This Week

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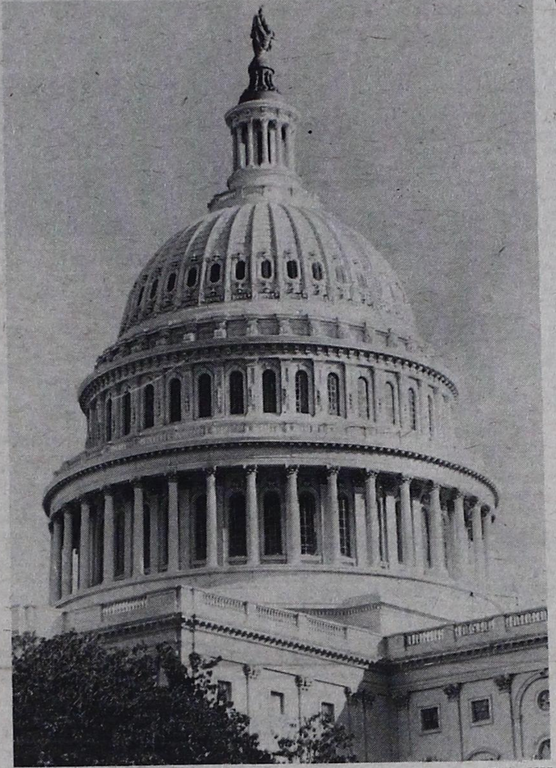
COUNTY NEWS

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

NACo

Vol. 11, No. 3 Jan. 15, 1979 Washington, D.C.

Congress Back to Business



The 96th Congress convenes today with nearly 100 new faces and a full spectrum of issues to contend with, including many which the 95th Congress left unsettled.

The Administration's proposal for "real wage insurance"—a key aspect of the President's anti-inflation program—will be the "first order of business," according to Rep. Al Ullman (D-Ore.), chairman of the House Ways and Means Committee. He announced immediate hearings on the wage insurance proposal, designed to compensate employees whose wage increases comply with the 7 percent standard in the event consumer price rises exceed that amount.

The tone for the session will be set by the President's State of the Union Address, followed in a week by the release of the Administration's fiscal '80 budget.

The President has promised to bring down the federal deficit to $30 billion which means that some cuts will be made in existing programs and little money will be available for new programs.

It will be up to Congress to weigh the President's effort to reduce inflation against citizen demands for a variety of services and programs. Congress will also be responding to growing public dissatisfaction with the amount of federal spending and the growth of government regulations.

Under the Budget and Control Act of 1974, Congress must work under a strict timetable that involves steps for budgetary study, debate, review, reconsideration and voting on federal fiscal policy prior to the beginning of the new fiscal year, Oct. 1.

The procedures require that by May 15 of each session, Congress adopt a concurrent resolution setting targets for total federal spending, revenues, deficits or surpluses. This resolution, which will apply to the upcoming federal fiscal year, must also detail Congress' broad budgetary priorities.

The May 15 deadline means no action can be taken for the coming year on bills that have not been reported in either House by that date.

Following is a list, prepared by the NACo staff, of legislative measures that are likely to be considered during this session.

COMMUNITY DEVELOPMENT

An important issue will be reauthorization of the public works grant and loan programs first authorized by the Public Works and Economic Development Act of 1965. Also slated for consideration is the Appalachian Regional Development Act of 1965. Authorization for both of these programs expires Sept. 30. The Administration is expected to propose legislation calling for some consolidation and simplification of EDA programs.

Neither a countercyclical labor-intensive public works program nor a public works construction grant program is expected from the Administration. Congress could, however, resurrect such legislation if the national economy takes a sharp downturn as some economists are predicting.

The various subsidized housing programs must undergo reauthorization, and an Administration proposal recommending consolidation of all housing laws is expected. The question of appropriations for both economic development and housing and community development will also be addressed by Congress.

CRIMINAL JUSTICE

The Justice System Improvement Act, introduced last year by Sen. Edward Kennedy (D-Mass.) and Rep. Peter Rodino (D-N.J.), will be reintroduced this coming session. This act proposed changes in the structure and administration of the Law Enforcement Assistance Administration (LEAA). Kennedy, who will become chairman of the Senate Judicial Committee, is a strong supporter of LEAA and has tentatively scheduled committee hearings for early February.

Major concerns are the dollar amounts being proposed by the Administration for the fiscal '80 budget for LEAA. NACo anticipates major cuts in the LEAA budget requests.

EMPLOYMENT

The fiscal '79 supplemental appropriations bill, the first and second budget resolutions, and the fiscal '80 appropriations bill will be the major legislative vehicles affecting present and future funding for the Comprehensive Employment and Training Act (CETA). The fiscal '79 supplemental appropriations bill could provide funding for the new Title VII private sector initiatives program but, at the same time, could reduce current funding levels for public service employment. The budget resolutions will set a ceiling on the amount of money that can be appropriated for CETA in fiscal '80, while the fiscal '80 appropriations bill will determine actual funding levels for CETA prime sponsors.

Oversight hearings on CETA, especially the youth program, will occur early in the session.

It is likely that the Senate at least will consider revision of the Wagner-Peyser Act this session. This act affects the structure, funding and delivery of services under the State Employment Security system.

The Administration is likely to introduce a welfare reform bill this March which could include a public

See FULL, page 5

Wage/Price Rules Eased for Counties

WASHINGTON, D.C.—The Council on Wage and Price Stability has agreed that state and local governments will no longer have to file detailed reports on wage and price changes.

NACo, along with other public interest groups, challenged final reporting rules issued Jan. 4 by the wage and price council as "unnecessary, costly and of little benefit to the federal government" in its fight against inflation.

After consultation with these groups, Barry Bosworth of the Wage and Price Council announced Jan. 11 that the Dec. 13 and Jan. 4 rules for price standards would no longer apply to general purpose state and local governments (they still apply to government enterprises such as hospitals, universities, authorities, etc.), and that only a letter of assurance that the government was in compliance would be required for the wage standards.

The question of reporting requirements arose because the Revised Wage and Price Standards issued Dec. 13 and printed in the Dec 28 *Federal Register* redefined state and local governments as "companies."

ACCORDING TO the procedural rules of Jan. 4, any "company" with net sales or revenues of $250 million or more more must notify the council before Feb. 15 of its organizational structure and the person whom the council should contact regarding compliance with the standards and questions on materials submitted to the council.

In addition, "companies" with 5,000 or more employees are requested to file with the council a description of the method of computation which will be used to determine pay rate changes during the program year. Also requested is a description of the various employee units: managerial employees, employees subject to collective bargaining and all other employees.

NACo suggested a more acceptable alternative to state and local reporting. This would be a voluntary statement of assurances by the chief executive, similar to that used for General Revenue Sharing, that the government entity intends to comply with the wage standards.

—George Cato, NACoR

NACo PROTESTS

CETA Wage Averages Set

WASHINGTON, D.C.—The Department of Labor has announced new restrictions on wages paid to public jobholders under Titles II-D and VI of the Comprehensive Employment and Training Act of 1978.

Published in the *Federal Register* on Dec. 29, these restrictions apply to the use of federal funds and establish an area index, a maximum, and an average wage for each of the 456 units of government which serve as CETA prime sponsors.

For most of these areas, the restrictions will mean more bad news. As CETA prime sponsors, these jurisdictions must agree that the average of all wages paid to CETA jobholders hired on or after April 1, 1979 will not exceed the specific amount allowed in the given area.

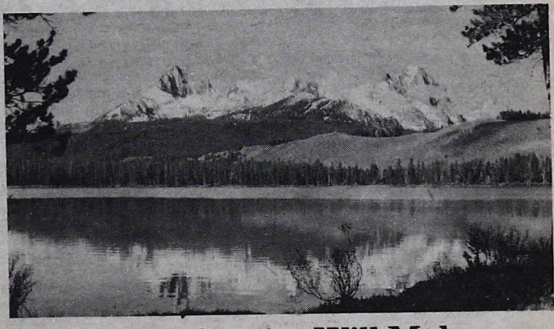
FOR EXAMPLE, under the wage restrictions, Suffolk County, N.Y. will not be allowed to pay wages to new CETA jobholders which exceed an average of $6,754 or $3.25 per hour. The word "average" is the key. In order to fill the lowest level county job which pays $7,073 or $3.40 per hour, Suffolk will have to find and fill another job elsewhere in the public sector which pays only $6,435 or $3.10 per hour.

