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## This Week

NACo Budget  
Work Plan  
Report, 3-14

Vol. 11, No. 1

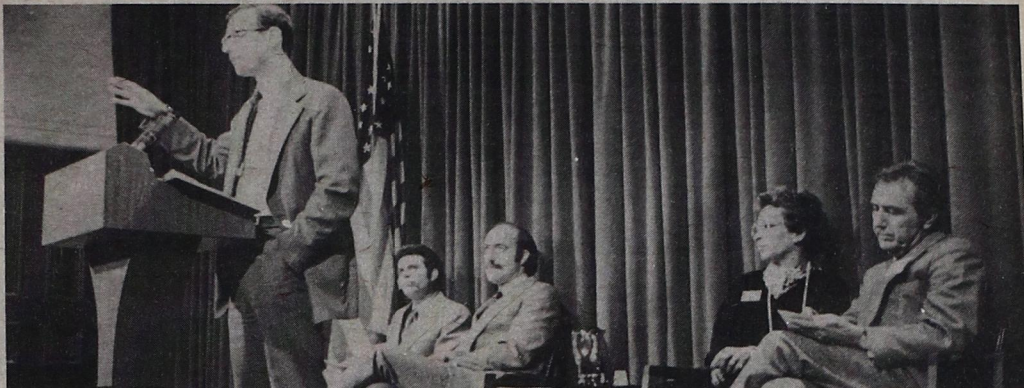
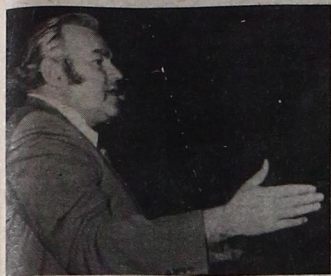
# COUNTY NEWS

"The Wisdom to Know and the Courage to Defend the Public Interest"

Jan. 1, 1979

NACo

Washington, D.C.



WHITE HOUSE, COUNTY EXCHANGE—Presidential aide Stuart Eizenstat warned NACo Board of Directors Dec. 14 that "tough decisions" would have to be made to reduce the federal budget deficit to \$30 billion in 1980. Seen also in top photo (from left) are presidential aides Jack Watson and Gene Eidenberg, NACo President Charlotte Williams and NACo Executive Director Bernard F. Hillenbrand. At left, board members raised questions about budget cuts, proposed legislation and anti-inflation activities.

## Board at White House

### Inflation Fight, Budget, Revenue Sharing Aired

WASHINGTON, D.C.—White House Domestic Policy Advisor Stuart Eizenstat told county officials Dec. 14 that he did not expect revenue sharing appropriations to be cut back in the federal government's fiscal '80 budget. But he did say that President Carter is considering legislation which would authorize tying funding levels to a local government's compliance with voluntary wage/price controls.

Eizenstat's statement came during a White House briefing which was dominated by repeated warnings that President Carter would have to make "tough budget decisions" in order to reduce the federal deficit to \$30 billion in 1980. The briefing was designed to update NACo's board of directors—gathered in Washington for their annual winter board meeting—on wage/price guidelines, the Administration's legislative priorities and the 1980 budget.

Presidential aide Jack Watson, who hosted the meeting, pointed out that Carter inherited a \$66.5 billion deficit. "This year, the deficit was \$39 billion. But in order to bring that level down to \$30 billion, the President must find between \$11 and \$15 billion to take off of a budget that would exist if we just ran programs as usual," he said. Watson is assistant to the President for intergovernmental affairs.

W. Bowman Cutler of the Office of Management and Budget (OMB) also confirmed that the nation would be entering a "period of restraint" with a reduction in the rate of growth for almost all federal programs. Both Cutler and Watson stressed, however, that Carter would seek a "standard of fairness" so that no

one segment of the population would be unduly burdened.

THE ISSUE of general revenue sharing was raised by NACo Executive Director Bernard F. Hillenbrand during a question and answer period. If the Administration decides to introduce an amendment linking funding levels with adherence to wage/price guidelines, Eizenstat said he thought local governments would simply be asked to certify that they complied with the guidelines. "Obviously we cannot monitor thousands of cities and counties," he said.

Eizenstat also mentioned the possibility of another piece of legislation which would require local governments to seek certifications of compliance from private firms with which they do business. "This would be one way to put teeth into the procurement side" of wage/price guidelines, he noted.

With respect to the long-range future of revenue sharing, Eizenstat said the Administration would not be prepared to make recommendations, either for or against, reenactment until this May. (The current general revenue sharing program expires Sept. 30, 1980. Although May 15 is the deadline for congressional committees to report authorizing bills, Hill and Treasury officials have indicated that the May deadline may be ignored until an assessment of current anti-inflation activities can be made.)

IN ANOTHER AREA, Eizenstat told county

officials that welfare reform remained a "major priority" of the Carter Administration. He said that Department of Health, Education and Welfare officials were preparing a "pared down" package to submit to Congress early this year. He noted that Carter's welfare reform plan introduced last year would have cost roughly \$17 to \$18 billion with cash outlays beginning in fiscal '81. The new package, he said, would be considerably less expensive and would not begin until 1982.

"I think there's a real chance of passage," said Eizenstat, "because the new plan seems to be in the ball park with congressional interests expressed last year."

See ANTI-INFLATION, page 16

## Board Approves Plans for 1979

WASHINGTON, D.C.—NACo's 44th annual conference in July will center around the theme of financing vital county programs in an inflationary period.

This decision was made by the NACo Board of Directors meeting here Dec. 14 to approve the association's 1979 budget and work plan. (See page 3 for complete breakdown.) The work plan and budget was endorsed by the NACo Executive Committee, led by President Charlotte Williams, who reviewed it the previous day.

In his opening remarks to the board, NACo Executive Director Bernard F. Hillenbrand said, "This recommended budget and work plan reflects our response to the perception that 1979 will be one of the most difficult years in modern history for county governments."

Accordingly, he said, the staff was guided by four principles in preparing the proposed budget and work program:

- The times call for a balanced budget with no increase in dues;
- The times call for cost-cutting, tight management and streamlined administration;
- Uncertainty about presidential initiatives and congressional mood casts a cloud on the authorization and funding levels of the counties' share of the \$85 billion of federal funds to state and local government and demands utmost flexibility in directing our lobby efforts.
- The most important priorities for counties are responding to inflation and the reenactment of the general revenue sharing program.

See NACo, page 16

## Counties Gain Role in U.S. Bond Effort

WESTCHESTER COUNTY, N.Y.—County Executive Alfred B. DelBello has been appointed by Secretary of the Treasury W. Michael Blumenthal to membership on the 1979 U.S. Savings Bonds Industrial Payroll Savings Committee.

DelBello will serve as chairman of the County Government Group, marking the first time county governments will be represented on the National Committee.

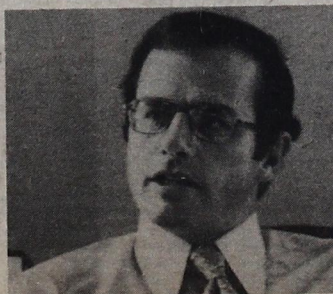
As group chairman, he will seek to stimulate the sale of savings bonds by encouraging Westchester County employees and residents to participate in the systematic purchase of savings bonds through payroll savings plans and by encouraging more of his counterparts in counties throughout the nation to head up campaigns designed to increase participation in

payroll savings plans.

In accepting the appointment, DelBello said, "I welcome the opportunity to make a contribution to the stability of the economy and our nation by mobilizing the wide support of county employees. I look forward to generating enthusiastic participation with the cooperation of county leaders around the country."

DelBello is active in NACo where he serves as chairman of the Urban Affairs Committee.

The Industrial Payroll Savings Committee spearheads the sale of savings bonds through promoting the payroll savings plan in companies and state and local governments. The committee, active since 1963, is composed of the chief executive officers of more than 60 top corporations in the country and also government leaders from throughout the nation.



DelBello





**MEETING ON WATER POLICY**—Neal Potter (left), council president, Montgomery County, Md. participated in a White House meeting on water resources. At end of table are President Carter and Interior Secretary Cecil Andrus, who served as chairman.

## Water Task Force to Tackle Federal-State Cost-Sharing

WASHINGTON, D.C.—Members of President Carter's new task force on water resources have decided to narrow their attention to three issues which have sparked clashes among the Administration, Congress, environmentalists, and states and local governments.

Future discussions will concentrate on these immediate concerns: federal-state cost sharing of water project expenses; federal aid for rehabilitation of urban water systems; and multi-year appropriations for wastewater treatment plants.

Representing NACo at the first formal meeting of the task force Dec. 12 was Neal Potter, council president of Montgomery County, Md. Unable to attend the White House meeting, but on the task force with other federal, state and local officials, is David Santillanes of Bernalillo County, N.M.

The cost-sharing concept was proposed in the President's water policy message issued last June. It is an effort to force states to set priorities among the many water projects proposed each year. If approved by Congress, states or local governments would be required to appropriate 5 to 10 percent of the total cost of the project in advance of federal approval.

Observers feel that cost-sharing may be the most controversial of all the issues confronting the task force, since it breaks with the long-standing practice of full federal funding of water projects.

The problems confronting many urban water systems were not addressed by the President's water policy message, an omission which has drawn sharp criticism from many local governments.

Many of the nation's oldest, largest water systems are seriously inefficient because of a lack of long-term maintenance. It has been estimated that 50 percent of metropolitan Boston's water supply is lost through leaking delivery pipes; New York City's massive water supply system could cost as much as \$6 billion to rehabilitate.

Currently there is no federal aid program designed specifically for this repair and restoration work. The task force will assess the need for such a program, although any proposal could generate serious regional arguments. States and local governments dependent on federal dam and reservoir projects are concerned that any urban program would reduce funds available for these projects.

The concept of multi-year appropriations for wastewater funding has

received unanimous endorsement by local and state government representatives on the task force, despite some opposition from federal members.

A resolution was passed urging the President to again work with Congress for this, as his Administration did last year, and the task force agreed to study ways of achieving such appropriations. The need for predictability and stability in planning large capital investments such as sewage treatment plants, was cited by many task force representatives.

Also on the 18-member task force are: Govs. George Busbee of Georgia and Scott Matheson of Utah, Lt. Governor Thomas P. O'Neill of Massachusetts, and Mayors Edward Koch of New York and Ted Wilson of Salt Lake City.



**CONFERENCE SPEAKER**—NACo's chairman for income maintenance, Forrest Campbell, board of commissioners chairman, Guilford County, N.C., told an HEW National Conference on Fraud, Abuse and Error that county welfare departments "catch it" from state and federal agencies and citizens on fraud and abuse problems. The conference which attracted over 1,000 delegates was held in Washington Dec. 13-14 and featured President Carter as a speaker. Workshops discussed student financial assistance, social services, welfare and health. Campbell discussed the role of county governments in combating welfare fraud.

## NEEDS ASSESSED

# Plymouth To Plan Ahead for Elderly

PLYMOUTH COUNTY, Iowa—Plymouth County is the second county to be selected to participate in developing comprehensive, long-term plans for its elderly citizens. This effort is being conducted by aging program staff from NACo's Research Foundation.

Plymouth County Chairman Jack Spies predicted that this broad-based approach would give the county the ability to help the towns determine the extent of service needs—and to coordinate and promote the development of services.

"This project is giving us the opportunity to bring everyone together, to help everyone make better decisions about our current and future needs," he said.

Meeting with NACo's research associate Janet Smith recently were the Plymouth County Board of Supervisors, the regional planning agency, SIMPCO (Siouxland Interstate Metropolitan Planning Council) which will be providing the county with staff assistance for this effort, directors of service and planning agencies, and other community leaders and consumers.

A task force, formed under the auspices of the SIMPCO Area Agency on Aging, with representation from all of these groups, will be the focal point for the county's planning efforts. Currently, they are assisting in pinpointing the many local services that are provided by the individual communities. That group is also helping to update 1970 U.S. Census data, on a town-by-town basis. Long-range population projections show that the over-75 age group will increase by nearly 40 percent by the year 2000.

**THE SELECTION** of Plymouth County was based on several key factors. Under a grant from the federal Administration on Aging, NACo's research associates Smith and Phil Jones will be working closely with five counties over the course of this

(fiscal) year in developing countywide plans for the aging.

The five counties will have different population ranges and be in different regions of the country, so that planning strategies may later be applied to a cross-section of counties nationwide.

The first county to be selected was Rensselaer, in upstate New York, with a population of 153,000. The population of Plymouth is 24,300. Nearly 60 percent of the 3,104 counties in the nation have populations of under 25,000; more than three quarters are under 50,000.

In addition to population size and geographic location, the site selection process also takes into account the availability of services and the extent to which economic and demographic characteristics of the county are "typical" of the region.

Plymouth, with a proportion of elderly somewhat higher than the national averages (13.2 percent 65 years and older; 17.9 percent aged 60 and older, compared to 10.7 percent and 15 percent nationally), an economic base that is solidly agricultural, and a slow but steady outmigration of the younger generations, is broadly representative of many rural counties, particularly those of the North Central region. More than one-quarter of the nation's rural elderly live in that region, with preponderantly rural states experiencing outmigration of younger individuals causing higher-than-average proportions of elderly citizens.

Out of 99 counties in the state, Plymouth is the fourth largest, with a half dozen towns in addition to the county seat of Le Mars (population 8,159) that serve as focal points for community interest and activity.

The experiences and progress of Plymouth County and those of the other four counties participating in this project will be reported during NACo's annual conference, in July.

—Janet Smith, NACoRF

## Matter and Measure



### REGIONAL PUBLIC TRANSPORTATION MEETINGS

The Department of Transportation is sponsoring five "Transit Actions" regional meetings on public transportation productivity and performance. The first day of the two-day meetings will emphasize effects of federal, state and local policy decisions on local public transportation system performance. The second day will emphasize practical approaches to improve system performance and labor-management relations. Site visits are included.

Following is the schedule for the regional meetings sponsored by Public Technology, Inc., the Urban Consortium for Technology Initiatives, the American Public Transit Association and the Intergovernmental Science, Engineering and Technology Advisory Panel: Los Angeles, Jan. 10-11; San Francisco, Feb. 6-7; Atlanta, March 14-15; Detroit, April 9-10; Boston, May 21-22.

Advance registration is \$40; on-site registration is \$45. For conference registration and hotel reservation forms contact: Public Technology, Inc., Attention: Transit Actions, 1140 Connecticut Avenue N.W., Washington, D.C. 20036, 202/452-7817.

### FHWA REGION 15 DEMONSTRATION PROJECTS

During January 1979, the Federal Highway Administration will conduct two Region 15 demonstration projects.

Demonstration Project No. 43 on Water Quality will be held Jan. 9-11 at the Georgia Department of Transportation in Atlanta.

The demonstration will provide information on analyzing highway impacts on water quality and will demonstrate erosion control methods to reduce water pollution during highway construction.

Contact Sam Vollo at 404/363-7567 for more information.

Demonstration Project No. 45, Highway Noise Analysis, will be held Jan. 29-31 at the Florida Department of Transportation in St. Petersburg.

This demonstration presents state-of-the-art techniques to measure, predict and abate highway-related noise. Unless otherwise arranged, it will be assumed that participants have a working knowledge of traffic noise analysis.

Contact Win Lindemann at 904/488-2911 for more information.

### REVISED FEDERAL TRAFFIC OPERATIONS IMPROVEMENT PROGRAMS

The Federal Highway Administration (FHWA) has revised its regulations on traffic operations improvement programs (TOPICS). The revision was published in the Dec. 15 *Federal Register* and went into effect Dec. 18. However, FHWA is requesting comments. Contact Marlene Glassman at NACo if you need a copy of the *Federal Register* notice. Please send your comments to Marlene no later than March 9 so they can be coordinated and forwarded to FHWA.

The revision intends to simplify procedures for the traffic operations improvement programs.

According to FHWA policy, each state must have a continuing program to reduce traffic congestion and facilitate traffic flow. Eligible traffic operation improvements may be financed from funds available for the roadway on which the improvement is made or the federal-aid highway system which directly benefits from the improvement.

Improvements on any public road which will ensure efficient use of roadways on any federal-aid system through improved traffic flow, reduced vehicle congestion or improved transit service are eligible projects.

Off-street replacement parking facilities are eligible when, as a part of an eligible improvement, the removal of on-street parking from areas critically short of parking space is required.

Angle (diagonal) parking is allowed on federal-aid projects if FHWA determines there will be no adverse effects on street capacity and safety.

### COUNTY NEWS

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# Board Adopts 1979 Budget, Work Plan



The NACo Board of Directors met on Dec. 13-14. In photo above, members enter into discussion. At right, clockwise from bottom of photo, are former President Dan Lynch, commissioner, Douglas County, Neb.; Fourth Vice President J. Richard Conder, chairman, Richmond County (N.C.) Board of Commissioners; Third Vice President John Spellman, executive, King County, Wash.; Immediate Past President William O. Beach, judge, Montgomery County, Tenn.; Second Vice President Roy Orr, commissioner, Dallas County, Tex.; President Charlotte Williams, commissioner, Genesee County, Mich.; Executive Director Bernard F. Hillenbrand; and First Vice President Francis B. Francois, councilman, Prince George's County, Md.

The National Association of Counties will be involved this year in a wide range of activities in the areas of legislation, research and exchange of information.

In this special report, an edited version of the budget and work plan material adopted by the NACo Board of Directors Dec. 14 is presented.

The 1979 Budget and Work Plan, submitted by the executive director, is based on policies adopted by the membership at its annual meeting and chosen in anticipation of upcoming legislation and the kinds of problems counties are facing.

