

# \$4 Billion More Sought for Public Works

WASHINGTON, D.C.—Rep. Robert Roe (D-N.J.) has introduced legislation authorizing an additional \$4 billion in public works grants to local governments. The bill, H.R. 11, was introduced Jan. 4 and had 180 cosponsors.

The House Public Works Committee is planning early action, with hearings tentatively scheduled for late January or early February. Companion legislation has not yet been introduced in the Senate.

The current public works program

provided \$2 billion in 100 per cent public works grants. The demand for the program far exceeded the funding with 25,000 applications exceeding \$24 billion.

NACo is concerned over the distribution of the grant money. The level of assistance awarded to county governments is unacceptable, based on the need and unemployment experienced by counties. Only 191 counties received grants, totaling \$235.8 million. Moreover, a survey of 143 counties over 50,000 population

experiencing unemployment of at least 9 per cent revealed that only 25 of these received grants.

NACo has sent a letter to the House and Senate Public Works Committees, as well as the Economic Development Administration (EDA), detailing our concerns with the distribution of grants.

Another area of concern focused on the eligibility of special districts, in particular school districts. These were included in EDA's regulations as eligible recipients. Our interpreta-

tion of the public works bill was to provide public works projects to general purpose units of government, which does not include special districts. NACo objected to their inclusion as participants and to their eligibility for a 5-point bonus. In all, 241 school districts received funding of \$317.1 million, or 16 per cent of the total funds.

Additional comments covered: the criteria for project selection area, prioritizing of applications, local ceilings and concentrations of funds,

and the 70 per cent/30 per cent division of funding.

EDA is keeping applications not selected for funding. It is hoped that these applications will be given funding priority in the new bill.

Counties having comments on the public works program are requested to forward them to Elliott Alman of the NACo staff. NACo is also maintaining its Public Works Desk to provide updated information on the public works program and procedures to be followed. The public works number is (202) 785-9577.

## This Week

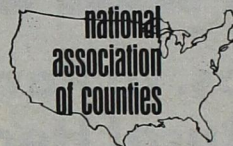
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Vol. 9, No. 3

# County News

Our Prayer: "The Wisdom to Know and the Courage to Defend the Public Interest."

Jan. 17, 1977



Washington, D.C.

# Keep Elderly Involved



## Conference Agrees on Basic Goal

WASHINGTON, D.C.—What do aging citizens need? What barriers do counties face in meeting those needs? How can counties overcome these barriers?

These were the overriding questions county officials sought to answer Jan. 10-11 at the first of three national conferences on County Resource Development for Aging Citizens.

Officials from more than 26 states gathered here in a series of small, intense workshops to hammer out county priorities in caring for the elderly.

General themes echoed throughout these workshops included: keeping the elderly in the mainstream of the community, teaching people that old age is a part of life, giving elected officials enough time to plan services, and documenting the need for services.

Officials also called for eliminating legislative and regulatory barriers to coordinating services and mobilizing existing resources, especially in the private sector.

Somerset County, N.J., Freeholder Doris Dealaman, NACo's chairman for aging, reported that participants ranked housing and transportation as the most urgent problems facing

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**COUNTY PRIORITIES**—Commissioner Earl E. Dutton of Jackson County, Mich., makes a point about his county's priorities at a small group discussion at the aging citizens conference. Listening are, from left, Frances Kramer, director of the Dade County, Fla., elderly services division; Jean M.

Bruner of the Monroe County, Fla. development department; Joyce Burland, Suffolk County, N.Y. legislator; Al Templeton, director of NACo's Human Resources Center; and Frank Francois, commissioner, Prince George's County, Md., and NACo's fourth vice-president.

## PULITZER PRIZE WINNER

# Butler: Research Cuts Costs

WASHINGTON, D.C.—Pulitzer Prize winner Dr. Robert N. Butler has a prescription for the high costs of caring for the elderly—basic research.

"Research is the ultimate service and the ultimate cost container," Butler told county officials last week at the National Conference on County Resource Development for Aging Citizens. Butler won the Pulitzer in 1976 for his book, *Why Survive? Being Old in America*.

At the opening general session of the two-day conference, Butler said that 1.2 million elderly citizens are

"warehoused" in 23,000 nursing homes throughout the country (half of which cannot pass inspection) at a cost of \$15 billion per year.

Yet finding an effective treatment for brain disorders, Butler pointed out, could reduce the number of people in nursing homes by about 100,000 and save at least \$1 billion a year.

And a means of preventing osteoporosis—a softening of the bones that occurs most often after menopause—would "drastically cut" the number of fractures suffered by the elderly.

Butler, who is director of the National Institute on Aging (NIA), also called on county officials to support "systematic education in geriatrics" in the nation's medical schools.

"None of our 114 medical schools expose their students to a routine, systematic presentation of the health needs and characteristics of the elderly," he said.

Another recommendation was the use of existing space technology to service elderly persons.

"Adapting the marvelous

See RESEARCH, page 3



Dr. Robert N. Butler addresses conference.





Long



Santini

## Reps. to Participate in Rural Hearings

WASHINGTON, D.C.—Rep. John Breckinridge (D-Ky.), chairman of the Congressional Rural Caucus, has announced that representatives Gillis Long (D-La.) and Jim Santini (D-Nev.) will attend field hearings of the caucus in late January. The hearings are set for Jan. 28 in Reno, Nev. in conjunction with NACO's Western Region Conference. NACO and the Housing Assistance Council are serving as hosts.

The hearings will focus on the Rural Development Act and rural housing, major areas of concern to rural officials. Congress is expected to review these programs in the coming months.

The Rural Development Act of 1972, enacted to revitalize this nation's rural areas, placed primary responsibility in the Department of

Agriculture (USDA) for funding a wide range of community facilities, ranging from water and sewer systems to fire protection. With USDA, the Farmers Home Administration (FmHA) has been the agency empowered to administer the various grant and loan programs.

The Rural Development Act was conceived as a major vehicle to aid rural areas and address many of their problems. It is the prime source of assistance to rural counties. However, NACO feels it has not been given the chance to realize its potential due to inadequate funding and administration of the program, as well as the level of need.

The housing programs have been extremely important to rural citizens, but have also been subject to rescissions and inadequate funding.

### IT'S HAWAII, EUREKA

## The Ballots Are In

Hawaii County, Hawaii, and Eureka County, Nev. were among the winners in the national Bicentennial "Votingest" community contest sponsored by Alameda, Calif.

With an 86.85 per cent voter turnout Hawaii County won first place in the 1976 election among those counties in competition with over 50,000 in population.

Eureka County had the highest turnout for those counties with less than 50,000 citizens. More than 94 per cent of Eureka's citizens went to the polls.

These figures compare to the national average of 54 per cent voter turnout.

More than 265 communities nationwide, with a total population of 14 million and representing 45 states, entered the contest. Cities and counties competed in separate categories. The contest compared communities of similar size on voter turnout, voter registration, and increase in each of these over 1974 levels.

Tulsa County, Okla. (over 50,000) and San Miguel County, N.M. (under 50,000) won first place for the greatest increase in voting.

Mobile County, Ala and Yankton County, S.D. placed first for the

most citizens registered and the greatest increase in registration.

The "Votingest" community contest was sponsored by Alameda-Vote '76, a nonpartisan community group formed in the San Francisco Bay Area to spearhead the national voting competition as their Bicentennial project. The project has been underway for two years. Awards were presented Dec. 29 at a ceremony in Alameda.

### Proposed Regs

The following proposed regulations are being analyzed by county officials and the NACO staff to determine their impact on counties. For copies, please write Jeannie Mosley at NACO.

76-101 LEAA "Guide for Discretionary Grant Programs, M 4500.1E, Change 1." This manual transmits four major changes to the guide: announcement of new programs; cancellation and withdrawal of previously announced programs; adjustment of deadlines for submission of applications for certain programs; and technical changes to clarify language or correct errors. Copies are available.

76-102 LEAA "1977 Planning Grant Amendment and Comprehensive Plan Supplement Document." This guideline sets forth the requirements and provides guidance for the preparation of amendments to 1977 Planning Grants and Comprehensive Plans. Copies are available.

76-103 HEW "Review of Negative Case Actions—Quality Control—Financial and Medical Assistance Programs (45 CFR Parts 205 and 250)." The purpose of these regs is to amend quality control regulations applicable to the administration of the Aid to Families with Dependent Children (AFDC) and Medicaid programs to provide for review of the correctness of negative case actions. Copies are available.

Commerce "Coastal Zone Management Program Development Grants." The National Oceanic and Atmospheric Administration proposes to adopt regulations for the purpose of defining procedures by which coastal states can meet the new planning requirements contained in subsections 305(b) (7), (8) and (9) of the act and by which states can meet the requirements of preliminary approval found in subsection 305 (d) of the Act. Copies are available.

## Askew—NGC Chairman

WASHINGTON, D.C.—The Executive Committee of the National Governors' Conference Jan. 4 elected Gov. Reubin O'D. Askew of Florida to succeed Gov. Cecil D. Andrus of Idaho as chairman.

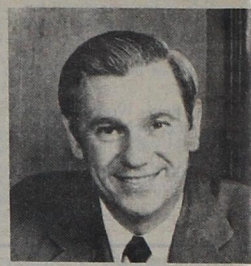
Gov. Askew will also succeed Gov. Andrus as chairman of the New Coalition. NACO representatives on the coalition are: Dan Lynch, NACO president and Douglas County, Neb. commissioner; Frank Jungas, chairman of NACO's Welfare and Social Services Steering Committee and Cottonwood County, Minn. commissioner; and Terry Pitts, chairman of NACO's Health and Education Steering Committee and supervisor from Milwaukee County, Wis. The New Coalition, which meets quarterly, will gather in Washington, D.C. on Jan. 19.

Andrus, who has been governor for the past six years, was elected

chairman of the National Governors' Conference (NGC) at its annual meeting last July. He stepped down Jan. 4 as chairman in view of his designation last month by President-elect Carter as Secretary of the Interior. Andrus plans to resign as governor following Senate confirmation.

Askew will serve until the election of a new chairman at the NGC annual meeting in mid-September. He was elected governor in 1970 and re-elected in 1974. He has been a member of the NGC Executive Committee for the past two years.

Members of the 1976-77 Executive Committee, in addition to Askew and Andrus, are Gov. Robert Ray (Iowa), Robert Bennett (Kansas), Arthur Link (N.D.), James Rhodes (Ohio), James Edwards (S.C.), Ray Blanton (Tenn.), and Mills Godwin (Va.)



Askew

The NGC winter meeting will be held in Washington, D.C. from Feb. 27 through March 1. Key issues for discussion will include welfare reform, Medicaid reform, and the governors' budget and management priorities for 1977.

### PUBLIC INVOLVEMENT STRESSED

## Health Task Force Convenes

WASHINGTON, D.C.—The first of three meetings of the Health Planning Advisory Task Force convened last year to consult with NACO's Health Planning and Resource Development Program.

Attending the meeting were officials from the Bureau of Health Planning and Resources Development, Department of Health, Education, and Welfare (HEW) and NACO staff.

