

## This Week

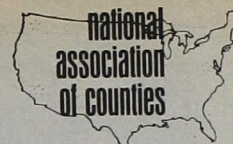
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Vol. 9, No. 4

# County News

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

Jan. 24, 1977



Washington, D.C.

# NACo Faults Budget Cuts

WASHINGTON, D.C.—"The outgoing Administration's budget is disappointing for counties," said Bernard F. Hillenbrand, NACo executive director, reacting to the 1978 budget announced last week.

"It fails to recognize the serious condition of the economy and the added costs to state, county and local governments of continued high unemployment."

Pointing out that national unemployment is still hovering at 8 per cent, Hillenbrand cited recent NACo analysis that found 143 counties over 50,000 population with unemployment levels over 9 per cent.

"There is a crucial need," Hillenbrand said, "for extending and increasing funds immediately for jobs, public works and anti-recession aid. Unfortunately, the Administration's budget provides no new funding for these programs."

NACo will work with the new Administration and Congress to amend the 1978 budget proposals, Hillenbrand said. He expressed county concern about proposed funding cuts for the following programs:

- \$200 million cut in the rural water and sewer program and termination of other rural development programs;
- \$50 million cut in criminal justice grants;
- No funding for the intergovernmental personnel training program;
- \$40 million cut in comprehensive planning (701 program);
- No funding for county roads projects not in the designated federal aid mileage ("off-systems" program);
- \$12.5 billion cut in Medicaid-Medicare; \$882 million in food stamps and \$1.2 billion in child nutrition.
- \$80 million cut in airport fund-

ding with no clarification of how this would effect general aviation airports.

On the bright side for county and local governments, Hillenbrand said, counties will work with the incoming Administration and the Congress to support:

- Multi-year funding at an annual level of \$4.5 billion for sewage treatment;
- Full funding for both fiscal years '77 and '78 for the newly enacted payments-in-lieu of taxes program to compensate local governments for federally owned lands;
- Basic thrust of three proposed block grant programs in health, education and child nutrition;
- Renewal of community development block grant program with increased funding;
- Improved controls on Medicaid and Medicare costs.



WITH A "MESS" CHART—Illustrating the jurisdictional obstacles in the way of an energy bill in background, Jim Lynn, OMB director, makes a point concerning the fiscal '78 budget. At his left is Alan Greenspan, Council of Economic Advisors.

National Journal Photos—Rick Bloom

## Atlanta Attorney Is New County Liaison

WASHINGTON, D.C.— Jimmy Carter has selected Atlanta attorney Jack H. Watson, Jr. to be White House liaison with state and local governments.

Watson, who is currently directing the Carter-Mondale Transition staff, will serve as Secretary to the Cabinet as well as Assistant to the President for Intergovernmental Affairs.

In a December meeting with NACo's officers, Carter promised to name two assistants to act as liaison

with states, counties, and cities, one for legislative matters and one in program implementation, to aid in cutting bureaucratic red tape. Lawrence Bailey, a former assistant director of the United States Conference of Mayors, will serve as Watson's assistant.

Watson is a partner in the Atlanta law firm of King and Spalding, and is said to be a protégé of Charles Kirbo, a close advisor to President Carter. A graduate of Harvard Law School, Watson has served on many state and local commissions in Georgia dealing with crime, mental health and alcoholism. He was active in the Carter Presidential campaign. Since last summer, he has headed a policy planning unit, which until the election, was formulating strategy and policy for a possible Carter Administration.



Watson



FORD BUDGET EXPLANATION—Principal Ford Administration budget officials give press an 11th hour overview of Ford's fiscal '78 proposed budget. From left, Paul O'Neill, OMB deputy director; Brent Scowcroft, White House national security advisor; Jim Lynn, OMB director; Jim Cannon, Domestic Council director; Alan Greenspan, Council of Economic Advisors chairman; Frank Zarb, federal energy administration director; and Bill Seidman, White House economic advisor.

## New Faces...New Direction for Conference

Spring is a time for new growth and a fresh start.

For county officials, it is a time to meet the new faces in Congress and the Administration—a time to chart new directions in county legislative policy.

NACo's Legislative Conference this year will be held March 21-23 in Washington, D.C. The three-day program has been specially structured to focus on the theme "Counties, Congress and the New Administration."

County officials will have an opportunity to meet each other, to meet

their new representatives on Capitol Hill, and to President Carter's Cabinet-level appointees.

But the Legislative Conference is also an opportunity for county government to introduce the federal government to those priority issues that NACo's membership approved at the annual conference and that NACo's board of directors presented to President Carter this winter.

These issues include welfare reform, jobs, countercyclical assistance, national health insurance, urban and rural development, a balanced transportation system, air

and water pollution legislation, a comprehensive energy policy, criminal justice block grants, funding for payments-in-lieu of taxes, and federal aid reform.

The opening day of the conference spotlights counties. It begins with a session to help newly-elected county officials understand NACo, its services and how officials can participate in association activities.

It is followed in the afternoon by a general session on county legislative priorities. What is county policy as voted on by NACo's full membership? And how can county officials

have meaningful input into the federal legislative process? NACo's 12 steering committee chairmen will brief county officials on NACo positions.

The second day of the conference features representatives of the new Administration who will speak at general sessions in the morning and afternoon. County officials will have an opportunity to question these representatives about their views on issues vital to counties.

And the third day highlights Congress. County officials will go to Capitol Hill to meet new members of the House and Senate and brief them

on county priorities.

In addition, the conference will include two luncheons (with prominent speakers from Congress and the Administration) and a "get-acquainted" reception.

NACo's Legislative Conference the one time each year county officials present—in mass—a unified voice to the federal government.

This year's conference is particularly important because counties will begin the four-year dialogue with a brand-new Administration.

County officials interested in attending the conference should fill out the registration form on page 2.





**DEVELOPING WELFARE REFORM PACKAGE**—County officials meet with Oklahoma Gov. David L. Boren, second from left, following the Dallas meeting of the New Coalition Welfare Reform Task Force. The county officials representing NACo on the 16 member task force are, from left: Adrian Fondse, supervisor, San Joaquin County, Calif.; Doris Dealaman, freeholder, Somerset County, N.J. and NACo chairman for Aging Programs; and Frank Jungas, commissioner, Cottonwood County, Minn. and chairman of NACo's Welfare and Social Services Steering Committee. Not pictured is William Murphy, county executive, Rensselaer County, N.Y. The task force was charged with the responsibility of developing a welfare reform package which city, county and state officials could support.

## Options for Energy Timely Reno Topic

**WASHOE COUNTY, Nev.**—Nuclear energy, solar, coal gasification, conservation, socio-economic impacts—all of these energy topics will get the spotlight during NACo's Western Region Conference, meeting here from Jan. 26-28. Representatives from industry, educational institutions, and the federal government will join county officials to discuss the various energy problems facing the nation.

The opening workshop will look at geothermal, solar, and tidal energy, and their importance as alternatives to fossil fuels. Jim Hayes, chairman of NACo's Environment and Energy Steering Committee and supervisor from Los Angeles County, will be joined by Dr. John Shupe of the University of Hawaii, Gordon Davis, whose firm specializes in resource recovery from waste, and Robert Hughey, from the U.S. Energy Research and Development Administration.

Another workshop will be a discussion of coal development that will include Judge Wayne Rutherford from Pike County, Ky., Robert Rudzik, manager of Pacific Coal Gasification, and Joe Smith from the U.S. Bureau of Mines. (See *County News* Dec 6, 1976 for Pike County's coal gasification project, the first county-sponsored demonstration in the nation.)

Other sessions include the impacts of energy development, the mineral leasing act amendments, energy facility siting, and Coastal Zone Management. Counties across the country are faced with the impacts of energy development. New energy developments often cause rapid population growth with demands on counties to provide the necessary services and facilities. Inadequate planning and insufficient funding can result in "boomtowns" filled with trailer parks and overcrowded schools.

The federal government has begun to recognize the effects of rapid energy-related growth on counties and to accept the responsibility for

providing assistance. The amendments to the Coastal Zone Management Act and the Mineral Leasing Act are designed to provide funds for local governments to help ease these impacts. County commissioners who have been addressing energy-related problems in their communities will discuss their experiences in seeking solutions to such problems; representatives from the National Oceanic and Atmospheric Administration and the Department of the Interior also will be panelists.

All counties are facing runaway energy costs. For example, Washoe County between 1974 and 1975 heating fuel costs tripled from 11 to 30 cents a gallon. The final workshop is a practical discussion of specific methods to save energy costs in county operations. A brief slide-tape presentation will tell of how counties have saved millions of dollars in taxpayers' money with energy management programs. A representative from the Federal Energy Administration will join Harvey Ruvin, chairman of the NACo energy subcommittee and commissioner from Dade County, Fla., to discuss how the federal government can help counties save on energy costs.

## Proposed Regs

The following proposed regulations are being analyzed by county officials and the NACo staff to determine their impact on counties. For copies, contact the grants and regulations office at NACo.

**76-104 LEAA** "LEAA Implementation of Joint Funding Simplification Act Procedures." This guideline establishes policies and procedures for LEAA participation in the joint funding of related programs of federal assistance to state and local governments and non-profit organizations. Copies are available.

**76-105 DOT** "Section 15 of the Urban Mass Transportation Act of 1964." The Secretary of Transportation is required to develop, test and prescribe a reporting system to accumulate public mass transportation financial and operating information by uniform categories, and a uniform system of accounts and records. The purpose of the proposed systems is to assist in meeting the need for information on which to base planning for public transportation services, and to make public sector investment decisions at all levels of government. Copies are available.

**76-106 Treasury** "State and Local Fiscal Assistance Act of 1972 (Pub. L. 92-512) caused by the State and Local Fiscal Amendments of 1976 (Pub. L. 94-488)." Copies are available.

**76-107 USDA** "Payment and Accounting for Livestock and Live Poultry (9 CFR Parts 201 and 203)." Copies are available.

**76-108 HEW** "Waiver of Federal Child Day Care Staffing Standards: Family Planning Services: Comprehensive Services to Drug and Alcohol Abusers: Group Determination of Eligibility: and Additional Allotments to States, Part 228." The purpose of these regs is to codify the statutory requirements of P.L. 94-201 which was signed into law on Sept. 7, 1976. Copies are available.

# Counties, the Congress, & the New Administration

To better serve its conference delegates, NACo will pre-register delegates to its legislative and annual conferences. This pre-registration is being made available through a new computer system which should provide speedier service to delegates both before and during the conferences.

By sending NACo only one form, delegates will both register for a conference and reserve hotel space at the same time. (Housing in conference hotels will be available only to delegates who have pre-registered.) Conference registration fees must accompany this form and may be either a personal check, county check, county voucher or the equivalent.

Hotel confirmations will be sent directly to delegates. Hotel reservation records will be maintained in the NACo offices and can be easily checked.