This year, the budget and work plan for the association have been developed in the light of constraints imposed by national priorities.

"At home," cautioned NACo Executive Director Bernard F. Hillenbrand, "the county resources are endangered by a new wave of inflation and the actual or psychological restraints of local tax and spending limitations. Nationally, there is the prospect of severe cutbacks in federal funds for nationally mandated programs."

Elected county officials, in cooperation with NACo's legislative and research staff, will be putting the work plan into effect, testifying before Congress and developing information and technical expertise to help counties deal with the future.

For specific subject areas and budget details see:

- Community Development, page 4
- Criminal Justice & Public Safety, page 4
- Employment, page 5
- Environment & Energy, page 6

- Health & Education, page 6
- Home Rule & Regional Affairs, page 7
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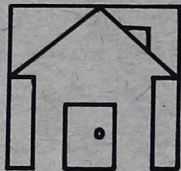
## National Association of Counties Executive Director's Proposed 1979 Operating Budget Revenues and Expenditures

	1979 Budget	1978 Projected
<b>Revenue</b>		
County Member Service	\$1,644,074	\$1,650,000
List Sales	14,200	13,400
Publications	11,140	11,500
Annual Conference	25,000	21,000
Meetings		
Legislative Conference	15,000	17,600
Western Region Conference	5,000	10,965
Miscellaneous	7,500	
Western Region Dues	19,000	19,000
Miscellaneous	19,867	19,500
County News	43,667	49,500
<b>Total</b>	<b>\$1,804,448</b>	<b>\$1,812,465</b>
<b>Expenditures</b>		
(See page 14 for breakdown)	\$1,783,821	\$1,730,910
Excess of revenues over expenditures	\$ 20,627	\$ 81,555



# Work Plan 1979

## Community Development



### Proposed Activities with Proposed Funding

#### Community Development Block Grant Program

**Background:** Congress passed a three-year reauthorization of the Community Development Block Grant program in 1977, providing funding through fiscal '80. Regulations implementing the '77 act, published in March 1978, were controversial and prompted Congress to make changes in the 1977 act through the annual housing authorization bill. Confusion over the principal focus of the block grant program remains. Close attention must be paid to any changes in regulations as well as the possibility of further congressional action this year.

**Policy Considerations:** The principal county constituency of the community development program is the 81 entitlement urban counties, and to a lesser extent, smaller counties participating as discretionary grantees. The National Association of County Community Development Directors, a new NACo affiliate, will be involved in developing legislative strategy for appropriations and analysis of any legislative or regulatory changes. The Community Development Steering Committee will formulate specific policy on community development appropriations and any legislative changes. The Community Development Steering Committee, jointly with the Taxation and Finance Steering Committee, will develop recommended NACo policy on the National Development Bank.

**Legislative Implementation:** Secure appropriation of the full amount authorized (\$4.3 billion) for the community development block grant program, the Section 312 housing rehabilitation loan program and the urban homesteading program. If a National Development Bank is proposed again, particular attention will have to be paid to the eligibility criteria and the impact of the measure on the municipal bond market.

**Research Implementation:** An Urban County Community Development Technical Assistance Service Fee program was established in NACoR, Inc. in 1978. This program, available to the 81 counties participating as urban counties in the community development program, provides in-depth analysis of federal regulations and policy changes in community development and housing, maintains a liaison with HUD, serves as an information clearinghouse and coordinates technical assistance. Over 40 of the 81 urban counties have subscribed to this program and provide a portion of their annual block grant entitlement to support it. (See also proposed activities for community development.)

#### Housing

**Background:** Subsidized housing programs are important to counties, particularly urban counties participating in the Community Development Program. In the past, due to other legislative matters, insufficient time has been spent in this area.

**Policy Considerations:** Analysis and policy development will come from the Community Development Steering Committee and the National Association of County Community Development Directors.

**Legislative Implementation:** Lobby for reauthorization and adequate appropriations of the Section 8 and conventional public housing programs, together with changes to make them more workable.

**Research Implementation:** NACoR's Community Development Service Fee Program will provide in-depth analyses of proposed regulations and policy changes, coordinate technical assistance and provide information on assisted housing programs.

#### Economic Development

**Background:** Congress will consider reauthorization of the Public Works and Economic Development Act of 1965. The public works grant and loan programs funded through this act are an important source of funding to counties, particularly

those in rural areas. The question of whether to provide countercyclical public works construction grants may also be considered by Congress.

**Policy Consideration/Legislative Implementation:** Proposals to refocus the economic development grant and loan programs to urban areas must be closely followed to ensure that the funding available to rural counties is not diminished, while at the same time ensuring that counties within urban areas receive their fair share of urban economic development funds. The issues included in reauthorization of the economic development grant and loan programs will be considered by the Community Development Steering Committee.

Depending on national economic conditions, legislation to provide public works grants to state and local government to construct or rehabilitate public works facilities may be proposed. If this happens, it will have to be followed closely to ensure that county governments receive an equitable share of the funds.

**Research Implementation:** (See proposed activities—economic development)

#### Urban Affairs Committee

**Background:** The Urban Affairs Committee consists of an elected official from each of the 40 largest urban counties. Its purpose is to ensure that NACo policy is responsive to the needs and priorities of urban counties. In contrast to NACo steering committees it does not have jurisdiction over a specific policy area, but rather recommends policy to the steering committees and helps lobby before the Congress for adopted NACo policies.

**Policy Considerations:** The committee, together with the National Council of Elected County Executives, has recommended that the NACo Board approve holding an Urban County Congress in 1979. Also the committee and staff are working with the White House and HUD to define the role of urban counties in urban problem solving which is expected to be incorporated into the next Administration Urban Policy Statement in March.

**Legislative Implementation:** Specific legislative issues will be determined by the committee in 1979.

**Research Implementation:** Profiles should be developed of individual urban counties on services provided, services taken over from municipalities, fiscal and demographic information, etc., so as to create greater understanding of what urban counties do and what their needs are.

#### National Council of Elected County Executives (NCECE)

**Background:** Nearly 150 counties and city-counties, representing 43 million people, are organized under the council-elected executive form of government. NCECE was organized in 1970 to take part in national legislative issues as well as to promote greater understanding of counties.

**Policy Considerations:** NCECE, together with the Urban Affairs Committee, has proposed holding a NACo Urban County Congress in 1979. (See Board wrapup for more details.)

**Legislative Implementation:** It is expected that the Council of Elected County Executives will join forces with the Urban Affairs Committee on priority legislation.

**Research Implementation:** (See County Leadership Institute initiative under Home Rule Section.)

#### National Urban Policy

**Background:** The Administration's national Urban Policy, announced March 27, 1978, proposed 15 major initiatives requiring significant action by the Congress, together with a number of changes in existing federal programs to address the needs of communities and people within urban areas.

Although many of the new initiatives were enacted by the Congress, the most important ones were not: countercyclical assistance, public works, the National Development Bank, and a state incentives grant program. They may be reintroduced in the 96th Congress. In addition NACo has proposed that the Interagency Coordinating Council, charged with reviewing and reconciling existing programs, contain a formal mechanism for the involvement of elected state and local government officials in its activities.

The Administration is expected to put forth an update of the Urban Policy on its first anniversary, March 27, 1979. One of the issues to be dealt with in the update is the role of urban counties in urban problem solving.

**Policy Consideration/Legislative Implementation:** Should the policy update contain new legislative initiatives, the appropriate NACo steering committees would have to develop NACo policy and staff would have to monitor their progress through Congress. If the 1978 Urban Policy initiatives (which were not adopted by Congress) are reintroduced, the appropriate NACo steering committees would have to reevaluate NACo policy thereon and the staff would have to monitor them through Congress.

**Research Implementation:** The development of a series of urban county profiles, leading to a greater understanding of what urban counties are and what they do, got under way in 1978. These will be instrumental in helping to define the urban county role in urban problem solving. It is possible that outside funding may be sought to speed up the time of their completion.

### Proposed Activities with Funding to Be Pursued

#### Community Development

**Background:** A proposal has been developed and submitted to HUD calling for a two-year self-help technical assistance program for urban counties. The proposal requests approximately \$185,000 over two years.

**Policy Considerations:** The National Association of County Community Development Directors Board of Directors has identified this as a priority area of need.

**Implementation:** The proposal, anticipated to be funded by Dec. 31, 1978, envisions surveying the specific technical assistance needs (comprehensive program planning and implementation, interlocal cooperation, housing rehabilitation, etc.) of counties and matching those needs to other counties having an expertise therein. The proposal assumes donation (or in-kind match) of county staff time (approximately \$35,000), with the funding requested to be utilized for travel expenses and program coordination.

#### Economic Development

**Background:** Many counties are missing an opportunity to stem unemployment by constructing needed public facilities available under the Economic Development Administration's grant and loan programs.

**Policy Consideration:** NACo could undertake a program of research and technical assistance similar to that proposed for Community Development.

**Implementation:** Approach the Economic Development Administration to determine interest in funding, and, if favorable, develop a proposal.

## Criminal Justice and Public Safety



### Proposed Activities with Proposed Funding

#### Law Enforcement Assistance Administration

**Background:** The Administration has approved and submitted to Congress the Justice System Improvement Act of 1978. This act is being proposed to reauthorize and restructure programs that are now administered by LEAA. It is designed to correct the major criticisms directed at LEAA programs, including excessive red tape, poor targeting of grant funds to deal with the crime problem, waste of funds, insufficient local control over expenditures and ineffective research and statistical programs.

**Policy Considerations:** NACo, through its Criminal Justice and Public Safety Steering Committee, will consider the following: immediate impact on counties in terms of the proposed direct entitlements; whether rural counties will receive their fair share of program funds; and whether LEAA's monitoring system as it stands should also be considered for restructuring.

**Legislative Implementation:** Subcommittee hearings held in August had little or no impact on Congress. Next year a full scale review is expected.

**Research Implementation:** NACo will continue to identify strengths and weaknesses of LEAA in providing assistance to counties.



## National Coalition for Jail Reform

**Background:** The National Association of Counties Research, Inc. (NACoR) has received a grant from the Johnson Foundation to coordinate the efforts of more than 30 national organizations attempting to establish and develop a National Coalition for Jail Reform. A meeting was held at Harpers Ferry, W. Va. in October and preparations are under way for several smaller meetings and a major meeting at the Wingspread Conference Center in Racine, Wis., April 22-24. An organizational directory will be prepared and disseminated to all participating organizations.

## LEAA VIII

**Background:** The NACoR Criminal Justice Program has compiled a repository of information on criminal justice topics for dissemination to county officials through workshops, conferences, publications and site visits. The program has promoted intergovernmental cooperation among local, state and federal officials and provides feedback to federal officials, regarding the impact of federal policies on local programs.

**Policy Consideration:** The program, in its eighth year, has had the following objectives: to express the concerns of county officials to appropriate state and federal agencies regarding the administration of LEAA programs; to provide information on the availability of financial and technical assistance; to inform county officials of existing and proposed federal policies and guidelines; to increase county officials' awareness of improvements in the criminal justice systems; to serve as a clearinghouse, and to maintain communication with other national organizations.

**Research Implementation:** The project will continue its information dissemination through workshops, mailings and County News articles.

## NIC: County and Corrections

**Background:** The County and Corrections management training program is a continuation grant awarded to NACo in August 1977 by the National Institute of Corrections. NACo will assist NIC in conducting jail management training program in Boulder, Colo. for local elected officials.

**Legislative Implementation:** Legislation is now pending in Congress that, if passed, will allocate funds to counties for jail construction and renovations. It is anticipated this area will be another major legislative effort for NACo.

## Juvenile Justice and Delinquency Prevention

**Background:** NACoR has received a \$158,004 grant from the Office of Juvenile Justice and Delinquency Prevention to: promote wider knowledge about existing federal, state and local resources for juvenile justice; encourage coordination of community resources; develop collaboration between public and private agencies; foster partnerships between state and county governments; and promote alternative dispositions such as mediation and arbitration.

**Policy Consideration:** Although no major changes are contemplated in Section 3.6 of *American County Platform* on Juvenile Justice, the policy will be reviewed to ensure its appropriateness and relevance.

**Legislative Implementation:** Preliminary activity on the reauthorization of the Juvenile Justice and Delinquency Prevention Act of 1974, scheduled for 1980, will include meetings with other public and private interest groups and officials of the Executive Branch. At least one round of oversight hearings is expected in the House and Senate.

**Research Implementation:** Anticipated grant activities include: an information dissemination effort, a survey of county youth responsibilities, an information brochure on successful programs, a directory of federal programs and funding sources for youth and a training program for 60 counties on program development.

## Proposed Activities with Funding to Be Pursued

**Fire Prevention and Control Services:** NACo has submitted a grant proposal for \$190,000 for the purpose of coordinating efforts to implement a master plan for fire prevention at the county level.

**Domestic Violence:** NACo proposes to submit a grant application to assist counties in developing a proposal to LEAA and to help them in their implementation efforts. Special emphasis will be placed in rural areas.

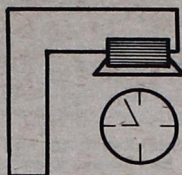
**Community Education:** To promote youth development and delinquency prevention, NACo seeks the better utilization of school facilities by strengthening and fostering partnership between counties and school boards to promote the concept of community education.

**Children in Jail:** NACo is working to promote the concept of alternatives for the jailing of children, in particular, status offenders. This concept will also foster the separation of juveniles and adults in jails.

**County Victim Advocacy Program:** NACo is looking into a technical assistance grant that would outline and demonstrate the system to follow in order to establish a comprehensive program that coordinates and directs services to crime victims.

**Defense Civil Preparedness Agency:** A grant will be solicited to help counties prepare for any disorders.

# Employment



## Proposed Activities with Proposed Funding

### CETA

**Background:** The Comprehensive Employment and Training Act is the nation's primary system for the delivery of job training and public service employment. During 1978, Congress reauthorized CETA for four years (P.L. 95-524), but redirected the effort almost entirely to low income, unemployed persons. Legislative action took place in an atmosphere dominated by fears that local governments were substituting federal for local funds and by well-publicized "horror stories." Thus, the legislation is permeated by anti-fraud measures that could have unanticipated effects as regulations are developed.

Full employment legislation (P.L. 95-523) was also enacted by the last Congress. CETA is viewed as the principal vehicle for attaining its employment goals.

**Policy Considerations:** Counties are the predominant deliverers of CETA services. Virtually every county has received funding for public service jobs. However, the program rules will be changing dramatically and must be monitored.

In addition, the Employment Steering Committee and the Welfare and Social Services Steering Committee have a joint role regarding welfare reform. The new public service employment rules will be an implicit test of the use of public service jobs for the welfare population. The new CETA law also authorizes a series of welfare job demonstration efforts.

Finally, the Employment Steering Committee must consider appropriate funding for CETA as well as the proper role of the state employment service agencies.

**Legislative Implementation:** Specific items that will require NACo attention include: development of new CETA regulations; the fiscal '79 supplemental appropriations for CETA; the first and second budget resolutions for fiscal '80; CETA oversight; the fiscal '80 Labor-HEW appropriation bill; the Wagner-Peyser Act; the annual economic report of the President; and welfare reform.

**Research Implementation:** The CETA Service Fee project will continue in 1979 to provide information and assistance to participants. Specifically, NACo's employment staff will work to improve policy consistency between Labor Department's program operation directives and audit standards; monitor implementation of youth programs, private sector initiatives and welfare demonstrations; work to ensure consistent regional policy; intercede with DOL on behalf of counties when necessary; staff NACETA affiliate and NACETA conference; produce and distribute approximately 35 Information Updates; continue bimonthly publication of County Employment Reporter.

## Unemployment Insurance (UI) Project

**Background:** P.L. 94-566 required states to include local government employers in their UI systems effective Jan. 1, 1978. NACoR's UI project has provided information on the law's provisions as well as assessed the overlap between unemployment insurance as job loss protection, income maintenance and security programs, and job development and placement programs.

**Policy Considerations:** NACoR provides technical assistance to counties on unemployment insurance as well as assessing the impact of unemployment insurance proposals on the public employer. Included is information on the policy development process of both the National Commission on Unemployment Insurance and National Commission on Employment and Unemployment Statistics.

**Legislative Implementation:** Next year unemployment insurance proposals which will be considered by Congress include: reinsurance cost equalization; federal solvency standards; federal benefit standards; extended benefit payments; and increases in the taxable wage base.

**Research Implementation:** NACoR will continue to provide information to counties on unemployment insurance legislation; provide information to the Employment Steering Committee on policy issues raised by the National Commission on Unemployment Insurance and the National Commission on Employment and Unemployment Statistics; and continue research and analysis of income maintenance programs as they relate to unemployment insurance.

## Youth Project

**Background:** The Youth Employment and Demonstration Act of 1977 (P.L. 95-93) amended CETA to provide a variety of employment and training programs to combat unemployment among youth. YEDPA was extended for two more years by virtue of its inclusion in the CETA reauthorization law, P.L. 95-524.

**Policy Consideration:** National youth employment policy will stress the improvement of youth program quality through improved education-work linkages; improved assessment of client needs; coordination of youth programs with other CETA activities; and replication of model or exemplary programs.

**Legislative Implementation:** NACo action will be required for the reenactment of YEDPA in 1980. Specific policy considerations of the Employment Steering Committee include: eligibility requirements, fringe benefits, length of participation in CETA, funding levels, subminimum wage for youth, and integration into Title II, parts A, B, and C.

**Research Implementation:** The current youth contract expires May 28, 1979. During the life of this project, the Youth Project staff will continue to: identify model youth programs; provide technical assistance to CETA operators; develop a youth resources clearinghouse, and participate in regulations development. This contract is likely to be extended for another year consistent with the above goals, NACo's platform, and DOL's fiscal '79 knowledge development plan.

