

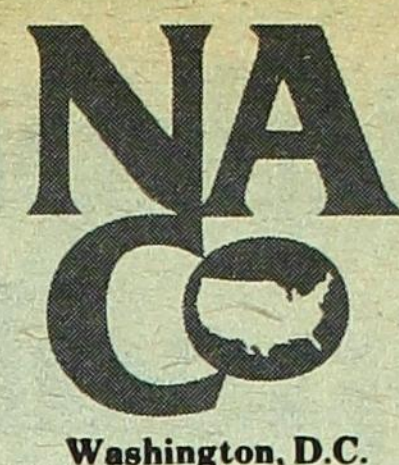
**This Week
Budget
analyzed,
pages 5-10.**

Vol. 10, No. 5

COUNTY NEWS

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

Jan. 30, 1978



Budget Pinches Counties

WASHINGTON, D.C.—The \$85 billion requested in President Carter's fiscal '79 budget is a 6 percent gain in federal aid over last year to counties, states, and cities, but it represents an actual reduction in the portion of the budget allocated to states and localities.

The bulk of the increase will go to individuals in the form of benefit payments through entitlement programs such as Medicaid, Aid to Families with Dependent Children (AFDC), health, food and housing assistance.

Last year, 17.4 percent (or \$80.2 billion) of the total federal budget went to states, cities and counties. This year, it is 17 percent. As a percentage of state and local budgets, the federal share would decrease by 1.3 percent to 26.2 percent.

REACTING TO the \$500 billion budget proposal Carter sent to Congress Jan. 23, NACo Executive Director Bernard F. Hillenbrand said that:

"County officials are very disappointed because the President chose not to ask Congress to provide immediate fiscal relief to counties for welfare costs.

"Total county welfare costs are the highest of all expenditures," he explained, "and they have increased 205 percent in the past 10 years. The local property taxpayer is carrying this unfair burden along with sky-

rocketing health costs for those who are in need."

On the plus side, counties welcomed news of increased programs for community development, energy conservation, preventive health services, water pollution control facilities, economic development, teenage pregnancy prevention, hospital cost controls, a 15 percent increase for education programs and continuation of the payments-in-lieu of taxes program.

Hillenbrand praised the Administration's continued sensitivity to the needs of rural America through increased grants and loan requests.

SPECIFICALLY, counties are concerned that in the fiscal '79 budget:

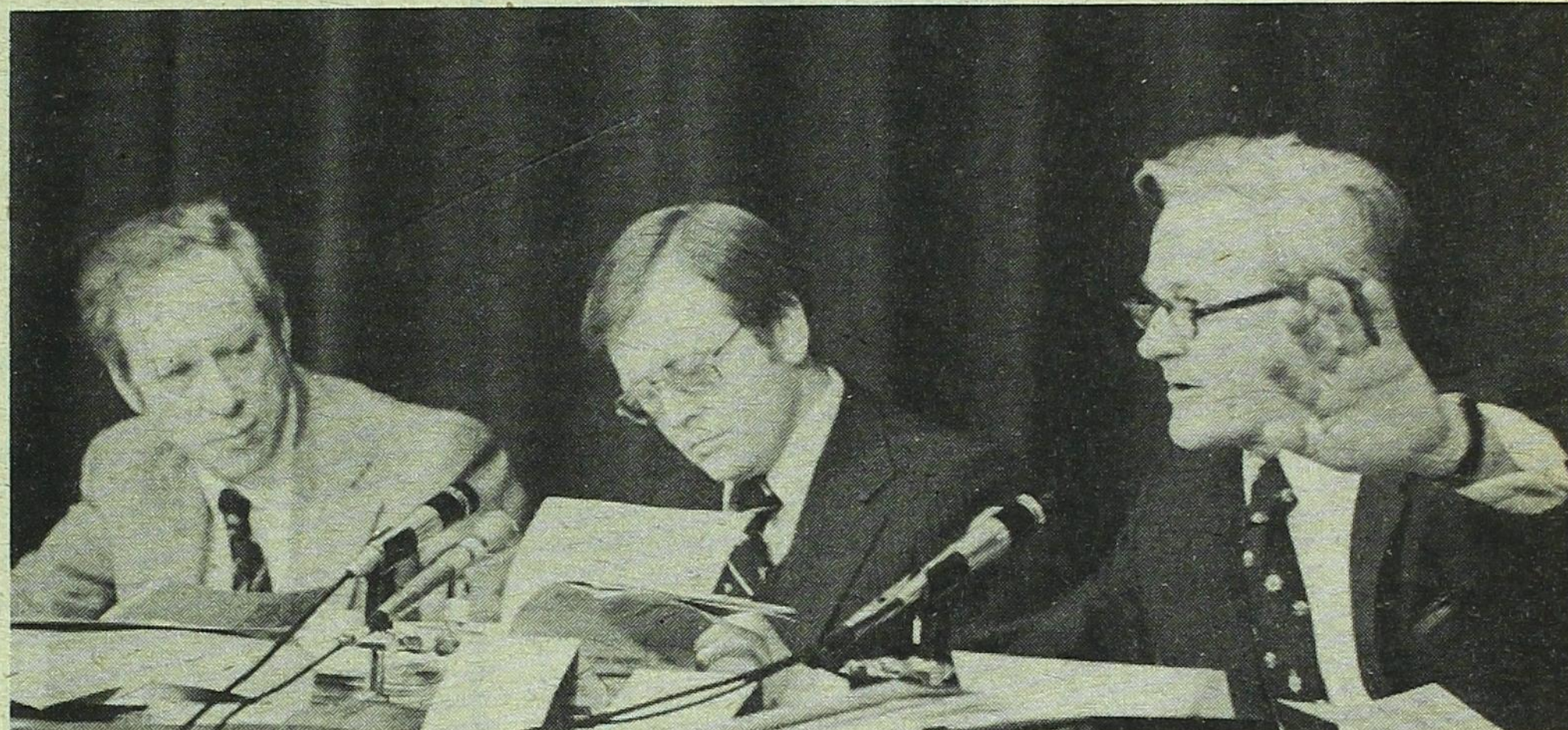
- There is no proposal for welfare reform.

- The President proposes to close only two of the many gaps in the Medicaid program which threaten to bankrupt many local governments.

- There is no increase planned for Comprehensive Employment and Training Act (CETA) programs, even though increases in minimum wage rates will force reductions in available job positions.

- Youth programs, except for a new effort to place youth and other disadvantaged persons in private sector jobs, have suffered serious cuts.

- There is a proposal, once again,



From left, Treasury Secretary Michael Blumenthal; new director of the Office of Management and Budget James McIntyre; and economic adviser Charles Schultze hold a budget briefing.

to reduce the impact aid program to the nation's school systems.

- There is no assistance to counties for meeting requirements of Section 504-handicapped regulations.

In the transportation area, Hillenbrand stressed the need for massive action to replace the nation's unsafe and obsolete bridges.

"The amount requested (\$450 million) is only a drop in the bucket," he said.

Letter Quiets Welfare Flap

WASHINGTON, D.C.—President Carter in a handwritten note to Rep. James Corman (D-Calif.) Jan. 25 pledged his personal support for welfare reform during this session of Congress.

The letter was personally delivered to Corman, chairman of the special House subcommittee which is developing a welfare reform bill.

CARTER'S MESSAGE was designed to defuse the furor which was caused by a front page story in *The Washington Post* that quoted two senior White House aides as saying they did not expect Congress to pass welfare reform this year.

"I have every hope and expectation that the welfare reform proposals will be passed by the Congress this year if the superb work of you and your committee continue. Although it will not be easy, there is growing interest in the Senate. We will do our best in cooperation with you, Sen. Moynihan and others to be successful this year," said the President's letter.

"Call on me directly when I can be of help, and, of course, Secretary Califano, other members of the Cabinet and all of those who work with us are eager to be continuing partners with you."

DESPITE THE Carter letter, the fate of welfare reform in both the House and Senate is uncertain.

The welfare reform subcommittee began Jan. 26 marking up the jobs portion of the welfare bill two days late because of disagreement between Rep. Augustus Hawkins (D-Calif.) and the Administration over wages.

The cash assistance part of the bill (Title I) has been drafted based on the conceptual markup by the subcommittee in December and a line-

by-line legislative markup is scheduled.

At the Jan. 25 subcommittee meeting, the Congressional Budget Office (CBO) and the Department of Health, Education and Welfare (HEW) officials discussed their cost estimates in the subcommittee's bill.

The Administration had estimated that its bill, H.R. 9030, would cost the federal government an additional \$2.8 billion in 1981 when the program would take effect. HEW estimated the subcommittee's bill would cost \$1.1 billion over this amount for a total of \$3.9 billion; CBO estimated the additional cost at \$2.96 billion for a \$5.76 billion total.

CORMAN SAID he is confident of getting a bill to the Senate by April 1 so that both Houses can act this year. Chairman of the House Ways and Means Committee Rep. Al Ullman (D-Ore.) announced that he will offer his own welfare reform bill as a substitute. The Ways and Means, Agriculture and Education and Labor Committees must all vote on the bill before it will go to the House floor.

Sen. Daniel Patrick Moynihan (D-N.Y.), chairman of the Finance public assistance subcommittee, has pledged his efforts to enact welfare reform this year. In response to the White House statement, Moynihan said, "He (Corman) and I remain undaunted and determined to press ahead with welfare reform."

County officials are urged to contact their congressmen to continue pressing for welfare reform now. The recent events in Washington have shown a grassroots campaign is essential for success.

—Aliceann Fritschler

Campaign Begins for VP Posts

John Spellman, far right, and Jack Simmers, right, have announced for third and fourth vice presidents.