Because of this new service, delegates arriving at a conference can pick up materials, tickets and badges in a minimum of time. No additional forms need be completed. NACo anticipates this "one-stop" conference service will be provided at all major NACo meetings in the future.

To make conference pre-registration and housing reservations...

return this form to: National Association of Counties  
1977 Legislative Conference  
1735 New York Ave., N.W.  
Washington, D.C. 20006

## 1977 Legislative Conference Registration

Name \_\_\_\_\_

Title \_\_\_\_\_

County \_\_\_\_\_ Telephone \_\_\_\_\_

Street \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

Spouse name, if attending \_\_\_\_\_

Please register me for the 1977 NACo Legislative Conference—March 20-23, 1977, Washington, D.C.

Registration fees:	NACo CMS member	\$ 95	
	Non-member	125	
	Spouse	50	
	Total due	\$	_____

Enclose check, official county purchase order or equivalent.

Make payable to NACo.

No telephone requests for registration or housing will be accepted.

Your hotel reservation will be processed only after your conference registration has been received.

Name of your congressmen \_\_\_\_\_

## 1977 Legislative Conference Housing Reservation

Name(s) \_\_\_\_\_

Arrival date \_\_\_\_\_ Time \_\_\_\_\_

Departure date \_\_\_\_\_ Time \_\_\_\_\_

Housing request at Washington Hilton (please check)

☐ Single \$34, \$37, \$40, \$43, \$46

☐ Double/twin \$46, \$49, \$52, \$55, \$58

☐ Suites \$123 and up

Deadline for hotel reservations is March 1

# 1977 Legislative Conference

### COUNTY NEWS

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## SENATE BILL EXPECTED

# More Public Works

WASHINGTON, D.C.—Sen. Jennings Randolph (D-W.Va.), chairman of the Senate Public Works Committee, planned to introduce a \$5.5 billion public works bill late last week. The bill would provide \$4 billion in public works grants and \$1.5 billion for a youth employment program. The public works grants would be divided into two installments of \$2 billion each in fiscal '77 and '78.

Rep. Robert Roe (D-N.J.) has introduced similar legislation in the House, authorizing \$4 billion in public works projects. The bill, H.R. 11, had 180 co-sponsors. Hearings on the Senate bill are

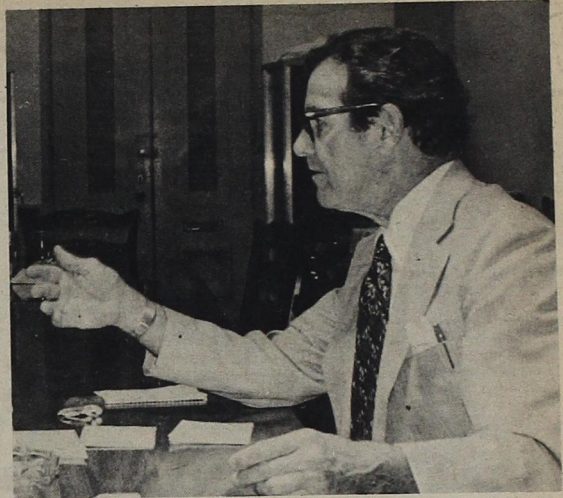
scheduled for Feb. 2 and 3. Hearings on the House version are also expected shortly. NACo plans to testify at both.

As introduced, the House bill is a reauthorization of the public works program at an increased funding level. The Senate proposal would seek to alter a number of the provisions contained within the original act. The proposal will contain changes in the 70-30 division of funds based on national unemployment and offer an 85 per cent-15 per cent split based on unemployment within each state.

Eighty-five per cent of the public works funds within each state will be

earmarked to areas whose unemployment exceeds the national average, with 15 per cent going to communities with unemployment between 6.5 per cent and the national average, in the Senate version.

It also will propose to alter the 100 per cent grant status in fiscal '78 allocation of funds (fiscal '77 would remain the same). In fiscal '78, the Senate version would only provide 80 per cent federal funding, with 20 per cent coming from the local government. Sponsors feel this would then attract highest priority projects. Provisions are being discussed for aiding localities that cannot meet the required match.



Rep. John Breckinridge (D-Ky.)

## Court Rules on Zoning

WASHINGTON, D.C.—The U.S. Supreme Court has ruled 5 to 3 that local zoning ordinances are not unconstitutional solely because they may have the effect of keeping minorities and low income groups out of a community.

In deciding that the impact of a local government action may not be the sole test, Justice Lewis F. Powell wrote for the court, "Proof of racially discriminatory intent or purpose is required to show a violation of the equal protection clause."

The case, "Village of Arlington Heights, et al. v. Metropolitan Housing Development Corporation et al.," No. 75-616, involved the refusal of the village to rezone a 15-acre tract to permit construction of a 190 unit multi-family housing project in suburban Chicago. The 1970 population of the community included 27 black residents out of a

total of 64,000.

The tract had been zoned single-family since 1959 and required a rezoning for the owner and the non-profit Metropolitan Housing Development Corp. to build 20 two-story apartment buildings. After public meetings, the village board denied the rezoning request.

In holding that only if racial discrimination was shown to be "a motivating factor" does a failure to rezone violate the equal protection clause of the 14th Amendment, the court left open whether the Fair Housing Act of 1968 had been violated. It remanded the case to the U.S. Court of Appeals for the 7th Circuit for further findings on that issue.

The high court's decision reversed an earlier decision of the court of appeals which had held that the Arlington Heights zoning of the 15-

acre tract was unconstitutionally discriminatory because of its "ultimate effect" on racial minorities, even though the action had been based on the town's concern for maintaining the integrity of its comprehensive plan.

The Supreme Court's decision followed a trend towards leaving local land use planning, growth management, and zoning matters to county and city governments and state courts.

Lawyers for groups seeking to increase integrated housing in suburban areas minimized the impact of the ruling on their efforts to increase the availability of low and moderate income multi-family housing. They said that the court's opinion laid down standards to judge an intent to discriminate against minorities which include a zoning jurisdiction's departure from normal administrative procedures.

## Rep. Firm on Goals for Rural Americans

Rural Caucus Chairman John Breckinridge (D-Ky.) is a representative who proceeds cautiously, but unwaveringly toward his goals for rural America.

As he chairs the first field hearings of the caucus in Reno, Nev. Jan. 28, participants can expect a quiet, methodical approach with a sharp edge that, as Breckinridge states, will examine "what is really in place out there," what the agencies of the federal government "are doing and what they are supposed to do," what outstanding demands are "unmet by the money that is available," and is the money being channeled to the people?

He has called the 1972 Rural Development Act "broad and challenging." But he says a "look behind it shows little or no action." The authorizations have not been funded as called for by the act and "instead of executing a federal mandate, the previous Administration was, in fact, frustrating it."

These frustrations are the basis for formalizing the rural caucus he said. (The caucus has a volunteer congressional membership of 101. Breckinridge is the chairman and there is an executive committee.)

From advice, criticism and study by professional groups associated with rural affairs, academia and the Congressional Research Service, 11 areas of concern were identified for caucus scrutiny. Breckinridge explains. During 1976, four of the 11 studies were completed and distributed to members of the caucus and the caucus field advisory group and House and Senate committees on rural affairs for final analysis.

Breckinridge hopes for completion of the reports and analysis in time for them to "constitute the 95th Congress legislative program, administrative oversight program and the budgeting program."

Breckinridge sees the overall goal of the caucus to provide equitable distribution of programs and funds throughout urban and rural America.

"We have tried to involve every interested group," he explains. "We don't want the effort to be called just farmers' programs."

The need for better understanding and communication is a basic theme for the caucus chairman.

He is very critical of government agency efforts to make programs known and understood.

Occasionally the studious demeanor of the representative is replaced with anger. Discussing rural low income subsidized loans, he flared: "Don't let anybody tell you we don't have low incomes. Get to

the roots of rural America and poverty is even more bitter because resources in social services aren't in place as they are elsewhere."

His pro and con approach includes the caucus itself, as he points out the weaknesses of being a volunteer organization, non-funded with unofficial standing and without sufficient staff. (Caucus Executive Director Frank Tsutras is the only paid staffer.)

"Our (the rural caucus) ultimate objective is to get the standing House committees to watchdog and we are going to tell them what to look for and how to get behind the rhetoric," Breckinridge states.

He believes that correction of the inequities in rural America can bring about increased jobs, production, capital inventory for the nation as a whole.

## Rural Caucus Hearings Can Act as Forum

RENO, Nev.—The Congressional Rural Caucus field hearings here on Jan. 28 are being held at an important time. Mr. Ford's proposed fiscal '78 budget includes significant reductions in the grant programs of the Rural Development Act and housing programs (see budget analysis).

Similar cuts were also proposed last year. NACo strongly opposed those reductions, which were ultimately defeated.

Rep. John Breckinridge (D-Ky.), chairman of the Congressional Rural Caucus, will preside over the hearings. Reps. Gillis Long (D-La.) and James Santini (D-Nev.) will also be attending. One hundred and one congressmen comprise the rural caucus.

NACo feels these hearings can serve as a forum: to express the needs of rural Americans for a fair share of federal programs, to launch an effort to reinstate those programs proposed for termination, and to secure adequate funding levels for other programs.

Panels have been scheduled to address the Rural Development Act, including water and waste disposal grants and the wide range of rural housing programs. In addition, ample opportunity will be provided for public participation.

The hearings, at the Fitzgerald Hotel, are being held in conjunction with NACo's Western Region Conference.

## EMPLOYMENT STEERING COMMITTEE

# Job Funds for Youth Pushed

WASHINGTON, D.C.—Members of NACo's Employment Steering Committee, meeting in early January, asked the NACo Board of Directors to review the committee's jurisdiction at NACo's 1977 Western Region Conference and expand it to include all programs specifically designed as labor intensive job creation activities: public works, countercyclical assistance, Title IX of the Older Americans Act, and Title X of the Economic Development Act, in addition to public service jobs and CETA related activities.

The committee urged Congress to alleviate unemployment among youth, by providing special funds through CETA for locally designed job and training programs. In doing so, NACo reaffirms its commitment to the concept that local elected officials are in the best position to design programs to meet the employment and training needs of residents of their communities.

The committee also decided to broaden the scope of NACo's youth platform (Section 5.7 of *The American County Platform*) in order to better serve NACo members. The suggestions included concepts such as: a lower age limit for youth participation in programs should be established by individual state laws; youth programs should be open to youth who are unemployed, underemployed, or economically disadvantaged; youth participating in these programs should be provided Social Security (FICA) and workers' compensation benefits but should not be eligible for unemployment insurance benefits or health benefits, so that more youth can be served; youth participating in these programs should be paid at 70 per cent of the



**DISCUSSING JOBS**—From left, Commissioner Dennie Hron, Scott County, Minn.; Robert McPherson, director, King-Snohomish Counties, Wash. CETA Consortium; Commissioner Herman Ivory, Muskegon County, Mich.; Commissioner Thor Lieungh, Racine County, Wis.; Commissioner Mary Keith Ballentine, Jackson County, Mich.; and Councilman Lonnie Hamilton, Charleston County, S.C., discuss President Carter's jobs policy at a recent meeting of NACo's Employment Steering Committee. This meeting was chaired by Commissioner Jack Moss, Broward County, Fla. (not shown).

minimum wage up to age 18, and the minimum wage from 18 through 21. The proposal also requires that formula allocations under such programs be made directly to all CETA prime sponsors, that the allocation formula be based on viable national data reflecting unemployment and economic status, and that the Secretary of Labor make final allocation of all formula funds for youth programs within 30 days of the appropriation bill becoming law.

