neatly dressed and well groomed while representing the Council in an official capacity whether it be in the office or away from the office.

5. Leave -

- a) Vacation - Employees shall be eligible for vacation leave at the rate of one day per month for each month in full work status, totaling 12 working days per year. The Executive Director may grant advanced vacation leave. Vacation benefits may be permitted to accumulate, but not to exceed a maximum of twenty-four (24) days. Vacation benefits earned, but not taken, shall be paid to an employee at the time of employment termination.
- b) Sick Leave - Employees shall be eligible for sick leave on the basis of fifteen (15) working days per year. Sick leave may be cumulative to a maximum of 90 working days. Sick leave earned, but not used, shall not be paid to an employee terminating his employment. The Executive Director may grant advanced sick leave, not to exceed a maximum of fifteen (15) days. Any abuse of sick leave may be grounds for dismissal.
- c) Emergency Leave - In the event of death in an employee's immediate family (spouse, children, parent, brother, sister, father-in-law, mother-in-law, brother-in-law, sister-in-law, grandparent, or a relative living in the employee's home) the employee may be allowed a leave of absence with pay up to a maximum of three days.

In the event of death to some other member of the employee's family or his spouse's family (aunts, uncles, nephews, nieces, or spouse's grandparents) the employee may be allowed a leave of absence with pay up to a full day to attend the funeral.

- d) Military Leave - A Council employee who is a member of the National Guard or of any Reserve component of the Army, Navy, Air Force, Coast Guard, or Marine Corps, shall be granted a maximum of fifteen (15) calendar days of leave in order to engage in service or training with the military unit to which he belongs. During this period, the employee shall be paid the difference between his military pay and allowances and his regular rate of pay. Military leave may be taken simultaneously with eligible vacation benefits. Leave without pay shall be used for periods in excess of fifteen (15) calendar days.
- e) Jury Duty - Employees shall be granted leave to serve as jurors in Federal, State, or Municipal courts. While on jury duty, employees shall be paid the difference between their jury pay and their regular rate of pay.
- f) Maternity Leave - Pregnancy may be considered grounds for a leave of absence without pay. Up to ninety (90) days may be allowed for maternity leave.
- g) Leave of Absence without Pay - Employees may be granted leave without pay up to a maximum of six months by the Executive Director. Leave without pay for a longer period of time must be approved by the Council. Normally, leave of absence without pay will not be granted until all vacation leave or in the case of illness or injury all sick leave has been exhausted. During a leave of absence without pay no longevity, sick leave or vacation leave shall be accrued.

6. Holidays -

All employees shall be granted the following holidays:

New Year's Day	General Election Day(only in years
Robert E. Lee's Birthday	of general election)
Washington's Birthday	Veterans Day
Memorial Day	Thanksgiving Day
Independence Day	December 24
Labor Day	Christmas Day

- a) When one of the holidays falls upon a Saturday, the preceding Friday shall be declared a holiday, and when one of the holidays falls upon Sunday, the following Monday shall be declared a holiday.
- b) Holidays which occur while an employee is on annual leave or sick leave will not be charged as days of leave taken.

7. Employment Fringe Benefits -

- a) Retirement Program - The Council shall pay up to 6 percent of the employee's salary toward the Council's retirement program, with each employee matching the Council's



contribution. An employee becomes eligible to participate in the program after six months of employment. Dates that employees may begin participation after becoming eligible are January 1 and July 1. Participation is voluntary and should the employee elect to participate, it must be at a rate not less than 3 percent or more than 6 percent.

- b) Health Insurance (Blue Cross/Blue Shield & Major Medical)- The Council shall pay the total cost of health insurance coverage for each employee. The employee shall be responsible for the cost of dependent coverage.
- c) Workman's Compensation - All employees of the Council are covered under the State Workman's Compensation Program, the total cost being paid for by the Council.

Individuals serving the Council of Governments as Councilmen are covered under the Workman's Compensation Program while enroute to and from Council meetings and while conducting Council business.

- d) Social Security (FICA) - As prescribed by law, the Council, as an employer, makes all deductions and contributions required under the Social Security Program.

#### 8. Professional Advancement -

In order to promote employee professional advancement and participation in professional affairs, the Council shall:

- a) Pay up to \$400 in tuition cost for staff members to further their education in areas that relate directly to the staff member's job. The tuition payment will come directly from Council Funds, if the budget allows, and no employee shall be eligible to more than \$400 during the budget year.
- b) Encourage attendance at professional conferences and meetings. As permitted by budgetary and workload considerations, each professional member of the staff will be given an opportunity to attend at least one professional conference during each budget year.
- c) Pay up to one-half ( $\frac{1}{2}$ ) of the cost of professional membership dues for Council employees. The Executive Director may authorize membership payments in cases where the professional organization will contribute to the general and professional advancement of the employee. During a budget year, no employee shall be entitled to more than \$100 of benefits under this provision.

No employee shall be eligible for any of the above benefits until he has satisfactorily completed a six month probation period of employment.

## 9. Travel and Subsistence

- a) Travel and subsistence regulations are governed by the Federal limitations for the particular program under which the staff member is working such as: Appalachian Program, Law Enforcement Program or Department of Housing and Urban Development. As the Federal limitations change, the Council's regulations change accordingly.
- b) In all cases, air travel is to be made at tourist class fare (as available), room accommodations are to be obtained at low or medium rates (as available), and reimbursement for the use of privately owned vehicles shall not exceed \$.10 per mile, or on long trips the amount that will be reimbursed shall not exceed air fare for that distance. In addition, receipts are required for all expenditures for which receipts are normally available.
- c) Staff cars are available for use by the staff on official Council business. These cars should be used for business trips when available. If the staff cars are not available, the Council will reimburse the employee at a rate not to exceed \$.10 per mile for use of his privately owned vehicle.
- d) An employee of the Council whose car insurance premium increases because their vehicle is used on Council business may be reimbursed for the amount of premium increase. In order to be reimbursed the employee must obtain a letter from their insurance company stating the amount of increase, and that use in business is the reason for the increase.
- e) The Council will not assume responsibility for traffic violations occurring during the operation of a staff car or privately owned vehicle or assume responsibility for traffic accidents occurring during the use of privately owned vehicles on Council business.

## 10. Travel Expenses of Employment Applicants -

Employment applicants for professional positions with the Council may be reimbursed for travel and subsistence expenses in accordance with the same travel and subsistence regulations governing Council employees.

## 11. Moving Expenses -

Moving expenses for a new professional employee's household goods may be paid if the budget allows. The amount that may be paid toward the moving of household goods must be based on at least three estimates. The lowest of the three will be acceptable if it does not exceed the maximum amount that the Council is authorized to pay.

The maximum amount that the Council is authorized to pay is \$450 if 333 miles or less is traveled, \$700 if 666 miles or less is traveled, and \$1,000 if 1,000 miles or

less is traveled. In the event 1,000 miles or more must be traveled, payment in excess of \$1,000 must be approved by the Council of Governments.

Travel expenses for the new employee and his entire family will not be more than \$.10 per mile for the distance traveled.

12. Purchasing Procedure -

The Executive Director or his designated representative shall be responsible for approving any and all purchases for the Council. No employee shall incur indebtedness of any form in the name of the Council, or make any expenditure without written approval of the Executive Director or designated representative.

All purchases shall be authorized on signed purchase authorization forms, and the employee making the purchase shall sign for all purchased items and present copies of receipts or invoices to the Bookkeeper.

13. Employee Separation - (Dismissal, Reduction in Force, and Resignation)

- a) Dismissal - The Program Director and the Planning Director in their respective divisions, or the Executive Director may dismiss an employee with either two weeks (14 days) advance notice in writing of the date of their dismissal or without notice. If dismissal is without notice, severance pay equivalent to two weeks (10 working days) regular salary will be paid.

In the event of dismissal by either the Program Director or Planning Director, the employee may appeal in writing the dismissal to the Executive Director within one week (7 days) from the date of dismissal notification. If the Executive Director upholds the dismissal, an employee may then appeal in writing to the Executive Committee one week (7 days) from the date of the Executive Director's decision.

In the event of dismissal by the Executive Director the employee may appeal in writing to the Executive Committee within one week (7 days) from the date of dismissal notification.

- b) Reduction in Force - An employee may be separated for such reasons as lack of work, lack of funds, changes in organizational structures, etc. Employees affected by such reduction in force shall receive not less than two weeks written notice of termination of employment. Such termination will be without adverse affect on the employee's eligibility for further employment by the Council or other organizations.
- c) Resignation of Employees - Employees shall be required to submit written notice of resignation to the Executive Director

at least two weeks prior to the effective date of such resignation.

14. Political Activity -

No employee shall:

- a) Campaign for partisan candidates or political parties.
- b) Work to register voters for one party only.
- c) Make campaign speeches or engage in other activity to elect a partisan candidate.
- d) Be a candidate or work in a campaign if any candidate represents a national or state political party.
- e) Collect contributions or sell tickets to political fund-raising functions.
- f) Distribute campaign material in a partisan election.
- g) Organize or manage political clubs or parties.
- h) Hold office in a political club or party.
- i) Circulate nominating petitions.
- j) Campaign for or against a candidate or slate of candidates in a partisan election.

PART B

ADMINISTRATIVE POLICIES

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PART B

ADMINISTRATIVE POLICIES

1. Conferences and Meetings

- a) Conference Room - Staff members who need to use the conference room for a meeting should check with the Receptionist and reserve the conference room in advance to insure that it will be available.
- b) Catering and Reservations for Conferences and Meetings - Meetings that are to be catered or need reservations made at a different location other than the Council conference room must receive prior approval from the Executive Director or his designated representative. In addition a memo should be written to the Bookkeeper giving the following information:

Date of meeting  
Location  
Catered by  
Number prepared for  
Cost per person  
Charge to

- 2. Closing of Office - The last staff member to leave the office at the end of the day is responsible for closing the office. This involves checking to see that the paging system and the Xerox machines have been turned off, the coffee pot unplugged, the key removed from the stamp machine, all lights have been turned out, and the doors have been locked.

3. Leave Procedure

- a) All types of leave must be authorized on signed leave authorization forms (obtainable from the Bookkeeper). The leave authorization form shall be turned into the Bookkeeper after it has been signed by the employee's section head, by the Executive Director, or the Administrative Assistant.
- b) Request for vacation leave should be turned in for approval at least two weeks prior to the effective date the leave is to begin.
- c) All vacation leave and use of compensatory time earned will be approved or disapproved according to the work load requirements of the Council during the period of time requested.
- d) All types of leave used shall be recorded on time sheets.

4. Mail

- a) Incoming mail is distributed each morning to the proper staff section by the Receptionist.



- b) Out-going mail should be turned into the mail room by 4:30 p.m. each day in order to have the proper postage placed on it and to allow time for it to be delivered to the post office by 5:30 p.m.
5. Office Funds - The Council staff members are eligible to participate in two office funds.
- a) The Coffee Fund is a volunteer fund for the purpose of having coffee available for the staff. One dollar is collected each month for the purchase of coffee, creamer, sugar, cups, and spoons. A member of the fund may drink as much coffee as they desire. For staff members who elect not to participate and visitors who desire coffee, the cost is five cents per cup.
  - b) The Employee Fund is a volunteer fund in which the Council staff may participate for the purpose of having money available for flowers, cards, gifts, and food for appropriate occasions. Monies for the fund are derived from initiation fees, monthly dues and profit from the Coca Cola machine. The fund has a three-member committee consisting of two members selected from the fund participants and a custodian, who is the Council's Administrative Assistant. Staff members who elect not to participate should not expect to benefit from the fund.
6. General Office Supplies - General office supplies (pencils, paper, etc.) are kept in supply by the Council and can be obtained from the secretary designated as the custodian.
7. Purchasing Procedure - Reference paragraph 12 of the Council Personnel Rules and Regulations. Any questions pertaining to purchases should be referred to the Administrative Assistant.
8. Signing Out Procedure - Staff members are required to sign out or leave word with the Receptionist when they are going to be away from the office. The Receptionist must know your expected length of stay and time of return along with your destination. This enables the Receptionist to have accurate information available for visitors or other staff members, who want to get in touch with you. Also it is important to let the Receptionist know when you have returned to the office or if there has been a change in your plans.
9. Staff Cars
- a) Staff cars are available for use by the staff on official Council business. Staff cars will be made available to staff members who reserve the car in advance with the Administrative Assistant and/or have the greatest distance to travel. Conflicts will be worked out with the Administrative Assistant. In the event a staff member has to use his private vehicle, he will be reimbursed at a cost not to exceed 10¢ per mile.
  - b) Mileage sheets are left in each car to record mileage, purpose of trip, and to what program the trip is charged.
  - c) Credit cards are left in the glove compartment of each car in

the event gas or service is needed for the car. The registration card and a card with the Council's Insurance Company and policy number on it are also in the glove compartment in the event they are needed. Remember to keep the glove compartment locked at all times.

10. Use of Privately Owned Vehicles - In the event a staff member has to use his private vehicle, he will be reimbursed at a cost not to exceed 10¢ per mile. When a privately-owned vehicle is used on Council business, the Council will not be liable for any accidents or damage incurred during its use. The Council policy on reimbursement for insurance on private vehicles is stated in paragraph 9, section d of the Personnel Rules and Regulations.

11. Staff Meetings

- a) Staff meetings are held each Monday at 9:30 a.m. in the conference room. These meetings are broken down into two sessions. The first session is for the entire staff to discuss general administrative topics, and the second session is for professional employees to communicate with each other, coordinate the work week, and to handle A-95 reviews when needed.
- b) Everyone should attend these staff meetings if at all possible.

12. Telephone Procedure

- a) The Council office has five telephone lines and an inter-office communications system. The telephone lines consist of four local lines and a state-wide WATS line.

The office numbers are:

268-2431 - Line 1 - Always given as office number

268-2436 - Line 2

268-2442 - Line 3

268-2447 - Line 4

190-1155 - WATS Line

- b) The WATS Line is used by dialing "1" then the telephone number desired. It can only be used for calls within South Carolina and should be by-passed for calls in South Carolina only in the case of extreme urgency.
- c) All long distance calls to include WATS Line and collect calls accepted by the Council must be recorded on telephone sheets (obtainable from the Bookkeeper). Indicate when a call is made on the WATS Line or collect by writing WATS or collect next to what program the call is charged to.
- d) One local line should be left open for incoming calls at all times. Only in the case of extreme urgency should the line

left open be used.

13. Time Sheets - All employees are required to keep time sheets (obtainable from the Bookkeeper) which should be turned into their Section Director for approval by 5:00 p.m. on the day preceding payday. All questions on time sheets should be referred to the Section Director or the Bookkeeper.
14. Travel and Subsistence - Reference paragraph 9 of the Council Personnel Rules and Regulations. All questions concerning travel and subsistence should be referred to the Bookkeeper. (Travel vouchers and mileage sheets are obtainable from the Bookkeeper).
15. Xerox Machines
  - a) The office has two Xerox Copiers, a 7000 and a 660. The 7000 should be used when five or more copies are needed and the 660 when less than five copies are needed. Less than five copies should be made on the 7000 only when an item to be copied is in book form and cannot be removed from its binder. All copies made should be recorded and charged to the appropriate program.
  - b) Any mechanical failure should be reported immediately to the secretary designated as the Key Operator and all major malfunctions will be corrected by a Xerox representative. Individuals not familiar with the machines should not attempt to use them.
  - c) The individual designated as Key Operator for the machines is responsible for turning them on and off each day, keeping meter readings, and clearing minor jams when they occur.
  - d) In the event a Xerox machine is needed after normal office hours, special arrangement should be made with the Key Operator to use the machine.

APPENDIX B  
PROGRAMS



# CONFERENCE PLANNING AND LEADERSHIP

WORKSHOP AGENDA April 14th

Format: Open discussion on participant experience in directing conferences

Meeting place: State Farm Bureau Building, 724 Knox Abbott Drive, Cayce

- 9:30 Introductions and identifications of participants
- 10:00 Varieties of conferences and information giving in a wide variety of settings:  
Industry, Business, and Government
- 10:30 Industrial Training Today
- 11:00 The things that happen at conferences and the effects--good and bad--back home
- 12:00 Lunch-On Your Own
- 1:00 Some of the new training methods: films, games, programmed instruction, T V playback, etc.
- 2:00 The training matrix and the experience of learning
- 3:00 What would go into a Governor's Housing Conference held in 1973 ?
- Mr. Robt. E. Woodward  
V.P, United Dynamics
- Mr. Craig Musick  
Granitville Mills
- Participants
- Mr. Stan Hudnall
- Mr. Cambell Sanders
- Participants

This workshop is intended for the District Directors and the Council's Staff members who have responsibility for conferences and training others. Our intention is to share a wealth of training expertise available in S.C.

Title VIII

This is a report-back on the meeting for the ten sub-State District directors, held on Title VIII (HUD project) for training planning and administrative employees in Community Development. Meeting at 1125 Blanding Street, Columbia, 10:00 a.m. to 4:30 p.m. The purpose of the meeting was to give the Governor's Office, Division of Administration in-put on format, possible topics and speakers, and to set a tentative meeting time schedule for the workshops required by the HUD grant.

1. The following Districts were represented: 1, 2, 3, 4, 5, 8 & 10.
2. The two year history leading to this approval of the Title VIII Community Development training project was reviewed. HUD has now approved the first two years of a proposed five year program for Community Development training. The current year, however, is compressed and runs only to June 30, 1972. The tentative schedule for the workshops agreed on under Title VIII follows:
3. District Directors' Management Workshops. These discussions of operating management problems will be held in connection with the next four District Directors' meetings. Directors may wish to bring along staff members who deal with the topic of the particular workshop.

<u>Dates:</u>	<u>Topics:</u>
February 17 and 18	Community Relations and Communications
March 16 and 17	Fiscal Management in District Operations
April 20 and 21	Operating Policies and Personnel Practices
May 18 and 19	Fiscal Planning and Control

4. Community Development Workshop for planners and public administrators affecting the community. These bring together a number of those agencies and public officials who cause the success or failure of community development for cooperative discussions and mutual understanding. The same program would be repeated in four locations.

<u>Dates</u>	<u>Locations</u>
April 3 and 4	Charleston
April 5 and 6	Myrtle Beach
May 1 and 2	Columbia
May 3 and 4	Greenville

5. Assessment of Housing Needs and barriers to better local housing growth as a contribution to community development. There are so many agencies involved in the housing field that there seems to be a need to develop an understanding of their inter-relationships and potential contributions to the Districts needs.

<u>Date</u>	<u>Location</u>
March 23 - 24	Columbia

Various alternatives tailored to each Districts special needs for various housing studies or consultations are to be developed for the follow-on portion.

6. This next is not a training program for District staff people but a work-study summer employment for minority group interns. The objective of this component is enlarged eventual employment of minorities (Blacks, Orientals, Indians, Spanish sur-named) in public service. District concern is the availability of summer workers paid from Title VIII funds in return for providing supervision, evaluation, and to the extent possible, such soft-match as working-space, counseling, etc.

Considerations:

- a. If possible the recruits should have local housing available to lower living costs, hence local students have priority.
- b. South Carolina State College and other educational institutions will help in recruiting which will be done cooperatively between them, the Governor's Office and the Districts. Each district should identify any known local students wanting to make application, but the Governor's Office will deal with the institutions centrally.
- c. Work-study students should be college juniors or seniors interested in eventual public service jobs.
- d. The scholarship payment made through the institutions anticipates ten weeks of meaningful work at \$100 a week. Districts and other governmental agencies will assign work to be done and evaluate performance.



# COMMUNITY DEVELOPMENT

## GOVERNOR'S COMMUNITY DEVELOPMENT WORKSHOPS--1972

May 1 and 2	Columbia, Hiers House
May 3 and 4	Greenville TEC (Health Careers Center)
May 9 and 10	Charleston, Ft. Sumter Hotel
May 11 and 12	Georgetown-Horry TEC (Multipurpose Room)

(Meetings 9-5; Each different; Topics selected)

Sponsored by Governor's Office; Co-Sponsored by Ten sub-State Planning Districts, Councils of Governments, Co-operating: Municipal Association, Association of Counties, Clemson University, University of South Carolina, Federal Regional Council.

Additional information from local Council of Governments office.