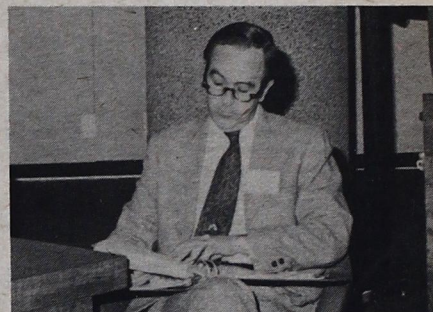
## Proposed Activities with Funding to Be Pursued Welfare Reform and CETA

**Background:** The Administration's welfare reform proposal, as well as NACo's position, calls for a major jobs component.

**Policy Considerations:** Counties, the primary deliverers of CETA services and the administrators of half the nation's AFDC caseload, are in the best position to test aspects of proposed system. In addition, the employment team already has good working relationships with 257 CETA prime sponsors through the CETA service fee program.

**Legislative Implementation:** A welfare reform proposal will be offered by the Administration in the 96th Congress. In addition, funding for welfare demonstration projects will be a major issue in the fiscal '79 Labor-HEW supplemental appropriations bills.

**Research Implementation:** NACo proposes a grant from the Department of Labor and/or HEW to work with a limited number of prime sponsors to test different methods of providing training and public service jobs to welfare recipients.



John V.N. Klein, executive, Suffolk County, N.Y., reads up on the new budget.

## Rural Employment and Training Programs

**Background:** The balance-of-state/rural county role in CETA has received little attention by the Congress and the Department of Labor despite the fact that about 25 percent of CETA funds are spent in rural areas. NACo was successful in ensuring a role for the chief elected official in rural counties when Congress enacted P.L. 95-524.

**Policy Considerations:** The new CETA regulations must delineate a role for balance-of-state county officials. In addition, welfare reform will demand that attention be paid to the service delivery function in rural areas.

**Legislative Implementation:** Funding considerations in the fiscal '79 Labor-HEW supplemental appropriations bill for welfare demonstration and private sector initiative programs, plus reenactment of youth legislation in 1980, will demand a hard look at CETA's rural delivery system.

**Research Implementation:** Areas of study could include but are not limited to: how CETA funds have been integrated with other activities; creative uses of public service employment in rural areas; programs designed to serve areas where agriculture is an important part of the local economy; how to overcome transportation problems in rural areas; alternative working arrangements such as job sharing and flexible hours; and arrangements to provide both training and support services in areas where few, if any, service deliverers are available.

## Linkages with the Private Sector

**Background:** Title VII of P.L. 95-524, the CETA reauthorization, creates a new private sector initiatives program.

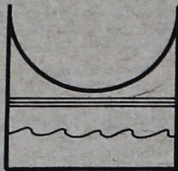
**Policy Consideration:** Counties need to be effectively integrated into this new initiative to ensure continuity of their leadership role in CETA.

**Legislative Implementation:** Funding for this program will be considered when Congress acts on the fiscal '79 Labor-HEW supplemental appropriations bill.

**Research Implementation:** NACo will research county CETA linkages with the private sector in order to develop and share program models.



# Environment and Energy



## Proposed Activities with Proposed Funding

### Solid Waste and Resource Recovery

**Background:** The federal government has never adequately funded local solid waste planning under the Resource Conservation and Recovery Act (RCRA). This act will be up for reauthorization in 1979 and a strong push for preserving a county and local role will be necessary.

**Policy Considerations:** Solid waste management is probably the single most important environmental function for county governments. The degree to which the county role should be reflected in a revised RCRA will be a major issue before Congress. Congress may also consider product waste charge legislation in reenacting RCRA and NACo should establish policy on this issue.

**Legislative Implementation:** A major effort will be needed to provide information to Congress on county solid waste programs and to lobby for a strong county role under RCRA.

**Research Implementation:** NACoR will continue to provide technical assistance to counties and review and comment on Environmental Protection Agency actions taken to implement RCRA. NACoR will also prepare case studies and a handbook on successful interlocal agreements for solid waste disposal and recycling. NACoR will work closely with EPA to identify and clarify the role of counties in hazardous waste management.

### Water Pollution Control

**Background:** The Clean Water Act of 1977 provides \$24.5 billion for pollution control construction and continues a strong county role in controlling run-off pollution. This act will be subject to oversight hearings in 1979.

**Policy Considerations:** NACoR will monitor county problems for implementation of the act and EPA regulations regarding the funding of existing pollution and excess treatment capacity.

**Legislative Implementation:** The primary concern will be to secure full appropriations for wastewater construction and implementation of water quality management programs.

**Research Implementation:** In addition to representing county interests in EPA rule-making, the Water Quality Project will provide information on facility planning, water reuse, growth management, run-off control, county government management techniques, financing schemes at the local level, water conservation, small systems, and operation and maintenance. Activities will include *County News* features, syndicated column material, special publications, and workshops.

### County Energy Management

**Background:** Energy management and conservation is a rapidly expanding area of concern for county governments and can reduce costs of operating county facilities and maintain control of energy resources.

**Policy Considerations:** In 1980 the Administration will propose the National Energy Plan II which will include a strong state role in both energy supply and conservation. NACo supports a strong county role in energy with an emphasis on conservation, alternative energy sources, consumer protection and siting.

**Legislative Implementation:** The Administration will reintroduce the State Energy Management Planning Program which will provide financial assistance for program planning, development and implementation. A major legislative effort must be undertaken to assure local participation.

**Research Implementation:** The NACoR Energy Project will continue to develop information on county activities and needs in energy management, conduct workshops, distribute information on county, state and federal energy programs, hold meetings of the Energy Issues Committee and special task forces, and work with federal energy agencies on the development of programs and regulations that affect counties.

The Building Energy Performance Standards project will provide information to counties on the mandatory building energy performance standards for all new construction that the federal government is developing and will conduct workshops and prepare a guidebook to assist counties in the incorporation of these standards into local building codes.

### Clean Air

**Background:** The Clean Air Act Amendments of 1977 mandate a new role for counties in revision and implementation of clean air implementation plans, and reconciling economic growth with clean air attainment.

**Policy Considerations:** Air programs have a profound impact on local growth, economics, and health. Efforts to foster local control of these programs will continue.

**Legislative Implementation:** Appropriation of local clean air planning funds under Section 175 will be sought and the steering committee will evaluate the need for extending the current authorization for local clean air grants beyond 1979.

**Research Implementation:** The Clean Air Project will advance county interests and NACo policy during EPA's development of regulations under the 1977 amendments. It will provide information to counties on local revisions of state implementation plans, will study the role of counties in clean air planning and implementation, and will provide program information through feature articles in *County News* and the preparation of materials for the syndicated column.

### Water Resources and Drinking Water Supply

**Background:** The Administration's policy on water resources has brought renewed public interest in the complex and long-term nature of water resource problems.

**Policy Considerations:** The steering committee is considering development of comprehensive NACo policy on water resources including a strengthened role for state and county governments. Other policy issues include conservation, funding of water projects, urban system rehabilitation and small system funding.

**Legislative Implementation:** This year Congress will consider the Administration's policy recommendations. It will be necessary to establish a county role within a strengthened state water resource planning process in order to preserve local control over major water related growth issues.

**Research Implementation:** NACoR's Water Quality Project will continue to provide information to counties on the local role under state assumption of responsibility for implementing federal safe drinking water standards, the role of counties in monitoring and enforcing standards, organic contaminants and groundwater contamination, and federal funding for construction of supply systems.

### Energy Development Impact

**Background:** Many counties are experiencing economic, environmental and social impact from energy resource development and facilities siting. The National Energy Act and the coastal energy impact program provide grant and credit assistance to meet that impact in selected cases. Many gaps in federal assistance remain.

**Policy Considerations:** NACo policy supports comprehensive energy impact legislation to meet the environmental, social and public facility needs flowing from resource development. Major issues exist such as the level of assistance, the coordination of existing programs, and the role of states versus general purpose local governments.

**Legislative Implementation:** Congress will again consider comprehensive energy impact assistance legislation and NACo will seek a strong role for counties.

**Research Implementation:** The current Energy Project has developed information materials on county impact mitigation programs.

### Noise Pollution Control

**Background:** In many areas county governments implement land use techniques which control noise from industrial and transportation sources. Many urban counties enforce noise pollution standards as part of a comprehensive county noise control program.

**Policy Considerations:** NACo policy calls for the strengthening of local noise pollution control efforts and leaves land use decisions to local discretion.

**Legislative Implementation:** The 96th Congress will consider reenactment of the Quiet Communities Act which provides demonstration grants for the development and implementation of local noise control programs, including land use abatement methods. NACo policy supports reenactment.

**Research Implementation:** The Noise Pollution Abatement Project will continue to provide information to counties on local noise control efforts, will study county government programs to control noise through land use planning, and will conduct workshops and prepare feature articles for *County News*. Additionally, it will represent county interests in EPA's development of regulations for the new act.

### Nuclear Waste Management

**Background:** The Administration has continued the federal attempt to solve the questions of nuclear waste disposal by convening an Interagency Review Group on Nuclear Waste Management in which county officials have participated. A Presidential decision is expected early this year.

**Policy Considerations:** The Environment and Energy Steering Committee will consider this issue at its next meeting.

**Legislative Implementation:** It is anticipated that the President's decision will evolve into a legislative program.

**Research Implementation:** Further activities will include the provision of information and the active participation of counties in the development of any national nuclear waste program.

## Proposed Activities with Funding to Be Pursued

### Consolidated Environmental Programs

**Background:** The Administration will likely propose consolidation of EPA grant programs for solid waste, water quality planning, noise control, and air pollution planning.

**Policy Considerations:** The steering committee will study the impact of program consolidation on county functions and federal funding sources. Consolidation may provide the opportunity to strengthen the role of local governments and assist counties with the integration of decision-making.

**Legislative Implementation:** NACo participation should be sought in development of the Administration's proposal and interests of counties should be represented during any action by the Congress.

**Research Implementation:** NACoR, through existing projects, will provide information on the impacts of environmental protection programs on counties and techniques for coordinating these programs with county growth management to assure local control of development decisions. Separate funding will be sought when available to provide additional assistance.

### Energy Development Impact

**Research Implementation:** It is proposed that funding be sought to provide information to counties on sources for meeting the social, environmental and economic impact of energy development; for researching the public service and facility needs resulting from such impact; for providing technical assistance to counties to assess individual resource impact; and to develop information on the management tools for dealing with the growth generated by energy resource development.

### Water Resources

**Research Implementation:** Separate funding will be sought for a Water Resources Project to improve the NACo/NACoR policy analysis capability and to increase information to county officials on water conservation management. The special role which counties can play as areawide general purpose local governments will be the overriding focus of the project.

### Energy Conservation and Alternative Source Technology

**Research Implementation:** Separate funding will be sought for an energy conservation technology project which will assess the needs of counties for advances in conservation and alternative source technology, advise the federal government of those needs and information techniques, and provide policy-oriented information to county officials on ways to save energy and cut costs through use of new or appropriate technology.

# Health and Education



## Proposed Activities with Funding to Be Pursued

### National Health Insurance

**Background:** The Health and Education Steering Committee last year recommended and the membership approved a revised national health insurance plank. President Carter issued "Principles for National Health Insurance" in early summer, and Sen. Edward Kennedy (D-Mass.) issued his proposed package in early October. President Carter has indicated that the passage of national health insurance legislation is the highest priority in the 96th Congress.

**Policy Considerations:** This legislation can have a substantial impact on county government. Critical areas of concern include: the impact of the legislation on county health requirements under Medicaid; the degree to which the legislation covers the medically indigent presently served by county government; the adequacy of reimbursement for county facilities; the amount of inflation in health care costs caused by the legislation; the kind of incentives which are included for disease prevention and public health services; the role of state and local government in establishing reimbursement rates and policies for the provision of health care services.

**Legislative Implementation:** Work with key congressional staffs, the Administration, and other appropriate interest groups to express NACo's concerns with the various national health insurance proposals and to seek the adoption of NACo's proposal.

**Research Implementation:** Virtually all of NACoR's health activities deal, in part, with the impact of various funding or reimbursement mechanisms on the cost of providing county services.

### Funding for Health Incentives

**Background:** After five years of work by NACo, NACHO and other public health groups, Congress passed the health incentives grant proposal as part of the Health Services Amendments. This provision provides, through a formula allocation, funds for states and counties to carry out their basic public health activities. It is the first time that the federal government has recognized that there is a federal role in providing basic public health support.

**Policy Consideration:** Full funding of the health incentives grant proposal along with continued funding of the public health categorical—rat control, lead-based paint immunization, family planning, etc.—will allow local health departments to



continue to carry on their existing health programs while reducing the demands on the local property tax.

**Legislative Implementation:** NACo will lobby OMB, HEW, and the House and Senate budget and appropriations committees to assure adequate funding of this program.

**Research Implementation:** Staff members will seek to determine the needs and concerns of counties in the area of public health and will develop an extensive list of local health departments, including the services they provide and their funding sources.

### Health Planning

**Background:** The 95th Congress failed to reauthorize the National Health Planning and Resource Development Act. However, many NACo amendments had been approved by the House and Senate authorizing committees before Congress adjourned. The 96th Congress is expected to take up this legislation early this year.

**Policy Considerations:** NACo's concerns include the role of county officials in Health Systems Agencies (HSAs) and the role and powers of HSAs to force changes in the health care system.

**Legislative Implementation:** NACo's Health and Education Steering Committee will review and revise NACo's health planning plank and lobby Congress to adopt the new package.

**Research Implementation:** NACoR will determine the current state-of-county involvement in HSAs, current problems, with HSAs and ways in which counties have increased their involvement in HSAs.

### Medicaid/Medicare Reimbursement Reform

**Background:** This year, Congress considered a major Medicaid/Medicare reform bill. Again, however, the legislation failed to secure passage in the final days of Congress. These two programs are projected to cost the federal government more than \$40 billion in fiscal '79, and their cost is increasing at a rate of 15 percent per year. In 18 states, counties must match the state Medicaid program.

**Policy Considerations:** There are three major policy goals that counties seek in regard to Medicare and Medicaid: expansion of coverage to assure that the medically indigent are covered; a shift in funding mechanisms to eliminate the local government match; and a change in the rates at which county hospital or long-term care institutional services are reimbursed by Medicaid.

**Legislative Implementation:** The Health and Education Steering Committee will review and adopt amendments to the *American County Platform* to address the above concerns and seek to have the NACo amendments adopted by Congress.

**Research Implementation:** NACoR will determine the impact of Medicaid match requirements on county budgets; determine the impact of state Medicaid plans on the reimbursement of counties for services in long-term care facilities; identify county costs in providing services to specific "gap groups"; and prepare information packets on proposed changes in Medicaid reimbursement regulations and standards for participation in the Medicaid program.

### Rural/Urban Health Initiative

**Background:** Congress, in its reauthorization of the primary legislative basis for these two programs—Section 330, the Community Health Centers Act—provided for a 5 percent "set aside" of funds for projects sponsored by local governments. This represents a "foot in the door" for counties in a program which previously had excluded meaningful local government participation.

**Policy Considerations:** NACo will ensure that regulations and technical assistance activities recognize that counties can be direct grantees with an active role in establishing rural and urban health initiative programs.

**Legislative Implementation:** NACo will seek to assure the availability of adequate funds for county-sponsored programs and monitor the development of rules and regulations to assure that the intent of Congress is carried out.

**Research Implementation:** NACoR will provide technical assistance to counties interested in establishing rural or urban health care programs.

### Hospital Cost Containment

**Background:** Last year, Congress failed to pass hospital cost containment legislation. The Administration has indicated that, once again, this legislation would be a high priority. NACo was an early supporter of this legislation.

**Policy Considerations:** Hospital cost containment legislation affects counties in a number of ways. Limitations on payments for individual services, for example, can further increase the gap between costs and reimbursements within county hospitals. The effectiveness of hospital cost containment also has a direct impact on the cost of health insurance for county employees and the local contribution to Medicaid, where that is required. Finally, cost containment legislation may cause an increased "dumping" on county hospitals of high cost patients who have exhausted their own sources of revenue.

**Legislative Implementation:** NACo will seek to have Congress adopt elements of a cost containment package which addresses county concerns.

**Research Implementation:** NACoR will determine the impact of proposed containment measures on county hospitals, and identify model cost containment efforts of county hospitals.

### Emergency Medical Services

**Background:** The Emergency Medical Services Act will have to be reauthorized by Congress next year. This legislation currently provides planning and operation funds to help develop EMS programs at the local level.

**Policy Consideration:** Through the Health and Education Steering Committee, NACo will have to decide whether the seed money approach to program development is still valid in a time of tax limitations and rollback. Secondly, because these programs are often structured by regions and sponsored by non-governmental entities, the absorption into local funding sources becomes extremely difficult. Thus, the structure required by federal regulations is extremely important to county government.

**Legislative Implementation:** The steering committee will review proposed amendments and seek congressional enactment.

**Research Implementation:** NACoR will continue to study what problems counties face in providing emergency medical services.

### Health Maintenance Organizations

**Background:** Congress passed an amendment to the Health Maintenance Organization Act which will allow counties to be direct grantees for HMO funds.

**Policy Considerations:** For the first time, counties can structure their health facilities on a prepayment mode.

**Legislative Implementations:** None at this time.

**Research Implementation:** NACoR will review the experiences of programs in Contra Costa County, Calif. and Multnomah County, Ore. NACoR will also help counties develop proposals for funding.