The committee urged Congress for immediate appropriation of funds to create at least 600,000 additional temporary public service jobs under

both Titles II and VI of CETA. NACo also endorsed the appropriation of additional funds for Title I of CETA, to encourage greater private sector involvement in reducing the unemployment rate.

Also, the committee urged the Department of Labor to allocate all appropriated funds to combat current high unemployment. Currently, the department has not yet announced plans for allocating \$153.6 million in Title I discretionary funds, \$80 million in Title II discretionary funds, \$2.8 million in Title VI formula funds and \$17.2 million in Title VI discretionary funds.



# Report to the Elected Women in NACo and the NACo Membership

By ROSEMARY AHMANN  
Chairperson, Elected Women in NACo  
Commissioner, Olmstead County, Minn.

## PARTICIPATION OF WOMEN IN NACo

At NACo's annual conferences in 1975 and 1976, the Elected Women in NACo expressed as a priority concern the need to increase representation of women on NACo's board of directors, steering committees and at NACo meetings and conferences. Here's an update of action taken in each of these areas:

• **Board of Directors.** As an interim measure to assure the participation of minorities and women on the NACo board, two women and three minority representatives (non-voting) were added by presidential appointment to the board in June 1976.

However, the long-range question of minority and women's participation in association activities is currently being examined by NACo's Committee on the Future, chaired by NACo 4th Vice President Frank Francois. If you have any thoughts on this subject, please write to: Frank Francois, Councilman, Prince George's County, Courthouse, Upper Marlboro, Md. 20870.

The Committee on the Future began its discussions Nov. 12, 1976 and will continue to meet this winter. An open hearing will be held at NACo's Legislative Conference in Washington, D.C., March 20-23.

The committee's final recommendations will be published prior to NACo's annual conference in Wayne County (Detroit), Mich., July 23-27, 1977.

• **Steering Committees.** Through a special effort to increase women in leadership positions within the association, NACo has nearly doubled the number of women holding chairmanship positions on NACo steering committees.

NACo has a total of 64 chairmen among its 12 steering committees. In 1975, seven of the 64 chairs were held by women, whereas this year 13 chairs are held by women.

Women interested in participating on 1977-78 steering committees should submit their names to state associations of counties prior to NACo's annual conference in July.

• **Meetings.** Two members of the Elected Women in NACo were part of the delegation of county officials who met with President Jimmy Carter in December to outline county priorities. NACo 3rd Vice President Charlotte Williams of Genesee County, Mich., attended the meeting as one of NACo's officers. And NACo board representative Lynn Cutler of Black Hawk County, Iowa, was specially invited to the meeting by President Carter.

• **Conferences.** In the one-year span between the first meeting of the Elected Women in NACo at the 1975 annual conference and their second meeting at the 1976 annual conference, considerable progress was made in increasing the number of women participating as conference panelists.

In 1975, for example, 15 women served as workshop panelists during NACo's annual conference. However, 29 women served as panelists during the 1976 annual conference.

• **1977 Annual Conference.** The NACo staff is seeking more women county officials to serve as panelists in the future. You can help by sending us your biography listing areas of expertise. We will be happy to make these biographies available to the staff as they design

the 1977 annual conference.

Please send biographies to: Cindy Kenny, NACo, 1735 New York Ave., N.W., Washington, D.C. 20006.

In addition, we invite ideas on what type of program the Elected Women in NACo would like to hold at this year's conference. In 1976, the Elected Women held a business breakfast meeting, as well as a panel session on "Women and Politics."

Please forward your ideas to Rosemary Ahmann, Commissioner, Olmstead County, Courthouse Rochester, Minn. 55901.

## IWY CONFERENCES

In 1976, Congress named the National Commission on the Observation of International Women's Year as sponsor for 56 state meetings, all to be held before July 1977. ("State" includes the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.)

A National Women's Conference scheduled for Nov. 18-21 in Houston, Tex., will draw representatives selected by the state meetings and appointed by the national commission.

Based on the results of the state meetings, the national conference will make recommendations to eliminate the barriers that prevent women from participating fully and equally in all aspects of national life.

The state meetings are open to everyone. We hope that county officials will take part in them. Unfortunately, the IWY Commission does not have the dates or places of each state meeting yet. Please check *County News* in the next few months for more information. Or write to Priscilla Weatherly, IWY Commission, D-IWY, 10004 Department of State, Washington, D.C. 20520, (202) 632-9476.

## EQUAL RIGHTS AMENDMENT

"Equality of rights under the law shall not be denied or abridged by the United States or by any state on account of sex."

The Equal Rights Amendment passed Congress in March 1972. By February 1975, 34 of the required 38 states had ratified the amendment. Four additional states must approve the amendment before March 1979 if it is to become law.

NACo became the first public interest group to officially endorse the Equal Rights Amendment. Its membership voted in 1975 to include the passage of ERA as a goal within the *American County Platform*.

ERA America and the League of Women Voters report that of the 16 states that have not yet ratified ERA, eight states appear more likely to ratify than the others. These eight states include Arizona, Florida, Illinois, Indiana, Missouri, Nevada, North Carolina, and Oklahoma. In the last two years all of these states have had close votes on ERA in at least one house of their state legislature. In five states, ERA passed the lower house and was only narrowly defeated in the upper house.

The majority of state efforts for ratification since 1975 have been geared toward the upcoming 1977 legislative sessions. Most state legislators went on record in 1975—voting for and against the amendment. Because of the turnover in state legislative seats in the 1976 election, the ERA campaign to educate and lobby legislators has begun again in earnest.

The measure of success for ERA proponents will continue to be the amount of constituent and community leader support that can be activated within each state. If you are interested in lending active support towards ratification of ERA, below is a list of ERA campaign coordinators in the 16 unratified states:

**Alabama Citizens for ERA**  
Linda Hayes  
3706 River Oaks Lane  
Mountain Brook, Ala. 35223  
205-967-5136

**Arizona Coalition for ERA**  
Joyce Hunter (AWPC)  
5519 North Marion Way  
Phoenix, Ariz. 85018  
602-271-3711 (h)  
602-959-3226 (o)

**Arkansas**  
Gloria Cabe (League ERA Coordinator)  
415 Colonial Court  
Little Rock, Ark. 72205  
501-663-2324

**Florida State Coalition for ERA**  
Marian Bert  
217 Atlantic  
Indian Harbor Beach, Fla. 32937  
305-773-2075

**Georgia Coalition for ERA**  
Dorris Holmes  
346 Pinetree Drive, Northeast  
Atlanta, Ga. 30345  
404-237-7480 (h)

**Illinois**  
Doris Conant, Coalition Chair  
Mary Lou Cowlishaw, Exec. Dir.  
55 East Monroe  
Chicago, Ill. 60603

**Indiana**  
Mandy Wertz  
(League ERA Coordinator)  
R.R. #6, Grandview Lake  
Columbus, Ind. 47201  
812-342-4880 (h)

**ERA United-Louisiana**  
Eleanor Shirley  
7219 Sedley Circle  
Baton Rouge, La. 70808  
504-343-0506 (h)

**Mississippi**  
No Coalition Contact

**Missouri ERA Coalition**  
Wilda Worley  
720 Winston  
O'Fallon, Mo. 63366  
314-272-3241

**Nevadans for ERA**  
Kate Butler  
301 Parkway East  
Las Vegas, Nev. 89104  
702-385-2981

**North Carolinians for ERA**  
Maria Bliss  
834 Shamrock  
Ashboro, N.C. 27203  
919-625-5423 (h)  
919-625-2224 (o)

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## County Opinion

# County Liaison

President Carter has named his Transition chief Jack H. Watson Jr. to be the Administration's liaison with states, counties and cities.

In this position Watson will be responsible for creating and maintaining close relations with NACo, the National League of Cities, U.S. Conference of Mayors, the National Governors' Conference and the Conference of State Legislatures. Watson's designation fulfills a promise made to NACo's officers when they met with the President in December.

The job of liaison with state and local governments is a critical one. President Carter recognizes it as such. He told the NACo delegation he had not forgotten his experience while governor of Georgia, that too often decisions were made in Washington with no input from state and local governments. He said he was determined to change that.

With federal aid to state and local governments approaching \$70 billion annually, it is obvious that both they and the federal government have a stake in strong effective relations.

Mr. Carter's designation of one of his closest aides for state and local liaison attests to the seriousness with which he considers the position.

Welcome Jack Watson. We look forward to working with you.

# Zoning Decision

The Supreme Court decision in the Arlington Heights case held that local zoning laws are not unconstitutional solely because they may have the effect of keeping minorities and low income groups out of the community.

Justice Powell, writing for the majority of the court, said that proof of racially discriminatory intent is necessary to violate the 14th Amendment guarantees of equal protection.

We applaud this decision to leave local zoning and land use questions to local governments and state courts.

However, we hope that this case does not slow progress towards eliminating the last vestiges of racial and economic discrimination in housing. Communities and counties should take the initiative in meeting the needs of lower income and racial minority group citizens through housing programs and comprehensive planning which advances the realization of open opportunity.

There is no substitute for local action in meeting one of the most persistent social problems still plaguing this nation.

# Budget Report

The fiscal '78 budget of the past Administration has some good news and bad news for county government. But in terms of the most pressing problems for local government—those related to unemployment—the budget is a disappointment.

See the special budget report on the following pages.



# SPECIAL REPORT ON THE FISCAL '78 BUDGET

## A Challenge for Carter

### How Much Spending?

Mr. Ford's last budget proposal to Congress presents a "challenge" to the new Carter Administration.

The new Administration has only a short four weeks to propose its own amendments to the budget. Already it is committed to sizable spending increases to stimulate the economy. Undoubtedly there will be pressures, both inside and outside the Administration, to increase some of Ford's proposed spending restraints.

The challenge is: how much increased spending, or increased deficit, can President Carter accept and still meet his oft-stated commitment to balance the budget by 1980?

What does this mean for states, counties and cities?

Federal aid to states and local governments is projected to increase from \$59 billion during the last fiscal year (1976) to \$70.4 billion during the current fiscal year (1977). Ford's proposals would limit the increase next year to \$71.6 billion.

