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Vol. 10, No. 3

COUNTY NEWS

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

Jan. 16, 1978



What's Ahead for '78

WASHINGTON, D.C.—The first order of business after Congress convenes Jan. 19 to hear the President's State of the Union Address is agreement on comprehensive energy legislation.

Conferees struggled to get an energy plan passed before the end of the year, but members left for the holidays without consensus on major portions of the legislation—taxation and deregulation.

Energy must be decided soon for Banking Congress must focus full attention on the President's budget, welfare re-

form legislation, programs that are expiring, and a wide range of proposals that will directly affect county government.

Congress, under the Budget and Control Act of 1974, must work under a strict timetable that involves steps for budgetary study, debate, review, reconsideration, and voting on the 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.

The following is a list, prepared by the NACo staff, of legislative proposals that will likely be considered this session:

WELFARE REFORM

The top priority for county governments in the second session is welfare reform. The House special welfare reform subcommittee has completed a concept markup for the cash assistance part of the welfare reform bill (H.R. 9030), proposed by the Administration. The subcommittee staff is drafting legislative language of the concepts, and the subcommittee will then do a legislative markup.

The jobs part of the welfare reform proposal will be considered by the subcommittee when Congress reconvenes.

Although there appeared to be consensus among the subcommittee members on the major Administration proposals on cash assistance, it is not clear what the feelings are about keeping jobs and income provisions in a single bill.

Following the special subcommittee's deliberations, the bill will be referred to the Ways and Means, Agriculture, and Education and Labor Committees. The Senate Finance Committee Chairman Russell B. Long (D-La.) does not support the Administration's proposal and will not take any action until the House has completed action.

EMPLOYMENT

The reenactment of the Comprehensive Employment and Training Act (CETA) is a major legislative priority for NACo in this session of Congress. Issues of concern include: im-

pact on counties of any possible changes in the allocation formula, length of extension, level of ceiling on amount of funds for categorical programs under Title III, role of the governor and the State Employment Service, role of public service employment, should allocations be keyed to performance standards, consolidation of administrative costs, and fringe benefits for participants.

Full employment and the jobs title within the welfare reform bill will also be important issues in this session.

HEALTH

Facing the Congress will be over 15 health issues which need action during the second session. This list, however, does not include national health insurance which most observers predict won't be acted upon until next year.

Heading the list of health issues are the expiring Public Health Service authorities (comprehensive grants to states and counties, community health centers, migrant health centers, community mental health centers, etc.). NACo will be seeking amendments to these laws enabling greater local government participation. Health planning (P.L. 94-641) also expires this year and NACo is prepared to offer 20 detailed amendments that seek to make health planning agencies more accountable to elected officials.

See CONGRESS, page 4



An elderly rural resident collects some firewood for heating his home. Although some states have provided assistance with the rising costs of fuel, the federal government's assistance programs will probably be too late to provide much assistance to county residents this winter.

Winter Aid Too Late?

WASHINGTON, D.C.—The federal government may be too late with assistance to the elderly who find themselves caught between low retirement incomes and keeping warm.

"It looks to me as though the federal government is developing an approach that provides assistance a couple of months after it's needed," commented Clemens Gaines, executive director of Upper Shore Aging, Inc., which serves several rural counties on the eastern shore of Maryland.

He added, "We are facing a real timing problem."

AMONG THE federal programs that are unlikely to provide any help this winter are:

- The Community Services Administration's Crisis Intervention Program. The bill that funds this program is stuck in Congress because it also funds the controversial B-1 bomber. Walter Lumpkin of CSA's Energy Project says that the money will be available 30 days after

See HELP, page 8

HENNEPIN IS HOST

Second Jail Crisis Assembly Planned

WASHINGTON, D.C.—"Counties confront a harsh dilemma with their jails. They are under strong pressure to upgrade facilities and services; yet the courts and state and federal governments that demand these improvements are either unable or unwilling to provide sufficient funds or technical assistance to counties," notes Bernard F. Hillenbrand, executive director of the National Association of Counties.

To explore various solutions to this dilemma, as well as provide assistance to those counties that seek to better their corrections programs, Hillenbrand announces that NACo and Hennepin County, Minn. will co-sponsor, in cooperation with other leading national organizations, the Second National Assembly on the Jail Crisis May 17-20 in Minneapolis.

Unlike last year's successful Assembly in Kansas City, which concentrated on community corrections and intergovernmental partnerships for reform, this year's conference will focus on improvements in institutional programs and services.

Phil Elfstrom, chairman of NACo's Criminal Justice and Public Safety Steering Committee and chairman of the Kane County (Ill.) board, reports that the conference will examine several areas of jail improvement including services such as medical care, education, recreation and voca-

tional training, legal issues, jail management, standards, the special needs of the rural jail and consideration of the problems of juveniles and women who are incarcerated.

"What we seek to accomplish," Elfstrom explains, "is to prepare elected officials, corrections professionals and public interest groups to work together to improve the local jail. Only then can we seriously expect change to take place."

Through panels, workshops, technical assistance booths, featured speakers and training sessions, the assembly will attempt to define new solutions and new strategies to achieve those solutions which can be implemented at the local level.

"We meet in Minnesota because it offers an exciting model for the future," Hillenbrand declared, "with its community corrections act that emphasizes the shared responsibility between state and county governments for improvements in corrections services."

"NACo invites those who are concerned about the jail crisis to join with us in exploring possible solutions."

For more information on the Second National Assembly on the Jail Crisis, contact Rod O'Connor, Criminal Justice Program, National Association of Counties, 1735 New York Ave., N.W., Washington, D.C. 20006, (202) 785-9577.

ONTARIO COUNTY PROGRAM FEATURED

Nationwide Work Relief Survey to Continue

WASHINGTON, D.C.—The National Association of Counties Research, Inc. (NACoR) is continuing its national study of work relief or workfare projects. The Department of Labor has awarded NACoR a grant to report these workfare projects to DOL for further study. This growing interest in workfare projects is due to a number of factors:

- The President recently signed into law the Food Stamp Act of 1977 which introduces the concept of workfare into the food stamp program on a demonstration basis.
- The Senate Finance Committee in its deliberations over the Public

Assistance Amendments of 1977 (H.R. 7200) has voted to reintroduce Section 409 of the Social Security Act which would permit states to establish community work and training programs in which employable AFDC recipients would have to participate as a condition of receipt of benefits.

- Workfare programs either exist or are being introduced in many states and counties for general assistance recipients.
- A number of states have taken legislative action or have submitted to the Department of Health, Educa-

tion and Welfare amendments to their state welfare plan to enable them to run workfare programs for AFDC recipients and still be eligible for full federal financial participation.

NACoR will survey approximately 100 workfare projects in the coming months as well as any additional reports which are contributed by interested counties. Some of these reports will appear in *County News* to demonstrate the innovative efforts which counties are developing to move employable public assistance recipients into the job market.

ONE SUCH program is underway in Ontario County, N.Y. Under

Project Employment, three individuals work to place employable recipients of general assistance and Medicaid in both public service and private industry jobs.

Program staff began by canvassing employers throughout Ontario County to pinpoint those who would be willing to hire the clients.

Each client's employment history is evaluated and a standardized test is administered to help ferret out career interests. Clients are directed toward a satisfying job through extended counseling, help with resume writing, recommendations for further education, transportation to job

interviews, and on-the-job training. Also, when necessary, a client is provided with follow-up counseling to help solve employment-related problems.

The Project Employment staff estimates the program will save the county approximately \$57,202 per year.

This type of employment program is popular in many counties and has proven to be cost-effective in most cases. For more information about the Ontario County program or another work relief or workfare information, contact Megan Murphy, NACo.

1978 NACo Western Region Conference

Sponsored by NACo Western Interstate Region

Riverside County
Palm Springs, California
Riviera Hotel
February 7-10, 1978

Featuring workshops and speakers on public lands legislation, health care, welfare reform and employment programs.

Special sessions will be held on: payments-in-lieu of taxes, energy impact, wilderness proposals, Indian/county concerns, rural development and unemployment insurance.

(Complete a separate form for each delegate.)

Conference Registration (Make payable to NACo)

- A personal check, county voucher or equivalent must accompany this form payable to **National Association of Counties.**
- No conference registrations made by phone.

- Refunds of the registration fee will be made if cancellation is necessary, **provided that written notice is postmarked no later than Jan. 24.**

Conference registration fees: \$95 member \$30 spouse \$125 non-member

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(Last) (First) (Initial)
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Address _____
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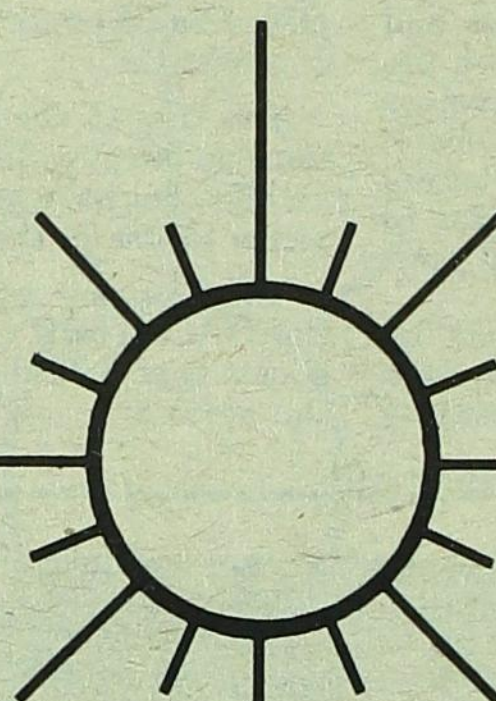
- To guarantee hotel reservations, requests must be postmarked by Jan. 14. (No housing reservations made by phone.)
- Guaranteed housing will be available only to those who preregister for the conference.
- A one night room deposit is required by the hotel and a check made payable to the **Riviera Hotel** must accompany the form below.

Please print:

☐ Single (\$43) Occupant's Name _____
Arrival Date/Time _____ Departure Date/Time _____
☐ Double/Twin (\$55) Occupant's Names _____
(2 people)
Arrival Date/Time _____ Departure Date/Time _____
Suites available upon request.

Send preregistration and hotel reservations to: **National Association of Counties—Western Region Conference**, 1735 New York Ave., N.W., Washington, D.C. 20006.

For further housing information call NACo Registration Center: (703) 471-6180.



Outline

Tuesday, February 7

9 a.m.-5 p.m.
Federal Grants and
Legislative Meetings
3-6 p.m.
WIR Board Meeting

Wednesday, February 8

9 a.m.-12 noon
Steering Committee
Meetings
WIR Resolutions
Committee
2-4 p.m.
Affiliate Meetings
NACo Board Meeting
5-6 p.m.
Opening General Session
6-7:30 p.m.
WIR President's Reception

Thursday, February 9

9-10:30 a.m.
Four concurrent workshops
10:45 a.m.-12:15 p.m.
Four concurrent workshops
2:15-4 p.m.
Two concurrent workshops
4-6 p.m.
Two concurrent workshops

Friday, February 10

9-10:30 a.m.
Four concurrent workshops
10:45 a.m.-12:15 p.m.
Four concurrent workshops
2-4 p.m.
WIR Business Meeting
7-10 p.m.
Annual Banquet

Panel to Probe Loss of Farmland

WASHINGTON, D.C.—The United States is losing 5 million acres of land per year to industrial, public works, and urban uses, according to estimates by the Soil Conservation Service (SCS) of the Department of Agriculture. Of this amount, one million acres is prime agricultural land, defined by the department as "the farmland that gives higher yields with minimum inputs of energy or money, and with the least damage to the environment in the process."

