

THE IMPLEMENTATION EXPERIENCE OF  
SELECTED RURAL AREAS WITH THE  
EMERGENCY EMPLOYMENT ACT OF 1971,  
AND THE STATE AND LOCAL  
FISCAL ASSISTANCE ACT OF 1972:  
IMPLICATIONS FOR SPECIAL  
REVENUE SHARING

Thesis for the Degree of M. S.  
MICHIGAN STATE UNIVERSITY  
MICHAEL CARLETON DENNIS  
1973



## ABSTRACT

### THE IMPLEMENTATION EXPERIENCES OF SELECTED RURAL AREAS WITH THE EMERGENCY EMPLOYMENT ACT OF 1971, AND THE STATE AND LOCAL FISCAL ASSISTANCE ACT OF 1972: IMPLICATIONS FOR SPECIAL REVENUE SHARING

By

Michael Carleton Dennis

The decision-making process concerning implementation of Federal grant programs is in a period of transition. Historically, this decision-making authority has remained at the Federal level; based upon the assumption that the Federal government has had the easiest and most efficient access to required information and personnel. This concept is changing. Today, it is thought that local elected officials are in the best position to determine their community needs and, therefore, to implement programs which can best satisfy those needs. This is the basis of the 'New Federalism'.

Two Federal non-categorical grant programs which are current examples of the 'New Federalism' and which have been operated in rural jurisdictions are the Emergency Employment Act of 1971, and the State and Local Fiscal Assistance Act of 1972. These are the Federal non-categorical grant programs which have been investigated for the purposes of this thesis.

The purpose of this thesis is to examine selected rural jurisdictions in the state of Michigan to discover the problem areas rural elected officials encountered as they planned and implemented both the Emergency Employment Act of 1971, and the State and Local Fiscal Assistance Act of 1972.

The Emergency Employment Act of 1971 is basically a counter-cyclical program which enables localities, where unemployment exceeds 4.5%, to provide public service jobs for unemployed workers.

The State and Local Fiscal Assistance Act of 1972 is the Federal government's general revenue sharing program. General revenue sharing provides localities with a non-categorical grant to spend as community needs dictate.

The research was completed in two phases. The first, conducted during February 1972, includes extensive data collection and questionnaire responses regarding the initial Emergency Employment Act of 1971 implementation experience in "Balance-of-State" Michigan. The second phase, conducted July-September 1973, includes extensive questionnaire interviews with rural local officials regarding their planning and implementation processes for both the Emergency Employment Act of 1971, and the State and Local Fiscal Assistance Act of 1972.

The major findings derived from the data and questionnaire responses indicate: (1) non-categorical grant programs provide rural areas with the mechanism needed for greater local adaptability and flexibility; (2) local programs have



been able to operate with a minimum of Federal oversight; (3) there is no single appropriate level of government to operate a non-categorical grant program; (4) in local rural jurisdictions there is a noticeable absence of formal 'planning' bodies; (5) the short run nature of both the Emergency Employment Act of 1971, and the State and Local Fiscal Assistance Act of 1972 forced officials to be 'risk averters', i.e., with Emergency Employment Act of 1971 funds officials chose to find positions which were additions to those already existing, and with State and Local Fiscal Assistance Act of 1972 officials chose to spend their entitlements predominantly for capital expenditures; (6) the goal of the Emergency Employment Act of 1971 which is of greatest concern to local officials is that of providing participants with positions from which they can easily be transited to full-time employment at the conclusion of the program; (7) public input into the program decision-making processes of the Emergency Employment Act of 1971 and the State and Local Fiscal Assistance Act of 1972 has been negligible; (8) the lack of early formal guidelines and the extremely short lead time eliminated the opportunity for thorough planning efforts; and (9) local elected officials when given the opportunity through the SLFAA to develop their own entitlement formulation chose not to do so.

As a result of these several findings various policy recommendations are made which, if implemented, could produce

a more efficient and effective special revenue sharing program in rural areas. Among the recommendations are the necessity for a formal planning body in rural areas, a full-time professional versed in non-categorical grant program planning and implementation, formation of consortiums at the township level for more efficient program operation, greater public input through organization, less emphasis on Veterans in rural areas, an indefinite program life, establishment of regular lines of communication between local units and the Federal authorities, and improvement of local officials access to data and other information pertinent to their program planning and implementation.

THE IMPLEMENTATION EXPERIENCE OF  
SELECTED RURAL AREAS WITH  
THE EMERGENCY EMPLOYMENT ACT OF 1971, AND  
THE STATE AND LOCAL FISCAL ASSISTANCE ACT OF 1972:  
IMPLICATIONS FOR SPECIAL REVENUE SHARING

By

Michael Carleton Dennis

A THESIS

Submitted to  
Michigan State University  
in partial fulfillment of the requirements  
for the degree of

MASTER OF SCIENCE

Department of Agricultural Economics

1973

672024

## ACKNOWLEDGMENTS

The author wishes to express his gratitude and appreciation to those who helped with the completion of this research effort and the preparation of the manuscript.

Special thanks are expressed by the author to his major professor, Dr. Collette H. Moser, for providing much of the incentive necessary to complete the study, and for the supervision and interest she has given to this research.

Dr. Daniel H. Kruger of the School of Labor and Industrial Relations, and Mr. James H. Booth of the Department of Agricultural Economics also were members of the thesis and Examining Committees and offered valuable suggestions. Their assistance is greatly appreciated.

Financial assistance provided through the Department of Agricultural Economics by Dr. Dale E. Hathaway, former Chairman of the Department, and Dr. Harold M. Riley, present Chairman of the Department, made it possible for the author to continue his studies.

The author wishes to express a very special thanks to his parents, Dr. and Mrs. Carleton C. Dennis. Their continual support and encouragement made possible the completion of this phase of my education.

To his wife, Sandra, and children, the author expresses his sincere gratitude for their continuing patience, confidence, and moral support.

The writer, of course, accepts responsibility for any errors that may be present in the manuscript.

## TABLE OF CONTENTS

CHAPTER	Page
I. <u>INTRODUCTION</u> .....	1
II. <u>DECENTRALIZATION OF THE DECISION-MAKING PROCESS:</u> <u>PAST AND PRESENT</u> .....	5
HISTORY OF THE MOVEMENT TOWARD THE DECENTRALIZED DECISION PROCESS .....	5
From A Policy of Exclusion To A Policy of Inclusion .....	8
Federal Programs of the 1960's .....	8
THE DECENTRALIZED DECISION PROCESS - THE MODERN FEDERAL LEGISLATION .....	9
A Goal of the Nixon Administration .....	10
The Contemporary Vehicles of Decentralization .....	11
The Emergency Employment Act Relative to Federal Revenue Sharing .....	14
SUMMARY .....	18
III. <u>REVIEW OF THE PERFORMANCE OF THE EMERGENCY</u> <u>EMPLOYMENT ACT OF 1971</u> .....	21
IMPLEMENTATION AND ADMINISTRATION OF THE EEA IN BALANCE-OF-STATE MICHIGAN .....	21
Initial Phase .....	21
Second Year Hiring Freeze .....	22
Third Year and Phase-out .....	22
Administrative Organization .....	23

CHAPTER		Page
	SUMMATION OF DATA COLLECTED .....	25
	Methodology of Data Collection .....	25
	Positions Requested and Funded .....	26
	Participant Profiles .....	27
	SUMMATION OF QUESTIONNAIRE RESPONSES .....	30
	Methodology of Questionnaire Research .....	30
	Questionnaire Responses - Planning .....	32
	Questionnaire Responses - Implementation ...	38
	Questionnaire Responses - General Impressions and Recommendations of Local EEA Personnel .....	41
	SUMMARY CONCLUSIONS REGARDING EEA PLANNING AND IMPLEMENTATION .....	45
IV.	<u>REVIEW OF THE PERFORMANCE OF THE STATE AND LOCAL FISCAL ASSISTANCE ACT OF 1972</u> .....	52
	ADMINISTRATION AND IMPLEMENTATION OF THE SLFAA .....	52
	METHODOLOGY OF INFORMATION COLLECTION .....	55
	SUMMATION OF QUESTIONNAIRE RESPONSES .....	56
	SUMMARY .....	64
V.	<u>SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS</u> .....	67
	SUMMARY OF FINDINGS .....	67
	Primary Findings .....	67
	Conclusions Derived from the Findings .....	69
	GENERAL POLICY RECOMMENDATIONS .....	73
	ISSUES FOR FUTURE CONSIDERATION .....	78
	FROM THE EEA AND SLFAA TO SPECIAL REVENUE SHARING .....	79
	SUMMATION .....	80



	Page
BIBLIOGRAPHY .....	84
APPENDICES	
APPENDIX A - DATA TABLES PERTINENT TO INITIAL IMPLEMENTATION OF THE EMERGENCY EMPLOYMENT ACT OF 1971 IN BALANCE- OF-STATE MICHIGAN .....	87
APPENDIX B - QUESTIONNAIRE EMPLOYED FOR INITIAL EEA INTERVIEW IN FEBRUARY 1972 .....	132
APPENDIX C - QUESTIONNAIRES EMPLOYED FOR EEA INTERVIEWS JULY-AUGUST 1973 .....	134
APPENDIX D - QUESTIONNAIRE EMPLOYED FOR SLFAA INTERVIEWS AUGUST-SEPTEMBER 1973 .....	142

## LIST OF TABLES

TABLE		Page
A-1	Population, Labor Force, Number Unemployed and Unemployment Rate by Size of Section 5 "Balance-of-State" Counties .....	87
A-2	Ranking of "Balance-of-State" Counties by Number of Unemployed .....	90
A-3	Ranking of "Balance-of-State" Counties by Unemployment Rate .....	92
A-4	Ranking of "Balance-of-State" Counties by Size of Section 5 Allocation .....	94
A-5	Dictionary of Occupational Titles Ranked by Number of Positions Requested Under Section 5 by "Balance-of-State" Counties .....	96
A-6	Distribution by "Position Description" of Positions Requested for Section 5 by "Balance- of-State" Counties .....	102
A-7	Distribution of Positions Requested Through Section 5 in "Balance-of-State" Counties by "DOT" Category .....	103
A-8	Frequency Distribution of Educational Levels of EEA Participants .....	116
A-9	Frequency Distribution of Length of Unemployment of EEA Participants .....	116
A-10	Alphabetical County Listing of Number of Section 5 Positions Authorized and Filled as of January 1, 1972 .....	117
A-11	"Balance-of-State" Counties Qualifying for Section 6 Funding .....	119

TABLE		Page
A-12	Ranking of "Balance-of-State" Counties by Size of Section 6 Grant .....	121
A-13	Dictionary of Occupational Titles Ranked by Number of Positions Requested Under Section 6 by "Balance-of-State" Counties .....	122
A-14	Distribution by "Position Description" of Positions Requested for Section 6 by "Balance- of-State" Counties .....	124
A-15	Mean Unemployment Rates for May, June, July 1972 for Qualified Section 6 Counties .....	125
A-16	Average Annual Salaries and Number of Positions Authorized Under Section 6 in "Balance-of-State" Counties .....	126
A-17	Distribution of Positions Requested Through Section 6 in "Balance-of-State" Counties by DOT Category .....	127
A-18	Distribution of Positions Requested Through Section 5 and Section 6 Combined in "Balance- of-State" Counties by "DOT" Category .....	131
B-1	Questionnaire for Initial EEA Interview in February 1972 .....	132
C-1	Questionnaire Employed to Interview County Commissioners .....	134
C-2	Questionnaire Employed to Interview EEA County Administrators .....	137
C-3	Questionnaire Employed to Interview EEA Hiring Agents .....	140
D-1	Questionnaire Employed to Interview Local Elected Officials in Connection with the SLFAA .	142

## LIST OF FIGURES

FIGURE		Page
I.	Paths of Fund Distribution Under the Emergency Employment Act of 1971 .....	15
II.	Paths of Fund Distribution Under the State and Local Fiscal Assistance Act of 1972 .....	16
III.	The Administrative Organization of EEA in "Balance-of-State" Michigan .....	24
IV.	Administrative Arrangement for the State and Local Fiscal Assistance Act of 1972 .....	53

## CHAPTER I

### INTRODUCTION

The purpose of this thesis is to indicate the issues and problem areas which arise through the implementation and administrative processes of programs developed from non-categorical grants in rural areas.<sup>1</sup> The programs researched are the Emergency Employment Act of 1971, and the State and Local Fiscal Assistance Act of 1972.

The Emergency Employment Act of 1971<sup>2</sup> is basically a counter-cyclical program which enables localities, where unemployment exceeds 4.5%, to provide public service jobs for unemployed workers.

The State and Local Fiscal Assistance Act of 1972<sup>3</sup> is the Federal Government's general revenue sharing program. General revenue sharing provides localities with a non-categorical grant to spend as community needs dictate.

This researcher's interest in the implementation and administration of revenue sharing type programs began in 1972 with data research on the initial experience of the Emergency Employment Act in the Balance-of-State<sup>4</sup>, Michigan.

Further information regarding the Emergency Employment Act was found in the library. This information was totally relevant to cases of implementation in urban areas. None of

the reports, Congressional Hearings, or Congressional Committee Prints were concerned with lengthy discussions of experiences in rural areas. Because of this lack of reporting of the implementation of the EEA in rural areas it was decided that the void should be partially filled with this thesis.

Because the EEA is viewed as a forerunner of revenue sharing it was also determined that research should be done concerning the initial implementation and administration of the SLFAA in rural areas.

The central questions to be answered by this thesis are as follows:

1. What were the decision processes in rural areas leading to the implementation and administration of the Emergency Employment Act of 1971, and the State and Local Fiscal Assistance Act of 1972?
2. What was the actual implementation and administration of the Emergency Employment Act of 1971, and the State and Local Fiscal Assistance Act of 1972?
3. In view of the problems and issues arising from the implementation, administration, and decision processes of the EEA and the SLFAA what are the implications for future manpower revenue sharing programs in rural areas?

To answer these questions the following methodologies were used: (1) review the literature and legislation concerning the Emergency Employment Act of 1971, and the concept of revenue sharing including the State and Local Fiscal

Assistance Act of 1972; (2) interviews with county and township commissioners, and other local officials who have working contact with the local programs of the EEA or the SLFAA; (3) a compilation of initial implementation data regarding the positions and persons hired under the EEA.

This thesis is divided into the following parts:

Chapter I, the introduction,

Chapter II, dealing with the past and present history of the concept of the decentralized decision-making process,

Chapter III, which deals with the decision process, implementation, and administration of the EEA in the five rural Michigan counties of Gladwin, Oceana, Ogemaw, Osceola, and Sanilac,

Chapter IV, which deals with the decision process, implementation, and administration of the State and Local Fiscal Assistance Act of 1972 in selected Townships and Cities of the rural Michigan counties of Gladwin, Oceana, and Sanilac,

Chapter V, which briefly summarizes this thesis, draws some conclusions and recommendations, and suggests areas for further research.



## FOOTNOTES - I

<sup>1</sup>'Rural area' for the purpose of this thesis refers to a county in which there is no urban concentration greater than 2,500; or any portion of such a county.

<sup>2</sup>Since its inception in July 1971, the Emergency Employment Act has also been referred to as the Public Employment Program. Throughout this thesis the Emergency Employment Act of 1971 will be referred to as either the EEA or PEP.

<sup>3</sup>Throughout this thesis the State and Local Fiscal Assistance Act of 1972 will be referred to as the SLFAA.

<sup>4</sup>Balance-of-State refers to the portion of the state for which the State acts as the principle and responsible Agent. All counties, as of the 1970 Census count, with populations below 75,000 fall into the Balance-of-State category. Throughout this thesis the term 'Balance-of-State' will be referred to as BOS.

## CHAPTER II

### DECENTRALIZATION OF THE DECISION-MAKING PROCESS: PAST AND PRESENT

The decision-making process concerning implementation of Federal social service programs is in a period of transition. Historically, this decision-making authority has remained at the Federal level; based upon the assumption that the Federal government has had the easiest and most efficient access to required information and personnel. This concept is changing. Today, it is thought that local elected officials are in the best position to determine their community needs and, therefore, to implement programs which can best satisfy those needs. The Nixon Administration describes this as the 'New Federalism'.

#### HISTORY OF THE MOVEMENT TOWARD THE DECENTRALIZED DECISION PROCESS

Though recently supported by the Nixon Administration, the concept of placing greater responsibility in the hands of local elected officials is not a new concept; it dates from the presidential years of Thomas Jefferson. "In his second innaugural address, in 1805, President Jefferson urged that Federal revenue be utilized for 'a just repartition... among the states...applied...to rivers, canals, roads, arts, manufacturers, education, and other great objects within each state.'"<sup>1</sup>

Since 1805 interest in sharing federal revenues with local units to decentralize the planning and implementation decision process has risen and fallen, but, until recently, with no specific proposal on a large scale basis with which to realize the decentralization goal.

Only once between 1805 and the 1950's has the Federal government enacted legislation which specifically called for shared revenues--the Distribution Act of 1836, which provided for apportionment among the states of the surplus revenue in the Treasury.<sup>2</sup>

Since this venture in Federal-State cooperation there has been lengthy debate among historians concerning whether the paths of the Federal and State governments have crossed again. Daniel Elazar<sup>3</sup> has described this debate as between those who advocate the era 1790-1913 as that of dual federalism, i.e., Federal and State governments following separate paths; and those who view this era as one of governmental cooperation.

The stronger argument is made for the advocacy of governmental cooperation. This argument is based upon the federal land distribution programs: (1) grants to aid states in development of education, internal improvement and welfare programs (for public use and for private company use), and (2) land disposal programs which did not include states, e.g., homestead, mineral and tree culture acts.

This disposition of the public domain can be viewed as the means through which the federal government promoted not

only early and continued national growth but also the means by which states could take an active and influential part in this growth. The great amount of cooperation between States and the Federal government is evidenced in the following statement:

"The central fact that emerges from an analysis of the development of sharing in a single State over several decades is the sheer weight of political time devoted to inter-governmental cooperation. Not only were the administrators heavily involved in cooperative activities, but the programs that were most highly developed as shared programs also pre-empted the bulk of the policymaker's time. ...Governors and legislatures together were pre-occupied with the cooperative programs....(Many of the programs would indicate this was the case) since no aspect of internal improvements, education, or general disposition of the public domain in the state escaped involvement in the sharing process....a survey of...books, and the attorney generals' opinions reveals the extent of this concern with programs that were cooperative in character, a concern not over the general theory of collaboration but over the procedural aspects of the various programs. Federal-State cooperation was a fact of life, hence the policymakers rarely referred to it directly in their deliberations. The system of sharing is all the more impressive because of its implicit acceptance as part of the process of government."5

Since the turn of the century, or more specifically since the advent of World War I, the use of Federal cash grants has become more evident and widespread; to the point of being the predominate form of inter-governmental cooperation. This rise to predominance began during the years of Woodrow Wilson's 'New Freedom', and greatly expanded during the years of Franklin Roosevelt's 'New Deal'. As the use of cash grants became commonplace the inter-governmental cooperation evidenced in the 19th Century evolved into what has been called the era of cooperative federalism.<sup>6</sup>

### From A Policy of Exclusion to A Policy of Inclusion

In the post World War II years until the early 1970's Federal control of grant programs has increased to unparalleled dimensions. Due to an increasing public awareness that those of the population who are not able to help themselves have the right to public assistance, for example for health care of employment training, the Federal government has seen fit to enter the business of providing such socially desirable services. This movement toward increased utilization of social service programs may be characterized as a movement from a policy of exclusion to a policy of inclusion.<sup>7</sup> This means that no longer is anyone to be prohibited the opportunity of moving into the 'mainstream' of American life.

### Federal Programs of the 1960's

Emphasis is placed on programs relating to manpower. This emphasis results from the stated purpose for doing this research.

Though a statement of the objectives of a national manpower policy was developed in 1946, it was not until 1961 with the passage of the Area Redevelopment Act that a piece of legitimate 'manpower' legislation was instituted. The following year (1962) realized a broadening of the scope of the Area Redevelopment Act with the passage of the Manpower Development and Training Act of 1962.

The next significant federal legislation came in 1964. In this year the Civil Rights Act, and the Employment Opportunities Act were passed.

Since 1964 the Manpower Development and Training Act and the Employment Opportunities Act have been the principle programs from which manpower programs have developed. Some of the programs authorized by the Manpower Development and Training Act are: Institutional Training, On-the-Job Training, the Job Bank, Comprehensive Area Manpower Planning System, and the National Alliance of Businessmen. Some of the programs authorized by the Employment Opportunities Act are: Mainstream, Neighborhood Youth Corps, Public Service Careers, Job Corps, and the Community Action Agency.

#### THE DECENTRALIZED DECISION PROCESS - THE MODERN FEDERAL LEGISLATION

Though interest in revenue sharing programs is at a high level today, efforts to develop revenue sharing legislation are not a recent phenomenon. During the decades of the 1950's and the 1960's there were attempts to transform the idea of revenue sharing into reality.

Though interest during the 1950's was primarily within academic circles, Congress was introduced to revenue sharing in 1957. In 1957 Congressman Frank Bow introduced a revenue sharing bill through which federal revenues were to be shared with states for education purposes. The following year Congressman Melvin Laird introduced a general revenue sharing bill.<sup>8</sup> Nothing materialized from these efforts.

The early 1960's produced further academic endeavor to devise a workable and worthwhile program to share federal revenues with the States. Still there was no Congressional

activity. But interest for such a program was evident as both the Republican and Democratic Presidential candidates for the 1964 national elections included a revenue sharing plank in their platforms.<sup>9</sup>

One year after President Johnson was re-elected he appointed a Commission, led by Dr. Joseph Pechman, to study the revenue sharing concept. Working extensively with Professor Walter Heller, the Commission developed a revenue sharing plan (the Heller-Pechman Plan)<sup>10</sup>, the text of which has never been released for public consumption.