Most of the county and town jobs filled currently by CETA participants cannot be $3.87 per hour. Furthermore, Suffolk is forbidden by law from creating new jobs at lower wages for CETA participants in any public or private agency.

Suffolk is not alone in this dilemma. Over half of all prime sponsors must average public service employment wages of less than $7,200. Over one-third of all prime sponsors must average PSE wages of $6,635, which is just 10 percent above the federal minimum wage.

IN A RECENT letter to Robert Anderson of Labor's Employment

See RULES, page 7



U.S. Forest Service Will Make Recommendations for Wilderness Lands. See page 3.

NACo JOINS SUIT

Decision May Affect Use of GRS Dollars

WASHINGTON, D.C.—NACo has joined with other organizations representing local and state governments to submit a "friend of the court" brief in the case of *Goolsby vs. Blumenthal.* The case involves the responsibility of local governments to pay relocation costs for residents displaced by projects funded through general revenue sharing.

A three-judge panel of the United States Court of Appeals for the Fifth Circuit decided by a 2-1 decision that local governments must comply with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (URA) in relocating such persons. The decision signals a judicial departure from the traditional "no-strings" approach to the dissemination and use of revenue sharing money by localities.

If the decision is upheld, it may have an even more far-reaching impact on the manner in which local governments decide to use their revenue sharing funds. Approximately 35 other federal statutes place similar requirements on federally funded projects. The case is scheduled for a hearing before all 13 judges on the circuit late this month.

THE DECISION IN *Goolsby* was based upon general language in the URA regarding "federal financial assistance," "notwithstanding any other law" and "contribution provided by the United States." It also reflected a general reluctance by the courts to find by implication that a federal program exempts recipients from other statutory requirements.

The government and friend of the court briefs cite the detailed legislative history which continually supports a "no strings" approach to revenue sharing. In particular, the General Revenue Sharing Act itself contains specific federal regulations which apply to use of the funds.

It is argued that "the only 'strings' to be attached to the expenditure of General Revenue Sharing funds are those specifically detailed in the statute itself, to wit: 'high priority' items, nondiscrimination provisions, Davis-Bacon provisions, prohibitions on use as matching funds for other federal programs, use of the jurisdiction's own budget procedures in expenditure of the funding and publication of reports on planned and actual use of funds." By implication, all other requirements not contained in the language of the act (and its renewal) are argued not to apply.

IN 1975, a similar suit was brought in the Fourth Circuit regarding the applicability of the requirements imposed by the National Environmental Policy Act of 1969 (NEPA) upon the use of revenue sharing funds. In *Carolina Action vs. Simon,* the Fourth Circuit determined that the NEPA requirements did not apply to revenue sharing.

In *Goolsby vs. Blumenthal,* the city of Macon, Ga. was involved in a road construction project funded in part with revenue sharing funds. The project involved the displacement of 19 families and six individuals, residing in five single-family homes and rental housing. Goolsby brought suit seeking relocation assistance under URA after receiving notice to vacate her appartment. The trial court found URA and NEPA not to be applicable and granted summary judgment to the defendants.

—Elliott Alman

NEW BROWARD COUNTY CAO—Graham Watt, center, former president of the National Training and Development Service (NTDS) and former director of the Office of Revenue Sharing, is the new chief administrative officer of Broward County, Fla. Before his departure from Washington, Watt stopped by the NACo offices for briefings by Associate Director Bruce Talley, left and NACo Executive Director Bernard F. Hillenbrand.

CONFERENCE SCHEDULED

Counties Facing "Liability Crisis"

COOK COUNTY, Ill.—In response to a growing number of lawsuits affecting nearly every aspect of county responsibility, NACo, along with the National Association of County Civil Attorneys (NACCA) and the National District Attorneys Association (NDAA) will co-sponsor a nationwide conference on "The Liability Crisis in County Government," April 22-26, at the Hyatt O'Hare Regency Hotel in Chicago.

Emphasis will be placed on new developments in the area of civil liability of county governments and public officials, and practical ways to minimize risk exposure.

The agenda will emphasize how close cooperation between county policy makers and their attorneys can be mutually beneficial both in terms of reducing unnecessary exposure and promoting sound governmental practices. A distinguished faculty is now being assembled to provide direction and offer expert assistance.

Last June the Supreme Court reversed itself in a landmark case, *Monell vs. The Department of Social Services of the City of New York,* and held that a local government was no longer immune from liability under Section 1983 of the Civil Rights Act of 1871. The financial impact of the Monell case, when coupled with increased activity on the part of the federal and state courts in areas of legislative responsibility, could be severe.

The liability aspects of county health programs, road construction, employment practices, labor policies, and competitive bidding will be explored in depth. Additionally, a demonstration on conducting a public hearing will be presented to illustrate methods of minimizing legal challenges to the process of adopting ordinances and granting variances.

Registration is open to county board members, county civil attorneys, prosecutors with civil legal responsibilities, and county administrators.

A detailed agenda and registration information may be obtained by writing the National District Attorneys Association, 666 Lake Shore Drive, Suite 1432, Chicago, Ill. 60611.

In Memory

NACo regrets the untimely death of Roy Hirai, judge, Malheur County, Ore.

An outstanding representative of county government, Judge Hirai was a director of the NACo Western Interstate Region, and immediate past president of the Oregon Association of Counties.

As a member of the NACo Public Lands Steering Committee he was instrumental in the NACo efforts for passage of the Payments-in-lieu of Taxes Act. We will miss our good friend.

Our condolences especially go to Roy's wife Emi, and all his family and friends in his hometown of Nyssa, Ore.

Hirai

Third County Joins Planning for Aging

SUMMIT COUNTY, Ohio—The Aging Program at NACo's Research Foundation (NACoRF) has selected Summit County to be the third of five counties participating in a special project to develop county-level, long-term plans for the elderly.

With a population of 553,000, Summit is the largest county in the project. The city of Akron and two smaller cities are located in this largely urban county. Rensselaer County, N.Y. and Plymouth County, Iowa were previously selected.

Speaking for the Summit County Board of Commissioners, Mark T. Ravenscraft, board president, said that "we look upon this project as a splendid opportunity to inventory our resources and create a coordinated package of services that can help us increase the units of service available to our growing number of elderly citizens."

Martin A. Janis, director of the Ohio Commission on Aging, noted in a phone interview that he is "very pleased" that Summit County is participating in the project.

Barbara Love, director of the local area agency on aging which is responsible for planning and coordinating services for the elderly in a four-county area, added that her agency "will cooperate in every way to see that this project achieves its maximum effect."

In January the Summit County Planning Department will begin the first phase of the project. Working with NACoRF staff, the department will break down population projections to the census tract level. This will allow planners to examine the location (and composition) of the elderly population within the county up to the year 2000.

The next step will involve distributing these projections to service agencies and planners in the community. Each participating agency will be asked to assess the importance of any revealed changes in the future elderly population.

Phil Jones, a NACoRF research associate who will interview representatives of local agencies in late January, stresses that the purpose of the project is to supplement and build upon existing plans and projects.

"We're trying to look 20 years into the future to see if on-going projects and short-term plans are consistent with population changes that are likely to occur over the long run," he explains.

Counties are being selected on the basis of their geographic location, population size, and socio-demographic characteristics.

The project is supported by a grant from the federal Administration on Aging.

For more information write the Aging Program at NACo.

HILL LEADERS' LETTER

Transfer of FmHA Is Opposed

WASHINGTON, D.C.—The chairmen of the Senate and House Agriculture Committees have sent a joint letter to President Carter asking him not to transfer major elements of the Farmers Home Administration (FmHA) to a renamed Department of Housing and Urban Development.

Sen. Herman Talmadge (D-Ga.) and Rep. Thomas Foley (D-Wash.) drafted the letter in response to continued speculation about the Administration's reorganization plans for federal agencies.

The congressional leaders emphasized the important role of Farmers Home Administration in aiding the nation's rural communities, noting that "FmHA has been given $12 billion in rural development, housing and farm programs...and the agency has been reorganizing internally to better serve the people of rural America." The chairmen cited the responsiveness of FmHA as the prime federal agency authorized to advocate the needs of rural citizens, urging this role not be threatened.

The Administration is preparing reorganization proposals which attempt to streamline the federal bureaucracy. The Farmers Home Administration, Economic Development Administration, and Department of Housing and Community Development administer separate programs to provide community and economic development facilities. It is reported that reorganization proposals will include plans to incorporate many of these functions within a single agency.

The chairmen noted in their letter that FmHA has 1,800 local offices in counties to deliver rural programs. They stated that any move to close these offices would be "fiscally disastrous."