While there are some 111 million acres of prime farmland not currently in production, only 24 million acres of this reserve have a high potential for conversion to cropland with no development problems. Thus, if prime farmland continues to be converted at the present rate, it could reach the end of our prime cropland "frontier" in the foreseeable future.

The National Association of County Planning Directors (NACPD) is concerned about this trend in land use, and is sponsoring a program, the NACo Western Interstate Region meeting to address the issue. The session is entitled "Agricultural Rural Land Preservation," and will be held Feb. 9 from 9 to 10:30 a.m.

The panel members for the program will include Norman A. Ber SCC associate administrator, an expert in the field of agricultural land preservation; Don E. McDaniel, director, Maricopa County (Ariz.) Planning and Zoning Department, who has recently completed a study of agricultural and rural lands preservation; and Robert Wall, planning director, Tulare County (Calif.) Planning Department, who has administered an outstanding program to preserve Tulare County's agricultural resources. The panel will be moderated by Jim Altenstadter, planning director, Cochise County (Ariz.) Planning and Zoning Department, and NACPD board member.

The program will include presentations by panel members, as well as ample time for questions and answers. NACPD encourages all Western Interstate Region attendees interested in agricultural and rural land preservation to make plans to come to the session.

COUNTY NEWS

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Danger of Methane Migration Checked

AURORA, Colo.—Counties and cities in the Denver area are working together to solve the critical problem of explosions caused by the build-up of methane in dumps and landfills.

In the Denver area, methane migration from landfills has caused two deaths and several serious injuries in the past two years.

Methane is produced in landfills as a natural product of decomposition. Unless proper barriers and ventilation systems are in place, the gas can migrate from the landfill into the surrounding soil. From there, it may seep into basements, or follow man-made conduits to leak into drains and pipes. Uncontrolled dispersion of this extremely explosive gas can pose a significant community danger.

EXISTENCE of gas migration had been suspected in the area since 1975. Investigations conducted at that time by the Tri-County District Health Department (Adams, Arapahoe, and Douglas Counties) reported no clear health hazard.

The surveys did, however, identify gas concentrations in the soil near homes, businesses, and a school—in many cases exceeding the lower explosive limits of the gas. At that time the health department recommended to the appropriate localities that adequate monitoring, public safety and zoning measures be taken.

Prevention measures proved inadequate. In June 1976, four children were severely burned in a methane gas explosion while exploring a storm drainage pipe with a candle. This past June, two workmen were killed and another seriously injured by a methane blast in a water conduit under construction. In each case, the health department confirmed that the disasters were caused by methane gas leaking from nearby inactive landfills.

THE COALITION

The accident in June spurred area officials to seek both long- and short-term solutions. At the request of the

Tri-County District Health Department, the Solid Waste Project of NACo's research arm organized a technical assistance team to participate in a Tri-County Methane Gas Workshop in September. As in the past, the NACoR project found experts from other local governments who had worked with similar problems and were willing to help.

The team visiting the Denver area included Robert Davis, sanitation superintendent from Winston-Salem, N.C.; Bruce Lane, Louisville and Jefferson County (Ky.) Department of Public Health; C.F. Wilkinson Jr., director of public works, Richmond, Va.; and Chris Rhyne, Environmental Protection Agency (EPA). These advisers helped area officials consider both the technical and institutional aspects of the problem.

The intensive two-day workshop brought together representatives of city and county government, the state health department, and private landfill operators. Both the public safety issue and the planning/zoning aspects of methane gas migration were addressed. Participants were alerted not only to the imminent danger of more methane gas explosions from inactive landfills, but also to the potential inadequacy of those now being constructed.

The workshop served to develop a needed sense of urgency among local officials, reported one team member. This in turn led them "to come to apparent agreement on strategies for positive corrective actions."

THE STRATEGY

The first step in solving any problem is identifying its facets; the Tri-County Methane Gas Workshop saw several. They agreed that no concerted effort was being made to lessen the danger of further methane gas explosions in those areas where they occurred in 1976 and 1977. Other landfills in the district's jurisdiction were seen as potentially exposing the public to further danger.

Landfills are now constructed without specific state regulations or controls to prevent methane gas

migration. There was no government agency at that time with the specific authority to deal with the existing hazards. Finally, participants realized that the elected city and county officials with the ultimate responsibility did not have adequate information regarding the hazards of methane leakages or proper methods of control.

The workshop advanced a number of recommendations:

To minimize the immediate hazard:

- Property owners in the areas where methane gas explosions have occurred should be required to install proper monitoring equipment.
- The affected sites should be designated as "hazardous areas" in city and county master plans so that appropriate safeguards can be mandated.

To avoid repetition of the disasters at existing landfills:

- The Tri-County District Health Department should continue its investigation to survey the extent of gas generation and migration from landfill sites. To do this, an increase in both equipment and manpower will be necessary. The information should be made available to local governments and utility companies as well as private construction and engineering firms.
- The municipal fire officials, along with the district health department, should test for methane in the soil around buildings near landfills and, if necessary, direct that safety measures be taken.
- Building departments should place stringent standards on permits within a certain distance of landfill sites. Zoning authorities should designate old landfill sites as "hazardous areas" so that safeguards will be required when the area is developed.

To make new landfills safer:

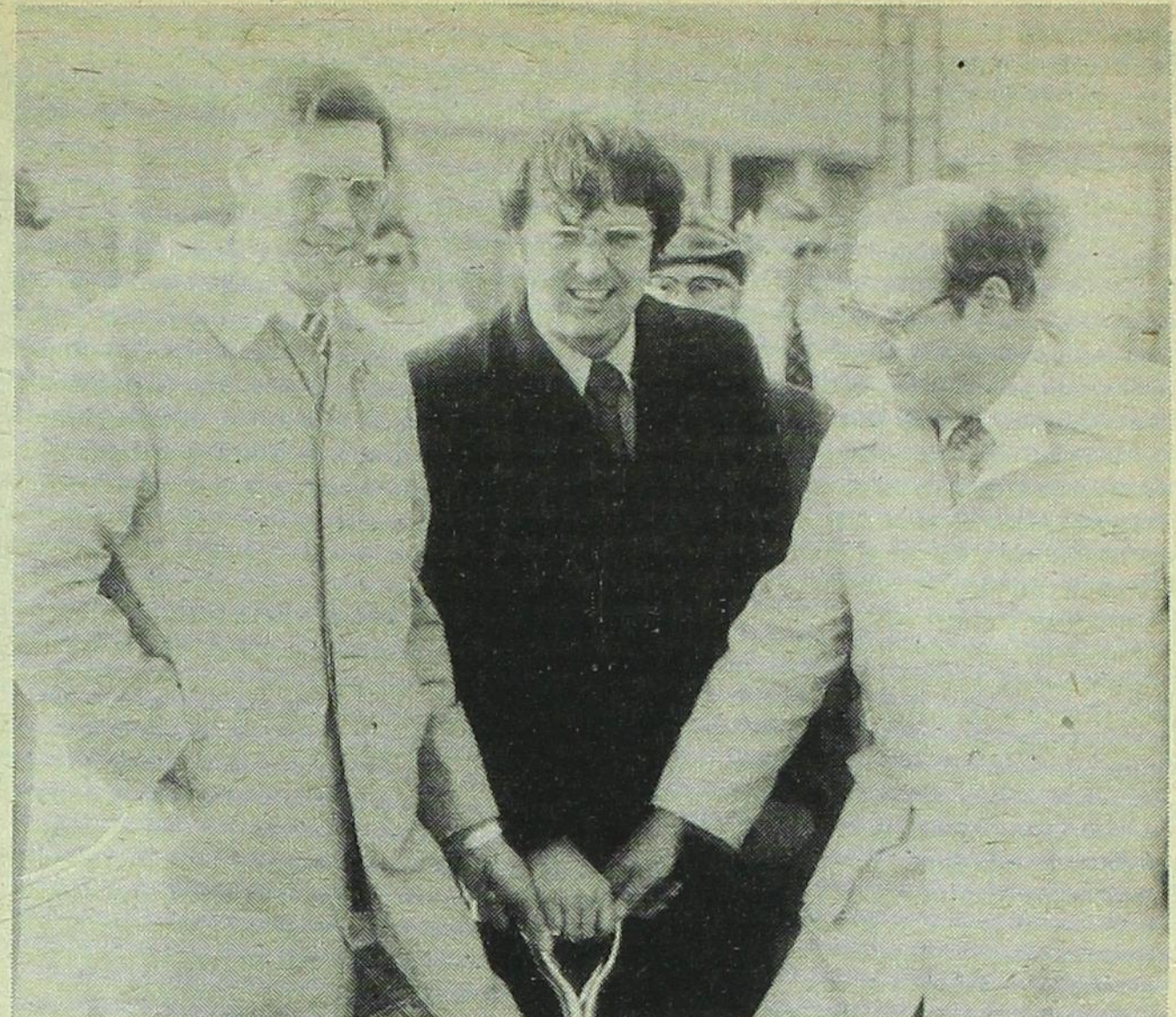
- The state health department should revise its regulations to include gas migration prevention measures, landfill boundary monitoring and plans for development of the area once the landfill is closed. To prompt the state to do so, the Tri-County District Health Department should make the area's concerns known to the proper state authorities and to the governor.
- Once regulations are in place, the district health department should be responsible for enforcing them within its jurisdiction.

Some of these recommendations have already been acted on, particularly those to prevent further explosions in the same areas. Others are in the works.

Most importantly, a forum for decision-making has been established. The Intergovernmental Methane Gas Task Force Study Group, formed as a direct result of the workshop, meets regularly to coordinate informally their efforts and exchange ideas.

Adams County, the largest of the three in the Tri-County area, may be considering a methane extraction facility similar to one operating successfully in Los Angeles County. The Adams County grants coordinator said funding for such a project could come from the Department of Energy and the Economic Development Administration. She envisions a number of extraction plants located at sites where the concentration of gas would make collection economically feasible. Energy would then be sold to nearby industries. The project would decrease the methane gas danger at many of Adams County's landfills and produce revenues at the same time.

—Arleen Schulman
NACoR



GROUNDBREAKING CEREMONY—Seen at the groundbreaking for the St. Clair County Airport Industrial Park are from left: Robert Docherty, board chairman; Rep. David E. Bonior (D-Mich.); and James Collison, EDA representative.

St. Clair Launches Industrial Park

ST. CLAIR COUNTY, Mich.—Groundbreaking ceremonies for the St. Clair County Airport Industrial Park were held last month just in time to meet federal grant deadlines for construction work.

The industrial park, long an item

on the county's master plan, was lifted off the drawing board two years ago during a high period of unemployment.

But the \$32 million project met a roadblock when a township refused to allow a waterline through to the airport until it resolved its own sewer and water problems.