### Education Policy

**Background:** NACo's Health and Education Steering Committee has established an education subcommittee. This committee will focus on a number of issues in order to expand and update the *American County Platform* on education issues.

**Policy Considerations:** Major concerns that should be reviewed include the relationship between county government and school boards, the development of "community schools," the implication of a separate Department of Education at the federal level, the impact of requirements to provide equal services to the handicapped, and the ability of higher education to train professionals suitable for service in the public sector.

**Legislative Implementations:** None at this time.

**Research Implementation:** NACoR will focus on the policy considerations listed above.

### Mental Health, Mental Retardation, Drug Abuse and Alcoholism

**Background:** The mentally ill and mentally retarded represent a major concern for counties. Often counties are the sole provider of care for these individuals. NACo is actively involved in this area through a recently funded program dealing with the developmentally disabled. In addition, the Health and Education Steering Committee has helped form a task force to deal with the problems faced by clients released from state institutions.

**Policy Considerations:** What is the role of counties in caring for the mentally ill and retarded who presently exist in the community? What is the role of counties and of the state in financing care for individuals who are released from state institutions? Finally, what problems exist when federal categorical programs fund comprehensive services for the mentally ill and retarded. The new NACo task force will develop recommendations on community care for the mentally handicapped and present them to the steering committee for review.

**Legislative Implementation:** None at this time.

**Research Implementation:** NACoR will share information on model programs to serve the developmentally disabled and mentally ill, and identify model drug abuse and alcoholism programs.

### Existing Grant and Contract Activity

#### Rural/Urban Health Initiative

This contract for \$112,000, which runs until March 23, provides NACoR with funds to provide information and technical assistance to counties who wish to apply for Rural Health Initiative or Urban Health Initiative funds. NACoR is presenting workshops for selected counties and providing on-site technical assistance to those who qualify for funding.

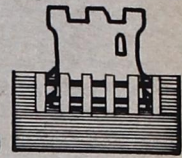
#### Developmental Disabilities

(See Welfare section for Background, Policy and Legislation.) This grant, for \$79,000 from Sept. 31 '78 to Sept. 30, '79 will provide information and technical assistance to counties on how to provide services to the mentally retarded who have been released from state institutions. Many counties face the problem of large numbers of mentally ill and mentally retarded individuals returning to the community as a result of reduction in size or closing state institutions. These individuals are often unprepared to return to the community and the community is often unprepared to deal with them. The result of their release is that the individuals receive little care in the community.

This grant will allow NACoR, working through the Mental Health/Mental Retardation Task Force, to identify specific problems facing county government in providing services to the

mentally retarded, identify specific model county programs, provide on-site technical assistance to counties; and provide direct feedback to HEW on how their and other federal programs need to be changed to allow counties to utilize them to improve the services to the mentally retarded.

## Home Rule and Regional Affairs



### Proposed Activities with Proposed Funding

#### Intergovernmental Coordination

**Background:** Bills were introduced in both the House and Senate last Congress, but never progressed. It is expected that legislation will be reintroduced and, coupled with many of the President's reorganization efforts (A-95 review, OMB's zero-based review of planning requirements, etc.), will have a substantial effect on intergovernmental planning activities.

**Policy Considerations:** NACo opposed legislation introduced last year which would have had the effect of strengthening the role of areawide agencies and precluding local governments from projects outside the agencies' adopted plans.

**Legislative Implementation:** Should the bill be reintroduced in its present form and hearings held, NACo will work to ensure that regional guide documents be only advisory. NACo will also monitor legislation to ensure these restrictive principles are not incorporated in other legislative programs (such as a revised "701" or State Incentive Program).

**Research Implementation:** NACo will document cases where home rule has been upheld in principle and where counties have been shown to be successful areawide delivery/coordination units.

#### Livable Cities

**Background:** The Livable Cities Act, passed at the end of the 95th Congress, will provide assistance to private nonprofits, neighborhood groups and local governments if they have a designated IRS status of 501 (c) (3). The act, however, does not provide a strong role for county governments in participating in the program directly, or in coordinating and working with neighborhood groups.

**Policy Considerations:** NACo passed a resolution in July on the Quality of Life calling for county government recognition of the intrinsic value of the cultural arts.

**Legislative Implementation:** NACo staff will work with HUD and the National Endowment for the Arts in drafting regulations to implement this program.

**Research Implementation:** NACo, with a grant from the National Endowment for the Arts, will assist in documenting county activities in this area and in disseminating information on regulations.

#### State Community Conservation and Development Act (State Incentives)

**Background:** This bill, a key element of the President's urban policy, was designed to provide incentives to the states in the form of project grants to fund activities on the local level for the economic stimulation of declining communities. A similar bill was introduced by Sen. Edmund Muskie. Muskie's proposal, in addition to providing project and planning monies, also provided that this program, and all federal programs of grants-in-aid to local and state governments, would be coordinated by an established White House office for intergovernmental assistance. Neither measure passed.

**Policy Considerations:** The Home Rule Steering Committee passed a resolution in July specifying that any such program must 1) provide a local "sign off" right, and 2) not be to the detriment of existing funding by the state and federal government.

**Legislative Implementation:** Congress will probably hold new hearings on this legislation. NACo will be involved in the development of testimony and working with other public interest groups to ensure that counties have a strong role in the program.

#### General Management

**Background:** Last year, NACo and the other public interest groups were unable to expand the scope of the Intergovernmental Personnel Act (IPA) grant program to encompass training in general management for state and local governments. While no federal agency efforts are aimed at productivity improvement, the Civil Service Commission has assumed some productivity functions directed at state and local government.

**Policy Considerations:** County governments have been steadily increasing both the number and types of functions they perform, and must at the same time respond to citizen pressure to maintain or increase the level and quality of these services despite severe fiscal restraints brought about by tight economic conditions.



**Legislative Implementation:** NACo has already expressed its strong support for expansion of the IPA to cover general management, and will continue to work closely with the Civil Service Commission in developing the legislative package and securing its approval by the commissioners, and eventually, OMB and Congress.

**Research Implementation:** NACo will document the use of the IPA program and the need for expansion into general management assistance and productivity improvement activities.

#### Lobby Act

**Background:** The Public Disclosure of Lobbying Act passed the House last April after an amendment to delete associations of elected officials was defeated 211-197. A Senate committee, however, adopted an amendment to delete associations, like NACo, from registering under the act. The legislation died in committee and may be introduced next year.

**Policy Considerations:** At the Atlanta annual meeting in 1978, NACo reconfirmed a Home Rule and Regional Affairs Steering Committee resolution urging exemption of national organizations representing state and local governments in this act. The rationale for this is based on the fact that individuals representing one jurisdiction and groups representing members of Congress and federal officials are compensated with public funds, as are employees of national organizations representing state and local officials. Exemption has been granted to groups representing congressional and federal officials and should, therefore, be extended to national organizations representing state and local officials.

**Legislative Implementation:** Should the legislation be reintroduced, NACo will seek to secure an amendment which would exempt national organizations representing state and local officials from this act.

#### Intergovernmental Personnel Act Funding (IPA)

**Background:** NACo has sought to increase the IPA grant appropriation to meet the increased demand by state and local government for personnel training and development assistance. NACo was instrumental in ensuring the \$20 million in the fiscal '79 budget appropriation.

**Policy Considerations:** Even if the IPA grant program were to continue to address only personnel management assistance, it would be necessary to assure adequate funding and to correct the present unrealistic match ratio. The question of funding and matching requirements becomes more critical in view of the present effort to expand the act to address general management/productivity activities.

**Legislative Implementation:** Priority will also be given to fostering Administration support for increased IPA appropriations. NACo should, however, view this activity and others in an environment of decreased federal revenue to state and local government as indicated by the Administration's anti-inflation message.

#### Federal Advisory Committee Act (FACA)

**Background:** The Federal Advisory Committee Act was passed by Congress in 1972 to regulate the life and activities of federal advisory committees. Several court cases have interpreted federal agency use of public interest groups in developing regulations as violating this act. The Office of Management and Budget, in updating the A-85 Circular which provides for consultation with organizations representing state and local governments in regulations development, has removed the state/local public interest groups from this process. OMB questioned the legality of public interest group involvement on the basis of the FACA act.

**Policy Considerations:** The Home Rule Steering Committee and the Board of Directors passed a resolution to oppose the federal agencies' use of this act in restricting NACo's involvement in regulations development. If this interpretation remains unchallenged, all federal agencies can refuse early and meaningful comment on regulations by the state/local public interest groups. Such action does not recognize the partnership role county governments play in federal program delivery.

**Legislative Implementation:** Since court cases provide judicial precedence to allow this interpretation to remain as is, it will be necessary for NACo to obtain an amendment to the act which specifically exempts state and local government organizations and would clarify their role and right to provide consultation to the Executive Branch.

#### Public Liability

**Background:** The House and Senate considered legislation, expected to be reintroduced in the 96th Congress, which would greatly broaden and define the liability of local governments for monetary damages and injunctions under Section 1983 of the Civil Rights Act of 1871. Also, the Supreme Court reversed its historical position and, for the first time, held local governments liable under the Civil Rights Act and, therefore, subject to monetary damages.

**Policy Considerations:** County governments will be subject to an increasingly large number of lawsuits as well as potentially high monetary awards. The National Association of County City Attorneys has endorsed a resolution calling for a joint governmental task force to develop coordinated approach to the liability problem, a refined definition of government liability and damages and the preservation of existing common law and statutory immunities.

**Legislative Implementation:** Legislation dealing with government liability is expected to be reintroduced in both Houses. The bills may define the boundaries of government

liability as well as consider the possibility of imposing a ceiling on damages.

#### Additional Contract/Research Activities Decision Makers Exchange

This effort is a flexible general management contract between NACo and the U.S. Civil Service Commission. Its intent is management training with an emphasis on personnel and finance, mobility assignments and educational support. The contract also supports the Labor-Management and Taxation and Finance Teams.

#### County Network and Innovations Project

This effort is directed at identifying technological needs of county government. Also, the plan is to create a network of county officials interested in increasing the use of technology in county government and evaluate the achievement award program case studies for their use as possible technology transfers. Funding comes from the National Science Foundation.

#### Arts Project

This effort is a contract between NACo and the National Endowment for the Arts to raise the level of awareness of county governments of the intrinsic social and economic benefits of the arts. The effort is being assisted by the special task force on the arts of county officials with experience in arts programming.

#### Strengthen NACo's New County Center

Top association priority should be given to the New County Center, which provides information to public officials and citizens in general on ways of improving county administration, financial management, planning, organization, staffing, budgeting and public reporting. Special emphasis will be placed on: consolidations or elimination of special authorities and districts; functional consolidations; joint governmental contracting; voluntary regional cooperation; increased management and labor productivity; improved general public administration.

In addition, the Home Rule Team will continue its lead staff responsibilities for the following NACo bodies: National Association of County Administrators (NACA); National Association of County Recorders and Clerks (NACRC); Science and Technology Task Force; Arts Task Force; and with the following non-NACo bodies: Advisory Commission on Intergovernmental Relations (ACIR); The Academy for Contemporary Problems; The National Training and Development Service (NTDS); The National Association of Regional Councils (NARC); The President's Reorganization Project; The President's Office of Science and Technology Policy; Intergovernmental Science Engineering and Technology Advisory Panel (ISETAP); and Bureau of the Census.

#### Proposed Activities with Funding to Be Pursued

##### County Leadership Institute

It has long been a desire of elected county officials for NACo to provide a national peer forum and training assistance directed at the unique needs of chief elected officials. This effort would provide a program specifically for chief elected county officials encompassing 2-2½ day training sessions on areas identified by the officials (personnel management, budget procedures, etc.). In addition, workbooks and summary proceedings will be developed for seminar participants. This effort will be done in concert with the Community Development Team which has staff responsibility for the Urban Affairs Committee and the National Council of Elected County Executives.

## Labor Management Relations



#### Proposed Activities with Proposed Funding

##### Social Security (Monthly Deposits)

**Background:** Proposed regulations issued by the Social Security Administration (March 30, 1978) would require state and local governments to make monthly, rather than quarterly, deposit payments beginning in January 1980.

**Policy Considerations:** NACo opposes these regulations on grounds that states and counties would lose a substantial amount of interest income and would be further burdened by increased administrative requirements and costs.

**Legislative Implementation:** NACo will work for early hearings on a bill expected to be reintroduced by Rep. Robert Roe (D-N.J.), to negate the regulations. NACo will also work with

the Social Security Administration in hopes of rescinding the proposed regulations.

**Research Implementation:** NACo will research a random selection of counties to find the impact these regulations would have on loss of interest income and increased administrative costs.

#### Social Security

**Background:** Both House and Senate entertained legislation which would require mandatory Social Security coverage of federal, state and local government employees. The General Accounting Office (GAO) is now studying integration of Social Security with public retirement plans. Currently, 30 percent of states and localities operate their own retirement systems. Seventy percent do participate in Social Security but have the option of withdrawing after a two-year notice. Withdrawals have been increasing since 1959.

**Policy Consideration:** NACo is opposed to mandatory coverage.

**Legislative Implementation:** Monitor the activities of the federal agencies responsible for the study and work with state associations to develop model state statutes on the legal language for integration and for other purposes.

**Research Implementation:** NACo has requested the Academy for Contemporary Problems to conduct research directed at fiscal impact of mandatory coverage and will participate in any study. NACo hopes to offer conference/workshops, etc., on methods of integrating Social Security with public retirement plans. This may involve the Social Security Administration and other public interest groups.

#### Public Pensions (IRS Regulation)

**Background:** Congress passed the Employee Retirement Income Security Act (ERISA) in 1974 to improve the security of pension plans for workers in the private sector. Title III of that bill authorized a study by Congress of public pension plans in preparation for a congressional decision on the need for federal regulatory legislation. Although ERISA specifically exempts public plans, last summer the IRS announced that state and local governments must file an annual return whether qualified or not or be fined. This intervention and misinterpretation has been discussed with Treasury officials but remains unresolved. At present the regulation has been implemented.

**Policy Considerations:** NACo supported S. 1587, introduced by Sen. Richard Stone (D-Fla.), to amend the Internal Revenue Code to exempt state and local government pension systems from annual reporting and taxation requirements and NACo continues to oppose federal regulation of county pension systems.

**Legislative Implementation:** NACo will seek reintroduction of the Stone bill, will work with other public interest groups and the Administration on taxation issues and work to get county officials appointed to the President's Pension Commission.

**Research Implementation:** NACo will provide information on county pension survey, analyze the House Committee on Education and Labor Pension Task Force Report on Public Employee Retirement Systems and monitor state suits filed against IRS authority to regulate state and local plans.

#### Public Pensions (Proposed Reform)

**Background:** The study of public pension plans authorized by ERISA Title III was released in March. As a result, Reps. John Dent (D-Pa.) and John Erlenborn (D-Ill.) will introduce H.R. 14138 "to provide for pension reform for state and local public employee retirement systems." The Public Employee Retirement Income Security Act (PERISA) would establish minimum standards of fiduciary conduct for trustees, administrators, and others dealing with public pension plans; require the disclosure of plan provisions to participants and beneficiaries and the reporting of financial, actuarial, and other information; provide for appropriate remedies, sanctions and ready access to federal courts; clarify the application of the Internal Revenue Code to public pension plans and extend tax benefits to such plans; and establish an Employee Benefit Administration to provide a coordinated regulatory system for private as well as public pension plans.

**Policy Considerations:** NACo has consistently opposed similar measures based on general policy in opposition to federal interference.

**Legislative Implementation:** NACo's Labor-Management Steering Committee will develop specific policy on this bill and prepare to testify.

**Research Implementation:** NACo will analyze Pension Task Force Report and monitor state suits filed against IRS authority to regulate state and local pension plans.

#### Collective Bargaining

**Background:** Public employee unions have long sought federal legislation establishing union bargaining rights for local, state and federal employees and will again attempt to extend the provisions of the national Labor Relations Act to the public sector.

**Policy Considerations:** NACo opposes national legislation requiring states and local governments to bargain collectively and urges counties and states to pass their own bargaining statutes or local ordinances. NACo opposes federal legislation which requires collective bargaining as condition for awarding grants.



**Legislative Implementation:** Steering committee will monitor developments and be prepared to testify in opposition to national legislation requiring states and local governments to bargain collectively.

**Research Implementation:** Develop information on patterns of judicial action in public sector labor relations and patterns of state public sector labor relations laws.

### Mine Regulations

NACo has been asked by the South Dakota Association of County Commissioners to seek relief from proposed rules promulgated by the Department of Labor Mine Safety and Health Administration. The resolution has been referred to the Labor-Management Steering Committee.

### Hatch Act

NACo will address legislation directed at revising the Hatch Act, which prohibits partisan political activity by county officials and employees where their principal activity is financed in whole or in part by loans or grants from the federal government. The Administration pledged to reform the act as a compromise to its efforts on civil service reform.

### Labor Relations

NACoR, as part of a Civil Service Commission grant, will provide research and technical assistance in the area of labor relations (e.g., collective bargaining, binding arbitration, EEOC guidelines, etc.). Conference and workshop participation is scheduled.

### Labor Relations Conference

NACo's 5th Annual Labor Relations Conference, a nuts and bolts workshop for elected officials, county personnel and labor relations directors, is expected to attract 200 persons. Proceedings will be published.

### County Employee/Labor Relations Service (CELRS)

This new activity will provide support services and education to help meet the labor relations and personnel management needs of county officials.

