THE CHANGING ROLE
OF COUNTY GOVERNMENT

The trend toward suburban living has caused considerable concern to officials and business leaders in metropolitan areas. The same trend—at the same time—has caused even more problems and headaches to county officials, particularly the County Commissioners.

This suburban trend has meant that more people are now living in the areas outside the city limits which come under the supervision of the County Commissioners.

The increase in population has brought an increase in services which must be given these new residents... water... sewer... playgrounds... protection... roads... planning... zoning... building inspection.

The increase in services means that it is costing the county government more to operate, (and this does not take into consideration the increased cost of welfare services in the past few years) yet the increase in population has not brought a proportionate increase in revenue to the county.

This is a new trend in county government and far afield from its traditional role of service to an agricultural area. County government by the agency of the Board of County Commissioners furnishes over fifty separate functions to the taxpayers of this county.

These functions reflect the need of change to meet and keep pace with current problems.

The Board of County Commissioners presents this report to depict a few of its accomplishments during the past year... of which we are justly proud... and to outline what needs to be done in the immediate future.

Edward Breen
Harry J. Kiefaber
Forest D. Lightner
County Commissioners

JOHN P. McHUGH
COUNTY ADMINISTRATOR
ACCOMPLISHMENTS FOR 1958

- Completion of a sewer and water master plan for the entire metropolitan area in cooperation with the City of Dayton.
- Construction of Sanitary Department office building.
- Re-organization of the Sanitary Department.
- Planning initiated for Stillwater Sanitary District.
- Extension of county zoning into Harrison Township.
- Established a program for incinerators for the metropolitan area.
- Preparation of incinerator legislation.
- Preparation of blighted area survey by the Planning Commission.
- Preparation of urban renewal legislation for submission to Legislature.
- Installation of automatic flashing lights at the Diamond Mill railroad crossing.
- Initiated proceedings for North Holes Creek Sanitary Sewer District.
- Extension of circumferential highway program under direction of Carl H. Bauer, County Engineer.
- Provided relocation of Sheriff’s patrol section to Civil Defense.
- Publication of the first Annual Report for the County.
- Acquisition of adequate, permanent quarters for the Boards of Education and Health.
- Formulation and publication of a Personnel Policy.
# GENERAL OPERATING FUND 1958

## HOW MONEY WAS USED

### ADMINISTRATION
- General Executive: $998,142.54

### JUDICIAL
- Courts: $1,057,879.22

### HEALTH & WELFARE

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hospitals</td>
<td>$383,705.35</td>
</tr>
<tr>
<td>T. B. Hospital</td>
<td>300,000.00</td>
</tr>
<tr>
<td>Recreation-Playgrounds</td>
<td>55,729.71</td>
</tr>
<tr>
<td>Children’s Home</td>
<td>794,580.52</td>
</tr>
<tr>
<td>County Home &amp; Hospital</td>
<td>537,418.39</td>
</tr>
<tr>
<td>Soldiers’ &amp; Sailors’ Relief</td>
<td>34,670.81</td>
</tr>
<tr>
<td>Poor Relief</td>
<td>725,000.00</td>
</tr>
<tr>
<td>Mentally Retarded Children</td>
<td>4,000.00</td>
</tr>
<tr>
<td>Lunacy Cases</td>
<td>11,076.24</td>
</tr>
<tr>
<td>Crippled Children Aid</td>
<td>40,359.64</td>
</tr>
<tr>
<td>Support of Minor Children</td>
<td>39,200.41</td>
</tr>
<tr>
<td>Feeble Minded Children</td>
<td>57,968.87</td>
</tr>
<tr>
<td>Other Health—(Includes Needy Blind, Aid for Dependent Children)</td>
<td>9,630.28</td>
</tr>
</tbody>
</table>

**Total Health & Welfare: $2,993,340.22**

### CORRECTIONS
- Juvenile Detention Home: $135,752.51
- Work House: $149,558.49

### PROTECTION PERSON & PROP.
- Sheriff, Bldg. Inspection & Agriculture: $468,087.26

### ENGINEERING
- Tax Maps: $33,573.10

### ELECTIONS
- Board of Elections: $292,355.40

### RETIREMENT FUND
- County’s Portion: $211,766.19

### INSURANCE & TAXES
- $65,138.86

### MAINTENANCE
- County Lands & Buildings: $618,974.35

### CIVIL DEFENSE
- $23,200.00

### MISCELLANEOUS
- $1,909.95

### BALANCE, DEC. 31, 1958
- General Fund: $282,839.27*
- One Mill Levy Fund: $119,447.44

**Total Payments & Balance: $7,451,964.80**

*Includes:

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unpaid Encumbrances of 1958</td>
<td>$72,250.67</td>
</tr>
<tr>
<td>Remaining Encumbrances for Re-appraisal</td>
<td>50,000.00</td>
</tr>
<tr>
<td>Balance for the Operation of Detention Home</td>
<td>207,026.20</td>
</tr>
</tbody>
</table>

**Total: $329,276.87**
WHERE MONEY CAME FROM

BALANCE JAN. 1, 1958
*General Fund
One Mill Levy Fund

$173,562.34
702,799.92

GENERAL PROPERTY TAX
Real Estate, Public Utilities, Tangible & Intangible
One Mill Levy

2,340,967.21
1,273,879.66

OTHER REVENUE
Licenses, Fines & Costs
Re-Appraisal Bonds
Local Government Fund (County Portion)
Fees From County Offices
Rents From County Building & Lands
Interest On Invest. & Deposits
County Home & Children's Home Receipts
Miscellaneous Receipts
State Examination Withheld

78,717.00
200,000.00
1,214,546.79
970,969.79
101,143.84
76,903.40
236,195.63
50,021.03
32,258.19

TOTAL RECEIPTS & BALANCE $7,451,964.80

*INCLUDES: Encumbrances from 1957, payable in 1958 expenditures—$59,347.60

TOTAL EXPENDITURES $7,049,678.09

$3.90 COUNTY'S SHARE OF TAX RATE IN EACH TAXING DISTRICT.

COUNTY SERVICES RENDERED FOR .03½ cents per person per DAY. (Less than the cost of a 4 cent postage stamp, 3 cigarettes, or a daily newspaper)
Welfare

Welfare is Montgomery county's greatest problem. Its effects are far reaching as the program itself extends into practically everything we do today. As such, it cannot be considered alone. As welfare goes, so goes county government.

Welfare today is administered as a county government function on a county-wide basis. Welfare is not only represented by the County Welfare Department as such, but includes Shawen Acres, the County Home and Hospital and Stillwater Sanatorium.

For the twelve months of 1958 the Welfare Department, under Adam Kurpiel, disbursed $3,264,517.48 with an average monthly case load of 1,651. This compares with an average monthly case load for 1957 of 915 and total expenditure of $1,971,461.44. Hospital costs during this same period rose from $927,775.28 to $1,241,146.93.

This is not the total picture. The county also disbursed $3,140,079.57 from the General Fund for the following purposes: Per diem support of minor children, feeble minded children, Stillwater Sanatorium, crippled children, mentally retarded children, County Home and Hospital, Shawen Acres, soldier's relief and burials, Juvenile Detention Home, workhouse, and hospital bills. In 1954 the total cost of these services was but $1,999,447.04.

The necessity of maintaining these functions reduces the funds available for recreation, sewer and water, roads and bridges, and capital planning.

The need for these services has increased far in excess of funds available resulting in many other departments and functions taking second priority to these services.

Following is a breakdown of the entire cost of welfare in Montgomery county:

<table>
<thead>
<tr>
<th></th>
<th>1955</th>
<th>1956</th>
<th>1957</th>
<th>1958</th>
</tr>
</thead>
<tbody>
<tr>
<td>Juvenile Court</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Per Diem Support Minor Children</td>
<td>29,814</td>
<td>27,614</td>
<td>27,663</td>
<td>39,976</td>
</tr>
<tr>
<td>Probate Court</td>
<td>37,598</td>
<td>52,017</td>
<td>50,654</td>
<td>57,639</td>
</tr>
<tr>
<td>T. B. Hospital</td>
<td>300,000</td>
<td>300,000</td>
<td>300,000</td>
<td>300,000</td>
</tr>
<tr>
<td>Crippled Children</td>
<td>29,795</td>
<td>44,645</td>
<td>38,550</td>
<td>40,095</td>
</tr>
<tr>
<td>Mentally Retarded Children</td>
<td>4,000</td>
<td>4,000</td>
<td>4,000</td>
<td>4,000</td>
</tr>
<tr>
<td>County Home and Hospital</td>
<td>331,405</td>
<td>374,537</td>
<td>576,370</td>
<td>528,332</td>
</tr>
<tr>
<td>Children's Home</td>
<td>619,491</td>
<td>659,692</td>
<td>733,990</td>
<td>792,789</td>
</tr>
<tr>
<td>Soldier's Relief and Burials</td>
<td>19,904</td>
<td>29,832</td>
<td>38,517</td>
<td>35,239</td>
</tr>
<tr>
<td>Juvenile Detention Home</td>
<td>112,735</td>
<td>112,164</td>
<td>122,140</td>
<td>132,509</td>
</tr>
<tr>
<td>Workhouse</td>
<td>138,862</td>
<td>149,975</td>
<td>135,418</td>
<td>140,000</td>
</tr>
<tr>
<td>Hospital Bills</td>
<td>380,018</td>
<td>273,475</td>
<td>670,649</td>
<td>1,069,500</td>
</tr>
<tr>
<td><strong>Total Local Funds</strong></td>
<td>2,003,641</td>
<td>2,027,951</td>
<td>2,697,950</td>
<td>3,140,080</td>
</tr>
</tbody>
</table>