Those problems were resolved out of court recently and in time for St. Clair County to begin construction on the waterline before the Dec. 7 federal deadline. St. Clair will receive \$915,000 in public works funding.

Officials who met for the ceremony stressed the job opportunities of the project—100 during construction and as many as 1,200 when the park is fully occupied—and the potential return as water customers tap into the line and as industries move into the park.

James Collison of the Economic Development Administration, which administers the public works program, said the county's project is unique among those funded by the public works grants.

"Projects were left to the discretion of local governments," he said. "Not too much of the money is going into economic development."

In addition to the public works money, the county has received a \$1.5 million economic development grant for the park. The county has spent \$100,000 toward project development and has allocated \$569,000 from its 1978 budget to finish paying the local share.

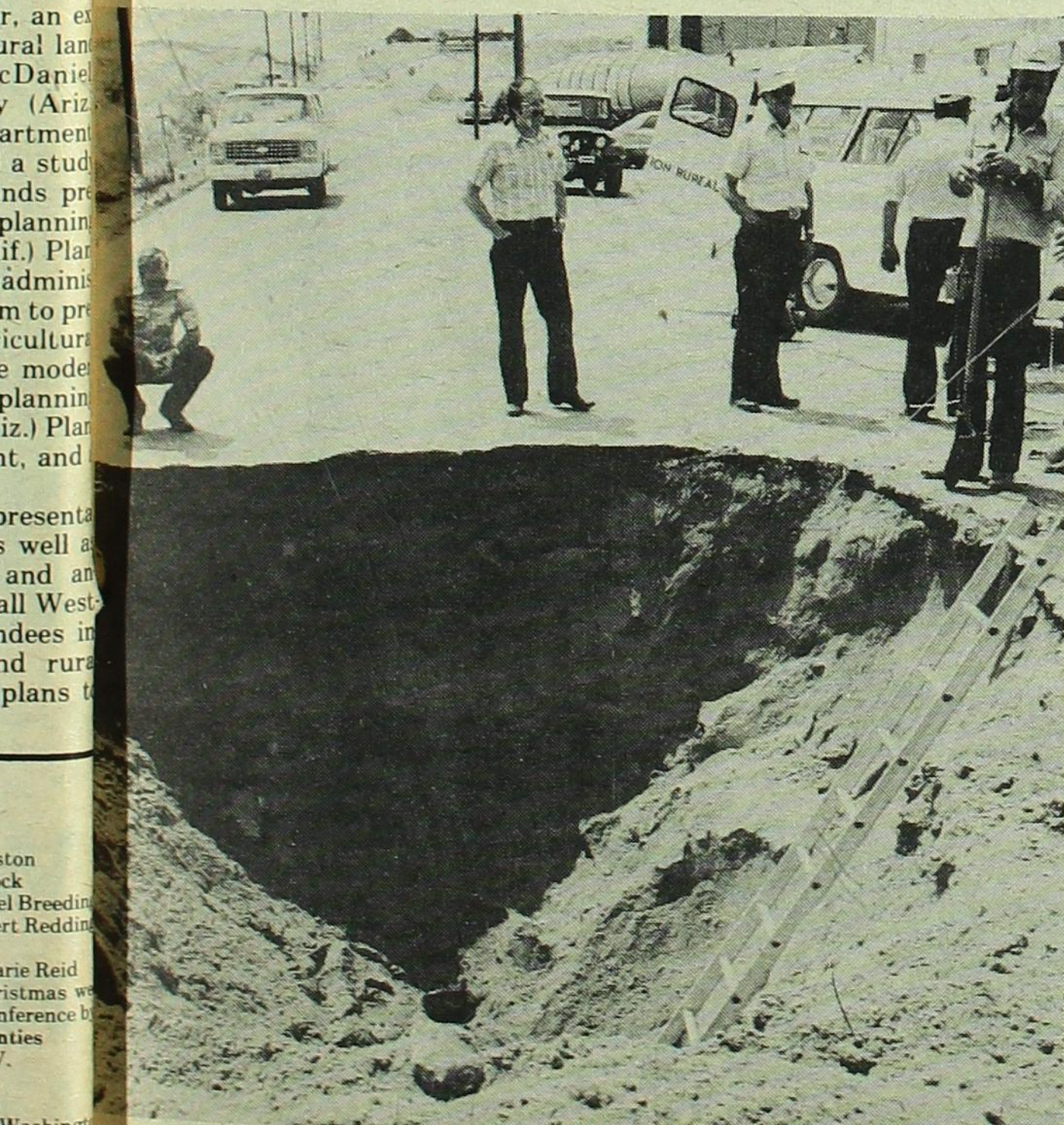
Attending the groundbreaking ceremony were: Robert Docherty, St. Clair County commission chairman; U.S. Rep. David Bonior, and Spurgeon Harvey Jr., Port Huron County commissioner.

Spurgeon said he is pleased about the project, not only for the jobs it creates, but also because it will bring money into the county. Water and sewer lines going into the townships also will spur development, he said.

Construction should be completed in a year, said James Little, public works director, who reports that two industries are inquiring about the 80-acre park site.

Correction

In an article appearing in the Jan. 9 issue of *County News* the title of Vincent Puritano was incorrectly printed. His correct title is deputy associate director, Intergovernmental Affairs, Office of Management and Budget. We regret the error.



EXPLOSION SITE—Investigators examine site of the methane gas explosion in Commerce City, Colo. that caused two deaths. Methane from a landfill 35 feet away entered a water conduit and traveled uphill to a manhole. (Photo by Commerce City Police Department).

Congress to Convene for Second Session . . .

Continued from page 1

NACo will also offer amendments to the Health Maintenance Organization law. These amendments will enable counties to sponsor federally supported HMOs.

NACo was one of the most visible organizations that supported the Administration's hospital cost control proposal which calls for a 9 percent cap of revenues during the first year of the program. NACo will continue to seek enactment of the bill.

Other proposals awaiting congressional consideration include: drug abuse and drug safety, health manpower, developmental disabilities, child health assessment program (CHAP), food safety, clinical laboratories, health services research and development, among others.

URBAN INITIATIVES

After encountering numerous delays and an initial rejection, the Administration's awaited Federal Urban Policy is expected to be presented to Congress in March. Accompanying the policy will be specific legislative proposals and a request for supplemental appropriations to fund them.

It is unclear at this point what the focus of the policy and the specific proposals will be. HUD Secretary Patricia Roberts Harris, whose Urban and Regional Policy Group is

developing the urban policy, is known to favor targeting existing federal funds to "distressed cities," such as the countercyclical antirecession program. Other initiatives may include an Urban Development Bank, a taxable bond option, increased economic development funding and expanded job-creation programs.

ANTIRECESSION FISCAL ASSISTANCE

During the next session of Congress action must be taken to extend the countercyclical antirecession program. The assistance program is authorized by Title II of the Public Works Employment Act of 1976 as amended by Title VI, Intergovernmental Antirecession Assistance Act of 1977. Money authorized by Title II is allocated according to a formula developed by Congress and contained in the act. The formula is based on the national and local unemployment rates and the general revenue sharing formula.

Legislation is expected to be introduced to extend the current program, which expires on Sept. 30.

RURAL DEVELOPMENT

The key issues for rural development in the second session will focus

on funding and equity. During the current fiscal year, the Rural Development Act grant and loan programs received record funding. However, appropriations have yet to reach the goal of full funding.

The important Water and Waste Disposal program continues to have a nationwide waiting list exceeding \$395 million for grants and \$1.5 billion for loans. The other community facility, business and development, and planning programs have experienced similar demands. The commitment of the Administration to a new urban policy coupled with already tight fiscal constraints will require a determined lobbying effort to achieve greater funding levels.

The equity issue revolves around the discrepancies in dollar amounts and terms between rural and urban assistance programs. These inequities are largely embodied in particular pieces of law, and, as such, require new legislation to remedy. A prime example is the Farmers Home Administration which is limited by the Rural Development Act to provide grants not exceeding 50 percent of project cost. Yet, other agencies such as the Department of Housing and Urban Development (HUD) and Environmental Protection Agency (EPA) offer grants covering 100 percent and 75 percent of project cost, respectively.

NACo is working closely with the Congressional Rural Caucus to identify areas where inequities exist. This effort is designed to recommend and support the enactment of legislation to remedy such problems.

ENERGY

House and Senate conferees are expected to continue negotiations over a national energy policy no earlier than Jan. 24. President Carter termed the failure to enact an energy program, his single greatest disappointment of his first year in office. Conferees have yet to resolve natural gas pricing or whether future gas prices should be regulated.

Agreement has been reached on assistance to counties to audit energy use in public buildings and plan thermal conservation measures. The Senate bill includes a payment to counties and other local governments to change from the use of natural gas and oil as boiler fuels to alternative sources of energy. It also contains impact assistance to counties experiencing an 8 percent increase in employment due to increased coal and uranium mining activities.

During the second session, Congress is expected to consider legislation designed to plug the gaps in federal impact assistance for any area experiencing economic or social repercussions from increased energy

development or the siting of energy facilities. The Administration is expected to propose legislation to reform nuclear facility licensing procedures which could affect county and state authority to make affirmative siting decisions.

The Department of Energy may propose legislation to consolidate state energy conservation and program planning and include provisions for counties to share in use of such funds.

ENVIRONMENT

The Administration may propose legislation to consolidate an unspecified number of environmental planning or program grants now administered by the Environmental Protection Agency (EPA). Now under discussion between EPA and the White House, such proposed legislation could include state program grants for water quality, state program grants to achieve clean air, some of which are available to counties, program grants to states for safe drinking water supplies, and solid waste assistance. Also under discussion is the possible inclusion of Section 208 areawide water quality planning grants and state assistance for toxic substances control.

A new comprehensive water resource policy is now under development within the Administration and

Continued on next page

If artificial boundaries are interfering with effective county services— Try spreading your net a little wider. That's what happened in Fulton County, Georgia.

After adopting identical animal control laws, and subcontracting implementation to the local humane society, the county and its incorporated cities no longer had to extradite antisocial animals.

Interlocal Service Delivery: A Practical Guide to Intergovernmental Agreements/Contracts for Local Officials describes interlocal service delivery systems and the ingredients which have made them successful. Asking the right questions ahead of

time, spelling out the obligations of all parties, providing for amendment of the agreement— all these things are essential if a contract is to stand the test of time.

So whether you need a net to trap wayward animals or escaping

speeders, whether you want to share trash pickup or library services, look to this volume for advice on estimating costs, writing the contract, and monitoring the agreement. Also included are a glossary, bibliography, and sample contracts.