Speakers and discussants at various meetings: Governor's Office: Governor John C. West, Lt. Governor Earle E. Morris, Jr., Director Richard F. Marr, Division of Administration  
Federal Agencies: Deputy Director Watson Munday, HEW and Federal Regional Council of Seven Major Grant Agencies, Atlanta; Deputy Director John B. Sams, Area HUD, Columbia; State's Regional Representative J. McDonald Ray, Coastal Plains Commission.  
State Agencies: Mr. M. C. "Pete" Gravely, Assistant Director for Community Development, State Development Board; Mr. Thomas P. Evans, Director, Research and Statistical Services Division, Budget and Control Board; Mr. Carl Reasonover and Mr. Gaines Boone, Law Enforcement Assistance Program.



Professors and Consultants: Dr. J. W. Fanning and Dr. Gene Bramlett, University of Georgia Institute of Community and Area Development; Dr. Chester W. Bain, University of South Carolina, Political Science; Dr. Ed McLean, Clemson University, Agricultural Economics, Population Studies; Dr. Malcolm Little, Georgia Tech, City Management Program. Dr. William Nash, Harvard University Planning School

Planners and Consultants: Mr. Bert Winterbottom, Director, Greenville County Planning Commission; Mr. Dennis Day and Mr. Robert E. Woodward, Lyles Bissett Carlisle and Wolff; Mr. Fred Bell and Mr. William McGill, Vismore, McGill, and Bell, Inc.; Mr. Jim Burgess, Mr. E. H. Underwood, Mr. Charles Sanders, Public Research Management, Inc. Atlanta; Mr. John G. Smith and Mr. Dick Whaley, Public Relations Sea Pines Company; Mr. Fred Brinkman, Executive Vice President, Grand Strand Chamber of Commerce

Community Development topics to be discussed by participants:

	Cola.	Gnvl.	Chas.	M.B.
1. The process of Community Development. What are the roles and responsibilities of the C.D. participants? What is C.D.? Who does it? How?	x	x	x	x
2. When a Community knows its own goals how often is a restructuring of local government required?	x	x	x	x
3. What is the impact of Public Improvements on C.D.?	x	x	x	x
4. The Community is going to change: can the people influence the direction of change?	x	x	x	x
5. What is the Federal government's position on C.D.?	x	x	x	x
6. What are the effects of social and economic changes in S. C.?	x	x	x	x

	Cola.	Gnvl.	Chas.	M.B.
7. What are national and local governmental changes which affect S. C.?	x	x	x	x
8. What is S. C. going to be population-wise by the year 2000? The Population Growth and American Future Commission report.	x	x	x	x
9. How can a Community marshal its resources for development?	x	x	x	x
10. Does improved public safety help a community to grow?	x	o	x	x
11. Is there a contribution from education to planned community development?	o	o	x	o
12. What can the Recreation, Tourism, and Retirement industry do for a S. C. Community?	o	o	x	x
13. What do the changing expectations of such Citizen Interest Groups as Veterans, the aged, blacks, women, the handicapped mean for C.D.?	o	x	x	x
14. What does a new factory expect of the Community and how does the plant effect C.D.?	o	x	o	x
15. What must a Community do to attract more industry?	x	o	o	x
16. Where do the people work? What do they do?	x	o	o	o

B-6

Community Development has been defined as progress towards some goal or set of goals desired by the majority of the members of the community, but the above questions show the complexity. Come let your voice be heard! Come hear the views of fellow community members. Note what roles the professionals play, and what responsibilities voters, elected officials and taxpayers have.

GOVERNOR'S COMMUNITY DEVELOPMENT WORKSHOP  
MAY 1 & 2, 1972

In Columbia, at Hiers House, State Fairgrounds

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9:30 am	Registration and Coffee	Mr. James Darby, Dir. Santee-Wateree COG
9:45	Introduction to Workshop, Moderator	Mr. Robert E. Woodward LBCW
	The Process of Community Development an overview: Roles and Responsibility of Participants. Working definition.	Dr. Gene A. Bramlett Institute of Community & Area Development University of Georgia
	Restructuring Local Government to reach Community Selected Goals	Dr. Chester W. Bain USC, Political Science
	Impact of Public Improvements on Community Development	Mr. Bert Winterbottom, Exe Dir., Gnl. Co. Planning Commission
1:00 pm	Buffet Luncheon	
2:00	What is happening in South Carolina	
	The Changing South Carolina Community	Mr. Dennis Daye, LBCW
	Some Federal Participation in Community Development	Mr. Watson Mundy, Deputy Dir., Atlanta Regional Office, HEW
	Social and Economic changes in South Carolina Communities	Mr. Fred Bell Vismore, McGill, & Bell, Inc.
	National and local influences and Governmental and Political Changes	Mr. Jim Burgess PRM, Inc.
Before 5:00	End of Daytime Program; Announcement	

SECOND DAY COLUMBIA COMMUNITY DEVELOPMENT  
MAY 2

9:00 am	Registration	
9:15	Introduction. Community Development Impacts in South Carolina	Mr. Dennis Daye, LBCW
	What a Community Must Do to Grow in South Carolina--Case Study	Mr. B. B. Cole, Jr., Greater Cola. Development Commission
	South Carolina Employment Profiles	Mr. Thomas Evans, State Budget and Control Board
	How can a Community Marshal its resources for Community Development?	Prof. Malcolm Little, Dir. Grad. Planning Prog., Ga. Institute of Technology
1:00 pm	Buffet Luncheon	
2:00	Moderators Questions	
	Public Safety and Community Development	Mr. Carl Reasonover, Director, S.C. LEAP
	Population Growth and the American Future (to 2000) and the impact in South Carolina	Prof. Ed McLean, Clemson University, Agricultural Economics, Population Studies
	Concluding Discussion	Mr. Jim Burgess, Pres. Public Research and Management, Inc.
4:00	Adjourn	

COMMUNITY DEVELOPMENT WORKSHOP

Greenville TEC, Health Careers Building

May 3 and 4

Contact: Mr. Chris Trabookis, ACOG

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:00 am	Registration	
9:15	Call to Order	Mr. Chris Trabookis Planning Director, S. C. Appalachian Council of Gov.
	Welcome	Mr. Joe Jordan, Mayor Pro Tem, City of Greenville
	Discussion of Workshop Format	Mr. Robert Woodward, LBCW
	The Process of Community Development: overview, participants, roles and responsibilities.	Dr. Gene Bramlett, Institute of Community and Area Devel- opment, U. Ga.
	Restructuring Government to reach community selected goals	Dr. Chester Ward Bain Political Science, USC
12:00 n	Lunch On-Your-Own	
1:00 pm	Panel explanation	Mr. Robert Woodward, LBCW
	Federal position on Community Development:	Mr. Eddie Neyland, Mr. James D. Long, Community Devel- opment Representatives Area HUD office
	Social and Economic Changes	Mr. Fred Bell, Vismore, McGill, and Bell, Inc.
	Government and Political Changes	Mr. Jim Burgess, PRM, Inc.
	Separate Discussions	
4:00	Reassemble for Reports	
00	End	

SECOND DAY  
GREENVILLE, MAY 4

9:00 am	Invocation	Rev. Mr. J. E. Scipio Pickens United Methodist Church
9:05	Introduction of Speaker	
	The Impact of Industrial Growth on the Community	M. A. Mel Doolittle, Chrm. Gnvl. Co. Development Bd.
	The Impact of Public Investment on Community Development	Mr. Bert Winterbottom, Exec Dir., Gnvl. Co. Planning Co
	How can a community marshal its resources for development?	Prof. Malcolm Little, City Planning Program, Georgia Institute of Technology
12:00 n	Lunch On-Your-Own	
1:00 pm	Panel leader: Impacts in S. C.	Mr. Dennis Daye, LBCW
	Population Growth and American Future (to year 2000) in S. C.	Prof. Ed McLean, Clemson U. Agric. Economics, Populatio Studies
	Changing expectations of Citizen Interest Groups: veterans, aged, black, women, handicapped, etc.	Rev. Mr. J. L. Scipio Comprehensive Health Planning Committee
	Separate Discussions	
3:35	Reassemble for short reports	
4:15	End	

GOVERNOR'S COMMUNITY DEVELOPMENT WORKSHOP  
MAY 9 & 10

PLACE: Charleston, Sheridan-Fort Sumter Hotel  
HOST: Berkeley-Charleston-Dorchester COG; Contact: Ms. Sue Epstine  
FORMAT: Auditorium and Panel Discussions

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Probable Times

9:30 am	Registration	Ms. Sue Epstine Charleston COG
9:45	Invocation; Welcome: Vice Chairman County Council; Explanation of Workshop Plan: Moderator	Mr. Robert F. Woodward, LBCW
10:10	The Process of Community Development An overview, Roles of Participants, and Working Definition	Dr. Gene Bramlett, U. of Ga. Institute of Community and Area Development
11:00	Restructuring Local Government to reach Community selected goods.	Dr. Chester W. Bain USC, Political Science
11:50	Population Growth and American Future (to year 2000) in South Carolina	Prof. Ed McLearn, Clemson Agric. Economics, Population Studies
12:40 pm	General Questions	Mr. Dennis Day, LBCW
1:00	Luncheon	
2:00	What is happening in South Carolina	Governor's Office
2:30	The Changing South Carolina Community	Mr. Dennis Day, LBCW
2:40	The Federal Position on C. D.	Mr. J. McDonald Wray State's Rep. Coastal Plains Commission
3:30	Social and Economic Changes in S. C. Communities	Mr. Fred Bell, Vismore, McGill, & Bell, Inc.
4:10	National and Local Influences and Governmental and Political Change	Mr. Charles Saunders Mr. Jim Burgess PRM, Inc.
5:00	End of daytime; evening announcement	

CHARLESTON COMMUNITY DEVELOPMENT WORKSHOP MAY 10  
SECOND DAY

	<u>Topics</u>	<u>Speakers</u>
9:00 am	Invocation	
	Explanation of Workshop: Changing S. C. Community	Mr. Robert Woodward, LBCW
:25	How can a Community Marshal it Resources for Development	Mr. Ray Sherry Birmingham Area HUD
10:40	The Charleston Education Efforts	Dr. Robert G. Norrad Dir., Health and Physical Education, Charleston Co. School District
11:20	Impact of Public Improvements on Community Development	Mr. Bert Winterbottom Gnvl. Co. Planning Comm.
12:00 n	Lunch On-Your-Own	
1:00 pm	South Carolina wants Visitors!	Mr. John Hills, Deputy Dir., Parks, Recreation and Tourism
1:40	The RTR Industry (Recreation Tourism, and Retirement)	Mr. John G. Smith, VP Public Relations; Mr. Dick Whaley, Public Relations, Sea Pines Co. Hilton Head
2:20	Changing expectations of Citizen Interest Groups: veterans, aged, black women, handicapped, etc.	Mr. St. Julian Devine Alderman, City of Charleston
3:05	Contributions of Public Safety to Community Development	Mr. Carl Reasonover Mr. Gains Boone, S. C. LEAP
4:00	Early end of session	



COMMUNITY DEVELOPMENT WORKSHOP

A G E N D A

May 11 - 12, 1972

May 11, 1972

9:00 am	Registration and Coffee	Jerry McKinney Waccamaw Council
9:15 am	Call meeting to order, Invocation	Rev. Ben J. Bass Waccamaw LEAP
	Welcome to Myrtle Beach and Georgetown- Horry TEC	G. W. Dudley, Jr., Director TEC
	Explanation of the Workshop Format and our Community Development Limits	Robert Woodward LBCW
	Introduction of Speaker	Paul Foster Waccamaw Council
	The Process of Community Development; Overview, the roles and participants, and responsibilities	Dr. Gene Bramlett University of Georgia
	Coffee Break	
	Introduce Speaker	Jerry McKinney Waccamaw Council
	Restructuring Local Governments to reach Community Goals	Dr. Chester Bain USC, Political Science
	Brief questions; explanation of rooms	Dennis Day, LBCW
12:00 pm	Buffet Lunch	/
	Introduction of Political Speaker	Charles W. Lawrimore Treasurer, Georgetown County
	What is Happening in South Carolina; State Interest in all Communities	Lt. Gov. Earle Morris, Jr.
	Statement about Panel Discussion Rooms	Tom Reid TEC

May 11, 1972 (Continued)

	Federal Position on Community Development	John B. Sams HUD
	Social and Economic Changes	Fred Bell Vismor, McGill & Bell
	Government and Political Changes	E. H. Underwood PRM, Inc.
	Effect of Plant Location on the Community; Importance of C.D. in Plant Operation	
	Move to Discussion Rooms, Coffee Break	Jerry McKinney Waccamaw Council
	Four Separate Discussion Rooms	
	1. C. D. Process: Bramlett	Moderator, Pee Dee Council
	2. Restructuring: Dr. Bain	Moderator, Pee Dee Council
	3. HUD Spokesman on C. D.	Moderator, Pee Dee Council
	4. G. E. and Consultants	Moderator, Pee Dee Council
4:50	End of Daytime	
5:30	Tour of Red Hill Campus (TEC) and Coastal Carolina Campus (USC) with explanations of services	Tom Reid TEC

B-14

Community Development Workshop  
Agenda

May 12, 1972

9:00 am	Invocation	Rev. LeRoy Weathers Waccamaw Health Comm.
	Statement about format of Workshop day and small room discussion groups, plus C. D. Impacts in South Carolina	Robert E. Woodward LBCW
	Introduction of Speaker	Paul Foster Waccamaw Council
	How can a Community marshal its resources for development?	Ray Cherry Birmingham Area-HUD
	Coffee Break	
	Population Growth and American Future (to year 2000) in South Carolina	Prof. Ed McLean Clemson University Population Studies
	The Impact of Public Safety on Community Development	Carl Reasonover Gaines Boone LEAP - S. C.
12:10	Lunch (On your own)	
1:10	Introduction of Recreation, Tourism and Retirement (RTR) Industry Speaker	Paul Foster Waccamaw Council
	The Impact of RTR Industry on South Carolina Communities	E. F. Southern Horry County Planning Commission
	Changing Expectations of Citizens Interest Groups: Veterans, aged, black, women, handicapped, etc.	Rev. LeRoy Weathers Waccamaw Health Committee
	Effect of Plant Location on the Community; Importance of C. C. in Plant Operation	

May 12, 1972 (Continued)

What a Community Must Do to Grow

Pete Gravely  
Assoc. Director - SDB  
for Community Development

The Impact of Public Improvements  
on Community Development

Bert Winterbottom  
Greenville County  
Planning Commission

Disperse to Discussion Rooms and Coffee

1. Ray Cherry - Marshal

Paul Foster  
Waccamaw Council

2. Population Growth - McLean

Bill Black  
Waccamaw Council

3. CIG (Citizens Interest Group)-Weathers

Ralph Brown  
Waccamaw Council - Clemson

4. Rec. Industry-Public Safety-Industrials

Kent Langley  
Waccamaw Council

4:30 Reassemble for 4 short reports

5:00 End of Session

B-16

LOCAL GOVERNMENT SYMPOSIUM  
Sheraton Columbia Inn  
June 21-23, 1972  
Title VIII Participants Housed at Capstone

Phase One: Perspectives

- |                      |  |   |
|----------------------|--|---|
| The Long-Range Look: | "Survival of the Fittest?"                   | Dr. Chester Bain<br>University of South Carolina<br>Political Science                               |
| The National Focus:  | "The Marvelous Myths<br>of Local Government" | Mr. Wm. R. McDougall<br>Advisory Commission on<br>Intergovernmental Relations,<br>Washington, D. C. |
| The Community Focus: | "County Problems"                            | Mr. Richard Black, County<br>Manager, Charleston County   |
|                      | "Municipal Problems"                         | Mr. John J. Dullea, City<br>Manager, Greenville   |

Discussants:

1. Dr. James E. Larson, Director, Bureau of Governmental Research and Service, University of South Carolina
2. Mr. Matthew Perry, Attorney, Columbia
3. Mr. James N. Caldwell, Jr., Executive Vice President, Municipal Association of South Carolina, Columbia

Phase Two: Problems

- |                   |   |   |
|-------------------|---|---|
| Urban Growth:     | "A Case Example"                            | Mr. Forrest Dickeson /<br>Orange County, California                       |
| Local Government: | "Problems in Organization<br>and Personnel" | Dr. C. Blease Graham<br>University of South Carolina<br>Political Science |

Planning: "A Useful Tool?" Mr. Sidney Thomas  
Central Midlands C.O.G.

Funding: "Sources of Revenue" Mr. Roland Windam,  
City Manager, Aiken

Discussants:

1. Mr. G. C. Robinett, Director of Finance  
City of Columbia, S. C.
2. Mr. Russell "Bo" Shetterly, S. C. Association  
of Counties, Columbia, S. C.
3. Mr. H. Hardy Wickwar, Planning Consultant,  
Richland Memorial Hospital

Phase Three: Solutions

Local Government: "South Carolina Future" Governor John C. West

Successful Management: "Integrated Planning  
Budgeting, Decision-  
Making" Dr. William Morganroth  
University of South Carolina  
School of Business

Financing: "Impact of Revenue  
Sharing" Mr. William R. Dodge  
Booze, Allen, Hamilton

Discussants:

1. Mr. Robert L. Walker, Price-Waterhouse & Co.  
Municipal Consultants, Charlotte, N. C.
2. Mr. Edward Westen, University of South Carolina  
Political Science

Professionalism: "In-Service Training" Professor Robert Stoudemire  
University of South Carolina  
Political Science

Industrial: "Cooperative Development" Mr. John W. Parrish, President,  
Loxscreen Co.,  
West Columbia, S. C.

Discussants:

1. Mr. A. "Doc" Bloodworth, Division of Administration
2. Mr. Earl Ellis, State Personnel Services
3. Mr. Robert E. Whiteside, Senior Vice President,  
Wilbur Smith Associates, Columbia, S. C.

Summation: "What Have We Accomplished  
Here?" Dr. Chester W. Bain  
University of South Carolina  
Political Science

Program arranged under Title I, Higher Education Act. Your attendance supported by  
Title VIII, HUD and Governor's Office, Division of Administration.

MANAGEMENT WORKSHOP COMMUNITY RELATIONS & COMMUNICATIONS

Thursday, February 17, 1972

Topic

Is a District's most important communications problem two-way exchange with public officials ?

What can a District do about Community Relations and Communications on a limited budget ?

How can you help people know what you do and what you can do for them ?

Is there much that a large service company operating thru local regional offices does in public relations that Districts may use ?

The step before giving out information: research and fact finding.

When the Newspapers and broadcasts don't reach the people will small public meetings communicate effectively ?

When information giving goes wrong will laboratory training help in dealing with advocate groups and special interests ?

Friday, February 18, 1972

How were the Thursday questions answered and what can be added ?

What does a survey of District publicity show about South Carolina editorial aims ?

Movie and slide-tape show presentations

Roundtable input on District and COG image, regional goals, member expectancy, trends, problems and possible solutions, plus feedback to Division of Administration.

Discussion Leader

Hon. NICK THEODORE  
House of Representatives  
Greenville; Appl. COG

Mr. JOHN RISLEY  
Editor, Broadcaster  
Communications Consultant

Ms. ANN HILL  
Information Officer, Girl  
Scouts, Public Broadcasting,  
and Univ. South Carolina

Mr. LLOYD LILES  
Gen. Public Relations  
Manager, Southern Bell

Dr. OLIN PUGH  
Bureau of Business &  
Economic Research

Mr. JAMES CLYBURN  
Asst. to Governor for  
Human Resource Development

Mr. JOHN ZEIDEMA  
Social Problems Research  
Intitute

Mr. JOHN DURST  
Div. of Administration

Ms. PORTIE WESTON  
Div. of Administration

District staff

Joint staffs



## PROGRAM FOR MANAGEMENT WORKSHOP

Fiscal Management and Accounting Practice  
915 Main Street, Columbia  
March 16-17, 1972

FORMAT: Brief factual presentations followed by discussion round-table and question answering. Plentiful input by participants as well as discussion leaders.

<u>THURSDAY, March 16</u>	<u>Topic</u>	<u>Discussion Leader</u>
10:00 a.m.	Introduction: Consideration of contracts between:  1) the record keeping problem, 2) office operating procedures for administrative purposes 3) Budgeting techniques: a. for agency operation b. for contract letting c. for grant application 4) more sophisticated fiscal management practice	Mr. Max Nesbitt Division of Administration
11:00 a.m.	What does the auditor look for, especially supporting documents; and what are the potential benefits from the management letter?	Mr. Jim Roberts Price-Waterhouse and Company
12:00 noon	Lunch Break	
1:00 p.m.	What are the Advantages and pitfalls of the A-87 approach and alternative charge allocation methods?	Mr. Guy Sorrell Price-Waterhouse and Company
2:00 p.m.	How does South Carolina Municipal Government Fiscal Management affect the operation of the Councils?	Dr. C. B. Graham Bureau Governmental Research
3:00 p.m.	What are the Council's difficulties with fiscal controls, grant funding requirements, etc. and what source of assistance have been found. Field examples of successful problem solving.	