| Other Health & Welfare (from state matching funds including federal funds) | 2,017,555 | 2,372,316 | 2,447,607 | 4,323,643 |
| TOTAL | 4,021,196 | 4,400,267 | 5,145,557 | 7,463,723 |
Maintaining a good network of roads in Montgomery county is a multi-million dollar proposition. In fact, maintenance this year for the county's 560 miles of roadway will cost taxpayers over $2,000,000.

With the county's "changing face," the responsibility of maintaining highways is a continuing project for County Engineer Carl H. Bauer and his staff. Planning is a must. In this field, Planning Director A. E. Suro lends Bauer a "helpful hand."

Together, the two county officials have created the circumferential highway belt — a high speed system of roadways circling Dayton's city limits.

Portions of the system have been constructed on a year-by-year basis. Sections of Needmore Road to the north were widened last year. More development on this road is planned this year.

Bauer also stands ready to program another important link of the circumferential highway within the next two years. This is the $2,000,000 extension of Woodman Drive, from relocated U. S. Route 35 to Airway Road.

The federal government will share in this program. (The county's share of the program—$1,000,000 — ($500,000 in 1959 and 1960) will come from budget financing.)

The development of Harshman Road as a four-lane highway also will be undertaken this year. The improvement will provide an important link with new Ohio Route 4 in Mad River Township.

Completion of the entire network of multi-laned roads is a question mark. On Bauer's limited budget, qualified estimates place the completion date near 1970.
SEWER AND WATER

Back in the days when the area outside the Dayton city limits was "country," the county commissioners had one less worry—water and sewer. A family residing in the country had its own cistern, well, and septic tank ... felt no inconvenience.

With the trend toward suburban living and the population of the unincorporated areas booming, the need and demand for these services reached the acute stage. Thus it was in 1958.

Studies made this past year indicated that the county's water supply and distribution system were inadequate to cope with the rapidly expanding population. A master water and sewer plan was completed in cooperation with the City of Dayton.

Proceedings were begun for the construction of the North Holes Creek Sanitary District in the southern portion of the county and for the Stillwater Sanitary District in the Shiloh area of the northern portion.

The Beaver Creek Sewage Treatment plant expansion was completed this past year and a new office building to house the sanitary department was erected on Lamme road.

Montgomery is the only county in the state that operates a sewer and water system of its own. The sewer and water system is of such size as to be able to serve a city of more than 100,000 population.

The expanding population brought one more problem—that of waste disposal. It has become evident that sanitary landfills are a poor substitute for disposal by incineration and plans were begun to develop a county-wide incinerator program—a project high on the priority list for 1959.
RECREATION

Another phase in the changing face of county government is the need to provide recreation facilities, not only for the youth and teen-agers but also for adults . . . something unheard of a few years ago.

The Recreation Department was established by the county commissioners in 1954 and now a year-round program of sports activities and arts and skill classes is carried on.

Through a bond issue and other gifts, Memorial Hall was remodelled in 1956 at a cost of some $900,000 and is now used for theatrical presentations, conventions, and meetings. For the second time in its history, Memorial Hall was operated at a profit this past year. The auditorium portion of Memorial Hall was rented 182 days of the year, including a summer theater.