"Farmers Home Administration protects and administers $30 billion in outstanding debt to farmers and other rural residents. These are relatively high risk loans, since FmHA is a lender of last resort. To place the responsibility for collecting this debt in state offices of a new agency could invite massive defaults," the congressmen said.

President Carter is expected to announce reorganization proposals sometime this month. He would then forward them to Congress. NACo will consider the impact of such proposals at its annual legislative conference in Washington, D.C. in early March.

—Elliott Alman

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Rare II Outlines Plan for Wilderness Lands

WASHINGTON, D.C.—The U.S. Forest Service will recommend to Congress that 15 million acres of national forest land be included in the National Wilderness Preservation System.

This land is part of the nearly 62 million acres of national forest studied under the Roadless Area Review and Evaluation program, commonly known as Rare II.

Another 36 million acres will be managed for multiple use other than wilderness. This land, which was protected as wilderness during the evaluation period, will be returned to multiple use on April 15. Entry for non-wilderness activities and development will be described and controlled either by existing plans or future land and resource management plans.

The remaining land, 10.8 million acres, will be held for further planning for all multiple uses, including wilderness. These areas will remain essentially undeveloped until the management plans prescribed by the National Forest Mangement Act are completed. The deadline for these plans is 1985. Exploration and leasing for oil, gas, and energy minerals will be permitted under rigid stipulations as stated in the final environmental impact statement. No harvesting of timber in these areas will be allowed, except in emergency situations.

THIS 18-MONTH RARE II study identified 2,919 roadless tracts equal to or greater than 5,000 acres in size, encompassing 62 million acres in 38 states and Puerto Rico. The accompanying chart gives a state-by-state summary of the RARE II allocations.

Secretary of Agriculture Bob Bergland, in announcing the RARE II proposals on Jan. 4, noted that during the next 45 days he will seek the counsel of congressional members and governors.

"After this time, I will make my legislative recommendations final and send them to President Carter. I expect that shortly afterwards the President will transmit the wilderness proposals to the 96th Congress with his recommendation that these areas be designated as wilderness," he said.

Bergland said that public comment was a major factor in developing the RARE II recommendations.

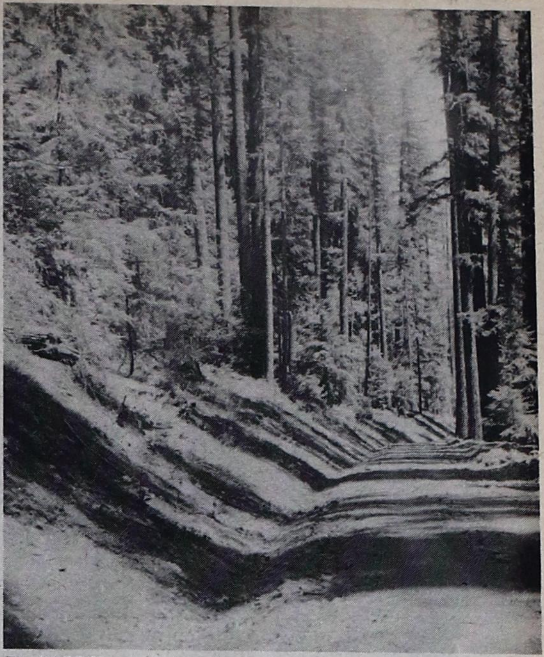
In a draft environmental statement issued last June, the public was asked to consider a series of alternatives for the allocation of the roadless areas. There were about 264,000 responses, most focusing on a preference for allocation of specific roadless areas and reasons for that preference.

The public response expressed favor for emphasis on economic values and jobs, timber production, and accessibility as reasons for allocating roadless areas to the non-wilderness category. Volume of responses supporting factors for allocation of roadless areas to non-wilderness exceeded responses supporting wilderness allocation by a margin of about 3 to 1.

The final designation of the 15 million acres of proposed wilderness rests with Congress. If all the areas are accepted as wilderness, the size of the Forest Service's portion of the National Wilderness Preservation System would almost double. Pending congressional decisions, the Forest Service will treat these areas as wilderness.

USFS RARE II ALLOCATIONS

State	Acres Existing Wilderness	Non-Wilderness	Wilderness	Future Planning
Alabama	12,646	16,644	7,720	37,242
Alaska	—	7,516,101	5,646,984	2,806,200
Arizona	552,109	1,008,892	400,312	545,828
Arkansas	24,527	119,864	27,106	38,301
California	2,105,439	2,493,450	899,231	2,648,418
Colorado	1,190,176	4,369,169	1,946,395	177,600
Florida	23,432	59,013	24,633	44,815
Georgia	32,384	85,005	39,670	93,125
Idaho	1,490,484	4,311,564	2,157,731	1,216,203
Illinois	—	13,117	15,093	8,902
Indiana	—	7,000	9,897	—
Kentucky	4,753	3,225	11,115	2,943
Louisiana	—	8,579	9,120	—
Michigan	—	38,730	51,609	—
Minnesota	794,427	54,486	—	—
Mississippi	—	—	5,460	2,375
Missouri	12,314	23,167	34,145	17,322
Montana	3,070,841	3,264,995	599,869	1,185,846
Nebraska	—	8,088	7,360	—
Nevada	64,667	1,183,504	484,175	392,926
New Hampshire	25,552	24,674	168,176	71,906
New Mexico	794,098	1,153,349	497,265	256,850
North Carolina	31,468	120,078	64,817	18,341
North Dakota	—	185,700	9,000	—
Oklahoma	—	13,700	1 ,500	—
Oregon	1,213,588	2,208,444	368,120	399,901
Pennsylvania	—	10,926	9,556	13,876
Puerto Rico	—	—	9,730	—
South Carolina	2,809	20,848	5,891	5,512
South Dakota	—	56,340	5,000	—
Tennessee	8,120	90,125	3,887	38,080
Texas	—	50,411	10,212	18,032
Utah	29,397	2,371,877	492,088	138,410
Vermont	17,028	55,720	—	—
Virginia	8,703	100,939	62,578	52,032
Washington	1,502,942	2,043,884	257,172	219,012
West Virginia	30,215	175,732	68,000	7,720
Wisconsin	19,794	55,163	39,084	—
Wyoming	2,193,202	2,828,555	627,117	338,790
Totals	15,255,115	36,151,558	15,088,818	10,796,508



The RARE II project of the Forest Service has been completed. Of the 62 million acres of national forests and grasslands under evaluation, over half have been designated for multiple uses other than wilderness. These areas will become available for multiple resource uses, including timber harvesting April 15.

Regs Issued for Building Energy Program Grants

WASHINGTON, D.C.—The second part of proposed regulations governing that part of the National Energy Act previously known as the Mikulski Amendment is available.

These proposals, published Jan. 5 in the *Federal Register*, cover grant programs for technical assistance and energy conservation projects for schools, hospitals, units of local government, and public care institutions.

Written comments must be received by the Department of Energy (DOE) by Feb. 3. NACo is preparing comments on the regulations and encourages county officials to comment both directly to DOE and through NACo by sending comments to the Energy Project at NACo.

A national hearing on the regulations will be held Jan. 22-24 in Room 3000A, 12th and Pennsylvania Avenue, Washington, D.C. Regional hearings will be held in Chicago and Seattle. For copies of the proposed regulations call or write Sarah Brooks, NACoR Energy Project, National Association of Counties, 1735 New York Avenue, N.W. Washington, D.C. 20006, 202/785-9577.

The first part of the proposed regulations governed funding for preliminary energy audits. These were published in the Dec. 12 *Federal Register*. Hearings were held early this month.

Localities Will Review Census Data

WASHINGTON, D.C.—A major campaign to enlist the help of top local government officials in over 39,000 communities to make the 1980 population and housing census the most accurate ever will be launched in February by the Census Bureau.

Known as the Local Review Program, it is designed to give local government officials an opportunity to spot errors, first in the pre-census address counts and then in the actual population and housing unit counts, while census workers are still in the field.

"This program is being undertaken by the bureau in the belief that the review by local officials will contribute significantly to the accuracy and success of the census," said Manuel D. Plotkin, Census Bureau director.

An important reason for an accurate census is the fact that congressional apportionment is based on the census under the Constitution. In the last several decades, courts have ruled that election districts for state and local representation also must be based on the one-person, one-vote principle. Census statistics provide the basis for redrawing these district boundaries.

"The Bureau is committed to reviewing potential discrepancies uncovered by the local officials."