The task force, made up of elected and appointed county officials takes up problems related to the implementation of the Health Planning and Resources Development Act of 1974 and the health systems agencies (HSAs) created by the act.

The NACO Health Planning and Resources Development Program will help county officials work with the

federal government and health systems agencies in their efforts to plan a health-care system for their areas. The program will establish a mailing list and provide information through fact sheets and County News articles. The program will produce a manual on health planning for local elected officials.

Dr. Harry Cain, director of HEW's health planning bureau, emphasized at the meeting that his bureau is interested in broad-based public participation and accountability in the activities of local HSAs.

In answer to the questions asked by many public officials throughout the country, he said that in his opinion there was a congressional assumption that most of the

designated agencies would—and should—be private non-profit corporations. The reason for this, Cain explained, was to retain, as far as possible, the "non-governmental" character of the planning for what is still largely a private industry. To date, there are 196 designated HSA and 174 of them are private non-profit agencies.

Dr. Cain noted that as agencies apply for continuation of their designation, renewal will depend partly on their degree of public participation.

Also discussed at the meeting were court challenges to HSA designations. Legal challenges have been filed in Dallas and New Orleans. The Dallas suit contends that the local HSA is not in compliance with regulations of the act concerning representation. In New Orleans, the suit claims racial discrimination practiced by that local health planning agency.

Of 196 agencies now designated, 174 are private non-profit, 18 are public regional planning bodies and four are units of general purpose local government. A survey of 19 HSA governing bodies found that 19 per cent of members were public officials. Approximately two-thirds of these were elected officials and most of the others were designated by appropriate government units. Ninety per cent of the local officials represent counties, cities or councils of governments.

## HEW Proposing Regs to Update Health Facilities

WASHINGTON, D.C.—The Department of Health, Education, and Welfare (HEW) has proposed regulations that would make possible the award of \$11 million early this year for grants for construction or modernization projects in publicly owned health facilities in danger of violating safety codes or losing accreditation.

The proposed regulations, published in the Federal Register of Nov. 26, govern the awarding of grants under Section 1625 of Title XVI of the Public Health Service Act, as amended by the National Health Planning and Resources Development Act of 1974 (P.L. 93-641). Title XVI is the construction authority that succeeds the Hill-Burton program.

Implementation of several provisions of Title XVI is being delayed because they hinge upon implementation of other aspects of the law. However, the recent designation of 48 State Health Planning and Development Agencies under P.L. 93-641 makes it possible to implement the Section 1625 portion of the program.

Section 1625 provides that 22 per cent of the amount appropriated for Title XVI be made available in direct federal project grants to facilities owned by public or quasi-public entities to prevent or eliminate safety hazards in medical facilities or to avoid noncompliance by such facilities with licensure or accreditation standards.

The \$11 million, although appropriated in fiscal '76, is available for allocation through fiscal '78. No funds were appropriated for this purpose in 1977.

Upon issuance of the proposed regulations, the department will accept applications consistent with the proposed rules and will allow an op-

portunity for the applications to be revised to conform with final regulations when they are issued. The public has 30 days in which to comment on the proposed regulations, after which the final regulations are to be issued, probably late this month.

The National Health Planning and Resources Development program is administered by the Health Resources Administration, a component of the Public Health Service in HEW.

## INVITATION TO ALL WELFARE DIRECTORS

THE SPRING WORKSHOP OF THE NATIONAL ASSOCIATION OF COUNTY WELFARE DIRECTORS WILL BE HELD IN WASHINGTON, D.C. MARCH 8-9

TOPICS TO BE COVERED WILL INCLUDE:

- IV-D PARENT LOCATOR PROGRAMS
- SOCIAL SERVICES
- PRIVACY PROTECTION LAWS
- WELFARE REFORM
- AND OTHERS
- (WHAT WOULD YOU LIKE TO TALK ABOUT?)

MARK YOUR CALENDAR NOW  
KEEP WATCHING COUNTY NEWS  
FOR FURTHER DETAILS

### COUNTY NEWS

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# New Approaches in Health Care for Aging

"We have tripled the number of physicians in Nassau County, N.Y., who will accept elderly patients relying on Medicare or Medicaid to pay their bills," Dr. Martin Posner, director of the county's Senior Citizen Health Improvement Program (SCHIP), told participants attending a panel discussion on health care at the National Conference on County Resource Development for Aging Citizens.

SCHIP offers senior citizens in southern Nassau County medical attention at a hospital's out-patient clinic, counseling by medical social workers, and health screening and monitoring by nurse specialists and volunteers.

After noting that many physicians reject the elderly patient, especially those relying on Medicare or Medicaid, Posner cited several reasons for his program's success in changing physician's attitudes.

"First," he said, "our staff is assertive in getting appointments for those enrolled in our program.

But we also agree to take care of the paperwork and guarantee that the appointment will be kept by supplying the elderly person with transportation to the doctor's office."

Other reasons included providing doctors with a form that contains extensive background information on a patient and paying the doctor immediately for the service. SCHIP is later reimbursed by Medicare or Medicaid.

"Doctors like that quick payment a lot," Posner quipped.

Three other areas of health care were discussed during the workshop: alcoholism, nursing homes, and day-care for frail elderly people.

Erma Polly Williams, director of training at the Rutgers University Center of Alcohol Studies, focused on the human and economic need to distinguish between health programs caused by advanced age and those caused by alcohol.

"An aged person could spend years deteriorating in a nursing home," she said, "but could possibly be

rehabilitated in several months if enrolled in an alcoholism program."

Robert Lethbridge, a nursing home administrator from Merrimack County, N.H., reminded the audience that not all programs for the elderly involve rehabilitation. Coping with death is the major task of those who work in nursing homes.

"Last year 71 of the 72 people who left our home were removed by the undertaker," Lethbridge said, adding that he had a difficult time adjusting to death when he first became administrator of the home 15 years ago.

Lethbridge stressed the need for "reality orientation" and "result-oriented staff" in nursing homes.

"Reality orientation insists that patients know what day of the week it is, that they eat with a fork and not a spoon, that they remain responsible for themselves and not slip off into their own dream reality," he explained.

A result-oriented staff is willing to bend a regulation to help a patient,

to see paperwork as a secondary concern."

Lethbridge noted that the pile of paperwork required by regulations is 14 inches thick for every patient during each 90-day period.

Dr. Helen Hackman recounted how she wrote and rewrote grant applications before she finally obtained funding for an "activity center" that provides daytime care for frail elderly people in Arlington County,

Va.

Last October, the center—located in a wing of a former elementary school—finally opened.

"I can't begin to tell you," said the British-born doctor, "how much the participants benefit from the center and how much it has helped families that had been struggling to take care of an elderly parent for relative all day."



**ADDRESSES CONFERENCE**—Doris Dealaman, chosen freeholder of Somerset County, N.J., laughs at a remark by a participant at the first of three National Conferences on County Resource Development for Aging Citizens. Dealaman is chairperson for aging programs of NACo's Welfare and Social Services Steering Committee. She also chairs the conferences.

## Panel Emphasizes Independent Living

Finding ways to return the elderly to the mainstream of society and avoid institutionalization was the focus of a panel discussion on "independent living" at the National Conference on County Services for the Aging.

"Our senior aides program provides useful, part-time employment for those 55 and older, supplements the income of poverty level elderly people, and improves and expands local community services," said Ann Johnson, executive director of the coordinating council for seniors in Durham County, N.C.

Persons over 60 years of age represent 14 per cent of the population there.

Senior aides, Johnson explained, provide recreation and food services, transportation, and in-home help such as health care and shopping.

"Our cleaning crew of senior aides has turned out to be one of the most valuable services. The crew is booked up for a month ahead," added Johnson.

son.

Nine years ago, Dade County and the City of Miami combined their housing, redevelopment and code enforcement units and created Little HUD which has county-wide housing authority. Today, Little HUD maintains 18 divisions and employs nearly 600 people. The department plays a pivotal role in obtaining federal funds to build and operate public housing, and to help maintain or improve the quality of life in homes and neighborhoods.

Dade County provides decent housing at low cost for elderly people who cannot remain in their homes. At 25 sites, the buildings are designed and reserved exclusively for the elderly. They range from garden style to high rise apartments.

In a new "congregate housing" facility, elderly persons who are mobile but need assistance with dressing, bathing and housekeeping are provided with apartments, three meals a day in a central dining room, and personal care.

Montgomery County, Md., provides paralegal counseling to help the elderly fill out public benefit application forms. About 85 volunteers and four part-time employees assist elderly persons and refer them to legal aid programs if needed.



**INTRODUCING PANEL**—John ("Chubby") Caldwell, commissioner, Jefferson County, Pa., introduces panelists who discussed housing, financial counseling, and employment of elderly citizens. Caldwell also served on the task force which designed the conferences.



**SENIOR CENTER EXPLAINED**—Adelaide Attard, commissioner of the Nassau County, N.Y., Department of Senior Citizen Affairs describes a multi-purpose senior center as Paul Fitzgerald, left, Arlington County, Va., Department of Human Resources and Commissioner Eugene Erway from Potter County, Pa., listen.

## Keep Elderly Involved

Continued from page 1.

the elderly today if they are to remain active and independent.

"Give the aged person living alternatives. Let's not create geriatric communes," said one county official.

Other officials pointed out that many elderly persons can maintain their independent living status if the federal government would fund homemaker services such as shopping and cleaning. Without such services, the elderly are often forced to leave their own homes and enter nursing and other expensive institutions.

Demands upon the federal government for housing the elderly included requiring the U.S. Dept. of Housing and Urban Development (HUD) and the U.S. Dept. of Health, Education and Welfare (HEW) to coordinate funding so support services will always be available at housing sites.

Officials also felt that HUD should let counties know about available funds and provide the technical assistance to obtain these dollars.

Officials in one workshop recommended seeking alternatives to the usual housing solutions. They suggested, for example, permitting an elderly couple to add a wing to their house that would allow children to live at home yet not require them to pay higher property taxes. Encouraging foster families was another alternative.

Another group called for redeveloping existing housing, and using school buildings, with their ramps and wide corridors, for

congregate housing sites.

In the field of transportation, county officials agreed the most important step is to determine all transportation resources in the community, including vehicles, garages, fleet insurance policies and funds. These should then be coordinated and adapted to the needs of the elderly.

Participants also noted that state and federal laws prohibiting use of school buses for the elderly should be changed.

Another problem of the elderly often mentioned was "income maintenance."

Officials recommended:

- Adjusting, but not eliminating, income ceilings for social security payments;
- Developing "shared jobs" and part-time employment for aging citizens;
- Enforcing laws that ban employment discrimination because of age; and
- Implementing affirmative action programs for elderly workers.

Finally, conference participants felt there was a philosophical barrier to improving the life of elderly citizens—the stigma of growing old—which must be erased through education.

"To get anything accomplished, you have to change people's attitudes and that requires a public relations campaign," concluded one

participant.

The conference was sponsored by NACo's Aging Program. Future conferences will be held in Kansas City, Mo., April 24-26, and in San Diego, Calif., June 8-10.

## Research Can Cut Costs

Continued from page 1.

technology which placed men on the moon . . . to new prosthetics could permit elderly persons who are severely disabled by stroke, arthritis, or muscular weakness to move about their own homes and lead independent lives.