### Proposed Activities with Funding to Be Pursued

#### Uniform Guidelines on Employee Selection

NACo, in cooperation with the Academy for Contemporary Problems or other groups, will seek assistance for workshops on the new Uniform Guidelines on Employee Selection procedures.

## Land Use



### Proposed Activities with Funding to Be Pursued

#### County Land Use and Growth Management

**Background:** Counties are the principal level of local government facing decisions about the location and extent of growth, siting of major energy and public facilities and guiding the conservation of significant natural areas. Counties have the opportunity to integrate these various demands upon the land and assure consistency of federal actions with local policies.

**Policy Considerations:** NACo policy supports a strong role for counties in guiding the use of land and the management of growth. The principal need is to provide those counties interested in managing growth with examples of other county land use programs and techniques for controlling growth.

**Research Implementation:** A national conference on controlling growth by counties is proposed for 1979. The conference would focus on existing county growth management systems, land use and growth management techniques, integration of environmental protection programs, siting of unpopular public facilities, identification of key problems facing county elected officials and methods for assuring consistent federal agency actions. Separate funding will be sought for feature articles on these topics in *County News* and for workshops at regular NACo conferences. This project will also include case studies of important county land use programs.

#### Agricultural Land Retention

**Background:** Many counties are adopting measures to protect and retain agricultural land, including zoning, tax incentives or development rights purchase. Congress will

consider legislation which would establish a national policy to reform federal activities affecting farmland and provide assistance to counties to establish and carry out their own programs.

**Policy Considerations:** NACo supports legislation to reduce the influence of federal agencies and strengthen the capacity of counties to retain farmland for future use.

**Legislative Implementation:** NACo will take an active role in support of agricultural land retention legislation.

**Research Implementation:** Separate funding will be sought to provide information to counties on agricultural land retention techniques, to study existing county programs, and to prepare case studies on federal actions having a significant effect on county agricultural land retention policies.

### Park and Recreation

**Background:** The Land and Water Conservation Fund Act and the newly enacted Urban Park Recovery and Rehabilitation Act assist counties with the acquisition, development and rehabilitation of park and recreation facilities in both rural and urban areas. Many counties exercise countywide park responsibilities and provide service to urban areas in economic and physical distress.

**Policy Considerations:** NACo supports full funding of these programs and a strong county role equal to that of other local governments.

**Research Implementation:** NACoR will assure that regulations for the urban parks program reflect congressional intent and make counties equally eligible for assistance. Separate funding will be sought to provide information on county park management, national park and recreation issues and individual cases of county park programs through *County News* and the syndicated column.

### Energy Facilities Siting

**Background:** Over the past few years legislation has been proposed to reform nuclear or energy facility siting legislation at the federal level. These procedures would provide for a stronger role for the states without necessarily involving county governments, thus potentially overriding local land use powers.

**Policy Considerations:** NACo land use policy calls for a strong county role in making land use and siting decisions. The Land Use and Environment and Energy Steering Committees will consider alternatives to any proposed legislation which shifts decision-making to other levels of government.

**Legislative Implementation:** A strong lobbying effort will be mounted to support energy or nuclear facility siting legislation which would preserve local prerogatives.

### Coastal Zone Management

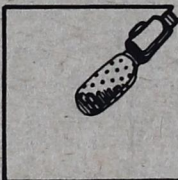
**Background:** County governments are or will be participating in the development of coastal zone management programs at the state level. Counties are becoming the principal level of government for implementing management programs and assuring consistency of federal actions under Section 307 of the Coastal Zone Management Act of 1972.

**Policy Considerations:** NACo policy supports land use systems which leave the implementation of land use regulations to county and other local governments and assures that federal agencies will conduct their activities in a manner consistent with local policies.

**Legislative Implementation:** NACo will take an active role in support of its policy during oversight and reenactment hearings to be held by Congress during 1979.

**Research Implementation:** Separate funding will be sought to provide information and technical assistance to counties on methods of managing coastal resources through *County News* and special publications. The project will also research the extent of county involvement in coastal zone management, will prepare case studies of county implementation of management programs, and will provide information on the ways in which federal actions should conform with local decisions and policies.

## Public Affairs



### Public Affairs

**Goal:** A critical public eye has been focused on county government taxes and spending. This provides the greatest opportunity in years for counties to tell their story to an interested, though skeptical society. NACo's Public Affairs program will work to maximize the public understanding of county government in this ripe climate of interest through encouraging local as well as national level information activities.

**A Basic Problem:** All counties regularly communicate tax bills and assessments and a budget. These communications create negative responses toward county government. In fact,

the property tax is, according to a survey by the Advisory Commission on Intergovernmental Relations, as unpopular as the federal income tax. Careful effort can convey, however, a positive message along with the negative. Services can be related to costs. The budget process can be changed from a stance of "them against us" to "them is us." But the effort has to be from the ground up.

### Activities for Individual Counties

This year NACo will continue to help county officials relate to constituents through the media and through the wide variety of forums in each community such as service groups, businesses and schools. To this end there will be:

- Training sessions for county officials.
- Training sessions for county public information officers.
- Technical assistance in developing public information programs suitable to counties which do not have such programs or who want to expand such programs.

These activities will be carried out through regional workshops and annual conference workshops.

### Collective Activities

Local level activity will be related to local media from the NACo Public Affairs staff through:

- News releases.
- Photos.
- Radio feeds—NACo originated or through Washington bureaus.

• TV coverage—NACo originated or from Washington bureaus (only non-unionized stations will accept footage).

County government activities on the national level through NACo will be related through:

- Continued updates of factsheets on county government.
- Continued high quality *County News*.
- Continued full coverage of NACo conferences through press releases, interviews and reports in *County News*.
- Continued radio and television interviews as a result of conferences, special meetings and testimony.

### Grants and Other Support

Funding has been requested through IPA to develop a handbook for county officials and county information officers on how to inform the public of county services and issues of concern.

Another association and the NACo affiliate, the National Association of County Information Officers, have entered a cooperative agreement to develop a handbook on county employee newsletters—the very foundation of public attitudes towards county government.

### Distribution of General Information

- Develop further distribution of *County News* to private as well as public sector leaders.
- Develop further use of the national daily newspaper column.
- Distribute feature articles on county programs to magazines and/or weekly newspapers.
- Develop radio features primarily using interview techniques and distribute through public information offices.
- Develop public service, radio/TV "spots." (Ideas should emanate from NACo members, but production must be professional.)
- Continue to promote and distribute quality publications about counties.
- Continue to promote the county government textbook, "Modern County Government." (Publications have been more heavily promoted this year and have netted more income as a result.)

### Increased Television Coverage

The trend today is more news time and public affairs broadcasts. The reason for the trend is that it is cheaper for television to do a documentary than to do a comedy or an entertainment hour and the viewing stays high.

- Nationally, the Public Affairs staff will suggest issues to the networks.
- Locally, through NACo, the NACo staff will seek ideas.
- Locally, through NACo, the information officers will share ideas to get public affairs programming.

### Campaigns for Understanding County Government

The following will be pursued in the next year: a series of county profiles for *County News*; surveys of public attitudes regarding county issues; surveys of county problems; continued informational mailings to editorial writers on a wide variety of subjects; continued letters to the editor, plus suggestions for NACo letters to editors; news briefings; specially called meetings or conferences in Washington and elsewhere; personal meetings with the nation's media leaders.

### NACo Staff Experiences with Public Information:

- Training session for lobbyists on working with the Washington news media.
- Series of "coffee with" (a.m.) or "tea with" (p.m.) small groups, one issue at a time exchanges at the Capitol Hill headquarters with news media representatives.

### Issues on which to Develop Campaign Efforts over Next Two Years:

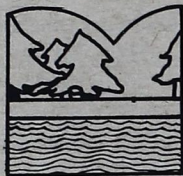
- Continue Jail Crisis Campaign.
- Red tape and regulation reduction.
- The problems of recreational and conservation dams.





The NACo Board of Directors gathered in Washington, Dec. 13-14 for its mid-winter meeting.

## Public Lands



### Proposed Activities with Proposed Funding

#### Payments-in-lieu of Taxes

**Background:** In 1976, Congress enacted NACo-sponsored legislation that provides annual payments to approximately 1,600 counties for the tax immunity of federally owned natural resource lands. Payments totaled \$100 million in fiscal '77 and \$98 million in fiscal '78. However, protested underpayments totaling \$2.5 million are pending for fiscal '77 and protests up to \$30 million may be filed for fiscal '78.

The 95th Congress approved a four-year authorization act setting authorization levels for payments-in-lieu of \$105 million for fiscal '79, \$108 million for fiscal '80, \$111 million for fiscal '81 and \$114 million for fiscal '82. The fiscal '79 appropriation has been approved. Appropriations will be necessary for the remaining years. The 95th Congress also approved NACo-endorsed amendments to add fish and wildlife refuges to the program. A supplemental appropriation of about \$14 million will be necessary for these lands.

**Policy Considerations:** The NACo Public Lands Steering Committee and the Western Interstate Region (WIR) board created a joint task force to consider the following policy questions involving payments-in-lieu: the NACo role in payment protests; supplemental appropriation strategy; amendments to add Indian lands, inactive Air Force lands, arsenals, and bombing ranges; amendments to change the payment formula; ACIR study to determine payments-in-lieu for all federal land; and NACo comment on Government Accounting Office audit recommendations.

**Legislative Implementation:** The number one priority will be the fiscal '80 appropriation of \$108 million. It is not anticipated that the pending protests will result in the need for supplemental appropriations. However, a supplemental of \$14 million and a regular appropriation of \$14 million will be required for the fish and wildlife amendments approved this year. Oversight hearings may be held depending upon the results of the GAO audit now under way. Administration-sponsored amendments may also be introduced as a result of the GAO audit. Finally, amendments will be introduced to add lands not now covered and to implement the pending Advisory Commission on Intergovernmental Relations study.

**Research Implementation:** The NACo/WIR public lands program will provide research capabilities to conduct a survey on the use of payment-in-lieu funds, assist the Bureau of Land Management in a series of budget workshops on payments-in-lieu, and assist counties on payment protests. NACo will also provide help to state associations of counties on two pending court cases and state legislation affecting use of payments.

#### Wilderness

**Background:** Wilderness legislation will be introduced in the 96th Congress to implement roadless area studies (RARE II Studies) by the U.S. Forest Service and Bureau of Land Management. Alaskan lands legislation will also be reintroduced.

**Policy Considerations:** Although NACo has policy supporting the "multiple use" of federal lands, there is no specific platform policy on wilderness proposals. The Public Lands Steering Committee had adopted a platform proposal calling for endorsement of wilderness areas only when endorsed by the affected counties. Wilderness proposals would be opposed when the affected county views are not clearly spelled out.

**Legislative Implementation:** A series of omnibus wilderness packages plus state-by-state proposals are expected. NACo will make sure affected counties are notified of the legislative schedule and have an opportunity to testify.

**Research Implementation:** NACo/WIR staff will provide information on federal agency studies.

#### Public Lands Management

**Background:** A host of NACo-sponsored amendments to public land laws in both the 94th and 95th Congress (Federal Land Planning and Management Act, Resources Planning Act, and the Rangeland Resources Act) require close coordination and consistency of federal land management plans and regulations with county land use plans. County representatives must be consulted and represented on land management advisory boards as a result of these amendments.

**Policy Considerations:** NACo policy strongly calls for the multiple use of federal lands, for local government participation in management plans and decisions, and for consideration of socioeconomic concerns.

**Legislative Implementation:** NACo legislative testimony and regulatory comments will be required on the implementation of the Federal Land Planning and Management Act, the Resources Planning Act, the Grazing Act and the Energy Impact Loan program. Legislative initiatives are expected for the 1872 Mining Law and the 160 acre land ownership limitation.

**Research Implementation:** The NACo/WIR public lands program will provide assistance to deal with these public land management issues. In addition, grant research and education projects may be possible for public land management project and a grazing advisory project.

#### Indian/County Jurisdictional Issues

**Background:** About 300 counties in 23 states have federally recognized Indian reservations located within their boundaries. In many other counties, Indian tribal representatives have made jurisdictional claims to land. The American Indian Policy Review Committee has recommended that Congress enact laws to ensure Indian tribal jurisdiction within their boundaries, and for their members outside of their boundaries. Nonmembers of the tribes, living on reservations, would not be represented. Counties in these areas have expressed jurisdictional and taxation concerns for these citizens. Water rights and economic development issues have also been raised.

**Policy Considerations:** This year, NACo adopted its first policy position on Indian/county jurisdictional issues. The policy expresses county concerns and advocates that county and Indian representatives work together for solutions. NACo also created an Indian Affairs Committee to deal with policy questions. Policy changes must be coordinated with the Public Lands Steering Committee and the Home Rule Steering Committee.

**Legislative Implementation:** During the 95th Congress, Indian jurisdictional and water rights legislation died in committee. It is anticipated that similar legislation will be introduced in the 96th Congress. NACo will testify on county concerns.

**Research Implementation:** NACo will seek a research and education grant in this area in 1979.

#### National Parks

**Background:** During the 95th Congress, the House Interior subcommittee on parks successfully pushed through the House an amendment to delete Section 3 payments under the Payment-in-Lieu of Taxes Act. This amendment was killed in the Senate. Also, during 1978, county officials raised a series of land use questions concerning the property rights of national park "inholders" who own private property within national park boundaries.

**Policy Considerations:** NACo policy calls for the protection and continuation of Section 3 payments. This is an important provision for urban counties, especially with an accelerated national park acquisition program through the land and water conservation fund. Counties receive 5 percent of the park value as a payment in lieu of taxes. In addition, the NACo Public Lands Committee has requested the NACo staff to develop policy recommendations on the park "inholder" question. The steering committee also asked for a review and report on scenic rivers legislation.

**Legislative Implementation:** NACo will closely monitor all national parks legislation—a significant volume of legislation.

**Research Implementation:** The NACo/WIR public lands program will develop data on Section 3 payments for payments in lieu of taxes. Considerable research is also necessary on the extent and ramifications of national park inholdings and scenic rivers legislation.

## Taxation and Finance



### Proposed Activities with Proposed Funding

#### Revenue Sharing

**Background:** The General Revenue Sharing (GRS) programs provide \$6.85 billion annually to units of state and local government, 25 percent to counties. The assistance expires Sept. 30, 1980. Renewal legislation is expected during the spring of 1979.

**Policy Considerations:** NACo policy supports permanent GRS assistance with automatic annual appropriations of a designated portion of the federal income tax base, direct distribution of funds to general purpose units of local and state government, enforcement of civil rights provisions, and county approval of any alternative distribution formulas.

**Legislative Implementation:** A strong push for extension of GRS assistance.

**Research Implementation:** NACo will publicize local benefits from GRS.

#### Countercyclical Antirecession Fiscal Assistance

**Background:** The countercyclical antirecession program expired Sept. 30, 1978 and was not renewed by the 95th Congress. The program provided assistance to local and state governments with high unemployment. The likelihood of rising unemployment may bring support for a standby countercyclical program.

**Policy Considerations:** NACo supports a permanent countercyclical program to aid all communities during times of recession and high unemployment.

**Legislative Implementation:** NACo will push for a new countercyclical program in the Administration's 1980 budget.

**Research Implementation:** Continue to indicate assistance level required by counties.

#### Disclosure

**Background:** As a result of New York City's fiscal crisis, concern surfaced for the need to disclose information about the finances, growth, and indebtedness of governments issuing municipal bonds. Several bills were introduced in the 95th Congress to impose restrictions ranging from mandatory registration of all issues with the Securities and Exchange Commission to a very limited disclosure of large offers only.

**Policy Considerations:** NACo and the other public interest groups favor voluntary disclosure using the Municipal Finance Officers Association's (MFOA) guidelines, since mandatory disclosure may impose severe financial costs on local governments.

**Legislative Implementation:** NACo, in cooperation with MFOA, will pay close attention to specific disclosure requirements in any legislation.

**Research Implementation:** NACo will become familiar with the MFOA guidelines to provide technical interpretation of the program to counties.



### Glass-Steagall Act

**Background:** The Glass-Steagall Act of 1933 prohibits commercial banks from issuing revenue bonds. It is believed that the interest rate on revenue bonds would be reduced with the added competition of commercial banks.

**Policy Considerations:** NACo platform now favors amending the Glass-Steagall Act. This policy may have to be reconsidered after private securities dealers and the Treasury Department release their reports on the impact of such amendment.

**Legislative Implementation:** NACo continues to support congressional action on this issue and is working with other public interest groups and the Dealer Bank Association.

**Research Implementation:** NACo must monitor and comment on the studies being conducted by the private securities dealers and Treasury. Opinion from select counties on possible impact will also be solicited.

### Congressional Budget Process

**Background:** The Congressional Budget and Impoundment Control Act of 1974 mandates specific requirements on the federal budget process including strict time deadlines for authorizing legislation and appropriations.

**Policy Considerations:** All steering committees must be aware of deadlines prescribed in the Congressional Budget Act.

**Legislative Implementation:** Closely monitor progress of key legislation in light of budget deadlines.

**Research Implementation:** Internal NACo review and comment procedure will be followed.

### Census

**Background:** The Census Bureau is required to undertake a decennial census for the purpose of apportioning congressional districts. It is also required to update the information every five years. Following the 1970 Census strong criticism was raised concerning undercounts in rural areas and of minorities.

**Policy Considerations:** Since federal programs are increasingly based on Census-related data, it is important that Census information be as accurate as possible.

**Legislative Implementation:** Should any legislative proposals be introduced which affect the Census Bureau's function it would be necessary for NACo to take a position.

**Research Implementation:** Work to ensure that Census maintains and prints unincorporated balance-of-county data.

### Urban Development Bank

**Background:** The President's urban initiative package included a proposed urban development bank. Though this proposal was not enacted, it is expected to be reintroduced in the 96th Congress.