Also the importance of the census to state and local government budgets has grown in recent years. Over 100 federal aid programs—including the general revenue sharing program—use (in whole or in part) census statistics as the basis for distribution of between $40 billion and $50 billion a year to state and local governments. An accurate census count is essential for a fair distribution of these funds on the basis of population and other factors, noted Plotkin.

A **LETTER** and information packet describing the Local Review Program will be sent to the chief executive officer of each of 39,000 counties, cities, towns, townships, and other government units which receive federal funds under the general revenue sharing program.

Plotkin said the program will be successful only if local government officials do their homework in preparing for the local review before April 1, 1980—Census Day.

"The Local Review Program is a massive and expensive undertaking which has not been attempted in any previous census," he added. "Its success will ultimately depend on the cooperation of local officials."

The bureau indicates it will investigate local government complaints about the census only if clear evidence of a problem is provided. The evidence could take the form of results available to local planners from a field canvass, school district or similar survey, data from property tax systems, listing of structure demolitions and building permits, or other detailed information provided by local government officials, bureau officials say.

They note that any bureau investigation would be done while temporary census offices are still open and while temporary census field workers are still employed. During the last census in 1970, some local government complaints about the counts could not be investigated fully because local governments often did not have clear evidence of alleged mistakes and, in many cases, the concerns were raised after the temporary census offices had already closed.

"The Census Bureau is committed to reviewing potential discrepancies uncovered by the local officials' reviews," Plotkin said. "In order for the bureau to review the areas where there are possible discrepancies, detailed supportive evidence must be provided to the bureau by the local governments. This supporting documentation will be required for both pre-census and post-census review phases. It will not be possible for the bureau to recheck an area solely on the feeling that a count is too low or too high."

THE BUREAU IS asking each local government chief executive officer to name a census liaison person to prepare for the Local Review Program in 1980.

Plotkin emphasized that local officials will be shown only statistical totals for their communities and not the actual census questionnaires answered by residents. Under federal law only sworn census employees may see these personal forms and they are prohibited from revealing any information contained on them to any person outside the bureau.

A problem the Local Review Program is designed to help alleviate is the undercount—the fact that in any census a certain number of people are missed in the counting process. In 1970, for example, the Census Bureau itself estimates that it missed about 2.5 percent of the total population. But the undercount rate was not uniform across the nation or across groups.

The Bureau of the Census now is entering the final stages of its preparatory work for the 1980 census. During 1979 it will complete the task of compiling address lists for some 80 million households.

Local officials interested in obtaining further information about the Local Review Program should contact Earle J. Gerson, Chief, Decennial Census Division, U.S. Census Bureau, Washington, D.C. 20233.

First Rounds Fired in Budget Battle

Commentary

This week public and private interest groups in Washington are maneuvering into position for the coming "battle of the budget." It will be formally launched Jan. 22 when President Carter spells out his anti-inflation spending program in the federal fiscal '80 budget message.

As usual there have been "leaks" about budget cutbacks, reaction to the proposed cuts by various special interest groups and then denials and confirmations from the White House. The results of early skirmishes will have impacts on county budgets.

LABOR REACTION

Labor is particularly anxious about the President's anti-inflation plans. They have won a major victory by heading off a proposal to amend the Depression-spawned Davis-Bacon Act which requires "prevailing wages" in federal contracts. Critics say that the law is obsolete and artificially inflates construction costs. However, labor has won. There will be no changes proposed by the President.

Labor has also apparently succeeded in maintaining automatic minimum wage increases. Effective Jan. 1 the minimums increased from $2.65 to $2.95 and will automatically rise to $3.10 on Jan. 1, 1980 and $3.35 on Jan. 1, 1981. The President was apparently talked out of a proposal to modify this law.

The American Federation of State, County and Municipal Employees (AFSCME) which represents so many of our county employees is vowing an all-out fight against cuts in social programs that may be proposed in the President's budget.

On his side, the President seems equally determined and is bringing into the White House four new lobbyists to help in his battle with Congress.

CIVIL SERVICE

Another influential group which has focused its complete attention on the budget is the nation's 2.8 million civil servants. Federal employees are disgruntled by the news that the President is likely to limit next September's federal pay raises to this year's 5.5 percent.

More importantly there is the prospect that state and local government salaries will, for the first time, be added to the wage base in determining comparability for federal salaries. Since local government salaries are far less than those paid in comparable federal positions, the results of the new plan could be to permanently reduce federal pay scales.

The operations of the federal civil service will also be affected by the implementation of the NACo-supported civil service reform law which took effect Jan. 11. Alan "Scottie" Campbell, one of the most capable individuals in the Carter administration is the first director of the newly created Office of Personnel Management. He is determined to keep the promises made when President Carter gave him the lead role in designing and selling the plan—that it would greatly increase the effectiveness of the bureaucracy.

The new plan has already hit a political snag with the revelation that the party in power will lose the political clout that came with the partisan appointments of hundreds of census takers since reform law now outlaws the practice.

COUNTY CONCERNS

County officials preparing their own budgets have already witnessed the sobering consequences of inflation.

Soon to be released figures will confirm that in the last quarter state and local government budgets went into a deficit position. One reason is that state and local government taxing dollars no longer go as far. This should quiet the argument that state and local governments do not need revenue sharing or other federal funds because of their continuing "surplus."

Figures will also show that property tax revenues for local governments will rise this year about 8 percent (mostly because of the inflationary impact on assessments) instead of the 12 percent trend of past years.

The map on this page illustrates that the per capita tax burden varies widely by state. State and local taxes increased to an average of $813 per person nationally in 1977, an increase of $82 per person over 1976, according to new census data. The wide disparity between taxes (and resulting services) from state to state demonstrates how difficult it is for broad-based organizations like NACo to determine exactly which programs should be cut and which should be increased in the quest for a balanced budget.

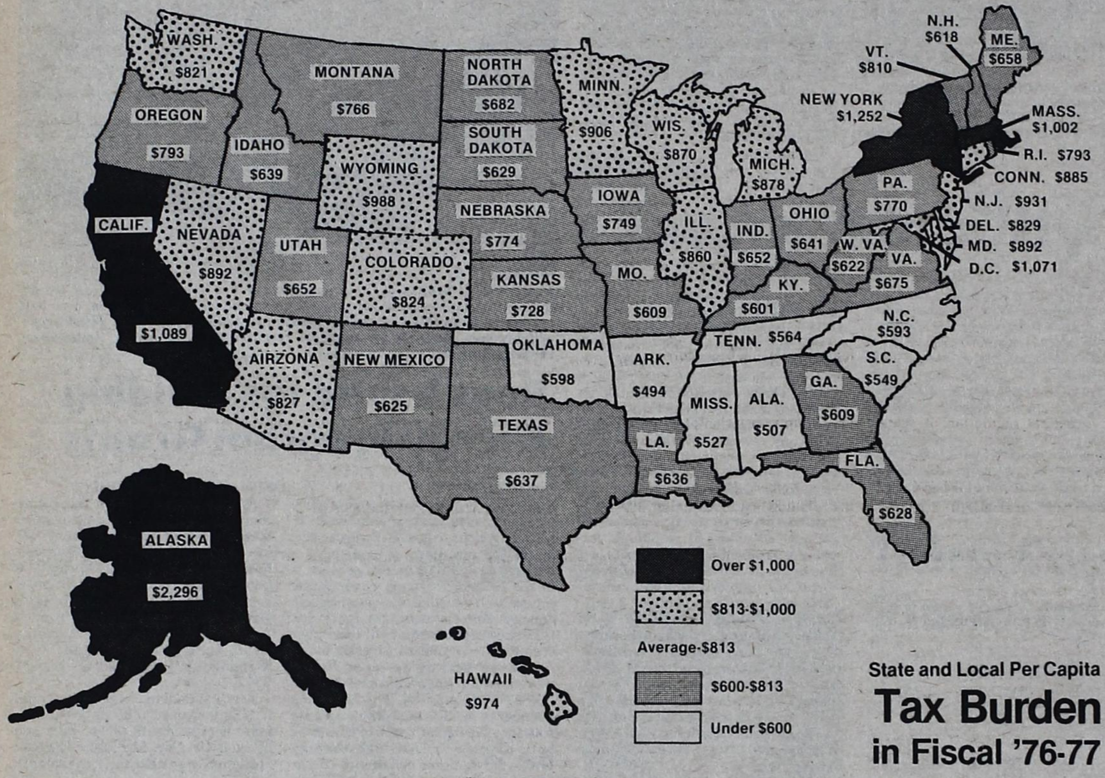
NEW RECRUIT

Joining the battle last week, budget axe in hand, was California's Gov. Jerry Brown who has announced his support for a constitutional amendment to require a balanced federal budget. Twenty-two states have already approved petitions calling for a constitutional convention for the purpose of drafting a proposal; 34 states are needed.