The plan was never taken up by the Johnson Administration. Yet interest in the concept did not die. Extensive Congressional hearings were held in 1967, and in the 1968 Presidential elections both parties again had revenue sharing planks.

#### A Goal of the Nixon Administration

As a Presidential candidate for the 1968 election Richard Nixon advocated the decentralization of inter-governmental fiscal policies and the giving of greater decision-making authority to the elected officials at the State and local levels. The Nixonian vehicle for this effort appeared in April of 1969, in his first legislative program. The President called for "...a start on sharing the revenues of the Federal government, so that other levels of government...will not be caught in a constant fiscal crisis."<sup>11</sup> This was the beginning of the Presidents continuing effort to eliminate, or at least to reduce, the myriad categorical grants which developed during the



decade of the 1960's, and to replace them with non-categorical grants.

The Nixonian concept of revenue sharing views such a program as necessary domestic national policy. This is for two reasons: (1) as a fiscal tool in order to eliminate the state and local fiscal mismatch which develops, and (2) as the instrument with which to decentralize the inter-governmental fiscal policies of the federal government, returning the decision-making authority to local governmental units.<sup>12</sup>

#### The Contemporary Vehicles of Decentralization

This thesis reviews two pieces of legislation. The first, and the one which bears the most extensive research, is the Emergency Employment Act of 1971. The second is the State and Local Fiscal Assistance Act of 1972, i.e., the general revenue sharing program.

#### The Emergency Employment Act of 1971

After considerable effort in the House of Representatives and the U.S. Senate to develop a manpower bill would be acceptable to all concerned, the Emergency Employment Act became law on July 12, 1971, to be operational until June 30, 1973. It is the result of a compromise between the Republican faction of the Congress which advocated manpower program decentralization and decategorization, and the Democratic counterpart which supported a permanent public employment program.<sup>13</sup>

Enacted during a period of high and relatively persistent national unemployment this legislation has for its expressed purpose: (1) to authorize direct public service employment possibilities for certain governmental units, and (2) to be used as a counter-cyclical tool with which to combat high rates of unemployment. The result is a public employment program which stresses that employment is to be 'transitional'. Transitional in that the job will lead to full-time, non-subsidized employment.

A few of the more important aspects of the EEA legislation deserve mention. The program is to be administered by the U.S. Secretary of Labor in periods of high (4.5% or greater) national unemployment. The Secretary is authorized to appropriate funds to State Governments, City and County governments with populations greater than 75,000, and to Balance-of-State jurisdictions for the purpose of providing unemployed workers with transitional public service jobs, and communities with increased public services.

The manner in which the funds are to become available is controlled by a 'trigger' mechanism. If the national unemployment rate is greater than 4.5% for three consecutive months the funds are released. Additional funds are made available for areas which exhibit an unemployment rate greater than 6.0% for three consecutive months. Each eligible agent's level of funding is determined according to its relative level of unemployment depending on whether it is a state or a lower level of government.

The significance of the EEA lies in its method of implementation; for the EEA is regarded as an experiment in revenue sharing. It is regarded as such because it provides for disbursement of federal funds to states and local units in the form of a non-categorical grant. Local units are then able to hire unemployed workers for public service employment in positions which the local officials see as fulfilling local need.

#### The State and Local Fiscal Assistance Act of 1972

The SLFAA is the result of several years of effort by the Congress and more recently the Nixon Administration to provide fiscal assistance to state and local governmental units without using large scale categorical grants. This is the President's first movement to phase-down and de-emphasize the categorical grant programs.

The SLFAA was developed in two parts. The first deals with the method of Federal fiscal assistance to state and local governments, and is of the greatest concern in the research. The second deals with the possibility of allowing the Federal government to collect state individual income taxes.

There are several aspects of the first part which should be mentioned. The Act specifies that funds are to be spent in priority areas such as public safety, health and environmental protection. Just as the Act specifies areas in which the

funds can be spent it also specifies where the money cannot be spent. For example, monies under the SLFAA cannot be used as matching funds for other federal programs.

Furthermore, the life of the Act is specified (five years) as are the amounts of funds which are appropriated to be disbursed. Disbursement of these funds can be done in accordance to standard three- or five-part formulas, or via a locally developed formula, whichever develops the largest local allotment. Elements common to each formula are area population and the local tax effort. Finally, in an effort to increase local population participation in the program decision-making process the act requires that governmental units must inform the public of actual and planned expenditures, through the local news media.

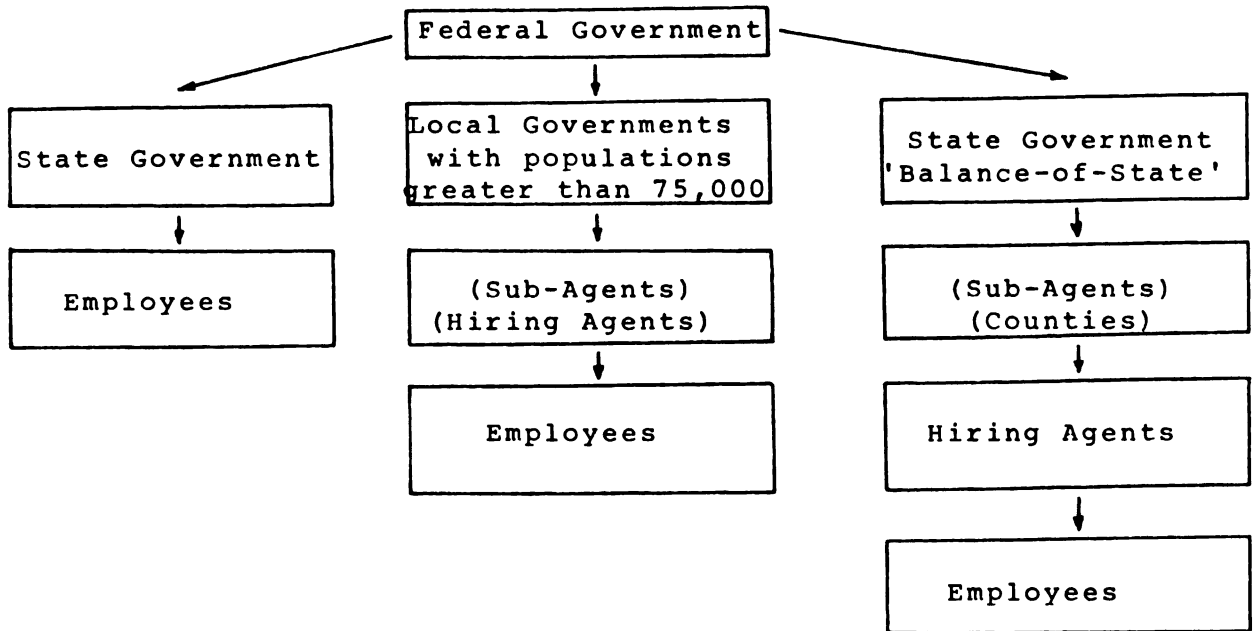
#### The EEA Relative to Federal Revenue Sharing

The Emergency Employment Act of 1971 is considered to be a forerunner of Federal revenue sharing. Therefore, a comparison of the EEA and the SLFAA, to support this consideration, is necessary. The areas in which comparisons are to be made are those of the structure (the manner or organization); the technique (the working methods or manner of performance); the goals; and the administration (management) of the programs.

The structure of the two types of programs is basically similar; both make the attempt to return as much authority and responsibility for the decision-making process to the local elected officials. Figure I indicates the basic structure

evidenced by the EEA for the distribution of grant monies. This scheme clearly shows the possible routes EEA monies may travel as they move from the Federal government to the employees hired under the EEA program.

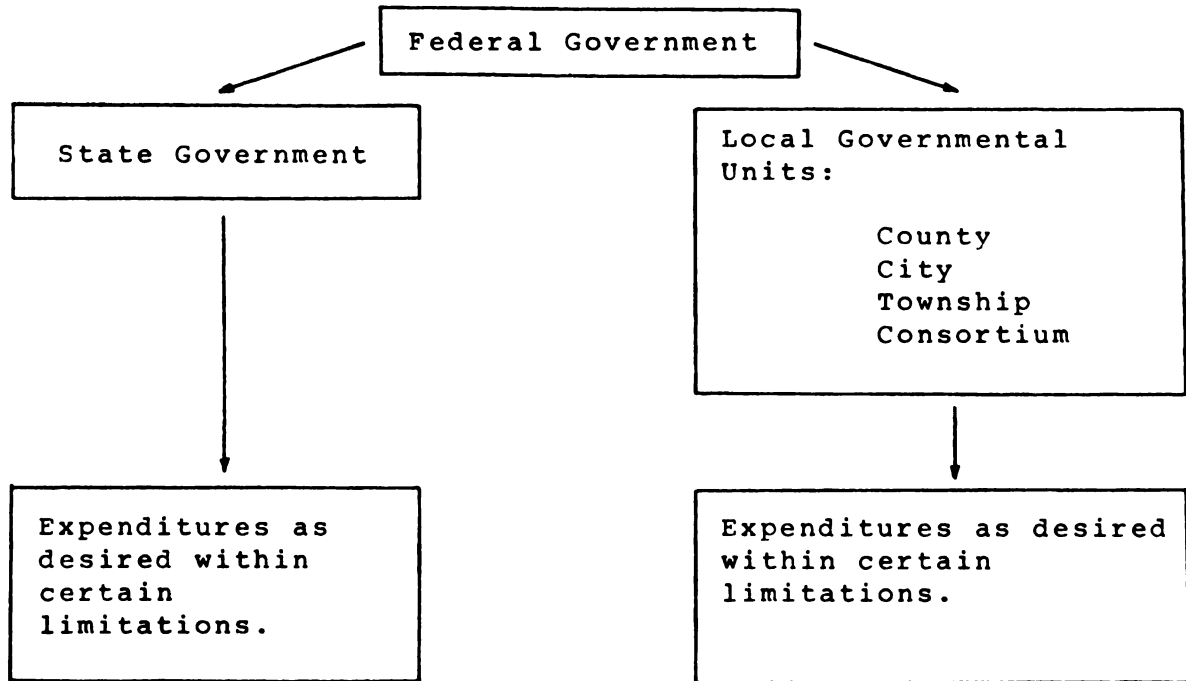
Figure I  
Paths of Fund Distribution Under the  
Emergency Employment Act of 1971



The structure of the SLFAA retains the concept of placing the responsibility at the local level, and is far less complicated than the EEA. Figure II presents a simple schematic of the structure of the Federal general revenue sharing program.

From Figure I and Figure II it is evident that both programs are concerned with having a structure which emphasizes the position of responsibility for the local unit of government.

Figure II  
 Paths of Fund Distribution Under the  
 State and Local Fiscal Assistance Act of 1972



The techniques involved in the two programs are aimed at achieving an implied common goal--decentralization of the decision-making process.

Under the EEA this is effected in BOS counties differently than in non-BOS jurisdictions. Non-BOS jurisdictions such as state governments, metropolitan areas, and counties with populations over 75,000 are able to deal directly with representatives of the Federal government, and receive EEA monies in a likewise direct manner. But for BOS counties such direct communication is not possible. In the case of these counties, communications are made to the state BOS headquarters office. Furthermore, the BOS counties receive their monies from the BOS state headquarters, i.e., the 'pass through' method is

utilized for the disbursement of the funds. Therefore, the programs in BOS counties are basically under the control of state level government rather than federal level government.

The technique advocated for the revenue sharing program is the general form evidenced in the EEA non-BOS participating jurisdictions. In other words, the dispersion of monies to all forms and sizes of local governmental units is very direct; there is no restriction for direct receipt based upon population size, and therefore no need for the state pass-through seen in the BOS counties of the EEA.

The ultimate goals of both the EEA and the SLFAA are identical--both are intended to achieve the goal of decentralization of the decision-making process for Federal grant programs. Both allow local elected officials to establish their spending patterns and priorities in concert with the perceived needs of their communities. The EEA is restricted to a singular program, while the SLFAA concerns implementation of a non-categorical grant which is not restricted to a single use.

The administration of either program comes to the central issue of concern. Though EEA administrative responsibilities are possessed at various levels of government the emphasis here is on the organization exhibited in BOS counties, particularly those meeting the rural criteria. The arrangement in BOS counties is as follows: primary responsibility is at the State BOS headquarters office which is in turn subordinate to



the U.S. Department of Labor; the next lower level in the hierarchy rests at the County Board of Commissioners; subordinate to the Commissioners, in general, is the EEA administrator; at the lowest level is the hiring agent who is responsible to the county EEA administrator.

With the SLFAA there is virtually no State administration for subordinate governmental jurisdictions. The State revenue sharing office has two primary functions: the first is to administer the State revenue sharing program; the second is to act as a storage depot for copies of records of the revenue sharing experiences of the local governmental jurisdictions, i.e., an auditing function.

Local units of government using SLFAA funds have direct administrative control of their programs. In the rural areas this control is the responsibility of the chief elected official of the jurisdiction, who in turn may delegate the routine administrative efforts to a subordinate.

Therefore, it can be said that in general the EEA and the SLFAA at the rural county level and below are administratively similar. Above the county level the EEA becomes more complex.

#### SUMMARY

This chapter presented a brief historical accounting of efforts to implement programs to share Federal revenues, from the beginnings of this democracy through the present. Reference was also made to the keystone social legislation of the 1960's.

The Emergency Employment Act of 1971 and the State and Local Fiscal Assistance Act of 1972, were described as the present-day versions of the attempt to decentralize the decision-making process. They are the cornerstones of the 'New Federalism' which seeks to replace the categorical grants of the 1960's with the non-categorical grants of the 1970's.

In an attempt to substantiate the opinion that the EEA is the forerunner of revenue sharing the final portion of this chapter dealt with a comparison of the EEA and the SLFAA with respect to their structure, techniques, goals, and administration.

## FOOTNOTES - II

<sup>1</sup>"The History of Revenue Sharing". The Domestic Council, Executive Office of the President, Washington, D.C.: U.S. Government Printing Office, 1971, p. 1.

<sup>2</sup>"Revenue Sharing and Its Alternatives: What Future for Fiscal Federalism?" Volumes I, II, III. Subcommittee on Fiscal Policy of the Joint Economic Committee, 90th Congress, Washington, D.C.: U.S. Government Printing Office, 1967, p. 11.

<sup>3</sup>Ibid., p. 37.

<sup>4</sup>Ibid., p. 51.

<sup>5</sup>Ibid., p. 55.

<sup>6</sup>Ibid., p. 55.

<sup>7</sup>Kruger, Daniel. "Manpower Programs and Institutions", a graduate level class in the Department of Labor and Industrial Relations, Michigan State University, 1972.

<sup>8</sup>"The History of Revenue Sharing". The Domestic Council, Executive Office of the President, Washington, D.C.: U.S. Government Printing Office, 1971, p. 2.

<sup>9</sup>Ibid., p. 2.

<sup>10</sup>Ibid., p. 3.

<sup>11</sup>Ibid., p. 5.

<sup>12</sup>Ibid., p. 5.

<sup>13</sup>"Emergency Employment Act: An Interim Assessment. Part I". Subcommittee on Employment, Manpower and Poverty of the Committee on Labor and Public Welfare, U.S. Senate, 92nd Congress, Washington, D.C.: U.S. Government Printing Office, 1972, p. 9.

### CHAPTER III

#### REVIEW OF THE PERFORMANCE OF THE EMERGENCY EMPLOYMENT ACT OF 1971

#### IMPLEMENTATION AND ADMINISTRATION OF THE EEA IN BOS-MICHIGAN

##### Initial Phase

The first months of program implementation were hectic and confusing. County Commissioners were informed in August 1971 that if they wanted their share of EEA funds an EEA program had to be implemented in their county immediately.

Within the matter of a few days to a week the following scenario was repeated in every county of the BOS jurisdiction. Through the local newspaper County Commissioners announced that funds were available with which additional public service personnel could be hired. The Board of Commissioners set a date on which they would meet with all interested parties. At the meeting the prospective hiring agents presented themselves; though the public was welcome to voice their opinions few were present and vocal. After the hiring agents made their requests, the Commissioners decided which positions were worthy of funding. The Commissioners then reported their decision to the Task Force Headquarters which rejected or accepted the county recommendations. Notification of the

allowable positions would then be given the county, whereupon the hiring agents were responsible for selecting the participants.

### Second Year Hiring Freeze

A total hiring freeze in BOS-Michigan was instituted July 28, 1972. The freeze was complete--no new positions could be opened nor could replacements be hired for participants who leave the program.

The explanation<sup>1</sup> for the institution of this freeze was that, in the aggregate, BOS counties were spending their money too quickly. The Task Force Headquarters did not concur with this analysis. In October 1972 Task Force Headquarters produced documented proof that BOS counties were not overspending. However, the freeze was continued.

The hiring freeze was effective. From July 28, 1972 until July 1, 1973 when the freeze was lifted, the number of participants fell from 1822 to 1299. This is a reduction of 523 jobs (29%) in less than one full year.

Two effects became obvious during this operation of the program on a month-to-month basis. First, there were considerably fewer people employed, and no new participants. Secondly, the possibility of any realistic local program planning was effectively discouraged and virtually non-existent.

### Third Year and Phase-out

The EEA was legislated to expire on June 30, 1973 but due to the imposition of the hiring freeze it has been extended<sup>2</sup> for one fiscal year, i.e., until June 30, 1974.

During the freeze not all of the originally allotted money was disbursed to BOS-Michigan. The unexpended money is now being used to finance the program until June 30, 1974.

For BOS-Michigan this third year represents a major effort to phase-out the EEA program. To begin the third fiscal year, individual BOS counties will be operating their programs at approximately 56% of the level of the initial funding period in 1971. As the fiscal year continues the program will continue to diminish to even lower percentages.

The phase-out proceeds on a gradual basis to allow two things to happen. The first is to allow the smaller level of funds to be spread over the entire fiscal year. The second, and the more important, is that because the acknowledged goal of the BOS Task Force is to transit all EEA participants to permanent employment either in the public or private sector doing so gradually makes the task easier.

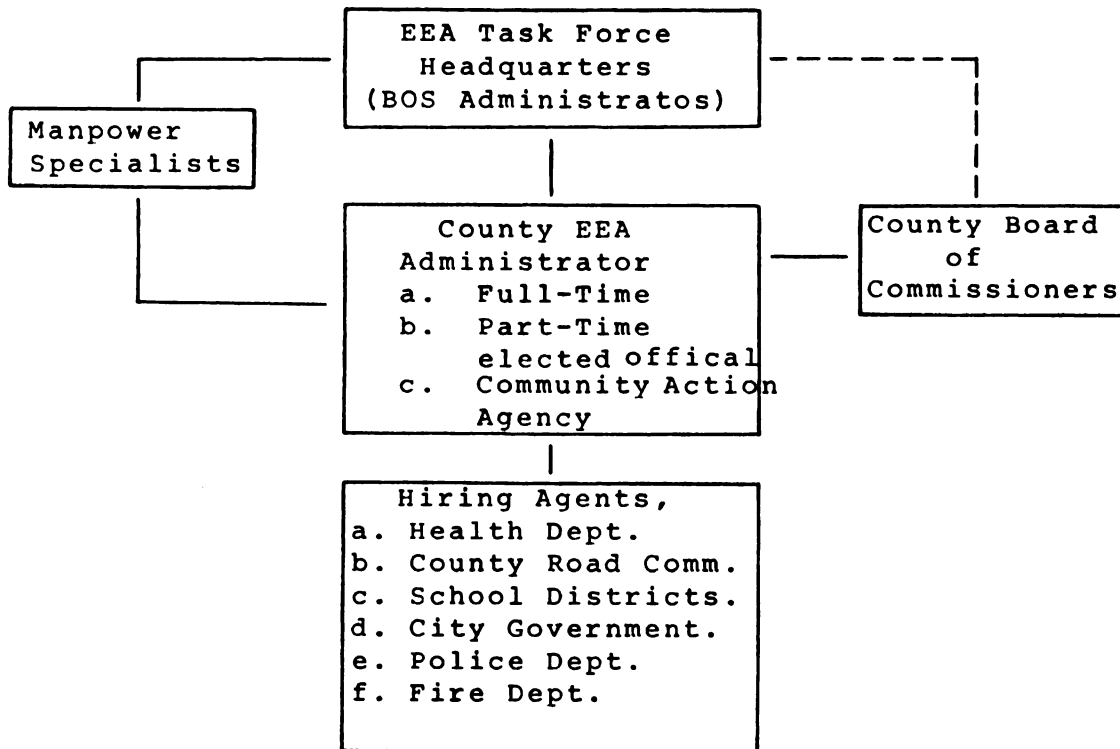
#### Administrative Organization

The administrative organizational lines within BOS-Michigan are diagramed in Figure III.

Overall coordinating and administrative responsibility belongs to the BOS Administrator in Lansing. The BOS Administrator maintains oversight and operational control of the program in the 65 BOS counties. The Administrator has a supporting staff of Manpower Specialists. The staff personnel are the Administrator's field representatives and are in direct daily contact with the EEA programs in the various counties.

Figure III

## The Administrative Organization of EEA in BOS-Michigan



At the county level, the final responsibility belongs to the County Board of Commissioners. The Board's function is two-fold: (1) initially to request the hiring agents to recommend positions they need, and decide which jobs should be funded; and (2) to assure compliance with program guidelines.

As part of their function of deciding which positions should be funded the Commissioner's generally appointed a County EEA Administrator. Selection of this administrator was accomplished in one of three ways. One was to hire a full-time administrator, paying his salary from EEA funds; a second, and most predominate selection method, was to give this responsibility to the County Clerk or some other local

elected official; the third was to allow the local area Community Action Program to provide the administrative manpower.

Though Commissioners have the final responsibility for the operation of the program in the county, the day-to-day responsibility belongs to the EEA administrator. It is the EEA administrator who has direct communicative access to Task Force Headquarters. The foremost responsibilities of the county administrator are to ensure that the general program guidelines are followed, and to ensure that the conduct of the hiring agents as they hire, promote or release their EEA participants is also in accordance with the guidelines.