Part of the large increase between 1976 and 1977 is directly related to economic conditions and the increased costs of welfare, Medicaid and jobs related programs.

If the economy improves, as both Ford and President Carter believe it will, there could be reason for arguing for a lower level of aid.

Counties will have to look closely at all of the proposed spending cuts and the later amendments from the Carter Administration to determine which programs are related to the economy and which programs have to be continued at least at current funding levels.

NACO's immediate response to several of Ford's proposed spending cuts is presented on page 1.

A summary of the major items in Ford's budget follows:

#### REVENUE SHARING

The budget proposes full funding for general revenue sharing as provided in the three and three-fourths year extension of the act. Anti-recession (countercyclical) assistance that is administered by the Office of Revenue Sharing will run out by June 30, 1977. Ford did not recommend extension of the program or request additional funding to provide payments through the end of fiscal '77.

#### EMPLOYMENT

The budget rejects the need for any economic stimulus package. In addition to rejecting any new stimulus, it cuts the existing CETA Title VI program (emergency public service jobs) in half, provides no funds for the Job Opportunities Program and cuts the summer youth program.

#### PUBLIC WORKS

The budget provides no funds for continuation of the Local Public Works Act. President Carter and congressional leadership already have agreed on an additional \$4 billion.

#### WELFARE

The budget proposes no initiatives to reform welfare. The budget asks for authority to make changes in present income assistance programs, subject to congressional approval, and

has proposed legislation to simplify the Aid to Families with Dependent Children program.

#### PAYMENTS-IN-LIEU

Full funding has been requested for the Payments-in-Lieu of Taxes Act and other public land payment programs in the proposed budget. The request for payments-in-lieu includes \$100 million for fiscal '77 (supplemental request) and \$100 million for fiscal '78.

#### HEALTH

Again the budget proposes to consolidate Medicaid and 19 other health programs into a health block grant program to states. Although it is increased from \$10 billion (last year's proposal) to \$13.2 billion, the program does not have a guaranteed pass through of funds to local health agencies. The budget also proposes cuts in Medicare benefits and increases the amount patients would have to pay for hospital, nursing home and physician expenses.

#### URBAN DEVELOPMENT

The budget requests for community development an appropriation of \$3.5 billion, up from \$3.24 billion from fiscal '77. Additional authorization from Congress will be necessary. Housing proposals continue emphasis on the section 8 rental assistance program and the revised section 235 homeowner program.

#### ENVIRONMENT AND ENERGY

The budget requests a 10 year funding plan for the water pollution construction grant program at \$4.5 billion per year. The budget also requests a \$400 million fiscal '77 supplemental appropriation bill to fund the construction grant program through Sept. 30, 1977. The Administration has requested \$135 million to consolidate all environmental program grants to state and local governments including air, water quality, water supply, solid waste, and toxic substance programs. In energy, the budget proposes funding \$55 million for weatherization program, \$50 million for state energy conservation, and \$1.4 billion for non-nuclear research and development, including \$300 million for solar and geothermal programs.

#### CRIMINAL JUSTICE

The state and local assistance program for criminal justice programs has been cut \$50 million in the proposed budget. Most of the reductions, \$45 million, came out of funds earmarked for juvenile justice. Another \$10 million was cut from the Law Enforcement Education Program (LEEP). The only major increase was \$10.8 million in part C block grant category for congestion and backlog problems in state and local judicial processing.

#### RURAL DEVELOPMENT

The grant programs of the Rural Development Act are once again faced with drastic cuts in funding in the proposed

PLAINS 1<sup>ST</sup>  
ANNUAL  
SOFTBALL MATCH



FISCAL '78 BUDGET



budget. The \$50 million proposed for the water and waste disposal grants is only one quarter of its fiscal '77 level, while rural development grants and rural community fire protection grants are proposed for termination.

Rural housing programs (domestic farm labor, mutual and self help, and very low income housing grants) have received zero funding requests. The rural housing insurance fund is maintained at the fiscal '77 loan level, which will be a reduction in actual spending capacity due to inflation.

#### TRANSPORTATION

The budget proposes a ceiling of \$6.5 billion on highway spending for fiscal '78, which is well under the \$9 billion authorized and available under the highway trust fund. The off-systems road program will not be funded. The budget calls for an additional \$1.1 billion in fiscal '78 and '79 for transit. It is not clear if the general aviation airport program is to be cut-back from an authorized level of \$80 million.

#### EDUCATION

The budget proposes to consolidate 23 categorical education programs into a single \$3.8 billion block grant to state and local education agencies. Congress was not enthusiastic about this proposal when it was proposed last year. Another proposal facing certain congressional disapproval is the attempt to phase down the impact aid program. The Ford budget calls for elimination of assistance to "B" children school districts (children whose parents work but do not live on federal property).

#### LAND USE

Full funding of the Land and Water Conservation Fund is recommended in the proposed Ford budget with \$352 million to be made available to states and pass through to local governments. Fiscal '77 supplemental requests of \$3.2 million for coastal zone management program developments grants and \$10 million for formula grants under the Coastal Energy Impact Program is requested. For fiscal '78, the coastal zone program included \$15.8 million for formula grants.

Again this year, the Ford Administration omitted new funds for land use or land resource management, and requested only \$25 million for land use and housing planning assistance under section 701 of the Housing Act of 1954.

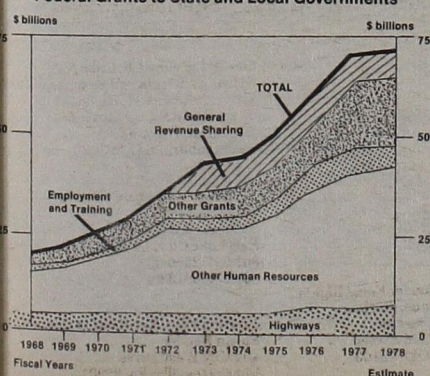
#### COMMUNITY SERVICES

The fiscal '78 budget proposes to cut \$114 million from the Community Services Administration's anti-poverty programs. It also recommends maintaining the current funding level of \$330 million.

#### AGING

The budget proposes no new funds for older Americans programs. Community services and nutrition programs are funded at last year's level, \$151 million and \$225 million respectively.

Federal Grants to State and Local Governments





## GENERAL REVENUE SHARING/ ANTI-RECESSION AID

### Revenue Sharing Fully Funded

The Ford budget provides, as expected, for full funding of general revenue sharing for fiscal '77 and fiscal '78. The program has been extended for three and three-fourths years through September 1980.

In fiscal '78, the payments will be approximately \$6.85 billion, which reflects an annual increment of \$200 million provided in the new law.

Anti-recession or countercyclical fiscal assistance (also administered by the Office of Revenue Sharing), provided by Title II of the Public Works Employment Act of 1976, will provide \$1.25 million to states, counties and cities using a formula based on revenue sharing payments and unemployment rates. The program was authorized for five quarters July 1, 1976 to Sept. 30, 1977. At the current rate of unemployment, funds for this program will be exhausted at the end of the fourth quarter. The Ford Administration did not propose extension of this program or additional funding to provide fifth quarter

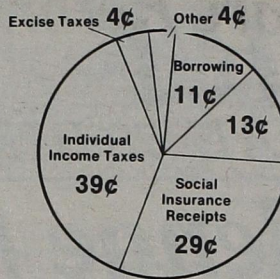
payments.

The Carter Administration has given strong support to anti-recession aid and has proposed \$1 billion per year for the next two years as part of its economic stimulus package.

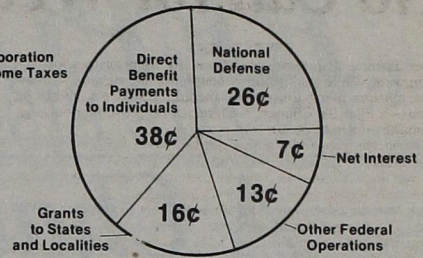
The Ford budget also proposes that a taxable bond option (TBO) be provided for state and local governments. Under this proposal, subsidies would be provided by the federal treasury

## THE BUDGET DOLLAR Fiscal Year 1978 Estimate

Where it comes from...



Where it goes...



to states, counties and cities who borrow money at the higher interest rates of the taxable bond market. The U.S. Treasury would provide a 30 per cent subsidy payment of interest to the municipalities for issuing their debt securities on a taxable basis. Currently, interest income from most municipal securities is not subject to federal income tax, allowing municipalities to borrow at lower interest rates.

## EMPLOYMENT

### Ford Rejects Economic Stimulus Package

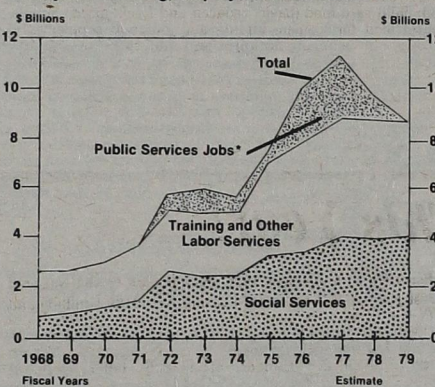
The Ford fiscal '78 budget presumes an annual average unemployment rate in 1977 of 7.3 per cent with a drop to 6.6 per cent in 1978. Paralleling this drop is an increase in the consumer price index from 5.1 per cent in 1977 to 5.4 per cent in 1978. These optimistic predictions caused Ford to reject any need for an economic stimulus package (see pages 1 and 5).

With these assumptions, the Administration advocated a complete phase-out of the CETA Title VI program by fiscal '79. This was the posture of the Ford Administration in last year's budget which was rejected by Congress. CETA Title VI will undoubtedly be one of the major vehicles for President Carter's economic stimulus package, thus a complete reversal of Ford's approach.

The fiscal '78 budget advocates a continuation of CETA Titles I and II at present levels (\$2.1 billion in outlays), while reducing jobs supported in Title VI from 260,000 in 1977 to 130,000 in 1978.

Outlays for special summer youth employment are estimated to be \$525 million for 882,000 jobs in 1978 and \$450 million for 756,000 jobs in 1979, a drop from 1 million jobs in 1977. The Jobs Corps is estimated to support 22,700 training opportunities in 1978 and 1979. An additional 22,600 part-time public service job opportunities for older workers, now authorized by the Older Americans Community Service Employment Act (Title IX), will continue to be provided at a cost

Outlays for Training, Employment and Social Services



\*Includes EEA, Temporary Employment Assistance & the Job Opportunities Program

of \$91 million in 1978. In 1979, this program is expected to be financed and administered under CETA authority.

The work incentive (WIN) program helps those receiving aid to families with dependent children (AFDC) to find jobs. Legislation is proposed to extend the WIN job search requirements to applicants as well as recipients of AFDC and to restrict supportive services to 30 instead of 90 days after job placement. The outlay estimates of \$344 million in 1978 and 1979 reflect the legislation and will support the level of employment services attained in the last quarter of 1976.