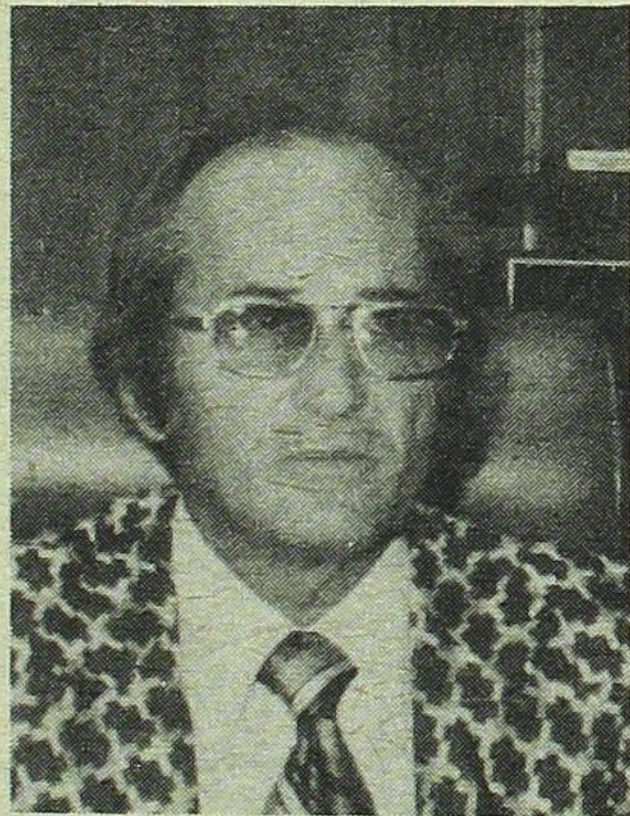
WASHINGTON, D.C.—Campaigns are underway by two NACo board members, John Spellman and Jack Simmers, to fill two vice presidential positions.

Spellman, executive, King County, Wash., is seeking the office of third vice president and Simmers, commissioner, Polk County, Fla., is a candidate for the seat of fourth vice president.

Both men have been active in NACo and have participated in governmental affairs at the national, state and local levels.

Within NACo, Simmers has served on the Home Rule and Regional Affairs Committee and on the Committee on the Future. He is presently a member of the Ways and Means Committee.

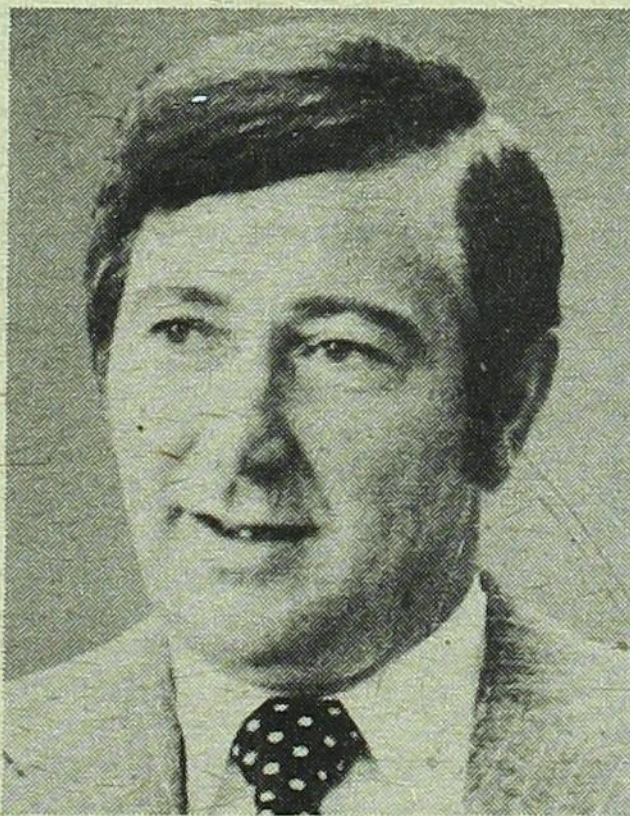
Spellman is presently serving as vice chairman of NACo's Land Use Committee and as a member of the Ways and Means Committee. He was for five years chairman of the Criminal Justice and Public Safety Committee and served as chairman of the



Council of Elected County Executives. He has presented the county viewpoint nationally at the White House Conference on Youth and Inflation and as chairman of the federal Coastal Zone Management Advisory Committee.

Both men have been active in their state associations of counties. Spellman is a member of the board of the Washington Association of Counties and Simmers is a past president of the State Association of County Commissioners of Florida. His service within the state of Florida has included the Local Government Study Commission, Intergovernmental Personnel Review Committee and Human Rights Advocacy Committee.

Simmers has served as county commissioner in Polk County since 1968, and is currently chairman for the third time. He was instrumental in creating the Central Florida Regional Planning Council and has served as its chairman since its inception in 1974. His interest in



regional problems is also evidenced by his service on the board of the National Association of Regional Councils, and his chairmanship of that organization's Nonmetropolitan Policy Development Committee.

For the past eight years, Spellman has served King County as commissioner and as executive, having been elected to the latter position for a third term in November. Although King County is usually thought of as urban, it encompasses a large rural area.

NACo's Annual Conference will be held in Fulton County (Atlanta), Ga. July 9-12. County officials wishing to be considered for any office at that time should send their names to President William Beach at NACo headquarters, attn: Nominating Committee. In accordance with NACo policy, all candidates are entitled to coverage in *County News*. Appropriate information may be sent to Christine Gresock, news manager, 1735 New York Ave., N.W., Washington, D.C. 20006.

Baker Joins Speaker List

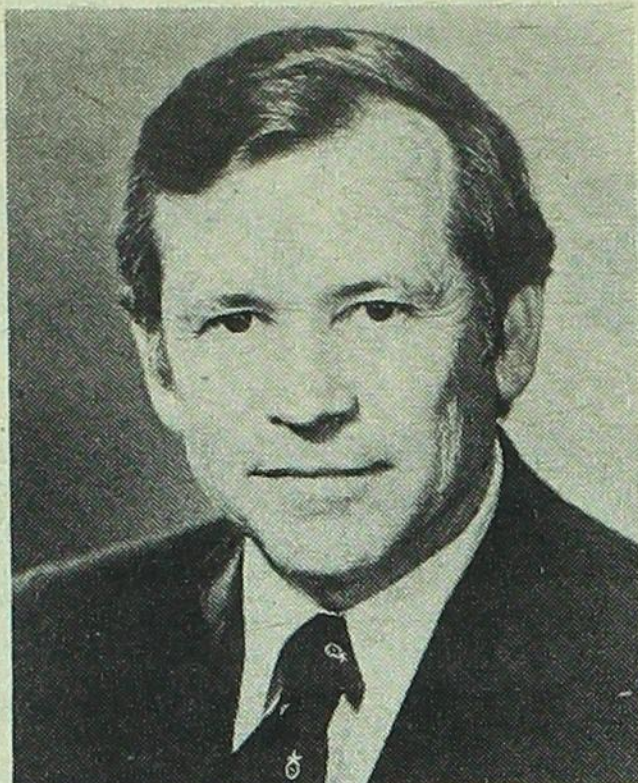
WASHINGTON, D.C.—Howard Baker, Senate minority leader, will address the closing luncheon at NACo's annual legislative conference to be held here March 12-15. Sen. Baker, serving his first term as minority leader, gained national prominence as the ranking Republican on the Senate Watergate investigating committee.

The legislative conference will also be addressed by Sen. Russell B. Long, Senate Finance Committee chairman; Secretary of Commerce Juanita Kreps; and Secretary of Labor Ray Marshall, as well as numerous congressmen and representatives of the Carter administration.

The conference is designed to acquaint county officials with issues coming before Congress that directly affect counties and other local governments and to brief them on recently enacted legislation.

Conference sessions will include tax reform, CETA reenactment, welfare reform, Social Security, federal urban policy, community development, health planning, national energy policy, clean water and air and LEAA reorganization.

The conference also provides county officials an opportunity to visit their congressional delegations and federal agencies to alert them to national policy positions adopted by the NACo membership.



Baker

Particular emphasis this year will be placed on workshop sessions that will explore the "nuts and bolts" of various legislative proposals so that county officials can discuss these issues in detail with their congressmen and program administrators. They will, as far as possible, provide opportunities for questions and discussion from conference participants.

In addition to the formal sessions of the conference, all NACo steering committees will meet, as well as the NACo board of directors and many of the NACo affiliates.

LEGISLATIVE CONFERENCE TENTATIVE PROGRAM

NACo's 1978 annual Legislative Conference has a special purpose: it is designed to focus on legislation coming before the Congress in the second session and on the implementation of recently enacted legislation as it affects counties.

SUNDAY

Steering Committee Meetings
NACo Ways and Means Committee
NACo Committee on the Future

MONDAY

a.m. Opening General Session: Sen. Russell Long

Program sessions on:
Federal Urban Policy
Resource Recovery/Solid Waste
Energy Impact
Payments-in-lieu
Health Services

noon Luncheon Speaker: Secretary of Commerce Juanita Kreps

p.m. Program sessions on:

Public Liability
Clean Water and Clean Air Acts
Task Force on Aging
Handicapped Rights
Full Employment
Federal Aid Reform
Uniform Selection Guidelines
Public Hearing—NACo Committee on the Future

TUESDAY

a.m. General Session: Secretary of Labor Ray Marshall

Program sessions on:
CETA Re-enactment
Welfare, Social Services, Aging Prospects
Land Preservation
Rural Development
Aircraft Noise
Public Pensions
Community Development
Tax Reform and Municipal Bonds
Water Resources

p.m. Delegate Reception

WEDNESDAY

a.m. Program sessions on:
Countercyclical Antirecession Assistance
National Energy Policy
Transportation
Social Security Changes
Welfare Reform—Jobs Aspect
Health Planning
Energy Facility Siting
LEAA and Its Future
Update on Women's Issues

noon Luncheon Speaker: Sen. Howard Baker

A Capitol Idea . . . 1978 Annual Legislative Conference

March 12-15/Sheraton Park Hotel/Wash., D.C.

Delegates to NACo's 1978 Annual Legislative Conference can both preregister for the conference and reserve hotel space by completing this form and returning it to NACo.