Please send _____ copies of Interlocal Service Delivery: A Practical Guide to Intergovernmental Agreements/Contracts for Local Officials at \$3.95 each, total \$ _____

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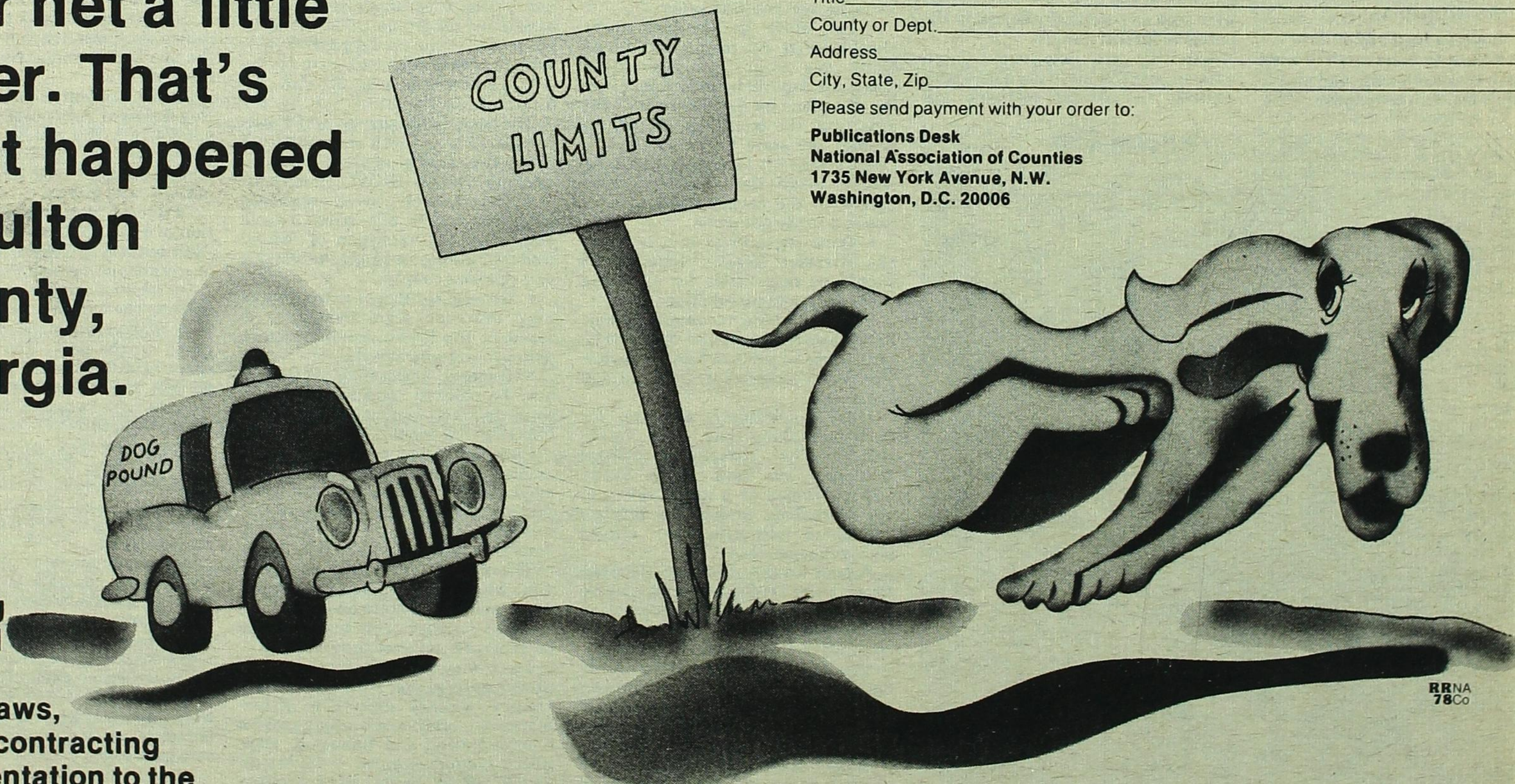
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Broad Range of Issues Up for Consideration

Continued from page 4

may be forwarded to Congress in the next few months. The current policy study results from President Carter's budget proposals during 1977 to cut back on water development projects.

Comprehensive disposable bottle legislation and a new proposal to impose product waste charges on paper and other packaging materials may be recommended by the Administration during the spring. Legislation, which would impose a fee equal to the average cost of waste disposal to reduce the flow of solid waste at its source, is under consideration by the Resource Conservation Committee established by the Resource Conservation and Recovery Act of 1976.

CRIMINAL JUSTICE

The central issue in criminal justice this coming year will be the fate of the long embattled Law Enforcement Assistance Administration (LEAA). Although the authorization for the federal government's primary crime fighting office does not expire until September 1979, Attorney General Bell has already sent a detailed proposal to the President that would abolish LEAA and establish an Institute of Justice in its place.

The fight for LEAA appropriations for the coming year will likely signal the first round of the formal debate within the Congress as both proponents and opponents develop arguments and test the political climate. It has already been learned that the LEAA planning money has been trimmed to only \$30 million, a 50 percent decrease in the last two years. Representatives of state and local governments are marshaling forces not only to defend the planning money but in anticipation of congressionally initiated efforts to cut back the block grant funds as well.

It also appears likely that Congress will seriously consider federal fiscal aid to state and local governments for the construction and renovation of correctional facilities. Legislation was introduced last year but did not receive much notice.

EDUCATION

Numerous federally funded education programs expire this year. Most important of all these programs is the omnibus Elementary and Secondary Education Act. This act provides funds to local education agencies for the education of children of low-income families. It also funds school libraries, bilingual education programs, school nutrition services, consumer education programs, among other projects. NACo will support its reauthorization.

NACo will oppose, however, the Administration's attempt to phase-down the education impact aid program. Under this program, federal aid is provided to local school districts in which enrollments are affected by federal installations and other activities such as government subsidized housing projects.

LAND RESOURCES

House family farm subcommittee markup is expected to begin at the end of this month on Rep. James Jeffords' (R-Vt.) agricultural land preservation bill. The Jeffords bill would establish a commission to develop national policy for preserving valuable farmland and would include demonstration grants for the development of new county and state efforts towards that end. A similar bill in the Senate is expected to receive consideration after House action. NACo adopted policy in July which supports such legislation.

The Coastal Zone Management Act of 1972 will be the subject of oversight hearings in both Chambers during the early part of the second session. At issue will be the record of states in developing and implementing coastal zone management programs in cooperation with county and other local governments.

Comprehensive energy facility sit-

ing legislation may be proposed either separately or together with national legislation which would coordinate federal programs and activities having significant effect on land resources and local land use plans. At issue for counties would be whether federal law should include authority to override state and local siting decisions, and whether federal land use actions should be consistent with state and county policies.

Sen. Henry Jackson (D-Wash.) has proposed a Natural Diversity Act, S. 1820, which would provide grants to states to inventory and protect natural areas and would encourage the adoption of measures to protect ecologically significant lands.

The Interior Department is heading an interagency task force to develop a National Heritage Trust program which would consolidate current historic preservation programs with new authority to inventory and protect major natural areas. The Administration is expected to propose such legislation this spring.

OLDER AMERICANS

The Older Americans Act, which funds social services (Title III), training (Title IV), senior centers (Title V), hot meals (Title VII), and part-time jobs for the elderly (Title IX) will be up for reauthorization in this session. NACo will testify on this act in early February.

Other acts concerning the elderly which will be considered in this session include several bills that would provide help with high utility costs: a bill to fund the Community Service Administration's Crisis Intervention program, a "Lifeline" Electrical Rate Reform Act, and a bill to provide a \$75 income tax credit to the elderly to help them pay their utility bills. NACo supports the lifeline bill.

FEDERAL AID REFORM

The Senate subcommittee on inter-governmental relations is working with the public interest groups and the Advisory Commission on Intergovernmental Relations (ACIR) to develop an omnibus grant reform bill. The measure will include recommendations made in the ACIR publication, "Improving Federal Grants Management"; recommendations included in the Sept. 9 White House memorandum on grants reform; recommendations by the Commission on Federal Paperwork and recommendations of the NACo paperwork project. It is hoped that a completed bill will be introduced early in the spring congressional session. NACo will be working to develop and secure passage of the measure.

TRANSPORTATION

Legislative initiatives for 1978 include a four-year authorization for federal aid to interstate highways, other highway programs, and urban mass transportation.

Emphasis will be placed on obtaining increased federal funding for the rehabilitation and replacement of bridges both on and off the federal-aid highway systems. Attention will be given to traditional county highway programs and assurances given that responsible local officials are directly involved in the decision-making process regarding the distribution and/or transfer of federal highway funds.

NACo will concentrate on public transportation funding initiatives to ensure that any formula changes in the existing Urban Mass Transportation Act provide counties with sufficient and reliable funding sources.

NACo will encourage the strengthening of responsible local officials in the transportation planning process. NACo also will urge that if any new energy taxes are adopted to achieve energy conservation, that a major portion of funds collected from any new energy tax be designated to provide energy-efficient transportation services.

MUNICIPAL SECURITIES DISCLOSURE

Legislation has been introduced in the Senate to require the preparation of annual reports and distribution documents by governments issuing municipal securities. The Municipal Security Full Disclosure Act of 1977, S. 239, was introduced by Sen. Harrison Williams (D-N.J.) with Sens. William Proxmire (D-Wis.) and Jacob Javits (R-N.Y.).

Local governments are currently exempt from all but the anti-fraud provisions in the regulations under the Securities Exchange Act of 1934. Distribution documents would be required prior to the sale of all municipal securities, while annual reports would be mandated for those issuers with over \$50 million in currently outstanding debt. Exemptions would be given where state law requires substantially similar disclosures.

Counties support the concept of voluntary disclosure of municipal information and are concerned with federal attempts to mandate uniform disclosure requirements.

TAXABLE BOND OPTION

A taxable bond option would permit a governmental unit to issue bonds that are subject to federal income tax. The federal government would then pay a set portion of the taxable bond's interest rate, ranging between 30 and 40 percent of the total interest rate of the bond. The local government would still be able, at its option, to issue tax-free bonds.

The President is expected to include taxable bond option in his Tax Reform Package, at which time hearings would be scheduled on the proposal.

INDUSTRIAL DEVELOPMENT BONDS

Two key issues have emerged regarding industrial development bonds. The Treasury Department recently released regulations prohibiting the advanced refunding of these bonds. This prohibition will affect all types of industrial development bonds, regardless of their actual purpose. Legislation may be introduced to clarify the definition of industrial development bonds, thereby enabling purely "public purpose" bonds to be excluded from this regulation.

Another issue which may be addressed by Congress is the tax status of industrial development bonds, which are currently tax exempt. The Administration has indicated a desire to review this exemption and may possibly support removing it.

PUBLIC PENSION PLANS

The results of a study by a House pension task force covering minimum pension standards for state and local governments is due to be released soon. The report is expected to lead to legislation dealing with such issues as investments, funding benefits, fiduciary standards, reporting, and disclosure of public pension systems.

On another related issue, an administrative ruling by the Internal Revenue Service (IRS) last year stated that state and local governments must now file annual returns (form 5500 or 5500-C) by a certain date or be fined \$10 per day for late filing.

In an attempt to resolve this problem, Sen. Richard Stone (D-Fla.) and Rep. Jack Cunningham (D-Wash.) introduced bills last year to clarify the question of pension system jurisdiction. The legislation, S. 1587 and H.R. 9118, would exempt state and local retirement systems from federal income tax liability and the burden of unnecessary reporting requirements. The congressmen are seeking additional co-sponsors and have requested that the appropriate committees with jurisdiction hold hearings as soon as possible on this vital issue.