JOB CREATION PROGRAMS  
(in millions of dollars (outlays))

Program	1976 Jobs	1976 \$	1977 Jobs	1977 \$	1978 (Estimate) Jobs	1978 (Estimate) \$	1979 (Estimate) Jobs	1979 (Estimate) \$
CETA Title II	67,000	544	50,000	400	50,000	400	50,000	400
CETA Title VI	260,000	1,887	260,000	2,358	130,000	1,000	—	—
Regular PWEDA	NA	258	NA	283	NA	274	NA	314
Title X (JOP)	53,000	270	25,000	128	—	—	—	—
PWEDA	—	—	48,000	800	48,000	800	12,000	200
Title I LPWEA	—	—	30,000	1,250	—	—	—	—
Title II LPWEA	12,480	44	15,000	55.9	—	—	22,600	91
Title IX OAA	—	—	—	—	—	—	—	—

CETA = Comprehensive Employment and Training Act  
PWEDA = Public Works and Economic Development Act  
LPWEA = Local Public Works Employment Act  
OAA = Older Americans Act

## COMMUNITY DEVELOPMENT/PUBLIC WORKS

### Funds Upped for Block Grant Programs

The community development block grant program of the Department of Housing and Urban Development (HUD) is slated for increased funding in the fiscal '78 Ford budget. The proposal requests an appropriation of \$3.5 billion, up from the \$3.24 billion approved for fiscal '77. Congressional re-authorization for fiscal '78 is necessary.

The budget also proposes that states be given the authority to administer discretionary grants for small counties and cities in metropolitan and non-metropolitan areas, a Nixon Administration proposal which Congress rejected in 1974.

The budget presents one of the major community development issues that Congress must consider this year—what should be done for those communities whose funding is scheduled to decrease as a result of provisions of the 1974 act. Those provisions permitted some communities (mainly large cities in the Northeast) to receive the higher of either the average of grants received under the old categorical community development programs or their formula amount for the first three years of the block grant program.

In the succeeding three years (i.e., fiscal '78, '79 and '80) their funding would phase down to the formula amount. In order to minimize this adverse impact of phase down, the Ford budget recommends that urban counties and metropolitan cities be given the option of using a dual formula for determining the specific amount of their grant, either the existing formula (25 per cent population, 50 per cent poverty and 25 per cent overcrowded housing) or an alternative one (30 per cent poverty, 20 per cent loss of population from 1960-73 and 50 per cent age of housing stock).

#### COMPREHENSIVE PLANNING

The budget calls for reducing the amount of assistance to state and local governments for comprehensive planning and management under the 701 program. The Ford Administration sought to gut this program for some time. The budget again proposes \$25 million for fiscal '78 and indicates that the funds will be earmarked for regional planning agencies to be used for the development of housing plans. If approved by Congress, counties, cities and perhaps even states will have to look to the

community development block grant program or to their own funds to meet their planning and management needs.

#### SUBSIDIZED HOUSING

The budget requests a total of \$23.9 billion in budget authority for the Section 8 rental assistance housing programs. This translates into 394,000 units of Section 8 housing and 6,000 units of Indian housing under the Low Income Public Housing program.

No new funding is requested for the Section 235 home ownership program or the Section 236 multi-family rental assistance programs. However, the revised Section 235 program will continue, because of court order, using funding from prior years that will result in 100,000 units. The Section 236 program will also continue with funds carried over, again pursuant to court order.

Finally, a total of \$750 million in authority to make loans for the Section 202 elderly housing program is also proposed. This would yield approximately 25,600 units of such housing.

#### PUBLIC WORKS

The Ford Administration proposed significant cutbacks in the public works programs of the Economic Development Administration (EDA) while reducing the agency's budget by 41 per cent.

No additional funds are requested for the Local Public Works Capital Development and Investment Act of 1976, nor for the Title X Job Opportunities Program. Moreover, the budget message contains large reductions for EDA's regular public works programs.

The local public works programs provided \$2 billion in 100 per cent public works grants. The program received 25,000 applications exceeding \$24 billion in an effort designed to stimulate 300,000 jobs. Virtually all funds have been awarded. A bill has already been introduced in the House (H.R. 11) to authorize an additional \$4 billion for the program.

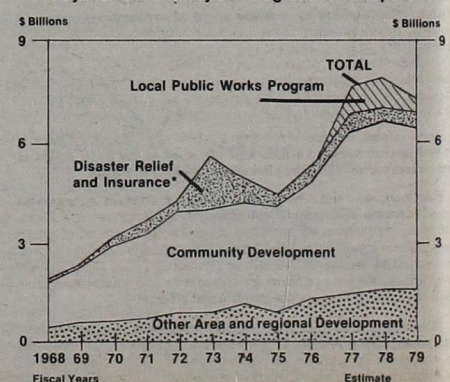
No funds are requested for the Title X Job Opportunities Program. The new Title X program was authorized as a counter-cyclical job program at \$325 million a year. In fiscal '76,

this program infused \$375 million into labor intensive projects.

The budget proposes a 55 per cent cut in EDA's regular Title I public works programs, from a level of \$166 million in fiscal '77 to only \$75 million in fiscal '78.

Reductions of \$13 million are planned for Title II Business Development Loans and guarantees, from \$58 million to \$45 million. The Title IX Economic Adjustment grants and loans are facing a \$32 million cut, from \$77 million to \$45 million; while Title III Planning Technical Assistance and Research will be reduced from \$38.5 million to \$27 million.

Outlays for Community and Regional Development



\*Increase in 1973 and 1974 due to Hurricane Agnes



## WELFARE AND SOCIAL SERVICES

# No Call for Welfare Reform

**WELFARE**

Ford did not include welfare reform in his priorities for the coming year. While background documents list various welfare reform options being discussed—including NACo's "Welfare Reform—A Plan for Change"—there are no recommendations for a major reform of the present system.

Most of the proposals in this budget were included in last year's budget, but never enacted by Congress. The budget asks for legislation—the Income Assistance Simplification Act—which would give the President authority to modify present income assistance programs, subject to congressional action. The budget again proposes legislation to revise the income disregard provisions for work related expenses under the Aid to Families with Dependent Children (AFDC). Regarding the child support enforcement program which requires state and local welfare agencies to seek out absent parents, the proposal would reduce the federal share of administrative costs from 75 per cent to 50 per cent.

Legislation is also proposed to extend the Work Incentive Program (WIN) job search requirement to applicants for AFDC, so that they would be exposed to job opportunities before receiving welfare.

**FOOD STAMPS**

The Ford Administration again proposed reform legislation that would hold the present food stamp program at the same level as fiscal '77 (\$4.75 billion). Without reform, this program would cost \$5.6 billion in fiscal '78, according to the Administration. (The food stamp program, now nation-wide, subsidizes poor households to enable them to buy food through regular retail stores. Participating households pay part of the cost of the stamps, depending on their household size and income. Households with no income receive free food stamps.) The proposed legislation would set standard deductions for recipients' base eligibility to those whose gross income, less the standard deduction, is below the poverty level, eliminate categorical eligibility for recipients of public assistance, and require recipients to spend 30 per cent of their income on food stamps.

**SOCIAL SERVICES**

Ford dropped his effort of last year to turn the social services program in Title XX of the Social Security Act into a block grant program to the states. Under the present program, assistance is provided to states and localities for the delivery of social services to individuals and families in order to promote their independence and self-support. In 1972, Congress set a \$2.5 billion ceiling for social services. Last year, Congress added \$240 million through September '77, but earmarked the funds for child care services, and grants to hire welfare recipients in jobs related to the provision of child care services. The social services federal ceiling will revert to \$2.5 billion on Oct. 1, 1977 and Ford did not request new initiatives or funding.

**SUPPLEMENTAL SECURITY INCOME PROGRAM (SSI)**

This federal income program for the aged, blind and disabled replaced the state administered programs of aid to the same populations. It is administered by the federal government under national uniform eligibility requirements and payment support levels, with state supplementation permitted. The Ford Administration made no legislative or administrative proposals. The present program will serve 4.4 million people in the coming year at a federal outlay of \$5.4 billion.

**CHILD NUTRITION BLOCK GRANT**

The Ford Administration again proposed its Child Nutrition Reform Act which would replace 15 food programs now administered by the Department of Agriculture. Present programs to be included in the block grant are: Basic School Lunch; Special Assistance (Free and Reduced Price Lunch); non-food assistance (equipment); school breakfast (basic, reduced and free); special milk (basic and free); summer food; child care food (basic, reduced and free); special supplemental food for women, infants and children; supplemental feeding for women, infants and children; commodity distribution; and state administrative expenses (basic and summer). The block grant program would cost \$2 billion in 1978. Budget estimate under the present legislation is \$2.89 billion.

**ALLIED SERVICES**

The Ford Administration again asked Congress to approve its Allied Services Act. This legislation, to encourage coordination of all human services delivery programs at the state and local levels, has been introduced in the past three Congresses, but has never gone beyond the hearing stage. Under this act, states could receive grants for projects to demonstrate how the delivery of health, rehabilitation and other human services programs could be brought together to improve their services. They would also be able to transfer limited amounts of federal funds among specified programs to facilitate integrating services. The budget includes \$20 million for start up of this new program.

**ANTI-POVERTY PROGRAMS**

Ford's fiscal '78 budget proposes to cut \$114 million from anti-poverty programs administered by the Community Services Administration (CSA), formerly the Office of Economic Opportunity. The Administration requests a total budget authority of \$398 million in fiscal '78 for CSA, \$114 million less than the \$512 million appropriated in fiscal '77.

The proposed budget eliminates programs dealing with energy conservation, elderly services and feeding and nutrition programs. These programs were cut, according to the Administration's budget explanation, because they "duplicate the authority of larger federal programs." Eliminated without explanation are migrant and national youth sports programs, and support for state economic opportunity offices.

In requests for fiscal '76 and '77, the Administration unsuccessfully recommended that Congress reduce funding for the country's 865 community action agencies (CAAs) to \$295 and \$260 million, respectively. For fiscal '78, however, the current funding level of \$330 million for CAAs is recommended.

The proposed budget will also keep the non-federal funding share for CAAs, supplied by county, city, state and private supporters, at 40 per cent for larger CAAs, and 30 per cent for smaller grantees.

## PUBLIC LANDS

## Payments-in-Lieu This Year!

For fiscal '78, the Ford budget requests full funding for the Payments-in-Lieu of Taxes Act and other public land payment programs. The request for payments-in-lieu includes \$100 million for fiscal '77 (supplemental request) and \$100 million for fiscal '78. The fiscal '77 amount will require congressional approval of a supplemental appropriation. More than 1,000 counties in 49 states are scheduled to receive payments under this program to compensate for the tax immunity of federally owned natural resource lands.

The Ford Administration request also proposes full funding

in fiscal '78 to implement 1976 amendments to the National Forest Fund and the Mineral Leasing Act (\$189.1 million and \$177.8 million respectively). The National Forest Fund payments go to counties for school and road purposes. The Mineral Leasing Act payments go to states, with priority usage for local governments affected by federal mineral development activities.