PROGRAM FOR MANAGEMENT WORKSHOP March 17, 1972

Friday Program

9:30	Review of topics covered Thursday, Listing of unsettled questions.	Mr. Max Nesbitt
10:00	Specific account problems	
	a. HUD 701 Requirements	Miss Kathy Schumpert
	b. LEAP Requirements	Mr. Gary Smith
	c. Highway Safety Requirements	Mr. Harlee Pearce
	d. Title VIII Requirements	Mr. Bob Conley
	e. EEA support & rules	Mr. A. "Doc" Bloodworth
	f. Miscellaneous requirements	Mr. Max Nesbitt
1:00	Lunch break	
2:00	Rotating office discussions with chief accounting supervisors in small groups	Mr. Jerry Branham
4:00	Reports from group leaders and COG Bookkeepers	
4:30	The Appalachia Policy Manual	Mr. Terry, Admin.
	The users reaction	Mr. Chris Trabokus Mr. Tom Dillingham
6:30	Conclusion	

MANAGEMENT WORKSHOP  
APRIL 20 & 21, 1972  
915 MAIN STREET CONFERENCE ROOM

TOPIC: Administrative Policy, Planning, and Personnel

PRESIDING: Mr. Dan Mackey, Upper Savannah

WHO SHOULD ATTEND: District Directors and two types of staffers; the one mainly charged with writing-up office operating policy and procedures and/or a practicing planner.

APRIL 20th THURSDAY

9:55 am	Greetings from the Governor and re-statement of priorities	Mr. Millard Osborn, Governor's Office
10:15	Results of a review of the questionnaires and comparison of operating manuals	Mr. Bruce Bondo, Planner, Conference Committee on Administrative Relations
11:05	Comments on Barriers to Housing Conferencing in Ten Districts	Mr. Robert Woodward LBC&W
12:00	Lunch-on-your-own	Mr. Henry <sup>Harriet</sup> Personnel Director
1:00	The Small Office Personnel Problem	State Committee for Technical Education
2:00	The Administrative Process	Dr. William Morgenroth, Director, State Exec. Development Plan
3:00	The Clemson Extension Service Community and Resource Development in S.C. C.O.G.	Mr. Lyn W. Beasley Upper Savannah COG
4:00	Questions and adjournment.	

APRIL 21st FRIDAY

9:30	The Significance of Differences in Operating Policy	Mr. Bruce Bondo
	Case Examples of Policy and Practice Development	Participants
	Contrast between objectives of Planners and Administrators	Mr. Robert Woodward
12:00	Lunch-on-your-own	
1:00	The Basic Process of Planning for Community Development, and Relation to Policy, Planning, Personnel	Participants
4:00	Adjournment	

MANAGEMENT WORKSHOP--FISCAL MANAGEMENT AND POLITICAL  
CHANGE IN SOUTH CAROLINA

May 18 and 19, 1972

Place: 724 Knox Abbott Drive, West Columbia, just over the Blossom St. bridge ( Called  
Lexington County's only Skyscraper---Farm Bureau Building. First floor conf. rm.)

Parking: If the lot is full there are some spaces on the street behind the building.

Participants: This is the last Management meeting, planned for the ten sub-State District  
Directors, and staff concerned with Fiscal Affairs, especially as related to local govern-  
ments. Friday session introduces the Clemson University simulation of economic and  
political change in community development for fiscal administrators, junior planners,  
and new interns.

THURSDAY May 18

9:30 Coffee and Greetings. Introductions.  
a.m.

10:00 What will be the most important effects of Revenue Sharing  
on local governments and on COGs in South Carolina ?

How does Revenue Sharing differ from the past ?

What parts of the Division of Administration Grants  
Control system can Districts use ?

Dr. C. Blease Graham  
USC, Political Science  
Mr. Edgar Dyer  
Div. Adm., Planner

Mr. Bob Conly  
Div. Adm., Dept Director  
State Planning

12:30 Lunch-on-your-own  
p.m.

1:45 Announcements

2:00 Choosing and Using Consultants for Improvements in Local  
Government Operations and Fiscal Administration

Significant Potential Changes in the Accounting and  
Auditing Requirements in Connection with Federal  
Grant or Assistant Programs in South Carolina

What is the COGs organization?

What is Division of Administration organization?

How can the COGs benefit ?

Mr. Emory F. Harris  
Supv. Government  
Services, So. Central  
Ernst and Ernst  
Mr. Kenneth S. Caldwell  
Nat. Dir. Government  
Services. Ernst and Ernst

Mr. Bruce Bondo  
Mr. Lee Thomas  
Mr. Doc Bloodworth

FRIDAY May 19

9:00 Coffee and Greetings. Introductions

a.m.

9:30 Who are the role-players in urban and rural Community  
change: economic, political, structural?  
How can we simulate the changes and experience?  
Clemson University Planning simulation practice.

Prof. Ed McLean  
Clemson, University

How can a local government accounting system be changed?

Staff

12:00 Lunch-on-your-own

1:00

p.m. What have been the accounting, social, economic, political, and  
planning problems and solutions in the Community Development  
program? How can the future be changed?

4:00 Adjourn

**Auditorium**  
**South Carolina Board of Health**  
**Third Floor**  
**Sims Building**  
**Columbia, South Carolina**  
**April 13, 1972**

**AGENDA**

- |                    |   |
|--------------------|---|
| 9:30 – 9:55 a.m.   | Registration  |
| 9:55 – 10:00 a.m.  | Welcome – Chris Trabookis, Planning Director, South Carolina Appalachian Council of Governments   |
| 10:00 – 10:45 a.m. | John B. Sams, Deputy Director, Department of Housing and Urban Development, Area Office Columbia, South Carolina<br><br>HUD Programs and Directions and HUD Working Relationships with Planning Districts and Councils of Governments   |
| 10:45 – 12:00 noon | Thomas L. Murray, Program Manager, Program Management Staff, Department of Housing and Urban Development, Area Office, Columbia, South Carolina and William S. Stoken, Assistant Director, Planning and Relocation Branch, Department of Housing and Urban Development, Area Office, Columbia, South Carolina.<br><br>The Use of "701" Planning Assistance Funds in Community Development and in Review of Housing Programs |
| 12:00 – 1:00 p.m.  | LUNCH   |
| 1:00 – 1:45 p.m.   | W. Tully Johnson, Executive Director, Greenville Housing Foundation, Greenville, South Carolina<br><br>Work in the Area of Housing for Low Income Families by the Greenville Housing Foundation   |
| 1:45 – 2:30 p.m.   | Eugene R. Stewart, Chief, Rural Housing, Farmers Home Administration, Columbia, South Carolina<br><br>Rural Housing Programs of the Farmers Home Administration and Working Relationship with Regional Planners   |
| 2:30 – 2:45 p.m.   | COFFEE BREAK  |
| 2:45 – 3:30 p.m.   | T. Bruce Yandle, Ph.D., Head Department of Economics, Clemson University, and Herbert W. Busching, Ph. D., Head, Department of Civil Engineering, Clemson University, Clemson, South Carolina<br><br>A Housing Distribution Model for the South Carolina Appalachian Council of Governments   |
| 3:30 – 4:15 p.m.   | Steve Mayfield, Executive Director, State Housing Authority, Columbia, South Carolina<br><br>State Housing Authority and Working Relationship with Regional Planning Agencies and Council of Governments  |
| 4:15 p.m.          | MEETING ADJOURNS  |

**Auditorium**  
**South Carolina Board of Health**  
**Third Floor**  
**Sims Building**  
**Columbia, South Carolina**  
**April 13, 1972**

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- State Housing Authority and Working Relationship with Regional Planning Agencies and Council of Governments
- 4:15 p.m. MEETING ADJOURNS



11:30 - 12:00 PM

MEETING ROOMS

Meeting rooms available for use in the morning and afternoon. Reservations are required.

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1:00 - 2:30 PM

COFFEE BREAK

Coffee break available for use in the morning and afternoon. Reservations are required.

2:30 - 4:00 PM

MEETING ROOMS

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4:00 - 5:30 PM

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5:30 - 7:00 PM

MEETING ROOMS

Meeting rooms available for use in the morning and afternoon. Reservations are required.

MEETING ROOMS



HOUSING



WORKSHOP



APPENDIX C

COMMUNITY DEVELOPMENT WORKSHOPS

Background ..... C-1

Speaker Briefs:

Dr. Chester W. Bain ..... C-8

Mr. Watson Mundy ..... C- 41

Mr. John B. Sams ..... C- 50

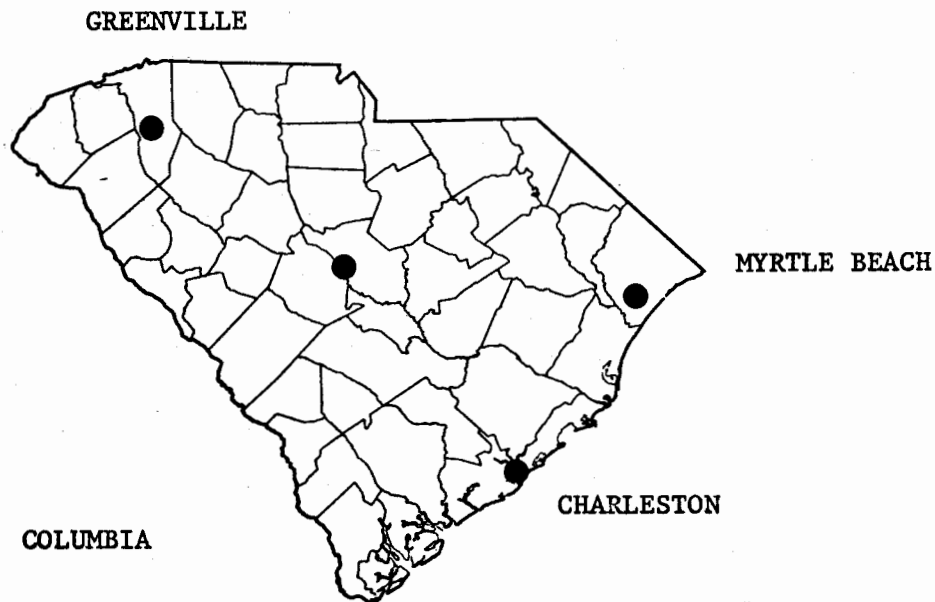
Mr. Bert Winterbottom ..... C- 56

## COMMUNITY DEVELOPMENT WORKSHOPS

### BACKGROUND

A series of four community development workshops were developed and conducted during the month of May, 1972. These workshops were sponsored by the Office of the Governor, Division of Administration, and the ten regional councils of government under a Title VIII grant from the Department of Housing and Urban Development.

Each workshop was held for a two day period in the four cities of the State providing the widest geographic coverage as shown below:



The programs of the workshops represented a wide range of speakers from federal, state and local government agencies. Chambers of Commerce and private consultant organizations were also represented on the programs. The programs were developed around a core of key speakers which appeared on each workshop's program. These key speakers were Dr. Gene Bramlett of the University of

## Background - Continued

Georgia, Dr. Chester Bain of the University of South Carolina, Professor Edward McLean of Clemson University, Mr. Bert Winterbottom, Executive Director of the Greenville County Planning Commission, and speakers from consultant firms. Other speakers were selected from the four regions of the workshops. A complete listing of the agenda and the speakers of each workshop is shown below. The addresses of the workshop speakers have been abstracted and appear in the appendix.

The workshops were highly successful in drawing a diversity of interested officials and staff members from a number of agencies and organizations involved with community development activities. A listing of the agencies and organizations represented by the attendees is shown below.

The interest, participation, and interaction of the attendees and the speakers of the workshops proved to be the most outstanding aspect of the project. Attendees expressed high praise for the workshops and the need for continuing programs such as the workshops in the future. At the conclusion of each workshop, each attendee was asked to complete a brief evaluation form. The results of these individual evaluations reveal considerable interest in a program of continued local programs similar to the workshops. The attendees also expressed strong support for workshop programs specifically oriented to each of the ten sub-state planning districts and for programs directed to single, topical issues such as housing.

Based on these results, it is apparent that there is adequate need and interest to formulate a continuing program of community development workshops. It is also evident that the needs for this form of federal, state, and local government dialogue will exceed the available resources for some time to come.

COMMUNITY DEVELOPMENT WORKSHOPS

MEETING AGENDA

May 1 - 2, 1972 - Columbia, South Carolina

May 1 - 9:00 A.M.

Invocation	Mr. Millard H. Osborn
Welcome	Mr. James Darby
Discussion of Workshop Format	Mr. R. E. Woodward
Speakers:	
Process of Community Development	Dr. Gene A. Bramlett
Restructuring Local Government	Dr. Chester W. Bain
Public Investment Impacts	Mr. Bert Winterbottom
Changing South Carolina	Mr. Dennis E. Daye
Federal Participation in Community Development	Mr. Watson Mundy
Social and Economic Changes	Mr. Fred Bell
National & Local Influences on Governmental & Political Changes	Mr. Jim Burgess

May 2 - 9:00 A.M.

Speakers:	
Community Development Impacts	Mr. Dennis E. Daye
What a Community Must Do To Grow - A Case Study	Mr. B. B. Cole, Jr.
Employment Profiles	Mr. Thomas Evans
Marshalling Community Resources	Prof. Malcolm Little
Public Safety & Community Development	Mr. Carl Reasonover
Population Growth in America	Prof. Ed. McLean
Concluding Discussion	Mr. Jim Burgess
Discussion of Evaluation Method	

End of Session

COMMUNITY DEVELOPMENT WORKSHOPS

MEETING AGENDA

May 3 - 4, 1972 - Greenville, South Carolina

May 3 - 9:00 A.M.

Call to Order Mr. Chris Trabookis

Welcome Mr. Joe Jordan

Discussion of Workshop Format Mr. R. E. Woodward

Speakers:

Community Development Process Dr. Gene Bramlett

Restructuring Local Government Dr. Chester Bain

Federal Position on Community Mr. Eddie Neyland

Development Mr. James D. Long

Social & Economic Changes Mr. Fred Bell

National & Local Influences on Govern-  
mental & Political Changes Mr. Jim Burgess

Panel Discussions (3:15 to 5:00 P.M.)

Reassemble for Panel Reports

May 4 - 9:00 A.M.

Speakers:

Impact of Industrial Growth on the  
Community Mr. A. Mel Doolittle

Public Investment Impact Mr. Bert Winterbottom

Marshalling Community Resources Prof. Malcolm Little

Population Growth in America Prof. Ed McLean

Changing Expectations of Citizens  
Interest Groups Rev. Mr. J. L. Scripio

Discussion of Workshop Evaluation Method

Panel Discussion (3:15 to 5:00 P.M.)

Reassemble for Panel Reports

End of Session

COMMUNITY DEVELOPMENT WORKSHOPS

MEETING AGENDA

May 9 - 10, 1972 - Charleston, South Carolina

May 9 - 9:00 A.M.

Invocation	Mr. John O'Keefe
Workshop Format Discussion	Mr. R. E. Woodward
Speakers:	
Process of Community Development	Dr. Gene Bramlett
Population Growth in America	Prof. Ed McLean
Happenings in South Carolina	Mr. Millard H. Osborn
Changing South Carolina Community	Col. Jack David
Federal Position on Community Development	Mr. Joe Gabbard
Social & Economic Changes	Mr. Fred Bell
National & Local Influences on Govern- mental & Political Changes	Mr. Charles Saunders

May 10 - 9:00 A.M.

Speakers:	
Changing South Carolina Community	Mr. R. E. Woodward
Marshalling Community Resources	Mr. Sid Carter
Charleston Education Efforts	Dr. R. G. Norrad
Public Improvements Impact	Mr. Bert Winterbottom
Recreation & Tourism in South Carolina	Mr. John E. Hills
Changing Expectations of Citizens Interest Groups	Mr. St. Julian Devine
Contributions of Public Safety to Community Development	Mr. Carl Reasonover
Discussion of Workshop Evaluation Method	
End of Session	

COMMUNITY DEVELOPMENT WORKSHOPS

MEETING AGENDA

May 11 - 12, 1972 - Myrtle Beach, South Carolina

May 11 - 9:00 A.M.

Call to Order & Invocation

Rev. Ben J. Bass

Welcome

Mr. G. W. Dudley

Workshop Format Discussion

Mr. R. E. Woodward

Speakers:

Process of Community Development

Dr. Gene Bramlett

Restructuring Local Governments

Dr. Chester Bain

Waccamaw Regional Council

Mr. Jerry McKinney

Happenings in South Carolina

Lt. Gov. Earle Morris, Jr.

Federal Position on Community  
Development

Mr. John B. Sams

Mr. Thom O'Brian

Social & Economic Changes

Mr. Fred Bell

National & Local Influence on Govern-  
mental & Political Changes

Mr. Robert Stuebing

Panel Discussion (3:15 to 5:00 P.M.)

May 12 - 9:00 A.M.

Discussion of Workshop Format

Mr. R. E. Woodward

Speakers:

Marshalling Resources

Mr. Dennis E. Daye

Population Growth in America

Prof. Ed McLean

Public Safety Impact on Community  
Development

Mr. Gains Boone

Recreation & Tourism

Mr. E. F. Southern

What a Community Must Do To Grow

Mr. Pete Granely

COMMUNITY DEVELOPMENT WORKSHOPS

MEETING AGENDA

May 11 - 12, 1972 - Myrtle Beach, South Carolina

May 12 - 9:00 A.M.

Speakers: (continued)

Public Improvements Impact

Mr. Bert Winterbottom

Discussion of Workshop Evaluation  
Method

Panel Discussion (3:15 to 5:00 P.M.)

Panel Discussion Reports

Waccamaw Council Representatives

End of Session



## COMMUNITY DEVELOPMENT WORKSHOP

### SPEAKER BRIEF

Dr. Chester W. Bain  
Department of Political Science  
University of South Carolina

#### RESTRUCTURING LOCAL GOVERNMENT

Dr. Bain opened his presentation by establishing the definition of the terms in the title of his remarks. He then proceeded to outline the assumption that Government is a means to an end, - a goal or a set of goals - and not an end in itself. Government is conceived to be a process for converting the peoples demands into decisions and a system to deliver needed or wanted services. In this process public policies are formulated and implemented. A second principal assumption established was that a Government operates in an environment of policies which consist of beliefs, attitudes, symbols and values, which give meaning and order to the process. The last assumption established by Dr. Bain was that Government cannot be structured as a closed system, within whose boundaries all factors relating to achievement of goals can be encompassed.

There is no one "ideal" form of Government. Conditions and goals will vary in most communities. Because of the nature of the workshop it was not feasible to treat each of the differences, but some attempts were made to address some of the local conditions. The purpose then of these remarks was to examine the need, if any, for change in Government, obstacles to change, the change process and related issues.

#### Need for Change

The need for change in restructuring Government implies that there exists a structure. "Why is there a need for change - what can be done?" Dr. Bain

Dr. Charles W. Bain (continued)

then asked the attendees to define in a series of single words why change is needed. Typical reasons given were:

Unresponsive	Self-Interest
Obsolete	Slow
Limited	Non-Representative

A major criticism of present local Government is that they were designed for the problems of the 17th and 18th centuries. They are unable or unresponsive to the needs of the 20th century. The two principal forms of local government are (1) the County Governmental Unit primarily created by the state to perform certain state functions for an area such as the collection of taxes, recording of documents, care of the poor, administration of justice, etc., and (2) the municipal corporation for a group of people that lived close together to provide services wanted by the people such as sewage disposal, traffic control, water supply, etc. The forms of these governmental structures do not, therefore, give evidence to the need for change. The need for change, therefore, must be sought in the behavior of these units.

Stresses on the forms of local government include:

1. Rapid urbanization resulting in declining city population and tax base, and the demand for city services in the outlying areas.
2. New technology and increased industrial manufacturing resulting in increased pollution, noise, etc.
3. Increased standard of living because of affluence resulting in greater recreational needs, better transportation systems, etc.

Dr. Chester W. Bain (continued)

All of these stresses have caused traditional local governments to become overburdened and slow to respond to the needs and desires of the people. They just were not designed to fulfill these levels of service. Also, they do not have the capabilities to formulate broad enough policies or plans to meet these stresses, nor can they allocate adequate resources to meet these needs.