"I am referring to cane and hand sensors and activators, remote control devices, wheel chairs that can climb stairs and other novel but realistic devices," Butler explained. Butler charged that some national policy makers consider "test tube" research impractical or without directed goals.

"But such research can be the most people-oriented, the most practical research of all," he said. "Without research, we might still be relying on leeches and the purge, and we might be resigned to periodic outbursts of devastating plagues."

Butler cautioned, however, that in some cases "our society may be too quick in transferring the fruits of research from bench to bedside." Dyskinesia—an inability to control the tongue—has been the fate of many elderly who were sedated with a poorly-understood tranquilizer, he

explained.

He set the tone of the conference by asking participants to look at the future. Because of the World War II baby boom, Butler said, 20 per cent of the nation's population will be 65 or older by the year 2020.

"Successful human and biomedical triumphs over infant and childhood diseases, maternal mortality, and infections . . . has resulted in a steady increase in the absolute numbers and population of older people in this 20th century," he said.

"In 1900, there were some 3 million persons over 65. Today there are over 22 million, and 1,600 more people pass their 65th birthdays each day," he added. "By 2020, there will be about 43 million older Americans, almost twice as many as today."

Unless our nation finds breakthroughs to the problems of the elderly, Butler warned, the costs to humanity and the financial burden will be exorbitant. Between 1975 and 1976 alone, he explained, health costs rose nationally from \$117 billion to \$139 billion.



# Impressions—Cabinet Designees

## A PEPPY NEW HUD SECRETARY ...

Patricia Roberts Harris, Secretary of Housing and Urban Development-designate, is one peppy woman. And I predict that she is going to do a first rate job in her vital new post.

She knows how to start. On Tuesday, Jan. 11, in the middle of her Senate confirmation hearings, she invited the executive directors of the "Big 7" (associations of governors, mayors and county officials and state legislators) to her office to begin some meaningful dialogue.

She is quick of mind, swift of tongue and a very savvy person.

Right off, she wanted to know where the problems are in her massive agency. We gave our reactions and she had some sharp questions.

John Murphy, NACo's urban affairs coordinator, and I made a strong case for massive county involvement in the plans, programs and operations of HUD. We told her that our county officials are going to be very militant and aggressive on such key matters as the administration of the urban planning grants program and community development programs, both of which are in great flux.

Some people have accused Patricia Harris of being abrasive. I did not find that to be the case in my initial meeting with her when we both served as advisers to Jerry Wurf's American Federation of State, County and Municipal Employees.

I decided to test the waters. I said, "Madame secretary, we assume the rules of the road are, that if the occasion demands we can stand up and shout at you."

"Certainly," she said. "I wouldn't have it any other way."

We came away with the impression that this is a no-nonsense woman who can get the job done. She can be a powerful voice for meaningful county involvement in housing and urban development. We must persuade her that this is the direction to go.

This is the mission of our NACo steering committees and our staff and you will hear more about our progress as the new Administration takes shape.

## ...A SHARP DOT ADMINISTRATOR

Sitting at the same Cabinet table will be Transportation Secretary-designate Brock Adams—an impressive administrator.

NACo has had a great deal of experience working with and against Brock Adams. We were with him in his capacity as a representative and as first chairman of the House Budget Committee. We were against him when he opposed us on the re-enactment of general revenue sharing.

He was the first of the Cabinet designees to invite the "Big 7" to meet with him. We met on Dec. 21 in his congressional office.

We could hardly see him over the top of all the transition team's briefing papers and background statements he was pouring through.

He wanted to hear from each of our groups. And he wanted to hear meaningful information. We bombarded him. He must have set a record for note taking as he filled many pages during the hour.

He, like Harris, wants to work with cities, counties and states.

Ralph Tabor, NACo federal affairs director, and I filled him in on both our policy issues and the key NACo steering committee and state association leadership.

We made special pleas for an effective national program to respond to our national bridge safety crisis.

He's industrious and vigorous. He never seems to tire or become irritated.

When he first became chairman of the House Budget Committee there were many (if not a majority) who predicted that he and his Senate counterpart, Ed Muskie, would never get the congressional budget process off the ground.

They were wrong. The budget process isn't perfect by a long shot. But what we have now, thanks to Brock Adams and Ed Muskie, is an infinitely better procedure than anyone ever dreamed.

Adams is guided by overall concepts and approaches; then the facts, figures and statistics to fill in the empty spaces. This is vital when we understand the charge of running the huge Department of Transportation. Adams needs to be able to tell "the forests from the trees" and to have the capacity to understand the differences.

We believe Adams will deliver fine programs as Secretary of Transportation. (If so, we will even forgive his views on general revenue sharing.)

## AND, PRESIDENT ELECT CARTER

President-elect Carter told NACo President Dan Lynch and our leaders that he intended to appoint first rate people to his cabinet. Nothing new.

He also said he was going to give each cabinet officer a relatively free hand in sub-cabinet appointments.

Both Secretary Harris and Adams asked us to submit our suggestions for key appointments.

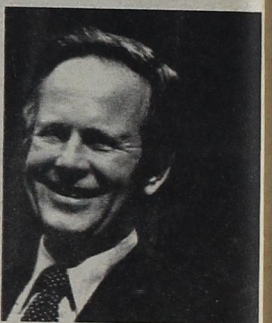
The President-elect is apparently keeping both his promises.

—Bernard F. Hillenbrand  
NACo executive director

## County Opinion



Harris



Adams

# Rev. Jackson's Education 'Commandments'

BY WILLIAM RASPBERRY

The Rev. Jesse L. Jackson is a source of embarrassment for me. He keeps saying interesting, insightful, common-sense things—things which, it seems to me, are deserving of wider circulation.

But many of my journalistic colleagues consider the head of Operation PUSH to be a publicity hound (a point I am not prepared to argue) and they tend to dismiss anything he says or does as just another attempt to get print.

Maybe publicity is one of the reasons behind his 10 principles (commandments, he calls them) for moving the public schools toward educational excellence. And there is, for me, the embarrassing risk of sounding like his personal press agent. Still I believe the principles are worth passing on, at least as the basis for discussion and debate.

1. It is essential that a public institution clearly define itself, that it say unequivocally what it believes in and stands for.

For example, superintendents and principals might issue "state of the schools" addresses in which they define educational goals and plans for achieving them.

2. The development of responsible adults is a task requiring community commitment. It cannot be left solely to the public schools.

He calls for a "coalition of excellence"—consisting of business leaders, craftsmen, journalists, professionals, "anyone with knowledge or experience to transmit to the students"—to be formed around each school. The coalition would "help to enhance the climate of educational striving" by working with local principals to define and meet the specific needs of each school.

3. The principal tasks of the public schools cannot be achieved if a disproportionate amount of time and resources must be given to maintaining order. Public schools are not obligated to serve students who, through

persistent and serious acts, disrupt school and violate the rights of others.

He would have principals issue written codes of conduct on the grounds that students cannot be expected to follow "rules that are unclear or unknown or capriciously interpreted and administered."

4. The full responsibility for learning cannot be transferred from the student to the teacher.

"Nobody can do homework and schoolwork for a student but that student. Students must stop seeking excuses, blaming others or their environment for their failure to learn."

5. Parents must consistently support the proposition that students have responsibilities as well as rights, and that the schools have an obligation to insist upon both.

He would have parents and students work out contractual agreements with teachers, spelling out what is expected of each. Parents and teachers would get regular reports cards in which they would be assessed on the basis of criteria developed through parent-teacher conferences or through PTAs.

6. High performance takes place in a framework of expectation.

Teachers unions would be asked to review their policies and programs to make sure they were "not protecting low-performance teachers from being singled out and fired from the system."

7. There is nothing inherently undemocratic in requiring students to do things which are demonstrably beneficial to them.

"Principals and teachers who cannot or will not take charge and who allow students to show disrespect or to disrupt" must not be permitted to excuse their lack of leadership as being "more democratic" than requiring proper behavior.

On the other hand, principals and teachers who do manage to establish good environments for learning

must not be promoted out of their classrooms and schools but rewarded in other ways.

8. Involvement and commitment to meaningful activities which give one a sense of identity and worth is essential to all human beings, and especially critical to adolescents. Adolescents who cannot find identity and satisfaction in socially acceptable ways will find them otherwise.

He would make community service a requirement for graduation from junior and senior high school. Each student would be required to contract for a specific number of hours of unpaid community service to be performed evenings, weekends or during vacations.

9. The practice of convenience leads to collapse, but the laws of sacrifice lead to greatness. This principle must underlie all pedagogy. It applies to students, parents, administrators and community leaders.

One example: Parents would establish nightly two-hour study periods at home, during which time there would be no TV, radio, phone calls or social visits.

10. A sound ethical climate must be established for the school system as a whole and for each individual school, because the death of ethics is the sabotage of excellence. Politicians, school board members, superintendents, administrators, staffs, principals, teachers, parents and ministers have the obligation to take an aggressive lead in setting such ethical standards.

"Radio disc jockeys, who reach more students for more hours than teachers," must use a reasonable portion of air time to promote educational programs and an atmosphere of academic excellence. For example, they should honor and interview on the air students who achieve outstanding academic records...

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# Action Plan for the Next 10 Years



Symposium on Future of County Government

Fifth in a series

Planners for the Boston Symposium established early that most participants would be confined to one of four main topic areas: organization, intergovernmental relations, finance or functional role. To this was added a small "futures" group, confined only to "government below the state level," whose job would be to take a broad view of local government in the next 10 years. In this issue, the final segment of the Boston supplement series, the futures group findings are reported, and the overall conference is summarized.

The futures group report is in three parts: a list of "possibilities for local government in the next 10 years," a look into the future political, economic, technological and social impacts upon all local government in the next decade; and a summary of background papers and of participants' criticism of the papers.

A symposium photograph wrap-up is presented in this issue, as well as a summary of the conference evaluation by James Coke of Kent State University, consultant for the Academy for Contemporary Problems.

All symposium materials (papers, criticism, objectives for county government) will be presented in more complete form and packaged for further distribution in the next few months.

Materials for this supplement were analyzed by Robert A. Platky and Florence Zeller.

—John Thomas  
director, New County Center



**FUTURES GROUP CONSIDERS POSSIBILITIES**—From left, Philip Rutledge, National Institute of Public Management, Dennis Little of the Futures Research Group, U.S. Library of Congress, and Conrad Fowler, Shelby County, Ala., listen to Frank Sherwood, University of Southern California propose possible alternatives for the future of County Government.

Futures group members were asked to list "What possibilities do you see for government below the state level in the next 10 years?" The possibilities have been grouped, for convenience, under the four main headings used during the symposium: organization, intergovernmental relations, functional role, and finance.

Some of the same differences of opinion were evident in the futures group as in other topic area groups. Concerning organization, some participants foresaw fewer and larger general purpose governments, while others looked for more special purpose governments to clarify various points of decision making.

On the other hand, the futures group foresaw a far more important impact from public employee unionization than other topic area discussion groups.

In the areas of public officials' liability, management improvement and training programs, members essentially summarized trends and objectives mentioned by other participants.