Conference registration fees must accompany this form before hotel reservations will be processed. **Enclose check, official county purchase order or equivalent.** No conference registrations 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. 27.**

Conference registration fees:

\$95 member \$125 non member \$50 spouse (Make payable to NACo)

Conference Registration

Please print:

Name _____ (Last) _____ (First) _____ (Initial)
County _____ Title _____
Address _____
City _____ State _____ Zip _____ Tele. (____) _____

Hotel Reservation (Sheraton Park)

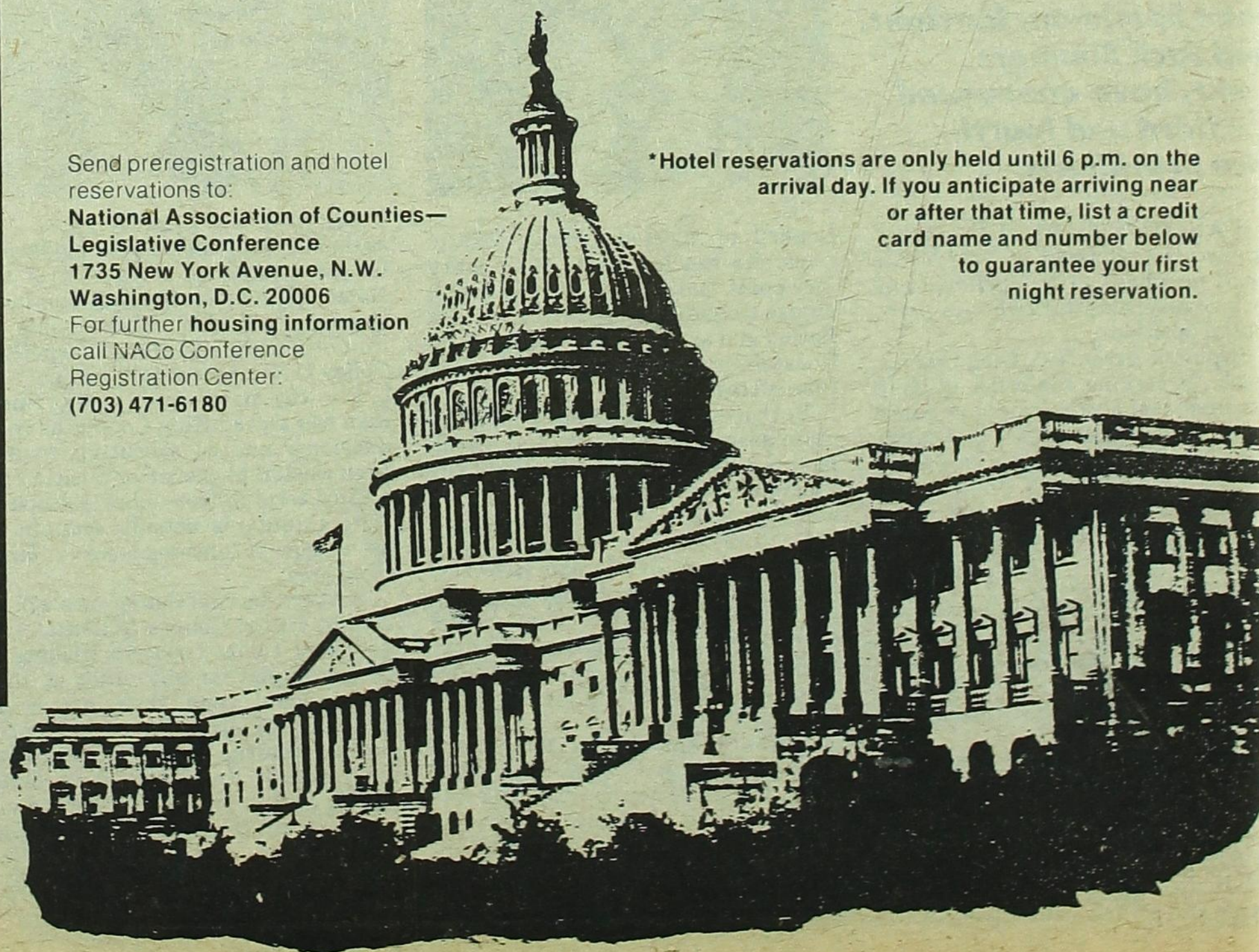
Special conference rates will be guaranteed to all delegates whose reservations are **postmarked by Feb. 20.** After that date, available housing will be assigned on a **first come basis.**

Please print:

Occupant's Name _____ Single \$32, 35, 38, 41, 43
*Arrival Date/Time _____ Departure Date/Time _____
Occupant's Names _____ Double \$42, 45, 48, 51, 53
*Arrival Date/Time _____ Departure Date/Time _____

Send preregistration and hotel reservations to:
**National Association of Counties—
Legislative Conference
1735 New York Avenue, N.W.
Washington, D.C. 20006**
For further housing information
call NACo Conference
Registration Center:
(703) 471-6180

*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.



NACo to Guide Aging Services Reauthorization

WASHINGTON, D.C.—NACo has begun a major effort to assure that the reauthorization of the Older Americans Act provides for more effective delivery of services to elderly citizens at the local level.

On Feb. 3, Doris Dealaman, chosen freeholder from Somerset County, N.J., will testify before the Senate subcommittee on aging as it begins hearings on the act. Dealaman is chairperson of NACo's Welfare and Social Services subcommittee on aging programs.

This month, NACo staff met with staff persons of the Senate Special Committee on Aging and the Human Resource Committee's subcommittee on aging. Meetings with other key congressional staff have been planned.

NACo also plans to testify in March before the House subcommittee on select education on the Older Americans Act.

NACo HAS three major recommendations.

- First, Titles III, V and VII should be consolidated to guarantee more effective coordination and lower administrative cost. At present Title III funds services relating to the general welfare of older persons; Title V funds senior centers; and Title VII funds hot meal programs, including meals on wheels.

Coordination, long-range planning and better evaluation would also be encouraged if a three-year planning cycle were substituted for the present annual plan.

- Second, NACo recommends that, unless a consolidated grant program is adopted, the list of priority services in Title III should be expanded so that localities can determine their own priority needs. Title III currently requires that four services (transportation, home services, legal services, and home repair) be in place before other services can be developed and mandates that at least 20 percent of the funds be spent on these services.

NACE to Address Energy, Red Tape

NEW ORLEANS, La.—The National Association of County Engineers (NACE), a NACo affiliate, has planned a timely and informative program for its annual management and research conference. The conference, to be held here Feb. 15-18 at the Grand Hotel, has the theme "More for Less in Times in Change."

In addition to its appeal to county transportation and public works officials, the conference should be of interest to all county government officials as counties assume an increasingly significant role in providing transportation services.

The conference begins on Wednesday, Feb. 15 with Board of Directors and Research Committee meetings, followed by the president's reception.

On Thursday, Feb. 16, David H. Foster, executive vice president of the Natural Gas Supply Committee, will deliver the keynote address on the nation's energy outlook. A management and legislative program will follow with discussion of value engineering and surface transportation legislative proposals. A representative of the Department of Transportation (DOT) will brief the group on DOT's legislative proposal; workshop discussion of issues will follow.

- Finally, NACo would like to see more local elected officials on the governing boards of area agencies on aging. These agencies are designated by state units on aging for planning, coordinating, and sometimes delivering services to the elderly.

Although each area agency's governing board must be made up of elderly citizens, representatives from agencies and "other interested individuals," and although local elected officials are often responsible for funding and delivering such services, they have, in many areas, been excluded from the governing boards.

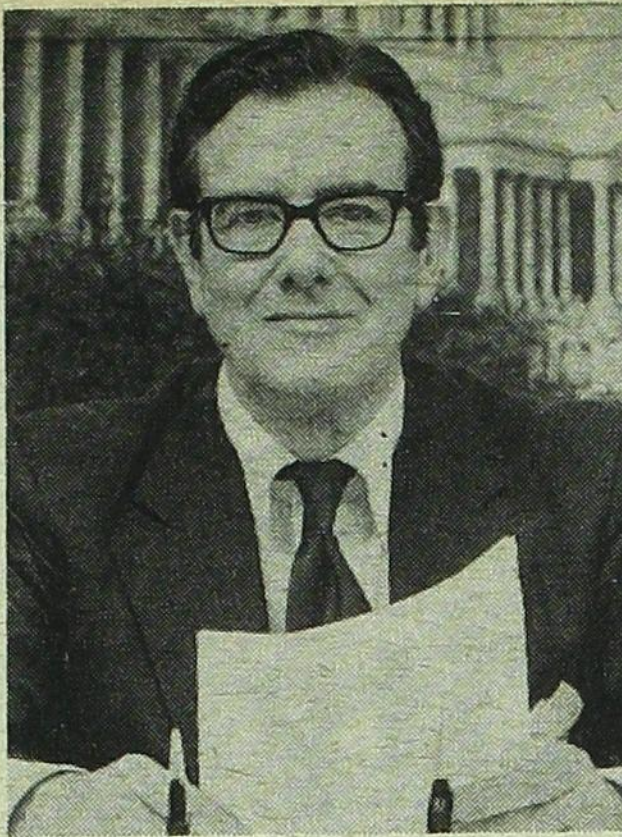
NACo STRONGLY urges that the involvement of local elected officials be increased, either through public sponsorship of a consolidated aging grant program, or through the requirement that at least 50 percent local elected officials, or their designees sit on governing boards of area agencies on aging.

Furthermore, local governments within an agency's jurisdiction should have the right to approve area agency plans.

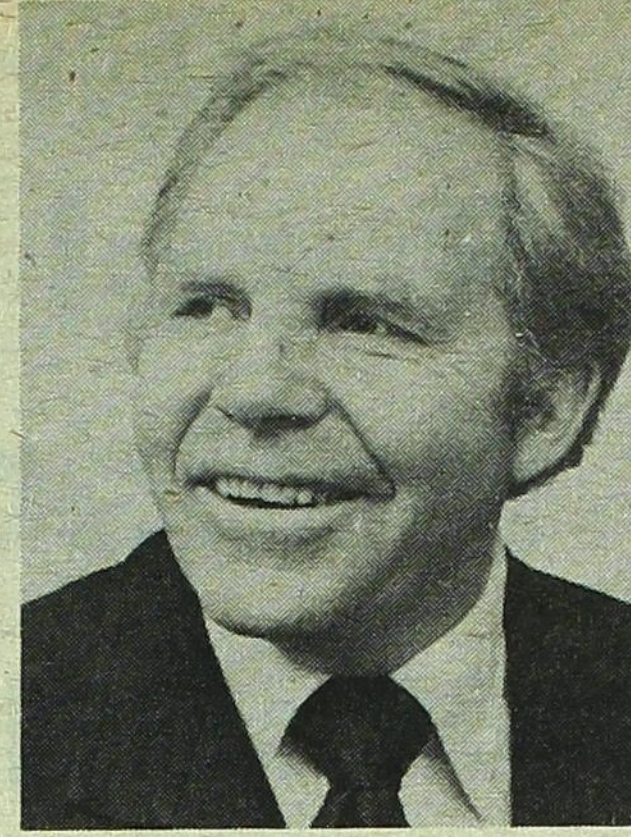
If you have any comments on these recommendations or wish to comment on the reauthorization, contact Jim Koppel, NACo's legislative representative for Welfare and Social Services.

WASHINGTON, D.C.—A new regulation is designed to ensure prompt adjustment of the price of food stamps for recipients who experience increased heating or utility costs.