Government too has become complex through the proliferation of these small units of government, each designed to resolve a small area of concern. This complexity developed over a period of time frequently makes it difficult to attack broader problems. This proliferation also has caused divided authority, competitiveness and lack of cooperation between units. There is also evidence that governments do not have adequate procedure or processes for identifying, aggregating, articulating and formulating community goals. There is widespread belief that government is not responsive and not representative of the people. The results of these developments is causing problems to be "pushed up" the government ladder. Local governments then essentially become administrative areas with all policy, goals and service rendered by government from above. Some people are not willing to accept this status, they are seeking the restructuring of local governments.

#### Obstacles to Change

Dr. Bain discussed several general areas of the obstacles to changing government. His remarks outlined six areas as follows:

1. Constitutional and Statutory Provision - Many of the legal provisions that create government and establish its operating scope, also limit and impede change in government. This condition often

results in bringing about conditions and abusive practice they were originally intended to prevent. The State Constitution of 1895 was discussed as an example. Until such obstacles are removed by legislative process, only token reform is possible.

2. Political Culture - The attitude or belief of many people that development is best left to evolution rather than to guidance, planning or control only serves to limit the change of government.
3. Political Obstructionism - This obstacle is best characterized by people with a vested interest in maintaining the status quo. These people block or impede the change process.
4. Ineffective Change Mechanisms - This obstacle is essentially the lack of government devices to initiate and process change demands. Government is not equipped in many cases to change when the need arises.
5. Citizen Indifference - This factor is a major problem to effective governmental change. In the hectic and complex times of today, most people do not take the time to understand government or its problems. As a result, most people tend to only approach parts of problems rather than accomplish a systematic review. This condition most often results in the attack on smaller problems with only incremental results.
6. Vagueness of Community Goals - The last set of factors is perhaps the most significant. Here Dr. Bain discussed the problem of the general lack of real mechanism to determine local government goals and scope of services.

Dr. Chester W. Bain (continued)

The above outlined factors or areas of obstacles have consistently worked against a rigorous - systematic approach to the proper scope and role of governments.

#### Change Processes

Dr. Bain then discussed the three principal type change processes possible. These processes are briefly outlined below:

1. Constitutional Revision - This process would have significant bearing on local governments. A special legislative committee has conducted an indepth review of the Constitution and has made recommendations for revision. These revisions would provide for a large measure of "home rule" to local government. At this time it is questionable if these recommendations will be presented for adoption to the people.
2. Grant Supplemental Conditions - This process pertains to the special condition often attached to federal or state grant funds. Most often such changes pertain to matters of substance and procedure, rather than to the form or structure of government. In many instances, such conditions help communities achieve their goals better or improve the delivery of services.
3. Provision of Services - This process is concerned with the creation of new service functions by existing or newly created governmental agencies.

Dr. Bain's closing comments summarized the scope of his presentation.

In these closing comments he indicated that change is happening now. The choices

Dr. Chester W. Bain (continued)

are, should change be directed and guided or should change be left to an unfolding evolution? The decision must be made by each community - deliberately or by default.

END

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Mr. Fred Bell, Partner  
Vismore, McGill & Bell  
Columbia, South Carolina

SOCIAL & ECONOMIC CHANGES

Mr. Bell presented a review of the State's growth based on a statistical analysis of the 1970 census and other materials. As an initial remark, he noted the apparent contradiction between his comments and those of Lt. Governor Earle Morris concerning the State's growth during the 60's. South Carolina has had an impressive decade of growth, as reflected by the Lt. Governor, however, there are areas of economic indicators that still present concern. Mr. Bell indicated that the overall economic growth of the State during the 60's had been 8.7% - a significant growth, but perhaps less than the State had expected. In manufacturing employment, South Carolina lead its sister states, North Carolina and Georgia, with a 38.8% growth. South Carolina also had significant growth in value added at 150.6% growth.

During the late 50's, South Carolina was in a time of decision. Then in the 60's these key decisions were made for a major thrust in economic development. The commitment was made to get jobs and new industry. At that time, the State was "chasing smoke stacks." There was little selectivity given to the new plants. As a result of this emphasis, South Carolina enjoyed a period of great growth. However, as this growth period is reviewed in terms of the hard facts in comparison with other states, "we are still a poor state." One of these facts or indicators of growth is the out-migration of the State.

Mr. Fred Bell (continued)

During the 60's, the State lost 149,414 people. These people were primarily blacks in the age group of 15-44 years old. They left the State apparently due to a lack of job opportunity, poor educational chances, and other reasons.

As a comparison of this growth in the 60's, South Carolina did not keep up with the bordering states as reflected by the following per capita income figures:

	<u>1960</u>	<u>1970</u>
South Carolina	\$1,379	\$2,908
North Carolina	1,562	3,188
Georgia	1,640	3,277

These figures are not adjusted for area cost of living.

During the 60's, only 22 counties experienced a population growth in South Carolina. Only seven of these experienced net in-migration in growth. Mr. Bell then discussed each of these counties in terms of their ten year growth during 1960-1970.

In summary, these figures were not presented to be a forecast of gloom, but rather to give those of you involved in community development a more realistic picture of the task ahead in achieving a true regional economic balance for the State and for the counties. South Carolina needs more "regional thinking" and more regional planning. Conflicts between counties must be minimized for the betterment of regions.

Questions were directed to Mr. Bell concerning the State's growth, jobs, and other points of his remarks.

END



COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Dr. Gene A. Bramlett  
Institute of Community and Area Development  
University of Georgia  
Athens, Georgia

THE PROCESS OF COMMUNITY DEVELOPMENT

Dr. Bramlett opened his remarks with a brief discussion on the role of the Institute of Community and Area Development in Georgia. He discussed the working relationship with the State's planning and development districts.

Many professionals are interested in community development. Each of these professionals, however, approach the topic differently and use different terminology. For example:

Economists dwell on models and resource allocation principles. Terms used in these areas are industrial development, resource base, aggregate income, employment, etc.

Sociologists define a community using terms such as conflicting interest, relative deprivation, power base, change agents, and client systems.

Psychologists talk about stubbornness, apathy, self image, interaction, and sense of security.

Political Scientists also dabble in the field of community development; they use terms concerning the democratic processes, revolution, public policy, etc.

All of these approaches have value in working with and defining the process of community development. Dr. Bramlett then stressed the point that there is great worth in some of these definitions and concepts. He then explored with the attendees a series of various authors' points of view concerning community

Dr. Gene A. Bramlett (continued)

development. During this discussion, Dr. Bramlett reviewed the scope and meaning of several terms such as community, resources, and development; and, he presented generally accepted definitions concerned with the process of community development.

1. Community boundaries are not fixed, but depend upon a specific purpose or application.
2. The community itself is viewed as a group of people bound together by a set of common forces that affect their well being.
3. A combination of economic, social, and political factors are involved in the process of community development; but there is no accepted definition of the term development in the sense of a simple measurable quantity.
4. Citizen participation is stressed by a large group as a principal part of effective development of a community.
5. Interaction also is considered a major factor in the effective development of a community. Interaction among individuals, institutions, and government is stressed.

Dr. Bramlett added to this list of factors the necessity of understanding of the processes and mechanisms of the overall system or processes of community development.

The next set of concerns in understanding the process of community development was reviewed as follows:

Dr. Gene A. Bramlett (continued)

People Often Don't Know What They Want

Dr. Bramlett pointed out that a team of outside experts cannot define community wants or needs nearly as well as the people, but the people often cannot really state what they want. Vague notions concerning "improvement" may be stated; but in terms of defining operational goals, the factors that contribute to these goals and the processes of achieving the goals are not well understood.

Hopes and Fear

In this area, Dr. Bramlett related defining an individual's goals with the difficulty in defining community goals. He discussed a recent survey wherein 1,500 people gave their own statement of their hopes and fears. The predominate concerns stated were for health and better standard of living.

The major hopes and fears were stated as:

Good health for self	29%
Better standard of living	27%
Peace in the world	19%
Achieving aspiration for children	17%
Happy family life	14%

Many of these factors relate directly to community development, while others relate to broader national and international policy.

Universal Needs and Aspirations

Dr. Bramlett outlined six broad areas of needs that must be met for the people before they can pursue their private goals with a reasonable chance of success. These goals must be satisfied by the Nation, the State, or the community:

Dr. Gene A. Bramlett (continued)

1. Goods of bodily life and comfort - (food, water, shelter, clothing).
2. Goods of personal character and morality - (aspirations, justice, temperance, and honesty).
3. Goods of personal association - (family, friendships, and professional association).
4. Political goods - (common defense, domestic order, liberty, right to vote).
5. Goods of human development - (education).
6. Economic goods - (organization for production and exchange, working conditions, free time, progress, economic goods).

These goals virtually all have policy implication, either at the local, State or national level. Dr. Bramlett then discussed those goals which have local level implication. The principal points discussed were:

Specifying Community Goals - A major task is to reduce the basic needs of people into simple goal statements that can be used to guide the community development process.

Contributing Factors - This area must be explored to realize those factors that the community must address itself to and must improve if its goals are to be attained. Dr. Bramlett outlined each of these factors under 11 headings:

1. Basic economic activities
2. Education and skill development
3. Health services
4. Transportation services
5. Recreation
6. Housing

Dr. Gene A. Bramlett (continued)

7. Law enforcement
8. Waste management
9. Utilities
10. Taxing and public expenditure
11. Statistical indicators

This listing was not intended as a final listing. Many of these factors involve government because government provides many of these services. Government was not included in the listing because the emphasis should be placed on the services needed, not on the institution itself.

Identification of Functional Relationships

Given the goals and factors which contribute to those goals, the next step is to determine how and to what degree each factor affects each goal.

Identification of Interrelationships

Many of the above factors are interrelated. For example, education affects the capacity for industrial development and other factors.

Assessment of Existing Conditions

The next step is to evaluate each of the factors in terms of the existing conditions and in relation to a set of norms. Which are outstanding, normal for expectations, or deficient?

Priorities For Action

Priorities must be established for corrective action both in terms of the degree of need and in terms of timing.

Dr. Gene A. Bramlett (continued)

Participants in Community Development

The agencies and roles of the participants must be considered in terms of who does what and who supports or participates. The primary participants were listed as (1) officials, (2) public interest groups, (3) citizens, (4) outside groups, and (5) silent leaders.

Dr. Bramlett then gave some advice to planners and community developers. The points that he discussed included the need for an overall plan concept to be formulated before narrowing down to specific details and the need to build in to every plan a specific way to communicate the plan to the people. His last point concerned the involvement of a wide group of people in the plan implementation.

After the formal presentation, the attendees directed a series of questions to Dr. Bramlett.

END

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Mr. Sidney Carter  
Consultant  
Augusta, Georgia

MARSHALLING COMMUNITY RESOURCES

Mr. Carter opened his address by stating that community resources are often hard to find, but that the definition is simple. Resources are people, physical things, attitudes, etc. Each community has some unique factors - something that sets it apart from all others. This uniqueness can be both a problem or an asset to build upon.

He then discussed the marshalling of community resources in terms of example projects that he had worked with. A brief account of these examples is provided below:

Augusta, Ga. - A zoning ordinance proposal was pending action in the community. As was expected, many people were for it and many opposed to it. The local real estate board was approached and asked for their help in supporting the ordinance. The Board was surprised, because normally such boards would fight the proposal. The results were that after a year of working together, a community education program was launched and the proposal passed. The secret in this case was asking people to get involved - ask for help.

Another project in Augusta involved the collection of a great deal of information about the city (O & D survey). Here the local military base (Fort Gordon) was asked to help. The base commander responded by

Mr. Sidney Carter (continued)

making teams available to collect the data from a Civil Affairs School at the Base. This assistance resulted in considerable savings to the city.

In order to aid the base, the results of the survey were taken back to the base and introduced as a part of the educational program. In this case, mutual benefit was made of the task and the project caused much better relations with the city.

Aiken, S. C. - The city had obtained a small (\$2,500) Urban Beautification grant to develop a mini-park in the central business district. Since the grant was so small, it was decided to enlist the aid of local people. A committee was formed to organize local people and vocational education students to do the actual work. The park has just been finished and the community has taken great pride in the new park. The merchants of the business area are very pleased and the people seem to want to do more similar projects.

Lake City, S. C. - This small rural town wanted to enhance its development. There wasn't a lake, so they decided to create one. Working through the Department of Parks, Recreation and Tourism, a Federal grant from the Bureau of Outdoor Recreation was made to form the lake and create a series of gardens. A local committee was formed to direct the activity and the project is off to a good start.

Augusta, Ga. - Another project here (Augusta) concerned the fact that a number of VISTA workers were getting in the way of an urban renewal project. These boys and girls wanted to help, but they had been rebuffed by the local officials. The leaders of the VISTA group were gotten to-



gether to discuss ways in which the group could be more effective.

A new set of projects, away from the urban renewal area, were suggested and they accepted. Here in this case a potential problem was turned into a contributing force in the community.

Alma, Ga. - This town was a typical small-rural farming community of 4,000 people in South Georgia. The town was declining and the downtown area was in poor condition. One merchant decided to renovate his store. After an investment of some \$125,000, a large sum for a small town, it was realized that there wasn't adequate parking. There also was no housing available, no industry and other lacking aspects needed for development. Alma then decided to make application under the Model Cities program. The town's people had spirit and a large group of over 1,200 people were recruited into a number of task force and committees to make studies. It was estimated that 15-20,000 manhours were donated to the project. Banks and other businesses loaned equipment and people to the project.

An application was submitted to the Department of Housing and Urban Development and it has been approved. Alma has had \$8-10 million put into the community since the project began. It has several new industries and the prospects are bright indeed.

Mr. Carter, in his closing comment, said that planners may provide the match, but that the people must start the fire of wanting a better community.

A number of questions were asked of Mr. Carter after his address.

End

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Colonel Jack David  
Office of the Governor  
South Carolina

WHAT'S HAPPENING IN SOUTH CAROLINA

Colonel David brought to the workshop a message from Governor West. He extended the Governor's best wishes to the attendees and expressed his strong interest in planning and development. Colonel David also spoke about the history of Charleston and the city's importance to the State.

Colonel David stated that this was a time for planning and action. He stated the need for "action people" and said that the attendees must address themselves to meeting more of the vital human needs of the people. He stressed the continuing need to upgrade the economy of the state; to educate more people; to take a long, hard look at the state; and to improve the quality of life for the people. Colonel David also indicated that the state is in a period of new affluence and a rising growth pattern, and that no new taxes had been enacted.

Colonel David then spoke of the regional planning commissions of the state as a new hope and indicated that these commissions have great potential for improving the state. With the optimistic prospects for some form of revenue sharing, the state will receive about \$7 million, and additional funds will go to the local level. He indicated the Governor's pleasure in the responsiveness of the districts in meeting local needs.

In his closing statement, Colonel David expressed the Governor's vital concern for the total development of the state. He said that we must bring forth the best minds to push the state forward.

END

## COMMUNITY DEVELOPMENT WORKSHOP

### SPEAKER BRIEF

Mr. Dennis E. Daye, President  
LBC&W Planning & Development Consultants  
Columbia, South Carolina

### MARSHALLING COMMUNITY RESOURCES

Communities have many forms of resources - labor, railways, highways, water, etc. The most basic resource is the people. People in all walks of life, in all occupations are the most important resources of a community. The interest and desire of people make things happen. There really is no set formula, no "how to do it" book on marshalling resources. Communities are unique. People are also. The secret, if there is one, is to learn to work with people. All people want a better place to live, work and play. And after all, this is what this workshop is concerned with in planning and development. Mr. Daye used a series of presentation boards in presenting his remarks. He discussed a number of past projects, both successes and failures of community action projects.

The planning of community projects must be realistic and affordable. The real test of a project's planning is the implementation. If a project is not successfully implemented then the work was not worth the effort. Plans often must be staged into phases or increments for successful implementation. Big projects may fail because they are not properly phased for implementation.

In the period 1670-80, William Penn set out to design the city of Philadelphia. The city was planned fairly well but there are problems yet to be resolved. Not since that time have communities been planned completely free from existing problems. Communities must start where they are, with the resources that exist.

One example of a successful project is an 11 county region in North Carolina. The problem to be resolved was one of water supply and waste disposal for a number of communities. Often in such a case, the smaller communities just do not recognize the problem. In this case, one larger community took the leadership. A commission was formed of regional representatives and smaller working committees were established. Each committee was assigned a specific problem area for study to bring back recommendations to the commission. Public media and meetings were used to present the proposed plan. The effort here was to sell, sell, and more selling. The plan was accepted and the project has been implemented. The important element in this project was widespread participation and effective selling.

Another project worthy to mention was in Anderson, South Carolina. Here the problem was a blighted downtown area. Merchants became concerned about conditions of the downtown area and the spread of shopping centers. Public officials were pressed to take some action. A redevelopment association was formed as a device to study the problems and to plan a solution. The association was formed of both public and private members. A plan was developed and action is being taken to implement aspects of the plan. They will not achieve the total plan, but improvements will be made.

In Lancaster, a similar problem was found. Here the local Chamber took the lead role. The project in this case has not been successful. The Chamber did not follow up the plan.

Columbia also has a downtown study project underway. The Chamber of Commerce took the lead position in this project. A small committee was formed to study the problem. Block leaders were appointed to talk up the project, seek support and ideas for solution. A five point plan was developed concerned with

Mr. Dennis E. Daye (continued)

a central mall, historical areas, urban renewal, the State House and the University. The implementation of the project has been turned over to a newly formed foundation.

Considering these types of projects, it is suggested that the local county or regional planning commission be used to formulate plans. Then, if outside assistance from consultants is needed, select one that is willing to work with the people.

A number of questions were asked of Mr. Daye concerning a wide variety of projects and approaches to problems.

END.

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Mr. St. Julian Devine  
Alderman  
Charleston, S. C.

CHANGING EXPECTATIONS OF CITIZEN INTEREST GROUPS

Mr. Devine delivered a morning address on the topic, recounting his personal experience during the Second World War and his later years as a young black businessman in Charleston. Among the remarks of his address were the following comments.

Mr. Devine indicated his deep concern for the community of Charleston and his hope for its future development. He stressed the need for mass attitude change between people of all races. He further remarked that great progress had already been made when this group could come together, black and white, to discuss the future of the community.

The major point of his address centered on his belief that the changing expectation of the emerging "citizen interest groups," (the veterans, the aged, women, handicapped, etc.) were all essentially the same. They are wanting and demanding equal opportunity--opportunity for a good job, a good family life, reasonable health and education, and equal protection and justice. These wants and desires essentially have not changed since the founding of the country, in Mr. Devine's opinion, only the ways in which these things are being asked for and demanded.

While discussing his experiences during the Second World War, he remarked about how the country had helped Europe back to its feet after the War, while

Mr. St. Julian Devine (continued)

at the same time, the returning black veterans were finding it most difficult to establish a normal life pattern in terms of housing, education and job opportunities. He further indicated that some of these same conditions still exist.

Mr. Devine expressed his hopes in his closing remarks that he hopes to see the day come when all people can sit together in a city beautiful and a beautiful state, without any concern for racial matters.

END

## COMMUNITY DEVELOPMENT WORKSHOP

### SPEAKER BRIEF

Mr. Joe Gabbard  
Coastal Plains Regional Commission  
Washington, D.C.

#### THE FEDERAL POSITION ON COMMUNITY DEVELOPMENT

Mr. Gabbard opened his remarks by briefly discussing the involvement of the Coastal Plains Commission in community development. He then broadened his address to discuss the federal government's role in community development. He stated that the first direct action of the federal government in local development began in 1930 with the TVA (Tennessee Valley Authority) and the Public Works Act. The TVA was then the first regional development program. The impact of the TVA on the region has been good.

Then in 1965, Congress passed the Public Works and Economic Development Act. This act created the EDA (Economic Development Administration) and provided for the formation of regional commissions. The Coastal Plains Regional Commission and three others were created under this Act.

Mr. Gabbard stated that the Coastal Plains Region was number one in terms of many of the depressed economic factors called for as criteria for eligibility under the Act. Other activities of the federal government pertaining to community development were the Area Redevelopment Act and the Appalachian Redevelopment Act. He stated that the Appalachian and other regional commissions were created as federal-state partnerships for redevelopment action through which decisions are made at the state level instead of at the federal level.