Brown, whose state has a huge surplus, is a recent recruit to the anti-spending ranks. While balanced budgets are clearly sensible for individuals, their impact on nations is still in question.

The NACo staff has already begun its work preparing to analyze the impact of budget cuts on county programs. But the 1980 budget's release is only the first step on the way to the new fiscal year which begins Oct. 1. Congress will certainly modify some of the President's recommendations, and county officials must be prepared to participate in the legislative battle ahead.

—Bernard F. Hillenbrand
NACo Executive Director



Your Tax Burden—State and Local per capita tax payments are shown above, based on latest Census Bureau data.

Letters to the Editor

Dear Bernard:

Thanks for your Nov. 30 letter and your comments on the President's fiscal 1980 budget. I appreciate your remarks about even-handed budgetary restraint and am confident that our final product will meet your concerns.

James T. McIntyre, Jr.
Director, Office of Management and Budget

To the Editor:

In light of the evident mood of the country to get some sort of handle on ever-increasing government growth and taxes, and President Carter's efforts in response to this mood, I must question the apparent incompatibility of the general sense of your newspaper in this regard. I get the distinct impression you view these recent developments as a threat to county government programs instead of a welcome sign of fiscal sanity and government constraint.

Shouldn't your newspaper be encouraging member counties to cooperate in achieving this national goal rather than suggesting through some of your headlines, like "Housing Funds Threatened," that counties should seek to fight any curtailment in federal programs affecting them?

Is NACo strictly a special interest lobbyist organization, or does it feel some sense of responsibility to the taxpayers who must foot the bill for all these growing programs?

—Fred. D. McCutchen
Livingston County (New York) Planning Director

Editor's Note: The National Association of Counties strongly supports efforts to reduce the federal budget deficit and bring inflation under control. This is best indicated by the adoption by our membership of a resolution requiring "fiscal notes" on the monetary impact (upon the federal budget) of all programs we support. At the same time, we feel it is our responsibility to advocate the programs and policies of importance to local government. With the interplay between so many different programs and agencies in Washington, there must be a voice to represent county needs. This will ensure that any reductions in spending do not unfairly weigh on county government.

Dear Mr. Hillenbrand:

Our staffs returned from a recent meeting of NACo's Committee on Welfare and Social Services, and reported on its impressive work on behalf of welfare reform measures designed to provide fiscal relief to states and local governments.

Although New York City is only one among a large number of localities currently paying a disproportionate share of the cost of assisting the nation's needy, the mistaken perception that fiscal relief/welfare reform proposals are primarily "bail outs" for New York City have tended to hurt their credibility. Consequently, we were pleased to learn that NACo's membership plans a strong effort to acquaint Administration officials and Members of Congress with the burdens the existing welfare system places on local governments throughout the country.

Edward I. Koch
Mayor, City of New York

Carol Bellamy,
President of the City Council

Full Agenda Faces Congress

Continued from page 1

service employment program for welfare recipients.

ENVIRONMENT AND ENERGY

The major environment and energy issues touch on nearly every area of concern to counties.

The Resource Conservation and Recovery Act is due for reauthorization and Congress will consider reenactment of the Quiet Communities Act which would aid counties in developing local noise control programs.

In the areas of clean air and clean water, appropriations are the key. Congress will decide whether to fully fund wastewater construction programs and clean air planning efforts.

Energy legislation will include state energy management and the role for local governments, and energy impact assistance.

Also on the agenda will be nuclear waste management and consideration of the President's water policy reforms.

HEALTH AND EDUCATION

The Administration and Sen. Edward Kennedy (D-Mass.) will be submitting comprehensive national health insurance proposals. There will also probably be Medicaid and Medicare reform bills submitted to the 96th Congress.

A significant piece of unfinished business is the reauthorization of the National Health Planning and Resource Development Act of 1974. The Administration has placed a high priority on the passage of this legislation. The Administration is expected to propose hospital cost containment legislation again. The new legislation will probably trigger controls if prices increase beyond 9.7 percent, with exemptions for states with mandatory programs which remain below the trigger.

Full funding of the health incentives grant proposal and public health programs is important to counties, but with the austere budget under consideration by President Carter, these programs could be severely cut.

In addition, the Emergency Medical Services Act, the Child Health Assessment Act and an expected attempt to modify the impact aid program will be considered.

HOME RULE AND REGIONAL AFFAIRS

Counties will be concerned with four legislative issues in this area.

The Intergovernmental Coordination Act may be resurrected. It attempts to strengthen regional planning bodies by mandating local conformity to regional development plans and imposing possible sanctions, such as withholding federal grants to local governments.

NACo will work with Congress to amend the Federal Advisory Committee Act (FACA) of 1972 by clarifying the intent of the act with regard to the consultation process between local elected officials and their representative organizations and Congress and the executive branch. Currently, an Office of Management and Budget opinion based on the act, restricts consultation with elected officials' organizations in the development of policies and regulations.

Legislation will be introduced in Congress to address the rapidly changing area of the liability of public officials and units of local government. Similar legislation received close consideration during the last session of Congress. Subsequent Supreme Court decisions in this area point out the increased need to legislatively define the specific boundaries of public liability.

Finally, the 96th Congress may again attempt to amend the Federal Regulation of Lobbying Act to expand coverage to organizations representing state and local governments.

LABOR/MANAGEMENT

Legislation providing for comprehensive federal regulation of state, county and city retirement systems—the so-called PERISA bill—will be introduced in Congress and is expected to provoke a major legislative battle. Other legislation affecting state and local government pension plans, including a bill which would, in effect, exempt state and local pension systems from IRS annual reporting and taxation requirements, may also be introduced.

Several issues involving operation of the Social Security system will be considered, including legislation which will nullify HEW regulations that increase the frequency of Social Security deposit payments by state and local governments and which addresses the question of mandatory coverage of state, county and city employees under Social Security.

Public employee unions will again seek federal legislation establishing federal collective bargaining rights for local, state and federal employees. There are strong indications that congressional hearings will again be held on legislation which will extend the provisions of the National Labor Relations Act to the public sector. Other key items in the labor area, including mine safety legislation and Hatch Act revisions, will also be taken up by the new Congress.

LAND USE

Agricultural land retention legislation, considered by the House Agriculture Committee last year, will be reintroduced.

The Coastal Zone Management Act will undergo oversight hearings aimed at eventual reauthorization of the coastal zone program.

Appropriations for the Land and Water Conservation Fund and the new Urban Park and Recreation Recovery Act will be the major appropriation issues this year. The latter program was supported by the President in his urban policy message last March. The Administration is expected to seek a supplemental appropriation for this program for fiscal '79.

Nuclear energy facility siting legislation will also be considered as part of the Administration's attempt to reform and shorten the nuclear facility licensing procedures.

PUBLIC LANDS

Congress will be considering a fiscal '80 appropriation of $108 million in 1979. The fiscal '79 appropriation of $105 million was approved last year and is available for payments in September. However, payments may be delayed or adjusted depending upon the outcome of underpayment protests of up to $30 million for fiscal '78 payments. Appropriations will also be needed to implement the Fish and Wildlife Refuge Revenue Sharing Act amendments enacted last year.

Other public lands issues to be considered early this year are wilderness legislative proposals that will be submitted to implement the U.S. Forest Service RARE II (Roadless Area Review) program and the Alaska Lands D2 law. More than 100 million acres of proposed wilderness will be at issue.

RURAL DEVELOPMENT

The most important issues will be adequate authorizations and appropriations for rural development and housing loan and grant programs.

There may be proposals to boost interest rates charged to rural counties on rural development and housing loans.

Administration and congressional proposals to reorganize the delivery of federal assistance to rural counties are expected.

Legislation will also be reintroduced to expand the greatly needed rural planning program.

TAXATION AND FINANCE

Legislation to reauthorize General Revenue Sharing will be introduced. It is still uncertain whether specific program changes or a simple budget request for reauthorization with details to follow will be submitted by the May 15 deadline.

The anti-inflation program announced by President Carter may also require congressional action, although most of it can be implemented by Executive Order. The real wage insurance program will require legislation since it affects federal tax collections.

The Administration appears ready to resubmit a scaled-down, two-title program of countercyclical assistance to funnel aid into the nation's neediest areas.