Total public land payments to state and local governments proposed in fiscal '78 amount to \$554.6 million, more than double the fiscal '76 level (see chart).

FEDERAL PUBLIC LAND PAYMENTS TO STATES AND COUNTIES

	(in millions of dollars)			
	1976 (Actual)	TQ (Actual)	1977 (Estimate)	1978 (Estimate)
Payments-in-Lieu of Taxes	\$ —	\$ —	\$100.0	\$100.0
National Forest Payments	87.8	109.5	48.9	189.1
Forest Payments to Oregon and California Grant Land Counties	49.3	59.1	29.6	82.5
Forest Payments to Coos Bay Grant Land Counties	1.5	—	1.8	2.2
National Grassland Payments, U.S. Forest Service	1.0	—	1.0	1.0
National Grassland Payments, Bureau of Land Management	1.3	1.6	.2	2.0
Mineral Leasing Act Payments	119.6	78.2	108.2	177.8
Total	\$260.5	248.4	289.7	\$54.6

## HEALTH AND EDUCATION

## Budget Tries to Shift Health Burden

**HEALTH**

The proposed Ford budget emphasizes cost control in the health care field. Over 90 per cent of the growth in the HEW budget is directly related to increased medical costs, benefit levels and beneficiaries.

To curb these increased costs, the budget proposes again this year the following legislative initiatives:

- Consolidation of Medicaid (\$11.7 billion) and 19 other health programs (comprehensive grants, alcoholism, mental health, health planning, emergency medical services, immunizations, developmental disabilities, among others) into a \$13.2 billion block grant to states.
- Catastrophic protection for Medicare (\$28.5 billion) beneficiaries but places limits on days of care for hospital and nursing home services. The proposal also limits annual increases in hospital and physician charges to 7 per cent.

Both initiatives are attempts to shift the burden of uncontrolled health costs to states and counties in the first instance and to individual Medicare beneficiaries in the second.

Furthermore, the block grant does not contain guaranteed pass through of funds to counties. NACo opposes the block grant as written as an attempt by the federal government to put a lid on its share of Medicaid. Congressional Budget Office estimates Medicaid at \$12 billion for fiscal '78. If the proposal is enacted, states and local governments will share a smaller pool of funds to finance the categorical efforts.

Assuming that Congress will not approve the consolidation proposal, the following is a breakdown of fiscal '78 requests: comprehensive grants to states and counties (\$90 million); community health centers (\$215 million); maternal and child health (\$348 million); family planning (\$114 million); migrant health (\$30 million); emergency medical services (\$24 million);

venereal disease (\$18 million); immunization (\$13 million); rat control (\$13 million); and lead based paint (\$9 million).

The budget fails to propose increasing the health planning program (\$125 million). Community program funds for alcoholism prevention and treatment remain unchanged (\$112 million). The budget proposes a 16 per cent cut in alcoholism, drug abuse and mental health across the board.

Requests for developmental disabilities remains unchanged (\$59 million). In drug abuse, which is not part of the block grant proposal, the budget proposes to increase community programs from \$200 million to \$202 million.

Other programs that have been increased include: national health service corps (\$38 million) and quality assurance programs (\$79 million). Health manpower is substantially cut from \$407 million to \$208 million. This negatively affects all health professions especially public, nursing and allied health.

The budget proposes substantial cutbacks in programs administered by Center for Disease Control that provides assistance to state and local governments for disease control: project grants (\$52 million); investigations (from \$115 million to \$2 million); lab improvement (from \$16 million to \$3 million); and, health education (from \$5 million to \$1 million).

It proposes to eliminate the National Institute for Occupational Safety and Health. Over \$63 million will be returned to the U.S. Treasury as a result of savings in swine vaccine production.

Medicaid, the uncontrollable program to provide health care to the poor, is expected to increase from \$10 billion in fiscal '77 to \$11.7 billion in fiscal '78.

No major recommendations to hold down this skyrocketing rise in Medicaid is proposed in the budget except to include it in the consolidated block grant.

**EDUCATION**

President Ford's proposed fiscal '78 education budget calls for the consolidation of 23 separate programs into a single \$3.8 billion block grant. The proposal folds-in programs such as education to the disadvantaged, handicapped education, occupational, vocational and adult education, among others.

The bulk of the money will go to state and local education agencies enabling them to choose programs that are necessary to solve their local educational problems. The proposal continues to focus on the special needs of poor and handicapped persons.

Again the Ford Administration proposed to phase-down the "impact aid" program. This program provides federal aid to local school districts in which enrollments are affected by federal installations and/or other federal activities.

On one hand, the budget calls for continuation of impact aid (\$296 million) to districts with children of parents who work and live on federal property and, therefore, pay no county or municipal property taxes. On the other, it proposes to eliminate further assistance to districts with children whose parents work on federal property but live in the community, and thus pay local taxes. NACo has consistently opposed the cutting back and/or elimination of this program.

There are no increases in the Emergency School Aid Act (\$240 million). This program provides grants and technical assistance to school districts experiencing desegregation problems.

Overall, the budget proposes to cut education spending from \$8.3 billion to \$8.1 billion in fiscal '78. It holds the line or cuts such categorical programs as "right to read," bilingual education, impact aid and emergency school aid to districts with desegregation problems.

The budget proposes slight increases in higher education, especially in basic grants to needy students (\$1.8 billion).



## ENVIRONMENT AND ENERGY

## Zero Funds for 208 and Solid Waste

The highlight of the Ford Administration's fiscal '78 budget for the Environmental Protection Agency (EPA) is its proposed 10-year funding plan for the water pollution construction grant program at a \$4.5 billion level per year. Budget request for this multi-year funding plan is contingent upon congressional enactment of water amendments. These amendments are designed to reduce the number of local government sewage projects eligible for federal funding.

While Congress considers these amendments, the budget is also requesting a \$400 million fiscal '77 supplemental appropriation to assist those states that will use up their construction grant allocations prior to Sept. 30, 1977. These supplemental funds can only be used for the construction of secondary waste treatment works and interceptor sewers. While there is \$7 billion unobligated in the water program, many states have exhausted their funding allotments and need this '77 supplemental. The budget has no funds for the water reimbursement program.

The budget does not propose any funding for the 208 water planning program. The lack of budget request for this area-wide water quality program assumes that the court-ordered release of \$137 million for fiscal '73 and fiscal '74 208 funds will sustain this program through fiscal '78. The Justice Department has, however, appealed the court decision ordering the release of those 208 funds. There is a request for \$5 million for fiscal '78 208 program to be earmarked for planning activities required under the new solid waste law. This amount is, how-

ever, scarcely enough to cover the planning activities of the new solid waste program. NACo will seek full funding for both water and solid waste planning.

CONSOLIDATED GRANTS  
SOLID WASTE LAW LOW PRIORITY

The Administration requested \$135.4 million to consolidate all the existing categorical grants for air, water control, water supply, solid waste, and toxic substances to give states the maximum flexibility to allocate pollution program funds to state and local governments according to state priorities. Thus, local governments should work closely with states to ensure that local pollution priorities are reflected in the state pollution abatement programs. In fiscal '77 there has been an estimated \$122 million spent by state and local government for categorical grant programs with \$52.5 million spent for air program grants, \$50 million for water program grants and \$20 million for the state safe drinking water grants. Assuming states will not be spending less in any of those areas, it leaves \$13 million for states to fund state and local efforts in implementation of the new toxic substance law, the new solid waste bill and the actual management of consolidated environmental programs.

Thus, a point hidden in the consolidated grant program is the Administration's very low budget request for state and local implementation of the new solid waste law which authorized nearly \$100 million to assist state and local efforts

in the solid waste area.

The budget, while scarcely funding local government solid waste activities, does call for an increase in EPA's solid waste operating budget from \$15.7 million to \$24.5 million to assist them implement new provisions of the act. This amount is inadequate to cover EPA's implementation activities.

## ENERGY

Reorganization heads the list of federal energy priorities for fiscal '78. The first step in providing a coordinated national energy policy is acknowledgment of the complex interaction between the public and private sectors. This must accompany reorganization of the federal agencies dealing with energy matters, a point NACo has repeatedly called for.

Specific programs that received a green light in the proposed budget for funding in fiscal '78 include: a \$55 million weatherization of low-income housing, which applies to local governments in non-participating states; \$50 million for state energy conservation programs to implement mandatory thermal and lighting standards in buildings, purchasing and traffic control policies; \$300 million for solar and geothermal research and development, up 26 per cent from last year; and \$1.4 billion for non-nuclear research and development, including synthetic fuels.

All in all, it seems that, as fossil energy reserves decrease and price controls are phased out, counties will continue to see rising energy costs for fuel and petroleum-based products, with little relief in sight.

## TRANSPORTATION

## Ceiling Put on Highway Spending

The Ford Administration budget proposes a \$6.5 billion ceiling on highway obligations, well under the almost \$9 billion in authorizations. It calls for "full funding" in the transit function and suggests the need for an additional \$1.1 billion in budget authority for fiscal '78 and '79. It gives transit priority as a means to revitalize our nation's cities, while protecting the environment and conserving energy.

## HIGHWAYS

A total of \$6.7 billion is recommended for highways, with a recommended ceiling on actual obligations of \$6.5 billion. Almost \$9 billion is authorized by highway law. Even the \$6.5 billion level is considered reasonable by some.

The least cut is in the Interstate category, reflecting the high interest at the federal level in completion of this system considered to be of greatest "national interest." At \$3.2 billion, the Ford Interstate program level is \$50 million below legislative authority.

Other major non-Interstate categories will incur up to \$2.59 billion in obligations under the Ford proposal. This includes primary, urban system, trust fund financed programs. The budget estimates \$3.26 billion in obligations for these categories in fiscal '77.

Major victims of the Ford budget are "low priority" discretionary grant programs such as off-system roads and section 147 rural highway public transportation demonstration. Both programs are unfunded for fiscal '77 and '78. Although \$75

million is authorized for construction of railroad grade crossings off the federal-aid system for fiscal '77 and '78, the Ford budget would merely "begin" this program with a meager \$25 million in fiscal '78.

## AIRPORTS

The Ford budget proposes \$475 million for the airport development aid program (ADAP) for fiscal '78, including \$10 million for planning. This is \$80 million below congressionally approved authority.

The budget does state the full amount of entitlement grant funds will be available for air carrier and general aviation facilities. According to an OMB source, this includes \$310 million for air carrier and \$45 million for general aviation.

The budget projects an unexpended balance of \$2 billion in the aviation trust fund by the end of fiscal '78, assuming estimates of revenues and expenditures are met. ADAP grants are financed with user taxes out of the trust fund.