Mr. Gabbard then discussed the Coastal Plains program in more specific terms. He stated that the Commission is currently lacking adequate funds for



Mr. Joe Gabbard (continued)

the region. As a comparison, the Appalachian Commission is getting about \$9 million for six South Carolina counties, while the Coastal Plains Commission is getting about \$2.2 million for 34 counties. The Coastal Plains Commission covers 159 counties in Georgia, North and South Carolina. The Commission is composed of the Governor of the three states and a Federal Co-Chairman. The primary mission of the Commission is to close the income gap of the region. This means adding about \$1,000/year per person in the region or \$5 billion.

Mr. Gabbard indicated that the Commission had adopted a seven point program and he outlined each of the areas. He also discussed several of the major projects the Commission had funded in association with other federal agencies, such as Williamsburg TEC and the Marine Resources Center.

Mr. Gabbard also discussed briefly several other pending bills that relate to community or regional development. Among these bills were:

1. Coastal Zone Management Act - This act is to promote land and water management of the coastal zone - about one county deep - through development of a two to five-year plan. The plan would be prepared and implemented at the state level. The chances are good that this bill will be passed.
2. Rural Development Act of 1972 - This act will deal with the overall quality of life in maintaining a better balance between urban and rural development. The act is projected to receive about \$500 million per year. The chances of this bill being passed this year are remote.

Mr. Joe Gabbard (continued)

Mr. Gabbard closed his remarks with a statement that the Coastal Plains Region has had adequate research and planning. "What is needed now is not more planners - but more implementors."

A number of questions were asked by the audience.

END

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Mr. John E. Hills  
Deputy Director  
Department of Parks, Recreation & Tourism  
State of South Carolina

SOUTH CAROLINA WANTS VISITORS!

Mr. Hills opened his address by describing the scope and responsibilities of the Department of Parks, Recreation and Tourism. The new Department was formed in 1967, from elements of the State Development Board. The Department has responsibilities for operating and maintaining the state's system of parks, developing and directing the state's recreational programs, and directing the tourism and promotion of the state's recreational resources.

Mr. Hills used a series of overhead projections to show the plans of the Department for parks and other activities. The first of these projections presented the state's current parks system and the overall system projected for the future. The next projections shown were for the total expenditures projected for the parks system. Mr. Hills explained that a total of over \$47 million was projected for capital expenditures in the period 1970 to 1974. This amount represents state, Federal and private funds. He indicated that the private funds were projected assuming arrangements are developed wherein a private developer would construct facilities in a state park on a lease agreement. Mr. Hills indicated that during the next 15 years a total investment in the park system has been estimated to be \$115 million.

The visitation to the total state park system during 1971 was in excess of 6 million people. We also stated that since the Department has put the camper visitation records on a computer, that they (the Department) has significantly more information than it had before. One example of this information discussed was that the state of New York represents the second major user of our parks after the state's own residents.

Tourism is also becoming a vast new economic factor for the state. Mr. Hills noted that in one month this year that over 70,000 Canadians had visited the Grand Strand (Myrtle Beach) area.

Other topics that were discussed by Mr. Hills during his address were the potential use of school grounds for local recreational programs, the potential of "destination parks," the Santee area projects, highway access to areas and the Nation's celebration of the 200 year by the Bicentennial Commission.

The attendees directed a wide variety of questions to Mr. Hills after his closing remarks.

End

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Professor Edward L. McLean  
Agricultural Economics  
Clemson University  
Clemson, South Carolina

POPULATION GROWTH IN AMERICA

This presentation was primarily based on the report just published by the Commission on Population Growth and the American Future appointed by President Nixon in 1969. Professor McLean discussed the overall report and its significance to the Nation. Parts of the report of the Commission were read to allow the attendees to appreciate the full impact of the Commission's words. The essential message of these sections of the report which were read was that population growth no longer represents progress in this nation. Population growth into the future can only serve to increase the complex social and economic problems of the past. The report also indicates that most social and economic problems of today can be traced back to have a basis in increased population.

The Commission's report subsequently documents research findings and objective interpretations in 16 topical chapters. The total report is over 150,000 words. Professor McLean then proceeded to discuss the three basic determinants of population growth; fertility, commonly called birthrate; mortality commonly called deathrate; and migration. Birthrate is measured in terms of the number of births per 1,000 population on an annual basis. The birth rate of the Nation has varied widely since 1900 with 32 birth/1,000, to 18 births/1,000 in the Depression, and 27 births/1,000 in 1947. The birthrate in 1970 was 18 births/1,000.

Professor Edward L. McLean (continued)

Mortality is measured as simple death rates. These have declined in this Nation and the entire world. The average life expectancy in the Nation is 71 years, compared to 42 years in 1900. Mortality has decreased from 17 deaths/1,000 in 1900 to nine deaths per 1,000 in 1970. Declining death rates have therefore contributed more to population growth than has the birthrate.

The third variable of growth is migration and is defined as net migration equals the difference in the number of people leaving or entering an area. The term, therefore, can be either plus or minus.

Professor McLean then discussed several of the conclusions of the Commission's report. These conclusions are outlined below:

1. The population of the Nation in the year 2000 will be 271 million people, if the trend toward the 2 child family continues. If the trend is to a three child family, then the number will be 322 million people.
2. If the counties population distributes itself according to the current increasing land use pattern, 54% of the people in the year 2000 will be located in two primary urban belts. One such belt would be along the eastern seaboard and westward to Chicago and would contain an estimated 41%. Another 13% would be in the California region between San Francisco and San Diego.
3. Population stabilization for the Nation will mean an average zero growth for local areas. It, therefore, appears that the most effective long term strategy for stabilization of local growth will be through national stabilization, not redistribution.
4. Net migration into the country has grown to more than 400,000 per year, and contributes a fifth of our total population growth.

Professor Edward L. McLean (continued)

As a summary, the Commission outlined several estimates for the Nation's population growth based on several factors; if the birthrate continues at the present level and if immigration levels continue, we will add 100 million people by 1997. If birthrates drop to a replacement level and immigration continues, then we will add 100 million people by the year 2020. If the birthrate drops lower and immigration were stopped, we would not add 100 million people.

Professor McLean further discussed the Commission's report in terms of the recommendations made. There were totally 80 formal recommendations made. The following is only a brief list of some of these recommendations:

1. That a national policy and voluntary program to reduce unwanted fertility, to improve the outcome of pregnancy and to improve the health of children.
2. That an adequately financed program to develop family planning, hygiene and sex education materials be implemented.
3. That the Nation welcome and plan for a stabilized population.
4. That the immigration levels not be increased and that they be periodically reviewed for revision.
5. That a set of national population guidelines for distribution be developed to be used for planning purposes at the state, regional and local levels.

South Carolina Population

South Carolina currently has three standard metropolitan statistical areas (SMSA)- Greenville, Columbia, Charleston. These areas involve three major cities and six counties. Aiken County is also an SMSA associated with Augusta, Georgia. It was noted that caution must be used in considering

Professor Edward L. McLean (continued)

SMSAs. While it is true that all SMSAs grew in population during the 1960's, this growth was in the suburbs of the primary metropolitan areas. The central cities and other areas of the SMSAs actually lost population during the 1960s.

Growth centers in South Carolina are those cities with between 25,000 and 50,000 population. South Carolina has five such cities - Anderson, Greenwood, Florence, Rock Hill and Spartanburg. Based on the expected growth of these areas, about three-fourths of the State's area is projected to be urban regions by the year 2000.

During the decade of the 1960's, the state grew 8.7% or 207,922 persons. The growth in the SMSA areas accounted for 165,004 of this number, or over fifty percent. The birthrate in South Carolina during this period was about 10% above the national percentage. Births exceeded deaths by a factor of 2.65 births to each death.

Professor McLean then discussed a series of factors that have bearing on the methods of population projection. Based on these comments, it is apparent that it is most difficult to make valid population estimates. The number of variables and the interrelation of factors appears to represent a highly complex problem. Several of these factors are simply listed here that were discussed:

1. Population Density
2. Distribution of Population
3. Immigration Patterns

In summary, Professor McLean said:



"As a note of caution, it must not be advocated that universal population growth for all population decline areas. Federal, state, and regional aid is needed, however, to maintain public services at an adequate level in population-decline areas. Such areas also provide excellent opportunities for setting aside open space for future generations. Long-range population and economic projections imply that each and every parcel of open space will be extremely costly in the future. Federal, state, regional, and development district agencies should assist in acquiring such areas as they are available."

"We in South Carolina are blessed with a good climate, adequate natural resources, and developing human resources. The handwriting is on the wall with regard to environmental and other problems caused by population growth in many areas of our state and by population decline in several areas of the state. The recommendation of the President's Commission on Population Growth and the American Future apply to us in South Carolina. We must plan and act accordingly in order to prevent serious problems 20, 30, or 40 years from now."

END

## COMMUNITY DEVELOPMENT WORKSHOP

### SPEAKER BRIEF

Mr. Watson Mundy  
Deputy Director  
HEW Regional Office  
Atlanta, Georgia

#### FEDERAL PARTICIPATION IN COMMUNITY DEVELOPMENT

Mr. Munday told the workshop attendees of the role and membership of the Regional Council of federal agencies. The Council was formed seven years ago and has members from seven regional agencies; HEW, HUD, OEO, LABOR, EPA and LEAA. The chairman is a Presidential appointee and, therefore, the Council is considered a "high powered function." The purpose of the Council is to provide interagency coordination and improved working relationships between the federal agencies. The Council meets periodically with each Governor in the region to improve state liaison. At these meetings, the Governors set the agenda. These meetings, therefore, represent an opportunity to discuss and resolve state problems concerning federal programs.

Mr. Munday discussed several new approaches to federal grant administration that are being developed by the regional agencies. The first of these administrative procedures discussed was the "integrated grant administration" program. This program was developed to allow an applicant to apply for and receive several grants by one application among the federal programs administered by the regional agencies. Using this program, there would be only one consolidated grant with one funding cycle and one audit. Mr. Mundy also briefly discussed the "plan variation experiment" which is a form of revenue sharing.

Mr. Munday then reviewed the activities of the regional office of the Department of Health, Education and Welfare. He indicated that the Office

Mr. Watson Munday (continued)

currently administers over three hundred individual federal programs. Many of these programs relate directly to community development. He stated that as communities consider these programs in meeting local needs, the task should not be to find a program then find the problem. This approach often results in obtaining funds, but it does not solve priority needs. He suggested that each level of government should be recognized for its particular strengths in relation to each problem. This concept was graphically shown as follows:

<u>LEVEL</u>	<u>PROBLEM SOLUTION CONTRIBUTION</u>
Federal	Money
State	Technical Assistance
Local	Problem Identity & Priority

He also cautioned the state about becoming a federal-like agency in developing red tape and other bureaucratic administrative problems. Mr. Munday indicated that the sub-state districts are a great new vehicle for solving local problems, if they are supported properly and adequately financed. He stressed the need here for the state to involve the districts in the channel of government activity and to provide funding for the districts.

Mr. Mundy's closing remarks concerned an invitation to the attendees to use the services of the HEW regional office and the Federal Regional Council to assist in solving their problems or in providing information. Mr. Mundy then answered a series of questions from the attendees.

END

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Dr. Robert G. Norrad  
Public School District  
Charleston, South Carolina

CHARLESTON EDUCATION EFFORTS

Dr. Norrad opened his address to the workshop by expressing his outlook toward the Charleston county school system. He indicated that while Charleston does have problems, it also has a number of desirable features. He stated his excitement at the progress being made in the schools. He said that Charleston is a most attractive place to live compared with his home town in Alabama - a large, dirty industrial city. When teachers are recruited for the schools, Charleston is a definite asset.

Dr. Norrad then discussed a number of points concerning the school district. Among his remarks were the following topics:

1. Charleston's school district was created by the state legislature by consolidation of 8 smaller districts.
2. The facilities of the schools are in relatively poor shape, but within the schools there are new innovative programs being conducted.
3. During the last three years, the district has had three major events, any one of which could have had a destructive effect on the district. These events were 1) consolidation of the district, 2) state accreditation review, and 3) the integration of the district.
4. The district will have a new superintendent this fall. He was selected by the Board in a national search for the superintendent.

Dr. Robert G. Norrad (continued)

Dr. Norrad, in his summary remarks concerning the district, stated that as a result of the last three years that there had been considerable unrest and in-fighting by the district personnel. He indicated that this period had now passed and that the district was settled now and new innovative programs were being implemented. The emphasis in the district now is for quality of education and concern for the students.

Dr. Norrad then turned his attention to the recreational programs of the community. He said that currently the county has about 217 public open space acres where the national norm is 2,500. The county has 2 gymnasiums and 4 public pools. There will be no capital outlay funds for the county's recreational program this year. This year, the county will spend totally only about \$1 million for recreation, or about \$4.00 per person. This will be for only four-fifths of the people of the county. In comparison, the School District will spend \$26-27 million this year. Dr. Norrad stressed his interest in achieving the maximum impact for each dollar spent. In this regard he then described the community school concept - a plan for using school facilities for public purposes, recreation, and training, after normal school hours. Such dual uses of school facilities is gaining increased acceptance all across the nation. He further stated that it had been estimated that it would cost about \$10,000 per year in salaries and utilities to keep a typical school open for such use. Currently, there is a special committee studying this plan for implementation in selected schools for Charleston.

Dr. Norrad then discussed the recreational and physical education programs of a number of schools in the county. He also described how the District is working with a number of commissions to provide expanded community recreation programs.

END

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Mr. Thom O'Brian  
Community Development Representative  
South Carolina Area Office  
Department of Housing & Urban Development

THE FEDERAL POSITION ON COMMUNITY DEVELOPMENT - PART 2

Mr. O'Brian was introduced by Mr. Sams of the HUD area office as an expert in urban renewal, open space, historic preservation and other HUD programs. He pointed out that Mr. O'Brian was now serving as a special representative of the new area office in Community Development.

Mr. O'Brian opened his remarks by stating that local officials can now be better served by the local office and that they should call upon the people now available. He indicated that they are now getting out into the field more, making better contact with local officials, and in general being more responsive to each inquiry received.

Discussing certain HUD programs, Mr. O'Brian described first the Urban Renewal picture in South Carolina. He pointed out that, due to legal restriction in the State concerning the use of urban renewal areas by public agencies only, the State had made only limited use of the funds available. As an example, North Carolina has had over \$500,000,000 in urban renewal funds committed, while South Carolina has had only \$30,000,000. He did, however, state that certain counties have had special legislation passed that now allows private usage of urban renewal areas.

Mr. Thom O'Brian (continued)

The urban renewal program was created by the Housing Act of 1949 to provide a means of cleaning up blighted areas where the typical city just cannot afford to handle the cost. Currently there are seven projects in South Carolina: (1) Sumter Civic Center; (2) Rock Hill City Hall Area; (3) Spartanburg Housing Area with 200 public housing units and 75 single family units; (4) Greenville; (5) Columbia; (6) Florence; and (7) Charleston. The new emphasis in HUD programs will be on planning and implementation. This emphasis will be caused by the impact of the new revenue sharing proposals. Cities must prepare careful plans to consider environmental impacts and realistic implementation approaches.

Both Columbia and Charleston have made application for urban beautification projects. Currently such projects are limited due to a shortage of funds. However, new funds are expected in the next fiscal year.

All HUD program applications must be submitted to or through the regional and State project clearing-houses established under the Bureau of the Budget A-95 procedures. No action can be taken on an application until such a review is completed.

The attendees then directed a number of questions to Mr. O'Brian and to Mr. Sams.

END

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Mr. Carl Reasonover\*  
Director, S. C. LEAP  
Office of the Governor

IMPACT OF PUBLIC SAFETY ON COMMUNITY DEVELOPMENT

Mr. Reasonover opened his address with the statement that Public Safety and Criminal Justice was the newest of the professional planning fields. He said that the more traditional planning areas such as land use, water and sewage, health, etc., were well known, but that the field of Public Safety and Criminal Justice was not known or understood by most people. He then gave a brief definition of this new field of planning as planning to properly integrate the elemental function of public safety and criminal justice such as the courts, correction, rehabilitation, juvenile affairs and law enforcement. The field was essentially created by Congress in 1958 when it passed two landmark bills dealing with criminal justice and juvenile delinquency.

Mr. Reasonover admitted that since the formation of the LEAP, (Law Enforcement Assistance Program) on a national basis, that some mistakes had been made in the administration of the program. He referred to the recent national television program "60-Minutes" that criticized the program. He indicated that South Carolina's program, however, had not been criticized.

Community development for a typical city must include adequate consideration of the criminal justice field, because where people are found, laws will be broken. Mr. Reasonover stressed that while industry once only considered communities in terms of sites, railways, water, etc., they are now beginning



Mr. Carl Reasonover (continued)

to look closely at the other aspects of a community. Aspects such as crime and the capabilities of law enforcement. The planning that must be done for a community in terms of criminal justice should include a sound police department, courts, jails, juvenile delinquency, social services, correction and a host of related matters. Currently the S. C. LEAP is stressing the development of adequate social services for counseling, rehabilitation, job opportunities tied to the courts, correction and the police as a total system network. Such a network, if properly established could not only ease the inmates return to society, but it could practice preventive measures in working with potential youthful offenders before a serious crime occurred.

Mr. Reasonover then discussed the major problems that he is working on at the state and local level, the problem of a gross lack of interagency information exchange and cooperation. He indicated that currently the police and the courts were not effectively "talking", nor were the correction agencies "talking" with the courts or the parole agencies. He stated that this lack of communications is evident all across the country, but that it must be resolved if criminal justice is to become more effective.

Mr. Reasonover also discussed the local government's role in criminal justice in his closing remarks. He indicated that local communities should not seek to have the state or federal government solve the problems of crime. They must try to do the job on a local basis. He stressed the need for the involvement of the people in developing local plans and in getting lay assistance in the form of volunteer groups to work in the criminal justice field. Education of the public to accept the released offender back into the local society is a major problem.

Mr. Carl Reasonover (continued)

A number of questions were directed to Mr. Reasonover at the conclusion of his address.

END

\*NOTE: This address was also delivered by Mr. Gaines Boone, of the S. C. LEAP, in the Myrtle Beach Workshop.

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Mr. John B. Sams, Deputy Director  
South Carolina Area Office  
Department of Housing and Urban Development

THE FEDERAL POSITION ON COMMUNITY DEVELOPMENT - Part 1

Mr. Sams delivered a two part presentation concerning the Federal government's role in community development. The first part of the presentation covered the President's proposed reorganization of the Executive Department. This part was presented using a series of slides developed to brief HUD employees on the proposal.

The purposes of the proposal reorganization are to bring government closer to the people through decentralization and to develop better internal coordination between all Federal programs. Mr. Sams noted that HUD has already taken the initiative in decentralizing its regional offices to state area offices.

The proposal would essentially create four new cabinet level departments from seven existing departments. These new departments would be, Natural Resources, Human Resources, Economic Affairs and Community Development. The existing departments of Justice, Treasury and State would remain. The Department of Agriculture would also remain as it is, except that certain programs of housing, water and sewer would be put under the new Department of Community Development. The Department of Community Development would assume control of all current HUD programs. Mr. Sams then discussed the division of other federal agencies and their programs between the four new departments.

Mr. John B. Sams (continued)

The new Department of Community Development would have programs of urban and rural development assistance, special impact and community action programs, transportation and highways, economic development assistance, regional action and development, rural electrification, rural housing and others.

The Department of Housing and Urban Development was created in 1965 by reorganization of several agencies. The initial programs of the Department came from the Federal Housing Administration. There were 52 old programs from the FHA. HUD now has over 80 programs to administer representing a combination of FHA, Housing and Home and several other programs. New programs have been added such as model cities and mortgage guarantees. HUD had ten regional offices when, in September of 1971, the agency decentralized into 39 area or state offices. The office in Columbia serves only South Carolina now. All HUD programs are locally administered and approved except the New Communities and Title VIII programs. These are administered from Atlanta and Washington.

Mr. Sams then reviewed the following programs of the Department, discussing each one and describing the application and matching requirements of the programs:

- . Urban Renewal
- . Neighborhood Redevelopment
- . Code Enforcement
- . Historical Preservation
- . Workable Programs
- . Public Facilities
- . Moving and Relocation Assistance
- . Neighborhood Facilities
- . Open Space
- . Beautification
- . Water and Sewer Facilities
- . Low Rent Public Housing

Mr. John B. Sams (continued)

Mr. Sams noted that the Columbia office currently has fifty applications pending funding for a total of over 1,300 housing units for the State. The area office is seeking to provide a better level of service in the total area of community development by quicker response to inquiries and by improved coordination. He indicated that they (HUD) can send teams of experts into the field to work with local officials and that coordination with state agencies is already showing considerable improvement.