SOCIAL SECURITY

The House of Representatives voted to delete a provision in the Social Security Financing Act Amendments of 1977 requiring mandatory coverage for all public and federal employees. The amendment, sponsored by Rep. Joseph A. Fisher (D-Va.), was a major victory for state and local governments.

The legislation, signed by President Carter Dec. 20, provides for a two-year study by governmental agencies of the impact of mandatory coverage on existing state and local retirement systems. Interested parties representing state and local governments may submit views, arguments and data during the development of this study. NACo anticipates that agreements will be worked out between governmental agencies involved and the project implemented early in 1978.

PUBLIC LIABILITY

Congress will be considering legislation that would open county governments to lawsuits for the acts of individual county officials. The amendments are contained within the Civil Rights Improvement Act of 1977, introduced in both Houses.

The act would change the definition of "person" as contained within the Civil Rights Act of 1871. As presently interpreted by the courts, liability claims for deprivation of civil rights by governmental officials have been restricted to suits against those same governmental officials. The new legislation explicitly defines "person" to include "any municipality, county, parish..." Thus, counties would also become liable.

Of concern to county governments will be the task of handling increased litigation as well as increased costs of attaining liability insurance. The Senate is expected to conduct hearings on this bill in early February.

COLLECTIVE BARGAINING

Two bills will be considered this session which require collective bargaining in state and local governments.

Rep. Frank Thompson (D-N.J.), chairman of the House Labor subcommittee on labor management relations, has introduced H.R. 777, which provides for extension of National Labor Relations Act to public employees and employers.

A bill, introduced by Rep. Edward Roybal (D-Calif.), H.R. 1987, establishes a National Public Employees Relations Commission to regulate state and local government labor relations. This bill would provide for mediation and fact finding in impasses.

EQUAL EMPLOYMENT OPPORTUNITY

Reps. Don Edwards (D-Calif.) and Robert E. Drinan (D-Mass.) introduced the Equal Employment Opportunity Reorganization Act, H.R. 3504, last year, but no hearings were held. The bill is aimed at correcting some of the original shortcomings of the Title VII legislation and is based on recommendations of the U.S. Civil Rights Commission and staff of the House subcommittee on equal opportunities.

Congressional action is unlikely on this bill because of efforts underway by the White House task force on civil rights reorganization. The concept of a single federal agency being responsible for enforcement of all equal employment laws and regulation is being considered.

The Task Force will submit a proposal to Congress this year. NACo will provide testimony at that time.

IPA FUNDING

Last year NACo was successful in influencing Congress to appropriate \$20 million for the Intergovernmental Personnel Act of 1970 (IPA). This represented a \$5 million increase over the President's budget request but was justified because of inflation, growth of other federal grant programs and the increased importance of state and local management improvement.

Early this year, Congress will hold hearings on the fiscal '79 appropriations bill and NACo will testify seeking additional funds for counties and other eligible applicants to implement improved personnel and management systems.

MANDATORY RETIREMENT

Last year both Chambers passed legislation which will prohibit retirement before age 70. A conference committee was unsuccessful at working out the differences. Action is expected early this year.

The County Year Book 77

A valuable reference tool, listing:

- Names/contacts in counties, state agencies, professional organizations
- Comparisons of services, revenues, expenditures, per capita
- Salaries of 25 county positions
- National and state legislation

Please send _____ copies of the 1977 County Year Book, \$22.50 each postpaid, or \$21.00 each if payment is enclosed, total \$ _____

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Washington, D.C. 20036

The County Year Book 77

MD. COUNTIES MEET

How to Provide More for Less?

PRINCE GEORGE'S COUNTY, Md.—Francis B. Francois, NACo second vice president and Prince George's County councilman, was elected president of the Maryland Association of Counties (MACo) during the group's annual winter meeting.

Also elected were: first vice president, Wayne B. Hamilton, Garrett County commissioner; second vice president, William Donald Schaefer, mayor, Baltimore City; secretary, Edward L. Cochran, Howard County executive; and treasurer, Ann C. Stockett, Anne Arundel County councilman.

Held at Hunt Valley Inn, north of Baltimore, the theme of the conference dealt with the "Challenge of Scarcity—Decision Making in Time of Limited Resources." More than 300 registrants attended seminars dealing with assessments, growth control and stimulation, new approaches to budgeting, state and federal actions affecting counties, coastal zone management and revenue alternatives for local governments.

GUEST SPEAKERS included Rep. Gladys Noon Spellman (D-Md.), former NACo president, and Maryland State Attorney General Francis B. Burch. Both addressed the theme of scarce revenue, large demands for services and the most efficient means of resolving those problems.

Spellman emphasized the tools, references and lobbying powers of NACo and explained how several bills—particularly revenue sharing—were affected by NACo.

Francois, in his keynote address, expressed his concern for the protection and advancement of local governments—particularly at the county level. He said Marylanders are fortunate because the state's

counties are large, are relatively strong governmental units and can locally address and solve most governmental needs. This distinguishes Maryland from many states where a complex array of overlapping, weak, geographically small governmental units confuse the average citizens, Francois explained.

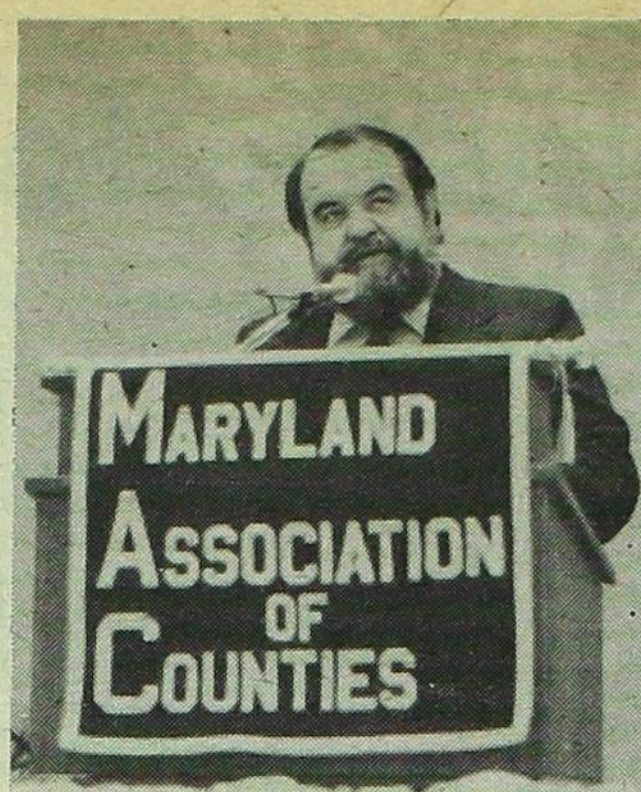
"County government is a tradition in Maryland, one that has served us well," he stated. "But we need to be ever watchful, to be certain that this asset is not eroded and destroyed. We live at a time when the state is taking an increased interest in getting involved with traditionally local issues, and when the White House and the Congress are deeply involved in what they regard as 'new approaches' to solving our nation's domestic problems.

"In all of this activity," Francois warned, "at the state and local level, it is possible that actions will be taken that will cripple or destroy local government as we know it."

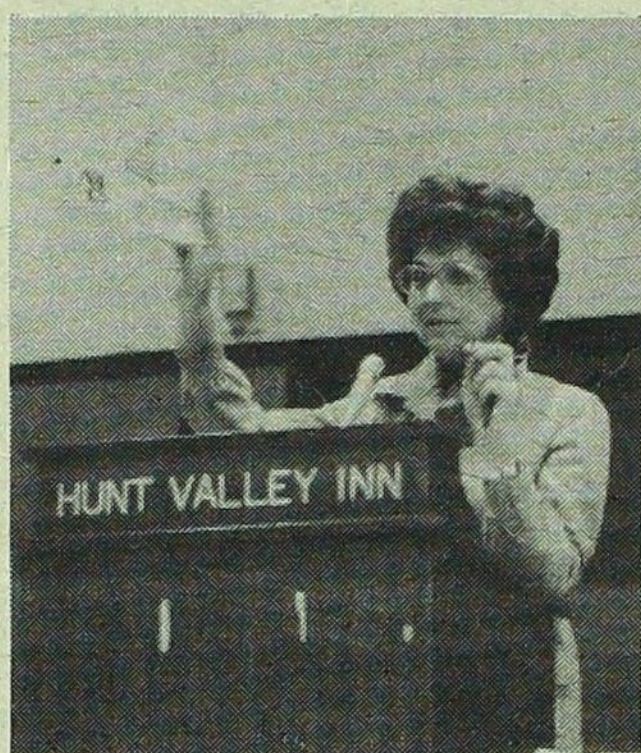
ALTHOUGH CONCERNED about actions which might be taken at the state level, Francois felt the more immediate problem was with "events that are occurring in Washington" that need the constant attention of the counties.

"In the area of the environment, there are current proposals in the Environmental Protection Agency to consolidate most of our air, water and solid waste programs into one package in which the state governments will play a clearly dominant role, to the effective exclusion of local governments," Francois said.

"In the President's task force drafting a new urban policy for our nation there are proposals to make the state governments the principal actors for controlling and guiding development activities, taking this traditional role away from local gov-



NEW PRESIDENT—Keynote address for the annual winter meeting of the Maryland Association of Counties (MACo) was delivered by Francis B. Francois, who was elected 1978 MACo president.



FEATURED SPEAKER—Rep. Gladys Noon Spellman (D-Md.), a former NACo president, used NACo literature to demonstrate her talk on national actions that affect counties.

ernments, or at least making them subservient to the decisions of state bureaucrats," he continued.

Francois asked the MACo Board of Directors to create a special advisory task force to deal with intergovernmental science, engineering and technological issues, similar to one recently created by the NACo Board of Directors.

MACo AFFILIATE organizations elected the following presidents: Dr. Donald K. Wallace of the Maryland Conference of Local Health Officials; Paul W. Barnett of the Maryland Association of County Civil Attorneys; Carole C. Larsen of the Maryland Association of County Planning Officials; Matthew Creamer of the Maryland Association of County Administrative Officers and Joseph J. McCann, of the Maryland Association of County Planning Officials.

During the concluding sessions, the membership adopted resolutions calling for a sound and determined state economic development policy, and state assumption of financing state election board offices rather than the present system of county financing.

Joseph J. Murnane is executive director of MACo.

Control of Gov't Growth Urged at Ore. Conference

LANE COUNTY, Ore.—More than 300 county officials attended the 72nd annual conference of the Association of Oregon Counties (AOC) held in Eugene.

Gov. Bob Straub headed a long list of speakers who covered a variety of local government concerns. Other speakers included: Lane County Commissioner Bob Wood; State Transportation Commission Chairman Glenn Jackson; Klamath County Commissioner Floyd Wynne; State Sens. Jack Ripper, Vern Cook, Victor Atiyeh and Ted Kulongoski; State Reps. Ed Linquist, Rick Gustafson and Earl Blumenauer; State Energy Department Director Fred Miller and Commissioner Jack Petitti from Clark County, Nev., representing NACo.

The welcome to the convention was presented by Lane County Commissioner Archie Weinstein. He identified government growth, the cost of government and government planning as areas of major public concern. Weinstein urged control of government growth and government encroachment upon individual rights.