Legislation to create the long awaited National Development Bank may finally be considered. In addition to proposals developed by the Administration, the Senate is developing its own version of a rural development bank.

A proposal is expected that will impose strict disclosure requirements upon local governments issuing municipal bonds as well as amendments to the Glass-Steagall Act to enable commercial banks to issue revenue bonds, and thus lower bond interest rates.

Legislation is awaited to counteract Supreme Court decisions in the antitrust area. At issue is the ability of counties, as "indirect purchasers," to recover damages incurred as a result of private sector price fixing or other antitrust actions, and the need to limit county antitrust liability in the delivery of public services.

In addition, Sen. Edmund Muskie (D-Maine) will push to complete action on sunset legislation in this Congress. His measure to require regular evaluation of most federal programs every 10 years passed the Senate last October.

It is also anticipated that the Senate Governmental Affairs Committee will introduce new legislation to streamline the grants-in-aid system and reduce federal paperwork.

TRANSPORTATION

Fiscal '80 appropriations for public transportation and highways including bridges and the Safer Off-System Roads Program need to be enacted by Congress.

Also the 96th Congress must reauthorize the federal airport grants-in-aid program. Additional federal emphasis is necessary for increased funding with regard to small airports.

Deregulation affecting railroads and the trucking industry is expected this Congress. Members will address the rail abandonment crisis and the impact of truck deregulation on other modes of transportation, especially railroads.

WELFARE AND SOCIAL SERVICES

A "modest" welfare reform package has been promised by White House and HEW officials. The contents of the proposal are not yet known but it appears that many incremental changes will be proposed in Aid to Families with Dependent Children. Some fiscal relief will be provided for states and counties.

Because Title XX (social services) funding was increased only $200 million to $2.9 billion for 1979, it is likely that a permanent rise in the ceiling will be proposed. HEW is also expected to reintroduce amendments which require greater local government participation.

Congress will be looking at funding for child welfare services (Title IV-B of Social Security Act), as well as the issue of faster maintenance and social services funding.

The Indo-Chinese Refugee Assistance Program (IRAP) will expire this year. A new federal legislative initiative regarding all aliens is expected.

SUMMIT COUNTY'S EXPERIENCE

Consolidation Cures Health Woes

EDITOR'S NOTE: This article was prepared by Summit County's former planning director who assisted in the formation of the new consolidated health department.

By Max Greenholgh

SUMMIT COUNTY, Utah—The consolidation of all health-related services into one department has proven to be a near cure-all for the health service woes of Summit County—a county of less than 7,000 people on the fringe of metropolitan Salt Lake City.

During the spring of 1977, the county's health services were ailing as this diagnosis reveals:

- The county's 14-bed hospital, managed by the head nurse and governed by a lay board, was $30,000 in the red only six months into the budget year.
- General health services personnel, consisting of three part-time nurses and a sanitarian shared with a neighboring county, operated independently. The county was without a local board of health.
- The alcohol and drug abuse prevention program was administered through a multi-county, non-profit organization, with little accountability to local officials.
- The only mental health services consisted of retention facilities and counseling at a multi-county center located 80 miles away.

The symptom common to all the ailing services was the absence of effective administration—administration which could provide efficient service delivery with accountability to local elected officials, while meeting needs of state and federal funding agencies.

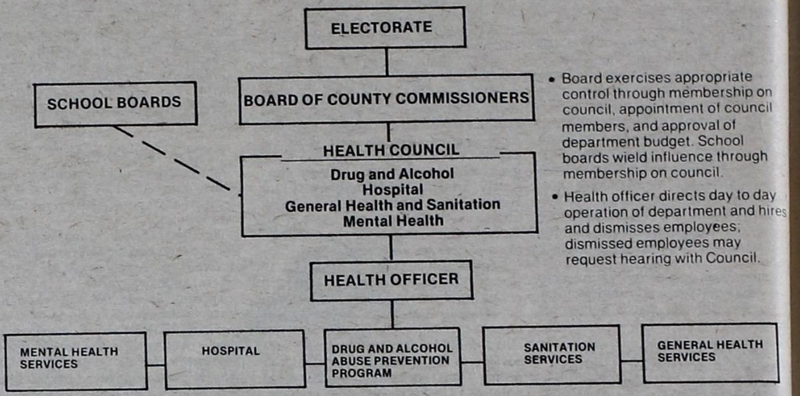
The problem seemed to be size. Summit County could not afford or justify experienced administrators for each of its health services. Thus, the administration was left either to the staff or assigned to regional entities.

After studying several options, which included part-time help and contracting with a management services organization, the board of commissioners decided to combine all health services into one department administered by one full-time director and governed by one board.

DEPARTMENT ORGANIZATION

The commissioners, after consulting with various interest groups including city and school boards, created a city-county health department which encompassed general health, hospital, drug and alcohol abuse prevention, mental health, environmental health, and sanitation services. (See chart.)

It was agreed that the department would be governed by one nine-member council comprised of one county commissioner, qualified citizens from various communities, and a representative from each of the three school boards in the county. The school boards were invited to participate on the council because the administration of many health services is aligned with school programs. State and federal agencies, the county, and the school boards participate in the funding of the department.



BENEFITS

The unification of health programs into one locally controlled department has proven to be a near panacea. More services are being delivered to more citizens in a more efficient manner and, most importantly, in compliance with direction given by local officials. Specifically the following benefits have been derived:

- The hospital is currently paying for itself. Reforms included a new billing and accounting system which has greatly reduced delinquent and uncollectable accounts, an inventory program designed to limit the shelf life of supplies to 30 days, and a restructure of rates intended to reconcile costs and revenues.
- The greatest factor contributing to the hospital's fiscal health has been the increased patient load which continues to grow as the community's confidence in their medical treatment facility expands.
- Greater efficiency has resulted as health programs have become interrelated and coordinated. For example, community health nurses are brought into the hospital when the hospital is short of help. When needed, hospital personnel can be called on to assist in community-based clinics.
- The community is becoming more aware of its health problems and available services, particularly in the areas of drug and alcohol abuse and mental disorders. This is due to the funneling of problems and information directly from the staff to the health council via the director.
- Supervision and accountability, has resulted in the drastic increase i sanitation services.
- The number of clinics, i.e., wel baby, blood pressure, etc., have in creased fourfold.
- Through the efforts of the direc tor, the county has secured ad ditional funding from state an federal agencies, funding source which the county had previousl been unaware of.
- All operations and resources o the department are directed towar achieving objectives derived fro documented needs. This managmen by objectives approach provides th health council, board of com missioners, and community the ac countability and control over ta revenues previously missing in th administration of the county's healt programs.

Summit County's consolidation o its health services has been a claimed by many experts, includin Dr. Arnold Issacson, deputy direct of the state health department, wh labeled the innovation "a model f meeting the need for local, qualifi administration of health services a need which appears to be essent in rural America today.

Matter and Measure

County Transportation Officials:

NACo's 1979 County Achievement Award Program has begun. Guidelines on the program appear in *County News* or can be obtained from Linda Ganschinietz of the NACo staff. The purpose of the program is to give national recognition to county developments that demonstrate an improvement in the county's structure, management and/or services. To enter, you must submit a case study signed by your elected county executive, board chairman or president of your Board. Deadline for entry is Feb. 16.

We know there are many transportation programs that should be entered. Programs can cover bridges, federal-aid, state-aid or county funded highway projects.

Your case studies are important because they enable us to learn what counties are doing and to share information with counties throughout the country.

Marlene Glassman
Tom Bulger
NACo Transportation Team

NACE ANNUAL CONFERENCE

Dear NACERS:

Work is under way on our 19th Annual Management and Research Conference, March 27-30, 1979 in Colorado Springs, Colo. You will receive a mailing from Max Rothschild, El Paso County (Colo.) director of transportation, with registration and hotel reservation forms and a preliminary program.

The conference will feature sessions on the following:

- Maintenance management;
- Implementing federal highway legislation: small urban and rural public transportation program; safer off-system roads program; highway bridge research; effecting change with your state highway agency; asphalt use: cutback vs. emulsions;
- Innovations in bridge technology;
- NACE regional vice presidents' and state association reports.

More information on our conference will appear in this column. I look forward to seeing you in Colorado Springs.

Blake Livingston
President
St. Clair County (Ala.) Engineer

URBAN TRANSPORTATION REPORTS

The Department of Transportation has published "Transportation and the Urban Environment," a report comparing the roles of the automobile and public transportation in the United States and the Soviet Union.

According to the publication, in the United States, 90 percent of urban trips are made by car anu 10 percent by public transportation. In the Soviet Union, the reverse is true.