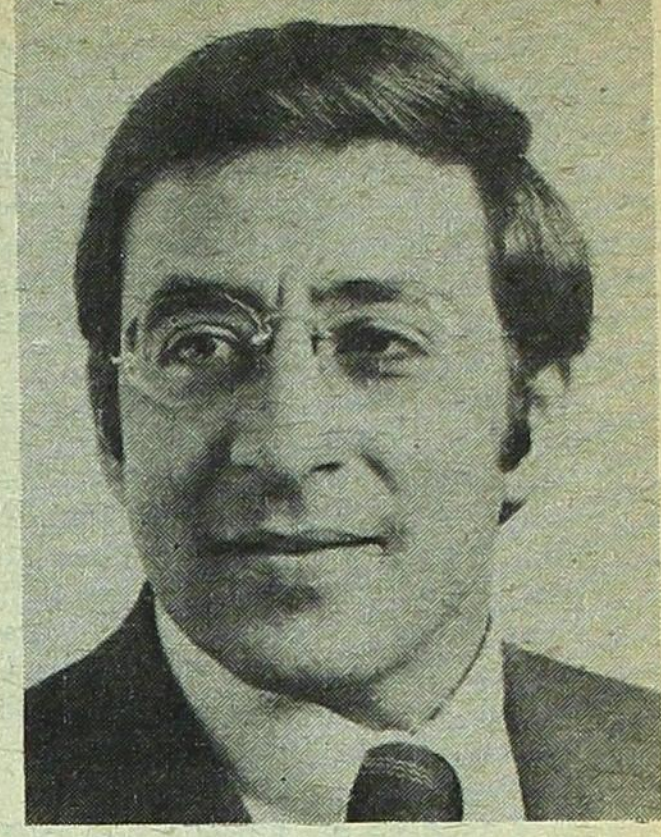
Last winter many families were forced to choose between paying their high utility bills and buying food stamps. The problem was that while many household utility bills rose sharply, some recipients did not



Breckinridge



McKay



Panetta

FOCUS ON RURAL EQUITY

WIR Hosts Rural Caucus

WASHINGTON, D.C.—The Congressional Rural Caucus will hear county officials testify on the issue of rural equity. The session, scheduled for Friday, Feb. 10, will be held in conjunction with NACo's Western Interstate Region Conference in Palm Springs, Calif.

Rep. John Breckinridge (D-Ky.), caucus chairman, announced the hearing, to be attended by a number of the caucus members from the Western states. In addition to Breckinridge, Reps. Gunn McKay (D-Utah) and Leon Panetta (D-Calif.) are planning to participate. The hearing is

being sponsored by NACo and the Housing Assistance Council (HAC).

Caucus members will listen to county officials and others as they detail those areas of inequities between rural and urban assistance programs. The caucus plans to use this information in developing legislative strategies to correct such imbalances.

The water and waste disposal programs are a prime example of this problem. The Rural Development Act of 1972 authorized the Farmers Home Administration to provide grants to rural areas not to exceed 50

percent of project costs. Applicants must fund the remainder through loans.

The Department of Housing and Urban Development (HUD) and the Environmental Protection Agency (EPA) provide grants to urban areas at 100 percent and 75 percent of project cost, respectively.

Breckinridge and Panetta both serve on the House Agriculture Committee. McKay serves on the House Appropriations Committee and is also a member of the Executive Committee of the Congressional Rural Caucus.

Changes for Food Stamps

receive a corresponding increase in their shelter allowance and a reduction in the cost of their stamps.

As of Jan. 1, the Department of Agriculture requires utility expenses to be determined on an "as billed" rather than an "as paid" basis. Administering agencies must look at either the most recent bills and other relevant information to anticipate the utility expenses which will be incurred during the next certification period, or use a standard utility allowance, if applicable.

State agencies had to provide individual written notice to participating households no later than Jan. 15. It must be emphasized that this change in policy is important only to households whose total shelter costs exceed 30 percent of net income. Under current rules, a household is allowed a deduction to the extent its shelter costs exceed 30 percent of net income.

KENT COUNTY, MICH.

Workfare Offers Jobs, School

KENT COUNTY, Mich.—The National Association of Counties Research Inc. (NACoR) has surveyed 33 county projects in its national study of work relief or workfare projects for the Department of Labor. So far, projects have been studied in California, New York, Ohio and Michigan.

An example of the kind of programs counties are developing to move employable public assistance recipients into the job market is underway in Kent County, Mich. Since 1975 Kent County has administered a General Assistance/Employment and Training Program which is designed to assist employable welfare recipients in becoming job ready. Unlike most work relief programs, which require employable persons to "work off" their assistance at a job

site, Kent County's program requires participants to "work off" the value of their assistance by attending either educational and/or job training classes.

Kent County's program requires those eligible, based on their own needs, to choose a work assignment in one of the following areas:

- Adult education for completion of a high school degree (25 hours required weekly);
- Work experience and on-the-job training (32 hours required weekly);
- A combination of the above;
- Job club for developing interviewing techniques and job search skills (15 hours in classroom, 15 hours in job search, required weekly);
- College courses, if necessary, for employment marketability.

A certain number of weekly hours

are required by each assignment and these hours remain constant regardless of the assistance amount. As an incentive to participate in the program, Kent County provides an additional \$30 a month to full-time participants.

Kent County's strict enforcement of these work requirements has meant a 50 percent decrease in the average monthly caseload since 1975. The average work assignment is less than six months. Eight percent to 10 percent of the 240 monthly participants in this program find unsubsidized employment.

The staff who administer the GA/Employment and Training Program consider this type of program an "upgraded" work relief program because of its emphasis on promoting "job readiness" through training and education.

The 1977 Food Stamp Act places a "cap" on program expenditures as follows: \$6.159 billion in fiscal '79, \$6.189 billion in fiscal '80, and \$6.236 billion for fiscal '81.

The projected increases are based on the assumption of higher unemployment and food prices than had earlier been predicted. Food stamp costs for 1978 are expected to be \$5.656 billion, less than the \$5.848 billion cap imposed by the 1977 act.

by Neal Peirce

WASHINGTON, D.C.—Both politics and common sense are now making it apparent that the Carter Administration's urban policy—still laboring to be born amidst immense White House uncertainty—will be an exercise in futility if it ignores the very real needs of America's small cities and rural areas.

The raw political reason for a policy that goes beyond the big cities in the most severe distress was summed up by an Administration official: "You can't possibly pass an urban policy through Congress if it doesn't throw a bone to small city and rural interests as well. They'll fight you every step of the way and cut you out of the budget."

BUT THERE are humane and very practical reasons to question any policy that looks to big city needs alone.

The first is that urban distress isn't found exclusively in big cities, even if the large, troubled metropolises get the most media attention and have the most vocal spokesmen.

Older towns and cities suffer problems that mirror directly the plight of big cities: imperiled Main Streets with boarded up stores; outmigration of people in their productive middle years; a high share of elderly with special social and medical problems; substandard housing; eroding tax bases.

Population shifts recorded since 1970 do show a strong upward swing in the population of many rural and small city counties. But such growth is spotty.

MAYOR MAX Heller of Greenville, S.C. notes that in his city of 61,000, a fifth of the people live in poverty, and a fifth of the housing is substan-

Small Cities, Rural Areas Reflect Ills of Big City

dard. Greenville has "basically the same problems as big cities on a smaller scale," he says. "If there's population growth, the people don't come into the city, they go outside. Yet city people have to bear the tax burden for services used by all."

Patricia R. Harris, President Carter's Secretary of Housing and Urban Development, urged in December that the principal thrust of urban policy be to target aid to a handful of cities for which "it is a matter of life and death." But even if the urban policy were widened from the Cleveland and Buffalo and Newark to encompass all metropolitan areas with center cities of 50,000 people or more, the program still would not touch colossal problems of poverty and decay in smaller cities and rural areas.

Some 32 percent of our people now live in "nonmetropolitan" America. Yet these areas harbor 37 percent of the nation's elderly, 46.5 percent of Americans living below the poverty line and 61 percent of the population defined as medically underserved. And such areas have twice as many substandard housing units as do "metro" areas.

The American Friends Service Committee found that in rural Alabama, "people are still living in the same shacks and shanties described in numerous reports during the 1960s, only now they have added 15 more years of deterioration."

The familiar big city problem of redlining—the refusal of banks and savings and loans to invest in supposedly declining neighborhoods—is

also afflicting many midwestern prairie towns, according to a University of Nebraska study.

OFFICIALS OF smaller communities complain that their towns are arbitrarily excluded from many federal grant programs, are often forced to install extremely expensive sewer systems that place an intolerable burden on elderly and poor residents, and can't afford the staff to meet the complex requirements of federal grant applications and programs.

There are a number of federal programs now designed to alleviate small town and rural problems. The Farmers Home Administration, for instance, has \$8 billion authority this year in guaranteed and insured loans, and some outright grants, to

assist with housing, farm purchase and business and industrial projects.

The big, distressed cities can't argue that Washington has been oblivious to their needs. Indeed, the degree of federal aid to most big cities has ballooned since the 1970s.

Between the 1974-75 fiscal year and now, the Brookings Institution's Richard Nathan reports, federal aid to St. Louis has soared 248 percent, to Buffalo, 154 percent, to Cleveland, 131 percent, to Chicago, 145 percent, to Los Angeles, 162 percent. If a president had been elected in 1974 pledging a "Marshall Plan" of massive fiscal aid for big cities, he could now be claiming a grand success—at least in the new money expended.

But even though such groups as the U.S. Conference of Mayors argue still more federal aid is needed, there are many friends of the big cities who question whether still more money will achieve much.

That may be why the President reacted angrily at a December budget briefing at which he was asked to consider billions in additional urban spending. Carter reportedly said: "Don't tell me we'll spend more money all around and then we'll call it an urban policy. Give me something worth funding if you want more money."

IF THE federal government is to help distressed cities and rural areas more effectively, it will probably have to grant more authority to states and localities, employing their own local investment strategies, to redirect funds coming through hun-

dreds of uncoordinated federal aid programs.