Four financing possibilities overlap somewhat with ideas discussed in finance topic area groups, but one new item was suggested: local governments should finance services only leaving attempts at income redistribution to higher levels of government.

Two major new items appear in the futures group's intergovernmental relations possibilities. One participant suggested that some counties should be designated "national purpose" governments when, for some reason (e.g., natural resource deposits), they are important to the nation as a whole. Another participant suggested that as an organization, NACO ought to serve as an early warning system on national trends and developments affecting government below state level.

Like other participants, futures group members saw increases in federally mandated services, along with an expanded local regulatory role. One possibility suggested was that special purpose agencies could become important service delivery units. Another suggestion was that there could be more local government control over matters (such as land use) currently involving state and federal intervention.

## Summary of Future Possibilities

A list of possibilities for the future of government below the state level follows.

### Organization

#### Accountability by Centralization

- Greater use of charter counties (urban counties in states where relevant). Another method of providing greater autonomy to local governments that administer and finance programs.
- Fewer and larger general purpose local governments. As service needs become more complex and numerous, special purpose units and smaller governmental units (such as townships) will no longer be able to meet the need.
- Less authority orientation in individual values. More people oriented government, less institution.

#### Accountability by Decentralization

- Persistence of present institutional arrangements. Little major realignment or reorganization on the local level.
- Development of clear points of decision-making through structural or functional reform (goal: capacity to act; accountability). Some felt this could happen through formation of more special purpose districts; however, this was not acceptable to others in the group.
- New emphasis on neighborhood decision-making and participation. This reflects the growing disenchantment of many citizens with government that has become larger and, therefore, (in their perception) less responsive to their particular needs and desires. Through active participation, citizens are becoming more capable of making the system work for them.
- Release of legislative power from state to local governments (home rule-local autonomy).

#### Unionization

- Growing political power of government employee unions; election of own bosses. This was viewed as a major threat to the ability of local government to respond to citizens in general.
- Demand for federal and state takeover of pension liabilities to prevent local government fiscal failures (bankruptcy). Increasing pension burdens for additional employees may soon become too much for local governments to support without help.
- Greater participation in policy making by local governmental employees through political pressure exerted by growing number of unionized employees.
- Large scale conflict among local employees, inflation and geographical tax base. Growing power of employee unions affecting government decisions; federal pay scale not compatible with local scales.



### Management/Productivity/Training

- Systems failure (transportation, criminal justice, etc.) brought about by intergovernmental shake-up, increased service demand, resource constraints, labor bargaining, etc., seen as bringing about opportunities for management innovations in efficiency and effectiveness.
- Trend toward making public officials personally accountable for public acts, through court actions, etc. Results could be a governmental body afraid to make major decisions or take innovative actions.
- Revision of civil service to provide greater flexibility in public service. Intergovernmental exchange of personnel without losing benefits of seniority, pensions, etc.
- Increased professionalism in local government due to labor surpluses in former high prestige areas. Many professionals are out of work and available to local governmental units.
- Greater emphasis on productivity and training. (Especially necessary as revenues do not keep pace with additional demands for services.)

## Finances

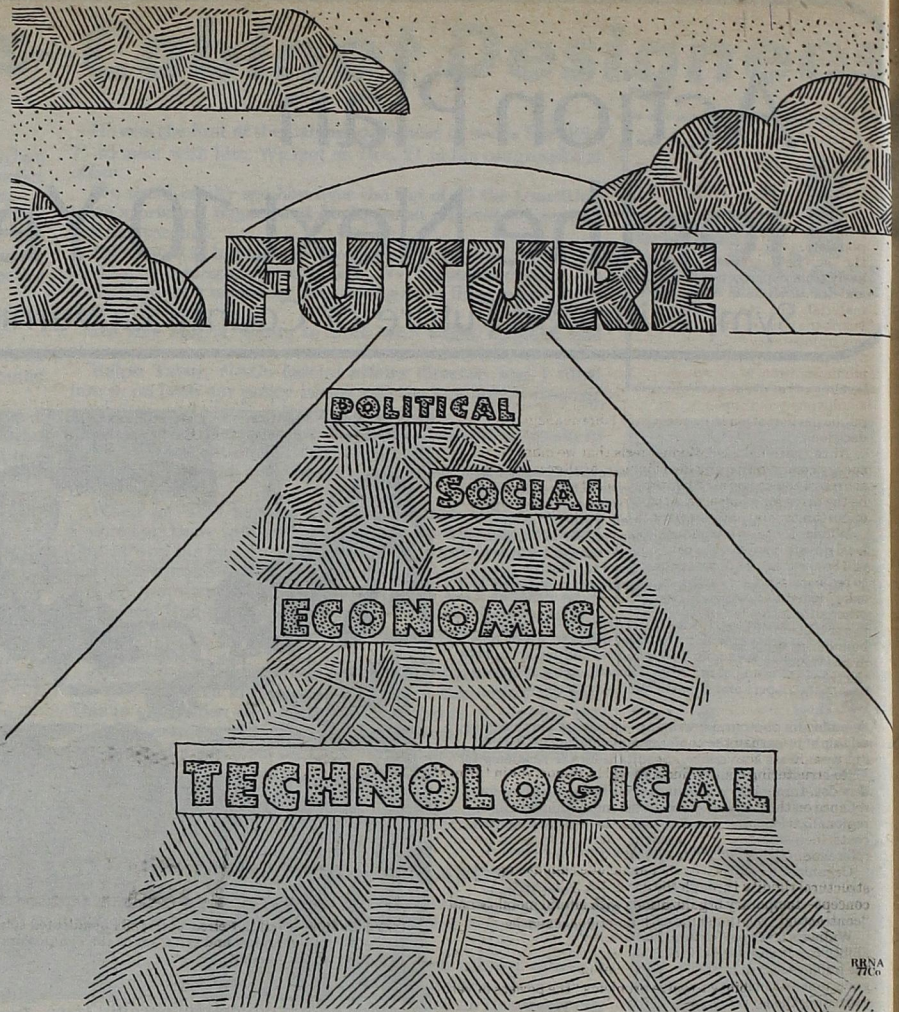
- Income distribution to remain at higher levels of government, leaving local governments to finance only services.
- Reorganization of method of financing local services. Reliance on property tax is inequitable and insufficient.
- State limits on local taxes and spending. This makes for heavy reliance on property taxes as the major source of funding for local governments, instead of the ability to use more equitable taxation methods.
- Regionalization of property tax base in metropolitan areas; use of counties in rural areas. County boundaries serving as tax base collection area.

## IGR

- Designation by federal government of "national purpose" counties for growth management purposes. Counties whose importance to the region or nation (i.e., natural resource deposits) would require greater federal intervention in matters otherwise considered purely local.
- County becoming direct delivery agent for federal programs.
- Major role for county as building block for regional services (water, sewer, transportation, parks, etc.).
- Establishment of early warning monitoring system within NACO so that local governments become more "pro-active" rather than "re-active." NACO, because of its location and experience, is more likely to recognize national trends, and how they will affect local governments. A means should be set up to call such trends to the attention of local elected officials.
- Greater citizen participation as consequence of state Advisory Councils on Intergovernmental Relations. ACIRs should be organized in each state; there probably should be more citizen representation in membership.
- Increased federal intervention (and from many states) through financing, courts, and administrative control.
- Elimination of mismatch of jurisdictions and resources with areas to be served. Realignment of boundaries is often required to offer adequate service delivery.
- Less division between town and country. Suburban growth continues to blur the traditional separation of services provided by local government.
- Influence of federal court decisions on constitutional questions affecting local governments—broad environmental, social, civil rights, etc., decisions.

## Functional Role

- Assumption by counties of many municipal functions in smaller metropolitan areas. Consolidation of functions to be cost effective and more responsive to citizen needs.
- Municipal corporation for territorial-specific functions, water, sewer, etc.
- Greater assumption of responsibility by larger local governments; more mandated functions.
- Federal government assumption of all welfare, income distribution. In which case, the county becomes an administering agent.
- Effective local land use control with effective state and federal override. Land use should be left in hands of local governments unless there is a legitimate state or federal interest which outweighs local interest.
- Reorganization of educational services administration. Present educational system no longer meets the needs of the people. Counties need to look closely at more community control, more vocational education, new challenges, etc.
- New demands for human services.
- Astronomical increase in regulatory functions of local governments, i.e., TV repair shops, consumer protection, ombudsman.
- Proliferation of community-based public and private agencies performing government functions, special purpose units of governments, health maintenance organizations, etc.
- Less use of services strategy (i.e., welfare programs); greater use of income strategy. More assistance should be given through direct distribution or redistribution of money to those eligible; rather than setting up elaborate functional structures that require large administrative structures and allow misuse of funds, ineligible persons to receive help, and the needy to be left out through administrative red tape.



## Impacts on Government

### Political

The futures group did not agree on what political impacts would affect government below the state level in the next 10 years. One member suggested that participatory democracy would become a worldwide phenomenon, another suggested that except for the United States and Europe, more autocratic government would exist throughout the world.

It was agreed that citizens will continue to be cynical about government. This will have an impact on public sector spending, the inability of the federal government to attract talented personnel, and a demand for evaluation of all government institutions. A complete list of the group's political impact possibilities follows.

- Food as a greater weapon in foreign affairs.
- Worldwide participatory democracy.
- Increased public sector spending; less public support. Citizens unwilling to accept the need for increased governmental costs.
- Absence of crises permits citizens to emphasize local needs more, and demand local solutions to those needs.
- Continued decentralization of governmental powers.
- Increased autocratic government throughout the world, except for western nations.
- Demand for reassessment of government operations and all institutions in the western hemisphere.
- Political rather than sociological answers to crimes. Citizen insistence on incarceration and harsher penalties for criminals, rather than exclusive focus on causes of crime.
- Greater public awareness and participation in government process.
- Inability of federal government to attract good, talented people. Cynicism of service in large governmental units, or in any large managerial unit, including private industry, among qualified persons.
- Decline of metropolitan influence and rise of suburban-rural influence as population continues to shift.

### Economic Impacts

Most participants foresaw negative economic impacts on government in the next 10 years. The only bright note was increased public understanding of global economic interdependence. The possibilities:

- Public understanding of global economic interdependence. Decline of isolationist thinking as people realize that no nation

can be independent.

- Continued inflation at 5 to 6 per cent per year.
- Worldwide depression.
- Increased gap between developed and undeveloped nations.
- Denial of access to adequate petroleum imports.

### Technological Impacts

The futures group participants look forward to positive technological advances leading to alternative energy sources, mind expansion breakthrough, and the use of media in obtaining preference referenda. The possibilities:

- Use of TV for instantaneous preference referendums, a random sampling of a specific question.
- Greatly reduced technological change in capital intensive resource intensive sectors.
- Endless energy sources: alternatives to present forms of energy.
- New methods of dealing with environmental problems and standards.
- Mind expansion breakthrough. Most people only using per cent of their potential intellectual capacity.
- Weather control vs. uncontrolled climate.