A number of questions were then directed to Mr. Sams concerning the programs of HUD.

END

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Mr. V. Robert Stuebing, Jr.\*  
Executive Vice President  
Public Research and Management, Inc.  
Atlanta, Georgia

NATIONAL & LOCAL INFLUENCE ON GOVERNMENTAL & POLITICAL CHANGES

This presentation was prepared to reflect emerging changes in government and politics. Two major aspects of these changes were presented by Mr. Stuebing. These aspects were (1) the changing Federal approach to funding to local governments and (2) the changes in local government approaches to solving problems.

The Federal government is proposing vast changes in its organizational structure through the President's reorganization proposal. (See remarks of Mr. John B. Sams - HUD). This proposal is directed to improving the delivery of program funding by better administration and coordination of programs. This result can be achieved through better internal management with emphasis on improved implementation of projects.

More emphasis is being given to implementation solutions than to reports and plans. This emphasis is clearly spelled out in the 1973 budget remarks of HUD for the traditional "701" type programs. Less emphasis is to be given to categorical aid and general planning approaches. The new words of HUD are, "improvement in management processes for implementation aspects." Community development in the future, now, is to become the process of local officials making decisions and establishing priorities at the local level. The direction of these efforts in promoting local decision are the "Block Grant" as proposed

Mr. V. Robert Stuebing, Jr. (continued)

in the Community Development Assistance Act of 1972 now pending in Congress. This act consolidates the funding for four major HUD programs into one block grant based on a three year plan. This act, if passed, will give local officials a new level of determination of priorities as never before.

The second major tool for local officials to make decisions with is the Revenue Sharing Act. This act will most likely be passed this year in one form or another. This program will give State and local officials a major source of funds to use with no or few strings attached to act on local needs. One such proposal is contained in the State and Local Assistance Act of 1972. Under this act, South Carolina would receive \$57.8 million totally, \$14.3 million for State expenditures and \$43.5 million for local expenditures. The concept of Federal revenue sharing is based on the belief that the Federal system of raising resources is better, more efficient, than local or State systems and that the local and State agencies are better in formulating needs, establishing priorities and meeting local needs. This proposal, if passed, will result in better coordination of efforts, more efficiency in raising funds, and greater independence of State and local level agencies.

Local governments are also changing their approach to problem solving. These changes are primarily in approaches to restructuring local government. During the last several years, 28 states have reorganized. In the Southeast, Florida, Georgia and North Carolina have accomplished major State level re-organization in some detail.

Consolidation of city and county governments is also being increasingly considered. Recent attempts in this area have resulted in 18 successful mergers

Mr. V. Robert Stuebing, Jr. (continued)

and 21 rejections. Over 36 areas are now formulating similar proposals for the electors to consider. Factors that are leading local governments to consider consolidation are the decline of the inter-city areas, the growth of the suburbs, failure of annexing ventures, lost leadership, and increasing cost of providing services.

A number of questions were directed to Mr. Stuebing concerning these remarks.

END

\* Note: This address was also given by Mr. James Burgess at the Columbia and Greenville workshops; and by Mr. Charles Saunders at the Charleston workshop.



COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Mr. Bert Winterbottom  
Executive Director  
Greenville County Planning Commission

IMPACT OF PUBLIC IMPROVEMENTS ON COMMUNITY DEVELOPMENT

Mr. Winterbottom's presentation was opened with the statement that local governments are important investors for communities. Government is big business in terms of employment, facilities and programs. The federal government also is a big investor for many communities.

Mr. Winterbottom then discussed the history of the Donaldson Industrial Center, a converted Air Force Base in Greenville County. When the Air Force decided to cut back on installation, the Donaldson Center reverted to the county. The Center consisted of 2,400 acres and \$33 million worth of improvements in roads, hangars, utilities and other buildings. The Center was purchased by the City of Greenville for \$487,000. Within 90 days, the loan funds used to purchase the Center were repaid by land sales. The Center has been a big success for Greenville, currently representing \$50 million in industrial investments, 3,000 jobs and over \$100,000 per year return.

When it was originally announced that the Base would be closed, the news media predicted doom for Greenville. The closing, however, has been a real stimulus for the City. The purchase of the Center was simply a business venture and one that paid off well.

Mr. Winterbottom also discussed the growth of a typical community in terms of public investments. The town selected was Mauldin. In 1960, the population was 1,500. By 1970, the population was 4,000, a 150% increase.

Mr. Bert Winterbottom (continued)

Mauldin has become the fastest growing town in the state, due to its location and its determination to make the necessary investments for growth. Mauldin is located close to Greenville. It has good highway access, good water and a spirit to grow. In 1965, the basic commitment to build a good sewage system was made. This \$2 million investment has meant growth of industry and residences, and better public health. Mauldin also received one of the first federal grants for parks and recreation, costing the town \$26,000 in matching funds. The town has followed through with the formation of a planning commission building ordinance, building codes, and better police and fire protection. Although the taxes have been increased from 30 to 85 mills, the Mayor has been re-elected five times.

Mr. Winterbottom also described the problems of rehabilitating the Greenville downtown area. The area was described as being in a generally depressed condition - due to lack of private investments, the completion of new shopping centers and other factors. One of the major new projects for the downtown area is a major bank and office building and a 300 car parking facility. These projects will be undertaken as a joint venture with the city. This project is expected to modernize a major three-block area in the heart of the city. It will also improve the tax base and create new jobs.

A second project, similar in scope, is now being developed for over \$15 million. The City is also making major public investments in the downtown area with a new city hall, police headquarters, a civic center and new sewage system trunk lines.

During the last ten-year period (1960 to 1970), Greenville has grown faster than the nation (14.7%). Employment has increased 25% and industries have invested \$454 million in new plants and have thus created 23,000 new jobs.

Mr. Bert Winterbottom (continued)

In his closing remarks, Mr. Winterbottom stressed that public investments pay good dividends. Without such investments, a community cannot grow. Good government should be operated just as any good business.

A number of questions concerning government modernization and organization were asked of Mr. Winterbottom.

END

COMMUNITY DEVELOPMENT WORKSHOP

SPEAKER BRIEF

Mr. Thomas P. Evans  
Director, Research and Statistical  
Service Division  
S. C. Budget and Control Board  
Columbia, South Carolina

SOUTH CAROLINA EMPLOYMENT PROFILES

South Carolina's tremendous progress as reflected by the figures of the 1970 Census in certain categories was discussed by Mr. Evans in his opening remarks. He discussed several of these categories such as the median family income, which almost doubled during the decade to \$7,621, and the median educational level for persons 25 years and over, which increased from 8.7 years in 1960 to 10.5 years in 1970. The decade of the 60's was truly a period of progress with the labor force growing twenty percent.

Mr. Evans discussed the activities of his division in the Budget and Control Board. The first of these activities discussed was the economic analysis of the State using statistical methods, to aid in projecting the general fund revenue. Projections are now up to over \$631 million per year. Over 50 million dollars of these funds from the general funds are returned to counties and local communities in the form of aid to sub division. These activities also aid the local governments in projecting their revenues available.

The second major activity of the division is in the area of developing a program of statistical standardization and coordination between state agencies. Through this program the division is coordinating the development of standardized statistical series for the state and encouraging the publication of more data at the local county level. Mr. Evans pointed out the Division's most

Mr. Thomas P. Evans (Cont'd)

recent publication of such data services, the "South Carolina Statistical Abstract - 1972." He also discussed briefly the activities of the Divisions in developing projections and forecast of data series pertaining to population and economic growth in a program in cooperation with the Bureau of the Census. Professor Edward McLean of Clemson University has been assisting in this program also.

Mr. Evans stated that he had encouraged the Bureau of the Census to conduct the mid-decade census as an aid in further development of statistical methods. This census, however, does not appear to be feasible now for 1975. Along these lines, Mr. Evans said that his staff has been working with the State Legislative Committees concerned with reappointment of the House and Senate for the last year.

The last activity of the Division discussed was the Statistical Information System of selected data series from both State and Federal Sources. The Division is carefully considering each data series to be committed to a computer data bank to ensure that the series is one with a continuing history and a good or well developed series. He stressed that where possible, the Division is attempting to get these data series in tape output form from state agencies for ease of entry into the system. The systems will have a county data base and will primarily be donated to population, manpower and income data series. Mr. Evans indicated that he hoped that it would be possible to also generate secondary data series that are currently not available, by the development of new statistical methods. Mr. Evans then discussed other varied topics dealing with the economic multiplier effect from personal income, employment in local areas from an Employment Security commission publication, government employment

Mr. Thomas P. Evans (Cont'd)

in areas and its effect on the economy. During this part of his remarks, Mr. Evans gave the attendees several tables of data and demonstrated the use of two data series showing different definitions.

Mr. Evans was asked a number of questions at the conclusion of his address.

END

## COMMUNITY DEVELOPMENT WORKSHOP

### SPEAKER BRIEF

Mr. B. B. Cole, Jr.  
Greater Columbia Development Commission  
Columbia, South Carolina

#### WHAT A COMMUNITY MUST DO TO GROW

Mr. Cole opened his address with a suggestion that local officials interested in industrial development, should investigate the services and work of the State Development Board. He said that local communities must be prepared to work with industry when they come to look an area over. When they come, they will be interested in available labor, water, power, the character of the community, transportation and other aspects. Communities must know the answers and be ready to work closely with the industrial team.

Mr. Cole then discussed the Greater Columbia Development Commission which was organized in June of 1969. The Commission represents the counties of Richland and Lexington and the Cities of Columbia, West Columbia, and Cayce. The promotional arm of the Commission is the Committee of One Hundred, a group of local businesses and industrial leaders who work for the promotion of new and expanding industry. Each member contributes \$100 per year. There are currently over 270 members and a top limit of 300. This Committee develops publications, films and other promotional materials used by the Commission in its work.

The purpose of the Commission is to encourage and promote the improvement of economic conditions of the area by industrial growth. During the last ten years this growth has totaled \$100,000,000 in new and expanding industrial plants, resulting in the creation of 20,000 new jobs.

Mr. Cole then discussed the activities of the Commission with two typical case studies of new industrial plants. These case studies are described below:

A. Case Study - Square D Corporation

The firm announced that it would build a large plant in the Columbia area to employ 600 people. The firm also said that they would be bringing with the plant 140 families from two northern cities. The Commission then developed a plan to orient these families to the Columbia area. A schedule was established for the project. A team from Columbia visited the plants and discussed the Columbia area with the families; schools, recreation, environment, climate and a wide range of aspects were explained with the families. Then a schedule was established to bring 7 groups of 20 husband and wife teams down to Columbia.

Each group was met at the airport and conducted on a guided bus tour of the area. At dinner, a local couple picked up each visiting couple to allow them the opportunity to meet and discuss areas of interest in a social environment. The next day couples were paired with real estate groups to look at local housing for the day. Again at dinner, local couples had dinner with the visiting couples.

On the third day rental cars were made available to each visiting couple to use as they desired to drive around the area. These cars were turned in at the airport as they boarded the return flight.

The second case discussed by Mr. Cole pointed out the value of local people talking about their community in a positive way.



B. Case Study - New Jersey Manufacturer

A local businessman was vacationing at the beach and met another businessman from New Jersey. During several social meetings, they discussed mutual problem areas and specifically the problems of running a manufacturing plant in the New Jersey area. The local businessman suggested that the visitor look into the Columbia area and its benefits.

The visitor did visit our office on his return trip and he was shown the area. Within three weeks he had purchased a site. He later announced the moving of his plant and the corporate headquarters of this firm to Columbia. Mr. Cole pointed out that this plant would not have been here if the local businessman had not been a good promoter of the area.

Mr. Cole discussed a wide range of other aspects of the Commission activities in promoting the Columbia Area to industrial firms such as the European visits, the Manufacturer's Council activities and the coordination necessary to be effective in industrial development.

A number of questions were asked by the attendees of Mr. Cole.

END

## COMMUNITY DEVELOPMENT WORKSHOP

### SPEAKER BRIEF

Mr. A. Mel Doolittle  
Chairman  
Greenville County Development Board

### INDUSTRIAL DEVELOPMENT IMPACTS

"The impact of industrial development on community development can be both favorable and unfavorable." With this statement Mr. Doolittle opened his address concerning industrial development. He said that he would attempt to present both sides of this impact in his remarks. Those communities that that have not experienced industrial growth have generally had high unemployment and other indicators of poverty. Communities cannot remain static - they must be declining or growing. In order to grow industrially, a community must be ready, it must seek industry. The competition is keen between cities, counties, and states. In fact, competition is becoming great on the international level also.

Mr. Doolittle said that on the positive side of increased industrial growth, he could cite the following factors:

- a. Increased tax base
- b. Increased jobs
- c. Increased personal income
- d. Increased tax
- e. Increased retail sales
- f. Increased consumption of goods and services

He then read from a report from the United States Chamber of Commerce on the local impact of a single new plant employing 100 people.

Mr. A. Mel Doolittle (Cont'd)

1 new plant equals: 359 new people  
100 new households  
91 school students  
\$710,000 in personal income  
\$229,000 in bank deposits  
97 new cars  
3 new retail sales stores  
65 non-manufacturing jobs  
\$331,000 new retail sales

Mr. Doolittle also cited several of the problems attendant with this type of growth, such as:

- a. Increased highway traffic
- b. Increased water pollution/disposal
- c. Increased taxes for service
- d. Increased strain on local government

These problems must be offset by the advantages cited. He said that they (the Board) believe that the benefits do outweigh the problem.

The Greenville County Development Board was formed in 1960 when it became recognized that the county was previously a one industry county-textile. The leader realized the results of the emerging trend of automation and the potential problems of an economic depression with a single industry base. The decision was made to seek diversified industries.

The results of the Board's efforts during the decade of the 60's has been impressive. Industry has invested \$454,000,000 for new and expanding plants and has created over 22,000 new jobs.

Mr. A. Mel Doolittle (Cont'd)

As a result of this growth, Greenville County now has several problems. Mr. Doolittle said that the county is now experiencing a labor shortage and a shortage in effective waste water disposal facilities. The Board has, therefore, shifted its emphasis to "dry plants" and high capital investment plants. This new emphasis should offset the problems.

Mr. Doolittle said that recently in a three day period, 43 new families moved to Greenville. These families came from 15 other states and 2 other counties. This is impact in a growing community. He estimated that 10 to 15 families arrive in Greenville each day. This growth is due to the current labor shortage in drawing people to the area for the jobs available.

Mr. Doolittle said that the key to industrial growth problems is to anticipate them and to take early action to avert the problem.

At the conclusion of his remarks, Mr. Doolittle mentioned the success of the Donaldson Industrial Center, a converted air base now employing 3300 people in 109 businesses, the routine good labor climate, and the need for clearly established development goals.

END

## COMMUNITY DEVELOPMENT WORKSHOP

### SPEAKER BRIEF

Professor Malcolm Little  
Director, Graduate Planning School  
Georgia Institute of Technology

### MARSHALLING COMMUNITY RESOURCES

The importance of realism in setting goals for community development was stressed by Professor Little in his opening remarks. Care should also be taken to take advantage of any existing opportunities or resources. These first tasks will require devoted effort and hard thinking by community leaders. With these initial remarks, Professor Little then discussed several case histories of his work in marshalling community resources.

#### CASE 1 - SMALL COMMUNITY OUTSIDE OF ATLANTA

This community had a relatively good base of industry and was to have a major highway come through the area. It was to become a part of the Greater Atlanta Region and this would cause great change in the community. This community, however, suffered from poor retail trade, low incomes and a predominance of dependence on textiles.

An economic analysis of the community was conducted. It was found that industrial growth and diversification was a potential solution. Businessmen took aggressive action and formed several new industries. These new industries were structured to pay higher wages and the jobs were filled by newly trained low income people. The community has, as a result, become very prosperous and it is growing in terms of new housing, businesses and population.

CASE 2 - DADE COUNTY GEORGIA

Dade County was found to be restricted in growth due to problems of limited physical access in a valley. The county also suffered from depressed business. The greatest income generation source was welfare payments. Also due to the Georgia Homestead Law, many properties were taxed at a very low level. The county had to support schools, roads, utility systems, etc. Many county residents were shopped in other areas, thus taking considerable funds out of the county.

A tax revaluation program was launched to bring in more support funds for the county. Businessmen also launched a program to bring in more local trade through advertising.

CASE 3 - SOUTH GEORGIA COMMUNITY

This community was in a large agricultural area. The area had a relatively good industrial base, but it was losing industry. Jobs were declining and business leaders were concerned. A program of urban renewal was launched to clear out an old area for redevelopment. The land was acquired and resold for housing badly needed in the area. The new housing created a number of new jobs.

A central business development area study was also conducted to increase retail sales. It was found that a neighboring town with a college was experiencing a good level of retail sales. A program of advertising was launched to draw the retail sales to the community. The program was a success by increasing retail sales by 25%.

Professor Malcolm Little (Cont'd)

Professor Little then discussed a range of related topics which could be used to stimulate community development. He stressed the need for communities to look to the newer manpower areas for development opportunities. He stated that both agriculture and manufacturing industries on a national scale had already reached their peaks in manpower and that they were now declining. He suggested that the areas for growth now and in the future were distribution and services. In this regard he pointed out that if a community is not now a regional growth center, then perhaps it could become a regional center for distribution or services. One area that is often overlooked for community development was the vast area of health services as an "industry". Professor Little pointed out that with the new transportation networks, that a smaller community may become a regional health center. Such a plan would require that a community establish a "health park" similar to an industrial park. The health park should be established with a good central hospital, good transportation access on a plat of 75 to 100 acres, enough land so that surrounding areas can be used to develop doctors' offices, laboratories, out patient motels, etc.

Professor Little then invited questions from the attendees.

END

APPENDIX D  
QUESTIONNAIRE

General Administrative Management Functions of South Carolina Planning and  
Development Districts. Ten sub-State Districts Councils of Government.



QUESTIONNAIRE:  
GENERAL ADMINISTRATIVE MANAGEMENT FUNCTIONS OF  
SOUTH CAROLINA PLANNING AND DEVELOPMENT DISTRICTS

Information Concerning District

ORGANIZATION AND FUNCTIONS

I. Organization

A. Structure

1. Under what legislation was your district originally organized?  
8 Districts - Act 487 of 1967.  
2 Districts - Public works & Economic development Act of 1965,  
District II and District V.
2. When was your district organized?  
District II - June 12, 1967  
District V - January 27, 1968  
District IX - March, 1968  
District I - January, 1969  
District VII - February, 1969  
District VIII - February, 1969  
District IV - July 1, 1969  
District X - December, 1969  
District III - June, 1970  
District VI - July 13, 1970
3. If your district has been reorganized, state the effective date of re-organization and cite the enabling legislation.
  - a. 9 districts - Have been reorganized  
1 district - Has not
  - b. District V - January, 1969 - Act 487  
District II - June 4, 1971 - Act 363  
District VII - October 11, 1971 - Act 411  
District IX - November, 1971 - Act 411  
District X - November, 1971 - Act 411  
District VI - November, 1971 - Act 363  
District VIII - November 1, 1971 - Act 487  
District I - November 5, 1971 - Act 363  
District IV - November 12, 1971 - Act 411  
District III - None

4. Describe in detail the current organizational structure of your district. Please include an organizational chart.  
See appendix. \*
5. Does the current structure differ from the original structure? If so, in what ways?  
6 Districts - No  
4 Districts - Yes  
District V - Two additional member counties  
District VI - Increased total membership,  
Increased minority representation  
Increased municipal and county elected official representation  
District VIII - More board members, one elected official  
District X - Increased membership & more varied representation of the district
6. Describe the functions, responsibilities, and relationships of the various elements in your organizational structure.  
See appendix. \*
7. Does your structure adequately involve elected municipal and county officials in the regional planning and program process?  
9 districts - Yes  
1 district - No
8. List all Board and Advisory Council members and indicate the methods by which these members are chosen.  
See appendix. \*
9. What are the terms of office of your Board and Advisory Council members?  
1 district - No policy - District III  
4 districts - Elected officers - length of term of office , others - 3 years  
1 district - 3 years staggered  
1 district - 3 years staggered  
1 district - 1 year  
1 district - Commission members - 2 years, executive committee members - 1 year  
1 district - Commission members - 3 years, officers - 1 year
10. Are successive terms of office allowed?  
9 districts - Yes  
1 district - No

\* Appendix to be included in Phase II of the Report.