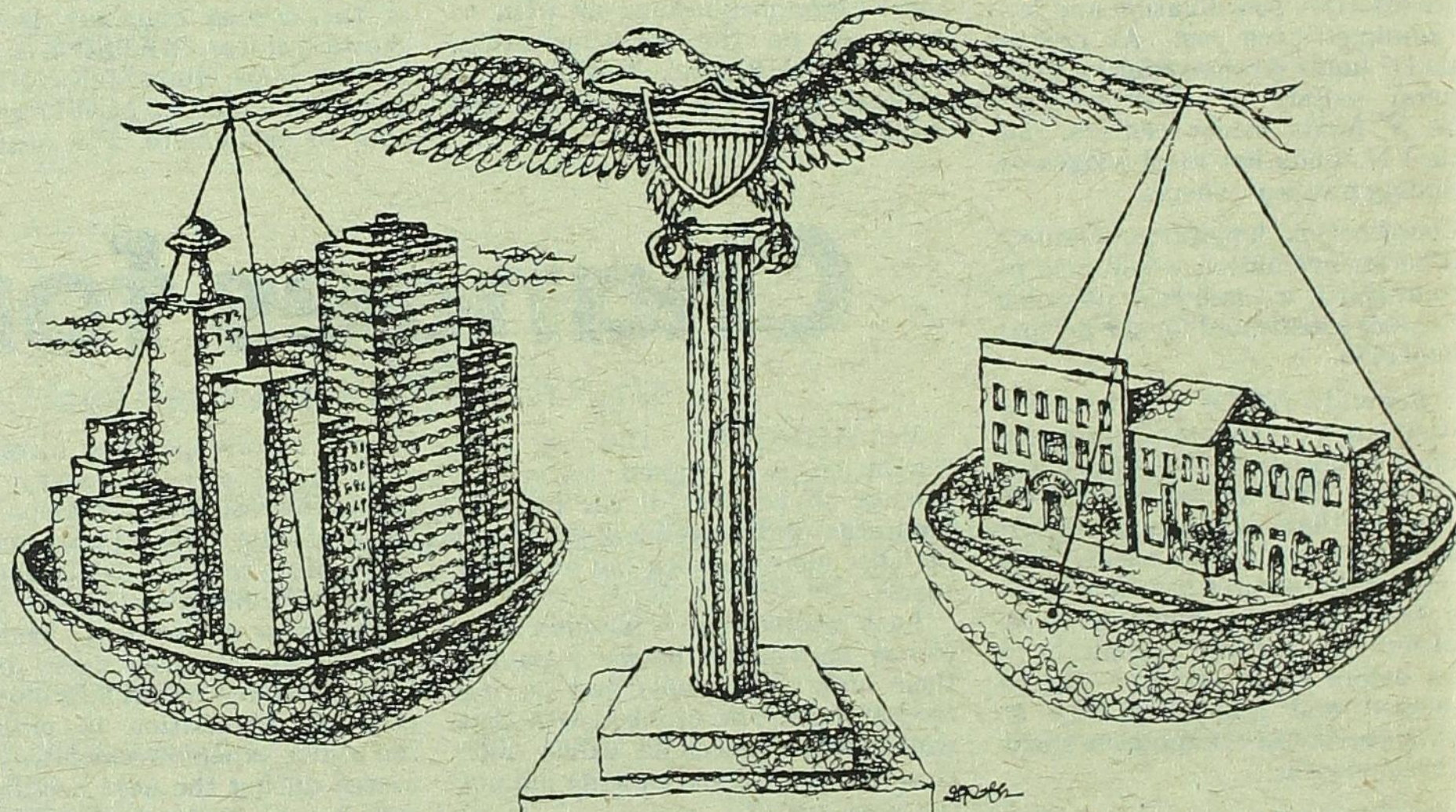
We're literally in the position of watching federal public works and community development projects drop all around us without having any effect on them," says Arnold Zogry of North Carolina Gov. James B. Hunt's staff.

A coherent national strategy would also address the phenomenon that saps the life blood of big cities and small towns alike; government subsidies for road connections, water and sewer lines for big shopping center complexes that are built outside of corporate limits so that they can avoid city and town taxes. Inevitably, such developments undermine the vitality of businesses in nearby city and town centers.

Stuart Eizenstat, who heads Carter's domestic policy staff, told me that most elements of an urban policy are still up in the air—whether there'll be more money, whether the states will have the expanded urban policy role they seek, whether there'll be an "Urbank," and whether the policy will be for distressed cities, all cities, or in major respects an overall national growth policy.

One can only hope it will be the latter, because it's now abundantly clear that big and small city, town and rural needs are closely interrelated. Any policy which pits areas against each other or ignores pockets of distress, wherever they're found, would be both unjust and harmful to our overall national interest.

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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

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Washington, D.C. 20036

The County Year Book **77**

'77 YEAR BOOK

Counties Boost Productivity

In an atmosphere of rising costs, increased constituent demands and diminishing revenues, more local governments are thinking productivity rather than higher taxes or reduced services.

According to the 1977 County Year Book, 34 percent of counties responding to a recent survey were employing some kind of productivity improvement program. The survey dealt with methods of measuring present performance, practices used to improve performance and innovative programs adopted after careful analysis of the existing situation.

Sixty percent of counties reported setting up their own staff programs to work on productivity improvement. A majority of counties also reported developing improvement projects on a case-by-case basis and using outside consultants, including citizen advisory groups.

METHODS USED to improve productivity were as simple as changing the hours of a clinic to make it more accessible, as drastic as completely overhauling the county government structure to provide for centralized delivery and eliminate duplication. This latter approach often entails the

transfer of functions to other units of government or to the private sector; 52 percent of the counties responding had taken such a step.

Other improvements centered around the more effective use of equipment and personnel. Centralizing the administrative functions for several divisions and purchasing equipment and materials which can be used by various departments were obvious approaches. Harder to put into practice were methods to increase the productivity of employees themselves. Incentives to improve performance and training and development programs for both the individual and the organization as a whole were explored.

County officials were interviewed in connection with the productivity survey. They commented on resistance to change and lack of commitment from some in the upper management of county government. From the other side, employee suspicions that productivity equals workforce reductions or less pay for more work were reported. These complaints tie in with reported lack of incentives for change at all levels of the county structure.

What do officials think is needed? Most importantly, they would like contact with other local governments which have solved similar problems.

Officials are looking for more technical assistance, including resource people who can help explain the latest techniques, as well as design training materials and methods.

Finally, officials want to know how to explain the concept and purpose of productivity improvement to the public, whose tax dollars must underwrite its implementation, and to their own employees without whose cooperation little progress can be made.

In addition to examining subject like productivity improvement, the 1977 County Year Book offers profiles of all counties over 10,000 population. It also has features of salaries of county officials, functions performed by counties, and actions by states and courts affecting counties. This is the third year the County Year Book has been compiled. Editions from 1975 and 1976 have been completely sold out. For information on ordering, see advertisement on this page.

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GAO REPORTS ON PATIENT CARE

In-Home Services Cheaper Than Care Facility

WASHINGTON, D.C.—Caring for the elderly at home is less expensive than care in a nursing home for all but the most extremely impaired patients, according to a report recently issued by the U.S. General Accounting Office (GAO).

Rep. Claude Pepper (D-Fla.), chairman of the House Select Committee on Aging, requested the study to answer a question that has proven troublesome for health officials for the past few years: when do services provided in a patient's home become more expensive than care provided in a nursing home?

The answer: for 90 percent of those needing services, in-home services will be cheaper.

RESEARCHERS reached this conclusion after studying 1,609 el-

derly people in Cleveland, Ohio. Levels of impairment among these people were measured with a method developed at Duke University's Center for the Study of Aging.

Five areas—economic, social, physical, mental, and daily activities—are measured. "Greatly impaired" means, for example, "mildly impaired in three areas or severely impaired in one of these areas."

In-home services—in the order in which they tended to be needed—include: transportation, homemaker services, housing, meal preparation, personal care, continuous supervision, and skilled nursing care.

The researchers also found a very large role being played by friends or family of elderly people living outside an institution.

"FAMILIES AND friends provide over 50 percent of the services received at all impairment levels," the report notes.

Absence of family or friends was found to be a major determinant of whether or not an elderly person was placed in an institution.

"The potential for home health benefits as an alternative to institutionalization," the report continues, "depends largely on a person's living arrangements."

To keep people out of institutions, the report recommends that the 200,000 public service jobs which the Carter administration's welfare reform package proposes for home care for the aged be "focused on those who live alone and who are without family support."

Five percent of those living in the

community were found to be either "greatly" or "extremely" impaired and to be living alone, hence likely to be institutionalized.

When patients are living with families, the report notes, employing outside services could simply relieve family members rather than prevent institutionalization.

COST ESTIMATES for various strategies to make in-home services more available to those with Medicare coverage are also included:

- Elimination of Medicare's limit on the number of home health care visits would cost \$12.5 million.
- Eliminating the three-day hospitalization requirement under Part A of Medicare would also cost \$12.5 million.
- Adding homemaker/chore services as a reimbursable service would cost \$75 million.
- Eliminating the requirement that a beneficiary of in-home services be "homebound" would add \$92.5 million.

Such increased costs, according to the report, "would not be prohibitive and could provide disincentives to institutionalization."

However, another contemplated change would have a dramatic impact on costs. Eliminating the requirement that all in-home services be part of skilled nursing care would immediately increase costs under Medicare an estimated \$1.25 billion. And costs could reach \$3 billion in the short run as the slightly, mildly, and moderately impaired begin to receive in-home services which they, in general, do not obtain now under Medicare.

In 1976 Medicare cost \$16.6 billion. Estimates of the impact on Medicaid expenditures of expanding in-home services were not obtained because the Department of Health, Education and Welfare (HEW) has not yet evaluated several demonstra-

tion projects involving homemaker services. HEW's report is due in October.

EXISTING MEDICAID shortcomings, however, are spotlighted. In Florida, Georgia, and California, for example, Medicaid reimbursement rates for in-home services were found to be low, lagging behind the costs incurred by providers.

Such rates, the report says, "do not encourage increased use of home health care." The report recommends HEW "take steps to correct such inequities."

Finally, legislative and regulatory roadblocks to coordinating in-home services are described and discussed.

At present in-home services can be funded through Public Health Service grants, Titles XVIII, XIX, and XX of the Social Security Act, and Titles III and VII of the Older Americans Act.

Interviews with officials in Alameda and San Francisco counties in California illustrate the frustrations of officials who find that shifting patients from one funding source to another can be risky because of differing eligibility requirements.

To help alleviate their difficulties the report recommends HEW "develop a comprehensive national home health policy for consideration by the Congress." HEW is further advised to promote single-entry home care systems that build upon the funding sources mentioned above.

County officials may obtain free-of-charge up to 10 copies of "Home Health—the Need for a National Policy to Better Provide for the Elderly" (HRD-78-19) by writing to U.S. GAO, Distribution Section, Room 45-22, 441 G St., N.W., Washington, D.C. 20548.