#### SUMMATION OF DATA COLLECTED

##### Methodology of Data Collection

The methodology employed involves research in the month of February 1972. The purpose of the research in this time period was to gather data concerning the types of positions funded and the participants employed in the initial implementation phase of the EEA. These data were obtained from the files of the BOS-Michigan Task Force Headquarters in Lansing. Appendix A contains various tables which have been compiled as a result of this phase of the research.

The information collected relative to the positions funded was a complete listing of the positions requested by the BOS counties for the initial grant of Section 5.<sup>3</sup> Each position was coded with a six-digit Dictionary of Occupational Titles (D.O.T.) code. The population of this listing was 1358.



The information regarding the participants was developed from a random sampling of approximately 5% of the persons hired for the Section 5 positions. The absolute number in the sample is 72.

In addition to collecting the data, interviews were held with county officials regarding their program implementation processes. Interviewees were selected randomly from among the BOS counties. The interviews were conducted via the telephone, with two exceptions when the interview was conducted in person. A sample of the questionnaire can be found in Appendix B.

#### Positions Requested and Funded

The information on positions requested and funded was obtained at the BOS Task Force Headquarters in Lansing during February 1972. Of the 1358 positions under Section 5 there were 171 different Dictionary of Occupational Title codes.

The occupations listed most often were Janitors (143), and Policemen (114). Combined, these occupations represented 19% of all the positions requested. There were 72 occupations for which one request each was received. These 72 represent about 5% of the total requests.

The category with the largest number (in absolute and percentage terms) of occupations requested was the Service category. In this category there were 468 positions requested; mostly for Janitors, Maintenance Men, and Policemen. The

Professional, Technical and Managerial category was next with 301 (22%) positions requested. Most of these requests were for Teachers, Teacher Aides, and Secretaries.

The Clerical and Sales category accounted for 190 requests (14%) and the Structural category accounted for 186 requests (13.7%). The remaining four categories (Farming and Related Processing; Machine Trades; Bench Work; and Miscellaneous) accounted for the remaining 15.7% of the positions requested.

The importance of this description of the distribution of occupations initially requested and funded (see Appendix A for greater detail) is in the predominance of what may be characterized as "low risk"<sup>4</sup> or safe occupations. By selecting janitors, policemen, teacher's aides, and secretaries, occupations were funded which were relatively easy to fill, were relatively easy to phase-out at program's end, and were easily visible to the general public. The decision makers were conscious of public opinion as well as the short term nature of the Act.

#### Participant Profile

Of the sample of 72, 57 (79%) were male and 15 (21%) were female. The male-female distribution of EEA participants is somewhat below the normal labor force distributions. The labor force participation rate of women is below that of men in rural areas, and women in non-rural areas, but not of a 4 to 1 ratio.

Racially, 69 (96%) were White and 3 were non-White (two American Indians, one Black). The exaggerated predominance of Whites is consistent with the White--non-White ratio for the entire rural population of Michigan. Michigan does not have a large non-White population outside of the urban centers.

The mean age of the sample was 35 and the median age was 33. The mean and median ages indicate heavy selection of participants from the prime labor force, and to an extent indicates the severity of economic depression and unemployment in rural areas.

Further indicating the severity of economic depression in rural areas is the educational attainment, and the lengths of unemployment exhibited by the EEA participants. Seventy-four percent of the sample had a 12th grade or better education; the mean and median years of education was 12. The range of years of education was from 6 to 17. The range of length of unemployment was 0 to 52 weeks in the year previous to EEA employment. There were nine persons (12.5% of the sample) who were unemployed 52 weeks; five were male, four were female.

The degree of education indicates a "well qualified" unemployed work force. When considering the education and the lengths of unemployment of the sample it is obvious that rural areas were in poor economic positions; poor enough that major outside assistance such as that provided through the EEA was called for.

Sixty-one percent of the participants were Veterans. This far exceeds the thirty-three percent which was the target level according to the Act. Of these Veterans, 43 were male and 1 was female. Furthermore, 75% of the male population of the sample were Veterans. The emphasis on hiring the Veteran made more difficult the hiring of women, teenagers and other minority segments of the labor force.

An important prerequisite to becoming an EEA participant was that one be unemployed or underemployed. In the sample 64 (88%) were unemployed, and 8 (12%) were underemployed. To be unemployed one must have been without work for one week and looking for a job during the previous four weeks. To be underemployed one must be a part-time employee or have a family income of members age 16 or older, below specified poverty levels.

Some emphasis was also upon hiring disadvantaged persons; but this was not a primary target group. Of the sample, 25 (35%) were classified as disadvantaged. Of the 25, 22 were male. Knowing that hiring disadvantaged persons was not a primary goal of the program this 35% figure is viewed as also indicating the inferior economic situation of a large portion of the rural populace. Another target group to be given assistance through the EEA was the handicapped. In the sample only 3 (4%) were handicapped.

Another factor reported on the participant information forms held in the BOS Task Force Headquarters was the participant's income for the previous 12 month period. The range

of income for the sample was \$0 to \$11,000. The mean was \$2860; the median was \$2674--salaries which indicate the participants were generally in economic poverty.

The income of males was considerably more than for females. For males, the mean was \$3220; median was \$2708. For females, the mean was \$1730; median was \$1700. The Black in the sample had an income of \$1600. The incomes of the American Indians was \$4000 for one, and \$726 for the other.

Because the EEA was to provide new jobs, the hiring agents were not to release employees then rehire them with EEA money. However, the sampling produced 8 males (11%) who had been previously employed by the hiring agents.

#### SUMMATION OF QUESTIONNAIRE RESPONSES

##### Methodology of Questionnaire Research

Whereas the research for the initial implementation was for the entire BOS-Michigan jurisdiction the research conducted in the second time period (July-September 1973) had to be reduced to a manageable sample size. It was necessary to reduce the sample size because the research was to be conducted exclusively through the interview mode.

There are twenty counties in the State of Michigan which are considered rural according to the U.S. Bureau of the Census.<sup>5</sup> From these twenty a sample of five (20%) was chosen.

The counties in which the research was conducted were selected in the following manner. To narrow the sample to five counties nine factors common to all counties were

considered. These factors are: (1) initial funding levels for Sections 5 and 6; (2) the types of jobs funded under Sections 5 and 6; (3) the number of EEA employees initially hired; (4) the average projected yearly salary of EEA employees in the county; (5) the county total population; (6) the county labor force size; (7) the ratio of labor force size to the number of EEA jobs funded; (8) the ratio of total county population to the number of EEA jobs funded; and (9) the county per capita income.

Equally weighting these factors and then ranking the counties according to them the counties of Gladwin, Oceana, Ogemaw, Osceola, and Sanilac were selected for inclusion in the sample.

The interviews in the July-September 1973 time period were held with County Commissioners, EEA Administrators, and hiring agents of the five counties mentioned above. Interviews with the County Commissioners and the EEA Administrators were conducted in person. The interviews with the hiring agents were accomplished via telephone conversations. The total sample of interviews was near twenty.

Separate and different questionnaires were developed for use when interviewing either the Commissioner, the Administrator, or the hiring agent. Each of the questionnaires dealt with the areas of planning for the EEA, implementation of the EEA, and general impressions or thoughts about the EEA.

The questions employed are "open ended". This type of questioning was employed in an attempt to receive the most

honest and forthright opinions of the respondents. With the "open ended" format respondents were less inhibited to provide their own explanations or answers. Consequently, respondents provided responses which could not be statistically analyzed. But the responses could be grouped in a manner which facilitated the observation of a common theme or thrust for each of the questions. Therefore, the responses reported in the text are the result of this attempt to generalize responses for each question. This is a second best approach but it effectively demonstrates the problem areas of implementation of a non-categorical grant program in rural areas.

The results of the interviews are presented according to the following divisions: Questionnaire Responses - Planning; Questionnaire Responses - Implementation; Questionnaire Responses - General Impressions and Recommendations of Local Personnel.

#### Questionnaire Responses - Planning

The portion of the questionnaires dealing with local planning activity is an attempt to ascertain the degree of planning capacity of rural county governments. Questions were employed which would reveal: (1) how county officials conceptualized the goals of the EEA; (2) whether there was an official planning body which could assess community needs and establish local priorities in selection of positions to be funded; (3) the degree of public input into the program decision-making process; (4) the degree of local autonomy

through the life of the EEA, i.e., how great has been the need for outside assistance; (5) did the decision makers have any knowledge of the characteristics of the unemployed labor force in their deliberations for selecting positions and what was the effect of this knowledge or lack of knowledge; and (6) how have county officials determined the positions and personnel to be transited to non-subsidized employment, i.e., what is their phase-out plan: Samples of the exact questions employed to determine the planning capacity, as related to the above issues, can be found in Appendix C.

Responses to the questionnaires reveal a general consensus of opinion among local EEA personnel regarding the several items involved in the planning function.

#### Goals

In order to plan for an effective program officials should consider what the expected goals of the program include. In responses to this line of questioning it was found that the greatest concern of local officials was attaining the goal of providing transitional employment for their EEA employees. The short life of the EEA forced this overriding concern. Emphasis on providing jobs which are transitional in nature precluded many attempts to plan for funding positions which may be referred to as 'new' or 'innovative'.

Beyond attainment of the primary goal, minimal consideration has been given to the secondary goals of coordination with manpower programs, civil service reform, and job restructuring. There is no civil service structure in rural



counties therefore there has been no civil service reform. Coordination with other manpower programs cannot easily be accomplished because rural areas generally do not have ready access to such programs. Lastly, rural areas are not equipped to undertake job restructuring even where it may be possible.

#### Planning Apparatus

The attention paid to the transitional goal but not to the secondary goals, as indicated in the preceding paragraphs, can be explained by the lack of a formal county planning body which can make a definitive planning effort.

In response to a question such as, "Does there exist an agency or personnel in your area which formally undertakes planning the methods for meeting program goals and priorities?", the respondents gave the following answer. Active participation in the decision process was principally by the county commissioners.

What has been the effect on assessing community needs of the absence of a formal planning body? Local 'need' assessment has been on an informal, individual basis. It reportedly has been based on how the commissioners "had a feel" for the needs of the hiring agencies. As a result, the commissioners tried to "share the wealth", i.e., to allocate the money to as many agencies as possible.

Respondents also suggested that if there was not enough money for all agencies to have funds a "priority list" was

developed. As a result, commissioners disbursed money to the agency or agencies which they thought needed the money the most.

Furthermore, County Boards of Commissioners have tended not to hire full-time administrators. The local rationalization for this action has two bases: (a) the programs in rural counties employ on the average only 12-18 persons, and (b) with a program that size commissioners wanted to fund another type of position which would have a greater return relative to satisfying community needs.

#### Selection of Participants

Knowing beforehand what types of occupations were selected for funding and also knowing of the participant profiles the questionning turned to determining local officials' knowledge of the make-up of the available unemployed labor force. Respondents made it apparent that county commissioners and hiring agents had not considered the 'quality' of the unemployed labor force when deciding which positions to select for funding.

Local officials indicated they do not have information available concerning the aggregate unemployed labor force in their county. Furthermore, there was no indication that such consideration would be made if the positions selected were to be reconsidered.

In addition, some hiring agents were unaware of, or were confused as to the requirements regarding the personnel

to be hired. This resulted in some personnel having to be released and replaced.

This confusion can be attributed to the short lead time for implementation and the non-existence of early guidelines promulgated by the Federal government. If formal guidelines had been developed and disseminated prior to implementation this problem would not have arisen.

#### Public Input

One facet of the decentralization goal for federal programs which clearly was not evident in the EEA concerns local population input into the decision-making process. Public input was reported as being negligible. Questionnaire respondents unanimously reported that input into this process was via the county commissioners, the hiring agents, and the county EEA administrator.

#### Local Control

Another strong point of non-categorical decentralized programs is the increased amount of control the local officials have over program operation. Responses to questioning relative to non-local program oversight overwhelmingly indicated the county EEA programs were operated independently of outside sources. But when assistance was called for the primary source of aid was the BOS Task Force Headquarters in Lansing. Assistance was generally requested to explain some portion of the guidelines, or how to fill out the required reporting forms.

### Phase-out Planning

A discussion of the planning for the EEA can not be complete without mentioning the planning which has taken place at the Task Force Headquarters level.

For the third fiscal year, i.e., the phase-out, principle responsibility for "planning" rests with the Task Force Headquarters. The Task Force office has established a goal of 100% transition for participants into full-time, non-subsidized employment into either the public or private sectors.

To accomplish this goal a plan has been developed detailing the procedures hiring agents and county administrators must follow to phase-out the local county program by June 30, 1974. The plan calls upon county administrators to detail the means of transition for participants to permanent positions. Information must also be provided detailing the action which will be undertaken in the event any participant cannot be successfully transited to permanent employment by the end of the fiscal year.

County officials responded unanimously that their planning efforts now center on complying with the phase-out plan promulgated by the Task Force Headquarters. Emphasis at the county level is on ensuring that most, if not all, participants have full-time, non-subsidized employment when the EEA expires in 1974.

To accomplish the goal nearly all hiring agents who were questioned responded that they are moving or will move participants to non-subsidized positions similar to their EEA

positions. Exceptions to this action occur when a participant is due for a promotion; but generally the promotion retains the participant within the same promotional line, i.e., he is not moved into a new occupational field.

#### Questionnaire Responses - Implementation

The portion of the questionnaires concerning implementation of the EEA is intended to investigate the results rural counties experienced with this program. Questions were employed which would reveal: (1) what were the criteria employed by local officials as they selected personnel to be hired; (2) was there any difficulty in finding personnel to fill the funded positions; (3) was there any evidence that the positions dictated the type of personnel who were hired; (4) what did the local officials regard as the benefits or outstanding effects their county received from the EEA; (5) what has been the success of meeting the transitional goal, and where have participants been transited; and (6) do local officials regard the criteria of the rate and severity of unemployment as being to their advantage or disadvantage, or what other criteria would they like included. Samples of the exact questions employed to determine the implementation experiences, as related to the above issues, can be found in Appendix C.

Responses to the questions reveal a general consensus among local EEA personnel regarding several items involved in implementing the EEA.

## Participant Selection

Implementation of the EEA revolved around efforts to select qualified participants. Therefore, the questioning about local implementation of the EEA was predominately concerned with the participant selection process and further activity which concerned the participants.

Officials generally employed one or more of the following criteria, in addition to those in the guidelines, in their selection of EEA participants: (a) receipt of a high school education; (b) good health; (c) personal and job related references; (d) younger than middle age; and (e) work experience.

Interviewees reported there was little difficulty finding personnel as all of the funded positions were filled. With the predominance of low-skilled, non-professional positions there was little problem filling a vacant position. Responses indicated some positions took longer to fill than others, depending on the type of job; e.g., Registered Nurse and Police Narcotics Investigator took longer. For the majority of positions though, the supply of eligible personnel exceeded the demand.

Can any position dictate that certain types of individuals be chosen for that position? Some officials suggested that this was the case. On the otherhand, others responded that this was not the case. A yes response was based on the premise that the low-skilled, non-professional type of position limits the hiring agent's field of choice for potential participants. A no response was based on the Veterans

emphasis and the hiring agent's desire to comply with this emphasis. Therefore Veterans were hired with less regard to their qualifications than would have been the case without the Federal emphasis for hiring the Veteran.

In response to questioning as to how personnel were recruited it was generally reported the institution through which participants were found was the Michigan Employment Security Commission (MESC). Some hiring agents indicated they have had to find participants on their own as the MESC could not provide what was needed.

#### Program Benefits

Though these local areas had exhibited a minimal planning capacity the officials interviewed were asked, "What is your opinion of the benefits or special effects coming from the EEA?" Of those officials who could give a quick response many indicated that the greatest benefit derived from the program was in moving people off the welfare rolls into full-time employment.

Comments by program agents concerning community needs which have been met through the EEA took the form of reciting the various newly funded positions. The rationale was that whatever the hiring agency, if it had an EEA employee a need had been addressed and at least partially fulfilled.

#### Transition of Participants

Transition of participants to non-subsidized positions was the primary goal of local officials. Therefore, questioning

was directed toward establishing the success local programs had in attaining the goal. Local officials indicated that during the life of the program transition to permanent, non-subsidized employment of EEA participants had been very satisfactory. Most of the movement has been into the private sector. This movement is horizontal for the majority, but for a few there is some vertical movement. The upward movement is to a job paying, on the average, only slightly higher than the EEA position. County administrators who were especially willing to discuss their program flatly stated that in their county the public sector hiring agents have been unable to pay the salaries of the participants as non-subsidized employees.

Finally, local officials are nearly unanimous in their opinion that the criteria which are employed to determine a county's allotment is equitable and generally satisfactory. Acceptance of the use of a county's volume and severity of unemployment relative to the aggregate BOS figures as the funding criteria is widespread.

Questionnaire Responses - General Impressions and Recommendations of Local EEA Personnel

The portion of the questionnaires dealing with general impressions and recommendations is intended to obtain the views of local personnel, who had to work with the EEA, about the operation of a non-categorical grant program in rural areas. Questions were employed which would reveal: (1) what was the extent of program oversight from the Federal and State



P

i

t

a

l

a

r

i

w

c

t

e

i

h

o

a

r

e

c

a

f

e

o

h

program offices; (2) what level of government do county level officials feel is the appropriate level of government to administer a non-categorical grant program; (3) what, if any, kinds of extra rewards or incentives could be given to local officials to urge them to meet program goals; (4) can a non-categorical grant program similar to the EEA provide rural officials with a flexible program to meet their changing needs; (5) what suggestions can local officials offer as ways to improve implementation; and (6) related to (5) local officials were asked, if they had received assurances that the EEA would continue indefinitely how could this have affected their decision processes for program planning and implementation. Samples of the exact questions employed in this phase can be found in Appendix C.

Responses to the questions reveal a general consensus of opinion among local EEA personnel regarding their impressions and recommendations for improving the program.

#### Program Oversight

A revenue sharing program has as a basic concept the idea of decentralization of the decision process with a minimum of control or overseeing by the Federal government. The EEA as a forerunner of revenue sharing has exhibited a minimum of federal oversight.

The program oversight which is exhibited takes the form of open lines of communication and coordination between the Task Force Headquarters and the individual county programs.

The one negative aspect of non-local activity concerns the increasing amount of paperwork and reporting required by the Task Force Headquarters.

#### Proper Implementation Level

In concert with the above impression, local officials strongly indicated that the county is the proper governmental level to administer a non-categorical grant program. There were several reasons given: (a) a county administrator has the best access to the local populace, hiring agents, etc.; (b) it is easiest for a local administrator to establish a close working relationship with the hiring agents; (c) close contact and availability; and (d) minimization of higher level politiking.

Exceptions to advocating the county as the proper level arose for those counties with very small programs. A few officials suggested that it might prove administratively efficient to form a consortium of small-program counties.

#### Extra Rewards or Incentives

Officials connected with the EEA indicated there was no need for extra rewards or incentives to counties to transit participants to permanent, non-subsidized employment, or to meet any of the other program goals. Respondents stated that incentives are built into the program through the receipt of the grant, and the personal satisfaction of giving someone a full-time job.

Though program agents generally indicated satisfaction with the funding and the criteria employed, many suggested additional criteria which should be considered when county funding levels are established. These criteria include:

(a) consideration of the economic make-up of the county population in counties where there is no unemployment office; (b) the development of a method to measure the types of jobs which are needed to attract industry; and (c) the county's general economic condition.

#### Provision of Flexible Program

All officials interviewed were of the opinion that the EEA does provide the mechanism by which localities can adapt to changing circumstances, i.e., the local decision ability provides needed program flexibility. Though this is the case some officials felt that the EEA generally was not being used to it's best advantage, i.e., the commissioners are not exercising the flexibility this type of program enjoys.

#### Suggestions for Program Improvement

Suggestions which are offered by local officials to improve an EEA type of program in it's implementation and/or planning phases in a rural area include: (a) less federal control; (b) the necessity of formal guidelines promulgated prior to the actual disbursement of funds and implementation of the program; (c) the legislation of stricter guidelines; (d) improvement of the ability of local officials to give more serious consideration to job needs and community needs;

(e) larger amounts of funds to use in the hiring of more participants; and (f) develop a better method of gathering accurate unemployment data which will clearly represent the local situation.

#### Effect of Longer Program Life

Finally, all local officials, when asked, "If assurances of an indefinite life for the EEA had been given would you have changed your expenditure pattern?", responded there would have been no change in their pattern of planning, implementation and expenditures.

#### SUMMARY CONCLUSIONS REGARDING EEA PLANNING AND IMPLEMENTATION

The summary presents the planning and implementation activities which have acted to undermine the EEA's demonstration of the operation of a non-categorical grant in rural areas.

The rapid implementation of the program was the first action which acted to negate the effectiveness of the EEA. It resulted in an absolute minimum of planning. The non-existence of a formal planning body at the local county level made rapid implementation of the program even more difficult. Planning as such was "off the cuff" via the county commissioners as a body; regarding what they individually thought or felt to be the needs of their community.

Implementation without published guidelines proved to be of poor judgement and led to a real 'credibility gap'<sup>6</sup> between

the hiring agents, the county administrators, the State BOS office, and the Federal bureaucrats.

Compounding the problem, local knowledge of the operation of a non-categorical grant program at the county level is minimal. With no provision for a local professional program administrator the local administration lagged, and thereby suffered. Provision of such a specialist could have resulted in more effective and accurate assessment of local community needs and priorities.

Another problem revolves around collecting accurate data concerning unemployment rates and volume of unemployment. Gathering accurate data is very important in the determination of the allocation a specific county receives. This is especially true in a rural county.

Collecting these data in rural areas has proven to be difficult. It is more difficult because, for example, the labor force participation rate in rural areas is relatively low, and many who are employed are actually underemployed and would shift to other jobs quite readily.