### Social Impacts

A longer life span, greater emphasis on vocational education, higher density in inner city development, and an emphasis on individual rather than economic growth were some of the social impacts listed by futures participants. The possibilities:

- Current energy shortage leading to emphasis on individual growth; little or no economic growth.
- Worldwide liberation of minorities; women, blacks, etc.
- Diminished standards for middle class, due to increased costs for many goods and services.
- Consequences of environmental regulations on community development; higher density, inner city development, controlled physical growth. Present patterns of suburban sprawl to diminish.
- Greater national realization of importance of local governmental services.
- Guaranteed incomes or jobs.
- Changes in educational patterns. Greater emphasis on vocational aspects.
- Continued low birth rates and lengthening life span.



# Summary of Papers

## SUMMARY OF PAPER BY RALPH R. WIDNER

### ACADEMY FOR CONTEMPORARY PROBLEMS

Widner begins his look at the future of county government by asserting that four major developments have already begun to affect all levels of government. They are: the shift in population resulting from the declining birthrate; the shift of population and economic activity away from the northeast to the "sun-belt" area of the southwest; the shift of the economy away from manufacturing towards a "post-industrial" state; and drastic shifts in the cost and availability of energy and materials. In order to meet these changes in the next 10 to 20 years, the author predicts the following possibilities for our governmental system: a general simplification of the federal system; a return to general governments for public policy and administration; a greater reliance on the processes of politics; a leveling off or decline in the growth of public sector employment and expenditures; and an insistence on greater public participation in public sector labor-management decisions.

At the national level, Widner feels that we must make energy conservation and development of alternative energy sources a top concern. Other top national goals are projected to be the drive for equal access to public services and economic opportunity, and improvement in the quality of life.

Widner foresees a number of possible goals for state and local governments in the next quarter-century. One of these will be the transfer of functions between governments, in order to reduce inefficiency and inequity. This return to a "layer-cake" federalism will be necessary, says the author, as the only other alternative for straightening out the delivery of services in our metropolitan areas. The re-drawing of political boundaries is not realistic due to public resistance to such a drastic change. Widner sees the county as receiving most of the transfers of functions from municipalities, because of the large land areas contained within most metropolitan areas. With this increase in functional responsibility will come demands for increased accountability; this will almost certainly force many counties to alter their structures to increase public accountability.

Re-structuring county finances will be important in the next decades. Important aspects of this will involve increased reliance on the private sector for service delivery; regionalization of tax bases; state assumption of education costs; increased federal aid to local governments; and use of referendum to decide public employee wage issues.

Organization objectives should include eliminating structural rigidity through the use of the "clinical team" concept—temporary organizations with lateral mobility and "contractual" relationships with functional agencies.

Widner's last goal for local governments, restoring the ability to act and decide, is the most important. He feels that the public's loss of faith in government has resulted from government's inability to solve problems "the powers of veto exceeding the powers to act." To counteract this trend, three steps are necessary: establish an agreed-upon, open decision process; provide decision makers with accurate information; and establish clear responsibility for the final decision.

According to Widner, we face a bright future if we "return to (the) more efficient use of our basic political system."

## SUMMARY OF CRITICISM

Whether or not they agreed with Widner's points, almost all participants said that the paper was thought provoking. Particularly interesting was Widner's description of "layer cake" vs. "marble cake" federalism and why we should return to the former. Participants said that the barriers to better government were well described and the alignment of county functions was innovative.

Rather than finding weaknesses in the paper, most participants singled out points with which they disagreed. Specifically, most found the concept of wider use of citizen referendum to be unrealistic. Citizens, they say, do not usually have the courage to make the tough decisions. In addition, elected representatives need the flexibility to make policy. That is the job they were selected by the voters to perform.

Another point of departure for many participants was Widner's single-mindedness in viewing the federal system. Local governments, they pointed out, are vastly different and any changes need to take this variety into account.

Widner's analysis of local government funding patterns, according to some participants, was perceptive. Others thought a more intensive look at the nation's tax policies was needed in order to effect change.

## SUMMARY OF PAPER BY FRANK P. SHERWOOD

### UNIVERSITY OF SOUTHERN CALIFORNIA

Sherwood's paper examines the development of local government in two different settings; he looks first at the traditional "hierarchical" system as typified by the state of Virginia, and contrasts it with the considerably different system that evolved in California. After discussing the two experiences, the author makes his predictions about the future, based on the comparison.

Virginia's system of local government, long considered a national model, is one which "emphasized simplicity and accountability." The most prominent feature of that system is the clear distinction drawn between urban centers and the surrounding, predominantly rural, counties. The independent cities provide their residents with all public services; counties likewise. Although the political boundaries separating city and county have become less meaningful as metropolitan areas have developed, this separation of services, mandated by the state constitution and upheld by the courts, has continued to this day. (The author uses Virginia as an example of the phenomenon of city-county separation; however, he notes that the same situation has existed in Boston, Philadelphia, Baltimore, Denver, and San Francisco, among others.)

As central cities have become the least vital part of the metropolitan area, and problems which embrace multi-county regions have become commonplace, Virginia's system has struggled to adapt. To quote the author, "New arrangements involving collaboration will not come very easily to government leaders who have valued separation and independence. Now, with the scale of problems . . . moving beyond . . . a single county, experimentation and (the) ability to work in collaborative modes will likely become increasingly important. In this context, Virginia's local government is not particularly well postured for emerging and future requirements."

The California experience, particularly that of the Los Angeles area, has been vastly different. Starting many years ago, the city of county of Los Angeles collaborated on the assessment and collection of taxes and many other governmental functions. (Indeed, the Lakewood Plan, in which 77 municipalities have contracted with the county to provide over 1,600 separate services, is a prime example of inter-jurisdictional collaboration.) California also saw the



**OVERVIEW**—Neil R. Peirce, nationally syndicated columnist, presented an overview and criticism of the symposium on the final day of the meeting.

development of a myriad of special districts, each of which spanned several jurisdictions in an effort to provide a particular service (i.e., fire protection, water supply).

Although the multitude of governmental units in California does not readily lend itself to accountability, it has opened the door for many experiments in service delivery. As Sherwood notes, "Experimentation and collaborative predispositions together have undoubtedly yielded more learning opportunities as a basis for inventing new ways of solving common problems." Interestingly, a form of "peer review" has developed which is, at least partially, responsible for a substantial reduction in the number of school districts and the evolution of the Lakewood Plan from a bi-lateral into a multi-lateral service delivery system.

Sherwood clearly believes that Virginia's closed-view, hierarchical system is not the most appropriate for local governments of the future. Supporting the public choice theorists, he agrees that the "process is more important than the structure." The author further emphasizes the need for local governments to concentrate on the mobilization of resources, rather than the allocation of resources. He thinks that by experimenting with collaboration, we can arrive at our ultimate goals of efficiency and responsibility.

## SUMMARY OF CRITICISM

The importance of the paper, according to several participants, was in showing how experimental and innovative our governmental structure can be. By taking two examples, Sherwood was able to demonstrate the extremes of two philosophies of local government organization. Participants said the paper was, thus, a good vehicle for discussion.

Some participants questioned whether Virginia and California have a special meaning for all counties; or whether they are two extremes (open vs. closed systems) and, thus, not applicable in most states. Others felt that in the California example, Sherwood should have spent more time analyzing the accountability question.

Sherwood's analysis of resource mobilization as opposed to resource allocation was mentioned by participants as an innovative approach to service costs discussion. Several participants commented that the paper was a fine argument for process over structure; others believed he was off target in dismissing a hierarchical structure of local government. Overlapping jurisdictions, and within jurisdictions, multiple authority centers can be frustrating and confusing for both citizens and government officials.

Consensus of most groups was that Sherwood's paper was a good analysis of the institution of local government within the federal system.

## SUMMARY OF PAPER BY CONRAD M. FOWLER SHELBY COUNTY, ALA.

Judge Fowler begins his paper, as did several other authors,

with a look at the historical development of county government in America. Although he paints an accurate picture of a "typical" county, the author cautions that a great weakness of county government is its tremendous diversity from state to state and county to county. As he says, "there are few absolutes in county government."

Moving to the present, the paper then examines recent trends in areas such as the adoption of home-rule charters, appointed and elected executives, and optional forms legislation. While great leaps forward have been made in these areas, Fowler notes some of the major obstacles still to be faced: the reluctance of state legislators to relinquish authority, the reluctance of county commissioners to assume authority, and the opposition of independently elected row officers. These often are substantial obstacles to change.

While stating that he sees no move by county government to "conform to a specific mold," Fowler makes a few projections about possible developments in the next few decades. Among these are: the loosening of state control over counties, including increased home-rule and optional forms legislation; the establishment of more elected and appointed county executives; and the transfer of elective department heads to career, civil service status responsible to the chief elected officials.

Fowler ends his paper by listing contributions of the Advisory Commission on Intergovernmental Relations (ACIR) and NACo to the future of county governments. To quote, "... with the intelligent use of allies such as NACo and ACIR, counties will be the most important level of government for many people . . . during . . . the third century (of our nation's history)."

## SUMMARY OF CRITICISM

Almost all participants concurred with Fowler's points and were glad to see a practitioner's enthusiasm for the future of local government. In addition, participants approved of Fowler's emphasis on the diversity of county government, especially in light of other papers written for the symposium. Participants thought the approach realistic and optimistic.

Some participants believed Fowler was simplistic though in urging a strong executive for all metropolitan areas, pointing out that this contradicts his point about diversity of local government. Others questioned Fowler's assertion of the desire of county officials to change. While Fowler describes the political barriers to change effectively, he does not critically examine the desire of county officials themselves to risk a change.

## SUMMARY OF PAPER BY PHILIP J. RUTLEDGE

### NATIONAL INSTITUTE OF PUBLIC MANAGEMENT

Beginning with the historical development of the county and a look at its present status in America, the author then examines the role of the county in intergovernmental relations. County governments, because of their expanded responsibilities, will play a major role in this complex area.

In the area of horizontal intergovernmental relations (between units of the same level of government), the most significant area of county involvement has been in city-county consolidations. Consolidations are of two general types: total consolidation (or mergers), wherein one or more cities merge with the surrounding county; or functional consolidation, where two or more units of government agree that one level of government will perform a service. The former type (there are currently 24 examples in the United States) is generally looked to in order to reduce fragmentation, increase efficiencies (through economies of scale), and bring together the resources of an entire metropolitan area. In a situation involving functional consolidation, a particular function, such as corrections, is taken over by one unit for all the units involved. One type of functional consolidation, interlocal contracting, involves units of government purchasing services on a contractual basis from another unit.

Rutledge's discussion of the "new federalism" centers upon the assumed larger role for counties in the federal system. As supporting evidence for this, the author cites the role of the county in some major federal programs such as social services, environmental protection, land use planning, manpower, health planning, and transportation.

The author calls for a unified national urban policy, citing several key urban problems: the growth of some metropolitan areas to near unmanageable proportions; disruptions to the lives of many who have been displaced by technological change; and the cross-purpose natures of many federal programs.

Rutledge believes the most important period for county government's future will be from five to 20 years. During this time, trends in population growth and distribution will be one of the most important factors affecting counties as increased pressures for services and home-rule authority will be brought forward. Whether or not county government can respond effectively remains to be seen.