—Phil Jones, NACoR

Oregon Counties Can Get State Corrections Subsidy

WASHINGTON, D.C.—An Oregon state subsidy program designed to help alleviate local correctional problems is being implemented this year by counties participating in the Community Corrections Act of 1977.

Counties may request state grants for corrections programs in six areas: crime prevention, diversion, probation, parole, work release, and community corrections centers. Funding requires a local comprehensive plan that outlines which corrections efforts are most important to the county. The state corrections division, on request, provides assistance in developing a plan and implementing it.

ALTHOUGH patterned after the Minnesota state subsidy program, Oregon law specifies the formation of a state advisory board. The board's 15 members are appointed by the governor to serve four-year terms.

The board advises the state administrator of corrections on matters such as state involvement in the program, and the formulation of standards and rules. It also reviews county plans and makes recommendations to the local advisory committee appointed by the participating county board(s).

The advisory board is composed of representatives from community corrections agencies, state agencies and private agencies; citizens; a member of the judiciary; a law enforcement officer; and members of the Law Enforcement Council.

"The director of the state corrections division is sensitive to the need for county involvement in every aspect of planning for this program. He has given individual counties and the Association of Oregon Counties (AOC) every opportunity to participate in the process. This also included representation on the selection board created to fill the local government coordinator position established by the act," said Robin O'Brien, executive assistant of AOC.

THE OREGON Community Corrections Act was signed into law in July and took effect immediately. Over \$14 million was appropriated. Of this amount, about \$7.2 million is allocated for enhancement grants for county programs. Funding is based on the number of felonies filed within the county, as compiled by the state court administrator.

The remaining \$5.9 million is available to counties for acquiring, renovating or constructing facilities other than jails. Distribution of funds is on a competitive basis among interested counties.

A county with a population great-

er than 30,000, or two or more counties with a combined population of over 30,000, may participate in the subsidy act.

"The majority of counties are enthusiastic about the possibilities of what can be accomplished through a community corrections program. However, concerns of continued and adequate funding, and some minor requirements placed on counties by the act, are still prevalent. Twelve of the 36 counties have indicated an interest so far," reported O'Brien.

Washington County received approval of its local comprehensive plan Jan. 1 which amounts to \$1.7 million.

UNLIKE MINNESOTA'S program, the Oregon act earmarks \$750,000 for match money available

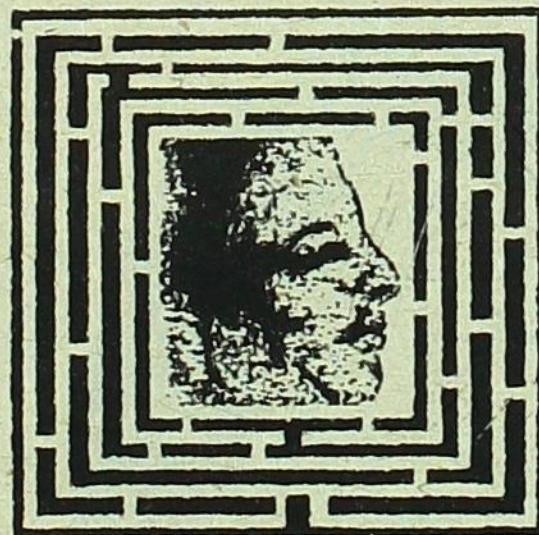
to local mental health programs by the state mental health division. The programs would provide treatment and rehabilitation services for parolees and probationers with alcohol or drug problems, and mental health treatment services for accused felons determined to be in need of such services by a district or circuit court. If a county chooses not to participate in the act, its mental health department can still apply for funds.

The act pertains to adult corrections only. Minnesota, however, includes juveniles in the provisions of its community corrections act.

For more information, contact O'Brien at AOC, 503/585-8531, or Wendy Gressman at NACoR.

—Wendy Gressman and Barbara Rice, NACoR

Second National Assembly on the Jail Crisis



May 17-20, 1978
Minneapolis, Minnesota

The American Jail in Transition

Topics include:

- Who should be in jail?
- Role of elected officials in jail reform
- Function of standards
- Improvement in medical care, education, vocational training, recreation, furloughs
- Federal financial and technical assistance
- Intergovernmental solutions.
- Program needs of incarcerated women
- Diversion of children from jail
- Legal issues: prisoner rights, liability of appointed & elected officials
- New approaches to jail management
- Technical assistance booths staffed by national organizations.

Conference Registration

To take advantage of the conference advance registration fee, a personal check, county voucher or equivalent must accompany this registration form; make check payable to: National Association of Counties Research Foundation

All advance conference registration fees must be postmarked by May 1, 1978. After May 1, registrations will be at the on-site rate at the hotel. (no registrations by phone)

Refunds of the registration fee will be made if cancellation is necessary, provided that written notice is postmarked no later than May 5.

Conference registration fees: ☐ \$75 advance ☐ \$95 on-site

Please Print:

Name _____

County _____

Title _____

Address _____

City _____

State _____

Zip _____

Tel. () _____

Hotel reservation request: Radisson Hotel

Occupant's name(s) _____

☐ Single \$30 ☐ Double \$36

Arrival Date/Time _____

Departure Date/Time _____

Suites available on request \$75-\$200

Send pre-registration and hotel reservation to:
National Association of Counties Research, Inc.
Second National Assembly on the Jail Crisis
1735 New York Ave., N.W., Washington, D.C. 20006



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 Ganschietz.

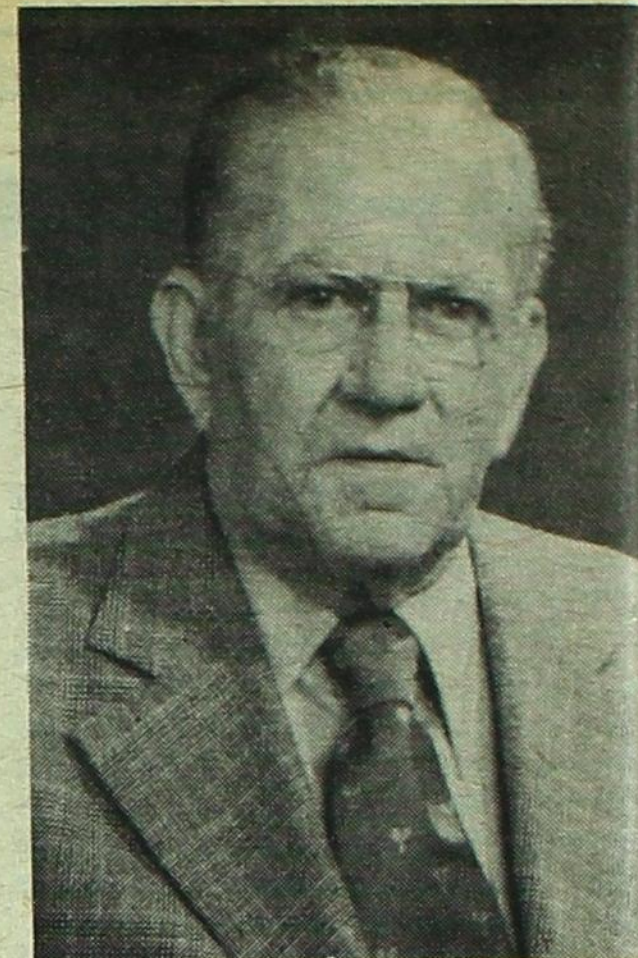
Counties Will Miss Mr. Jordan

MONTGOMERY COUNTY, N.C.—R.B. Jordan, 69, a Montgomery County, N.C. commissioner for 28 years until his retirement in 1976, died Jan. 2.

During his tenure in county government, he had lengthy service on the board of directors of NACo and the North Carolina Association of County Commissioners (NCCAC). He was later an honorary member of both boards.

In 1961-1962 he served as NCACC president. Last August at the NCCAC annual conference, he was presented the association's distinguished service award for going far beyond the call of duty to render truly distinctive service to the cause of improving county government.

"All of us in county government will truly miss this fine person—he was a valued friend of county govern-



R.B. Jordan

ment," said NACo President William O. Beach.

Survivors include his widow, Mrs. Irene Pritchett Jordan; two sons, Jack T. Jordan and State Sen. Robert B. Jordan III; and a daughter, Mrs. Genie J. Ussery.

The Latest Word

...A Look at NACo/NACoR Publications

**Interlocal Service Delivery:
A Practical Guide to
Intergovernmental Agreements/
Contracts for Local Officials.**
90 pages. \$3.95.

Look before you leap. That's the message for local government officials looking to interlocal cooperation as the solution to duplicative, costly, and inefficient service delivery.

In *A Practical Guide to Intergovernmental Agreements/Contracts*, local officials are told that such agreements can only be successful if entered into with a definite understanding of the rights and responsibilities of both parties. The legal authority for these agreements, the actual and potential costs involved, the role which political considerations must play in any such decision, accurate estimates of available resources—all these factors must be thoroughly explored before an agreement gets beyond the talking stage.

To help with this process, the National Association of Counties Research Inc. has provided a detailed series of questions in all these areas, along with an outline of the responsibilities of both provider and recipient government and a comparison of methods for estimating future costs.

Examples of successful interlocal agreements as well as sample con-

tracts and cost worksheets make the abstract principles come to life and illustrate the kinds of services most easily adapted to this kind of delivery.

Also included are a glossary, state-by-state references to constitutions and statutory authorizations, and bibliography. The troublesome issue of double taxation is also given extensive treatment.

Which local government agencies should handle different aspects of an agreement? What share of the cost should be borne by the recipient government? What is the difference between "fee and subsidy" and government-to-government billing? How can a contract be amended?

No contract should be signed until these and many other questions are answered to the satisfaction of all concerned.

The cooperative delivery of vital services has proved itself an important tool in making local government more effective. A thorough study of *Interlocal Service Delivery* can mean the difference between success and failure in such an undertaking.

Interlocal Service Delivery: A Practical Guide to Intergovernmental Agreements/Contracts for Local Officials is available for \$3.95 from the Publications Desk, National Association of Counties Research, 1735 New York Avenue, N.W., Washington, D.C. 20006.

Letters to NACo

Dear Bernie:

Congratulations to you and your fine staff for the special feature in the Dec. 5 *County News*, "NACo Visits Russia." The impressions of the study mission contained a number of very significant observations.