A problem which can be attributed to the very rapid implementation of the program concerns promulgation of program guidelines. Not only were guidelines distributed considerably later than the initial fund disbursements were but those guidelines which were finally promulgated by the U.S. Department of Labor tended to undermine innovative action and local efforts to experiment with different approaches. For example, the obsession with hiring Veterans, especially Viet Nam era Veterans, overshadowed all other priorities.

Nearly as important to the success of the program as the need for good planning, is the size of the county grant. With the EEA the level of local funds appropriated was too small. This general lack of sufficient funding made meeting the program goals and priorities as established in the guidelines more difficult.

One of the requirements which must be met by each county in order to receive federal funds is the provision of matching funds, either in cash or in kind. In the EEA the match was to be 10% of the total. In rural counties the opportunity cost of providing match could have been substantial, i.e., there may have been alternative ways to spend the matching funds which would have had a greater return and/or a return over a longer time period.

How can rural areas really assess community needs? Rural areas generally do not have the technical knowledge to systematically assess such needs. Furthermore, the rapid implementation and the subsequent hiring freeze eliminated thoughts of undertaking serious long term assessment.

In rural areas the secondary goals of civil service reform, linkages with manpower programs, and job restructuring cannot easily be accomplished. Rural areas seldom have a civil service system to reform, and seldom have access to manpower programs. Furthermore, there are several reasons why attaining the goal of job restructuring is difficult in rural areas. Reasons for the difficulty may include: (a) local hiring of the same 'type' of person, for (b) the same

type of job as is already existing; (c) the participant profile indicates a generally well qualified unemployed labor force; (d) the preference for Veterans diminishes the possibility of hiring a disadvantaged person or a welfare client for whom job restructuring may prove beneficial; and (e) unemployed minority individuals in rural Michigan counties are non-existent in large numbers.

For rural counties these particular goals cannot readily apply. Goals more appropriate for rural areas should be given consideration when designing a non-categorical grant program for implementation in a rural area.

As the program was implemented hiring agents realized an opportunity to obtain funds for more jobs. They needed only to make their requests known, but known on very short notice. The result was that the positions requested to be funded were additions to positions which already existed.

Selecting to add to existing low scale jobs may be the result of: (a) hiring agent ignorance of his grant share which resulted in positions for which a given dollar amount could be used to hire the most people; (b) the feeling that such positions fulfilled an agency need; (c) the rapid rate of program implementation; (d) uncertainty as to the length of employment of EEA participants thereby making selection of low risk positions mandatory; and (e) it is less costly to transit a low salary employee to a permanent position.

Transition to permanent public employment in rural areas could prove more difficult in the future. Such capabilities



are minimal when the annual agency budget does not vary a great deal from year to year. One suggested solution to this dilemma is the use of revenue sharing funds to pay the salaries of former PEP employees retained in public service.

Public input into the decision-making process was intended to be increased but was never really forthcoming. Explanations for lack of public interest and input could include: (a) population ignorance of the intent of the Act; (b) no existing organization through which public opinion could be voiced; (c) the rapid pace of program implementation; and (d) public disinterest.

Input into the decision-making process was from the county commissioners, the hiring agents, and the program administrators. The most active were the county commissioners. But the commissioners generally do not possess nor have access to the expertise desired to make efficient and effective implementation of their plans possible.

Over the life of the EEA there has developed a great deal of paperwork. Red tape exists in a program which is not supposed to exhibit more than the minimal amount necessary to administer a non-categorical grant program.

The continued uncertainty of the life of the EEA has virtually done away with the incentive to 'plan ahead' or in other ways to be forward looking. This uncertainty has managed to defeat a purpose of the program, i.e., to meet community public service needs which could not be met previously.

Rural areas have faced many problems in their planning and implementation of the EEA. Some were brought on by the program itself, others were already present. The program brought the problems of rapid implementation (short lead time), lack of formal guidelines, the nearly impossible to achieve secondary goals, an uncertain life expectancy, and the responsibility of local control.

The problems already present in rural areas were the lack of a long run planning capacity, limited access to "professional" personnel or agencies which possess the knowledge and tools to accurately and objectively assess community needs, and no local "expertise" in the area of non-categorical grant implementation, i.e., local officials had a lack of awareness of alternative methods of fund expenditure, and a lack of understanding of how to utilize the available manpower most effectively to meet area needs.

## FOOTNOTES - III

<sup>1</sup>This explanation was received in an interview with personnel at BOS-Michigan Task Force Headquarters in Lansing. The freeze was instituted with no written explanation from the Region Five office of the U.S. Department of Labor, located in Chicago.

<sup>2</sup>The EEA was not extended only in the State of Michigan. All Public Employment Programs were extended for the fiscal year. All programs in the several states are operating at levels far below their initial levels in 1971-72.

<sup>3</sup>Funds were granted under Section 5 and Section 6 of the EEA legislation. Section 5 served as the primary funding mechanism. Section 5 funds were disbursed when the national unemployment rate exceeded 4.5% for three consecutive months. Funds were released under Section 6 to areas which experienced unemployment in excess of 6.0% for three consecutive months, i.e., to be released to areas with severe levels of sustained unemployment.

<sup>4</sup>Use of the term "risk averter" (to include risk aversion) is attributed to Dr. Collette H. Moser, Department of Agricultural Economics, Michigan State University. The term appeared in "Experience of the Emergency Employment Act in Balance-of-State Michigan: Some Implications for Revenue Sharing in Rural Areas", a paper presented in the Contributed Papers Session: Rural and Community Development at the annual meeting of the American Agricultural Economics Association, in Edmonton, Alberta, Canada, August 1973.

<sup>5</sup>According to the Bureau of the Census definition a rural county does not have within its boundaries a town, city, village, etc., with an urban population exceeding 2,500.

<sup>6</sup>The term "credibility gap" was used in the context of EEA discussion in Briggs, Vernon M. "The Emergency Employment Act of 1971: The Texas Experience". The Emergency Employment Act of 1971: An Interim Assessment. Subcommittee on Employment, Manpower and Poverty of the Committee on Labor and Public Welfare, U.S. Senate, May 1972, p. 159.

## CHAPTER IV

### REVIEW OF THE PERFORMANCE OF THE STATE AND LOCAL FISCAL ASSISTANCE ACT OF 1972

The State and Local Fiscal Assistance Act of 1972 (SLFAA) is the contemporary Federal general revenue sharing legislation. It is the first part of the revenue sharing package advocated by the Nixon Administration<sup>1</sup>, i.e., it is the initial vehicle for the 'New Federalism'.

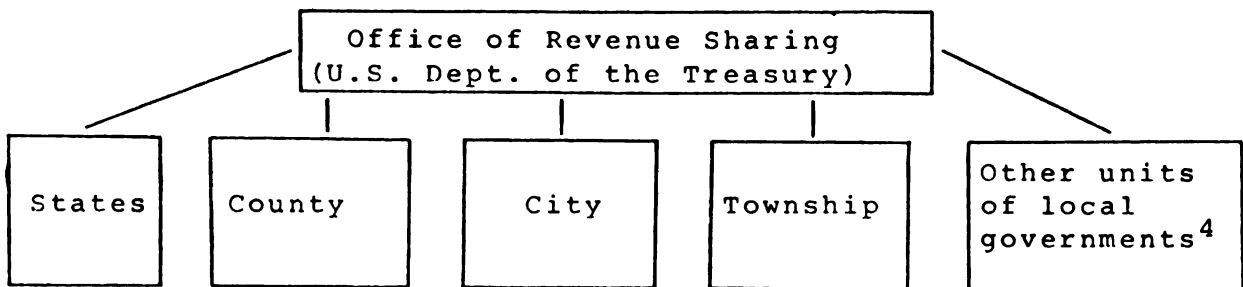
The SLFAA, as legislated, is intended to "provide fiscal assistance to State and local governments...."<sup>2</sup> It is the result of an increased Federal concern with local government 'fiscal mismatch'<sup>3</sup>. Fiscal mismatch occurs when the needs of local communities grow faster than does local ability to collect the revenues for programs to meet those needs. At the Federal level, revenues grow much more rapidly. Federal revenue collection responds relatively easily and quickly to the national economic situation as it improves or deteriorates. Therefore sharing federal revenues can help to reduce and eliminate the fiscal mismatch experienced by local units of government.

#### ADMINISTRATION AND IMPLEMENTATION OF THE SLFAA

As Figure IV clearly exhibits, the lines of administrative communication are less complicated for the SLFAA than

they are for the EEA. Through the SLFAA the local governmental units have direct contact with the Office of Revenue Sharing (ORS) in the U.S. Department of the Treasury. The ORS is the federal agency with final administrative control of the SLFAA.

Figure IV  
Administrative Arrangement for the SLFAA



Within each governmental unit the administrative organization for SLFAA implementation is to be arranged to be compatible with the existing structure. The chief local elected official has final responsibility for the local program operation and entitlement expenditures. These officials also have responsibility for certifying and reporting to the ORS that their programs are operating within the legislative guidelines.

Day-to-day responsibility for the administration of the entitlement funds rests, generally, with the local unit's elected Treasurer. The auditing function, to ensure compliance with the legislative intent of the program, is undertaken either by the State revenue sharing office, a local auditor, or a certified accountant.

The local implementation of the SLFAA is constrained by various requirements of the program. For example, funds can only be expended in the priority areas of public safety, environmental protection, public transportation, health, recreation, libraries, social services for the poor and aged, financial administration, and ordinary and necessary capital expenditures.<sup>5</sup>

Other constraints include: (a) the money cannot be used as matching funds for other federal government grant programs; (b) reports of planned and actual expenditures must be made public information; and (c) the three- and four-part formulas developed in the legislation.

As with the Emergency Employment Act, rural units were not prepared to implement rapidly the SLFAA program. Therefore, there was some confusion about the requirements for expenditure of the entitlement.

The general mode for the decision-making process was the regularly scheduled Board of Commissioners, Township Supervisor, etc., meeting. At these meetings those present usually included only the elected officials; with little representation from the local populace. Since the initial consideration of the SLFAA program these units have had to publish, in the local newspaper, information about their planned and actual expenditures. This is mandated by the legislation in an attempt to increase local population input into the program decision-making process.

## METHODOLOGY OF INFORMATION COLLECTION

Research of the SLFAA was concerned with the implementation experiences of rural governmental jurisdictions. The methodology employed in researching the implementation involves using the interview technique. Interviews were held with selected local elected officials.

Jurisdictions were selected which were located in the rural counties of Gladwin, Oceana, and Sanilac. After Selecting these counties the County Treasurer of each county was contacted. From this official was obtained a county directory of the elected officials of the county's townships and cities. With the directory, the local officials to be interviewed were chosen.

Within each county six to seven elected officials were interviewed. The interviews were conducted via telephone conversations. This method of contact proved to be the most satisfactory in terms of gaining access to the officials. The total sample taken from the three counties was near twenty.

The questionnaire was developed to view the process utilized in the planning and implementation of the SLFAA. The same questionnaire was used regardless of the level of unit the official represented, i.e., the same questionnaire was used for all county, township, and city officials interviewed. A sample of the questionnaire can be found in Appendix D.

The questions employed are "open ended". This type of questioning was employed in an attempt to receive the most

honest and forthright opinions of the respondents. With the "open ended" format respondents were less inhibited to provide their own explanations or answers. Consequently, respondents provided responses which could not be statistically analyzed. But the responses could be grouped in a manner which facilitated the observation of a common theme or thrust for each of the questions. Therefore, the responses reported in the text are the result of this attempt to generalize responses for each question. This is a second best approach but it effectively demonstrates the problem areas of implementation of a non-categorical grant program in rural areas.

#### SUMMATION OF QUESTIONNAIRE RESPONSES

The questionnaire attempts to ascertain local jurisdiction experience with the SLFAA with questioning in five areas. Questions were employed which would indicate: (1) the planning effort local officials undertook; (2) the patterns of entitlement expenditure; (3) the level of public input into the decision-making process; (4) the amount of local control or autonomy local officials have experienced; and (5) some recommendations and suggestions which local officials think could improve a revenue sharing program to better meet the needs of rural areas. A sample of the exact questions employed to investigate these areas can be found in Appendix D.

Responses to the questionnaire reveal a general consensus of opinion among local elected officials concerning these various aspects of SLFAA implementation.



## Planning Experience

What was the planning experience of rural jurisdictions as they decided how to spend their entitlements? At the first meeting to consider how the money should be spent each member of the Board, Council, etc. presented his or her opinions which were based upon past experience and knowledge. Coupling this experience with a desire to remain within the guidelines the board or council members established their "priority list" for expenditures.

These local officials of rural areas also exhibited a minimum of professionalism in their methods of assessing community needs and priorities. The financial situations of most rural localities forced them to rely on their own "expertise", with no formal planning undertaken internally or externally. For the SLFAA, as with the EEA, community needs were determined "off the cuff" at the regular Board or Council meetings.

The local elected officials in rural areas can be characterized as "risk averters"<sup>6</sup>. Because of this characteristic these officials are reluctant to develop new programs, e.g., to develop new social service programs.

## Expenditure Pattern

One of the first questions asked was of the order, "When you learned you were to receive funds for 'unrestricted' use what were your thoughts of how to spend the money?" Officials generally responded that they became very aware of the short

life of the Act. Many indicated their concern that if revenue sharing is not continued beyond the five year legislated life of the SLFAA, they will be left holding the 'financial bag'; without the means to finance the completion of some programs they had begun. Therefore, these officials are spending their entitlement money on projects which can be completed within the lifetime of the Act.

Local officials indicated they are anxious to spend their money on projects which are within the guidelines. By using the money for capital expenditures the officials are safely within those guidelines.

In the initial entitlement periods the funds have almost exclusively been spent for capital improvements. Therefore, officials were asked, "What have been your expenditures on capital projects?" Responses varied but most of these capital expenditures have been, for example, for road repair, maintenance-upkeep, and bridge construction. Not so frequently the money has been spent to construct a new master water system, to expand city library space, and to construct a new town hall.

Local officials were then queried about their opinion of the criteria employed to determine their entitlement level-- "Do you feel the funding criteria was to your advantage or disadvantage, and what criteria could you suggest for use?"

Local officials voiced the opinion that they were very glad to receive the money but many were convinced the size of

the entitlement was too small. Complaints about the size of the entitlement payments generally concerned the method of the census count for the 1970 Census, and the definition of "tax effort".

In many cases officials indicated dissatisfaction with the methods employed in the 1970 census count, which they argued underestimated their population. The emphasis placed upon population in the three- and four-part formulas used to derive entitlement sizes therefore led to grants which may have been less than the unit was entitled to receive.

The complaint regarding the notion of "tax effort" revolved around which taxes are to be included in the formulation. Some officials felt that exclusion of local millage efforts and special assessment district taxes also acted to reduce their entitlements.

Many of the officials complained of receiving less than they anticipated. But not one respondent suggested he might derive his own formulation in order to increase his entitlement.

#### Public Input

Because this is a revenue sharing program with the goal of decentralization of the decision-making process local population input into the program is important to its success. Therefore local officials were asked, "What has been the extent of local population input, and what form(s) has it taken?" All officials responding stated that as of the moment local population input into the decision-making process has

not been fully realized. This is especially true during the earliest months of the program. Two possible explanations were offered by respondents. The first was that the lead time from passage to implementation was not sufficiently long to allow for adequate communication concerning the program, to the local populace. The second was that a special meeting to discuss the revenue sharing disbursements with the local population was not required in the legislation.

But local population input has not been nil. Some officials reported that in conversations with friends, business acquaintances, etc., they have received support for their spending decisions, and have received some suggestions for future expenditures. There was also some reported dissatisfaction, but it was minimal.

Even though public input was minimal most officials were of the opinion that the goal of attaining greater local population input into the decision-making process is worthwhile. Most officials feel this would increase the effectiveness of their programs and thereby benefit their communities to a greater extent.

There was, however, one dissenting opinion relating to the publishing requirement. This opinion held that such a requirement is better suited for large cities, and that it is "silly" to publish the required expenditure information in a small city or rural township.

## Local Control

With a revenue sharing program local jurisdictions are given a good deal more autonomy in the operation of programs funded with federal money. To determine the degree of autonomy the officials realized questions such as, "Has there been adequate communication and coordination between your office and the federal offices?" and "Would you prefer greater assistance/control from federal authorities?", were asked. All respondents indicated coordination and communication with the federal Office of Revenue Sharing was satisfactory. The ability for all units of government to have direct access to the ORS was the primary reason for the local official satisfaction.

The exception to this expression of satisfaction concerns a problem peculiar to the mailing of the initial entitlement checks. The problem was that some checks were mailed to officials who were no longer holding elected office. When brought to the attention of the ORS this problem was quickly eliminated.

Because of this breakdown some officials indicated the ORS needs to develop better channels of information relative to changes in the local political make-up. By improving this information gathering it was thought that rural areas could receive their entitlement checks promptly. Aside from this relatively minor distraction most now view this facet of implementation as being satisfactory.

### Local Official's Recommendations and Suggestions

A revenue sharing program is to provide an area with greater flexibility in response to changing circumstances in that jurisdiction. Therefore local officials were asked, "Does revenue sharing provide the mechanism by which you can increase the ability of your local programs to adapt to changing circumstances?" Local officials were unanimous in their appraisal of the SLFAA as a mechanism by which local governments can institute flexible and relevant programs. Responses generally turned on the availability of the funds and the flexibility of the program money for use on projects which could not otherwise be undertaken. But the expenditure patterns generally do not indicate that local officials have exercised the flexibility and adaptability this program offers to undertake new and/or different activities.

In response to the question, "What do you think is the proper level of government to administer a revenue sharing program in rural areas?", all respondents were firm in their opinion that there is no single appropriate level of government which is most effective in administering a program such as the SLFAA. Every level of local government is appropriate, and should have complete control of its program. The direct and relatively easy access to the ORS has made it possible for each local unit to operate it's singular program effectively.

This idea of no single appropriate level was made even clearer with questioning about the desirability, or possible

scale economies derived from association with other local units, e.g., to form consortiums of townships, or counties, or cities. Each response to this inquiry was strongly negative. Expressed reasons for this opposition include: (a) it would be harder to coordinate local programs and efforts; (b) rural localities have little in common, so each unit can receive the greatest benefit by having it's own program; (c) more people concerned with the decision process means more local dissatisfaction with program results; and (d) the political considerations and dealings required would work contrary to the purpose of a revenue sharing program.

Knowing of the rapid pace of implementation for the SLFAA and the expenditure pattern of local jurisdictions a question was asked of local officials that if they had received assurances this program would continue indefinitely how could this knowledge affect their planning and expenditure pattern? Responses were to the effect that even if they had received assurances the SLFAA would continue indefinitely there would have been little change in their methods of planning, implementation, and expenditures.

These same officials indicated they would continue to spend the funds for capital improvements, but that the project or projects undertaken might be different. Some of these projects might include construction of township parks, a sewer plant, a new fire department, a new police department, or a new system of surface drains. The difference lies in the

continuing expense, long run nature of these projects as opposed to the relatively short run nature of the projects which have been exhibited with the early implementation.

Finally, interviewees were asked if they had any opinions or suggestions to offer which they thought would improve this revenue sharing program to better meet rural area needs. Several respondents offered their opinions of ways to improve the local implementation of the SLFAA. The recommendations/suggestions offered by local officials include: (a) compilation of more accurate census count data; (b) more frequent and regular communication initiated by the Federal government; and (c) increase the scope of the tax effort criteria, to include special assessment district taxes.

#### SUMMARY

The SLFAA has introduced the country to the basic principles of revenue sharing. Having provided this foundation special revenue sharing for broad areas can be implemented.

From the implementation experiences of the SLFAA several factors have surfaced which must be dealt with in any special revenue sharing program. These factors include initially, the local officials desire to spend their entitlement funds on "low risk", highly visible projects. Such projects generally have taken the form of capital expenditures for new city halls, sewers, etc.

Secondly, the local decision makers have shown a reluctance to request planning aid from outside sources. This is





generally accompanied with the absence of a local specialist or expert in the methods of effectively and efficiently implementing a revenue sharing program. The fact which most dramatically points up the need for such a specialist is the response that even if they (the officials) had known the program would continue indefinitely they would not have changed their planning and expenditure patterns.

Third, in a program which is designed to increase public input into the decision-making process there was a minimum of public input. Though this was the case many respondents felt that this was still a 'good' goal to aim for. But, there was little effort from the local elected officials to increase the level of public input.

Fourth, the SLFAA provides local units with a flexible program but local officials have not exercised this flexibility. This may be due to the two reasons of insufficient funding and the relatively short run life of the Act.

Finally, local officials are unanimous that there is no single appropriate governmental unit to implement a revenue sharing program. Local jurisdictions desire to remain as autonomous as possible and this type of program provides them with a greater degree of autonomy.

## FOOTNOTES - IV

<sup>1</sup>The other 'half' of the package consists of special revenue sharing programs in the areas of Manpower, Law Enforcement, Rural Community Development, Urban Community Development, Transportation, and Education.

<sup>2</sup>"State and Local Fiscal Assistance Act of 1972." Public Law 92-512, 92nd Congress, H.R. 14370, October 20, 1972, p. 1.

<sup>3</sup>"The History of Revenue Sharing". U.S. Department of the Treasury, Office of the Special Assistant for Public Affairs, Washington, D.C.: U.S. Government Printing Office, 1971, p. 16.

<sup>4</sup>"State and Local Fiscal Assistance Act of 1972". Public Law 92-512, 92nd Congress, H.R. 14370, October 20, 1972, p. 9.

<sup>5</sup>Ibid., p. 1.

<sup>6</sup>Moser, Collette H. "Experience of the Emergency Employment Act in Balance-of-State Michigan: Some implications for Revenue Sharing in Rural Areas". Department of Agricultural Economics, Michigan State University, August 1973, p. 11.