## SUMMARY OF CRITICISM

For the most part, participants agreed with Rutledge's view of the need for a national urban policy. They approved, too, with his warning about no clear definition of city and county governments and their roles in working together. This, according to many group members, could be an increasingly serious problem in the future.

Although some members supported the author's promotion of city-county consolidation, most felt that his arguments for city-county consolidation as an inherently perfect method of solving metropolitan problems were not convincing. Other participants questioned whether so much history in the paper was necessary; and suggested a future perspective was needed to create an action plan accordingly. In addition, some considered Rutledge too urban-oriented to be able to look broadly at the county as regional service delivery agent.



# The Symposium: A Critical Evaluation

In an effort to obtain an impartial evaluation of the success of the Symposium on the Future of County Government, Prof. James Coke, Kent State University and the Academy for Contemporary Problems, was commissioned to sit in on discussion groups and survey participant and staff reaction to the symposium. A summary of Coke's evaluation report follows.

For purposes of the evaluation, the symposium was divided into three distinct segments: the discussions of the background papers, the objective-generating sessions, and the final summary session. The paper critique sessions were given the lowest scores by participants. On a scale of 0 (not useful at all) to 4 (very useful), participants gave the sessions a median score of 1.9.

Many participants criticized the quality of the papers themselves, although several individuals acknowledged that the papers were useful as a device to help provide a common background and as a technique for helping participants adjust to working together in small groups.

The second day of the symposium, which was spent developing objectives, was given very high marks by participants. On the 0 to 4 scale, the median score was 3. Participants said the opportunity to interact with individuals from diverse backgrounds was useful and rewarding. The objective sessions were conducted using the Nominal Group Technique (NGT), a device proven to be effective for drawing the maximum number of high-quality ideas from a small group in a limited amount of time. Use of the NGT, which is very highly structured, elicited a number of comments from participants. Most participants favored NGT use, although a significant number of participants, who were generally pleased

with NGT, thought the voting procedure tended to "produce mediocrity" in that it forced a consensus upon the group. A very small minority of participants objected to the highly structured nature of the NGT. Reactions such as "it was very exciting. . . I am planning to use it back home" were much more common.

The final summary session, in which representatives of each topic area presented a summary of objectives for their area, was rated between the other two sessions. The median score was 2. Comments tended to center upon the lack of interaction and feedback. This was to be expected, coming after a day of intense interaction in the small discussion groups. A number of favorable comments were received concerning Neal Peirce's presentation to the assembly.

The median score given by participants to the symposium as a whole was 2.6, reflecting a fairly high level of satisfaction. The most frequently cited factors that contributed to the high score were the diverse invitation list and the use of small discussion groups, both of which "helped to produce an atmosphere of interaction and participation in which people felt . . . they were both learning and contributing." The NACo staff had similar feelings about most aspects of the symposium and gave a median overall score of 2.7.

In conclusion, Prof. Coke offers several ways in which the symposium might have been modified to have proven even more successful. These include: tighter quality control over the background papers, elimination of the summary session (in favor of discussion of the objectives in larger groups), better wording of the questions assigned to each group, and providing participants with a fuller explanation of the larger context of the symposium (i.e., exactly what is going to be done with the objectives following the symposium).

## Why a Look at the Future?

BY BERNARD F. HILLENBRAND  
EXECUTIVE DIRECTOR  
NATIONAL ASSOCIATION OF COUNTIES

It was almost two years ago that the board of directors of the National Association of County Administrators (NACA) and the New County, USA Center of the National Association of Counties (NACo) began to consider a unique way of celebrating our nation's 200th birthday. While the majority of Bicentennial activities seemed to focus on our nation's history, NACo thought that the Bicentennial was an appropriate occasion to take a serious look at the future of county government. For if we could decide exactly where we wanted to be 10 years from now, counties would be able to set their course accordingly, and produce an action plan for achieving their goals.

This was the seed which grew into the Symposium on the Future of County Government. In order to obtain maximum input into this look at the future, a number of groups were identified whose participation would be vital. Symposium planners knew it was essential to include representatives from these groups: county officials (including elected, appointed, and merit employees), officials from other levels of government (federal, state, regional and municipal), academics, and the private sector. The divergent views held by these participants were to provide considerable food for thought and discussion.

Most of the participants were assigned to one of four topic areas: organization and structure, intergovernmental relations, finances, or functions. These topic area groups were further divided into small discussion groups, comprising no more than seven participants each. Each group's assignment was the same: after establishing a common background through discussions of background papers prepared for the symposium, the participants were to develop, as a group, the objectives towards which county government should strive in the next decade. A fifth and much smaller "futures" group was given a less structured assignment; they were asked to predict the major forces that would shape the environment of county government in the next 10 years.

The sheer volume of the number of objectives generated during the two and one-half day symposium was matched only by the high quality of those objectives. After editing only to remove exact duplications, New County Center staff who produced this series of supplements found themselves looking at some 430 separate objectives. Each one of these objectives was carefully analyzed and grouped under the appropriate topic area.

All objectives produced at the symposium will be filtered and digested by NACo's Home Rule and Regionalism Steering Committee, which will serve as policy director for the symposium's follow-up project. We foresee a series of "objective trees" being devised that would graphically show a number of goals for which counties should strive (within a number of models) and the paths towards those goals. Under the policy direction of the Home Rule and Regionalism Steering Committee, NACo staff will analyze the models produced and set priorities for NACo's implementation of objectives through the various groups that were represented at the symposium.

During the next few months, a formal proceedings of the symposium will be published. This volume will contain statements and analyses of all objectives, as well as full texts of the background papers and critical comments on the papers. Publication will be announced in *County News*.

A number of thanks are in order at this time. A sincere debt of gratitude is owed to the NACA Board of Directors, who have provided guidance throughout the planning and implementation of the symposium. The individuals who prepared the background papers also performed a vital service;

those persons are as follows:

**Organization:** Mayor Tom Moody, Columbus, Ohio; Art Will, administrator, Contra Costa County, Calif.; and George McGonigle, Friendswood Development Company.

**Intergovernmental Relations:** Frank Francois, councilman, Prince Georges County, Md.; Vincent Ostrom, Indiana University; and Jim Tait, special assistant to the governor of Florida.

**Finance:** Alan K. Campbell, dean, Maxwell School; James Cannon, domestic adviser to the President; and Dewey Knight Jr., interim county manager, Dade County, Fla.

**Functions:** John De Grove and Carolyn Lawrence, Florida Atlantic University; Don Peterson, College of the Redwoods; and Robert Scheersmidt, Xerox Corp.

**Futures:** Frank Sherwood, University of Southern California; Ralph Widner, Academy for Contemporary Problems; Philip Rutledge, National Institute for Public Management; and Conrad Fowler, former chairman, Shelby County Commission, Ala.

The next group of individuals we would like to thank are the small-group discussion leaders, who did a tremendous job of guiding their groups through a demanding schedule.

**Organization:** Bill Ready, Lauderdale County (Miss.)

attorney; Jean Mowery, commissioner, Lancaster County, Pa.; Eunice Ayers, register of deeds, Forsyth County, N.C.; Ken Praedmore, sheriff, Ingham County, Mich.; Charles Miller, administrator, Maricopa County, Ariz.; Larry Brown, Wisconsin Department of Local Affairs and Development.

**Intergovernmental Relations:** John Morrissey, executive director, North Carolina Association of County Commissioners; Patrick Conklin, associate director, Federal Executive Institute; Sylvester Angel, Kettering Foundation; Alan Magazine, Commission on Federal Paperwork; Don Cleveland, executive director, Iowa State Association of Counties.

**Finance:** Bill Gaskill, administrator, Cuyahoga County, Ohio; Dave Speer, Chief Administrative Officer, San Diego County, Calif.; John Witherspoon, manager, Guilford County, N.C.; Joseph Torrence, director of finance, Nashville-Davidson County, Tenn.; Ray Olsen, Peat, Marwick, Mitchell and Company, Washington, D.C.

**Functions:** Rev. Lawrence Haygood, chairman, Macon County (Ala.) Commission; Bill Bruhn, executive director, Utah Department of Community Affairs; Jim Shipman, executive director, Metropolitan Inter-County Council, St. Paul, Minn.; Al Hydeman, executive deputy secretary, Pennsylvania Department of Community Affairs; Nicholas Meiszer, manager, Forsyth County, N.C.; Rosemary Ahmann, commissioner, Olmstead County, Minn.

**Futures:** Dennis Little, futures research group, U.S. Library of Congress.

Two individuals performed special tasks for which we are extremely grateful: Neal Peirce provided participants with an excellent summary and critical analysis of the symposium (see excerpts from his speech, *County News*, Sept. 27, 1976); and James Coke of Kent State University and the Academy for Contemporary Problems, produced an accurate, impartial and extremely useful evaluation of the symposium (see a summary of his work in this supplement).

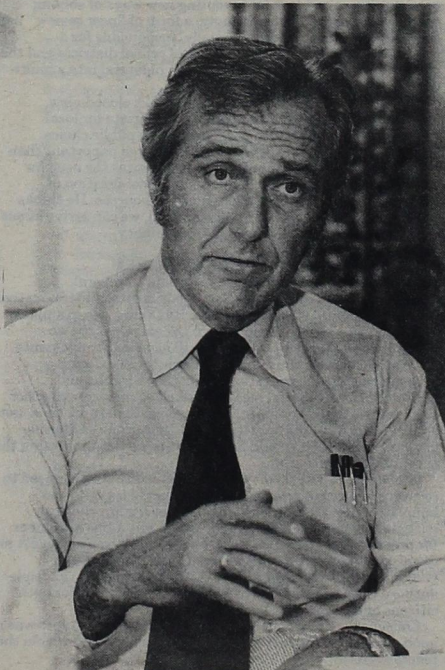
The 175 participants gave their time and expertise graciously, and for this we thank them. These individuals represented:

- County officials, 79.
- Federal officials, 22.
- State, regional officials, 20.
- Municipal, public interest group officials, 13.
- Academics, 22.
- Private sector, 19.

Finally, NACo staff who served as recorders for small-group discussions and conference planners, and to whom the task will fall of analyzing and disseminating the objectives, performed their tasks well. Their contributions are hereby gratefully acknowledged.

As we have stressed from the beginning, neither the symposium nor this series of supplements was ever planned as an end in itself. The true value of this effort will only be realized when the various objectives are implemented. Some of these implementations will require major federal or state legislation; others will require only a change of attitude by various officials.

No single person or group can take all the credit for the enormous success of the Symposium on the Future of County Government. From inception to implementation of objectives produced by it, the symposium has been and will remain a team effort. We hope we have done more than just open up paths of communication. We hope we have established through you—the persons interested and involved in county government—paths that will lead to improved county government during the next 10 years.