11. What do you feel are the current strong and weak points of your organizational structure?  
Weak points - no common trend  
Strong points - see chart
12. What structural changes would you recommend in order to improve the operations of your planning district?  
6 districts - None  
1 district - Commission chairmanship to set number of terms  
1 district - Those being implemented in reorganization - Act of 1969-363  
1 district - Increased representation of city, county elected officials, minority groups and urban areas  
1 district - Strengthen committee structure by requiring committee review
13. What should the State Government be doing to assist you in structuring your planning district?  
2 districts - No answer  
General trend of statements - one that the State should provide financial and technical assistance, as well as the evaluation
14. Other comments.  
8 districts - None  
2 districts - State should discourage other districts from being duplicated.  
Internal support within district has improved

## FINANCE AND GENERAL SERVICES

### I. Finance

#### A. Revenues

1. Describe in detail all sources of your revenues.  
9 districts - Local funds  
9 districts - State funds  
9 districts - Federal funds
2. Are these sources constant?  
Local funds - 5 not constant, 4 one constant  
State funds - 7 not constant, 2 one constant  
Federal funds - 5 not constant, 4 one constant
3. To what extent have your revenues fluctuated over the past few years?  
7 districts with steady upward fluctuations  
2 districts with slight increases
4. What changes do you foresee?  
2 districts - Stabilization  
1 district - No prediction possible  
1 district - No major changes  
5 districts - Possible increases
5. In what ways can your revenues be increased? Explain.  
5 districts - Increased state aid  
6 districts - Increased local aid  
6 districts - Increased federal aid
6. Other comments.  
6 districts - No comments  
3 districts - Need state funds & less ear marking on them

#### B. Budgeting

1. Describe in detail your budgeting process.  
2 districts - No set process  
5 districts - Executive director prepare budget, approved by council.  
1 district - Individual programs budgeted separately  
1 district - Work program prepared by councils budget prepared by staff - then reviewed by council and member governments.

2. Does one person have overall responsibility for budget formulation?  
 5 districts - Yes  
 3 districts - Named the executive director  
 4 districts - No
  
3. Are your council members adequately involved in the budgeting process?  
 6 districts - Yes  
 3 districts - No
  
4. What are the dates of your fiscal year?  
 8 districts - July 1 to June 30  
 1 district - No answer
  
5. What changes, if any, have occurred in your budgets and budgeting processes?  
 4 districts - No budgets  
 1 district - Budget fluctuates  
 5 districts - No budget processing  
 2 districts - Used A-87 process  
 1 district - Improved organization to meet state and federal budget process requirements  
 1 district - Developed formal budgeting process
  
6. In what ways can the State assist you in the budgeting process?  
 3 districts - No way  
 1 district - Advance notice of allocation by State budgeting agencies  
 1 district - Provide money  
 4 districts - Provision of State budgeting assistance
  
7. Other comments.  
 9 districts - None

C. Accounting for Revenues and Expenditures

1. Do you have a system that will adequately provide reasonable accounting control over assets, liabilities, revenues, and expenses?  
 9 districts - Yes
  
2. Do you have a chart of accounts?  
 9 districts - Yes
  
3. Do you have a flow chart showing the flow of funds in and out of your agency?  
 5 districts - Have them, yes  
 3 districts - No  
 1 district - Has monthly financial statements

4. Do you duplicate work in your accounting phase?  
4 districts - Yes  
4 districts - No  
1 district - No, except for control
5. Does your organization and its bookkeeping system have a general ledger which contains a summation of all accounting transactions pertaining to a particular contract?  
9 districts - Yes
6. Does any one person have control over all phases of a significant transaction?  
4 districts - Yes  
3 districts - Yes  
1 district - Executive director, yes  
1 district - Bookkeeper, yes
7. Do you have a single deposit of all source documents (payroll time records, invoices, disbursements, contracts)?  
8 districts - Yes  
1 district - No
8. Are there means available for the verifying of cost supporting transactions?  
8 districts - Yes  
1 district - No
9. Does your agency have a cost ledger? This is a ledger that must be maintained as a subsidiary to the general ledger account for the purpose of recording and classifying costs incurred in accordance with the activity classifications shown in your latest approved budget.  
8 districts - Yes  
1 district - No
10. Does your agency maintain general vouchers or general journals? This document is used to record transactions in the general ledger and/or the cost ledger which are not recorded from the cash receipts and disbursement registers.  
7 districts - Yes  
1 district - No  
1 district - No answer

11. Does your organization maintain payroll records to accumulate the payroll data required by federal and state laws?  
8 districts - Yes  
1 district - No
12. Are all personnel in accounting familiar with the different types of federal requirements?  
7 districts - Yes  
2 districts - No
13. Are all bookkeepers and accountants required to keep a file of their working papers?  
6 districts - Yes  
3 districts - No
14. Do you have any written procedures for trial balances taken at the end of each month?  
8 districts - No  
1 district - Yes
15. Are bank statements reconciled? To a formal accounting record?  
9 districts - Yes  
6 districts - Yes, formal  
3 districts - No, formal
16. Are separate bank accounts maintained for separate funds?  
1 district - Yes  
8 districts - No
17. Do you have any written procedure for the basis of evaluating a current asset?  
3 districts - Yes  
6 districts - No
18. Is it possible from your accounting records to ascertain that assets shown by the books as having been owned at a certain date were actually owned and/or being carried at amounts sanctioned by generally accepted accounting principles?  
8 districts - Yes  
1 district - No

19. Do you have assets which you own that are not recorded in your accounting books? Do you have liabilities which are owed that do not actually appear on your books?
- a. 8 districts - Yes
  - 1 districts - No
  - b. 7 districts - No
  - 2 districts - Yes
20. Does your agency have an adequate system of internal control?
- 8 districts - Yes
  - 1 district - No
21. Who in your organization has the primary responsibility for establishment and maintenance of adequate procedures and internal financial controls?
- 4 districts - Executive director and bookkeeper
  - 3 districts - Executive director
  - 2 districts - Bookkeeper
22. Does your agency have a way to appraise and evaluate the result of a given project as far as dollars are concerned?
- 4 districts - Yes
  - 5 districts - No
23. Do you have a certified public accounting firm prepare an annual audit and report for your organization?
- 9 districts - Yes
24. Are you required to make reports of the activities of each of your program areas with reference to fiscal reporting?
- 9 districts - Yes
25. Do you prepare a consolidated statement of all your programs at any given period of time?
- 3 districts - Yes, monthly
  - 4 districts - Yes
  - 1 district - Occasionally
  - 1 district - No
26. Other comments.
- 8 districts - No comment
  - 1 district - Newness of organization makes some questions difficult to answer.



D. Receipt and Disbursement of Funds

1. Do you have an adequate control of your cash receipts and disbursements?  
8 districts - Yes  
1 district - No
2. Are your cash receipts deposited intact for the full amount received on the day of receipt?  
6 districts - Yes  
2 districts - deposited in the full amount, but not the same day  
1 district - No, all receipts by checks
3. Do you have proper provisions set up in your agency to safeguard all incoming mail?  
8 districts - Yes  
1 district - No
4. Is the person handling the receipts of money bonded?  
8 districts - Yes  
1 district - No
5. Do your accounting records contain a cash receipt register for the recording of funds (cash, checks, money orders, etc.)?  
9 districts - Yes
6. Does your agency have a cash disbursement register, or a register that is maintained for recording checks issued for the withdrawal of funds from an appropriate bank account?  
9 districts - Yes
7. Do you have basic guidelines set up for each program determining the eligible disbursements or a liable cost?  
7 districts - Yes  
2 districts - No
8. Are all disbursements made from an impress cash fund?  
4 districts - Yes  
4 districts - No  
1 district - No answer
9. Who has the authority to sign disbursement vouchers?  
7 districts - Executive director, chairman of board, council or commission  
1 district - No answer  
1 district - 2 or 3 designated employees

10. Who has the authority to determine the proper documentation for disbursement of monies?
  - 4 districts - Executive director
  - 2 districts - Executive and accountant
  - 1 district - Executive and administrative assistant
  - 1 district - Executive and board of directors
  - 1 district - Executive and fiscal officer
  
11. Other comments
  - 8 districts - None
  - 1 district - State should provide an auditing service for the districts

## II. General Services

### A. Purchasing and Supplies

1. Do you have a purchasing officer? If not, who is responsible for your purchases?
  - 3 districts - None, Purchasing Officer
  - 3 districts - Executive Director
  - 1 district - Executive Director and Accountant
  - 1 district - Office Manager
  - 1 district - No
  
2. Do you have written purchasing procedures? If so, who establishes these procedures?
  - 5 districts - Yes
  - 4 districts - No
  - 1 district - Executive Director
  - 3 districts - Council
  - 1 district - Executive Director, up to \$50, if over, the Council
  
3. Are all your purchases made through the use of purchase orders?
  - 3 districts - Yes
  - 1 district - Through seller's forms
  - 5 districts - No
  
4. Does your purchase order contain instructions and conditions which will facilitate the delivery of goods and the preparation of correct invoices as well as protect the agency in case of controversies related to prices, deliveries, etc.?
  - 3 districts - No answer
  - 3 districts - No
  - 3 districts - Yes

5. What purchases, if any, do not require purchase orders?  
 5 districts - Small office supplies  
 2 districts - No answer  
 1 district - Subscriptions  
 1 district - None
6. May your employees make petty purchases (i.e. supplies, etc.) and obtain direct reimbursement?  
 8 districts - Yes  
 1 district - No, not without approval
7. Are all purchasing contracts and orders in a file and available to accounting personnel?  
 8 districts - Yes  
 1 district - No answer
8. Who maintains custody of office supplies?  
 1 district - Administrative Assistant  
 1 district - Accountant  
 2 districts - Executive Secretary  
 1 district - Bookkeeper  
 3 districts - Secretary  
 1 district - Office Manager
9. Must office supplies be signed for or is there open access to such supplies?  
 9 districts - Open access
10. Other comments  
 8 districts - None  
 1 district - State purchasing should be available

**B. Building and Grounds**

1. What type of building do you occupy? (example, office suite, renovated residence, etc.)  
 4 districts - Office building  
 2 districts - Connected residence  
 1 district - Former bank building  
 1 district - Renovated doctor's office  
 1 district - Building constructed for nurses
2. Do you own your facilities or rent them?  
 7 districts - Rent  
 1 district - In kind donation from Greenwood County  
 1 district - Neither

3. Are your current facilities adequate? Why or why not?  
 7 districts - Yes  
 2 districts - No, both too small and one is inefficiently arranged
4. Is your current location adequate? Why or why not?  
 7 districts - Yes  
 2 districts - No, too small and inadequate facilities
5. What maintenance arrangements do you operate under? (for example, your own maintenance personnel, contracted maintenance service, etc.)  
 2 districts - Included in rent  
 2 districts - Contracted maintenance  
 1 district - Contracted janitorial services & county maintenance personnel  
 1 district - Contracted janitorial services & maintenance by lessor  
 1 district - Provides maintenance in lieu of rent  
 1 district - Council provides  
 1 district - None, staff does minor work
6. What portion of your operating budget is allocated to buildings and grounds provision and maintenance?  
 1 district - No answer  
 1 district - Included in rent  
 1 district - What is necessary  
 1 district - 7%  
 1 district - 3.75%  
 1 district - 5.0%  
 1 district - Less than 1%  
 1 district - 4.5%  
 1 district - Only a small portion
7. Other comments  
 8 districts - None  
 1 district - Relocation of district offices to well located and adequate facilities is in progress.

C. Motor Vehicles

1. Does your district own or lease any motor vehicles?  
4 districts - Own vehicles  
2 districts - Lease vehicles  
3 districts - No
2. Do you participate in an inter-agency motor pool?  
9 districts - No
3. Do you have formal policies concerning the use of district vehicles?  
Explain.  
5 districts - No  
3 districts - Yes  
1 district - No answer
4. Are any district personnel provided with automobiles on a permanent basis? Explain.  
7 districts - No  
2 districts - Yes, Executive Director
5. Are district personnel compensated for use of their own vehicles on district business? Explain.  
9 districts - Yes  
1 district - In accordance with federal program provisions  
1 district - 9¢ or 10¢ per mile  
5 districts - 10¢ per mile  
1 district - 9¢ per mile  
1 district - No amount given
6. Do you require transportation cost reports to be filed after each use of an official vehicle?  
1 district - Yes  
4 districts - No  
2 districts - No, monthly  
2 districts - No answer
7. Are vehicle operation costs charged to specific programs?  
5 districts - Yes  
1 district - No  
1 district - District vehicles, no; private vehicles, yes  
1 district - No, but will be changed  
1 district - Some are

8. By whom are district vehicles maintained?  
2 districts - Local dealer  
2 districts - Lessor  
1 district - Gasoline purchased from the City of Sumter, maintained by district  
1 district - Local private firm  
1 district - No answer
9. Is there a formal vehicle acquisition and replacement policy?  
6 districts - No  
2 districts - 2 years  
1 district - No answer
10. Other comments  
9 - districts - No comment

## PERSONNEL ADMINISTRATION

### I. Hours of Work

#### A. Work Day

1. What is the official work day? How many hours?
  - 4 districts - 9:00 to 5:00
  - 1 district - 7 1/2 hours, 37.5 hours per week
  - 3 districts - 7 hours, 35 hours per week
  - 5 districts - 8:30 to 5:00
  - 3 districts - 7 1/2 hours
  - 2 districts - 8 hours
  - 1 district - 8 hours
2. Are there variations and, if so, explain.
  - 5 districts - No
  - 5 districts - Yes, based on work load
3. What is the established lunch or other meal period?
  - 3 districts - 1/2 hour
  - 6 districts - 1 hour
  - 1 district - 45 minutes
4. Are meal periods staggered? How are they scheduled?
  - 9 districts - Yes: 3 districts - Between 12:00 noon and 2:00 P.M.
  - 3 districts - Informal
  - 3 districts - For secretaries and non-professionals
  - 1 district - No, only the receptionist
5. Is there a policy concerning a mid-morning or mid-afternoon break? What is it?
  - 3 districts - No: 1 district - Informal two breaks
  - 2 districts - No information
  - 7 districts - Yes: 3 districts - Two 10 minute breaks
  - 2 districts - Two 15 minute breaks
  - 1 district - Two 20 minute breaks
  - 1 district - Varies

6. Is there a stated policy on tardiness? If so, what is it and what leave charge is made against those who are tardy?  
10 districts - No
7. How are time and attendance records maintained?  
5 districts - Time sheets  
2 districts - Maintained by employee and submitted to supervisor  
2 districts - Personnel records  
1 district - No specific record
8. Are there any work activities that tend to be seasonal, giving rise to different hours of work?  
8 districts - No  
2 districts - Yes

B. Work Week

1. What is the official work week? How many hours?  
Monday - Friday  
4 districts - 37 1/2 hours  
3 districts - 40 hours  
3 districts - 35 hours
2. Are there variations in the work week? Explain.  
6 districts - No  
4 districts - Yes: 1 district - After hour meetings and travel  
3 districts - Varies with work load

C. Saturday Schedule

1. Do you maintain office hours on Saturday?  
8 districts - No  
1 district - Not formally  
1 district - No answer
2. What are the Saturday hours of work?  
9 districts - No answer  
1 district - Varies
3. Are all employees required to work Saturdays? If so, explain.  
9 districts - No answer  
1 district - If necessary
4. Is Saturday work rotated? If so, what is the rotation schedule?  
10 districts - No answer



5. Do your employees have practical use of their time during the off-duty hours? May they leave the premises?  
10 districts - Yes  
10 districts - Yes

## II. Overtime

### A. Policy

1. Is any form of compensation given for overtime? Pay? Time off?  
7 districts - Yes  
3 districts - No  
Compensatory time
2. At what ratio to time worked is overtime compensated?  
6 districts - No answer  
2 districts - No ratio, no formal method  
2 districts - Hour for hour
3. Who is eligible for overtime compensation?  
4 districts - Everyone  
4 districts - No answer  
2 districts - No one
4. Is there a seasonal pattern for overtime? Explain.  
2 districts - Yes, near project outdates  
4 districts - No answer  
4 districts - No
5. Are your employees fully informed of the overtime policy?  
Authorization to work overtime; type of compensation given for overtime, etc.  
8 districts - Yes  
2 districts - No answer
6. How many hours must be worked before overtime is computed?  
5 districts - No answer  
1 district - 1/2 hour  
1 district - 1 hour  
2 districts - No set schedule  
1 district - Varies

## B. Compensation

1. Pay. Does the base rate of pay in computing overtime take into consideration all forms of compensation: Medical care, medicine?  
9 districts - No answer  
1 district - No
2. Compensatory Time Off
  - a. Within what limit must the compensatory time off be taken?  
5 districts - No formal limit  
3 districts - No answer  
2 districts - Discretion of Director
  - b. Can the compensatory time be taken in any units of time desired by the employee?  
3 districts - No answer  
2 districts - Yes  
1 district - At base 1/2 day  
1 district - Minimum of 1 hour  
1 district - No  
2 districts - Discretion of Executive Director
  - c. Can compensatory time be taken to cover Saturday work?  
6 districts - No answer  
2 districts - Yes  
1 district - No  
1 District - Discretion of Executive Director
  - d. Can compensatory time be taken in conjunction with annual leave or a day off given because of a holiday?  
5 districts - Yes  
3 districts - No answer  
1 district - No policy  
1 district - Discretion of District Director

## III. Leave

### A. Annual

1. What formula is used in computing annual leave earned by full-time employees? By part-time employees?
  - a. Full-time  
6 districts - 1 day/month  
3 districts - 1/2 day/month for 1st year then 1 day/month  
1 district - 5/6 day/month for 1st 5 years, then 1/14 day/month
  - b. Part-time  
10 districts - None

2. Is an employee allowed to have in excess of 24 days of annual leave to his credit at any time during a given year?  
6 districts - Yes  
4 districts - No
  
3. Is an employee allowed to have annual leave days accumulated?  
1 district - No  
9 districts - Yes: 3 districts - maximum 24 days  
1 district - maximum 25 days  
4 districts - maximum 30 days  
1 district - maximum 10 days
  
4. Is an employee allowed to take annual leave in conjunction with a given holiday?  
10 districts - Yes
  
5. Is there a policy for advancing annual leave and who is eligible for such advancement? What is the limit on how much can be advanced?  
1 district - All permanent employees; no limit  
4 districts - At discretion of Executive Director  
2 districts - No stated policy  
3 districts - No
  
6. What is the policy toward who is permitted to take leave during heavy leave periods?  
1 district - No set policy, discretion of Supervisor  
4 districts - Executive Director approval  
2 districts - No set policy  
1 district - Leave schedule used  
1 district - No answer  
1 district - 1 secretary at a time, 2 professionals at a time
  
7. How long must an employee be employed before he is permitted to take annual leave?  
2 districts - 1 month  
2 districts - No set rule  
2 districts - 6 months  
1 district - long enough to accrue leave  
2 districts - 1 year  
1 district - All annual leave must be accrued

8. How much annual leave is charged when taken on the Saturday an employee has to work?
  - 9 districts - No answer
  - 1 district - None
  
9. How many days of annual leave is an employee permitted to accumulate and be paid as terminal leave?
  - 2 districts - 24 days
  - 1 district - 25 days
  - 1 district - 10 days
  - 4 districts - 30 days
  - 1 district - No policy
  - 1 district - 5 days 1st year; 10 days thereafter
  
10. What is the smallest unit of annual leave for which an employee is charged?
  - 1 district - 1/2 hour
  - 6 districts - 1 day
  - 2 districts - 1/2 day
  - 1 district - No policy

**B. Sick Leave**

1. What formula is used in computing sick leave earnings?
  - 1 district - 1 1/4 days/month
  - 7 districts - 1 day/month
  - 1 district - 5/6 days/month; (60 day maximum)
  - 1 district - No answer
  - 1 district - 1 day/month (30 day maximum)
  - 1 district - 1 day/month (60 day maximum)
  - 1 district - part-time: 1 day/23 working days
  
2. What is the smallest unit of sick leave for which a charge is made?
  - 1 district - 1/2 hour
  - 4 districts - 1 day
  - 4 districts - 1/2 day
  - 1 district - No policy
  
3. What is the policy on notifying a Supervisor in case of illness or injury?
  - 9 districts - Direct notification, if possible
  - 1 district - Sick leave request form.
  