## CHAPTER V

### SUMMARY AND RECOMMENDATIONS

#### SUMMARY OF FINDINGS

The use of Federal grant programs which are non-categorical in nature is a relatively recent phenomenon. Furthermore, use of Federal grant programs on a large scale in rural areas likewise has not been developed. This thesis therefore investigated two recent non-categorical grant programs as they were implemented in rural areas. The research was conducted in order to discover the problem areas rural elected officials encountered as they planned and implemented first the Emergency Employment Act of 1971, and secondly, the State and Local Fiscal Assistance Act of 1972.

#### Primary Findings

From the research of the planning and implementation experiences of local officials with the Emergency Employment Act, and the State and Local Fiscal Assistance Act, there are several findings which deserve greater emphasis and repetition.

1. Local officials are in agreement that non-categorical grant programs such as the EEA and the SLFAA provide them with a mechanism for greater adaptability and flexibility than they have previously experienced.

2. With both the EEA and the SLFAA there has been a minimal amount of program oversight from Federal authorities. Furthermore, there have developed open lines of communication between local offices and the Office of Revenue Sharing for the SLFAA, and the BOS-Michigan Task Force Headquarters for the EEA. Generally, local elected officials are very appreciative of the increased autonomy these two programs have offered for program implementation.

3. Local elected officials are unanimous in their opinion that there is no single appropriate level of local government to plan for and/or implement a non-categorical grant program. Indeed, each jurisdiction, it was advocated, should retain as much autonomy as possible.

4. The lack of formal guidelines available to local officials and the extremely short lead time for both the EEA and the SLFAA eliminated the opportunity for thorough planning efforts.

5. Local governments have a noticeable absence of formal 'planning' bodies. Furthermore, there is a complete absence in rural areas of local 'specialists' familiar with non-categorical program planning and implementation.

6. Public input into the program decision-making process has been negligible. Without formal guidelines and with local officials reluctant to actively solicit public input the only activists in the decision-making process have been the county commissioners, and other officials connected with the program.

7. In implementing the EEA county commissioners chose positions for funding which were, generally, additions to already existing jobs. In implementing the SLFAA officials chose to spend their entitlements predominately for capital expenditures and other 'non-recurring'<sup>1</sup> items.

8. The EEA goal which was of greatest concern to local elected officials was that of providing program participants with positions from which they can easily be transited to full-time employment at the conclusion of the program.

9. Especially with the SLFAA, and also to a great extent with the EEA, local officials were very aware of the short run nature of the program. Because of this awareness they did not want to undertake projects which could not be completed within the lifetime of the Act, i.e., they did not want to be left holding the 'financial bag'. But even if the program had been extended indefinitely local officials would not have changed their expenditure patterns.

10. Local elected officials when given the opportunity through the SLFAA to develop their own entitlement formulations, which would replace the formulas provided in the legislation, chose not to develop their own formulas.

#### Conclusions Derived from the Findings

From the several findings listed above various conclusions can now be drawn. These conclusions are presented below.

1. Though the non-categorical grant program provides local officials with a very flexible program the local officials have not realized nor exercised this increased flexibility.

2. The open lines of communication and cooperation exhibited by both the EEA and the SLFAA must be continued and expanded. Channels of communication should be open and consistent, i.e., there should be regular contact between the local program and the Federal authority.

3. Every effort should be made to allow each unit of local government, however small, to operate its own non-categorical grant programs. Furthermore, consortiums should be allowed to develop if that is the institution local jurisdictions view as the most appropriate through which to provide program services.

4. Due to the extremely short lead time and the lack of early promulgation of guidelines there was no chance for thorough planning efforts. The result was: (a) expenditures to continue or add to existing projects: (b) difficulty in meeting program goals; and (c) an increase, with the EEA, of local hiring agent confusion and lack of awareness of the hiring requirements to be met.

5. Without a formal planning body or local 'specialist' familiar with the methods of non-categorical grant implementation there was minimal consideration given to secondary goals, and 'need' assessment was on an informal, individual basis.

Furthermore, it is evident local officials need to obtain 'professional' consultation which would enable them to consider all alternatives for program implementation. Local areas need this expert knowledge, as well as accurate and current data, to undertake serious long run planning and 'need' assessment. A professional planning function would also enable local officials to utilize the available human and non-human resources most effectively to meet area priorities and needs.

6. There is a continuing financial problem in rural areas which has hampered attempts in the past to obtain the required expert assistance. Now, with revenue sharing local areas can obtain this aid without seriously imperiling their fiscal stability.

7. There are three possible explanations why public input into the decision-making processes of the EEA, and the SLFAA was negligible. The first is the lack of forceful guidelines indicating that increased public participation was a goal of the non-categorical grant planning and implementation process. The second reason is the lack of active solicitation by local officials for public input. The third is the lack of organization of the public voice in rural areas.

8. Recognizing that local EEA officials saw as their greatest concern the provision of positions from which EEA participants could easily transit to non-subsidized jobs one could argue this concern explains the predominance of the low-skilled jobs which were made available. The transition



which has been occurring has transited participants primarily into the private sector. To increase the transition to the public sector revenue sharing money could be used to subsidize the salaries of former EEA participants.

Attainment of secondary goals was impossible in rural areas where a civil service system and manpower programs do not exist. Furthermore, if transition of employees is viewed as the primary EEA goal it may be that rural officials see the secondary goals of the EEA as unattainable. But the EEA did realize its primary goal of providing jobs to unemployed people. In this respect the EEA was a success.

9. Local officials exhibited a lack of innovativeness and a desire not to venture where they had not been before. This was evidenced in the EEA with the funding of positions which were generally additions to those already existing. In the SLFAA research the lack of innovativeness was evidenced by the predominance of capital expenditures. Indeed, local officials can be characterized as 'risk averters'.

The inclination towards 'risk aversion' in local expenditure patterns may have resulted from: (a) the short lead time and the short lifetime legislated into the acts; (b) the lack of local expertise in the area of non-categorical grant implementation; and (c) the promulgation of formal program guidelines considerably after the programs were initially implemented.

10. Local officials have been very aware of the short run nature of the existing non-categorical grant program. Furthermore, they are consistent in their complaints that program funding levels are insufficient to allow them to meet all of the legislated program goals. Lack of sufficient funding could help to explain why local officials undertook no long run expenditures with their SLFAA entitlements, i.e., they did not want to be left holding the 'financial bag'.

Another comment concerning funding is related to the provision of local 'matching' funds, as required through the EEA. The requirement of 'matching' funds under the EEA was short sighted; there could have been considerable opportunity cost associated with providing local funds for 'match'.

11. Local reluctance to develop their own entitlement formula gives evidence that: (a) rural areas do not have access to the data required to undertake such an exercise; (b) rural areas do not have the informational capacity necessary to investigate the advantages of their own formula to enlarge the entitlement; and (c) rural local officials continue to require guidance, or oversight, from Federal authorities until such time as they develop their own planning and research capacities.

#### GENERAL POLICY RECOMMENDATIONS

To enhance the movement toward effective non-categorical grant programs at the rural local level several suggestions and recommendations, which follow from the finding and conclusions previously enumerated, are listed below.

1. A most important aspect for a successful revenue sharing program is that there be a formal planning body, commission, etc. Such a body should be in addition to the normal township board, city council or county commissioner board and should have an on-going responsibility for planning for all federal grants programs in their respective jurisdictions. A planning commission should enable local officials to make decisions based on a knowledge of all the alternatives to allocate their resources in the most efficient and effective manner possible.

The need for such a planning organization is evidenced by three points: (a) the opening of positions under the EEA which were extensions of existing types of jobs; (b) the expenditure of SLFAA money for capital extensive projects, i.e., for 'safe' projects which were short-term in nature; and (c) responses by personnel connected with either the EEA or the SLFAA that even if the life of the programs had been indefinite their jurisdictions probably would have expended the funds in basically the same way.

2. The need for a full-time professional is also evidenced by the three reasons given in 1 above. Whereas the local elected officials in rural areas are part-time politicians and administrators this professional would be a permanent, full-time employee of the unit charged with the responsibility of controlling the program operation, and coordinating the local planning efforts to ensure optimal allocation of the resources available to the local unit.

This need was also indicated in a paper presented at a Seminar at Cornell University in March 1972 by Malcolm R. Lovell, Jr., Assistant Secretary for Manpower, U.S. Department of Labor. He stated that "each head of government--...--will doubtless find it necessary to have a central subordinate who has the authority and responsibility to exercise effective direction."<sup>2</sup> He continues with, "such an administrator would probably have to be backed up by a planning capability which can provide the bases for balanced judgements on varying needs and how to meet them."<sup>3</sup>

3. In conjunction with 2 above, it is recommended that at the township level, which is the smallest political jurisdiction, consortiums be formed for the purpose of administering, planning and implementing special revenue sharing programs.

Forming consortiums would serve three purposes: (a) together the townships could more easily afford the cost of a permanent, full-time manpower professional to coordinate the manpower efforts in the townships; (b) there may be further economics of scale such as reduction of duplication of effort, provision of a central manpower office, and access to an internal means of manpower expertise; and (c) planning could be undertaken on projects which need not be solely capital intensive or extensive, i.e., social service programs could be more easily introduced.

It should be further emphasized that such a consortium be restricted to three or four townships, or townships and cities. It is not recommended that counties gather to form

consortiums for at that level the similarity of interest and needs are far from being as close as at the lower level of township government.

4. General local population input into the decision-making process for both the EEA and the SLFAA was negligible. Therefore, to increase local populace input it should prove beneficial to organize the rural population in such a manner as to enable them as a group to have a larger and greater voice in the political process. By organizing public input can have an impact on the manner in which special revenue sharing programs are implemented.

Rural areas evidence no framework within which such an organization exists, it is necessary therefore that an effort be made to organize the public so that the local population need not depend solely upon the leadership of their elected officials. Professor James T. Bonnen of Michigan State University seems to agree that such an organizational movement be undertaken when he states that rural communities have generally "been run by economic royalists who use the public decision process to further their own interests. As a consequence, rural political power has been used in ways that have prevented most rural people from sharing in the social and economic gains of the society."<sup>4</sup>

5. In recent years the Federal government has emphasized that Veterans be given foremost consideration when local governmental units recruit employees who are to be paid with Federal grant money. For SRS in rural jurisdictions

this emphasis should be curtailed. The veteran population in rural areas is not the size, in absolute or relative terms, as it is in urban areas. Also, the emphasis on veterans makes employment of females, teen-agers, and disadvantaged, for example, the more difficult to accomplish, i.e., certain important sectors of the labor force are being bypassed to give aid to a sector which is being reduced in absolute and relative size.

6. The SRS legislation should provide for an indefinite life expectancy. If this were the case the rural leadership would be less reluctant to venture into areas before untrodden. Though responses for the questionnaire indicated this would make little difference in the patterns of expenditure such knowledge could perhaps entice the rural leadership to conduct formal inquiries as to local community need, and to hire the needed "specialist".

7. Coordination and communication among the existing agencies at the local level must be strengthened. This is intended to affect primarily the county and state governments. Organized coordination could make implementation of Special Revenue Sharing and accomplishment of respective goals easier.

8. Establishment of regular lines of communication from local units to the Federal government must be established. This would help to facilitate understanding of all alternative uses for Special Revenue Sharing money. Such understanding and knowledge would permit allocation of local resources in the most efficient and effective manner possible.

9. Improvement of local unit access to employment data, evaluation of their program performance, current research efforts identifying local problem areas, and alternative solutions. Basically the local unit officials need easier and greater access to local data compilation. With easier and greater access to these data they can make sounder judgements of the alternatives for program operation.

In summary, the most important ingredients which can be provided through the local unit are the formal planning body and a permanent, full-time program specialist. Aside from the provision of larger amounts of money, Special Revenue Sharing can best aid local units to plan properly, and differently, by it's being legislated for an indefinite period of time, or for some longer time period such as ten or fifteen years.

#### ISSUES FOR FUTURE CONSIDERATION

This thesis represents only a beginning in the investigation of Federal non-categorical grant program planning and implementation in rural areas. As an initial effort in this investigation of rural experiences with revenue sharing it is encumbant upon the researcher to make known other issues which need to be looked into. Therefore, the following list represents issues which need to be researched if one is to gain a better understanding of operational inadequacies experienced by rural governments.

1. Development of a methodology with which one can measure rural social service needs and priority areas.

2. How can the rural populace be organized to present a united front, and an influential input into the governmental processes which affect their present and future lives?

3. Is there an irreconcilable conflict between obtaining national objectives and goals, and the 'New Federalism' which advocates local choice of priorities and expenditures? What are they and how can they be overcome?

4. What is the real impact of revenue sharing, i.e., is 'innovative bookkeeping'<sup>5</sup> masking the real effect of the additional funds? In connection with this, can there be an effective method to check local compliance with the stated goals and regulations of a revenue sharing program such as the SLFAA, i.e., is local self-certification satisfactory?

5. Is 'local government fundamentalism' a legitimate value to be pressed upon the country? What are its ramifications?

6. How can the state land grant university provide assistance which would help to enhance the rural unit's provision of services through implementation of a non-categorical Federal grant?

7. What is the most efficient and economical method through which local units can obtain knowledge of the alternatives which they may confront if they do not have ready access to a program planning specialist?

#### FROM THE EEA AND SLFAA TO SPECIAL REVENUE SHARING

Though Special Revenue Sharing (SRS) is somewhat different than both the EEA and the SLFAA it is at the same time



similar to both. Similarities to the EEA of SRS are that both programs are geared to the 'New Federalism' concept, i.e., the decentralization of the decision-making process for implementation and planning; and both are within the broad scope of the non-categorical grant, i.e., the money can be spent locally as desired.

Similarities to the SLFAA of SRS are that both are revenue sharing programs, i.e., both are non-categorical grants which can be spent to meet local needs and priorities; and both are important to the success of the 'New Federalism'.

Though both the SLFAA and SRS are revenue sharing programs they do differ in their thrust. The SLFAA is general revenue sharing, i.e., money from this program can be expended for projects in the broad categories of public safety, environmental protection, public transportation, health, recreation, libraries, social services for the poor or aged, financial administration, and ordinary and necessary authorized capital expenditures.<sup>6</sup> SRS as is advocated by the current Administration would be limited in scope to the operation of local programs dealing with the delivery of specialized services.

#### SUMMATION

The purpose of this thesis has been to examine selected rural jurisdictions in an attempt to discover the problem areas rural elected officials encountered as they planned and implemented each of two non-categorical grant programs. The two programs researched are the Emergency Employment Act of 1971, and the State and Local Fiscal Assistance Act of 1972.

The research was completed in two phases. The first phase, conducted during February 1972, includes extensive data collection and questionnaire responses regarding the initial Emergency Employment Act of 1971 implementation experience in "Balance-of-State" Michigan. The second phase, conducted July-September 1973, includes extensive questionnaire interviews with rural local officials regarding their planning and implementation process for both the Emergency Employment Act of 1971, and the State and Local Fiscal Assistance Act of 1972.

A review of the findings indicates the planning for the implementation of both the EEA and the SLFAA has been nonexistent. The actual implementation of both programs has not been a great deal better. In both programs the local officials have opted, out of ignorance of alternatives perhaps, to invest their resources in low-risk, high visibility positions under the EEA, and low-risk, highly visible capital' expenditures with SLFAA money. Both of these actions point dramatically to the lack of a formal planning body, or mechanism, and the attendant lack of professional expertise in the area of non-categorical grant program operation.

The information gathered through this research does not bode well for special revenue sharing unless changes are forthcoming in the legislation, and in the rural jurisdictions' outlook toward the need for their successful implementation of revenue sharing programs.

Therefore, from the findings several recommendations were offered which if implemented could produce a more efficient and effective special revenue sharing program in rural areas. Among these recommendations were the necessity for a formal planning body, a full-time professional versed in non-categorical grant program planning and implementation, formation of consortiums at the township level for more efficient program operation, greater public input through organization, less emphasis on Veterans in rural areas, an indefinite program lifetime, establishment of regular lines of communication between local units and the Federal authorities, and improvement of local official's access to data and other information pertinent to their program planning and implementation.

To briefly recapitulate, we have now experienced two programs which can easily be considered forerunners of Special Revenue Sharing--the Emergency Employment Act of 1971, and the State and Local Fiscal Assistance Act of 1972. From the experience gained through the implementation of these two Acts, (the EEA over a two year period of uneven Federal control, and the SLFAA with less than one years implementation) certain findings and conclusions became evident from which policy recommendations were proffered to produce a more efficient and effective special revenue sharing program in rural jurisdictions.

## FOOTNOTES - V

<sup>1</sup>"Preliminary Survey of General Revenue Sharing Recipient Governments", Office of Revenue Sharing, Department of the Treasury, June 19, 1973, p. I.2.

<sup>2</sup>Lovell, Malcolm R., Jr., Assistant Secretary for Manpower, U.S. Department of Labor, "Politics of Manpower Planning". March 30, 1972, p. 9.

<sup>3</sup>Ibid., p. 9.

<sup>4</sup>Bonnen, James T. "Rural Labor Markets and Poverty" in Michigan Farm Economics, No. 353., Cooperative Extension Service, Michigan State University, East Lansing, Michigan, June 1972, p. 1.

<sup>5</sup>In the SLFAA legislation there were areas specified in which entitlement money could be spent. But if a jurisdiction wanted to spend the money in other areas they could employ 'innovative bookkeeping' to mask the expenditure. By example, if a jurisdiction wanted to spend the money for education purposes (which is not allowed in the Act) it would indicate in the 'books' that the money was spent for a legitimate SLFAA expense while transferring the local money into education. The result is to spend SLFAA money for education by making it appear in the bookkeeping as if locally collected money was spent for education.

<sup>6</sup>"State and Local Fiscal Assistance Act of 1972". Public Law 92-512, 92nd Congress, H.R. 14370, October 20, 1972, p. 1.

## BIBLIOGRAPHY

## BIBLIOGRAPHY

- Bonnen, James T. "Rural Labor Markets and Poverty" in Michigan Farm Economics, No. 353, Cooperative Extension Service, Michigan State University, East Lansing, Michigan, June 1972.
- Briggs, Vernon M. "The Emergency Employment Act of 1971: The Texas Experience". The Emergency Employment Act of 1971: An Interim Assessment. Subcommittee on Employment, Manpower, and Poverty of the Committee on Labor and Public Welfare, U.S. Senate, May 1972, 153-186.
- "County Manpower Report". National Association of Counties Research Foundation, Vol. 2, No. 2, Washington, D.C., April 1973.
- "Emergency Employment Act: An Interim Assessment, Part I". Subcommittee on Employment, Manpower, and Poverty of the Committee on Labor and Public Welfare, U.S. Senate, 92nd Congress, Washington, D.C.: U.S. Government Printing Office, 1972.
- "The History of Revenue Sharing". The Domestic Council, Executive Office of the President, Washington, D.C.: U.S. Government Printing Office, 1971.
- Kruger, Daniel. "Manpower Programs and Institutions", a class in the Department of Labor and Industrial Relations, Michigan State University, 1972.
- Lovell, Malcolm R., Jr., Assistant Secretary for Manpower, U.S. Department of Labor, "Politics of Manpower Planning". March 30, 1972.
- Martin, R. Thomas. "Federal Revenue Sharing Priorities in Michigan". East Lansing, Michigan: Center for Rural Manpower and Public Affairs, 1973.
- Moser, Collette H. "Experience of the Emergency Employment Act in Balance-of-State Michigan: Some Implications for Revenue Sharing in Rural Areas". Department of Agricultural Economics, Michigan State University, August 1973.
- "Preliminary Survey of General Revenue Sharing Recipient Governments". Office of Revenue Sharing, Department of the Treasury, June 19, 1973.
- "Proposed Manpower Revenue Sharing Act of 1971". U.S. Secretary of Labor, Washington, D.C., March 11, 1971.

"Revenue Sharing and It's Alternatives: What future for Fiscal Federalism?" Volumes I, II, III., Subcommittee on Fiscal Policy of the Joint Economic Committee, 90th Congress, Washington, D.C.: U.S. Government Printing Office, 1967.

"State and Local Fiscal Assistance Act of 1972". Public Law 92-512, 92nd Congress, H.R. 14370, October 20, 1972.

Stevens, David W. "Labor Market Segmentation Theory and Non-Metropolitan Employment: The Missouri-Balance of State Experience with the Emergency Employment Act of 1971". University of Missouri-Columbia, 1973.

### General References

Cleary, James F. "Instructions and Guidelines Pertaining to the Completion of the Public Employment Program During Program Year 1974". Lansing, Michigan, April 1973.

"Emergency Employment Act of 1971". Hearings before the Subcommittee on Employment, Manpower and Poverty of the Committee on Labor and Public Welfare, U.S. Senate, 92nd Congress, Washington, D.C.: U.S. Government Printing Office, 1971.

"Emergency Employment Act of 1971". Public Law 92-54, 92nd Congress, July 12, 1971.

"Emergency Employment Act of 1971". Report No. 92-176, Committee on Education and Labor, House of Representatives, 92nd Congress, Washington, D.C., May 1971.

"Emergency Employment Act: Background Information". Subcommittee on Employment, Manpower and Poverty of the Committee on Labor and Public Welfare, U.S. Senate, 90th Congress, Washington, D.C.: U.S. Government Printing Office, 1967.

"Emergency Employment Act: Program Guidelines". U.S. Department of Labor, Manpower Administration, Washington, D.C.: U.S. Government Printing Office, August 27, 1971.

Enright, Vicki, an interview with. Public Employment Program, Balance-of-State, Task Force Headquarters, Lansing, Michigan, July 1973.

"General Revenue Sharing, Parts 1-8". Hearings before the Committee on Ways and Means, House of Representatives, 92nd Congress, Washington, D.C.: U.S. Government Printing Office, 1971.

"General Revenue Sharing". U.S. Department of the Treasury, Office of the Special Assistant for Public Affairs, Washington, D.C.: U.S. Government Printing Office, 1971.

"Manpower Revenue Sharing Act, Urging Passage of". The President of the United States, Washington, D.C., February 1972.