## URBAN MASS TRANSPORTATION

In mass transit, the budget recommends approval of \$1.3 billion in section 3 capital grants and the full authorized level of \$775 million in section 5 formula grants to urban areas. Under law, formula grants can be used for capital or operating purposes. The Ford budget recommends legislative action to require that 20 per cent of the funds be used for capital investments. A proposal to force use of 50 per cent for capital pur-

poses last year was not seriously considered by Congress.

The budget suggests an additional \$1.1 billion in budget authority will be needed for transit programs in 1979 and 1980, given an assumption that "no new costly heavy rapid rail projects will be initiated through 1979."

Proposed outlays of federal funds for transit grants for fiscal '78 represent a 16 per cent increase over 1977 and 63 per cent over 1976.

TRANSPORTATION (PROGRAM LEVEL)  
(in millions of dollars)

	1976 (Actual)	TQ <sup>1</sup> (Actual)	1977 (Estimate)	1978 (Estimate)
Airport Development Grant (planning) (Construction)	2.3 2.3	3.7 416.3	11.3 510.0	10.0 465.0
Highways Interstate	2,059.5	557.1	3,509.0	3,200.0
Non-Interstate	1,873.0	898.5	3,266.8	2,595.0
Urban Transit Capital grants	1,091.4	247.0	1,250.0	1,250.0
Formula grants	390.3	52.1	996.3 <sup>2</sup>	775.0

<sup>1</sup> Transition quarter, July 1, to Sept. 30, 1976, during shift to new fiscal year basis under the Congressional Budget Act.

<sup>2</sup> Extension of the Airport and Airways Development Act occurred too late for the obligation of any funds during fiscal '76. Applications submitted during that year were funded during the transition quarter.

<sup>3</sup> Includes \$346 million of grants allocated to urban areas but not committed until fiscal '77.

## LAND USE

## Resource Management Denied New Funds

The Ford Administration indicated new interest in assisting county, state and other local governments to manage land and other natural resources. As in the two previous Ford budgets, no new funds have been requested to support land use or land resource management assistance.

The proposed fiscal '78 budget requests full funding for the Land and Water Conservation Fund, increased funding for coastal zone management program implementation grants, and a fiscal '77 supplemental and fiscal '78 request for the new Coastal Energy Impact Program (CEIP).

Comprehensive Planning Assistance under section 701 of the Housing Act of 1954, has been a traditional source of land use planning funds for county governments. The Ford budget, however, requests only \$25 million in new appropriations for fiscal '78. This money would be used primarily to assist areawide agencies to meet housing needs. No mention is made of the land use requirement that 701 planning assistance recipients must complete by August 1977 to be eligible for future grants.

## LAND AND WATER CONSERVATION FUND

During 1976, Congress increased the Land and Water Conservation Fund from \$500 million per year to \$600 million in fiscal '78; \$750 million in fiscal '79. The Ford Administration recommended full funding of the congressional authorization, raising the recommended appropriation to \$600 million in fiscal '78, \$352 million of which will be available for state and local governments.

The Land and Water Conservation Fund provides matching grants to county, state and other local governments for the acquisition and development of outdoor park and recreation land. The proposed increase will provide for a doubling of grants over the fiscal '77 level. Full funding of this program has been identified as a NACo legislative priority.

## COASTAL ZONE MANAGEMENT

The Ford budget recommends a 1977 supplemental appropriation of \$9.1 million for the coastal zone management program. Grants go to states to develop and implement states' coastal zone management programs. States may make a portion of these funds available to county and other local governments. The supplemental 1977 request is for an additional \$3.21 million for program development grants.

Coastal zone management program development grants would be funded at a level of \$6.4 million during fiscal '78, down from \$19.3 million in 1977; while program implementation grants would be increased to \$15.6 million in fiscal '78, up from \$4.3 million in 1977.

Important to counties is the Ford Administration's request

for the Coastal Energy Impact Program (CEIP) enacted by the 94th Congress to provide grants and credit assistance to states and through states to county and local governments to meet community needs resulting from coastal energy development. Section 308 of the Coastal Zone management Act establishes the Coastal Energy Impact Fund and provides planning, public facility formula, and environmental mitigation grants.

The budget puts emphasis on credit assistance under the impact fund. A fiscal '77 supplemental request of \$110 million and a fiscal '78 request of \$140 million has been made for the fund from which loans and loan guarantees are derived. The formula grant request is for \$10 million for the 1977 supplemental and \$15 million for fiscal '78. No funds have been requested for planning grants or environmental mitigation grants.

## LABOR-MANAGEMENT/PERSONNEL

## No Money for IPA

INTERGOVERNMENTAL PERSONNEL ACT (IPA)  
President Ford's proposed fiscal '78 budget recommends that Congress deny budget authority for new grants to state and local governments under the Intergovernmental Personnel Act (IPA) beyond 1977.

Congress appropriated \$15 million for fiscal '77 for IPA, a program administered by the U.S. Civil Service Commission to improve the management capabilities of local government officials.

According to the proposed budget, "the (Ford) Administration believes that the states and localities should now have sufficient experience with this program to determine what priority should be given to personnel management improvement. To

the extent that it has priority, it should warrant their own financing or use of general revenue sharing funds." NACo will vigorously work to restore funds for IPA in fiscal '78.

## EQUAL EMPLOYMENT OPPORTUNITY

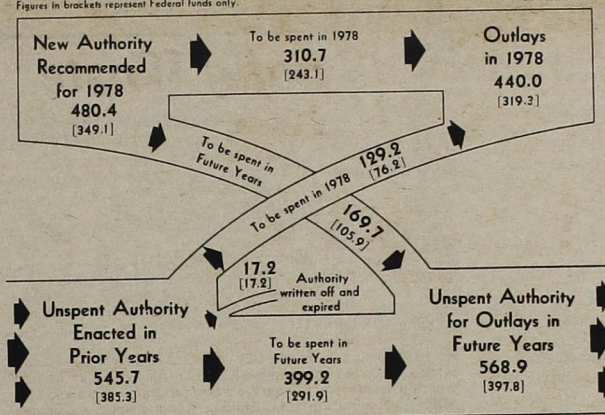
The fiscal '78 budget speaks favorably of federal government assistance to state and local governments in developing equal employment opportunity programs. However, no new program or additional funds are proposed to provide grants to state and local governments to develop Equal Employment Opportunity (EEO) programs or train management in affirmative action.



## Relation of Budget Authority to Outlays—1978 Budget

Figures in brackets represent Federal funds only.

\$ Billions



NOTE: The difference between the total budget figures and federal funds shown in brackets consists of trust funds and prepaid transactions between fund groups.

## GLOSSARY

**Authorization**—Basic substantive legislation enacted by Congress that sets up or continues the legal operation of a Federal program or agency. Such legislation is normally a prerequisite for subsequent appropriations, but does not usually provide budget authority (see below).

**Budget Amendment**—A proposal, submitted to the Congress by the President after his formal budget transmittal, but prior to completion of appropriation action by the Congress, that revises his previous budget request.

**Budget Authority (BA)**—Authority provided by law to enter into obligations that generally result in outlays. It may be classified by the period of availability (1-year, multiple-year, no-year), by the timing of congressional action (current or permanent), or by the manner of determining the amount available (definite or indefinite). The basic forms of budget authority are: **Appropriations**—budget authority provided through the congressional appropriation process that permits Federal agencies to incur obligations and make payments.

**Borrowing authority**—statutory authority, not necessarily provided through the appropriations process, that permits Federal agencies to incur obligations and make payments from borrowed moneys.

**Contract authority**—statutory authority, not necessarily provided through the appropriations process, that permits Federal agencies to enter into contracts or incur other obligations in advance of an appropriation.

**Budget Receipts**—Money, net of refunds, collected from the public by the Federal Government through the exercise of its governmental or sovereign powers and as premiums from voluntary participants in Federal social insurance programs closely associated with compulsory programs. Excluded are amounts received from strictly business-type transactions (such as sales, interest, or loans) and payments between Government accounts. (See offsetting receipts.)

**Concurrent Resolution of the Budget**—A resolution passed by both Houses of Congress, but not requiring the signature of the President, setting forth reaffirming, or revising specified congressional budget totals for the Federal Government for a fiscal year.

**Continuing Resolution**—Legislation enacted by Congress to provide budget authority for specific ongoing activities when a regular appropriation for such activities has not been enacted by the beginning of the fiscal year.

**Current Services Estimates**—Projections of estimated budget authority and outlays for the upcoming fiscal year at the same program level and without policy changes from the fiscal year in progress. To the extent mandated by existing law, estimates take into account the budget impact of anticipated changes in economic conditions (such as unemployment or inflation), beneficiary levels, pay increases, and benefit changes.

The Congressional Budget and Impoundment Control Act of 1974 requires that the President submit current services estimates to the Congress by November 10 of each year.

**Deferral**—Any action or inaction by an officer or employee of the United States that temporarily withholds, delays, or effectively precludes the obligation or expenditure of budget authority. Deferrals may not extend beyond the end of the fiscal year and may be overturned at any time by either House of Congress.

**Federal Funds**—Funds collected and used by the Federal Government for the general purposes of the Government. There are four types of Federal fund accounts: the General Fund, special funds, public enterprise (revolving) funds, and intergovernmental funds. The major Federal fund is the general fund, which is derived from general taxes and borrowing. Federal funds also include certain earmarked receipts, such as those generated by and used for the operations of Government-owned enterprises.

**Fiscal Year**—The yearly accounting period for the Federal Government. Beginning with fiscal year 1977, fiscal years for the Federal Government begin on October 1 and end on September 30. Prior to fiscal year 1977, the fiscal year began on July 1 and ended on June 30. The fiscal year is designated by the calendar year in which it ends, e.g., fiscal year 1977 is the fiscal year ending September 30, 1977.

**Impoundment**—Any action or inaction by an officer or employee of the Federal Government that precludes the obligation or expenditure of budget authority provided by the Congress (see deferral and rescission).

**Obligations**—Amounts of orders placed, contracts awarded, services rendered, or other commitments made by Federal agencies during a given period that will require outlay during the same or a future period.

**Outlays**—Checks issued, interest accrued on the public debt, or other payments made, net of refunds and reimbursements.

**Rescission**—Enacted legislation canceling budget authority previously provided by the Congress.

**Supplemental Appropriation**—An appropriation enacted as an addition to a regular annual appropriation act. Supplemental appropriations provide additional budget authority beyond original estimates for programs or activities (including new programs authorized after the date of the original appropriation act) for which the need for funds is too urgent to be postponed until the next regular appropriation.

**Tax Expenditures**—Losses of tax revenue attributable to provisions of the Federal tax law that allow a special exclusion, exemption, or deduction from gross income or provide a special credit, preferential rate of tax, or a deferral of tax liability.

**Transition Quarter**—The 3-month period (July 1 to September 30, 1976) between fiscal year 1976 and fiscal year 1977 resulting from the change from a July 1 through June 30 fiscal year to an October 1 through September 30 fiscal year beginning with fiscal year 1977.