I was fortunate to be present at the pre-trip conference at Dulles and had the opportunity to talk with a number of the persons who were scheduled to leave later that day. The special feature certainly did indicate that the groups' aspirations were realized. ... Should you or members of your delegation wish more information or followup assistance in the transfer of ideas from Russia or to Russia's local governments as a result of the trip, perhaps we could be of assistance. In addition, this council stands ready to work with you and your members in a followup capacity to facilitate the transfer of both rural and urban experiences of interest to U.S. counties.

—John Garvey Jr., President
Council for International Urban Liaison

Dear Bernard:

Truly, Bernard, we really feel we are getting a bargain (NACo membership), considering the many accomplishments during the year that benefit counties. Your great enthusiasm, as exemplified at the Wisconsin County Boards Association is greatly appreciated. ...

—Kenneth T. Ashland
Ashland County Board Chairman

KACo Convention Attracts Officials

JEFFERSON COUNTY, Ky.—More than 450 county officials representing Kentucky's 10 organizations of county officials attended the third annual convention of the Kentucky Association of Counties (KACo) in Louisville.

State officials attending included Secretary of State Drex Davis, Treasurer Frances Jones Milles, Clerk of the Supreme Court Martha Layne Collins, Auditor George Atkins, and U.S. Sen. Wendell Ford.

Special sessions included a training seminar for new county officials and an address by Gov. Julian M. Carroll. Carroll reaffirmed his support and commitment to Kentucky county government and confirmed his support for alternate home rule legislation.

Last September, the Kentucky Supreme Court ruled the 1972 home rule law unconstitutional. Recently, however, the court modified its stance, allowing appropriate legislative authority to county fiscal courts.

NACo President William O. Beach of Montgomery County, Tenn. also addressed the convention.

Delegates were given information on workmen's compensation insurance, the county statutes revision commission, the 1978 Kentucky General Assembly, implementation of the new court system, personal liability insurance, the counties' outlook on Capitol Hill, and disaster preparedness.

AT THE BOARD meeting held after the convention, the following were elected KACo 1978 officers: president, Harry G. Hoffman, II, judge/executive of Montgomery County; first vice president, Jacob Garner, judge/executive of Pulaski County; second vice president, Joe Tom Halton, Marshall County sheriff; third vice president, Betty Jo Heick, Bourbon County clerk; secretary-treasurer, Williams Wheeler, Carroll County circuit clerk.

Other board members are: Bob Aldemeyer, KACo past president

and Kenton County commissioner; Lambert Hehl, president of the judges association from Campbell County; Bruce Miller, president of the county attorneys association from Jefferson County; Harold Rogers, president of the commonwealth attorneys association from Pulaski County;

Lloyd Berry, president of the jailers association from Mason County; John Kearns, president of the circuit clerks association from Harrison County; Ray Slone, president of the county clerks association from Boyd County; Dr. John Ryan, president of the coroners association from Lawrence County; Rex Benfield, president of the magistrates and commissioners associations from Graves County.

Board members from Kentucky's area development districts are Ken Harper, Simpson County magistrate; Bill Owen, Fleming County judge; Don Bingham, Knox County judge/executive; Gene Cline, Carter County judge/executive; Bill Froehlich, Daviess County judge/executive; Emerer Ehrler, Jefferson County clerk; Dave Logsdon, Hardin County clerk; Bill Edmunds, Christian County judge/executive; Dick Castleman, Graves County judge/executive.

Fred Creasey is KACo executive director.

Black Hawk to Get Prosecutor

BLACK HAWK COUNTY, Iowa—A special prosecutor to handle repeat offenders will be hired by Black Hawk County Attorney David Correll. Correll said only 18 such projects exist in the United States. Black Hawk County is currently the smallest county to receive a grant. The \$25,000 grant, provided by the federal Law Enforcement Assistance Administration is specifically for hiring a "Career Criminal Prosecutor."



THE 1978 OFFICERS for the Missouri Association of Counties are, from the left, Treasurer Douglas Haile of Barton County; Second Vice President H. Weldon Macke of Cape Girardeau County; President Hugh McCane of Franklin County; and First Vice President Jim Hill of Reynolds County. Not pictured is Third Vice President Jesse Essmyer of Washington County.

MAC Charts Its 1978 Course

CAMDEN COUNTY, Mo.—Missouri Association of Counties (MAC) members attending the annual conference adopted a 1978 legislative package, identifying nine major problems.

Proposed legislation has been filed to deal with the key problems facing Missouri counties. Foremost among them are:

- The impending loss of sovereign immunity.
- Many county fees no longer cover the cost of services.
- Counties face the loss of substantial property tax revenue through substantial purchases planned by the Conservation Commission.
- The need to seek alternative sources of revenue as the public grows increasingly disenchanted with property tax increases.
- The difficulty of keeping assessments up to date.
- Deteriorating jails.
- The need to know the economic impact of state mandates.
- A lack of clear statutory authority for intergovernmental cooperation.
- Two-year terms for associate judges hamper county operations

and add additional expense for the county and the candidate.

IN ADDITION to educational sessions, county officials were briefed by key state legislative and administrative leaders on efforts being made by the state to improve the operation of local governments.

State speakers included: Attorney General John Ashcroft, State Auditor Thomas Keyes, State Treasurer James Spainhower, Senate President Pro tem Norman Merrell, and executive department heads Arthur Mallory (education), Carolyn Ashford (natural resources), Kenneth Carnes (public safety), Jack Kirkland (transportation), Jack Runyan (agriculture), James Sullivan (consumer affairs, regulations and licensing), and James Walsh (social services).

During the conference's business session, members elected Hugh McCane, Franklin County presiding judge, as the association's 1978 president. McCane, previously the association's first vice president, succeeds 1977 President Billie Davidson, Grundy County presiding judge. Other MAC officers are: First Vice President Jim Hill, Reynolds

County clerk; Second Vice President H. Weldon Macke, Cape Girardeau County auditor; Third Vice President Jesse Essmyer, Washington County presiding judge; Treasurer Douglas Haile, Barton County presiding judge. Tony Hiesberger is MAC executive director.

IN CONJUNCTION with the MAC conference, the judges' and auditors' associations held their annual meetings. Included in the business sessions was election of new officers. Saline County Presiding Judge Frank McGraw succeeds Boone County Associate Judge Carolyn Lathrop as president of the judges' association, and Phill Manns of Jefferson County succeeds Harold Michael of Jasper County as president of the auditors' association.

New district directors for the MAC board include: Howard Elmore Jr. of Monroe County; Henry Aufderheide of Gasconade County; Nolan McNeill of Barry County; John Squibb of Greene County; and Mary Helen Grimes of Pettis County. Association presidents also serve on the board.

Newsmakers

John F. TANNER

EXECUTIVE DIRECTOR
UTAH
ASSOCIATION OF COUNTIES

WAS BORN AUGUST 14, 1940
HE GRADUATED FROM THE
UNIVERSITY OF UTAH WITH
A BACHELOR DEGREE. HIS
MAJOR WAS POLITICAL SCIENCE.
HE RECEIVED HIS MASTER
DEGREE AT BRIGHAM YOUNG
UNIVERSITY WHERE HIS MAJOR
WAS PUBLIC ADMINISTRATION.

IN 1968 HE BECAME A TESTING AND
RECRUITMENT SPECIALIST FOR THE—



SALT LAKE COUNTY GOVERNMENT. IN
1969 HE WAS A PERSONNEL ANALYST.
HE WAS MADE FIELD ADMINISTRATOR
IN 1972 FOR THE UTAH ASSOCIATION
OF COUNTIES, A POSITION HE HELD
UNTIL BEING NAMED EXECUTIVE
DIRECTOR IN 1976.

'JACK' AND HIS WIFE ANNETTE LIVE
IN SALT LAKE CITY. THEY HAVE
TWO CHILDREN: KATHRYN AND
JOHN.

HE IS A MEMBER OF LIONS INTERNATIONAL
AND INTERNATIONAL PERSONNEL
MANAGEMENT ASSOCIATION.

HIS INTERESTS ARE LOCAL GOVERNMENT
AND GOOD LITERATURE. HIS
HOBBIES ARE GOLF, FISHING AND
SKIING.

YAZOO COUNTY, Miss.—Ruth Waller, Yazoo County circuit clerk, has been selected to appear in the 1977-78 edition of "Who's Who in Government."

She was selected for the 1972-73 edition of "Who's Who of American Women." She was Yazoo County Outstanding Citizen of 1970 and one of five outstanding county citizens in 1975. She has been in county government since 1951, becoming clerk in 1968.

MISSISSIPPI—G.N. "Nicky" Creel, Harrison County chancery clerk, has been elected first vice president of the Southern Mississippi Planning and Development District. Creel also serves as vice president of the Mississippi Chancery Clerks Association.

Greene County Supervisor Billy Cooper was elected to serve an additional term as secretary-treasurer of the planning district. Cooper also serves as a member of the legislative committee of the Mississippi Association of Supervisors.

BRAZORIA COUNTY, Tex.—Joe Brigrance, Brazoria County commissioner and 1977 president of the Texas Association of Counties board, has been appointed to the County and District Retirement System Board by Gov. Dolph Briscoe. Brigrance replaces Arch Lamb, a former Lubbock County commissioner.

Washington Briefs

• **Welfare Reform.** Carter reaffirms commitment to welfare reform this year. Fate of bill uncertain. See page 1.

• **Public Assistance Amendments.** H.R. 7200 is expected to come to the Senate floor in February. NACo will continue its efforts to increase the Title XX ceiling and child welfare (Title 4-B) funding.

• **CETA Reenactment.** Public interest groups are currently reviewing the Administration's CETA amendments.

• **Welfare Reform Jobs.** As *County News* goes to press, the welfare reform subcommittee is reviewing motions by Rep. Augustus Hawkins (D-Calif.) on wage levels, job search and integration with CETA.

• **Rural Planning Grants.** Rural Development Service has not yet released new regulations and applications for \$5 million rural planning grant program. The agency anticipates release in early February, with initial grants to be awarded in March. Grants will cover 75 percent of cost for rural planning programs.

• **Rural Development Loans.** House Agriculture subcommittee on conservation and credit will mark up H.R. 8315 in February. NACo opposes provision in legislation that would drop the 5 percent interest rate on water and waste disposal and community facility loans and substitute the prevailing market rate of 9 to 10 percent. The Senate subcommittee on agriculture credit and rural electrification deleted a similar provision, thus maintaining the 5 percent interest rate, during markup of companion bills, S. 312 and S. 2126.