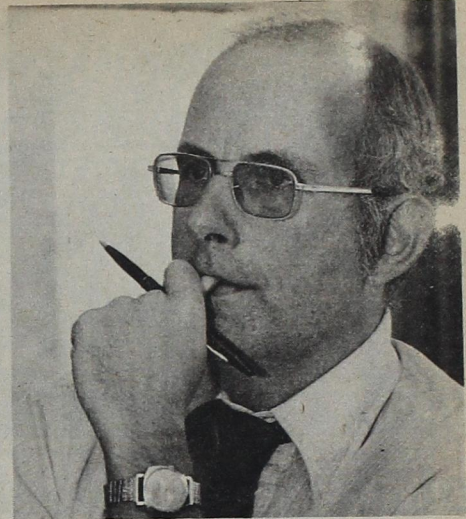
**FUTURES PARTICIPANT**—Bernard F. Hillenbrand, NACo executive director, suggests some impacts on local government in the next decade.



# Symposium Participants Hard at Work



Philip Rutledge



Jim Scott

Participants at the Symposium on the Future of County Government spent almost the entire two and a half days in small groups, discussing papers and producing objectives for counties. Here are some candid shots of some of the 175 thought leaders at work.



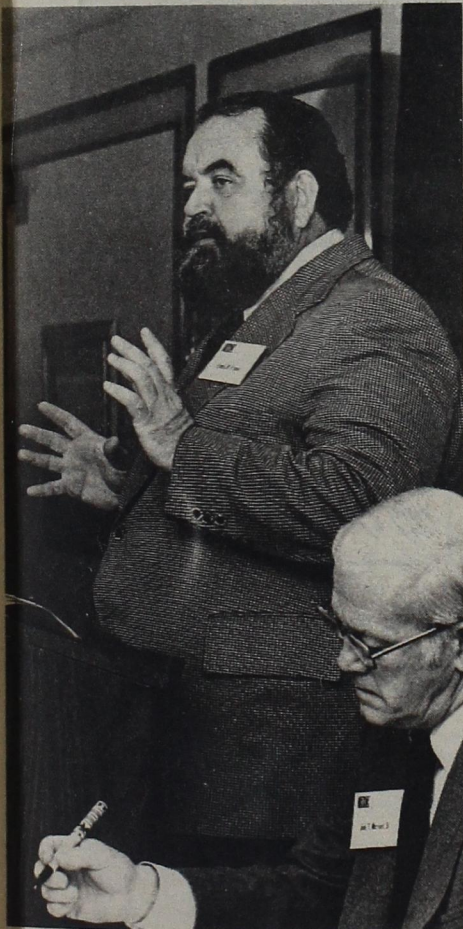
Syl Angel



Edward V. Regan



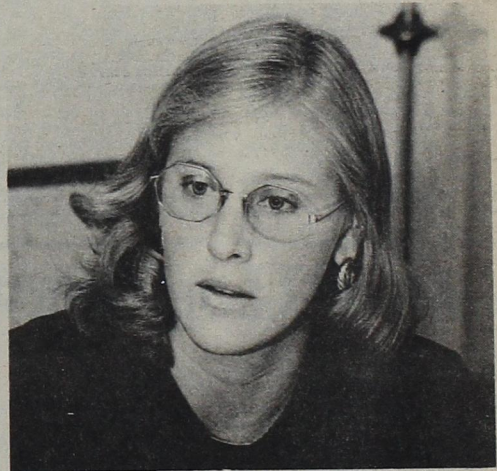
Alan Magazine



Frank Francois and John Morrissey



Bob O'Hare

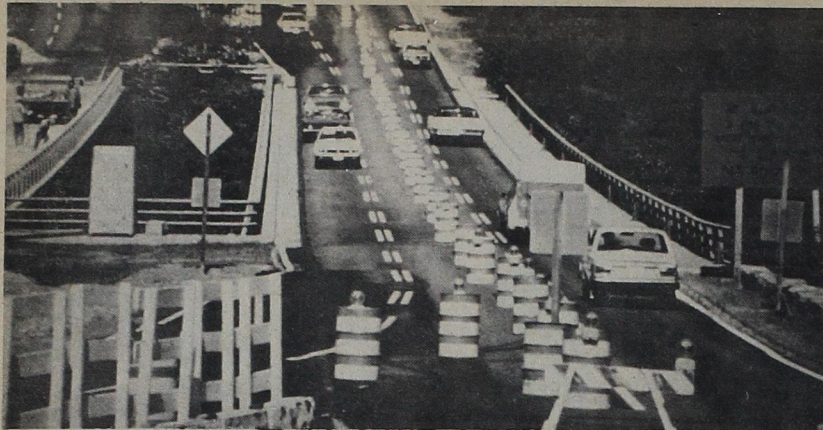


Nancy Hayward



Al McArthur, left, and Don Cleveland





Highway Department begins to reduce worksite construction hazards.

## Dane Takes Corrective Action

DANE COUNTY, Wis.—A safety program developed for the Dane County Highway Department (DCHD) should reduce worksite construction hazards for the motoring public as well as highway workers. The program resulted from an in-depth hazards survey and on-the-job interviews with highway workers.

The survey found faulty brake mechanisms on trucks, snowplow operations and tar kettle procedures were the most serious and frequently mentioned construction site traffic hazards. Employees, management and local unions went to work to remove the danger.

Truck drivers reported poor brake operation on a number of pre-1975 tandem dump trucks. Extensive brake tests were conducted by the DCHD and the Wisconsin Department of Industry, Labor and Human Relations in conjunction with the manufacturers' representatives. A mile of Dane County Highway was closed for the tests.

The tests consisted of running empty and fully-loaded trucks at 60 m.p.h. and performing panic stops.

Test results substantiated the drivers' claims. Dane County officials replaced the brake linings with newer, more effective linings.

A new rule, the Federal Motor Vehicle Air Brake Safety Standard No. 121, took effect on March 1, 1975. The rule cuts a truck's allowable stopping distance almost in half. It also requires that all vehicles in a panic stop stay within a 12-ft. side lane. In order to accomplish this last requirement, trucks need to be equipped with computer-controlled anti-skid brakes to prevent jackknifing.

Workers also felt one-man snowplow operations were particularly hazardous, especially if the driver had to leave the truck for an emergency. To remedy this, a call-in system was established whereby workers radio in to the main garage if they leave their trucks. They also must radio in upon returning to the vehicles. If no return call is received within a reasonable time, help is sent.

Manual relighting of propane gas burning tar kettles was the workers'

concern. Continuous electronic igniters were fabricated to eliminate manual relighting and reduce explosions and burns.

Lack of public information concerning snowplowing, flagging signals and driving through construction and maintenance areas also received corrective action. Safety consultants prepared short articles for the public on these subjects, and the information would be added to the state's Drivers' Education Handbook.

In addition, the consultants and DCHD supervisor draft maps every week showing the locations of county worksites for the following week. Brief descriptions of the type of work being done are included. The *Wisconsin State Journal* publishes the maps in its Sunday edition.

Other safety measures included a training program for summer workers, a continuing review of accident data and in-field research aimed at controlling worksite hazards.

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## Matter and Measure

We hope you are making arrangements to attend NACE's annual management and research conference at the Hyatt Regency in Phoenix, Ariz., Feb. 9-12. Please keep in mind the session on the local rural road problem. As we mentioned in last week's column, we will be sending specific questions for your response as time draws nearer to the conference date. We would like all of you to participate in this important session. If you can't attend the conference, you can respond in writing to the materials we send and we will forward that information to the Federal Highway Administration.

We look forward to seeing you in Phoenix. Some excellent sessions are scheduled. It should be a stimulating and informative conference.

### VANPOOLING FILM

"No Fuelin' . . . We're Poolin'" is the title of a film on vanpooling produced by the Delaware Valley Regional Planning Commission and being distributed by the Federal Highway Administration (FHWA). The film was developed as part of the ridesharing promotional program in the Philadelphia area.

The primary intent of the film is to explain vanpooling to employees or prospective participants after a decision has been made to start a vanpool program, although it can also be used to demonstrate the concept to employers and decisionmakers.

Loan copies of the film are available from FHWA Regional Offices and from the National Highway Institute (NHI-4) and Urban Planning Division (HHP-26) of FHWA, Washington, D.C. 20590. The film may be purchased from the National Audiovisual Center, Order Section, Washington, D.C. at a cost of \$36.25 (Order NO. 008693).

### A REQUEST

From time to time, we receive annual reports from various counties and find them a valuable source of information on transportation. We would like to receive more, so as your reports are published, please send a copy to Marian Hanked at NACO.

### FHWA REPORT

The Federal Highway Administration (FHWA) has published a report on "Automatic Controllers for Hydraulically Powered Deicing-Chemical Spreaders." These automatic ground-speed-oriented controllers are designed to refine and simplify the spreading of deicing chemicals and abrasives.

The report summarizes comments from 11 users of the automatic controllers in state, county and turnpike agencies around the country. In addition, it contains simple narrative and illustrations explaining various types of controllers—manual, automatic, open-loop, closed-loop, and Canadian. It includes information on automatic controller manufacturers, a prototype controller in Iowa, and calibration of spreaders with automatic controllers.

Until the supply is exhausted, free copies of report (FHWA-RD-76-505) may be obtained from U.S. Department of Transportation, Federal Highway Administration, Implementation Division (HDV-22), Washington, D.C. 20590. Copies may be purchased from the National Technical Information Service, Department of Commerce, 5285 Port Royal Road, Springfield, Va. 22161.



## 1977 NACo Western Region Conference

**January 26 - 27 - 28, 1977**  
**Washoe County (Reno), Nev.**  
**Featuring: Payments-in-Lieu Appropriations Rally**  
**Special sessions for newly elected county officials.**  
**Plus 30 county workshops on issues of importance to Western County officials.**

### Conference Schedule Outline:

#### Wednesday, January 26

Registration (Harrah's) 9 am - 6 pm  
 Steering Committees 10 am - 3 pm  
 Opening General Session 4 pm - 6 pm  
 WRD President's Reception 6 pm - 7 pm

#### Thursday, January 27

Registration 9 am - 12 noon  
 County Workshops (12) 9 am - 12:30 pm  
 Luncheon Program 12:30 - 2 pm  
 County Workshops (6) 2 pm - 4 pm  
 WRD Bar-B-Q/Banquet 6 pm - 9 pm

#### Friday, January 28

County Workshops (12) 9 am - 12 noon  
 Closing General Session 12 noon-1:30 pm

### Circle accommodations desired:

	Single	Double	Suite
El Dorado Hotel	\$24	\$28	
Fitzgerald Hotel	\$28	\$31	*
Harrah's Hotel	\$29	\$32	*

\* Suites available as special request

### Send to:

NACo Housing Bureau  
 Reno/Sparks Convention Authority  
 Centennial Coliseum  
 Post Office Box 837  
 Reno, Nevada 89504

Conference registration will be held at Harrah's Hotel. There is no advance registration.

Conference registration fees:

\$75 NACo members  
 \$95 Non-members  
 \$20 Spouse

Room reservations must include deposit equal to one night's lodging. Make checks payable to: **NACo Housing Bureau**

**Phone Direct (800) 648-6911.** All reservations are on a first come first served basis.

DEPOSIT enclosed \$

### Hotel Reservations

1977 NACo Western Region Conference  
 January 26-27  
 Washoe County (Reno), Nevada

Please print Name

County

Title

Arrival date

Time

Departure date

Time

Address

City

State

Zip

Additional occupants (names)



# Mini-Block Grant Simplifies Justice Planning

WASHINGTON, D.C.—A provision in the Crime Control Act of 1976 gives cities and counties more authority over federal money for criminal-justice programs. A provision of the act that has picked up the name "mini block-grant," allows local criminal-justice planning units serving areas 250,000 or more in population to develop a comprehensive plan for criminal justice, and apply to the state planning agency for a single grant to fund it.