THE MEMBERSHIP adopted resolutions urging:

- A change in the method of payment of national forest revenues to eliminate delays that have caused cash flow problems.
- More flexibility in the funding of federal-aid highway systems.
- Passage of the proposed two-cent increase in state gasoline taxes for maintenance of city streets, county roads and state highways.
- The Department of Commerce to adopt certification standards to encourage the development of local government inspection programs.

The two resolutions on transportation have also been endorsed by the League of Oregon Cities.

Judge Roy Hirai of Malheur County was elected president. Other of-

ficers include: first vice president, Charles D. Bailey, Tillamook County commissioner; second vice president, Earle C. Misener, Union County judge; treasurer, Ian Timm, Linn County commissioner; immediate past president, Harry Carson, Marion County commissioner.

BOARD MEMBERS are: Grant County Commissioner James Maple; Jefferson County Judge Herschel Read; Hood River County Commissioner Jerry Routson; Coos County Commissioner Woodrow Robison; Linn County Commissioner Vernon Schrock; Washington County Commissioner Raymond L. Miller; Multnomah County Commissioner Mel Gordon;

Kim Worrell of the Oregon State Association of County Commissioners; Don Penfold of the Oregon Association of County Clerks; Oliver Domreis of the Oregon Association of County Engineers and Surveyors; James Heenan of the Oregon State Sheriffs Association; Leona Puckett of the Oregon Association of County Treasurers.

AOC committees are chaired by: Linn County Commissioner Ian Timm for the Bylaws Committee; Lake County Commissioner George Carlson for the Agriculture and Natural Resources Committee; Jackson County Commissioner Tam Moore for the Community Development and Urban Affairs Committee; Polk County Commissioner Alan Miller for the Environment and Energy Committee;

Yamhill County Commissioner Colin Armstrong for the Finance and Administration Committee; Washington County Commissioner Raymond L. Miller for the Human Services Committee; Harney County Judge Dale White for the Public Lands Committee; Wasco County Judge J.B. Elder for the Transportation and Parks Committee.

P. Jerry Orrick is AOC executive director.

Officers Elected at N.D. Meeting

MORTON COUNTY, N.D.—Cass County State Attorney Mervin Nordeng was elected president of the North Dakota Association of Counties (NDACo) during its third annual meeting held in Mandan.

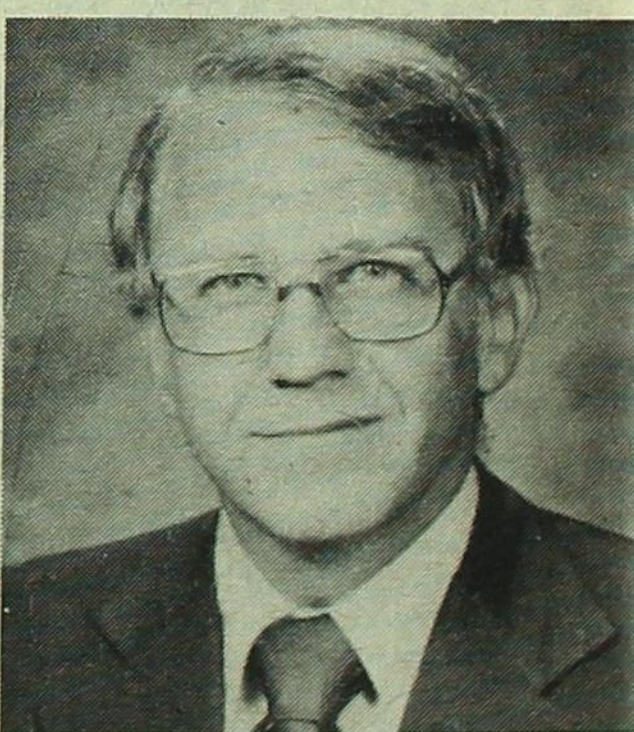
Other officers include: first vice president, John Murphy, Foster County commissioner; second vice president, Olaf Haaland, Ward County sheriff; secretary-treasurer Alyce Shefstad Tweed, Divide County auditor.

Newly affiliated association representatives serving on the Executive Committee are Pierce County Auditor Hazen Larson representing the County Auditors Association; McHenry County Superintendent of Schools Corabelle Brown representing the County Superintendents Council and Bottineau County Register of Deeds Kathryn Crogen representing the Register of Deeds Association.

Other NDACo affiliates include state's attorneys, county treasurers, sheriffs, county commissioners and county judges and clerks of district court.

The association adopted policy resolutions which call for:

- Fiscal notes on all state mandates affecting county government.



Nordeng

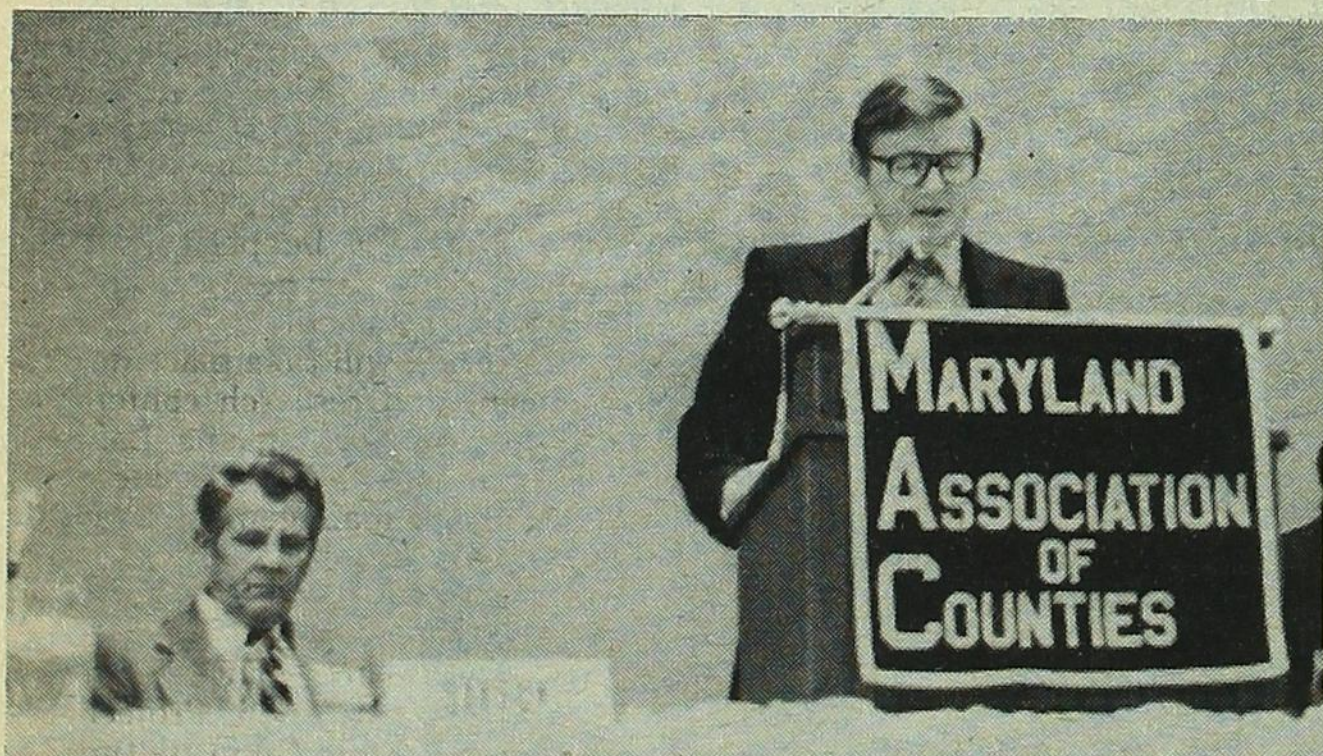
- Permissive legislation allowing county "discretion" in budgeting and finance.

- Special safeguards to minimize state intrusion into matters of predominantly local concern—employee compensation, hours and working conditions.

- Moratorium on creation of special districts.
- Coordination with the League of Cities.

- Oversight of regional council activities.
- Beginning of district meetings with counties.

Dennis Frederickson is NDACo executive director.



WELCOMING REMARKS for the annual winter meeting of the Maryland Association of Counties (MACo) were made by John W. Murphy, chairman of the Baltimore County Council. At left is Leonard W. Dayton, president of the Dorchester County board of commissioners and outgoing association president. (Photos by Judy Colbert)

Tennessee Officials Gather

HAMILTON COUNTY, Tenn.—Several potential Democratic candidates for governor appeared at the fall meeting of the Tennessee County Services Association in Chattanooga (TCSA).

Additionally, seminars on legislation, pending and approved, and a range of topics which affect county governments and highway management were presented.

Some 250 delegates attended, representing three statewide county officials' organizations. TCSA is comprised of three organizations—the Tennessee County Judges Association, the Tennessee County High-

way Officials Association, and the Tennessee County Magistrates Association—which have a combined membership of approximately 1,500.

"These local government officials are responsible for solving similar local problems," stated County Judge Don Moore of Hamilton County, host for the fall meeting.

In addition to the potential gubernatorial candidates, speakers included Lt. Gov. John Wilder, House Speaker Ned R. McWherter, Nashville Mayor Richard Fulton, State Rep. James O. Lanier and Public Service Commissioner Robert Clement.

State Transportation Commissioner Eddie Shaw spoke to the entire group and at a special meeting of the county highway officials. The highway officials had a panel discussion on federal, state and local highways.

Other speakers included: State Rep. David Copeland on a Taxpayers' Coalition proposal on state spending limitation; Charles R. Rice of R.E. Harrington and Co. on the federal unemployment act and its effect on state political subdivisions; Frank Hinton, director of the Office of Local Government; and Tony McCann, NACoRF rural health project director.

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Newsmakers

MISSISSIPPI—J. Monroe Spiers of Pearl River County has been elected president of the Mississippi Circuit Clerks Association.

Other officers are: First Vice President Sara McCool of Attala County; Second Vice President D. Rex Brown of Jasper County; Secretary-Treasurer Charlotte Burks of Monroe County.

LAFAYETTE COUNTY, Ark.—Sheriff Wade Tatom has been appointed by Gov. David Pryor to the Law Enforcement Training Academy Board to replace Union County Sheriff Homer Pirtle who resigned.

NEBRASKA—Officers have been elected in the Southwest and Panhandle Districts of the Nebraska Association of County Officials.

Panhandle officers are: President Frank Kortz of Sheridan County; Vice President Ed Narjes of Cheyenne County.

Southwest officers are: President E.L. "Tom" Kemp of McPherson County; Vice President Dale Lingo of Dundy County; and Secretary-Treasurer Vera Gragg of McPherson County.

WASHTENAW COUNTY, Mich.—Washtenaw County Commissioner Kathleen M. Fojtik has been appointed to the newly formed Crime Victims' Compensation Board by Gov. William G. Milliken.