Two new playgrounds, Ridgewood Heights (southwest) and Park Layne (east) were completed this past year. New facilities and improvements were made at the other playgrounds.

A few statistics . . . 3500 took part in a winter program of organized basketball and dance instruction at 13 county schools . . . 16 playgrounds used in a 10-week summer program with a total attendance of 129,200 . . . intra-mural basketball and volleyball played in 15 county schools . . . play days held with thousands participating.
When one thinks of protection, he generally thinks in terms of the sheriff, police, and fire departments. This is merely one phase of protection. There is another phase of protection that tends to safeguard property values.

For example there is the County Building Inspection Department which enforces regulations pertaining to the construction, repair, and maintenance of residential and small commercial buildings. This guarantees that moderate safety precautions and safeguards are used in building new homes.

In the past year, a total of 38,244 inspections were made and permits for construction were issued on 5,680 applications covering $29,870,545 worth of construction. The department collected a total of $78,669 in fees last year.

There is also the County Zoning Commission which guarantees that structures of such a nature cannot be erected in certain areas which would tend to decrease existing property values. In the past year zoning plans were prepared for the unincorporated area of Harrison township as well as zoning plans for New Lebanon, Trotwood, and Union. At present, only three of the county’s townships—Clay, Perry, and Randolph—are not zoned.

Still another form of protection is offered through Civil Defense which has set up a system of sirens to alert the people in event of impending disaster. Civil Defense also set up its own radio network and is working with other agencies in Dayton and Montgomery county for a coordinated plan in event of disaster or attack.

The best known phase of protection is the county sheriff’s office which has two branches—civil and criminal. In the civil end, it acts as the agent of the courts in serving papers. For a more effective patrol operation, the radio dispatcher room and patrol headquarters were moved this past year to CD headquarters at 8100 North Main Street.
One of the busiest departments in the county this past year was the county health department under its new health commissioner, Dr. Robert A. Vogel. The department moved into new quarters at 325 West Second St. and began a process of reorganizing this vital service.

Public health aims at prevention of disease by promoting better community health. This is done in several ways — through public health nurses who make visits to the homes to give nursing care, guidance and advice . . . through Well Child Conferences to keep well babies well . . . through medical attention for premature babies . . . vision and hearing tests . . . through adequate immunization and vaccination programs.

Other phases of public health are through plumbing inspection to prevent disease and the spread of disease . . . through proper sewage disposal . . . food and milk control . . . rabies control.

A less spectacular phase of county government is the education system. During the past year, Byron Morton of Vandalia who had been county superintendent of schools resigned to become assistant superintendent of public instruction in the Ohio State Department of Education. He was succeeded as county superintendent by O. R. Edgington.

The county school system is divided into 11 districts and controls all public schools with the exception of those in Dayton, Kettering, Oakwood, Miamisburg, and Vandalia-Butler city school districts and the West Carrollton exempted village district.

The Vandalia-Butler district left the county system Jan. 1, 1959 to become a city district.
OTHER COUNTY BUILDINGS:

25 N. SEARS ST.—Welfare Dept.
8100 N. MAIN ST.—Stillwater Sanatorium, Civil Defense Headquarters, and Sheriff's dispatcher and radio room.
4247 LAMME RD.—Sanitation Dept.
101 N. MOSS AV.—County Engineer's office and garage.
3304 N. MAIN ST.—Shawen Acres.
1 WYOMING ST.—Coroner’s Office.
817 FERGUSON AV.—Present Detention Home.
601 INFIRMARY RD.—County Home and Hospital.

Map shows location of county buildings in the downtown Dayton area.

1. Old Courthouse
2. New Courthouse
3. County Jail and Sheriff's Office
4. Horn bldg. (part of Recorder's office, part of Juvenile Court, Planning Commission, and Building Inspection).
5. Auto Registration Division of Clerk of Court's Office
6. Board of Elections
8. New Juvenile Center

Shawen Acres Children's Home

The Horn Building

Animal Shelter
New type NCR payroll machine in County Auditor's office.

Recorder's office photostats county records.

Latest type billing machines used in County Treasurer's office.

Some of the records in Clerk of Courts office.

Law library contains thousands of volumes for use of courts, prosecuting attorney's office, and lawyers.

County engineer's office has complete file of streets and plats.
GOALS FOR 1959

- Development of area wide program of incinerators to meet the expanding needs of the metropolitan area.

- Program of water resources and distribution.