The mini block-grant provision, which had NACo support, was enacted to reduce the paperwork involved when local planning units submit proposals to the state for every criminal-justice project.

NACo's Criminal Justice Program is keeping an eye on how the provision is acted on by the Law Enforcement Assistance Administration (LEAA) and the state planning agencies responsible for administering the program.

Last month, NACo, the U.S. Conference of Mayors, and the National League of Cities met with LEAA's general counsel to press home the

importance of the mini block-grant to local governments. Issues raised by the new provision were discussed, as well as new planning requirements that might be imposed on local planning units and how additional local responsibilities might be financed.

In 1968, when Congress created LEAA and a program of block-grants to the states for criminal justice, local governments welcomed the new money (which soon represented about 5 per cent of local budgets for criminal justice).

But local governments were expected to pay for that 5 per cent.

LEAA turns over funding responsibility after "a reasonable period of time" (usually three years), and local governments must pick up the tab. They must also untangle red tape and shuffle mounds of paper back and forth with the state planning agency.

To resolve this situation, a few state planning agencies have tried to revise their procedures. Ohio, for example, initiated mini block-grant procedures in 1972. South Dakota started experimenting with block-grant for equipment in the same

year. Ventura County, Calif., consolidates all grant applications into a single package; the state makes a single award and the county executive's office maintains a special account to disburse funds under this award.

NACo's Criminal Justice Program will collect examples of mini block-grant procedures, and make the information available to interested county officials and local criminal-justice planners. For more information, write or call Duane Baltz, program manager.

## EPA Policy to Aid in Sludge Disposal

WASHINGTON, D.C.—A new Environmental Protection Agency (EPA) policy may lead to an increase in the number of sewage treatment plants which apply sewage directly to the land as part of the treatment process.

The new policy, announced by EPA on Dec. 21, will make it easier for communities to acquire land for such purposes. Specifically, it allows municipalities to use federal grant funds to lease land intended for "land application" purposes. Previous policy required that such lands be purchased outright.

Acquiring land solely through purchase can be expensive. This high cost has often precluded use of the land application option. The term "land application" includes both the spraying of sewage onto soil for treatment by natural organic process (called "land treatment"), and the spreading of sludge residues on land to dispose of them.

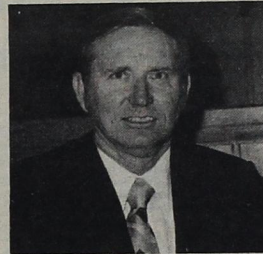
"The new policy is important in that it will encourage the use of imaginative and innovative methods for treating municipal wastes," said EPA Administrator Russell E. Train. "The policy will promote land application, the use of which can in many cases be more cost-effective than relying solely on expensive con-

ventional technologies. I believe the policy can also help to preserve undeveloped open space in many communities that have recognized the need to do so."

Under the new policy, acquiring land management rights through leasing is allowed, providing this represents a more efficient use of funds than outright purchase. "Leasing of required lands may be approved only where less costly than outright purchase of the lands occurs as determined by a cost comparison for each case," said Train in a memorandum to EPA's 10 regional administrators.

In addition to the issues of cost and preserving open space, EPA sees other benefits from the use of land application: it returns water and nutrients to the soil, which is beneficial in arid or infertile areas, and less sludge results from land treatment than from conventional treatment methods.

EPA will carefully monitor projects using land leasing agreements to make sure that leasing funds are wisely spent. Payment will be made in a lump sum, and leases will be written to safeguard the public's investment in the land application option. Such leases will extend for a term of at least 20 years.



Clonts

## TAC Head Starts Job

KNOX COUNTY, Tex.—Sam E. Clonts, a member of a pioneer Knox County family, became executive director of the Texas Association of Counties (TAC) on Jan. 1.

While serving as county judge of Knox County, Clonts was active in TAC, serving on the board for three years and as president in 1976. First elected county judge in 1966, he is also past president of the West Texas County Judges and Commissioners Association. He is director of the Knox County Civil Defense Office and chairman of the Knox County Historical Society.

Clonts, a graduate of Knox City High School, has a bachelor of science degree in agricultural economics from Texas Tech University.

He served six years on the Knox City School Board and three years on the Knox County Hospital Board—one and a half years as chairman. During the 1974 State Democratic Convention, he was elected chairman of the 30th Senatorial District delegation.

Clonts served as chairman of the Building Committee of the Knox City Methodist Church during construction of a new church. He served on the Officials Board of the Methodist church as trustee. He is a past president of the Knox City Lions Club and past director of the West Texas Chamber of Commerce.

Clonts is married to the former Laura Perry, a native of Comanche County. They have three children: Karen Michalik, 25, married and living in Austin; Greg, 22; and Jami, 16.

## County Newsmakers

KENT COUNTY, MICH.—Britton L. Gordon, ex-officio member and former chairman of the Kent County Airport Board, has been elected vice chairman of the Michigan Aeronautics Commission.

CHAUTAUQUA COUNTY, N.Y.—County Executive Joseph Gerace has been designated chairman of the New York Community Affairs Advisory Board, which will aid in the evaluation of federal and state legislation and programs relating to local governments. The nine-member board was appointed by Gov. Hugh L. Carey.

Other board members include Bernard Amell, Clinton County clerk and Audrey C. Hochberg, a member of the Westchester County legislature and Board of Health.

DADE COUNTY, Fla.—Merrit R. Stierheim, who began his public administration career as a graduate student intern 17 years ago with the city of Miami, was appointed as county manager for Metropolitan Dade County. He took office Dec. 1.



Stierheim

MICHIGAN—A. Barry McGuire, executive director of the Michigan Association of Counties, has been elected president of the Michigan Council on Intergovernmental Relations (MCIIR). Elected vice president was Dayton Willard, a Benzie County Commissioner.

INDIANA—Shirley K. Evans, executive director of the Association of Indiana Counties, has accepted an invitation to serve on the advisory committee of the Academy in the Public Service. The academy operates in Indiana under guidance from Georgetown University in Washington, D.C. The role of the Advisory Committee involves the review of the academy's development of training and other assistance programs for Indiana state and local officials.

COOKE COUNTY, Tex.—County Judge Larry B. Sullivan has been elected president of Texoma Regional Planning Commission, succeeding Grayson County Judge Les Tribble. Fannin County Judge J.C. Buford was elected vice president.

DOUGLAS COUNTY, Ore.—Francis L. "Fritz" Ingram, county surveyor, has been elected chairman of the state Board of Directors of Professional Land Surveyors of Oregon.

EMERY COUNTY, Utah—County Commissioner Gardell Snow has been awarded an honorary degree by the College of Eastern Utah in Pric for "outstanding service to the public."

## Antirecession Funds Distributed by ORS

WASHINGTON, D.C.—The third quarterly payment of antirecession funds authorized to be distributed to states and local units of general government under Title II of the Public Works Employment Act of 1976 (P.L. 94-369) was made Jan. 5 by the Department of the Treasury's Office of Revenue Sharing (ORS).

A total of \$310.9 million was allocated to eligible recipient governments for the third quarter. Because some governments also are being paid their first and second quarter amounts this month, however, ORS is issuing payments totaling \$328.5 million to 17,145 units of state and local general government.

Approximately \$1.8 million in first, second and third quarter funds is still being held for 808 eligible recipients that have yet to return to ORS certain assurance forms that are required by the antirecession law.

The payment brings to \$868.7 million the total distributed thus far under the new program. A total of \$870.6 million has been allocated to eligible recipients for the first three quarters, including the \$1.8 million being held for eligible recipients mentioned above.

In addition, ORS is holding \$5.1

million in a reserve fund which will be used to make required adjustment payments in the future. Reserve funds not required for such adjustments will be distributed to eligible governments in the future.

Antirecession law authorizes the distribution of \$1.25 billion in five calendar quarters, beginning July 1, 1976. No funds will be distributed for a quarter if the applicable national unemployment rates fall below six per cent or if the funds authorized by Congress for the program have been exhausted in prior quarters.

The money is to be used to maintain ongoing, basic services in recipient communities.

The next quarterly payment of antirecession funds will be made in April 1977. Governments which return their required assurance forms by March 11, should receive all money to which they are entitled for the first four quarters of the program in the April payment.

However, because of the continuing high rate of unemployment there may not be enough funds in the program to make a complete payment for the fourth quarter or for any of the fifth quarter which were authorized by the original legislation.

### REVENUE SHARING

## Final Payment Is Issued

WASHINGTON, D.C.—The final payment of general revenue sharing funds authorized when revenue sharing law first was passed in 1972 was made Jan. 7 to 37,405 states and counties and other units of local government. The amount distributed by the Department of the Treasury's Office of Revenue Sharing (ORS) was \$1.64 billion.

Approximately 600 units of local government which had been entitled to participate in the revenue sharing program for the July 1, 1976-Dec. 31, 1976 period did not receive their funds. These units of government failed to file one or both of two short report forms, required by revenue sharing law, which were due to be returned to ORS before Sept. 1, 1976.

The more than \$2 million which would have been paid to these gov-

ernments, will be paid, instead, to the next higher level of government within each affected state.

On Oct. 13, 1976, President Ford signed into law a measure which will extend the General Revenue Sharing Program through Sept. 30, 1980. A total of \$25.6 billion is authorized to be returned to approximately 38,000 state and local government recipients under the renewal legislation.

Regulations implementing the new law are being issued by ORS with final issuances expected by March 15. The first quarterly payments under the amendments will be made in April.

Next week's County News will carry a description of the interim public participation regulations which appeared in the Jan. 10 Federal Register.

## Park Law Enforcement Institute Set

The Park and Recreation Law Enforcement Institute will be convening for five days from Feb. 20-25 at the Kellogg Center for Continuing Education at Michigan State University, East Lansing.

A two-year educational program for park and recreation administrators and supervisors, the institute is sponsored by the American Park and Recreation Society and conducted by the university's department of park and recreation resources.

The program is accomplished over two years, with the five-day sessions

meeting in February each year. Students successfully completing the institute's requirements will be certified by both the society and the university.

The institute provides new insights and identifies the principles, problems, and alternatives in personnel, organization, equipment, and legal implications of law enforcement in the park and recreation profession.

Courses for the first-year students include organizing the police unit, human and community relations, and working with juveniles among others. Second-year offerings discuss

case studies in law enforcement and drug identification, plus many more.

Tuition fee for first-year students is \$200, and \$125 for those in their second year. Instruction texts, study materials, welcoming and reception, banquet, and special luncheon charges are included. The fee does not include other meals, transportation, or lodging.

Additional details are available from James A. Bruce, Park and Recreation Law Enforcement Institute, Continuing Education Service, Kellogg Center for Continuing Education, Michigan State University, East Lansing, Mich. 48824.



CODE NO.	TITLE	QUANTITY	PRICE EA.	TOTAL
ENCLOSURE			ENCLOSED	
DATE				