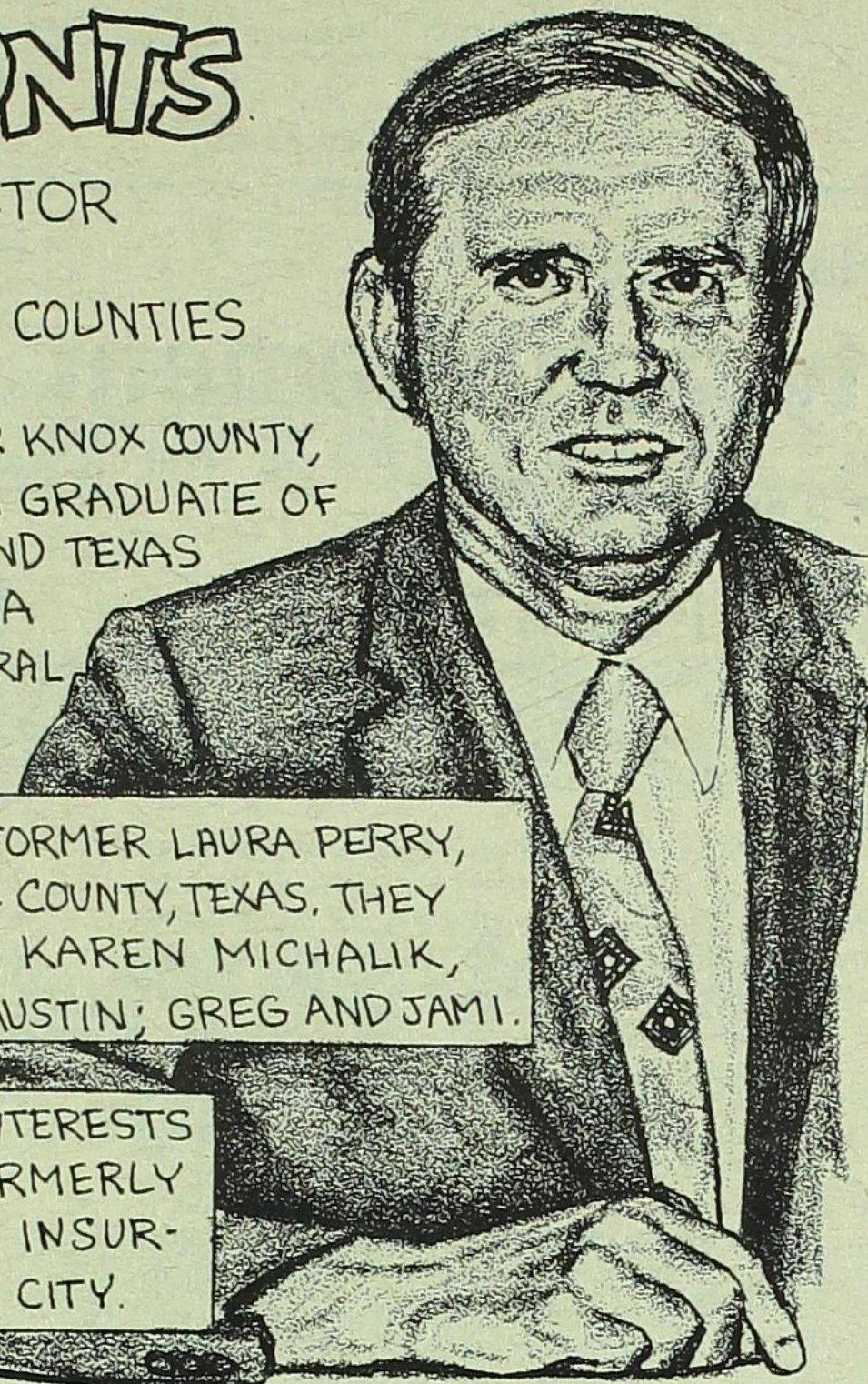
Sam CLONTS

EXECUTIVE DIRECTOR
OF THE
TEXAS ASSOCIATION OF COUNTIES

A MEMBER OF A PIONEER KNOX COUNTY, TEXAS, FAMILY, SAM IS A GRADUATE OF KNOX CITY HIGH SCHOOL AND TEXAS TECH UNIVERSITY WITH A B.S. DEGREE IN AGRICULTURAL ECONOMICS.

HE IS MARRIED TO THE FORMER LAURA PERRY, A NATIVE OF COMANCHE COUNTY, TEXAS. THEY HAVE THREE CHILDREN; KAREN MICHALIK, MARRIED AND LIVING IN AUSTIN; GREG AND JAMI.

CLONTS HAS FARMING INTERESTS IN KNOX COUNTY. HE FORMERLY WAS A PARTNER IN AN INSURANCE AGENCY IN KNOX CITY.



CLONTS, ELECTED KNOX COUNTY JUDGE IN 1966 WAS RE-ELECTED THE TWO FOLLOWING ELECTIONS. HE HELD THE POST UNTIL HE BECAME EXECUTIVE DIRECTOR OF TAC ON JANUARY 1, 1977. WHILE COUNTY JUDGE, HE WAS ACTIVE IN TAC, SERVING ON THE BOARD FOR THREE YEARS AND AS PRESIDENT IN 1976. HE WAS A MEMBER OF THE LEGISLATIVE COMMITTEE OF THE COUNTY JUDGES AND COMMISSIONERS ASSOCIATION OF TEXAS. HE IS PAST PRESIDENT OF THE WEST TEXAS COUNTY JUDGES AND COMMISSIONERS ASSOCIATION.

SAM CLONTS IS DIRECTOR OF THE KNOX COUNTY CIVIL DEFENSE AND CHAIRMAN OF THE KNOX COUNTY HISTORICAL SOCIETY. HE IS ALSO ACTIVE IN THE KNOX CITY METHODIST CHURCH HAVING SERVED AS CHAIRMAN OF THE BUILDING COMMITTEE DURING CONSTRUCTION OF A NEW CHURCH AND PRESENTLY SERVING ON THE OFFICIAL BOARD AS A TRUSTEE. HE HAS SERVED SIX YEARS ON THE KNOX CITY SCHOOL BOARD AND THREE ON THE COUNTY HOSPITAL BOARD.

Job Opportunities

Program Manager. Southern California Association of Governments. Salary to \$28,000. Responsible for maintaining Regional Housing Allocation Model, updating Regional Housing Element and providing assistance and guidance to Housing and Urban Development (HUD) and local governments in distributing and implementing assisted housing programs. Applicant must have good working knowledge of HUD regulations and procedures and of state and local government and private sector roles in housing and community development, and have program management skills as background to work in intergovernmental setting. Requires a minimum of five years experience. Resume to: Personnel Office, Southern California Association of Governments, 600 South Commonwealth Ave., Suite 1000, Los Angeles, Calif. 90005. Closing date Jan. 30.

County Corrections Coordinator. New Hampshire Association of Counties, 163 North Main St., Concord, N.H. 03301. Salary to \$15,000. Planning, program development and technical assistance for statewide county corrections project must have working knowledge of all phases of corrections. Bachelor's degree in social sciences and two years experience or master's degree required. Resume to: New Hampshire Association of Counties, 163 North Main St., Concord, N.H. 03301.

Mental Health Director. Chautauque County, N.Y. Salary based on qualifications. Responsible to Mental Health Board and county executive for administrative management of county mental health services. Position requires licensed psychiatrist or advanced degree in social work, health care administration or psychology and five years mental health experience. Resume to: Chautauque County Department of Personnel, County Office Building, Mayville, N.Y. 14757, 716/753-4237.

Director, Medical Services Division. Allegheny County, Pa. Salary \$35,000 to \$43,500. Medical and executive direction of public health programs. Requires five years medical experience in private or public health including three years administrative or supervisory experience. Applicant must be a medical school graduate, have completed a rotating internship in an approved hospital and an MPH or three years additional public health experience. Resume to: Dr. Frank Clark, VMD, Director, Allegheny County Health Department, 3333 Forbes Ave., Pittsburgh, Pa. 15213, 412/355-4008.

Executive Assistant. San Mateo County, Calif. Salary \$23,880 to \$29,856. Graduation from an accredited college or university and five years paid experience, at least three years in state or local government, one of which must have been in a supervisory capacity, performing management analysis, administrative surveys, budgetary analysis, or organizational or procedural analysis duties within the past 10 years. A master's degree in public or business administration may be substituted for one years experience. Applications and information from: Personnel Department, San Mateo County, 590 Hamilton St., Redwood City, Calif. 94063, 415/364-5600, ext. 2355. Closing date Feb. 3.

Borough Manager. Matanuska-Susitna Borough, Alaska. Salary negotiable. Assembly-manager form of government, 50 employees, \$19 million budget, multimillion dollar building program. Responsible to five member assembly. Traditional agricultural and government employment economic base is meshing with rapid suburbanization in borough. Requires college degree, preferably master's degree in governmental administration, considerable experience in local government, including five years as administrator of a municipality or county. Experience may be substituted for master's degree. For information, write Borough Mayor Ronald L. Larson, P.O. Box B, Palmer, Alaska 99645.

Public Safety Training Coordinator. Eugene, Ore. Salary \$16,055 to \$21,298. Applicant will develop, implement and analyze various training programs of the department. Must have the ability to establish and maintain harmonious relations with employees, community organizations, state and local training programs and the general public. Graduation from an accredited college or university with course work in education or criminal justice and three years experience in criminal justice system, preferably supplemented by training in management, personnel administration, public administration or an equivalent combination of experience and training. Resume to: Lane County Sheriff's Department, 125 East Eighth Ave., Eugene, Ore. 97401.

County Administrator. Manatee County, Fla. Salary \$28,000 to \$37,000. Central west coast location with a population of about 14,000 and growing rapidly. Position responsible to five member county commission. Applicant must meet one or more of the following requirements: MPA or MBA and two years appropriate experience; MA or MS in public or business administration and three years of appropriate experience; or BA, BS or BBA and five years appropriate experience. Closing date is Feb. 15. Send resume to: Chairman, Board of County Commissioners, P.O. Box 1000, Room 220, Courthouse, Bradenton, Fla. 33506.

County Planning Director. Merced County, Calif. Salary \$22,584 to \$27,456. Position requires graduation from an accredited college or university with a major in civil landscaping or architectural engineering or planning and four years responsible professional experience in government planning. Resume to: Merced County Personnel Department, 222 "M" St., Merced, Calif. 95340, 209/726-7282. Closing date Feb. 3.

County Planning Director. Jefferson County, Pa. Salary \$12,000 to \$14,500. Position effective immediately. Applicant must have knowledge of comprehensive planning techniques and data collection. Master's degree with three years progressively responsible experience or bachelor's degree with extensive planning experience. Resume to: Andrew S. Laska, Chairman, Jefferson County Commissioners Courthouse, Main St., Brookville, Pa. 15825.

Personnel Director. Shawnee County, Kan. New position, salary commensurate with education and experience. Applicant will be responsible for developing a complete personnel program along guidelines established by county commission. Resume to: County Commission Office, Room 205, Courthouse, Topeka, Kan. 66603.



Dear NACErs:

County highway engineers in Minnesota are being confronted with a major problem: the deterioration of our state's bituminous surfaced roads. The problem involves both surface failures and structural defects. Heavy commercial traffic transporting agricultural and other products is traveling over roads with insufficient aggregate base to handle the traffic. While more dollars will be devoted to resurfacing at the expense of construction, there is still not enough money available to resurface hard-surfaced roads. According to our state Department of Transportation, by 1989 overlays will be required on 4,600 of the 9,500 miles of bituminous surfaced state highways. The cost of these overlays is estimated at \$195.25 million. By 1989, resurfacing needs for roads under county jurisdiction are estimated at \$385 million.