The report is divided into two major sections, one by U.S. members of the project, and one by Soviet members. It also contains joint conclusions. Copies are available from: Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, Stock No. 050-000-00141-5, $3.75.

The Urban Mass Transportation Administration (UMTA) has released a report entitled, "Employment Center Bus Service Guidelines for Implementation, A New Approach to Commuter Bus Service."

According to the report, Employment Center Bus Service (ECBS) is a new concept of personalized express bus service that can better serve the commuting worker and may require little or no taxpayer cost. ECBS provides customized service to satellite employment centers and central business districts. The service coincides with an individual's work schedule and residence with express bus service on routes of different, predefined lengths.

The report explains how ECBS fits in urban transportation, how it operates and how it can be implemented. Copies are available from: Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, Stock No. 050-000-00142-3, $1.20.

BRIDGES HIGHLIGHTED IN NATIONAL MAGAZINE

The Jan. 7 issue of *Parade* magazine, a Sunday supplement to 128 newspapers throughout the country, featured a cover story on bridges. Entitled "Deathtrap Bridges—A National Disgrace," the story describes the hazardous condition of our nation's bridges and mentions NACo's bridge survey. It reads "The National Association of Counties says 233,000 bridges come under county jurisdictions and one-third of these are unsafe."

Two county officials are quoted in the story, Jim Flaherty, Allegheny County (Pa.) commissioner, and Milton Johnson, Clayton County (Iowa) engineer. Flaherty illustrated how commerce is disrupted when traffic is curtailed by the imposition of weight limitations on bridges and Johnson talked about the effects of bad weather on bridge structures.

TABLE 1:
IMPACT OF PSE AVERAGE WAGE:
STATES WHERE CETA PRIMES HELD
TO LOWEST WAGE or $6,635

All primes held to lowest	Two thirds or more primes held to lowest	Half or more primes held to lowest
Arkansas	Alabama	Arizona
Hawaii	Florida	Kentucky
Idaho	Nebraska	Massachusetts
Maine	North Carolina	Montana
Mississippi		Oklahoma
New Hampshire		Texas
New Mexico		
North Dakota		
Rhode Island		
South Carolina		
South Dakota		
Vermont		
Puerto Rico		

TABLE 2:
IMPACT OF PSE AVERAGE WAGE:
STATES WHERE CETA PRIMES HELD
TO WAGES OF LESS THAN $7,200

All primes held to less	Two thirds or more primes held to less	Half or more primes held to less
Arkansas	Alabama	California
Arizona	Colorado	Georgia
Florida	Kansas	Indiana
Hawaii	Louisiana	Iowa
Idaho	Massachusetts	Kentucky
Maine	North Carolina	Maryland
Mississippi	Oklahoma	Minnesota
Montana	Oregon	Pennsylvania
Nebraska	Tennessee	
Nevada	Texas	
New Hampshire	Virginia	
New Mexico	Wisconsin	
North Dakota		
Rhode Island		
South Carolina		
South Dakota		
Utah		
Vermont		
Wyoming		
Puerto Rico		

Rules Set Wage Averages

Continued from page 1

and Training Administration, NACo called the wage restrictions "devastating." NACo noted three ways in which the wage restrictions would damage the CETA program and further tarnish its image with Congress and the public.

In many areas there are no jobs for those who are eligible and need assistance under the law. In other areas potential job applicants can make more money not working than by working. In these areas the welfare and unemployment compensation payments are higher than CETA wages, after taxes. In still other areas the few jobs which are available at low enough wages to meet the CETA requirements fail to provide skills or opportunities for transition into other jobs.

NACo's letter cites a study conducted in federal Region IX (Arizona, California, Hawaii, Nevada) which shows that CETA participants have been absorbed into state and local payrolls at twice the rate of CETA participants in private, non-profit agencies.

In the letter NACo sums up the problem this way: "We have great sympathy with the focus in the new law on targeting PSE to the most needy in Title II-D. But of what value is targeting to the disadvantaged unless we can actually offer some real hope of improving their circumstance? What can Title II-D offer?

"If the wage averages are not altered as the result of significantly fewer PSE jobs in the state and local government, the transition rates for PSE employees will definitely be reduced. This will be an overwhelming burden for PSE to carry in the Congress and could yield disastrous results for CETA."

NACo PRESENTED ITS letter, along with the preliminary results of a survey on the impact of the new restrictions, to Labor Department representatives at a Jan. 8 meeting in Washington, D.C., NACo identified CETA prime sponsors in 40 states as those hardest hit by the new restrictions (see accompanying chart).

WHILE MOST of the problems are associated with the restrictions on average wages, the restrictions on maximum wages remain unchanged at $10,000 this year for 60 percent of CETA prime sponsors. For some other CETA prime sponsors, the new maximum will actually mean good news.

In approximately 40 percent of all CETA prime sponsors, the maximum wage will actually be increased from the current $10,000 limit. The highest CETA wage permitted will be $19,880 in the balance-of-state of Alaska. Anchorage will be permitted a maximum CETA wage of $18,330 while the following counties or consortia will be permitted maximum CETA wages of $12,000:

San Francisco and San Mateo, Calif.; Rock Island and Tazewell, Ill.; Madison and Lake, Ind.; Oakland, Saginaw, Flint/Genesee Consortium, Macomb and Wayne, Mich. and Union, N.J.

This maximum wage applies to jobholders hired on or after Jan. 26, 1979.

Hazardous Waste Rules Proposed

WASHINGTON, D.C.—Citing the fact that as much as 90 percent of the 35 million tons of hazardous wastes produced annually is not being disposed of properly, the Environmental Protection Agency recently proposed regulations for the care of such wastes from "cradle to grave."

Intended to implement Subtitle C of the Resource Conservation and Recovery Act of 1976, the regulations require that all hazardous wastes be identified and safely transported to secure, permitted sites.

The rules will prevent "midnight dumping," as in North Carolina where haulers illegally dumped a toxic chemical along 211 miles of highway. Compliance with the proposed rules will also prevent future "Love Canals," where long-forgotten chemicals surfaced from a dump to plague residents of Niagara County, N.Y.

The regulations would be used by industry to determine if their wastes are hazardous and would require that the waste be placed in a permitted treatment, storage or disposal facility. Movement of all wastes off the generator's premises would require a manifest or tracking document.

Because of the strict requirements for the location, design, construction, operation, closure and maintenance of the disposal facilities, most sanitary landfills would no longer be able to accept hazardous wastes.

Since the regulatory programs would be run by the states, each state would have to begin an accelerated program to find new sites. In New Jersey, for example, the state department of environmental protection has already proposed requirements for new sites and is now considering an application by a private disposal company for a major site in Burlington County.

In Michigan the state department of natural resources is considering Muskegon County as the site of a major state hazardous waste facility.

The EPA proposed regulations were published in the *Federal Register* Dec. 18. Comments are due by March 16. Five public hearings are scheduled: New York City (Feb. 7-9), St. Louis (Feb. 14-16), Washington, D.C. (Feb. 20-22), Denver (March 7-9), and San Francisco (March 12-14). Contact your regional EPA office for exact time and place and to request time to make oral statements.

Park District Policy Emphasizes Natural

HAMILTON COUNTY, Ohio—The Hamilton County Park District has adopted a unique policy that emphasizes the preservation of land in a natural state, calling it a "sacred trust."

The policy, which can provide a working model for other park systems across the country, also gives priority to the development of recreation facilities compatible with natural resources conservation and a sound natural areas and wildlife program.

Hamilton County encompasses Cincinnati; through the Park District Land Management Policy, the county has worked to ensure the availability of the natural experience for both urban and suburban residents.

The policy specifies that approximately 80 percent of the total acreage in the park district must remain in a natural state, never to be developed. In its acquisitions for the future, the park district will devote its resources to natural areas which contain original natural features of the physiographic region.

THE PARK DISTRICT has adopted a number of land use guidelines to protect the natural resources in its domain:

- Pollution contributing to the degradation of the park environment will be prohibited, including chemicals.
- Loss of topsoil from erosion will be prevented through planting of native shrubs, trees and ground cover.
- A balance of natural areas will be maintained to provide successive areas of the various habitats attractive to natural wildlife. Removal of trees and dead wood will not be permitted except for safety reasons, and collection of natural material is prohibited except with permission. Hunting and trapping is prohibited.
- Special "natural areas" will never be used for recreational purposes. (The park district commissioners have the authority to designate such high quality natural areas.)
- The park district will pursue a policy of reforestation to provide food and cover for wildlife, scenic beauty, and as buffers for noise pollution and erosion control.