• **Rural Development Policy Act of 1978.** House Agriculture subcommittee on conservation and credit will consider legislation in February to strengthen the role of FmHA. Proposed bill would expedite consolidation of Farmers Home Administration and Rural Development Service, mandate implementation of a Federal Rural Development Council under Section 603 of the Rural Development Act of 1972, and expand the Section 111 Rural Planning Grant authorization from \$10 million to \$50 million.

• **Municipal Securities Disclosure.** Sen. Harrison Williams (D-N.J.) has

introduced S. 2339, the Municipal Securities Full Disclosure Act of 1977. The legislation, amending the Securities Exchange Act of 1934, would require all governments to issue annual reports and distribution documents when issuing municipal securities. Senate Banking and Housing and Urban Affairs Committee will schedule hearings early in 1978.

• **Public Liability.** Senate Judiciary subcommittee on Constitution to conduct hearings in February on S. 35, the Civil Rights Improvement Act of 1977. The legislation, sponsored by Sens. Charles Mathias (R-Md.) and Edward Brooke (R-Mass.), amends Section 1983 of the Civil

Rights Act of 1871. Provisions in the legislation would specifically define "person" in Sec. 1983 to include "any national person... municipality, county, parish, local government. ..." This directly expands liability for civil rights violations to the governmental unit itself, as well as to the individual. The legislation provides for monetary as well as injunctive relief and for prosecutorial liability for monetary damages in specified circumstances.

• **EEOC Guidelines.** The Uniform Employee Selection Guidelines were published in the *Federal Register* Dec. 30. Interested counties will have a 60-day comment period. The final guidelines are expected to be

published in April. A public hearing is scheduled for late February. Interested counties should contact Ann Simpson or Deborah Shulman for more information.

• **Intergovernmental Personnel Act (IPA) 1970.** The House subcommittee for Treasury, postal service and general government chaired by Rep. Tom Steed (D-Okla.) is tentatively planning to hold hearings on the fiscal '79 appropriations in late February. The President's '79 budget proposal is \$20 million, which is consistent with the NACo-supported level last year. NACo will provide testimony when hearings are scheduled seeking additional funds for this program.

Matter and Measure

Dear NACoers:

Arrangements are being finalized for our 18th annual management and research conference, Feb. 15-18, at the Grand Hotel in New Orleans, La. Marvin Bell, president of the Louisiana Parish Engineers and Road Superintendents Association, has been most helpful. You should have received or will shortly receive conference pre-registration forms. If you need these hotel reservation forms, contact Marvin Bell, Ouachita Parish Engineer, P.O. Box 637, West Monroe, La. 71291, (318) 387-2383.

—Milton L. Johnson, P.E.
President

FHWA WITHDRAWS PROPOSED RULE ON DESIGN STANDARDS FOR R-R-R PROJECTS

Despite many county comments urging adoption of AASHTO's "Geometric Design Guide for Resurfacing, Restoration and Rehabilitation (R-R-R) of Highways and Streets 1977" (Purple Book), the Federal Highway Administration (FHWA) closed the docket on geometric design standards for R-R-R projects (*Federal Register*, Vol. 43, No. 13, Jan. 19). According to FHWA, the withdrawal is based on substantial adverse comments on AASHTO's "Purple Book."

FHWA offered three specific alternatives for comment and received approximately 200 replies. NACo, NACE and many counties commented on the proposed rule. The first alternative provided for continued operation under existing regulations, with provision for exceptions to existing design standards on an individual project basis. Alternative two, which NACo and NACE supported, would have incorporated by reference AASHTO's "Purple Book" as acceptable criteria. The third alternative provided for states and FHWA to develop individual state criteria.

FHWA said, "Essentially all of the individuals and groups responding simply indicated a preference or criticized the alternatives proposed without offering any substitute criteria." FHWA concluded that the comments indicated that current criteria or procedures are not desirable and that some change is needed.

FHWA has decided:

- Not to adopt AASHTO's "Purple Book" in its present form for federal-aid R-R-R projects;
- To use comments received to develop geometric design criteria for federal-aid R-R-R projects and to publish them for comment in the *Federal Register*;
- Until separate FHWA criteria are promulgated, to handle R-R-R projects under current procedures;
- To emphasize evaluation of the R-R-R program.

CERTIFICATION ACCEPTANCE AND SECONDARY ROAD PLAN REGS

A Federal Highway Administration (FHWA) interim rule and request for comments on certification acceptance (CA) was published in the *Federal Register* Jan. 9 (Vol. 43, No. 5). This notice also contains a final rule for the Secondary Road Plan (SRP). The effective date for the CA interim regulations and the SRP regulations is Jan. 13, 1978.

Both the CA and SRP regulations are complete re-writings of former issuances, focusing "on policy rather than detailed procedures."

According to FHWA, "The regulations are intended to provide an alternative procedure for processing federal-aid highway projects in a more efficient manner by using state laws, regulations, directives and standards, and reducing federal involvement." Both the CA and SRP regulations were revised to specifically provide that states may permit performance and project certification by capable local governments.

Off-system projects can be administered under CA or the SRP if legislation and regulations permit. Legislation and regulations covering the Safer Off-System Roads program do permit such coverage. Both regulations require a description of the state's methods for assuring local government knowledge of and compliance with state and federal requirements.

CERTIFICATION ACCEPTANCE

In June 1976, FHWA published an Advance Notice of Proposed Rulemaking to revise interim CA regulations. Last March, FHWA published a notice of proposed rulemaking covering CA and the Secondary Road Plan. FHWA has now issued interim CA regulations since substantial changes were made from the proposed version.

Most comments to FHWA endorsed the certification acceptance principle. Many state and county agencies commented that the proposed CA and SRP regulations "do not go far enough."

Highlights of the interim CA regulations follow:

- CA is defined as the alternative procedure for administering federal-aid projects not on the Interstate system.
- The regulations allow states to adopt federal requirements as their own if they choose to do so.
- A state certification may provide for either full or partial coverage of eligible systems, programs, phases, work and classes of project.
- A simplified CA application procedure is provided. A state can limit coverage to projects which are both determined to be a nonmajor action and (2) estimated cost less than \$500,000 for physical construction. Limited coverage state certification will apply only to FHWA responsibilities for project plans, specifications, estimates, surveys, contract award, design, inspection and construction. According to FHWA, the \$500,000 cost figure "was inserted in order to ensure that 'limited coverage' state certifications would apply only to projects similar to typical SRP projects." Acceptance of limited-coverage state certification will be based on evaluation of the state's operations and performance under an approved secondary road plan.
- CA procedure does not apply to transportation planning and research, highway safety or public transportation projects not administered by FHWA under Title 23.
- The finding that the state highway agency's capability to carry out project responsibilities will be based on an FHWA evaluation of the state's performance and resources.
- Periodically, FHWA will evaluate state operations under CA. These evaluations will include coverage of areas of the state's administration of CA projects at least once every four years.

FHWA SECONDARY ROAD PLAN REGULATION

According to FHWA, "It is the policy of FHWA to extend to states maximum flexibility in selection of standards, procedures and operations under the plan and to encourage maximum local involvement in selecting, developing and constructing projects under the plan. Secondary road plans may include performance and project certification by capable local governments."

- The SRP applies to the plans, specifications, estimates, surveys, contract awards, design, inspection and construction of projects financed with federal-aid highway funds on the federal-aid secondary system.
- Federal laws outside of Title 23 (e.g., on environmental assessment, etc.) are not affected by approval of a state's SRP.
- All projects under SRP are subject to FHWA review at any time.
- FHWA will periodically evaluate state's operations under the SRP; these evaluations will include coverage of all areas of the state's administration of SRP projects at least once every four years.

For more information on the CA and SRP regulations contact: Joseph W. Burdell Jr., Chief, Federal-Aid Division, FHWA, 202/426-0442 or Ruth R. Johnson, Office of the Chief Counsel, FHWA, 202/426-0780.

Please send your comments on the interim CA regulations to Marian Hankerd at NACo no later than February 15, 1978. She can coordinate and forward them to FHWA.

NACo Box Score... Priority Issues

Welfare Reform.....	Special subcommittee continues markup.
Employment.....	Administration's CETA draft circulating.
Antirecession.....	President's budget anticipates extension.
Payments-in-Lieu.....	Full funding called for by President.
Community Development.....	Increase asked by President.
Rural Development.....	Loans' interest rate increase in markup.
Transportation.....	Major proposals coming from Administration.
Water Pollution.....	Substantial funding increases asked by President.
Air Pollution.....	President's budget calls for more compliance assistance.
LEAA.....	Cuts asked by President.
Health.....	Carter budget emphasizes needs of young and cost containment.

Library Contains P.G. Documents

PRINCE GEORGE'S COUNTY, Md.—The newest rung in the public disclosure ladder here is the Public Documents Reference Library which opened recently as a branch of the county's library system and as a repository for county documents.

For the past several years, Prince George's legislators have publicly disclosed their finances and those of their dependents. Campaign contributions are regulated and on the public record. All decisions are made in public sessions. And the government's contracts are publicly advertised and publicly accepted.

But now, the county council's working papers—straw votes taken in committee session, correspondence on an array of governmental topics, information and background passed between staff members—are on file for public perusal, scrutiny and copying.

CONCEIVED BY the County Council nearly two years ago and situated adjacent to the County Council offices in the new Administration Building in Upper Marlboro, the library will operate as a research center for citizens and also contains the central files for the legislative branch.

Former Council Chairman Francis B. Francois, NACo second vice president, first advanced the idea with the realization that documents, reports and information materials were scattered throughout the offices of council members and staff, inaccessible to colleagues or the public.

Former Council Chairman David G. Hartlove Jr. furthered the concept by pressing for funds to begin

the library which was recently completed and dedicated by present Council Chairman William B. Amonett.

Staffed with a professional librarian and a circulation assistant, the library is organized to help citizens find any document concerning County Council or governmental decisions.

THE LIBRARY is divided into three sections: a permanent collection of government publications; a reference collection of periodicals, County Council central files, finalized zoning cases and legislative background material; and a working collection of documents from the state and federal governments and regional governing bodies.

A few documents date back to the 1960s when Prince George's County, which borders Washington, D.C., experienced rapid growth. Most publications are more recent.

Information ranging from the council's action on zoning cases and bills to policy decisions on the rapid rail system's construction and land use planning is available during normal business hours.

"Opening the documents library will ensure that county publications with historic value won't be lost," observed Amonett. "Furthermore, the library opens for public inspection, documents and information sources that effectively have been closed because they were scattered and no formal system for easy retrieval existed. The Public Documents Reference Library will make a citizen's search for information about our government much easier."