**Policy Considerations:** The Taxation and Finance Steering Committee and the Community Development Steering Committee will jointly review and recommend policy on an urban development bank. Particular policy considerations must be examined to ensure that the bank provides a source of federal financial assistance for long-term urban redevelopment to distressed counties, as well as central cities. Consideration will be given to expansion of the concept to rural areas, as well as its overall impact on the municipal bond market.

### Program Reauthorization and Evaluation Act of 1978 (Sunset Law)

**Background:** This bill would require the regular evaluation of all federal programs at least every 10 years and would develop a formal system for this review through the congressional budget process.

**Policy Considerations:** NACo has a strong policy in favor of sunset review every five years.

**Legislative Implementation:** NACo lobbyists will be working on the passage of a sunset measure.

**Research Implementation:** Review of the value to county government of each program identified for sunset review.

### Small Communities Act of 1978

**Background:** This measure was introduced in the 95th Congress by Sen. Jack Danforth (R-Mo.) to streamline the grants-in-aid system for small communities of 50,000 population or less. It would reduce financial reporting requirements and improve audit requirements.

**Policy Considerations:** NACo favors federal grant reform. However, NACo's Taxation and Finance Steering Committee will need to review the relaxation of all national policy requirements for communities under 3,500 in population.

**Legislative Implementation:** NACo will try to amend this bill to reflect NACo policy and then to secure its passage.

### Cooperative Grant Agreement Act

**Background:** This act defines grants, contracts and cooperative agreements, and specifies when federal agencies may use these instruments in providing assistance to state and local governments. In addition, the act calls for a two-year study by the Office of Management and Budget (OMB) to review present practices and suggest alternatives for providing assistance to state and local governments.

**Policy Considerations:** NACo supports increased use of block grants by federal funding agencies; reduction of strings, including fewer reporting requirements in program compliance; enforcement of federal management circular compliance and wider use of letters of credit.

**Legislative Implementation:** NACo will play a watchdog role as OMB implements this act.

**Research Implementation:** Provide county input into the two-year OMB study.

### Federal Assistance Paperwork Reduction Act (Grant Reform)

**Background:** This measure did not pass the 95th Congress. It was designed to streamline the grants-in-aid system. It would standardize national policy requirements, strengthen the joint funding act, provide a mechanism for advanced funding and five-year projection of budget outlays and give local governments the right to receive information on grants-in-aid granted in their geographic jurisdiction.

**Policy Considerations:** NACo has a strong policy in favor of grants-in-aid reform. This policy calls for local input, block grants, reduced paperwork, standardized applications and improved cash flow to local units.

**Legislative Implementation:** NACo will testify in favor of this legislation.

**Research Implementation:** NACo will continue to gather data on costs of required paperwork.

### Federal Program Information Act

**Background:** The Federal Program Information Act, passed by the 95th Congress, established under OMB a computerized system of federal domestic assistance programs that is accurate and frequently updated. It combined the Catalog of Federal Domestic Assistance and the Federal Assistance Program Retrieval System (FAPRS), formerly operated by the Department of Agriculture.

**Policy Considerations:** NACo will be working with OMB to ensure that the system meets the information needs of county government, including adequate and accurate financial data.

### Taxable Bond Option (TBO)

**Background:** A taxable bond option would offer municipalities the choice of issuing bonds which are either exempt from or subject to the federal income tax. Although taxable bonds would cost the issuer higher interest rates, the Treasury feels it would recover significant amounts of money. As an inducement to issue taxable bonds, the federal government would reimburse localities for 35-40 percent of the interest paid. This proposal is expected to be reintroduced in the 96th Congress.

**Policy Considerations:** NACo opposes any direct or indirect tax on interest earned on state or local government municipal bonds or any action to place these bonds in an inferior competitive position with federal debt instruments and corporate securities.

**Legislative Implementation:** NACo will oppose any proposal for a TBO.

**Research Implementation:** NACo will review reports and studies on potential impacts of a taxable bond option.

### Anti-Inflation Effort

**Background:** The high level of inflation in recent years has been a major cause of increases in county expenditures and taxes. To help control inflation, the President has announced a voluntary anti-inflation program designed to reduce inflation from the current 8 percent level to between 6 percent and 6.5 percent next year. As part of this effort, wage and price guidelines have been introduced which apply to state and local governments as well as the private sector and an attempt is being made to reduce the federal deficit.

**Policy Considerations:** NACo supports federal efforts to balance the budget as a means of reducing inflation and indicates the willingness of counties to assume their share of the responsibility.

**Legislative Implementation:** Some of the President's anti-inflation proposals will require congressional action, such as the "real wage insurance" plan. If the voluntary program fails, the President may request authority to impose mandatory wage and price controls.

**Research Implementation:** NACo and other public interest groups have been asked to help the Administration identify actions which state and local governments can take to reduce inflation.

### Antitrust

**Background:** A series of recent Supreme Court decisions will affect counties. The *City of Lafayette vs. Louisiana Power and Light Co.* decision held that municipal governments were not to be automatically immune from the federal antitrust laws. As a result, counties, cities, and towns are now subject to treble damages in their administration of virtually all but the most basic services (police, fire). In *Illinois Brick Co. vs. Illinois* the Court held that only direct purchasers could recover damages suffered from private sector price fixing and other antitrust violations. Since counties purchase the vast majority of their supplies "indirectly" through contractors, etc., they will be forced to absorb any overcharges and find themselves without a remedy.

**Policy Considerations:** NACo supports legislation to reaffirm the immunity of local governments from antitrust laws. NACo supports legislation to enable counties, as the ultimate consumer, to recover damages suffered as a result of private sector antitrust violations.

**Legislative Implementation:** Work closely with the House and Senate Judiciary Committees to develop legislation addressing county liability and the antitrust and civil rights laws. Congressional committees appear willing to tie these issues into the broader liability question involving Section 1983 of the Civil Rights Act of 1971.

**Research Implementation:** Review and analysis of court decisions further defining the controls of governmental liability under the federal antitrust laws and Section 1983 of the Civil Rights Act of 1971.

## Rural Development

### Rural Appropriations

**Background:** NACo continues to be the principal public interest group working for rural development funding. The focus in the 96th Congress will be adequate appropriations for the rural development and housing loan and grant programs, increased authorization for grant programs (planning, water and sewer) and congressional oversight in the administration of rural development programs. In addition, at the close of Congress, a major new low and moderate income rural housing program was authorized for which appropriations have not yet been provided.

**Policy Considerations:** NACo supports full funding of the rural development and rural housing programs.

**Legislative Implementation:** NACo will push for full appropriations for fiscal '80 for water and sewer, housing, planning, community facilities, early funding for newly authorized rural housing programs for fiscal '79, and congressional oversight on implementation of the rural development programs.

**Research Implementation:** Review of Farmers Home Administration and other data indicating need for rural development programs.

### Rural Development Act Amendments

**Background:** The Rural Development Act of 1972 is the major federal program aiding rural America. The act authorizes water and sewer, community facility, planning and fire protection programs. Significant rural housing programs are also administered by the Farmers Home Administration (FmHA). The 95th Congress enacted a new low and moderate income rural housing program. These programs, which provide both grant and loan assistance, have in the past been subject to budget cuts, attempts to increase loan interest rates and inadequate staffing. In the 95th Congress, significant amendments were adopted to augment the water and sewer and other development programs.

**Policy Considerations:** NACo supports full implementation of the Rural Development Act to stimulate job opportunities, and better use of existing rural resources.

**Legislative Implementation:** Support legislation designed to increase grant and loan authorizations for rural programs. Oppose proposals to boost interest rates charged to rural counties on rural development and housing loans.

### Farmers Home Administration Reorganization

**Background:** Farmers Home Administration (FmHA) is the prime federal agency responsible for administering rural development programs. The Administration is contemplating reorganization of the Department of Agriculture and Congress is developing its own proposals to alter the responsibility of FmHA, as evidenced by Senate bills introduced last session. Any alteration of responsibility regarding FmHA and the delivery of assistance to rural areas will have a significant impact on rural counties.

**Policy Considerations:** NACo strongly urges that federal programs be fully funded and implemented at levels commensurate with national needs. NACo also recognizes that the needs of rural and urban areas can only be addressed with a coordinated policy of balanced growth and economic development.

**Legislative Implementation:** Carefully monitor all Administration and congressional proposals to reorganize the delivery of federal assistance to rural counties.

### Rural Planning

**Background:** The planning programs of the Rural Development Act were unfunded from 1972-1977. This lack of FmHA planning money was worsened by the urban orientation of other federal planning efforts. The FmHA planning program was funded for the first time in 1973 and refunded for fiscal '79. The demand for this program far exceeds the funds available. In recognition of this need, legislation will be reintroduced in the 96th Congress to expand this program.

**Policy Considerations:** NACo supports full funding of the planning program and proposes that FmHA emphasize "implementation" when distributing these grants in order to efficiently use other development programs.

**Legislative Implementation:** Support legislation designed to expand the FmHA planning program and increase the assistance available to rural areas.

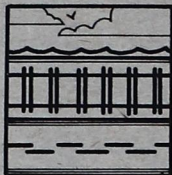


### Decision Makers Exchange

This is a flexible general management contract between NACo and the Civil Service Commission. Its intent is management training with an emphasis on finance. We feel this effort will help us in financial analysis of legislation.

The Taxation and Finance Team also has responsibility for: National Association of County Treasurers and Finance Officers (NACTFO); Rural Affairs Task Force; and National Association of County Intergovernmental Coordinators (NACIC).

## Transportation



### Proposed Legislative Activities with Proposed Funding

#### Federal Bridge Program

**Background:** During the 95th Congress, Congress passed an expanded federal bridge program. The program is funded at \$4.2 billion over four years and includes a minimum of 15 percent up to a maximum of 35 percent for off-system bridges.

**Policy Considerations:** All types of counties with bridge problems need this assistance, ranging from Allegheny County, Pa., to the most rural county in the country. The Transportation Steering Committee is ready to assist, particularly through its special subcommittee on bridges which can provide lobbying and staff assistance.

**Legislative Implementation:** NACo's leadership role must ensure implementation of the program as soon as possible.

#### Highways/Highway Safety

**Background:** Legislation was approved during the 95th Congress to continue funding for federal-aid highway programs, including highway safety. Included in the legislation is a NACo amendment allowing for the redesignation of transportation metropolitan planning organizations (MPOs). At the present time, the Department of Transportation is considering substantive planning and organizational changes. During 1979, NACo must continue to be abreast not only of DOT's reorganization plans but also the impact of the modified MPO redesignation process.

**Legislative Implementation:** Congress has approved 1979 funding for highway/highway safety programs as discussed above.

#### Implementation/Appropriations for Public Transportation

**Background:** The 95th Congress approved authorizations for urban and rural public transportation programs which will require annual appropriations. Since many urban and intermediate size counties are directly involved in public transportation systems, annual federal appropriations are extremely important. Moreover, because of NACo legislative efforts, Congress also approved authorizations for a new rural public transportation program. Implementation of this new program as soon as possible is essential.

**Policy Considerations:** Since authorizations have been approved, NACo's effort will center on obtaining adequate appropriations for the 1980 federal budget.

**Legislative Implementation:** NACo will continue to work closely with the staff of the Congressional Budget and Appropriations Committee, DOT officials and other public interest groups.

#### Airports

**Background:** Next year, Congress must reconsider authorizing legislation which channels Federal Aviation Administration monies into the nation's airport programs. Since the majority of the country's small and intermediate size airports are owned and operated either directly or indirectly by counties, NACo's legislative involvement is critical.

**Policy Considerations:** The Transportation Steering Committee has a subcommittee which is shaping NACo policy. County officials will testify before Congress and will work with House, Senate, and Administration staff.

**Legislative Implementation:** NACo will work closely with other interest groups, congressional committees, the Airport Operators' Council and Airport Executives Association. NACo is also building up knowledge of and contacts with counties that are airport operators. The strengthening of this link is an important part of NACo's aviation activity.

#### Aircraft Noise

**Background:** Since Congress did not approve an aircraft noise bill during 1978, such legislation will be debated during the 96th Congress. Adoption of equitable aircraft noise legislation is a key NACo goal due to citizen opposition and litigation in heavily populated airport communities.

**Policy Considerations:** NACo's membership approved policy during 1978 calling for aircraft noise reduction at the source—the aircraft engine.

**Legislative Implementation:** NACo will continue to work closely with congressional staff, committees, and the Administration to develop a realistic aircraft noise measure.

#### Railroads

**Background:** Congressmen have asked NACo for support for legislation affecting counties due to emerging energy programs. Train traffic will be increasing dramatically, especially in some corridors in the Midwest where trains will be hauling coal from the Rockies to shipping points on the Great Lakes or other midwest points. Coal haul unit trains can conceivably cut a county in two, with only a few periods during a day when a train would not be on local grade crossings; thus, traffic and emergency services will be interrupted. Additionally, NACo has been involved with AMTRAK legislation issues over the past year and expects to become more involved during 1979.

**Policy Considerations:** Many counties are not aware of this energy-related problem. NACo's staff will be working through the steering committee to alert counties to start grade crossing programs and be aware of how AMTRAK programs affect local communities.

**Legislative Implementation:** This is a long range issue. In addition to efforts to alert counties to railroad plans, NACo will develop relationships with the Federal Railroad Administration, Interstate Commerce Commission, etc.

### Research Initiatives/Current Projects

**FHWA Communications with County Governments:** The objective of this project, funded by the Federal Highway Administration, is to improve counties' use of federal funds for highway programs through improving communications among levels of government. This program is a 12-month effort, expiring Sept. 1, 1979. Three tasks to accomplish its objectives are: to hold five meetings to bring local officials together with federal and state agencies to discuss problems in executing highway programs; to continue to provide early input into the development of federal regulations; and to disseminate information on technological advances and distribute timely information from the FHWA to counties.



San Juan County (Utah) commissioner Calvin Black makes point during board meeting.

### Research Initiatives/New Proposals

**Highways:** A project with the Federal Highway Administration (FHWA) is needed to provide a mechanism through which counties and the federal government can work together to continue to improve relationships and communications and through which special one-time projects can be conducted.

**Bridge Assistance Program:** A project with FHWA Bridge Division is needed to improve counties' knowledge of their duties and requirements to prepare for the new Highway Bridge Replacement and Rehabilitation program passed by Congress late in 1978.

**Low Volume Road Safety/Construction Information:** This project would be in conjunction with the research activities of FHWA to highlight new and improved techniques on low volume road construction that can be readily implemented by local road departments.

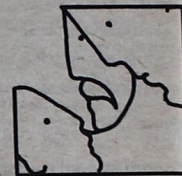
**Public Transportation:** Funding is needed from the Urban Mass Transportation Administration (UMTA) to assist counties in developing and implementing the rural transportation programs authorized by the Surface Transportation Act of 1978.

**Local Airport Improvement Program:** Funding is needed from the Federal Aviation Administration (FAA) to assist counties in developing and implementing airport improvement programs authorized by the Airport Development Aid Program.

**Metropolitan Planning Organizations:** Because of continued uncertainty regarding the appropriate role of Metropolitan Planning Organizations (MPO's) in transportation planning, a series of decision-making conferences is necessary.

**Transportation and Energy:** Funding is needed from both the Department of Transportation and the Department of Energy in order to strengthen counties' energy decision-making capabilities in regard to making transportation project decisions.

## Welfare and Social Services



### Proposed Activities with Proposed Funding

#### Welfare Reform

**Background:** County governments spend more on welfare than on any other single function. Comprehensive welfare reform—including fiscal relief—has been one of NACo's top legislative priorities. Although a comprehensive bill costing \$20 billion was approved by a special House committee on welfare reform in February, no other congressional action was taken in 1978.

Officials of the Departments of Health, Education and Welfare and Labor, and Vice President Mondale have assured county officials that a welfare reform bill will be proposed by the President for the 96th Congress. The contents of the proposal are not known, but maximum funding is likely to be \$10 to \$12 billion. Many observers believe federal budget constraints will result in a much smaller Administration bill. Although incremental reform is needed, any comprehensive program will be costly and prospects are dim for expensive social programs in the newly elected Congress.

**Policy Considerations:** At present, counties in 18 states have some role in administering welfare. In 13 states counties pay some portion of the cost of Aid to Families with Dependent Children (AFDC). Nearly half of AFDC recipients are in county-administered welfare systems. NACo's policy calls for incremental welfare reform, leading to comprehensive change. Setting priorities for incremental reform of AFDC, and coordinating these with related issues such as social services, aging services, employment and health programs will be essential for the Welfare and Social Services Steering Committee in the coming year.

**Legislative Implementation:** Seek sponsors and support for incremental changes supported by NACo; enact proposed reform measures which conform to NACo policy; and continue to work for fiscal relief.

**Research Implementation:** Existing welfare and social services staff members will prepare a handbook on welfare and social services programs for elected officials. In addition, a series of articles should be prepared for *County News* to explain various federal and county welfare programs, using specific counties as examples.

During the coming year, the counties of California will be significantly affected by Proposition 13 because the funding mechanism for AFDC has been changed. NACo should seek a grant to carefully monitor and analyze the impact of Proposition 13 on welfare and social services programs in the state and to transmit information on changes taking place to all counties, HEW and the public.