"Public Employment Program Handbook". U.S. Department of Labor, Manpower Administration, Washington, D.C.: U.S. Government Printing Office, April 1972.

"Revenue Sharing and It's Alternatives: What Future for Fiscal Federalism?" Hearings before the Subcommittee on Fiscal Policy of the Joint Economic Committee, Congress of the United States, 90th Congress, Washington, D.C.: U.S. Government Printing Office, July-August 1967.

"Revenue Sharing for Manpower". Message from the President of the United States. Washington, D.C., March 1971.



## APPENDICES

APPENDIX A

DATA TABLES PERTINENT TO INITIAL IMPLEMENTATION OF THE  
EMERGENCY EMPLOYMENT ACT OF 1971 IN  
BALANCE-OF-STATE MICHIGAN

Table A-1. Population, Labor Force, Number Unemployed and Unemployment Rate By Size of Section 5 "Balance-of-State" Counties

County	Population Ranking	Labor Force	No. Unemployed	Unemployment Rate
Eaton	68,892	30,000	900	3.0
Allegan	66,575	15,858	2,125	13.4
Marquette	64,686	12,716	1,475	6.8
Midland	63,769	25,714	1,800	7.0
Shiawassee	63,075	21,233	3,100	14.6
Livingston	58,967	13,554	1,125	8.3
Van Buren	56,173	17,437	2,075	11.9
Lapeer	52,317	19,444	700	3.6
Tuscola	48,603	12,716	1,475	11.6
Clinton	48,492	21,951	900	4.1
St. Joseph	47,392	20,175	1,150	5.7
Ionia	45,848	14,955	1,675	11.2
Isabella	44,594	13,596	775	5.7
Cass	43,312	10,261	1,375	13.4
Montcalm	39,660	13,816	1,575	11.4
Gratiot	39,246	13,806	1,850	13.4
Grand Traverse	39,175	15,741	1,700	10.8
Barry	38,166	15,000	900	6.0
Branch	37,906	12,838	950	7.4
Hillsdale	37,171	6,571	1,025	9.1
Delta	35,924	13,208	1,400	10.6
Sanilac	34,889	12,308	1,600	13.0
Houghton	34,652	9,859	700	7.1
Huron	34,083	13,393	1,500	11.2
Chippewa	32,412	9,843	1,250	12.7
Alpena	30,708	10,833	1,300	12.0
Newaygo	27,992	7,500	825	11.0
Mecosta	27,992	9,063	750	8.3
Iosco	24,905	5,859	375	6.4

Table A-1.--Continued.

<u>County</u>	<u>Population Ranking</u>	<u>Labor Force</u>	<u>No. Unemployed</u>	<u>Unemployment Rate</u>
Menominee	24,587	8,333	600	7.2
Dickinson	23,753	9,062	725	8.0
Mason	22,612	7,971	550	6.9
Gogebic	20,676	6,140	700	11.4
Manistee	20,094	7,839	925	11.8
Wexford	19,717	7,868	1,550	19.7
Emmet	18,331	7,170	875	12.2
Oceana	17,984	4,438	750	16.9
Clare	16,695	5,023	1,100	21.9
Cheboygan	16,573	6,571	1,025	15.6
Charlevoix	16,541	6,092	725	11.9
Osceola	14,838	1,042	150	12.8
Iron	13,813	3,750	675	18.0
Gladwin	13,471	3,082	450	14.6
Presque Isle	12,836	4,255	200	4.7
Antrim	12,612	4,094	475	11.6
Ogemaw	11,903	3,774	1,000	26.5
Arenac	11,149	2,734	175	6.4
Leelanau	10,872	4,615	600	13.0
Ontonagon	10,548	5,500	275	5.0
Otsego	10,422	3,810	400	10.5
Roscommon	9,892	3,070	175	5.7
Mackinac	9,660	3,277	675	20.6
Benzie	8,593	3,185	500	15.7
Alger	8,568	2,642	325	12.3
Schoolcraft	8,226	2,564	200	7.8
Baraga	7,789	2,500	275	11.0
Missaukee	7,126	2,358	250	10.6
Alcona	7,113	1,681	200	11.9
Luce	6,789	2,407	325	13.5

Table A-1.--Continued.

<u>County</u>	<u>Population Ranking</u>	<u>Labor Force</u>	<u>No. Unemployed</u>	<u>Unemployment Rate</u>
Crawford	6,482	2,247	200	8.9
Lake	5,661	1,980	200	10.1
Kalkaska	5,272	2,098	300	14.3
Montmorency	5,247	2,083	250	12.0
Oscoda	4,726	6,055	775	14.4
Keweenaw	2,264	926	350	37.8
	<hr/>	<hr/>	<hr/>	
	1,731,011	571,486	57,275	

Median Population - 20,676 (Gogebic)

Mean Population - 26,227

Median Unemployment Rate - 11.4

"Balance-of-State" Unemployment Rate (Total) - 10.04

Median Number of Unemployed per County - 750

Mean County Unemployment Rate - 11.27

Table A-2. Ranking of "Balance-of-State" Counties by Number of Unemployed

<u>Rank</u>	<u>County</u>	<u>May Unemployment</u>
1	Shiawassee	3,100
2	Allegan	2,125
3	Van Buren	2,075
4	Gratiot	1,850
5	Midland	1,800
6	Grand Traverse	1,700
7	Ionia	1,675
8	Sanilac	1,600
9	Montcalm	1,575
10	Wexford	1,550
11	Huron	1,500
12	Tuscola	1,475
12	Marquette	1,475
14	Delta	1,400
15	Cass	1,375
16	Alpena	1,300
17	Chippewa	1,250
18	St. Joseph	1,150
19	Livingston	1,125
20	Clare	1,100
21	Cheboygan	1,025
21	Hillsdale	1,025
23	Ogemaw	1,000
24	Branch	950
25	Manistee	925
26	Barry	900
26	Clinton	900
26	Eaton	900
29	Emmet	875
30	Newaygo	825
31	Isabella	775
31	Osceola	775
33	Mecosta	750
33	Oceana	750
35	Charlevoix	725

Table A-2.--Continued.

<u>Rank</u>	<u>County</u>	<u>May Unemployment</u>
35	Dickinson	725
37	Gogebic	700
37	Houghton	700
37	Lapeer	700
40	Iron	675
40	Mackinac	675
42	Menominee	600
42	Leelanau	600
44	Mason	550
45	Benzie	500
46	Antrim	475
47	Gladwin	450
48	Otsego	400
49	Iosco	375
50	Keweenaw	350
51	Luce	325
51	Alger	325
53	Kalkaska	300
54	Baraga	275
54	Ontonagon	275
56	Montmorency	250
56	Missaukee	250
58	Crawford	200
58	Alcona	200
58	Lake	200
58	Presque Isle	200
58	Schoolcraft	200
63	Arenac	175
63	Roscommon	175
65	Oscoda	150
		<hr/>
		57,275

Mean = 881

1



Table A-3. Ranking of "Balance-of-State" Counties by  
Unemployment Rate

<u>Rank</u>	<u>County</u>	<u>May Rate</u>
1	Keweenaw	37.8
2	Ogemaw	26.5
3	Clare	21.9
4	Mackinac	20.6
5	Wexford	19.7
6	Iron	18.0
7	Oceana	16.9
8	Benzie	15.7
9	Cheboygan	15.6
10	Gladwin	14.6
10	Shiawassee	14.6
12	Osceola	14.4
13	Kalkaska	14.3
14	Luce	13.5
15	Allegan	13.4
15	Cass	13.4
15	Gratiot	13.4
18	Sanilac	13.0
18	Leelanau	13.0
20	Oscoda	12.8
21	Chippewa	12.7
22	Alger	12.3
23	Emmet	12.2
24	Alpena	12.0
24	Montmorency	12.0
26	Charlevoix	11.9
26	Alcona	11.9
26	Van Buren	11.9
29	Manistee	11.8
30	Antrim	11.6
30	Tuscola	11.6
32	Gogebic	11.4
32	Montcalm	11.4
34	Huron	11.2
34	Ionia	11.2

Table A-3.--Continued.

<u>Rank</u>	<u>County</u>	<u>May Rate</u>
36	Baraga	11.0
36	Newaygo	11.0
38	Grand Traverse	10.8
39	Delta	10.6
39	Missaukee	10.6
41	Otsego	10.5
42	Lake	10.1
43	Hillsdale	9.1
44	Crawford	8.9
45	Livingston	8.3
45	Mecosta	8.3
47	Dickinson	8.0
48	Schoolcraft	7.8
49	Branch	7.4
50	Menominee	7.2
51	Houghton	7.1
52	Midland	7.0
53	Mason	6.9
54	Marquette	6.8
55	Arenac	6.4
55	Iosco	6.4
57	Barry	6.0
58	Isabella	5.7
58	Roscommon	5.7
58	St. Joseph	5.7
61	Ontonagon	5.0
62	Presque Isle	4.7
63	Clinton	4.1
64	Lapeer	3.6
65	Eaton	3.0

Table A-4. Ranking of "Balance-of-State" Counties by Size of Section 5 Allocation

<u>County</u>	<u>Allocations in Thousands of Dollars</u>	<u>County</u>	<u>Allocations in Thousands of Dollars</u>
Shiawassee	482.5	St. Joseph	107.0
Allegan	324.8	Charlevoix	106.2
Van Buren	305.3	Gogebic	101.5
Gratiot	280.3	Mecosta	95.2
Wexford	256.8	Leelanau	91.4
Sanilac	241.3	Dickinson	90.5
Grand Traverse	241.1	Barry	89.8
Ionia	240.1	Houghton	80.9
Montcalm	226.8	Benzie	78.1
Huron	215.4	Isabella	71.8
Tuscola	213.9	Antrim	70.3
Cass	210.0	Menominee	69.5
Midland	204.6	Gladwin	68.7
Delta	196.0	Mason	63.3
Alpena	192.9	Keweenaw	62.7
Chippewa	185.8	Clinton	61.3
Clare	185.1	Eaton	61.3
Ogemaw	172.6	Otsego	56.2
Marquette	163.1	Luce	50.8
Cheboygan	161.6	Lapeer	47.7
Livingston	142.9	Alger	47.4
Hillsdale	135.8	Kalkaska	46.1
Manistee	135.1	Baraga	40.6
Emmet	128.8	Iosca	38.3
Oceana	120.2	Missaukee	35.9
Osceola	118.7	Montmorency	35.9
Newaygo	116.4	Alcona	29.7
Branch	112.4	Crawford	26.5
Mackinac	112.4	Lake	26.5
Iron	109.3	Schoolcraft	23.4



Table A-5. Dictionary of Occupational Titles Ranked by Number of Positions Requested  
Under Section 5 by "Balance-of-State" Counties

<u>Ranking</u>	<u>No. of Positions</u>	<u>D.O.T. No.</u>	<u>Position Description</u>
1	143	382.884	Janitor, M.M., Custodian, et. al.
2	114	376.868	Deputy Sheriff, Patrolman, Trooper, et. al.
3	52	850.887	Laborer
4	51	407.884	Grounds Keeper
5	48	955.887	Public Works Laborer
6	43	195.108	Social Worker, Youth Agent, Juvenile Off., et. al.
7	42	201.368	Secretary
8	41	899.381	Maintenance Man, Caretaker, P.W.M.M.
9	39	092.228	Teachers, Teacher Aide
10	37	899.884	Bus Driver, Mechanic, M.M.
11	34	203.588	Clerk-Typist, Stenographer, Typist
12	30	355.878	Nurses Aide, Orderly, Hospital Attendant
13	27	099.368	College Recruiting Aide, Teacher Aide, Lunchroom Supervisor
14	26	206.388	Clerks
15	24	304.884	Laborer
15	24	955.885	Disposal Plant Operator, Sewer Service
17	20	341.366	Recreation Facility Attendant, Recreation Personnel, IPN
17	20	375.268	Deputy Sheriff, Narcotics Investigator, Patrolman
19	18	169.168	Admin. Assistant, Trainees
19	18	377.868	Deputy Sheriff
21	17	095.108	Counselor
22	16	188.188	Assessor, Assistant Assessor, Equalization Asst.
22	16	929.887	Laborer, Sanitation Assistant
24	15	869.884	Laborer
25	14	209.388	Clerks-specialized
25	14	862.381	Plumber, M.M.

Table A-5.--Continued.

<u>Ranking</u>	<u>No. of Positions</u>	<u>D.O.T. No.</u>	<u>Position Description</u>
27	13	091.228	Teacher
27	13	210.388	Bookkeeper, Clerks
27	13	219.388	Dispatcher, Clerks
29	12	249.368	Assistant Librarian, Library Clerk
29	12	304.887	Yardman, Grounds Keeper, Laborer
32	10	375.168	Sheriff Deputy
32	10	075.128	Registered Nurse
32	10	383.884	M.M., Janitor
35	8	005.081	Sanitarian, Engineer Trainee
35	8	005.281	Draftsman
35	8	100.168	Librarian
35	8	620.281	Bus Driver, Mechanics
34	7	075.378	Nurse
39	7	195.168	Nutrition Aide, Rec. Director, Community Organizer
39	7	202.388	Stenographer, Secretary-Steno., Receptionist
39	7	318.887	Kitchen Aide
39	7	355.078	Nurse, Orderly, Outreach Worker
39	7	359.878	Teachers' Aide
45	6	168.168	Zoning Administrator, Assistant Assessor
45	6	404.884	Tree Trimmer
47	5	168.287	Bldg. Inspector, Sanitation Inspector
47	5	407.887	Grounds Keeper, Recreational Worker
47	5	589.887	Maintenance Worker
47	5	638.884	General Maintenance
47	5	899.887	Community Custodian
47	5	905.883	Truck Driver
47	5	906.883	Truck Driver
47	5	913.883	Emergency Ambulance Driver
47	5	955.000	Road Repair, Water Service

Table A-5.--Continued.

<u>Ranking</u>	<u>No. of Positions</u>	<u>D.O.T. No.</u>	<u>Position Description</u>
47	5	233.138	Median Technician
57	4	096.128	Homemaker, Extension Agent Assistant
57	4	166.168	City Manager, EEA Program Coordinator
57	4	187.118	Program Director
57	4	237.168	Clerk, Civilian Dispatcher
57	4	321.138	Housekeeper, Hospital Housekeeper
57	4	331.703	Teacher Aide
57	4	379.368	Radio Dispatcher
57	4	424.883	Equipment Operator
57	4	860.887	Carpenter
66	3	223.338	Kitchen Employee
66	3	017.281	Assistant Draftsman, Engineering Aide
66	3	020.188	City Rec. Administrator, Program Assistant
66	3	029.381	Laboratory Assistant
66	3	040.081	Forester
66	3	166.228	Homemaker Aide
66	3	197.287	Assistant Appraiser
66	3	239.588	Meter Reader, Water Serviceman
66	3	372.868	Turn Key Officer, Meter Attendant
66	3	381.887	Janitress, Laborer
66	3	529.887	Cook's Assistant
77	2	079.378	Dental Assistant, LPN
77	2	099.168	Audio Visual Specialist
77	2	166.268	Outreach Interviewer
77	2	169.268	Secretary
77	2	187.168	Maintenance Man
77	2	199.168	Urban Planner, Planner-Implementer
77	2	199.288	Traffic Technician
77	2	201.308	Secretary

Table A-5.--Continued

<u>Ranking</u>	<u>No. of Positions</u>	<u>D.O.T. No.</u>	<u>Position Description</u>
77	2	219.338	Zoning Clerk, Assessing Clerk
77	2	306.878	Homemaker, Day Matron
77	2	323.887	Homemaker Aide
77	2	354.878	Health Dept. Assistant
77	2	360.281	Carpenter Repairman
77	2	361.887	Laundry Worker
77	2	373.884	Fireman
77	2	376.808	Patrolman
77	2	379.878	Dog Catcher
77	2	389.381	Maintenance
77	2	407.181	Sanitary Landfill Attendant
77	2	609.884	General Laborer
77	2	850.883	Sanitary Landfill
77	2	869.887	Sanitary Maintenance Attendant
77	2	913.463	Bus Driver, Custodian
100	1	010.081	Maintenance Supervisor
100	1	018.587	Surveyor's Aide
100	1	019.187	Drainage Design Coordinator
100	1	041.081	Biologist
100	1	055.081	Sanitary Engineer
100	1	078.368	Dental Hygienist
100	1	079.853	4-H Home Economist Assistant
100	1	092.278	Teacher's Aide
100	1	099.228	Vocational Education Implementer
100	1	149.028	Elementary Teacher
100	1	160.188	Accountant
100	1	162.118	County Program Administering Agent
100	1	166.008	Employment Counselor
100	1	099.208	Visiting Teacher



Table A-5.--Continued.

<u>Ranking</u>	<u>No. of Positions</u>	<u>D.O.T. No.</u>	<u>Position Description</u>
100	1	375.138	Police Clerk
100	1	378.879	Dog Warden
100	1	382.138	Maintenance Superintendent
100	1	406.884	County Park Laborer
100	1	407.134	Park Maintenance Supervisor
100	1	407.868	Maintenance Man
100	1	409.484	Tree Trimmer
100	1	455.885	Sanitary Fill Dump Operator
100	1	610.000	Night Custodian
100	1	633.281	Office Machine Repairman
100	1	740.887	Painter
100	1	806.887	Equipment Repairman
100	1	829.381	Equipment Operator
100	1	829.887	Electrician's Helper
100	1	844.884	Cement Mason
100	1	859.883	P.W. Equipment Operator
100	1	860.128	Instructional Maintenance
100	1	860.137	Carpenter, Labor Foreman
100	1	860.281	Carpenter
100	1	861.381	Brick and Stone Mason
100	1	869.381	House Builder
100	1	892.228	Teacher Aide
100	1	896.884	Building Trade and Maintenance
100	1	899.133	Crew Leader
100	1	899.137	Airport Manager
100	1	912.384	Airport Maintenance Man
100	1	950.782	Sanitary Engineer
100	1	955.884	Maintenance Man
100	1	969.387	Custodian Supervisor Recreational Bldg.

Table A-5.--Continued.

<u>Ranking</u>	<u>No. of Positions</u>	<u>D.O.T. No.</u>	<u>Position Description</u>
100	1	979.381	Copy Camera Man-Apprentice
100	1	166.088	Vocation Counselor
100	1	166.118	Ambulance Service Director
100	1	168.368	Youth Officer Assistant
100	1	168.378	Experimental Health Aide
100	1	182.168	Construction Supervisor
100	1	184.118	Assistant Airport Supervisor
100	1	187.188	Recreation Director
100	1	188.118	Public Works Director
100	1	192.228	Teacher
100	1	195.208	Court Investigator
100	1	203.388	Stenographer
100	1	203.583	Clerk-Typist
100	1	209.588	Clerk-Typist
100	1	209.688	Data Reporter
100	1	219.488	Deputy City Clerk
100	1	221.168	Materials Coordinator
100	1	236.382	Telefacts Clerk
100	1	249.268	Clerical Survey Worker
100	1	282.884	Aide Custodian
100	1	299.468	Cashier
100	1	311.878	Cafeteria Employee
100	1	315.381	Matron and Cook
100	1	355.087	Nurse Health Aide
100	1	369.877	Social Services Aide
100	1	371.783	Bridge Attendant
100	1	373.868	Coorectional Officer
100	1	375.868	Corrections Officer

Table A-6. Distribution by "Position Description" of  
Positions Requested for Section 5 by "Balance-  
of-State" Counties

	<u>Number of Positions</u>	<u>Percentage of all Positions Requested</u>
All Occupations	1358	100.0%
Janitor and Related*	529	38.6%
Office Worker**	184	13.5%
Law Enforcement	174	12.8%
Teacher and Teacher Aide	95	6.9%
Nurse and Nurses Aide	58	4.3%
Miscellaneous	318	23.9%

\* To include Maintenance Man, Sanitarian, Janitor, Grounds  
Keeper, Custodian, and similar non-skilled positions.

\*\*To include Secretary, Clerk, and Stenographer.

Table A-7. Distribution of Positions Requested Through Section 5 in "Balance-of-State" Counties by "DOT" Category

D.O.T. No.	Public Service Number*	Total No. Requested	Position Titles
0 - 1.9 -- Professional, Technical, and Managerial Occupations -- Total = 301			
005.081	4	5	Engineer Trainee, Sanitation Assistant
	5	3	Sanitarian
005.281	3	5	Draftsman, Engineer Aide and Rodman
	9	3	Draftsman
010.081	8	1	Maintenance Supervisor
017.281	3	3	Assistant Draftsman, Engineering Aide
018.587	3	1	Surveyor's Aide
019.187	9	1	Drainage Design Coordinator
020.188	1	1	City Recreation Administrator
	5	1	Sanitary Landfill Operator
	9	1	Program Assistant
029.381	2	1	Laboratory Assistant
	4	2	Laboratory Assistant
040.081	5	2	Foresters
	7	1	Forester
041.081	5	1	Biologist
045.108	2	15	Education Counselor, Youth Counselor, Counselor, Guidance Counselor
	4	1	Auxiliary Worker - Comm. of Mental Health
	8	1	Veterans Counselor
055.081	3	1	Sanitary Engineer
075.128	2	2	Registered Nurse
	4	8	Registered Nurse, Staff Nurse
	2	4	Nurse, Registered Nurse
075.378	4	3	Registered Nurse, Prof. Nurse I, Public Health Nurse II

Table A-7.--Continued.