- Extension of sewer and water facilities to serve the Holes Creek and Shiloh areas.

- Continued expansion of the circumferential expressway.

- Development of a blighted area program.

- Formulation of study on recreation needs and park sites.

- County wide capital building blueprint.

- Construction of a county jail and a coroner's building.

- Study of consolidation of sewer and water districts into a single unit.

Plans to completely encircle Dayton with circumferential highways are expected to take 10 years.
OFFICIALS

County Auditor .................................................. Jesse Haines
Clerk of Courts ............................................... Frank Krebs
Coroner .......................................................... Dr. Robert E. Zipf
Engineer .......................................................... Carl H. Bauer
Prosecuting Attorney ......................................... Mathias H. Heck
Recorder .......................................................... Charles S. Heck
Sheriff ........................................................... Bernard L. Keiter

County Administrator ........................................ John P. McHugh
County Clerk .................................................. Joseph Greenwood

ADMINISTRATIVE STAFF

Director of Planning ........................................ A. E. Suro
Recreation Director .......................................... Richard Bryant
Sanitary Engineer ............................................. Loyd Huffman
Landfill Inspector .............................................. John Parrish
Director of Welfare ........................................... Adam P. Kurpiel

COUNTY BOARDS

County Planning Commission
Edward Breen ................................................... Forest D. Lightner
Joseph Connelly .............................................. Richard B. Pohl
Ray B. Hull ...................................................... Walter Rhoads
James M. Kern ................................................ Rollin L. Rosser
William E. Keyser ............................................ Park Wineland
Harry J. Kiefaber

County Rural Zoning Commission
Lewis Froikin ................................................... Mrs. Lillian Price
Charles E. Lloyd ............................................... W. W. Wurst
Robert Maynard

Board of Zoning Appeals
Ellis R. Cunningham ........................................ Clarence King
Elmer Hager ..................................................... Marvin B. Smith
Edgar Honnell

County Fair Board
Harold E. Crowe ............................................... W. Rudolph Meyer
Edward G. Decker ............................................ Donald Michael
Frank Eisman ................................................... Carl Ross
Carl W. Fensler ............................................... Nelson B. Ross
Paul B. Gilbert ................................................ Calvin Saul
Paul E. Grusenmeyer ........................................... Fred G. Schantz
John P. McHugh ............................................... Mrs. Hamilton Shaffer
Dr. Frank R. Henry ............................................ Dale Studebaker
Joseph E. Hussong ............................................ Curtis E. Trean
Arthur Long ..................................................... Roland A. Wagner
C. Maurice Loose

Recreation Advisory Committee
Dr. J. Milton Dasher .......................................... Mrs. John Oren
E. Wayne Morris ............................................... Park Wineland
Joseph Newland

Treasurer ....................................................... Chester A. Myers
Probate Judge ................................................ Rodney Love
Juvenile Court Judge ......................................... Frank W. Nicholas
Domestic Relations Judge ................................. Paul Sherer
Common Pleas Court Judges ............................. Robert U. Martin,
Robert L. McBride, Charles Lee Mills, Don R. Thomas,
and Neal F. Zimmers

County Library Board
Daniel Blau ..................................................... Dr. Albert F. Kuhl
E. Bartlett Brooks ............................................. Joseph Myers
Roy G. Fitzgerald ............................................. John D. O'Brien
Mrs. A. F. Shepheard

County School Board
E. Wayne Morris .............................................. Roland St. John
Charles Snyder ................................................ Ralph Keck
O. R. Edginton ................................................ George Hartzock
Hubert L. Sixt

Children's Home
Judge Frank Nicholas ....................................... Robert W. Kuhns, Sr.
Charles G. Coleman ......................................... Albert H. Scharrer
Lenore B. Thomas

Law Library Board
Roy J. Fitzgerald ............................................. Hugh H. Altick
Joseph H. Colvin ............................................. William F. Myers
Walter P. Reese ............................................... Paul Ziegler
James C. Baggott

Board of Health
Eugene Baker ................................................ U. A. Hay
George Martin, M.D. ......................................... Paul G. Seyler, M.D.

T. B. Hospital Board
William F. Grieser ........................................... Carl F. Smith
Andrew S. Iddings

Budget Commission
Mathias H. Heck .............................................. Chester A. Myers
Jesse Haines

Board of Revision
Edward Breen .................................................. Chester A. Myers
Jesse Haines