#### Community Action Agencies and County Governments

**Background:** The Economic Opportunity Act of 1964, which established the Office of Economic Opportunity (OEO), was extended through fiscal '81 by the last Congress. OEO is now called the Community Services Administration (CSA). The legislation provides federal funds for community action agencies and specific projects including legal services, family planning, neighborhood health centers, and Head Start. The legislation included an increased share of federal matching for local community action agencies from 60 to 80 percent. However, the 1979 appropriations for CSA were not enacted in the last Congress. There will be a supplemental budget request for CSA in the next Congress.

**Policy Considerations:** NACo recognizes that community action agencies are valuable resources to county governments, particularly to rural counties. NACo supports full federal funding for community action local initiative programs, and affirms the right of local elected officials to determine if their area needs to be served by a community action agency and which agency should provide community action services.

**Legislative Implementation:** NACo should take a position on CSA appropriations, and needs to evaluate CSA and local CAAs to determine how counties and CAAs can work more effectively together.

**Research Implementation:** NACo's funding by CSA was not continued, although NACo welfare and social services team members continue to provide information on CSA and several workshops have been held on CSA-county relations. NACo should continue to work with CSA and should seek funding for state human resource coordinators and NACo staff to coordinate their activities.



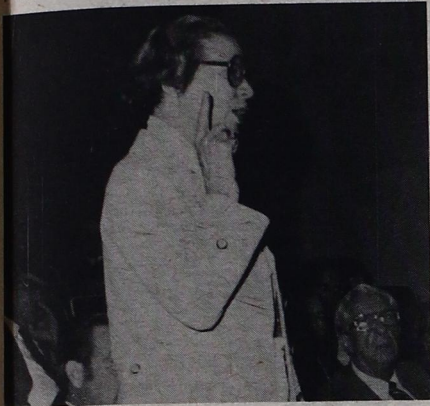
## Aging

**Background:** Last year Congress passed a three-year reauthorization of the Older Americans Act. Staff has reviewed and made recommendations on the regulations implementing the program. These include proposed regs to the Age Discrimination Act (ADA).

**Policy Considerations:** NACo policy on the Older Americans Act is included in the *American County Platform*; in addition, specific policy recommendations developed in the 1977 conferences on aging and the resulting resolutions will be relied upon.

**Legislative Implementation:** A supplemental appropriation for the implementation of the 1978 amendments will be actively pursued. It may also be necessary to deal with the ADA through legislation in addition to rather than through the regulatory process.

**Research Implementation:** The Aging Project's work will continue. The project, now in its fourth year, provides ongoing technical assistance to counties in serving the elderly, and is now working with five counties to develop long-range planning processes to aid counties in serving the elderly.



Doris Dealaman, freeholder, Somerset County, N.J., questions White House spokesmen at briefing for NACo Board.

## Child Welfare Legislation

**Background:** Federal funding for child welfare services (Title IV-B of the Social Security Act) has remained at \$56.5 million for a number of years. The House-passed legislation (H.R. 7200) in the 95th Congress which would have brought funding up to the full authorization of \$266 million in 1977, but the measure never reached the Senate floor. At issue are the separate levels of funding for existing children's programs and the need to fund new ones, for example, adoption subsidy. The Administration will be looking at the issue of foster care maintenance funding (IV-A vs. IV-B) and social services funding for children, since current law permits serving all children in need of protection without regard to income or welfare status.

**Policy Considerations:** NACo's Welfare and Social Services Committee adopted positions in the last Congress to increase the child welfare funding to full authorization; to keep its separate entitlement program; to keep the services and income maintenance separate; and to provide federal matching for non-court-ordered foster care. These positions were taken in part with respect to H.R. 7200 and will need review for new legislation.

Issues for consideration and committee policy guidance include: possible creation of a new Title IV-E combining AFDC foster care (Title IV-A) and Title IV-B foster care maintenance provisions; combine foster care services with Title XX services funding—programmatic and funding to be considered; combine child abuse funding (now in National Center on Child Abuse and Neglect Prevention) with either Title XX or a new subset of child welfare services, including adoption subsidy; funding of institutional foster care—federal match for county-operated facilities; federal matching for voluntary foster care (now limited to court-ordered).

**Legislative Implementation:** NACo should be involved at the early stages of draft legislation where policies of combining programs and redefining the goals will be considered. The child welfare package issue should be considered as a 96th Congress work objective, not just for 1979.

**Research Implementation:** Staff work to pull together the various proposals and describe pros and cons of subcommittee suggestions is needed. A task force approach may be recommended. If so, it should be of brief duration (90 days) with specific legislative recommendations.

## Long-Term Care

**Background:** Recently the Federal Commission on Aging stated that "the single most urgent national problem in the field of aging is the care of the chronically impaired."

**Policy Consideration:** Roughly 18 percent of those with a chronic illness who are not institutionalized require assistance in order to live in the community. There is a widespread recognition of the need to turn to the "community" as a focus for solving many of the problems in the field of long-term care.

**Legislative Implementation:** It is not certain whether long-term care coverage will be included in a bill for national health insurance. In an alternate proposal, or continue in its existing inadequate form.

**Research Implementation:** There is a need for researching the impediments to long-term care development at the state and local levels, particularly the effect of state regulation on local planning and service delivery capabilities, (i.e., rate-setting, manpower training, facility standards, etc.) NACoR and the Council of State Governments are working together to seek funding for a joint project on long-term care.

## Food Stamps

**Background:** The 1977 Food Stamp Act reauthorized the program through 1981. The new regulations which were published in October to implement the law aim to tighten eligibility criteria, facilitate participation by eligible households, reduce program fraud and abuse, and simplify program administration.

**Policy Considerations:** County governments, in the majority of states, are responsible for the daily administration of the food stamp program and for their administrative costs. The new regulations will implement the most sweeping changes since the program's inception. The implementation schedule is very tight, leaving counties little time to convert caseloads and gear up for the new program. For example, all states (and counties) must eliminate the purchase requirement for all households by Jan. 1. It will be important to monitor the implementation of the regulations closely, and to provide technical assistance when needed.

**Research Implementation:** It is important to keep county officials informed as regulations are implemented. *County News* articles and mini-management reports will be the major vehicles for information dissemination.

## Social Services

**Background:** Congress passed a one-year increase in the Title XX ceiling which will lift the federal funding level to \$2.9 billion for fiscal '79. The federal ceiling, however, will then drop to \$2.5 billion in fiscal '80. The Congress did not pass a series of amendments which would have allowed greater flexibility and better planning under Title XX. Congress also failed to pass the Domestic Violence Act of 1978 which would have provided funding for shelter and counseling of abused spouses.

**Policy Considerations:** Counties in 18 states directly administer social services and counties in many other states are financing these programs. Increased federal funding and technical amendments will be very beneficial to all county governments currently connected with social services.

**Legislative Implementation:** Initiatives to increase the Title XX ceiling permanently are likely to be introduced and should be considered a major priority. There will also be a major child care bill which will have strong impact on foster care, child welfare and adoption subsidies. The other initiative will be another domestic violence bill to fund emergency shelters. This funding can also be provided under Title XX, if legislation is introduced to allow it.

**Research Implementation:** The major grant initiatives will be in the area of service integration at the county level. This is still an HEW priority and NACo will continue to request funding for education and technology transfer projects. These grants and contracts would come from the Office of Human Development Services and would relate closely to Title XX activities.

## Child Support Enforcement Program

**Background:** The child support enforcement program enacted as Title IV-D of the Social Security Act in 1974, requires each state to have a program of child support collection and paternity establishment services for AFDC and non-AFDC families. The 95th Congress failed to enact amendments which would have continued reimbursement to states and counties for costs related to non-AFDC cases and added federal matching for judges' salaries, and court costs under the Title IV-D Child Support program. States are now paying for those costs, and are hoping the new Congress will provide them with relief.

**Policy Considerations:** The number of cases (both AFDC and non-AFDC) has been steadily increasing since the program's inception. Since this is a mandatory program which counties administer, reimbursement for such costs is needed.

**Legislative Implementation:** NACo will work to secure passage of appropriations for permanent reimbursement of such costs.

**Research Implementation:** NACo will seek a grant to study and evaluate successful child support programs throughout the country, and provide technical assistance to counties interested in improving the effectiveness of their programs.

## Aliens

**Background:** A legislative issue for Welfare and Social Services since 1976 has been extending the 100 percent federal funding of welfare and social services costs of the Indo-China Refugee Assistance Program (IRAP), just reenacted for one more year.

**Policy Considerations:** The problems of alien resettlement do not affect all counties, but when taken in the broad context of migrant labor effects on wages and job availability, education, hospital costs, and special programs for immigrants, most counties are affected in some way. Like welfare programs in general, alien policy is set by the federal government and

counties have no say in the programs or resulting costs they incur. Existing Welfare and Social Services policy is that full federal funding should be continued for IRAP until the influx of refugees is stopped and the costs phase down.

**Legislative Implementation:** Seek legislation by March, 1979 to extend the Indo-China Refugee Assistance program in the context of broader federal policy. Most likely, IRAP will require separate authorization to continue after Sept. 30, 1979, pending outcome of new federal legislative initiative regarding all aliens.

**Research Implementation:** A survey of the extent and nature of alien problems, and cost to counties is needed. A grant to accomplish this should be sought.

## Fraud and Abuse Control

**Background:** Congress has shown considerable interest in increasing incentives to states and counties to improve their fraud detection and abuse prevention in welfare programs. The Department of Health, Education and Welfare is reassessing quality control requirements and performance indicators as part of a massive effort to reduce error rates.

**Policy Considerations:** The Administration's efforts to impose penalties and negative sanctions for error rates above 4 percent have costly implications for counties that pay part of the welfare costs. Specific NACo policy calls for increasing federal match for fraud prevention activities to 75 percent.

**Legislative Implementation:** Several bills were introduced in the 95th Congress to increase federal match for fraud activities to 75 percent, and the Administration's welfare reform also provided positive incentives for improved fraud control. It is likely that this provision could be included in any new welfare omnibus bill, or that a separate bill can be passed.

**Research Implementation:** NACo should keep county officials informed about federal, state and county developments in this field through *County News*.

## The County Role in Providing Support to "Deinstitutionalized" Patients of Mental Institutions

**Background:** The population of mental institutions dropped from 550,000 in the mid-1950s to 430,000 in 1969 to 300,000 in the mid-1970s. Behind this decrease in the number of patients is a belief among federal and state policy-makers that the mentally ill and mentally retarded can be better served in communities, rather than in institutions. The result of deinstitutionalization has been that many counties are being asked to absorb a population for which few resources are being provided.

**Policy Consideration:** In 1978, the Welfare and Social Services Steering Committee and the Health and Education Steering Committee passed a joint resolution to create a task force to study this subject and develop NACo policy. The task force will be composed of members of the two steering committees, plus other concerned county officials. A meeting was held in Atlanta to attract officials to the task force and to discuss county problems.

**Legislative Implementation:** After NACo's policy is formulated, staff will work with HEW and members of Congress to see that the legislation is introduced reflecting county needs and concerns.

**Research Implementation:** (See Health, Existing Contract Activity.)

## Disability Payments and Definitions

**Background:** Since 1956 when the disability pension was added to the existing Social Security Old Age Pension System, the costs and recipients have skyrocketed. In 1978, there were 4.8 million disabled workers or their dependents at a cost of \$11.5 billion. In the next decade the roll of recipients will exceed 7 million and the cost will rise to \$33.1 billion. There are no specific reasons for this tremendous increase, but rather some large conceptual problems.

**Policy Considerations:** Counties have traditionally filled in gaps for the disabled individual and his/her dependents when federal programs were not meeting their needs.

**Legislative Implementation:** Congress and HEW will be looking very closely at the disability definition as well as general indicators in the economy to bring the costs of this program down. This process must be watched closely in order that NACo policy will not be overlooked by congressional and administrative actions.

## Proposed Activities with Funding to Be Pursued

### Aging

**Background:** Counties can be aided or hindered by state legislation in their attempts to serve the elderly. The development of state legislation (especially model statutes) should be considered in terms of its effect on counties and their service delivery systems.

**Policy Considerations:** NACo supports a coordinated program of services and opportunities for the aging with the county as the ideal administrative unit.

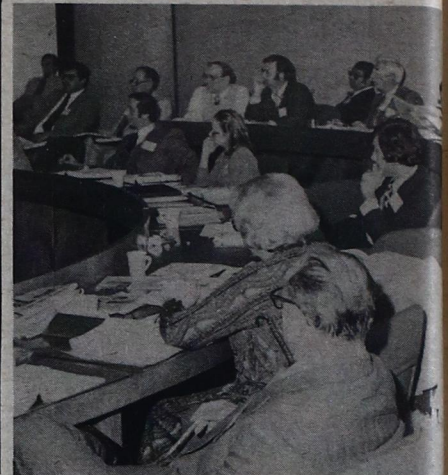
**Research Implementation:** A grant is being solicited for NACoR in partnership with Council of State Governments and National Association of State Units on Aging) to look at the effects of comprehensive state laws and policies on local service delivery.



# Budget Details

## National Association of Counties 1979 Allocation of Association Resources

Program Class	NACo Direct	NACo Allocable	NACo Total	Research Firm	Total Resources
Community Development	\$68,849	\$63,010	\$131,859	\$	\$131,859
Criminal Justice/Public Safety	71,512	65,447	136,959	132,000	268,959
Employment	102,259	93,587	195,846	521,600	717,446
Environment and Energy	65,180	59,652	124,832	99,400	224,232
Health and Education	66,310	60,686	126,996	85,200	212,196
Home Rule/Regional Affairs	96,048	87,903	183,951	216,200	400,151
Labor Management Relations	87,289	79,887	167,176	47,600	214,776
Land Use	24,665	22,573	47,238		47,238
Public Lands	82,455	75,462	157,917	36,000	193,917
Taxation and Finance	75,180	68,804	143,984	62,800	206,784
Transportation	101,772	93,141	194,913	69,100	264,013
Welfare and Social Services	89,873	82,277	172,150	237,300	409,450
<b>Total</b>	<b>\$931,392</b>	<b>\$852,429</b>	<b>\$1,783,821</b>	<b>\$1,507,200</b>	<b>\$3,291,021</b>



## Proposed Program Budget for 1979

Program Expenditures						Support Expenditures		
	1979 Budget	1978 Projected		1979 Budget	1978 Projected		1979 Budget	1978 Projected
<b>Community Development</b>			<b>Labor Management Relations</b>			<b>General Management</b>		
Salaries	\$29,802	\$36,000	Salaries	\$41,613	\$27,200	Salaries	\$37,772	\$35,000
Overhead	27,716	33,120	Overhead	38,701	25,024	Overhead	35,128	32,200
Other Direct Costs	11,331	10,070	Other Direct Costs	6,975	7,500	Other Direct Costs	71,245	72,500
<b>Total</b>	<b>\$68,849</b>	<b>\$79,190</b>	<b>Total</b>	<b>\$87,289</b>	<b>\$59,724</b>	<b>Total</b>	<b>\$144,145</b>	<b>\$139,700</b>
<b>Criminal Justice/ Public Safety</b>			<b>Taxation and Finance</b>			<b>Public Affairs</b>		
Salaries	\$31,220	\$27,500	Salaries	\$31,900	\$44,900	Salaries	\$140,886	\$133,800
Overhead	29,035	25,300	Overhead	29,667	41,308	Overhead	131,055	123,096
Other Direct Costs	11,257	11,840	Other Direct Costs	13,613	11,900	Other Direct Costs	246,627	214,400
<b>Total</b>	<b>\$71,512</b>	<b>\$64,640</b>	<b>Total</b>	<b>\$75,180</b>	<b>\$98,108</b>	<b>Total</b>	<b>\$518,568</b>	<b>\$471,296</b>
<b>Employment</b>			<b>Public Lands</b>			<b>Membership</b>		
Salaries	\$39,202	\$31,000	Salaries	\$33,883	\$18,100	Salaries	\$18,864	\$22,500
Overhead	36,458	28,520	Overhead	31,512	16,652	Overhead	17,544	20,700
Other Direct Costs	26,599	32,500	Other Direct Costs	17,060	14,750	Other Direct Costs	38,490	35,000
<b>Total</b>	<b>\$102,259</b>	<b>\$92,020</b>	<b>Total</b>	<b>\$82,455</b>	<b>\$49,502</b>	<b>Total</b>	<b>\$74,898</b>	<b>\$78,200</b>
<b>Environment and Energy</b>			<b>Transportation</b>			<b>Miscellaneous Direct Costs</b>		
Salaries	\$29,668	\$26,000	Salaries	\$45,494	\$32,100	Joint Data Center	\$ 5,000	
Overhead	27,591	23,920	Overhead	42,310	29,532	Affiliates	15,212	\$13,500
Other Direct Costs	7,921	7,850	Other Direct Costs	13,968	13,500	NACoRF Contribution	30,000	108,079
<b>Total</b>	<b>\$65,180</b>	<b>\$57,770</b>	<b>Total</b>	<b>\$101,772</b>	<b>\$75,132</b>	Capitol Hill Facility	14,661	19,800
<b>Land Use</b>			<b>Welfare and Social Services</b>			Flexible Funds	49,445	30,500
Salaries	\$10,541	\$ 9,100	Salaries	\$37,204	\$58,900	<b>Total</b>	<b>\$114,818</b>	<b>\$171,879</b>
Overhead	9,804	8,372	Overhead	34,600	54,188			
Other Direct Costs	4,320	3,875	Other Direct Costs	18,069	22,750	<b>Other Expenditure Totals</b>		
<b>Total</b>	<b>\$24,665</b>	<b>\$21,347</b>	<b>Total</b>	<b>\$89,873</b>	<b>\$135,838</b>	Salaries	\$197,522	\$191,300
<b>Health and Education</b>			<b>Program Totals</b>			Overhead	183,727	175,996
Salaries	\$26,004	\$32,700	Salaries	\$400,019	\$367,500	Other Direct Costs	471,180	493,779
Overhead	24,184	30,084	Overhead	372,022	338,100	<b>Total</b>	<b>\$852,429</b>	<b>\$861,075</b>
Other Direct Costs	16,122	15,800	Other Direct Costs	159,351	164,235			
<b>Total</b>	<b>\$66,310</b>	<b>\$78,584</b>	<b>Total</b>	<b>\$931,392</b>	<b>\$869,835</b>			
<b>Home Rule and Regional Affairs</b>						<b>Grand Totals</b>		
Salaries	\$43,488	\$24,000				Salaries	\$597,541	\$558,800
Overhead	40,444	22,080				Overhead	555,749	514,096
Other Direct Costs	12,116	11,900				Other Direct Costs	630,531	658,014
<b>Total</b>	<b>\$96,048</b>	<b>\$57,980</b>				<b>Total</b>	<b>\$1,783,821</b>	<b>\$1,730,910</b>



# BLM Rules Increase County Role

WASHINGTON, D.C.—Proposed regulations to guide the Interior Department's Bureau of Land Management (BLM) in developing public land resource management plans have been released.