D.O.T. No.	Public Service		Total No. Requested	Position Titles
	Number*			
078.368	4		1	Dental Hygienist
079.118	4		1	Sanitarian
079.378	4		2	Dental Assistant, LPN Nurse
079.853	8		1	4-H Home Economist Assistant
091.228	2		13	Teacher (Graphic Arts, English), Teacher Aide, Reading Consultant
092.228	2		39	Elementary Teacher, Coordinator Student Services, Teacher Aide, Elementary Music Teacher, Program Assistant, Special Ed. Teacher Teacher's Aide (Elem.)
092.278	2		1	Homemaker, Homemaker Consultant
096.128	8		3	Extension Agent Assistant
099.168	9		1	Audiovisual Specialist
099.208	2		2	Visiting Teacher
099.208	2		1	Vocational Ed. Implementer
099.228	2		1	College Recruiting Aide, Lunchroom Supervisor, Teacher's Aide
099.368	2		27	Elementary Librarian, Asst. Librarian
100.168	2		5	Librarian
149.028	9		3	Elementary Teacher
160.188	2		1	Accountant
162.118	9		1	County Program Administering Agent
166.008	8		1	Employment Counselor
166.088	8		1	Vocation Counselor
166.118	4		1	Ambulance Service Director
166.168	7		1	
166.228	9		3	City Manager, EEA Program Coordinator
166.268	8		3	Homemaker Aide
166.268	8		2	Outreach Interviewer

Table A-7.--Continued.

<u>D.O.T. No.</u>	<u>Public Service Number*</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
168.168	3	2	Zoning Administrator, Bldg. Inspector
	9	4	Assistant Assessor
168.287	3	1	Building Inspector
	5	2	Sanitation Aide, Sanitation Inspector
	4	1	Sanitation Inspector
	9	1	Zoning Assistant
168.368	2	1	Youth Officer Assistant
168.378	5	1	Experimental Health Aide
169.168	2	2	
	3	1	Project's Assistant
	4	1	Administrative Assistant
	8	1	Tax Office Trainee
	9	13	Equalization Fieldman, Admin. Asst. Supervisory Personnel
169.268	2	2	Secretary
182.168	3	1	Construction Supervisor
184.118	3	1	Assistant Supervisor of Airport
187.118	8	4	Program Director
187.168	7	2	Maintenance Man
187.188	7	1	Recreation Director
188.118	5	1	Public Works Director
188.188	3	1	Assistant Assessor
	9	15	Asst. Assessor, Fieldman, Equalization Asst., Deputy Assessor, Tax Assessor, Assessor, Fieldman-Appraiser
192.228	2	1	Teacher
195.108	1	9	Juvenile Probation Officer, Probation Officer, Juvenile Officer, Social Worker

Table A-7.--Continued.

<u>D.O.T. No.</u>	<u>Public Service Number*</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
195.108 (cont.)	2	15	Youth Coordinator, Teacher Aide, Youth Agent, Youth Super., Family Housing Aide Youth Supervisor
	3	1	Youth Supervisor
	8	12	Youth Worker, Employment Specialist, Social Worker, Youth Supervisor
	9	5	Social Worker, Juvenile Court Asst., Youth Advisor
195.168	7	1	4-H Program Agent
	2	6	Nutrition Aide, Recreation Director, Cook's Asst., Community Service Intern
195.208	9	1	Community Organizer
197.287	1	1	Court Investigator
199.168	9	3	Assistant Appraiser
	5	1	Urban Planner
199.288	9	1	Planner - Implementer for City and County
	3	2	Traffic Technician
<u>2.0 - 2.9 -- Clerical and Sales Occupations -- Total = 190</u>			
201.308	2	2	Secretary
201.368	1	1	Bilingual Sec.
	2	18	Secretary, General Office Sec., Bookkeeper, Office Clerk
	3	5	Secretary
	4	1	Secretary
	5	1	Secretary, Youth Worker
	8	1	Secretary
	9	15	Sec., Legal Sec., Med. Sec., Asst. Sec.

Table A-7.--Continued.

<u>D.O.T. No.</u>	<u>Public Service Number*</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
202.388	1	2	Stenographer
	2	1	Secretary-Receptionist
	3	2	Secretary-Stenographer, Stenographer
	4	1	Clerk-Stenographer (Health Dept.)
	9	1	
203.388	4	1	Stenographer
203.583	2	1	Clerk-Typist
203.588	1	2	Clerk-Typist, Typist
	2	8	Secretary, Typist, Clerk-Typist
	3	1	Stenographer
	4	3	Clerk-Typist, Secretary-Clerk
	7	1	Typist
	8	1	Typist
	9	18	Clerk-Typist, Court Clerk, Typist (pool), Court Typist
206.388	2	3	Clerk, Records Clerk
	3	5	Office Clerk, File Clerk
	4	2	Clerk
	9	16	Clerk, Asst. Zoning Administrator, General Office Clerk
209.388	1	2	Police Clerk-Typist, Clerk-Typist, File Clerk
	2	2	School Building Aide, Clerk-Typist
	3	2	Treasurer Office Clerk-Typist, Clerk-Typist
	8	4	Clerk-Typist, Typist Clerk
	9	4	Clerk-Typist
209.588	3	1	Clerk-Typist
209.688	3	1	Data Reporter





Table A-7.--Continued.

D.O.T. No.	Public Service Number*	Total No. Requested	Position Titles
210.388	2	2	Bookkeeper
	3	1	Bookkeeper
	8	4	Clerk, Secretary-Bookkeeper
219.338	9	6	Audit Clerk, Account Clerk, EEA Administrator
219.388	3	2	Zoning Clerk, Assessing Clerk
	1	1	Police Clerk, Dispatcher
	2	5	General Office Clerk, Curriculum Office Clerk, Clerk-Secretary
	3	2	Field Inventory Clerk
	4	2	Admin. Clerk
	8	1	Clerk
	9	2	Clerk
219.488	3	1	Deputy City Clerk
221.168	9	1	Materials Coordinator
223.338	2	3	Kitchen Employee
233.138	2	5	Median Technician
236.382	1	1	Telefacts Clerk
237.168	1	1	Civilian Dispatcher
	4	1	Clerk
	9	2	Clerk
239.588	3	3	Meter Reader, Water Serviceman
249.268	9	1	Clerical Survey Worker
249.368	2	11	Asst. Librarian, Library Clerk, Library Aide
	9	1	Library Clerk
282.884	2	1	Aide Custodian
299.468	2	1	Cashier
3.0 - 3.9 -- Service Occupations -- Total = 468			
304.884	2	8	Laborer
	3	4	Laborer
	7	12	Public Works Worker, Park and Courthouse Main.

Table A-7.--Continued.

<u>D.O.T. No.</u>	<u>Public Service Number*</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
359.878	2	6	Teacher Aide
	9	1	Teacher Aide
360.281	2	2	Carpenter Repairman
361.887	4	2	Laundry Worker
369.887	8	1	Social Services Aide
371.783	3	1	Bridge Attendant
372.868	1	2	Turn Key Officer
	3	1	Meter Attendant
373.868	1	1	Correctional Officer
373.884	6	1	Fireman
	9	1	Custodian
375.138	1	1	Police Clerk
375.168	1	10	Sheriff's Deputy
375.268	1	20	Narcotics Investigator, Deputy Sheriff, Constable, Patrolman, Public Safety Officer
	1	1	Correction Officer
375.868	1	2	Patrolman
376.808	1	102	Deputy Sheriff, Patrolman, Dispatcher, Public Officer, Trooper, Policeman Law Enforcement, Deputy
	3	1	Patrolman Trainee
	5	1	Patrolman
	8	8	Police Trooper
	9	2	Patrolman
377.868	1	18	Deputy Sheriff (male), Deputy Sheriff
378.979	5	1	Dog Warden
379.368	1	4	Radio Dispatcher
379.878	1	1	Dog Catcher
	5	1	Dog Warden

Table A-7.--Continued.

<u>D.O.T. No.</u>	<u>Public Service Number</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
304.887	2	3	Yardman
	3	1	Laborer
	5	4	Utility (b)
	7	2	Grounds Keeper, Laborer
	9	2	Yardman
306.878	8	1	Homemaker
	9	1	Day Matron
311.878	2	1	Cafeteria Employee
315.381	1	1	Matron and Cook
318.887	2	6	Kitchen Helper
	9	1	Kitchen Aide
321.138	4	4	Housekeeper, Hospital Housekeeper
323.887	8	2	Homemaker Aide
331.903	2	4	Teacher Aide
341.368	2	2	Rec. Facility Attendant, Rec. Personnel
	3	1	Rec. Facility Attendant
	4	2	LPN Nurse, Mental Health Rehabilitation Aide
	5	1	Maintenance Attendant
	7	12	Rec. Facility Attendant, Rec. Personnel, Maintenance Employee
	9	2	Recreation Facility Attendant
354.878	4	2	Health Dept. Assistant
355.078	4	6	Nurse, School Nurse, Outreach Worker, Orderly
	8	1	Outreach Worker
355.087	4	1	Nurse Health Aide
	8	4	Nurses Aide
355.878	4	22	Nurses Aide, Dietician Aide, Orderly, Hospital Attendant, Training Aide-Mental Health
	9	4	Ambulance Driver, Ambulance Attendant

Table A-7.--Continued.

D.O.T. No.	Public Service		Total No. Requested	Position Titles
	Number*			
381.887	2		1	Janitoress
	3		2	Laborer
382.138	9		1	Maintenance Superintendent
382.884	1		4	Janitor
	2		65	Janitor, Yardman-Janitor, M.M., Library Custodian, Custodian, Bus Driver-Custodian
	3		18	Building M.M., Custodian, Janitor
	4		3	Janitor, Maintenance (Med. Care Facility)
	5		4	Janitor, Custodian
	7		3	Maintenance Man
	9		46	Maintenance Man, Custodian, Janitor
383.884	1		1	Secretary Maintenance Man
	3		1	Maintenance Man
	5		3	Janitor
	9		5	Night Custodian
389.381	9		2	Maintenance
<hr/>				
4.0 - 4.9	--Farming, Fishery, Forestry and Related Occupations			--Total = 72
404.884	5		6	Tree Trimmer, Tree Pruner
406.884	7		1	County Park Laborer
407.134	7		1	Park Maintenance Supervisor
407.181	5		2	Sanitary Landfill Attendant
407.868	7		1	Maintenance Man
407.884	2		10	Grounds Maintenance, Grounds Keeper, Landscaper
	3		22	Grounds Keeper, Solid Waste and Recycling, M.M.
	4		4	Grounds Keeper

Table A-7.--Continued.

<u>D.O.T. No.</u>	<u>Public Service Number*</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
407.884 (cont.)	5	4	Grounds Keeper
	7	6	Grounds Keeper
	9	4	Maintenance Man
407.887	2	1	Grounds Keeper
	7	4	Collection Curator, Park Playground Caretaker, Recreational Worker
409.484	5	1	Tree Trimmer
424.883	3	4	Equipment Operator
455.885	5	1	Sanitary Fill Dump Operator
<u>5.0 - 5.9 -- Processing Occupations -- Total = 8</u>			
529.887	1	1	Cook's Assistant
	2	2	Asst. Cook, Hot Lunch Cook
589.887	2	5	Garage Maintenance, Maintenance Worker, Warehouse Maintenance, Maintenance Asst.
<u>6.0 - 6.9 -- Machine Trade Occupations -- Total = 17</u>			
609.884	3	2	General Laborer
610.000	2	1	Night Custodian
620.281	3	4	Auto Mechanic, Truck Mechanic
	2	4	Bus Driver, Mechanic, Bus Mechanic
633.281	2	1	Office Machine Repairman
638.884	3	3	General Maintenance
	9	2	General Maintenance

Table A-7.--Continued.

<u>D.O.T. No.</u>	<u>Public Service Number*</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
<u>7.0 - 7.9 -- Bench Work Occupations -- Total = 1</u>			
740.887	2	1	Painter
<u>8.0 - 8.9 -- Structural Work Occupations -- Total = 186</u>			
806.887	9	1	Equipment Repairman
829.381	3	1	Equipment Operator
829.887	3	1	Electrician Helper
844.884	3	1	Cement Mason
850.887	1	1	Laborer
	3	47	Laborer, Road Laborer
	9	4	Laborer
850.883	3	2	Sanitary Landfill
859.883	3	1	Public Works Equipment Operator
860.128	2	1	Instrumental Maintenance
860.137	2	1	Carpenter, Labor Foreman
860.281	9	1	Carpenter
860.887	3	4	Carpenter
861.381	2	1	Brick and Stone Mason
862.381	2	1	Plumber
	3	12	Maintenance Man, Public Works M.M.
	5	1	Maintenance Man
869.381	2	1	House Builder
869.884	3	12	Laborer
	9	3	Laborer, Brush Cutter, M.M.
869.887	3	2	Sanitary Maintenance Attendant
892.228	2	1	Teacher Aide

Table A-7.--Continued.

<u>D.O.T. No.</u>	<u>Public Service Number*</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
896.884	2	1	Building Trade and Maintenance
899.133	3	1	Crew Leader
899.137	3	1	Airport Manager
899.381	2	15	M.M., Painter-Custodian, Operations and Maintenance, Maintenance and Grounds
	3	19	M.M., Equipment Mechanics Asst., Public Works Maintenance Man
	4	1	Hospital Maintenance
	7	3	Caretaker
	9	3	Maintenance Man
899.884	2	2	Bus Driver
	3	34	Mechanic, Truck Driver, Highway Aide, Dept. of Public Works Laborer, Highway Transport Aide, Laborer
	9	1	Maintenance Man
899.887	3	4	Community Custodian
	9	1	County Building
<u>9.0 - 9.9 -- Miscellaneous Occupations -- Total = 115</u>			
905.883	3	5	Truck Driver, Truck Operator
906.883	3	4	Truck Driver, Bookmobile Driver, Clerk
	4	1	Truck Driver
912.384	3	1	Airport Maintenance Man
913.463	2	2	Bus Driver, Bus Driver-Custodian
913.883	4	5	Emergency Ambulance Driver
929.887	3	1	Laborer
	5	14	Laborer, Dump Operator
	4	1	Sanitation Asst.
950.782	4	1	Sanitary Engineer
955.000	3	5	Road Repairer, Water Service



Table A-7.--Continued.

<u>D.O.T. No.</u>	<u>Public Service Number*</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
955.884	2	1	Maintenance Man
955.885	3	15	Sewer Service, Disposal Plant Operator, Asst. Operator Filtration Plant, Treatment Plant Attendant, D.P.W. Laborer
	4	1	Sewage Plant Operator
	5	7	Sewage Plant Attendant, Waste Water Plant Attendant, Sewage Plant Operator, Asst.
	9		Sewage Plant Operator
955.887	3	47	Sewage Plant Attendant Street Cleaner, Public Works Trainee, Laborer, Sewage Plant Attendant, D.P.W. Surveyor Draftsman, M.M., Public Works Truck Driver Asst. Sanitarian
969.387	7	1	Custodian Supervisor Recreational Bldg.
979.381	1	1	Copy Camera Man Apprentice

\*Public Service Numbers which are based on the industry location of the occupation are as follows:

- |                                     |                          |
|-------------------------------------|--------------------------|
| (1) Law Enforcement                 | (6) Fire Protection      |
| (2) Education                       | (7) Parks and Recreation |
| (3) Public Works and Transportation | (8) Social Services      |
| (4) Health and Hospitals            | (9) Other                |
| (5) Environmental Quality           |                          |

Table A-8. Frequency Distribution of Educational Levels

Education Level	Frequency	% of Total	Race
0-6	1	1.4%	Am. Indian - male
7-11	18	25.0%	White - 15 males; 3 females
12	43	59.6%	White - 32 males; 9 females Black - 1 male Am. Indian - 1 male
13	3	4.2%	White - 2 males; 1 female
14	2	2.8%	White - 1 male; 1 female
15	1	1.4%	White - 1 male
16	3	4.2%	White - 2 males; 1 female
17	1	1.4%	White - 1 male

Table A-9. Frequency Distribution of Length of Unemployment

Length in Weeks	Frequency (# of Participants)	% of Sample Population
0-4	21	29.2%
5-9	15	20.8
10-14	7	9.7
15-19	4	5.6
20-24	4	5.6
25-29	5	6.9
30-34	5	6.9
35-39	1	1.4
40-44	1	1.4
45-49	0	0
50 or greater	9	12.5

Table A-10. Alphabetical County Listing of Numbers of Section 5 Positions Authorized and Filled as of January 1, 1972

<u>County</u>	<u>No. of Positions Authorized</u>	<u>No. of Positions Filled as of 1/7/72</u>
Alcona	6	6
Alger	11	11
Allegan	54	51
Alpena	27	25
Antrim	16	16
Arenac	3	3
Baraga	9	9
Barry	18	18
Benzie	15	15
Branch	18	18
Cass	41	32
Charlevoix	20	19
Cheboygan	33	28
Chippewa	23	23
Clare	41	41
Clinton	8	8
Crawford	5	5
Delta	33	33
Dickinson	15	15
Eaton	8	8
Emmet	25	21
Gladwin	13	11
Gogebic	17	17
Grand Traverse	36	36
Gratiot	74	74
Hillsdale	18	18
Houghton	18	18
Huron	42	42
Ionia	44	39
Iosco	6	4
Iron	22	20
Isabella	9	9
Kalkaska	10	10
Kewanaw	14	14
Lake	6	6
Lapeer	10	9
Leelanau	18	18
Livingston	21	21
Luce	8	8
Mackinac	16	14
Manistee	27	25
Marquette	30	30
Mason	8	8
Mecosta	14	13



Table A-10.--Continued.

<u>County</u>	<u>No. of Positions Authorized</u>	<u>No. of Positions Filled as of 1/7/72</u>
Menominee	11	11
Midland	34	34
Missaukee	7	7
Montcalm	44	41
Montmorency	7	7
Newaygo	22	20
Oceana	23	23
Ogemaw	35	34
Ontonagon	4	4
Osceola	21	19
Oscoda	4	3
Otsego	9	9
Presque Isle	3	3
Roscommon	3	3
St. Joseph	22	22
Sanilac	48	47
Schoolcraft	7	7
Shiawassee	61	52
Tuscola	28	23
Van Buren	48	12
Wexford	37	35

Table A-11. "Balance-of-State" Counties Qualifying for Section 6 Funding

County	1970 Population	Number Unemployed		Unemployment Rate		Grant
		May	June	May	June	
Allegan	66,575	1925	2250	11.6	13.0	146,900
Alpena	30,708	1300	1275	12.0	11.7	82,720
Benzie	8,593	500	500	15.7	15.4	38,202
Branch	37,906	950	1275	7.4	9.6	66,523
Cass	43,312	1375	1650	13.4	15.8	116,847
Charlevoix	16,541	725	625	11.9	10.0	40,850
Cheboygan	16,573	1025	650	15.6	9.7	52,362
Chippewa	32,412	1250	1100	12.7	11.0	77,457
Clare	16,695	1100	800	21.9	16.4	79,495
Delta	35,924	1400	1300	10.6	9.6	86,965
Dickinson	23,753	725	725	8.0	7.8	32,192
Emmet	18,331	875	725	12.2	9.7	47,201
Gladwin	13,471	350	425	10.9	12.6	26,249
Gogebic	20,676	700	725	11.4	11.4	46,624
Grand Traverse	39,175	1700	1504	10.8	9.2	88,799
Gratiot	39,246	1850	1850	13.4	13.3	138,920
Hillsdale	37,171	1025	1175	9.1	10.4	80,514
Huron	34,083	1425	1500	10.9	11.2	114,743
Ionia	45,848	1675	1881	11.2	12.3	139,453
Iron	13,813	675	575	18.0	15.2	42,922
Keeweenaw	2,264	350	308	37.8	33.5	29,407
Leelanau	10,872	600	530	13.0	11.1	35,452
Livingston	58,967	1125	1500	8.3	10.7	91,414
Mackinac	9,660	675	550	20.6	13.8	45,843
Manistee	20,094	925	1075	11.8	13.2	68,560
Mason	22,612	550	625	6.9	7.7	25,366
Mecosta	27,992	750	725	8.3	8.2	41,700

Table A-11.--Continued.

County	1970 Population	Number Unemployed		Unemployment Rate		Grant
		May	June	May	June	
Menominee	24,587	600	625	7.2	7.3	28,151
Midland	63,769	1900	2338	7.4	8.6	97,916
Montcalm	39,660	1575	1769	11.4	12.5	132,399
Newaygo	27,992	825	950	11.0	12.3	60,444
Oceana	17,984	750	675	16.9	15.0	55,758
Ogemaw	11,903	1000	1000	26.5	27.0	95,013
Osceola	14,838	775	632	14.4	11.9	45,367
Sanilac	34,889	1600	1600	13.0	12.6	107,577
Shiawassee	63,075	3100	3750	14.6	17.8	376,954
Tuscola	48,603	1475	1700	11.6	13.0	113,825
Van Buren	56,173	2075	2350	11.9	12.9	153,352
Wexford	19,717	1550	1264	19.7	16.3	102,962
TOTALS	1,166,457	44750	44758	11.9	12.3	3,253,408
				Median	Median	Median

Table A-12. Ranking of "Balance-of-State" Counties by Size of Section 6 Grant

<u>County</u>	<u>(\$1,000's)</u>	<u>County</u>	<u>(\$1,000's)</u>
Shiawassee	376.9	Cheboygan	52.4
Van Buren	153.4	Emmet	47.2
Allegan	146.9	Gogebic	46.6
Ionia	139.5	Mackinac	45.8
Gratiot	138.9	Osceola	45.4
Montcalm	132.4	Iron	42.9
Cass	116.8	Mecosta	41.7
Huron	114.7	Charlevoix	40.8
Tuscola	113.8	Benzie	38.2
Sanilac	107.6	Leelanau	35.5
Wexford	102.9	Dickinson	32.2
Midland	97.9	Keeweenaw	29.4
Ogemaw	95.0	Menominee	28.2
Livingston	91.4	Gladwin	26.2
Grand Traverse	88.8	Mason	<u>25.4</u>
Delta	86.9		3,253.4
Alpena	82.7		
Hillsdale	80.5	Median -	77.5
Clare	79.5	Mean -	83.4
Chippewa	77.5	Range -	25.4 to 376.9
Manistee	68.5		
Branch	66.5		
Newaygo	60.4		
Oceana	55.8		



Table A-13. Dictionary of Occupational Titles Ranked by Number of Positions Requested Under Section 6 by "Balance-of-State" Counties

Rank	Number	D.O.T. Code	Title
1	55	376.868	Police Trooper; Policeman
2	25	899.884	P.W. Maintenance; Hwy. Main; Snow Plow Operator
3	22	195.108	Juvenile Probation Off.; Youth Supervisor
4	21	201.368	Case Worker; Social Worker, Probation Officer
5	20	341.368	Secretary; Clerk-typist
6	19	382.884	Recreation Facility Attendant
7	18	889.884	Custodian; Janitor
8	17	209.388	Highway Maintenance Man
9	16	354.878	Clerk-typist; Clerk II
10	11	304.887	Public Health Nursing Aide
11	10	202.388	Yardman; Yardman-Grounds Keeper
12	9	203.588	Stenographer
12	9	404.884	Typist I; Junior Typist; Clerk-typist
14	8	589.887	Tree Trimmer
15	7	620.281	Laborer
15	7	955.782	Auto Mechanic
15	7	955.885	Sewage Plant Operator
15	7	045.108	Sewage Plant Attendant
15	7	100.168	Counselor; Counselor Aide
20	6	079.118	Librarian
20	6	205.368	Sanitarian I; Public Health Educator
22	5	162.158	Personnel Clerk
22	5	379.868	Purchasing Agent
22	5	825.381	Conservation Officer
25	4	379.168	Lineman I Fish & Game Warden

Table A-13.--Continued.