The park district will be trying to maintain the environment in its parks as if man had never intruded. Therefore, it has confined grass mowing to the immediate area of recreation facilities, and limited the plantings of "exotic" (not native to the region) plant species to ornamental purposes around park buildings, or for experimentation. Endangered and esthetically desirable animal species will be assisted by providing nesting sites, supplemental feeding or habitat improvement necessary. Access to nesting areas of sensitive species may be prohibited.

According to the policy, only about 20 percent of the parkland can ever be used for recreational facilities. The facilities must be compatible with the environment and never placed in unique natural areas, where unique plants and animals are present. Recreational facilities construction will proceed according to a master plan.

Buildings, roads, parking lots, restrooms and other facilities will be kept to a minimum. During construction, extreme caution will be exercised to minimize disturbance of the environment. Following construction, the landscape will be restored as nearly as possible to its original condition.

For more information about the Hamilton County Park District Land Management Policy, contact William E. Canedy, executive director.

Recreation Facilities for Disabled Needed

WASHINGTON, D.C.—The Heritage Conservation and Recreation Service will be developing a guidebook that illustrates successful design techniques, cost analyses, and ideas for making recreation areas and facilities accessible to the handicapped.

The agency wants to hear from counties that have been successful in providing recreation opportunities to the handicapped.

Please send any information to: Alan O'Neill, Assistant Recreation Director, Heritage Conservation and Recreation Service, Mid-Continent Region, PO Box 25387, Denver Federal Center, Denver, Colo. 80225. Also mail a copy to Arleen Schulman at NACo.

Jobs Tax Credit Program on Way

WASHINGTON, D.C.—Labor Department officials are nearly ready to announce the rules for a new targeted jobs tax credit program that is expected to provide substantial incentives for businesses to hire members of certain disadvantaged population groups. Counties are expected to play a major role in certifying some of the eligible people.

The two-year program will provide credits of up to $3,000 in the first year and up to $1,500 in the second year an eligible worker is on the employer's payroll. The program, part of the Revenue Act of 1978, applies to wage costs incurred by employers during calendar years 1979 and 1980 for certified employees hired after Sept. 26, 1978.

WHO IS ELIGIBLE?

The new tax credits apply to the following groups:

• Recipients of Supplemental Security Income (SSI) payments;
• Handicapped individuals undergoing vocational rehabilitation;
• Vietnam era veterans under 35 who are economically disadvantaged;
• Recipients of general assistance (locally financed welfare) payments for 30 or more days;
• Youth, 16 through 18, participating in a qualified cooperative education program, and
• Ex-convicts (felons) who are economically disadvantaged and hired within five years of release from prison or date of conviction.

Although the operating rules are not yet final, the Labor Department expects to begin certifying eligible workers by Feb. 15, using existing systems.

Thus, CETA prime sponsors will be certifying those who have to meet an income test, and the tax credit is expected to be an incentive for employers to hire eligible CETA-trained individuals. Welfare, social service, cooperative education and vocational rehabilitation agencies as well as the federal Social Security Administration are expected to become involved in certifying some of their clients.

To get the program under way, the Labor Department has set up a task force to draft the guidelines and has scheduled a series of briefings later this month.

Major limitations in the new program include:

• To "prevent eligible employees from displacing nontargeted employees, the act provides that qua fied first-year wages during a taxab year cannot exceed 30 percent of a gregate FUTA (Federal Unemplo ment Tax Act) wages for all e ployees during the calendar ye ending in that taxable year.
• As with previous tax credits, t employer's deduction for wages pa is reduced by the amount of the cred
• The credit is limited to 90 perce of tax liability after this liability reduced by other applicable credi such as those taken under the Ta Based Incomes Policy.
• The credit is elective.

WIN/WELFARE TAX CREDIT REVISIONS

The previous tax law made t credits available to employers hiri both federal Work Incentive P gram (WIN) registrants and welfa recipients. The WIN tax credit, whi has no expiration date, was availa to employers in trade or business w hired the employees in a new job vacancy and kept them 90 days t first year and 90 more days (unle the employee left voluntarily or w discharged for good cause). The wag and benefits had to be comparable those paid similarly situated e ployees. If these conditions w met, a tax credit of 20 percent the first 12 months' wages could claimed, limited to $50,000 plus h of the federal income tax in exc of $50,000.

The welfare tax credit was the sa except that the employee had to ceive Aid to Families with Depende Children (AFDC) for 90 days, did have to be a WIN registrant, and h to be kept on the job only 30 days. the case of non-business (househo employees, a credit could be claim equal to 20 percent of the first $5,0 of the first 12 months' wages. T credit expires Jan. 1, 1980.

The new law makes the followi changes in the WIN and welfare t credits, effective Jan. 1, 1979:

• The amount of the credit is creased to 50 percent of wages up $6,000 in the first year, and 25 p cent in the second year.
• The WIN credit may be taken up to two non-business employees, a reduced rate of 35 percent for first year's wages up to $6,000.
• There is no ceiling on the amo of the credit; it is limited only by liability.
• To claim the WIN credit, the e ployee must only be retained for days.
• Wages that are not used as basis for credit may be deducted business expenses.

HOW TAX CREDITS HELP INCREASE HIRING

Both the targeted jobs and WIN/welfare tax credits are imp tant tools for increasing the pla ment of unemployed workers. tape has been cut as much as p sible, so potential savings on inco taxes won't be offset by additio bookkeeping.

The tax credit depends on the e ployer's income tax bracket and wage paid the new employee. maximum tax credit is $3,000 for workers paid $6,000 or more per ye But because the amount of the cre must be subtracted from the e ployer's normal deduction for wag the actual tax saving will range fr $2,490 for a corporation in the low tax bracket to $1,620 for one in highest bracket. Thus, the cre could decrease the cost of hirin worker paid $3.00 per hour ($6, per year) by 27 to 42 percent but o 20 to 31 percent for a worker p $4.00 per hour, again depending the employer's tax bracket.

The Labor Department estima that the job tax credit program co increase placements of targeted dividuals in the nonsubsidized p ate sector by 7 to 13 percent, 90,000 to 170,000 over what had b projected in the absence of the cre

NACo's 1979 Legislative Conference

Inflation and the 96th Congress

March 11-13
Washington Hilton Hotel

NACo's Annual Legislative Conference will focus this year on anti-inflation activities.

• Congressional and Administration speakers will emphasize the county role in the fight against inflation and the effect of inflationary pressures on legislation in the 96th Congress.
• Workshops will review upcoming legislation.
• All steering committees will meet Sunday, March 11, 1-5 p.m.
• Affiliates will meet in the morning on Sunday, March 11 and Wednesday, March 14.

Delegates to NACo's 1979 Annual Legislative Conference can both preregister for the conference and reserve hotel space by completing these forms and returning them to **NACo, 1735 New York Avenue N.W., Washington, D.C. 20006**

Conference Registration:
Conference registration fees must accompany this form before hotel reservations will be processed. Enclose check, official county purchase order or equivalent. No conference registration will be made by phone.
Refunds of the registration fee will be made if cancellation is necessary provided that written notice is postmarked no later than Feb. 23.

Hotel Reservations (Washington Hilton Hotel)
Special conference rates will be guaranteed to all delegates whose reservations are postmarked by Feb. 9. After that date, available housing will be assigned on a *first come basis.*

Conference registration fees:
$95 member, $125 nonmember, $50 spouse (Make payable to NACo.)
Please print:

Name ______________________________
(Last) (First) (Initial)

County ______________________________

Title ______________________________

Address ______________________________

City ____________________ State __________

Zip ______________ Telephone (______) ____________

Name of Registered Spouse ______________________________

For Office Use Only

Check Number ______________________________

Check Amount ______________________________

Date Received ______________ Date Postmarked ______________

Indicate preference by circling the type of room (lowest rate possible will be reserved unless otherwise requested):

SINGLE	DOUBLE
$40-$56	$54-$70

Note: Suite information from Conference Registration Center 703/471-6180.

Name of Individual ______________________________

Co-occupant if Double ______________________________

*Arrival Date/Time ______________ Departure Date/Time ______________

Special Hotel Requests ______________________________

Credit Card Name ______________________________

Credit Card Number ______________________________

( ) Check here if you have a housing related disability.

*Hotel reservations are only held until 6 p.m. on the arrival day. If you anticipate arriving near or after that time, list a credit card name and number below to guarantee your first night reservation.

For further housing information call NACo Conference Registration Center: 703/471-6180.