These proposed rules, published in the Dec. 15 *Federal Register*, are especially significant for county governments in the West—where much of the land is federally owned—because they establish the policies and procedures for involving state and local governments in the land use decisionmaking mandated by the Federal Land Policy and Management Act (FLPMA).

Virtually all western counties have authority for land use planning and zoning in unincorporated areas—where public lands are located.

The activities of BLM within the counties can have either a positive or adverse impact on local economic and social goals which in turn will affect employment, recreation, etc.

In addition, since counties are an integral part of the federal-state-local government system and must provide local services, participation of local officials in the federal land use planning process is important.

## THE PROPOSED RULES

The proposed regulations allow for coordinating BLM planning with other governmental planning and for establishing standards to judge the adequacy of plans. Specific resource policies and standards are not prescribed.

BLM Director Frank Gregg commented, "We are seeing an ever-increasing public interest in the many resources on the public lands. We are making changes in policy in response to new legislation. BLM's planning procedures have evolved to meet this interest and these changes. We are

now looking for further improvements in the planning process to meet contemporary needs and to improve the quality of our resource management.

"Some of the significant improvements include better national policy communication to the local BLM planner, coordination with Forest Service planning in order to minimize public confusion, and improved coordination with state and local governments," he said.

A notice of intent to issue the rulemaking along with a discussion paper was published last March. This announcement gave the public an opportunity to comment early in the development of the system. In response to these comments, the bureau extensively rewrote and reorganized the proposed rules.

## COUNTY REACTIONS

NACo's Public Land Steering Committee, chaired by Commissioner George Buzianis of Tooele County, Utah, has sponsored a series of meetings to review various drafts of the proposed regulations. Buzianis' initial reaction to the latest proposal was favorable. He noted "it contains several specific requirements for coordination with adopted county land use plans as requested by NACo. We shall be taking a closer look at the regulations at a meeting during the NACo Western Interstate Region Conference." (WIR meets Feb. 5-9 in Lihue, Hawaii.)

The rules establish closer coordination with the proposed National Forest Service System planning regulations issued last August. BLM suggests the adoption of process requirements identical to those proposed by the Forest Service, and which trigger considerable change in existing BLM planning procedures.

A key proposal is to make resource

management plans applicable to the smallest BLM administrative sub-areas. The agency manages 176 of these areas, averaging 950,000 acres of public land.

Under the proposed regulations, environmental impact statements will be prepared for and accompany resource management plans. Plan-

ning and environmental assessment process and documents will be as fully integrated as possible. Finally, BLM state directors will be granted authority to take final action on draft and final environmental statements assessing the impact of proposed planning decisions. This step represents a significant decentralization

of decisionmaking responsibility to local BLM officials.

Written comments on the proposed regulations will be accepted until April 1. Send comments to director (210), Bureau of Land Management, 1800 C St., N.W. Washington, D.C., 20240.

—Linda Bennett

## NACPRO 1979 Awards Program

National Association of County Park and Recreation Officials

Each year, the National Association of County Park and Recreation Officials (NACPRO) presents a series of awards for exceptional contributions to the field of parks and recreation. As a professional and a member of NACPRO, you are invited to submit nominations of persons and organizations you feel merit recognition.



### Friend of Recreation Award

Presented to a lay individual or organization that has responded in an unusual manner to benefit the parks and recreation programs or facilities at any level from national to a local county organization.

### Fellow Award

Presented to a professional staff member who has performed an outstanding job over a period of years providing outstanding professional leadership at any level of government.

### Organizational Award

Presented to an organization conducting activities in the parks and/or recreation field whose programs are considered to be exemplary during the current year.

### Board or Commission Award

Presented to Park/Recreation Board or Commission members who have contributed significantly to the benefit of park and recreation programs or facility development within their governmental jurisdiction.

### Lifetime Award

Presented to a retiring park and recreation professional, who has been a member of NACPRO. Consideration based on individuals' contribution and service to the field.

### Procedures

- Each NACPRO member may submit up to two nominations. Deadline for receipt is Jan. 30, 1979. Submit to: Gary L. Haller, Johnson County Park and Recreation District, 6501 Antioch, Shawnee Mission, Kan. 66202.

- Nominations will be evaluated by the Awards Committee and selections made by the NACPRO Board of Directors at the NACo Legislative Conference meeting in March. Award presentations will be made at the NACo Annual Conference in July.

- Attach nominee support documentation or additional sheets in the following order:

Brief history of individual or organization. (If individual, include such personal items as clubs, organizations, schools attended, family, hobbies, etc.)

If applicable, provide professional or related experiences of individual or organization.

Identify individual or organization publications which have been of significance to the field, community or country.

Explain in detail the contributions made by the nominee which you feel merit the receipt of award recognition. (This is the most important element of the award submittal.)

Attach any additional documentation which you feel is pertinent to the nomination.

- Though the Awards Committee seeks detailed support documentation, please keep information submitted as precise as possible, as some information will need to be duplicated for the Committee's evaluation.

- Three copies each of all documentation is required.

- NACo staff contact: Arleen Shulman



**PUBLIC LANDS DISCUSSION**—From left are George Buzianis, NACo's Chairman for Public Lands and Frank Gregg, director of the Bureau of Land Management. New BLM proposals will be reviewed at the Western Interstate meeting Feb. 5-9 in Lihue, Hawaii.

## HISTORIC PRESERVATION

### Seminars Planned

WASHINGTON, D.C.—Tax incentives for historic preservation will be discussed at a series of one-day seminars to be held around the nation.

The seminars will focus on new federal tax provisions which permit owners of historic structures to recoup investments. Other incentives for historic preservation included in the Tax Reform Act of 1976 and recent amendments will be featured.

Seminars will begin at 9 a.m., in the following six cities:

- Alexandria, Va.—Jan. 19—Holiday Inn-Old Town;

- Denver, Colo.—Feb. 5—The Brown Palace Hotel;

- Charleston, S.C.—Feb. 19—Holiday Inn-Downtown;

- Monterey, Calif.—March 23—Del Monte Hyatt House;

- Boston, Mass.—April 2—Parker House; and

- Cincinnati, Ohio—April 16—Stouffer's Inn.

Co-sponsoring the seminars are the American Planning Association, which is a consolidation of the American Institute of Planners and the American Society of Planning Officials, and the Heritage Conservation and Recreation Service, which administers federal historic preservation programs.

Registration is being handled by the American Planning Association, Preservation Seminar, 1776 Massachusetts Avenue, N.W., Washington, D.C. 20036 (phone: 202/872-0611).

Name of award nominee \_\_\_\_\_

Position title (if individual) \_\_\_\_\_

Address \_\_\_\_\_

(City)

(State)

(Zip)

### Check award category:

Friends of Recreation ☐ Board or Commissioner Member ☐

Fellow ☐ Lifetime ☐ Organizational ☐

Award sponsor \_\_\_\_\_

Position title and/or organization \_\_\_\_\_

Address \_\_\_\_\_

(City)

(State)

(Zip)

Phone \_\_\_\_\_



# General Revenue Sharing

## A Short Course . . . Where We Are

Congress created the general revenue sharing program with the passage of the State and Local Fiscal Assistance Act of 1972. Four years later the program was modified by the State and Local Fiscal Assistance Amendments of 1976.

The original concept behind the program was a way of sharing the progressive federal income tax with state and local governments which traditionally have had to depend on more regressive taxes. Its major goal is to disburse federal funds with minimum restriction on use, allowing local decision-makers to determine where the money is most needed.

Originally, the funds had to be used for capital expenditures and for eight specific operating and maintenance categories. However, under the 1976 amendments, the money may be used for any purpose which is a legal use of the government's own funds under state and local law. The funds may also be used for federal matching purposes.

Under the original legislation, the program was authorized to return \$30.2 billion to state and local governments over five years ending Dec. 21, 1976. The 1976 amendments authorize the return of an additional \$25.6 billion to the nearly 39,000 eligible states, counties, cities, towns, townships, Indian tribes and Alaskan native villages. The current legislation expires Sept. 30, 1980.

General revenue sharing is an "entitlement" program. This means that no application is necessary to receive funds. Based upon data furnished by the Census Bureau and other agencies, funds are distributed to eligible governments.

The program is not burdened with heavy administrative and reporting elements. Two items, a Statement of Assurances and a Use

Report of how funds were spent are the basic reporting requirements.

Of the entitlement funds available, one-third of the total appropriation is reserved for the states; the remaining two-thirds principally goes to county and municipal governments. Allocations are determined by mathematical formula which includes:

- Population
- Per capita income
- Local taxing effort
- Intergovernmental transfers

For additional information on the general revenue sharing program, contact Bruce Talley or George Cato at NACO, 202/785-9577, or the Office of Revenue Sharing, Intergovernmental Relations, 202/634-5200.

### Where We Are Now

The general revenue sharing (GRS) program expires Sept. 30, 1980. The Carter administration proposal for renewal of the program must be submitted to Congress by May 15 of this year under provisions of the Budget Reform Act of 1974.

County officials are aware of the President's pledge to keep the budget deficit down to \$30 billion in fiscal '80. An early commitment on the part of the Administration to renewing the program, though possible, appears unlikely.

Current economic, social and political conditions may present some obstacles to the renewal of revenue sharing or significant increases in the funding level. These obstacles include:

- The Administration's effort to reduce inflation by balancing the budget, which may result in reduced funding or elimination of some existing programs;

- The current national trend toward spending limitations which may negatively affect unrestricted programs such as revenue sharing; and

- The opposition of some congressmen toward revenue sharing-type programs, as evidenced by the failure of Congress to renew countercyclical revenue sharing.

### Renewal Alternatives

Some of the key issues concerning extension of revenue sharing beyond 1980 appear to be:

- Changes in the funding level such as, reduced funding by eliminating states or lowering all allocations; holding funding at current levels; or increased funding by indexing appropriations to inflation or income tax receipts.
- Increased targeting through formula changes or addition of a countercyclical or supplemental assistance component to provide more assistance to fiscally distressed areas.
- More restrictions on use to support national tax or service delivery goals.
- Changes in public participation and audit requirements.
- Establishment of a permanent program.

### What's Needed

Revenue sharing is NACO's number one legislative priority and we are working on renewal. It has been said that in this time of fiscal restraint, programs popular with citizens in general are less likely to be cut. General revenue sharing is popular with governments, elected and appointed officials responsible for delivering services. What definitely is needed if revenue sharing is to remain, is a concerted effort on the part of counties to educate their

constituents on the importance of these funds to their services. The grassroots support for the program is vital to renewal.

In addition, NACO would like to hear from counties on the increased use of revenue sharing funds in operating budgets. If possible, we would like to know:

Since 1976 (when the use of GRS money became less restricted) approximately what percent of your operating budget was dependent on receiving general revenue sharing?

Total Budget	
1976	
1977	
1978	
1979	
(projected)	
Operating Budget (OB)	
1976	
1977	
1978	
1979	
% of OB-GRS	
1976	
1977	
1978	
1979	

To what basic services were these funds committed?

Please send the above information (limit to one page please) to Bruce Talley at NACO.

# Are Fiscal Aid Reports in the Mail?

The first general revenue sharing payments for fiscal '79 will be made Jan. 8. This is the first of four payments for Entitlement Period 10 which began Oct. 1, 1978 and ends Sept. 30, 1979.

Revenue sharing survey forms used to estimate revenue sharing allocations for Entitlement Period 11 (EP11) should have been received and returned to the Bureau of the Census.

This year the report forms which request data from local governments about certain revenues and expenditures have been combined with other Bureau of the Census survey

forms to minimize duplication of effort.

The most important data requested are for adjusted tax collections and intergovernmental transfers which are included in the Office of Revenue Sharing's Data Improvement Program for the spring estimates of EP 11 allocations.

If assistance is needed in completing the surveys, contact the Bureau of the Census collect at 301/763-2274.

### ARFA FUNDS SUBJECT TO SIX MONTH RULE

Although the antirecession fiscal

assistance program (ARFA) expired Sept. 30, funds previously received must be used in accordance with applicable rules and regulations.

One of the requirements is that these funds be spent within six months after receipt. For governments which received an antirecession fiscal assistance payment in early July, 1978, the six month period is about to expire.

If your county has not yet appropriated or obligated its July payment or has on hand other antirecession funds from earlier payments, it should be done as soon as possible. Because the six month requirement is a provision of law, it

cannot be waived. However, the Office of Revenue Sharing can waive the applicability of state or local law requirements which might delay your county's use of these funds. Please consult Section 52.43(b) of the antirecession fiscal assistance regulations for more details or call the Office of Revenue Sharing at 202/634-5200.

### SUBMITTING AUDIT REPORTS

If your county has already had an independent audit of its financial statements for either fiscal '77 or '78 or will have one this year in confor-

mance with Revenue Sharing Act requirements for governments receiving \$25,000 or more annually in revenue sharing entitlements, a copy should be sent to the Office of Revenue Sharing Audit Division at 2401 E Street, N.W., Columbia Plaza High-Washington, D.C. 20226.

It is not necessary to send a copy if one has been provided to your state auditor or if the state performs your audit. For a nontechnical explanation of the audit requirements, you can request a copy of the Office of Revenue Sharing's fact sheet on audit reports.

—George Cato, NACO

# NACO Board Authorizes 1979 Budget, Activities

Continued from page 1

While reenactment of general revenue sharing will be NACO's overriding legislative goal for the 96th Congress, it was announced that the 12 steering committees will be meeting in the next few months to decide on legislative priorities within their individual areas.

Building political support for general revenue sharing will also be the theme for NACO's membership campaign for the coming year. It was reported to the board that NACO membership stands at 1757 counties with nearly a 98 percent retention rate for the year.

### URBAN COUNTY CONGRESS

The Board of Directors gave its approval for an Urban County Congress to be held May 23-25. Its purpose will be to educate members of Congress, their staffs, key officials of the Executive Branch and the media as to what an urban county is and how vital it is that federal policy reflect the role and responsibilities of urban counties.

The meeting will be held under the joint sponsorship of the National Council of Elected County Executives, led by Suffolk County (N.Y.) Executive John V.N. Klein, and NACO's

Urban Affairs Committee, chaired by Westchester County (N.Y.) Executive Alfred Del Bello.

Other association business included:

• **Appointment of new officers:** The following county officials were selected to fill six vacant board seats: Charles Christopher, commissioner, Limestone County, Ala.; R.L. Martin, commissioner, Pitt County, N.C.; John Driscoll, commissioner, Rockingham County, N.H.; Leonard W. Dayton, commissioner, Dorchester County, Md.; Charles Worthington, county executive, Atlantic County, N.J. and Bruno Fangmeier, commissioner, Thayer County, Neb.

• **Legislative Conference:** The board approved holding NACO's Annual Legislative Conference, March 10-14 at the Washington Hilton Hotel. The conference will explore the direction of the 96th Congress and its impact on county government.

• **Annual Conference Sites:** The board approved holding the 1982 annual conference in King County (Seattle) Wash. and the 1983 annual conference in Milwaukee County, Wis.

• **Proposed Aging Affiliate:** In compliance with the board-approved affiliation process, the board has scheduled a public hearing at the

legislative conference to consider formation of an aging program affiliate.

• **Public Official Liability Insurance Program:** NACO Second Vice President Roy Orr, commissioner, Dallas County, Texas, presented a report on NACO's newly launched liability insurance program, directed at protecting the

personal assets of county officials. He indicated that the program was in the promotional stage and that a number of counties have sought policy information.

The next board meeting will take place at the Western Interstate Region Conference in February.

# Anti-Inflation Measures in Works

Continued from page 1

Finally, Eizenstat said that fiscal '80 appropriations for CETA will be one of the last budget decisions President Carter makes as he is waiting for final projections on next year's economy to come in.

During the briefing, Jack Watson urged county officials to help President Carter identify ways state and local governments could engage in anti-inflation activities. "We have had high inflation for 10 years. One of the bad consequences is that we now anticipate inflation. Wages chase prices and prices chase wages. That spiral is woven into the American economy," he said.

WATSON NOTED, however, that in countless meetings with state and local officials, as well as industry, "there is an emerging belief that voluntary wage/price controls will work."

Later, NACO President Charlotte Williams pointed out that NACO's membership adopted a resolution this summer in support of efforts to reduce inflation. She said that NACO is working with a White House task force to develop a voluntary set of anti-inflation activities for implementation by state and local governments. In addition, NACO's steering committees will be meeting during the next month or two to identify county government's top legislative and budget priorities.