Rank	Number	D.O.T. Code	Title
25	4	381.887	Utility Man
25	4	169.168	Administrative Assistant; Administrative Aide
25	4	219.488	Accounting Clerk; Accounting Clerk I
29	3	372.868	Jailer; Watchman
29	3	373.884	Fire Fighter
29	3	409.884	Tree Artisan Helper
29	3	710.281	Electrical Inspector I
29	3	304.884	County Park & Courthouse Maintenance
29	3	359.878	Child Day Care Worker
29	3	079.378	Clinical Nurse; Public Health Nurse
29	3	166.088	Personnel Analyst; Personnel Analyst I
37	2	005.281	Draftsman
37	2	010.081	Safety Engineer
37	2	079.853	Community Aide-Health
37	2	092.228	School Teacher
37	2	161.118	Budget Analyst
37	2	215.448	Payroll Clerk
37	2	222.138	Shipping Clerk
37	2	406.884	Laborer
37	2	407.884	Grounds Keeper
37	2	740.887	Painter
37	2	891.128	Maintenance Man
48	1	860.281	Carpenter
48	1	205.138	Personnel Administrator
48	1	187.168	Project Administrative Coordinator
48	1	005.081	Civil Engineer
48	1	168.168	Building Inspector
48	1	168.689	Environmental Inspector
48	1	045.358	Drug Dependency Counselor
48	1	019.118	Traffic Engineer
48	1	020.188	Computer Programmer

Table A-14. Distribution by "Position Description" of Positions Requested for Section 6 by "Balance-of-State" Counties

	<u>Number of Positions</u>	<u>Percentage of all Positions Requested</u>
All Occupations	393	100.0%
Janitors and Related*	125	31.8%
Office Workers**	75	19.1%
Law Enforcement	87	22.1%
Miscellaneous	106	27.0%

\* To include Maintenance Man, Sanitarian, Janitor, Grounds Keeper, Custodian, and similar non-skilled positions.

\*\*To include Secretary, Clerk and Stenographer.

Table A-15. Mean Unemployment Rates for May, June, July of 1972 for Qualified Section 6 Counties

<u>Per County</u>	<u>Mean Rate</u>	<u>Per County</u>	<u>Mean Rate</u>
Allegan	12.0	Manistee	12.03
Alpena	11.2	Mason	6.96
Benzie	14.9	Mecosta	8.53
Branch	8.7	Menominee	7.1
Cass	14.5	Midland	7.53
Charlevoix	10.2	Montcalm	12.62
Cheboygan	11.4	Nwaygo	11.30
Chippewa	11.2	Oceana	15.23
Clare	18.8	Ogemaw	26.83
Delta	9.96	Sanilac	11.93
Dickinson	7.3	Shiawassee	17.63
Emmet	9.96	Tuscola	12.13
Gladwin	11.4	Van Buren	11.90
Gogebic	10.9	Wexford	16.37
Grand Traverse	9.2		
Gratiot	13.26		
Hillsdale	10.6		
Huron	11.9		
Ionia	12.4		
Iron	14.46		
Keweenaw	33.7		
Leelanau	11.06		
Livingston	10.06		
Mackinac	15.6		

Table A-16. Average Annual Salaries and Number of Positions Authorized under Section 6 in "Balance-of-State" Counties

County	Positions Authorized	Average Salary Per Position (in \$)
Allegan	18	8161
Alpena	10	8272
Benzie	7	5457
Branch	10	6652
Cass	19	6150
Charlevoix	7	5835
Cheboygan	11	4760
Chippewa	11	7042
Clare	15	5300
Delta	13	6690
Dickinson	5	6438
Emmet	7	6743
Gladwin	4	6562
Gogebic	7	6661
Grand Traverse	14	6343
Gratiot	24	5788
Hillsdale	10	8051
Huron	17	6750
Ionia	24	5811
Iron	7	6132
Keweenaw	6	4901
Leelanau	6	5909
Livingston	14	6530
Mackinac	10	4584
Manistee	13	5274
Mason	4	6342
Mecosta	8	5213
Menominee	4	7038
Midland	13	7532
Montcalm	21	6305
Newaygo	11	5495
Oceana	12	4647
Ogemaw	21	4524
Osceola	8	5671
Sanilac	13	8275
Shiawassee	50	7539
Tuscola	15	7588
Van Buren	23	6667
Wexford	20	5148

Median Salary - \$6,438

Mean Salary all counties combined - \$6,354

Range of average salary per county - \$4,524 to \$8,275

Table A-17. Distribution of Positions Requested Through Section 6 in Balance-of-State"  
Counties by DOT Category

<u>D.O.T. No.</u>	<u>Public Service Number*</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
<u>0 - 1.9 -- Professional, Technical, and Managerial Occupations -- Total = 74</u>			
005.081	3	1	Civil Engineer
005.281	3	2	Draftsman
010.081	3	2	Safety Engineer
019.118	3	1	Traffic Engineer
020.188	8	1	Computer Programmer
045.108	2	5	Counselor
	8	2	Counselor Aide
045.358	8	1	Drug Dependency Counselor
079.118	4	5	Sanitarian I; Public Health Ed.
	5	1	Sanitarian I
079.378	4	3	Clinical Nurse; Public Health Nurse
079.853	4	2	Community Aide - Health
092.228	2	2	School Teacher
100.168	2	7	Librarian
161.118	8	2	Budget Analyst
162.158	3	4	Purchasing Agent
	9	1	Purchasing Agent
166.088	9	3	Personnel Analyst; Personnel Analyst I
168.168	3	1	Building Inspector
168.684	5	1	Environmental Inspector
169.168	6	2	Administrative Assistant
	8	2	Administrative Aide
187.168	3	1	Project Administrative Coordinator
195.108	1	2	Juvenile Probation Officer
	8	20	Youth Supervisor; Caseworker; Social Worker; Probation Officer

Table A-17.--Continued

<u>D.O.T. No.</u>	<u>Public Service Number*</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
<u>2.0 - 2.9 -- Clerical and Sales Occupations -- Total = 72</u>			
201.368	3	17	Secretary, Clerk-Typist
	5	2	Secretary
	8	1	Secretary
	9	1	Secretary
202.388	2	8	Stenographer
	7	2	Stenographer
203.588	2	4	Typist I
	3	2	Junior Typist
	8	2	Clerk-Typist
	9	1	Clerk-Typist
205.138	9	1	Personnel Administrator
205.368	3	6	Personnel Clerk
209.388	2	1	Clerk-Typist
	3	3	Clerk-Typist
	5	4	Clerk-Typist, Clerk II
	8	9	Clerk-Typist
215.448	8	2	Payroll Clerk
219.488	3	2	Accounting Clerk
	8	2	Accounting Clerk I
222.138	2	2	Shipping Clerk
<u>3.0 - 3.9 -- Service Occupations -- Total = 146</u>			
304.884	7	3	County Parks & Courthouse Maintenance
304.887	7	11	Yardman; Yardman-Grounds Keeper
341.368	7	20	Recreation Facility Attendant
354.878	4	16	Public Health Nursing Aide
359.878	8	3	Child Day Care Worker

Table A-17.--Continued.

<u>D.O.T. No.</u>	<u>Public Service Number*</u>	<u>Total No. Requested</u>	<u>Position Titles</u>
372.868	1	1	Jailor
	7	2	Watchman
373.884	6	3	Fire Fighter
376.868	1	55	Police Trooper; Policeman
379.168	5	1	Fish & Game Warden
	7	3	Fish & Game Warden
379.868	5	2	Conservation Officer
	8	3	Police Trooper
381.887	3	2	Utility Man
	7	2	Utility Man
382.884	3	6	Custodian
	4	3	Janitor
	7	10	Janitor
<u>4.0 - 4.9 -- Farming, Fishery, Forestry and Related Occupations -- Total = 16</u>			
404.884	3	8	Tree Trimmer
	7	1	Tree Trimmer
406.884	7	2	Laborer
407.884	7	2	Grounds Keeper
409.884	3	2	Tree Artisan Helper
	7	1	Tree Artisan Helper
<u>5.0 - 5.9 -- Processing Occupations -- Total = 8</u>			
589.887	3	8	Laborer



Table A-17.--Continued.

D.O.T. No.	Public Service Number*	Total No. Requested	Position Titles
<u>6.0 - 6.9 -- Machine Trade Occupations -- Total = 7</u>			
620.281	1	3	Auto Mechanic
	3	4	Auto Mechanic
<u>7.0 - 7.9 -- Bench Work Occupations -- Total = 5</u>			
710.281	3	3	Electrical Inspector I
740.887	3	2	Painter
<u>8.0 - 8.9 -- Structural Work Occupations -- Total = 51</u>			
825.381	3	5	Lineman I
860.281	3	1	Carpenter
889.884	3	18	Highway Maintenance Man
891.128	9	2	Maintenance Man
899.884	3	25	Public Works Maintenance; Highway Maintenance Snow Plow Operator
<u>9.0 - 9.9 -- Miscellaneous Occupations -- Total = 14</u>			
955.782	5	7	Sewage Plant Operator
955.885	3	4	Sewage Plant Attendant
	5	3	Sewage Plant Attendant

\*Public Service Numbers which are based on industry location of the occupations are as follows:

(1) Law Enforcement	(4) Health and Hospitals	(7) Parks & Recreation
(2) Education	(5) Environmental Quality	(8) Social Services
(3) Public Works and Transportation	(6) Fire Protection	(9) Other

Table A-18. Distribution of Positions Requested Through  
Section 5 and Section 6 in "Balance-of-State"  
Counties by "DOT" Category

Occupational Divisions	# of Positions per division	% of total positions requested
00-19 (Professional, Technical and Managerial)	375	21.3
20-29 (Clerical and Sales)	262	14.9
30-39 (Service)	624	35.4
40-49 (Farming, Fishery, Forestry and Related)	88	5.0
50-59 (Processing)	16	.9
60-69 (Machine Trades)	24	1.4
70-79 (Bench Work)	6	.3
80-89 (Structural Work)	237	13.4
90-99 (Miscellaneous*)	129	7.4

\*This category includes occupations concerned with transportation services; packaging and warehousing; utilities; amusement, recreation, and motion picture services; mining and logging; graphic arts; and various miscellaneous activities. Dictionary Classification, Third Edition, p. 198.

**APPENDIX B**

**QUESTIONNAIRE FOR INITIAL EEA INTERVIEWS  
IN FEBRUARY 1972**

## APPENDIX B

## QUESTIONNAIRE FOR INITIAL EEA INTERVIEW IN FEBRUARY 1972

1. To what extent did you really need aid in planning and applying for funds?
2. Is there a planning commission for the agent? Did this commission become involved in the decision-making process for allocating funds? If so, in what way?
3. Who was the catalyst for initiating the requests--an individual or a group?
4. Were there any particular areas of the decision-making process or allocative process where help was needed more than in others?
5. Were there any problems in applying for funds?
6. How did you determine which jobs were to be made available? Did you make any surveys? Was the decision an individual decision or a group decision? Or were requests taken into a central agency from various others? Pt.-what procedure did you follow in order to assess your community's needs?
7. Did you use any public employment service, your own files, rehire or use a private employment agency to find people to fill your available positions?
8. Were there any positions you were unable to fill? If there were why were they unable to be filled?
9. What has been the impact on the community? Have there been any special or outstanding effects as a result of the EEA?
10. Did the positions really fill a community need?
11. Did these jobs result in any benefit to the community?
12. Were new areas for public service to the community opened or were these positions already in existence but unable to be financed with local funds?
13. What is your overall impression of this program?
14. Do you feel you have placed the right people in the right jobs?

15. If you could do it over again would you select the same occupations to be filled or would you ask for different ones? Also, if you had had more time to choose the occupations would you have changed your choices?
16. Do you approve or disapprove of the handling of this program?
17. Do you think the program can be improved upon to better suit the needs of rural areas? If so, why?

**APPENDIX C**

**QUESTIONNAIRES EMPLOYED FOR EEA INTERVIEWS  
JULY-AUGUST 1973**

## APPENDIX C

## QUESTIONNAIRES EMPLOYED FOR EEA INTERVIEWS JULY-AUGUST 1973

Table C-1

Questionnaire Employed to Interview County Commissioner

I. Planning

1. What is the process through which you have determined the positions and people to be shifted to permanent employment?
2. Was a specialized program administrator hired? Why?
3. Have you a clear conceptualization of EEA goals and priorities? How has your program been affected by the primary and secondary goals? Are they effected as you move EEA participants to permanent positions?
4. How have you assessed the community needs as you have shifted people to permanent public or private positions?
5. Is there, or was there, a planning body? How has this body been involved in operation of the EEA from the initial stages into the present stage of participant transition to permanent jobs?
6. What are your priorities and criteria in the selection of permanent jobs to be filled by EEA participants?
7. When you were deciding which positions you wanted to have funds for did you consider the availability of labor which had the skills you thought were needed? If you had known their educational and skill levels would you have thought this an important consideration as you decided which positions you wanted funded? Was this of any consideration when you were shifting EEA positions and people to permanent status?
8. For the "Balance-of-State" and the nation as a whole there was a degree of concentration of jobs in transportation and public works. Does this describe your program? If so, can you explain why?
9. In this decision-making process were there any particular areas where assistance was needed more than in others? If yes, what are the areas?

Table C-1.--Continued.

10. Has there been local population input? Though community action agencies, local development groups and other special interest groups were not explicitly included in the legislation for consultation were they nevertheless solicited for their comments?

## II. Implementation

1. What has been the impact on the community, i.e., have there been any special or outstanding effects as a result of the EEA? Is there a community sense of accomplishment or participation as a result of the EEA?
2. Do you feel that using the criteria of unemployment levels worked to your advantage or disadvantage? If to your disadvantage, what criteria would you prefer?
3. If more money had been earmarked for training purposes would different positions have been selected? If yes, why, and can you provide examples?
4. How have you accommodated the shift of EEA participants into your civil service system?

## III. General Impressions

1. Do you think there was adequate communication and coordination between your office and the state office? Would you prefer more control/assistance from the state and/or federal governments? If yes, why?
2. Do you think such a program can be improved to better suit the needs of rural areas? If yes, how?
3. Should more incentive have been given to move people to permanent jobs? What would you suggest?
4. Do you think 'rewards' should have been offered for achieving all the goals of the EEA? What kinds of rewards would you suggest?
5. Does this program provide the mechanism by which you can increase the ability of your local manpower programs to adapt to changing circumstances? If no, why do you think it doesn't?



Table C-1.--Continued.

6. If you had received assurances that this program would continue indefinitely how could this knowledge have affected your decision process of planning and implementation?

Table C-2

## Questionnaire Employed to Interview EEA County Administrator

I. Planning

1. What is the process through which you have determined the positions and people to be shifted to permanent employment?
2. Have you a clear conceptualization of EEA goals and priorities? How has your program been affected by the primary and secondary goals? Are they effected as you move EEA participants to permanent positions?
3. How have you assessed community needs as you have shifted people to permanent public or private positions?
4. Is there, or was there, a planning body? How has this body been involved in operation of the EEA from the initial stages into the present stage of participant transition to permanent jobs?
5. How do you perceive your priorities and criteria in the selection or permanent jobs to be filled by EEA participants?
6. For the "Balance-of-State" and the nation as a whole there was a degree of concentration of jobs in transportation and public works. Does this describe your program? If yes, can you explain why?
7. To what extent have you needed aid in planning for the transition to permanent jobs of your EEA participants: (a) through the first 2 program years, and (b) for this third year in which the program is being phased out?
8. In this decision-making process were there any particular areas where assistance was needed more than in others? If yes, what are the areas?

II. Implementation

1. Have you found that the choice of jobs to some extent determined the personnel to be hired? Why?

Table C-2.--Continued.

2. As you considered individuals for employment in specific jobs what criteria was selection based upon? For example, skill level, education or comparability to present employees in similar jobs could have been used.
3. Were there any positions you were unable to fill? If so, why?
4. What has been the impact on the community, i.e., have there been any special or outstanding effects as a result of the EEA? Is there a community sense of accomplishment or participation as a result of EEA?
5. Do you feel that using the criteria of unemployment levels worked to your advantage or disadvantage? If to your disadvantage, what criteria would you prefer?
6. What has been your success regarding transition to permanent employment? Have you any follow-up concerning those who have moved to permanent employment, released or quit on their own? If yes, what are the results.
7. How have you accommodated the shift of EEA participants into your civil service system?

### III. General Impressions

1. Do you think the 'county' is the proper level of government to administer such a program in a rural environment? Why?
2. Do you think there was adequate communication and coordination between your office and the state office? Would you prefer more control/assistance from the state and/or federal governments? If yes, why?
3. Do you think such a program can be improved to better suit the needs of rural areas? If yes, how?
4. Should more incentive have been given to move people to permanent jobs? What would you suggest?
5. Do you think 'rewards' should have been offered for achieving all the goals of the EEA? What kinds of rewards would you suggest?

Table C-2.--Continued.

6. Does this program provide the mechanism by which you can increase the ability of your local manpower programs to adapt to changing circumstances? If no, why do you think it doesn't?

Table C-3

## Questionnaire Employed to Interview EEA Hiring Agents

I. Planning

1. What is the process through which you have determined the positions and people to be shifted to permanent employment?
2. Have you a clear conceptualization of EEA goals and priorities? How has your program been affected by the primary and secondary goals? Are they effected as you move EEA participants to permanent positions?
3. What are your priorities and criteria in the selection of permanent jobs to be filled by EEA participants?
4. When you were deciding which positions you wanted to have funds for did you consider the availability of labor which had the skills you thought were needed? If you had known their education and skill levels would you have thought this an important consideration as you decided which positions you wanted funded? Was this of any consideration when you were shifting EEA positions and people to permanent status?
5. To what extent have you needed aid in planning for the transition to permanent jobs of your EEA participants: (a) through the first two program years, and (b) for this third year in which the program is being phased out?
6. In this decision-making process were there any particular areas where assistance was needed more than in others? If yes, what are the areas?

II. Implementation

1. As you considered individuals for employment in specific jobs what criteria was selection based upon? For example, skill level, education, or comparability to present employees in similar jobs could have been used.
2. Were there any positions you were unable to fill? If so, why?
3. What has been your success regarding transition to permanent employment? Have you any follow-up concerning those who were moved to permanent employment, released or quit on their own? If yes, what are the results?

Table C-3.--Continued.

III. General Impressions

1. If you had received assurances that this program would continue indefinitely how could this knowledge have affected your decision process of planning and implementation.

**APPENDIX D**

**QUESTIONNAIRE EMPLOYED FOR SLFAA INTERVIEWS  
AUGUST-SEPTEMBER 1973**

## APPENDIX D

## QUESTIONNAIRE EMPLOYED FOR SLFAA INTERVIEWS AUGUST-SEPTEMBER 1973

Table D-1

Questionnaire Employed to Interview Local Elected Officials  
in Connection with the SLFAA

1. Through what channels or by what processes do you receive and disburse revenue sharing money?
2. Now that you have received revenue sharing funds for the first year would you describe the criteria which you used in your local allocation of these funds?
3. The trend nationally for expenditure of revenue sharing funds has been to use or intend to use the funds more for construction of capital projects than for social service type spending. Do you think your program follows this trend? Do you anticipate continuation of this trend?
4. What have been your expenditures on non-capital projects? Anything new?
5. As you were deciding where to allocate these funds have you requested any aid from an outside source in this decision process? If yes, were there or are there any particular areas where assistance was needed more than in others?
6. Who, or what body, makes the final decision concerning where the money is to be allocated?
7. Have you or do you plan to establish a planning body which will coordinate the various requests for revenue sharing money, i.e., how is this program to be administered?
8. What has been your process to determine your community's needs? In conjunction, what has been the extent of local population input, and what form(s) has it taken?
9. Do you feel that the funding criteria worked to your advantage or disadvantage? If to your disadvantage, what other criteria would you suggest?
10. Has there been adequate communication and coordination between your office and the state and/or federal offices? Would you prefer more control/assistance from the state and/or federal governments? If yes, why?



Table D-1.--Continued.

11. What do you think is the proper level of government to administer such a program in a rural environment? Why?
12. Do you think a program of this type can be improved to better meet the needs of rural areas? If yes, how?
13. Does this program provide the mechanism by which you can increase the ability of your local programs to adapt to changing circumstances? Could you explain your answer?
14. If you received assurances that this program would continue indefinitely how could this knowledge affect,  
(a) your planning and implementation decision processes,  
and (b) your scheme of priorities.



MICHIGAN STATE UNIVERSITY LIBRARIES



3 1293 03071 0424