I am sure my two counties, Stevens and Traverse, are not unique. This summer, six miles of road, which I had not even included in my plans for projects over the next six years, fell apart. This failure was caused by traffic loads, not by weather.

Even with 100 percent of our construction dollars spent on overlays, we still will fall far behind our needs. Our program simply cannot progress with the resources now available. Without additional funding, the alternative is to allow local roads to revert to their previous condition; in other words, to gravel surfaced roads. This has happened in one Minnesota county, and the citizens were extremely unhappy. We must work together to preserve our original investment in our highway systems.

To tell our story we need facts and figures. In Minnesota, we have sent questionnaires to all county engineers working with our state DOT and the Minnesota Good Roads Association.

Information on the condition of bituminous surfaced roads in other counties is also needed so NACE and NACO can present our case at the national level. Our representatives and citizens should be alerted to what will happen to these roads in the near future. The problem must be addressed before it is too late.

—Larry B. Schaub, Engineer
Stevens and Traverse Counties

VALUE ENGINEERING

The Federal Highway Administration (FHWA) has given notice of the application of value engineering (VE) in the federal-aid highway program (*Federal Register*, Dec. 1).

According to FHWA, "value engineering is the systematic application of recognized techniques which identify the function of a product or service, establish a value for that function, and provide the necessary function reliably at the lowest overall cost."

"In the highway context, product or service includes not only the structural elements, but also the process,

equipment, and supplies used in their development from concept through maintenance and operation. In all instances, the required function should be achieved at the lowest possible life-cycle cost consistent with requirements for performance, maintainability, safety, and esthetics."

FHWA recognizes VE as a useful management technique successfully employed for cost control in many industries and government agencies, and which, through timely application, can result in considerable cash savings as well as product improvement.

FHWA is encouraging state use of VE, as needed, throughout highway project development, construction, operation and maintenance and, through the division administrator, requesting that VE be performed on those features of federal-aid projects where its employment has high potential for public benefit.

A session on value engineering will take place during NACE's annual management and research conference Feb. 15-18 at the Grand Hotel in New Orleans, La. Discussion of VE led by Ed Johnson, FHWA value engineer, will be presented during the management program 10:15 a.m.-noon, Thursday, Feb. 16.

HIGHWAY PHOTOMONTAGE

FHWA will present a Demonstration Project on "Highway Photomontage No. 40" Jan. 26 in Baltimore, Md. Contact William Lattin, regional landscape architect at (301) 967-2063, for information.

TENNESSEE TRAFFIC TECHNICIANS TRAINED

To help improve traffic engineering services and assist states in implementing highway safety standards, the Institute of Transportation Engineers (ITE) has developed a Traffic Technician Curriculum. This training package is being tested at the University of Tennessee, through a grant from the Governor's Highway Safety Program and in cooperation with the Traffic Engineering Division of the Tennessee Department of Transportation. The University of Tennessee's Department of Civil Engineering administered the first phase of the ITE Traffic Technicians Curriculum dealing with signs and markings.

This program was highly successful, offering training in such areas as standards in the "Manual on Uniform Traffic Control Devices for Streets and Highways" (MUTCD). Over 96 percent of the program participants felt the course was worth the time and money. The objective of the program—to increase technical competence and awareness of good signing and marking principles—was reportedly achieved.

Further information on this and other ITE Traffic Technician Curriculum programs is available from the Institute of Transportation Engineers, 1815 Ft. Myer Drive, Arlington, Va. 22209.

Matter and Measure



The Search Is On

Announcing the 1978 County Achievement Award Program Deadline for Entry: Feb. 17, 1978

Purpose: To give national recognition to progressive county developments that demonstrate an improvement in the county's structure, management and/or services.

NACo Seeks: 1) to recognize the county government rather than individuals; 2) to solicit programs representing counties with various populations, administrative structures, population mixtures, economic structures, geographic distributions, and various historic and cultural traditions; 3) to elicit a wide range of case studies including an assortment of particular interest to the NACo functional affiliates; 4) to select achievement award recipients on the basis of general recognition of the progressive development in their county rather than on the basis of a national contest.

Case History: 1) Case studies must be accompanied by completed entry form which has been signed by the county elected executive, board chairman, or president of board. 2) The decisive role of the county in developing and implementing the program must be detailed. 3) Evidence of the program's accomplishments over a significant time period must be documented for adequate evaluation for an award. 4) Case studies should be no longer than 10 double spaced, 8-1/2" x 11" pages and must include all information requested on the following outline. When including supportive data, please place it in a 9-1/2" x 12" manila folder to ensure it does not become separated from the case study.

- I. Historical Background (use exact dates)
 - A. Need for program
 - B. Responsibility for program development
 - C. Role of the county
 - D. Role of other governments, civic groups and press (if applicable)
 - E. Means of financing
 - F. Law under which program exists
- II. Summary of Program's Accomplishments
- III. Prospects for Future of Program

Whenever possible include photographs (black and white glossy), charts and other supportive data. All entries become the property of the National Association of Counties. NACo reserves the right to edit all entries for the most effective means of presentation. Selected case histories will be made available through NACo's New County Living Library. Recognition for award recipients will be made at NACo's annual conference.

Miscellaneous: Please include a list of any consulting firms, equipment companies or other private firms utilized by the county in accomplishing your program. Please note that programs which received a NACo Achievement Award in prior years are not eligible for another award. Multiple entries are welcome; however, one plaque will be given with each of the awards listed thereon. Additional plaques may be purchased for \$20 each.

1978 New County Achievement Award Entry Form

County _____ State _____

Mailing address and name of: Board Chairman/President/Elected County Executive

Signature _____

Title of Case Study/Program to be considered for NACo County Achievement Award:

Case Study prepared by:

Name _____

Department _____

Title _____

Address _____

Phone Number _____

Date Submitted _____

Please return to:

New County, U.S.A. Center
National Association of Counties
1735 New York Avenue, N.W.
Washington, D.C. 20006
202/785-9577

Please Note: All materials sent with achievement award entry become property of NACo.

Deadline for all entries to be received by New County, U.S.A. Center is Feb. 17, 1978. For more information call Joan Paschal or Linda Ganschinietz.

Help for Elderly May Be Too Late

Continued from page 1

the funds are released. But he cannot predict how long Congress, the President, and the Office of Management and Budget (OMB) will take to process the bill.

• **The Electrical Lifeline for the Elderly Rate Reform Act.** Sponsored by Sen. Gary Hart (D-Colo.), this bill faces uncertain passage. But, even if it does pass, few utility companies could establish new lower rates for the elderly this winter.

• **A federal income tax credit of \$75 to the elderly to pay for higher utility bills.** This bill faces opposition because it provides no help to those too poor to file an income tax return. And it would provide assistance in April for problems that exist now.

• **Social Security benefit levels.** Increases in the cost-of-living are met in the June check, several months after the elderly must pay their winter bills.

Such delayed assistance, according to a study of 749 low-income elderly in Pontiac, Mich., means senior citizens "tend to remain current on their fuel bills, possibly at the expense of food and medical needs." Or, as Steve Guptill, a reporter for WNAC-TV in Boston, found elderly people reduced their living space to one room to avoid high utility bills.

PROSPECTS FOR the elderly this winter, however, are not completely bleak.

The U.S. Department of Agriculture recently changed food stamp regulations so that persons can pay less for their stamps by presenting their utility bills to the local food stamp office. Previously, a food stamp recipient had to present a paid bill.

There are problems, however, with this rather indirect and incomplete form of assistance. For example, the Michigan study found that many elderly people who could qualify for food stamps do not obtain them.

Several states have been more direct and prompt with assistance to the elderly.

Deadline Nears for Fellowships

WASHINGTON, D.C.—A program offering fellowships for doctoral dissertations in public personnel management is being jointly sponsored by the National Association of Schools of Public Affairs and Administration (NASPAA) and NACo. Deadline for applications is Feb. 15.

The fellowships, not to exceed \$8,000, are being funded by the U.S. Civil Service Commission under the Intergovernmental Personnel Act.

Suggested topics for research include employee compensation and fringe benefits, labor management relations, equal employment opportunity and affirmative action, the relationship between career personnel and elected or appointed policy leaders, staff productivity and resource utilization, and ethics and professionalism in the public sector.

Applications will be judged by a panel of five deans and five local government executives on the basis of the significance of the problem to be investigated, the degree to which objectives are clearly stated and attainable, the quality and timing of the work program, and the reasonableness of the budget.

To obtain more information, contact NASPAA, 1225 Connecticut Ave., N.W., Washington, D.C. 20036, 202/785-3260.

Last autumn Ohio and Michigan both enacted legislation which will provide utility assistance to elderly people with yearly incomes of \$7,000 or less.

In Ohio \$40 million has been provided to pay for a 25 percent reduction in the utility costs of those 65 and over and others who are permanently disabled. Every household that has received a homestead exemption receives this reduction automatically. County auditors provide the state with the names of the eligible and the utility companies that serve them. Renters and those in mobile homes obtain application blanks in banks, libraries, etc., to obtain reductions in their electricity, gas, propane, coal, and wood bills.

"ALTHOUGH OUR estimates are still very rough," says Dick Huffman, senior citizen liaison of the Ohio Commission on Aging, "we're now helping about 400,000 people, which is about 80 percent of the number we projected."

Huffman adds that twice as many people living in mobile homes applied for the reduction as had been expected.

Michigan is providing grants from \$60 to \$200 to help elderly and low-income people with high utility bills.

Colorado and California have had "Lifeline" utility rate reductions available for several years. At present Colorado is debating whether or not to include electricity as well as gas under the law.

Florida provides an "inverted rate structure." This allows those who use the least amount of electricity, such as the elderly, to pay the lowest rate for what they use.

County officials in other states, however, face a more difficult task in trying to assure timely assistance to their elderly residents in need.

ON THE EASTERN shore of Maryland, Gaines and several social service providers in Queen Anne's and Kent Counties recently held a meeting to discuss what approach they should suggest to the county commissions.

"We decided to sit tight for the time being and just keep our ears open for anybody having trouble," Gaines says.

One proposal considered at the meeting, however, was to call on the county commissions to pay interest charges on low-interest loans obtained from local banks to pay the utility bills of elderly county residents.

Reimbursement, Gaines explains, would have been obtained either from the Community Services Administration's Crisis Intervention grants, once they were available, or from the elderly themselves when their June Social Security checks provided the extra dollars to pay the bills.

THE COUNTIES, in this case, would pay only the interest charges. Perhaps, it was suggested, the CSA grants might even cover the costs of the interest payments.

Don Turbidity of the CSA's Washington legislative office, however, says that relying on the CSA program for reimbursement is a risky bet.

Although there is no language in the present bill that would exclude such a scheme, he says, governors play a very heavy role in how this program operates and someone who had paid the elderly's bills "might be left holding the bag."

Besides, Turbidity adds, this bill is so delayed that, even if Congress passes it, the Office of Management and Budget may ask for a rescission against the use of the funds.

"They'll probably argue," he says, "that it's just too late to do any good."

—Phil Jones, NACoR