4. What, if any, is the policy toward advancing sick leave?
  - 4 districts - Executive Director may grant
  - 3 districts - No policy

- 1 district - Executive Committee may grant
- 1 district - Special arrangements can be made
- 1 district - 30 day maximum

5. Under what conditions may an employee use sick leave?
  - 1 district - Illness, injury, medical appointment, emergency leave
  - 8 districts - Illness of employee, and illness or death in immediate family
  - 1 district - No policy
6. What is the policy in regard to having a doctor's certificate to show evidence of illness?
  - 1 district - At Supervisor's request
  - 2 districts - Not required
  - 4 districts - No policy
  - 2 districts - May be required
  - 1 district - In excess of 3 days
7. What is the policy toward giving sick leave to hourly employees?
  - 4 districts - No answer
  - 2 districts - None
  - 3 districts - No policy
  - 1 district - 1 day for 184 hours worked
8. Is there any policy covering the use of sick leave during a period of vacation? Explain.
  - 9 districts - No policy
  - 1 district - Substituted for annual with Executive Director approval
9. What is the leave policy for extended illness?
  - 1 district - No advance leave
  - 7 districts - Special arrangements possible
  - 1 district - No policy
  - 1 district - Regular sick leave policy

C. Personal, Petty, etc.

1. Is there a policy or practice of granting petty or personal leave? Explain.
  - 1 district - No answer
  - 4 districts - At discretion of Executive Director
  - 5 districts - No

2. What are the minimum and maximum units of time for which petty leave may be charged?
  - 6 districts - No answer
  - 1 district - None
  - 2 districts - Vary
  - 1 district - No policy
  
3. What is the policy on the use of petty or personal leave?
  - 6 districts - No answer
  - 2 districts - At Executive Director discretion
  - 2 districts - No policy

D. Leave without pay

1. Are there policies governing leave without pay?
  - 2 districts - Yes
  - 1 district - With legitimate reason
  - 6 districts - No
  - 1 district - Individual basis
  
2. Do they provide for:
  - a. Educational leave? Explain.
    - 2 districts - No
    - 1 district - Yes
    - 2 districts - No policy
    - 5 districts - No answer
  - b. Maternity Leave? Explain.
    - 4 districts - Yes
    - 2 districts - No policy
    - 4 districts - No answer
  - c. Extended illness after all other forms of leave are exhausted?
    - 2 districts - Yes
    - 2 districts - No policy
    - 6 districts - No answer
  - d. Extended vacation not covered by earned annual leave?
    - 2 districts - No
    - 2 districts - Discretion of Board Director
    - 4 districts - No answer
    - 2 districts - No policy
  - e. Leave of absence for personal reasons? Explain.
    - 2 districts - No
    - 2 districts - Discretion of Executive Director
    - 2 districts - No policy
    - 3 districts - No answer
    - 1 district - Discretion of Board Director

3. Is an employee who has been on maternity leave reinstated in her old position or is she reinstated at whatever is available? If so, is an agreement reached prior to the leave?
  - 3 districts - Former position
  - 1 district - Whatever is available
  - 3 districts - No policy
  - 3 districts - No answer
  
4. What are the time limits for the several types of leave without pay authorized?
  - 1 district - 90 days, maternity
  - 1 district - 6 months, maternity
  - 1 district - one year after illness for extended illness
  - 4 districts - No answer
  - 2 districts - No policy
  - 1 district - Discretion of Executive Director
  - 1 district - Varies
  
5. Is there any policy governing dunning an employee, in essence leave without pay, as a disciplinary action or for tardiness? Explain.
  - 4 districts - No
  - 3 districts - No answer
  - 1 district - Yes, discretion of Executive Director for unauthorized leave
  - 1 district - Yes up to 15 days
  - 1 district - No policy

E. Military Leave

1. What is the policy toward military leave for a regular tour of active duty?
  - 7 districts - No policy
  - 1 district - Depends on circumstance
  - 1 district - Can be granted
  - 1 district - Reinstatement with 90 day notice
  
2. What is the policy toward military leave for training duty?
  - 5 districts - 15 days with payment of differential
  - 1 district - 15 days with full pay
  - 1 district - No policy
  - 3 districts - 2 weeks

3. What is the policy covering military duty in excess of 15 days but less than 60 days?
  - 1 district - Leave without pay
  - 5 districts - Payment of differential
  - 2 districts - Granted
  - 2 districts - No policy

F. Civil Leave

1. What is the policy toward court leave?
  - 1 district - Payment of differential
  - 7 districts - With full pay
  - 1 district - Granted
  - 1 district - No policy
2. In the event an employee is excused from court duty or is ill and does not return to work, is he charged with annual leave or sick leave?
  - 2 districts - Yes, sick leave
  - 1 district - Yes, sick leave or annual leave
  - 1 district - Varies
  - 3 districts - No policy
  - 3 districts - Yes
3. What is the policy on leave governing an employee appearing in a private law suit?
  - 4 districts - Annual leave
  - 4 districts - No policy
  - 1 district - Discretion of Executive Director
  - 1 district - Annual or compensatory

G. Administration and Record Keeping

1. Is there a central point for keeping all of these records and through which all leave requests must be channelled? If not, what is the practice?
  - 8 districts - Yes
  - 2 districts - No
  - 3 districts - Executive Director
  - 2 districts - Made verbally
  - 5 districts - No reply



2. What is the system used to recall and keep track of all leave records?  
(Recorded by secretary in Section and from there to some central office, etc.?)
  - 2 districts - Bookkeeper
  - 2 districts - Comprehensive employee record
  - 4 districts - Secretary
  - 1 district - Charleston Co. Finance Dept.
  - 1 district - No reply
  
3. Is authority to approve leave decentralized? To what extent?
  - 3 districts - Yes
  - 7 districts - No
  - 2 districts - Section Directors
  - 1 district - Secretary
  
4. Are there standard forms for requesting or reporting leave?
  - 7 districts - Yes
  - 3 districts - No
  
5. Is there a standard leave record form maintained for each employee?
  - 9 districts - Yes
  - 1 district - No
  
6. How are leave policies accumulated and explained to employees?
  - 3 districts - Rules & Regulations, initial briefing
  - 1 district - Semi-Annual Leave Report
  - 1 district - Verbal
  - 4 districts - Written
  - 1 district - No answer

#### IV. Performance Appraisal

- A. Is there a formal performance appraisal system?
  - 1 district - Yes
  - 9 districts - No
  
- B. How often is an employee appraised?
  - 4 districts - No answer
  - 2 districts - Annually
  - 2 districts - Annually or semi-annually
  - 1 district - At random
  - 1 district - No policy

- C. Is the result of the appraisal discussed with the employee?  
 5 districts - Yes  
 1 district - No  
 4 districts - No answer
- D. Is the appraisal of the rating officer reviewed by any higher authority?  
 1 district - Yes  
 3 districts - No  
 4 districts - No answer  
 1 district - Not formally  
 1 district - By Board of Directors and Executive Committee

V. Merit System

- A. Do you have any form of merit system for compensation? If so, explain.  
 8 districts - No  
 1 district - By merit  
 1 district - By grade and step; regular increases

VI. Recruitment

A. How

1. What methods of recruitment are used?  
 1 district - TAB, grapevine, local paper, conferences  
 1 district - Local paper, applications on file  
 1 district - Informal referrals  
 4 districts - Advertisement, personal contact  
 1 district - Advertisement  
 2 districts - Personal contact

B. By whom

1. Is there a full-time recruiting staff in the personnel office?  
 9 districts - No  
 1 district - Executive Director
2. Is recruitment decentralized?  
 2 districts - Yes  
 7 districts - No  
 1 district - No answer
3. How organized?  
 2 districts - Varies  
 4 districts - Executive Director  
 4 directors - No answer

C. Testing

1. What types of tests do you administer? How administered?  
6 districts - Secretarial  
1 district - Interview Professionals  
4 districts - None  
2 districts - Secretarial by Executive Secretary  
1 district - By personnel office
2. How much weight is given to these tests in the final consideration of the employee?  
1 district - Considerable  
1 district - Little  
4 districts - No answer  
2 districts - Results considered  
1 district - More than 1/2  
1 district - Minimum requirements must be met
3. Is a physical exam required before employment? Explain.  
10 districts - No

D. Forms

1. Is there a standard application form for all your applicants? If not, what are the variations and for what purposes?  
1 district - Secretaries only  
6 districts - Yes  
1 district - Resume required  
2 districts - No
2. What other forms are required for employment?  
(Bond forms, security clearance, etc.)  
6 districts - None  
1 district - Resume and recommendations  
2 districts - Bond  
1 district - Credit Check

E. Promotion from Within

1. Is there a stated policy of promotion from within whenever possible?  
8 districts - Stated policy, no  
1 district - Yes  
1 district - No answer

2. How are employees selected for promotion?  
5 districts - Capability and performance  
1 district - Tenure and performance  
1 district - Qualifications and performance  
1 district - Performance and staff needs  
1 district - Limited staff, no promotion  
1 district - No answer

F. Transfer

1. How are transfers handled in terms of leave, retirement, benefits, etc?  
1 district - No provisions  
7 districts - No answer  
1 district - Written policies  
1 district - Supervisor's approval
2. Must the probationary period in one job be completed before the transfer to another job in the same agency can occur?  
7 districts - No answer  
2 districts - Yes  
1 district - No policy

G. Unusual Requirements

1. Are there any age requirements for employment in selected job categories in your agency?  
10 districts - No
2. Are there any physical requirements prescribed for any job categories? Explain.  
9 districts - No  
1 district - Laborers
3. Is there a policy on hiring the physically handicapped?  
7 districts - No policy  
3 districts - Will hire
4. Does the background of an applicant in terms of police record, traffic violations, references, etc., have significant effect upon selection?  
1 district - Never check  
1 district - May effect  
2 districts - No (1 minor traffic violation)  
5 districts - Yes  
1 district - No answer

## H. Hiring Procedure

1. What is the hiring procedure for part-time and temporary personnel?  
5 districts - Same as full-time  
1 district - Interview, screening, hiring  
1 district - Hire as needed  
1 district - Personal contact or outside reference  
1 district - Utilized when necessary  
1 district - Based on ability

## I. Fringe Benefits

1. What benefits, other than retirement, are available to employees?  
4 districts - hospitalization, life insurance  
3 districts - hospitalization, life insurance, FICA, workmans comp.  
1 district - hospitalization, professional dues  
1 district - Insurance, workman's comp., credit union  
1 district - None
2. What employees are eligible?  
5 districts - All full-time  
4 districts - All  
1 district - No answer

## J. Statistics

1. What data is recorded and maintained on employees?  
2 districts - Annual and sick leave  
1 district - Applications, resumes, time records, leave records, pay increases, news clippings  
1 district - Leave records, pay records, ins. records, personnel file  
2 districts - None  
2 districts - Work reports, leave  
1 district - Work reports  
1 district - Leave, personnel information
2. Is turnover ever computed?  
8 districts - No  
2 districts - Yes
3. Does the data reflect the number of people promoted from within the organization as compared to new hires to fill vacant positions?  
5 districts - No answer  
2 districts - No  
1 district - Yes  
2 districts - No policy

## VII. Disciplinary Action

### A. Policy and Procedures

1. Is there a definite policy for disciplinary action?  
6 districts - No  
3 districts - Yes  
1 district - Conference with Executive Director
2. Are the employees aware of this policy?  
1 district - No  
4 districts - Yes  
5 districts - No answer
3. What procedures are taken in a disciplinary action?  
3 districts - No answer  
3 districts - Conference with Executive Director  
1 district - Varies  
3 districts - Warning, reprimand, resignation or dismiss
4. What types of discipline are imposed and in what circumstances?  
1 district - No answer  
3 districts - Varies  
2 districts - Reprimand or termination  
1 district - Conference with Executive Director, dismissal  
1 district - Dismissal  
1 district - Discretion of Department Head  
1 district - No policy

### B. Responsibility

1. Is the first-line Supervisor responsible, if not the Supervisor?  
1 district - Both  
2 districts - No answer  
1 district - Partially (referred to Executive Director)  
6 districts - Higher authority
2. What authority is responsible, if not the Supervisor?  
7 districts - Executive Director  
2 districts - No answer  
1 district - Department Head

## VIII. Grievance and Appeals

- A. Is there a formal grievance policy and procedure?  
5 districts - No  
2 districts - Referred to Executive Director  
1 district - Yes, Executive Committee  
2 districts - Yes
- B. What is the procedure for handling grievances and appeals?  
3 districts - Conference with Executive Director  
1 district - Varies  
4 districts - No answer  
1 district - Grievance Committee  
1 district - Supervisor, Department Head, County Manager, County Council
- C. Are the employees fully informed about this procedure?  
6 districts - Yes  
4 districts - No answer
- D. Is the complaint submitted in writing and, if so, at what step?  
3 districts - No  
4 districts - No answer  
1 district - Varies  
2 districts - Yes
- E. Is the decision given in writing?  
3 districts - No  
1 district - Yes  
6 districts - No answer

## IX. Training

- A. Are there any training programs presently in operation?  
6 districts - No  
1 district - Piedmont TEC (Optional)  
1 district - In service  
1 district - Encouraged to participate in professionally beneficial programs  
1 district - Yes
- B. What kind of programs are in operation at this time?  
5 districts - No answer  
2 districts - On the job  
1 district - Discussions  
1 district - Economic development, LEA  
1 district - Programs in field for which hired

C. How are these programs administered?

- 7 districts - No answer
- 1 district - Experienced staff
- 1 district - Universities
- 1 district - Executive Director

D. What criteria is used in selecting employees for participation in these programs?

- 8 districts - No answer
- 1 district - Interested
- 1 district - Areas of work

E. Effectiveness

- 8 districts - No answer
- 1 district - Not evaluated
- 1 district - Very good

F. Needs

- 8 districts - No answer
- 1 district - Management training
- 1 district - More programs in various areas

G. Problems

- 7 districts - No answer
- 1 district - Lack of opportunity
- 1 district - Work load
- 1 district - Training employee with no experience

X. Separation

A. Is there a policy on giving notice of separation and if so, explain?

- 8 districts - Two weeks notice or severance pay
- 1 district - Two weeks notice
- 1 district - No policy

B. What is the practice of paying out at separation?

- 3 districts - Severance pay - 2 weeks pay & vacation
- 5 districts - Two weeks pay
- 1 district - No policy
- 1 district - Vacation pay (when 2 weeks notice)



C. Is an exit interview used, and if so, how productive has it been in identifying reasons for turnover and taking corrective action as indicated?

5 districts - No

1 district - Yes, can't evaluate

1 district - Yes, fair results

1 district - Yes, not productive

1 district - No policy

1 district - No answer

D. What has been the percentage of turnover in your district agency? Have there been seasonal implications in the turnover pattern?

1 district - 10%, no seasonal

1 district - 7 out of 20, no answer to seasonal

1 district - None, no answer to seasonal

1 district - Not computed, no answer to seasonal

1 district - High, no answer to seasonal

1 district - No answer

1 district - One employee, no answer to seasonal

1 district - 28%, no answer to seasonal

1 district - 25%, no answer to seasonal

1 district - No policy, no answer to seasonal

## XI. Fair Labor Standards Act

### A. Exemptions

1. What is the responsibility vested for determining executive, administrative, and professional exemptions?

8 districts - No answer

1 district - Over \$125 week, 80% in time support functions

1 district - Regulations of act

2. Is there a list of all exempt positions in your agency? (By category of exemptions)

8 districts - No answer

1 district - Yes

1 district - No

### B. Procedures and Records

1. What records are kept of those non-exempt employees subject to minimum wage and overtime?

7 districts - No answer

1 district - Time sheets

2 districts - Time Sheets and payroll cards

2. What records are kept on exempt employees?  
8 districts - No answer  
2 districts - Time sheets
3. Are all records on employees kept in a central file or by each department?  
6 districts - No answer  
3 districts - Central file  
1 district - Each Department
4. How long are the records required by the Wage and Hour Division kept?  
6 districts - No answer  
1 district - Indefinitely  
1 district - 5 years  
1 district - 2 to 3 years  
1 district - 3 years
5. Have all employees and supervisors been notified of all requirements and procedures under FLSA?  
2 districts - No  
2 districts - Yes  
6 districts - No answer

#### C. Time Recording

1. What sort of time keeping system is used?  
5 districts - Time sheets  
1 district - No policy  
4 districts - No answer
2. Are time reports submitted weekly or by pay period?  
4 districts - Pay period  
4 districts - No answer  
1 district - No set policy  
1 district - Monthly

### XII. Total Compensation

#### A. Fixed Salary

1. Is base salary the only compensation?  
1 district - No, compensatory time  
2 districts - No, fringe benefits, travel money  
4 districts - Yes  
1 district - No  
2 districts - No, travel money

2. Are hourly employees paid for hours worked only?

- 7 districts - Yes
- 3 districts - No answer

B. Differentials

1. Are differentials paid to certain employees? At what rates?

- 4 districts - No
- 4 districts - No answer
- 2 districts - No policy

2. What categories of employees are paid differentials and what are the criteria for such differentials?

- 9 districts - No answer
- 1 district - No policy

C. Supplements

1. Are supplements paid to any employees?

- 7 districts - No
- 1 district - No policy
- 1 district - Yes
- 1 district - Travel and per diem

2. What is the reason for such supplements?

- 7 districts - No answer
- 1 district - No policy
- 1 district - Expenses reimbursement
- 1 district - Equipment purchases

3. What criteria are used in applying supplements?

- 8 districts - No answer
- 1 district - No policy
- 1 district - Expense voucher

XIII. Civil Rights and Equal Opportunity Employment

A. Extent of Compliance

1. Is there an agency policy regarding non-discrimination and/or equal opportunity employment?

- 6 districts - Yes
- 1 district - Yes, full compliance
- 1 district - No, no discrimination
- 1 district - No, other than federal
- 1 district - No stated policy

2. If such a policy exists, how is it publicized?
  - 1 district - Personnel rules, also posted
  - 2 districts - Direct notification
  - 1 district - No need to publicize
  - 1 district - Following policy in practice
  - 1 district - Posting, by laws, advertisements
  - 1 district - No policy
  - 1 district - Advertisements
  - 2 districts - No answer
  
3. What measures have been taken to assure compliance with the Act and/or the Executive Order?
  - 1 district - Contact with minority group members to get applicants
  - 2 districts - Minority membership on Board
  - 1 district - No discrimination
  - 2 districts - Nothing extraordinary
  - 2 districts - Efforts to get minority members on staff
  - 1 district - No answer

#### XIV. Employee Communications

##### A. Staff meetings

1. Are staff meetings or assemblies held on a regular or irregular basis?
  - 4 districts - Weekly
  - 1 district - Bi-weekly
  - 2 districts - Regular
  - 2 districts - Irregular
  - 1 district - No policy
  
2. Explain composition and nature of such meetings.
  - 2 districts - Two sessions (1 for all employees, 1 professional)
  - 1 district - Each staff member submits report for discussion
  - 2 districts - Professional staff
  - 2 districts - Entire staff
  - 2 districts - Varies
  - 1 district - No answer

##### B. Handbooks

1. Is there a Handbook used in your agency?
  - 4 districts - Exists
  - 4 districts - Yes
  - 2 districts - Yes, commission operating policies

2. Is the Handbook updated periodically and does it have a stated effective date?  
5 districts - Yes  
1 district - No  
4 districts - No answer
3. Does it give significant information to cover all the areas of interested employees?  
6 districts - Yes  
4 districts - No answer
4. Are policies and regulations stated in the Handbook?  
5 districts - Yes  
5 districts - No answer

#### C. Bulletin Boards

1. Is there a bulletin board? If so, is it placed in an obvious place?  
5 districts - Yes, yes  
4 districts - No  
1 district - Being established
2. What sort of information is placed on a bulletin board?  
2 districts - News items, internal data  
2 districts - Announcements, changes, etc.  
1 district - No policy  
5 districts - No answer
3. Is someone assigned to keep the board up to date?  
2 districts - Yes  
5 districts - No answer  
1 district - Yes, secretary  
1 district - Yes, office members  
1 district - No policy

#### D. Pay envelope inserts

1. Are envelope inserts used as a means of communication?  
3 districts - Yes  
6 districts - No  
1 district - No answer

E. Memoranda

1. Do memoranda have a regular circulation route or are they blanketed in the agency?

5 districts - Regular circulation

1 district - Not used

1 district - No answer

1 district - Blanketed

1 district - Both

1 district - No policy

2. Are they placed on a bulletin board, if available?

3 districts - Yes

3 districts - No

3 districts - No answer

1 district - No policy