**Trust Funds**—Funds collected and used by the Federal Government for carrying out specific purposes and programs according to terms of a trust agreement or statute, such as the social security and unemployment trust funds.

## NACo ANALYSTS

## Overall Budget Analysis—Ralph Tabor

(Budget issue analyses were written by the following NACo staffers, whom you can call for further details.)

**Aging**..... Mary Brugger Murphy  
**Community Development/Public Works**..... John Murphy,  
 Connie Maffin, and Elliot Alman  
**Criminal Justice**..... Duane Baltz  
**Employment**..... Jon Weintraub  
**Environment and Energy**..... Carol Shaskan, Sue Guenther  
**Health and Education**..... Mike Gemmell  
**Labor-Management/Personnel**..... Gary Mann  
**Land Use**..... Bob Weaver  
**Public Lands**..... Jim Evans  
**Rural Development**..... Elliot Alman  
**General Revenue Sharing/Anti-recession Aid**..... Aliceann Fritschler  
**Transportation**..... Sandy Spence  
**Welfare and Social Services**..... Dorothy Sortor Stimpson,  
 Scott Forsyth

## CRIMINAL JUSTICE

LEAA Suffers  
3rd Reduction

Ford's fiscal '78 budget proposes to cut \$50 million from state and local assistance for criminal justice programs under the Law Enforcement Assistance Administration (LEAA). Most of the reduction (\$45 million) came out of funds earmarked for juvenile justice programs. Another \$10 million is cut from the law enforcement education program (LEEP). The only major increase is \$10.8 million in the part C block grant category, primarily for congestion and backlog problems in state and local judicial processing. The total requested is \$704.5 million.

The reduction for LEAA reflects the Justice Department's policy of "a continuation of the established, cautious approach to state and local assistance programs." The exception is a \$5-million increase for the National Institute of Corrections, which provides grants and technical assistance to local governments.

The fiscal '78 budget marks the third straight year of reductions in the LEAA program after reaching a high of \$895 million in fiscal '75. The main argument used by the Ford Administration for reducing fiscal '78 funds appropriated under the Juvenile Justice and Delinquency Prevention Act of 1974, was the delay in spending fiscal '77 funds for action projects. LEAA claims that the State Planning Agencies have not developed their plans quickly enough to spend the higher \$75 million appropriation, before the end of fiscal '77 in September. In addition, about 12 states have declined to participate in the juvenile justice formula grant program because they cannot comply with certain regulations, such as removing juvenile status offenders from detention facilities within two years.

Since both the juvenile justice and law enforcement education programs are popular with Congress, it is expected that funds will be restored for these categories, but a reduction in the total LEAA appropriation is likely to be sustained, following the pattern set during the two previous fiscal years. This would force LEAA to cut parts C and E and other categories in the program.

## AGING

Service Funds  
Passed Over

Most of the funds, available through the Older Americans Act, which counties have used in the current fiscal year to provide services to the aging are requested again for fiscal '78.

Community services and congregate nutrition programs will continue to receive the same level of funding next year, according to the proposed Ford budget—but funding for senior centers is cut to zero.

Funding for Title III, State and Community Programs, will continue at the anticipated 1977 level of \$151 million.

The Title VII Nutrition Program will also be preserved at its current operating level, with \$225 million to serve 435,000 meals, five days a week. Commodity support from the Department of Agriculture will add another \$30 million and anticipated contributions of participants, \$10.5 million.

There is no request at all for Title V, multi-purpose senior centers. These funds, available for the first time in the transitional quarter (\$5 million) and in fiscal '77 (\$20 million), will be completely eliminated.

Funding for Title IV, Research Demonstration and Manpower, now operating at a level of \$26.5 million faces a decrease to \$21.2 million.

Other budget items with direct impact on the aging are described in other section of this analysis: Medicare in HEALTH; Community Service Employment in EMPLOYMENT; Housing in COMMUNITY DEVELOPMENT; and Social Services in WELFARE AND SOCIAL SERVICES.

## RURAL DEVELOPMENT

## Grants Drastically Cut

The Ford Administration again proposed to terminate all the rural development grant programs except one and that one would be drastically reduced.

The budget proposes to cut water and waste disposal grants from its \$200 million level in fiscal '77 to only \$50 million in fiscal '78. This 75 per cent reduction would have significant adverse impact on rural communities, and occurs at a time when there is a waiting list exceeding \$400 million in applications. The budget does propose to maintain the loan level at \$600 million.

No funding was requested for rural development grants, which are designed to stimulate development of private business. These grants were funded at a level of \$10 million in fiscal '77.

In all, the grant programs of the Rural Development Act are recommended for cutbacks of \$162.2 million in fiscal '78.

The loan programs of the Rural Development Insurance Funds are recommended at the same level as in fiscal '77. Water and waste disposal loans are proposed at \$600 million, community facility loans at \$200 million, and industrial

development loans at \$550 million. However, when analyzed in the perspective of rising costs and inflation over the past year, these levels actually represent reductions in funding.

Rural housing loans are projected at a level of \$3.7 billion in fiscal '78, slightly less than fiscal '77. However, the Ford Administration proposed to terminate all rural housing grants.

No funding was requested for fiscal '78 for housing and facilities for domestic farm labor.

In fiscal '77, \$9 million was provided to aid groups of families build their own housing. No funding was requested for fiscal '78 self-help housing program.

In fiscal '77, the initial year of very low income housing grants, \$5 million was provided to aid the rural elderly. No funding was requested for this program for fiscal '78.

## RURAL HOUSING INSURANCE FUND

The rural housing insurance fund is the basic housing program of Farmers Home Administration. The Ford Administration proposed to continue the housing loan programs at the \$3.7 billion level of fiscal '77. However, this translates into a reduction in light of rising costs and inflation.



# Multi-service Centers for Aging Targeted

WASHINGTON, D.C.—“By making comprehensive services available to all senior citizens at a federally funded neighborhood site and by joining county and community resources, all such programs can become ‘multi-service’ centers,” said Ellen Cox, supervisor of a senior services center in New Castle County, Del.

Cox was one of five panelists speaking before county officials at a “Socialization” workshop Jan. 11 at the National Conference on County Services for the Aging in Washing-

ton, D.C. Multi-service centers, nutrition programs and volunteer services were the subjects discussed.

Other speakers were moderator Eugene Erway, commissioner of Potter County, Pa.; Adelaide Attard, commissioner of the Nassau County, N.Y., Department of Senior Citizen Affairs; J. Kenton Fancoly, deputy director of the Eastern Nebraska Office on Aging; and Paul Fitzgerald, coordinator of Volunteers for the Department of Human Resources, Arlington County, Va.

The New Castle County Senior

Services Center, Cox explained, is operated by the department of parks and recreation and offers three basic services: nutrition—hot meal program, funded by Title VII of the Older Americans Act, retired senior volunteers program (RSVP), supported by ACTION funds, and the “wheels” program, which provides free transportation to each of seven center sites, funded largely by the county.

Two-and-one-half years old, the center provides 275 meals a day and also offers recreational activities and information and referral services. It is supported mainly by Title VII but 30 per cent is county contribution.

Attard stated that the goal of Nassau County’s multi-service center is “to keep the elderly living independently and at home, through social involvement as a viable solution to premature institutionalization.”

The Lillian Pierce Center, Attard explained, is a comprehensive, five-day-a-week program established in 1973. The center provides recreational and group activities such as photography, woodworking, dramatics, yoga and painting. It also provides counseling, legal and general, information and referral services, outreach and training for home health aides.

Supported by Title III of the Older Americans Act, state recreation funds and county money, the center also recruits volunteers and instructors from a local school district and receives equipment donated or loaned by public and private organizations.

The center serves 300 to 400 per-

sons each week and is open to all residents 60 and over. An advisory council, composed of local community groups, center participants and public, private and voluntary agencies meets regularly with the staff to assist in planning and programming.

Discussing nutritional programs, J. Kenton Fancoly of the Eastern Nebraska Office on Aging (ENOA) explained that the 17 nutrition project sites located in Douglas and Sarpy Counties provide hot, nutritious, noonday meals and social activities to elderly residents.

ENOA is part of a five-county consortium. The nutrition project has a budget of one-half million dollars. About 75 per cent of all costs are covered by Title VII. Title XX (of the Social Security Act) accounts for

10 per cent and local consumer contributions amount to 15 per cent of operating funds.

Fancoly declared that the project serves 850 meals a day in sites located in apartment buildings and churches.

The final speaker was Paul Fitzgerald, who described the primary focus of the Volunteer Office of Arlington County, Va. as a stimulator of and channel for volunteer activities, “through proper recruitment, training, screening and placement.”

The office refers volunteers to almost 80 agencies within the Arlington area, Fitzgerald said, and is active in coordinating volunteer services for and by the elderly. Title XX money supplies 80 per cent of the financial support for the county-operated program.

## Aged Said to Need Legal Aid the Most

WASHINGTON, D.C.—The elderly need free or inexpensive legal help because, more than any other group, they are at the mercy of large institutions, legislation, and regulations for their income, food, housing, and health care, according to Timothy Paulus, an attorney who directs the Senior Citizen Law Clinic in Prince George’s County, Md.

Paulus told participants at a panel discussion on senior safety and security at the National Conference on County Resource Development for Aging Citizens, held in Washington, D.C. Jan. 10-11, that the elderly “need help with a barrage of paperwork forced on them by society.”

Paulus detailed ways he helps the elderly—counseling, representing them in court, and developing new legislation.

Fred Middleton, director of the Cuyahoga County, Ohio Senior Safety and Security Program, outlined how a staff of two people, aided by volunteers, is able to maintain a wide ranging program that educates the public, the police, and the elderly themselves about ways to prevent crime.

He and his staff provide slide shows at community centers and

nutrition sites, conduct home security checks, give demonstrations of anti-crime equipment, hold workshops to sensitize police departments to the needs of the elderly, and act as a clearinghouse for information.

“About half the crime is committed by teenagers, not professional criminals,” he pointed out, “so we can take away the opportunity for much crime by reminding people of simple, common-sense precautions that they often overlook.”

Corporal Clifford Melton of the Montgomery County, Md. Police Department noted the difficulty of obtaining usable data in planning police efforts to protect the elderly.

William Garrett, representing the South Carolina Department of Social Services, passes out copies of his state’s 1974 law that established public guardians for the senile, retarded, and mentally retarded.

Garrett cautioned that emergency funds must be provided to public guardians because frequently an incapacitated person needs attention immediately. A guardian cannot wait for Medicare or Medicaid certification. South Carolina has put aside \$100,000 for such emergencies, he said.



**RAISING A POINT**—Lewis Greenwood, director of communications of the Westchester County, N.Y. Office for the Aging makes a point at a panel discussion on independent living during the first National Conference on County Resource Development for Aging Citizens held in Washington, D.C., Jan. 10-11. Similar conferences are scheduled for April 24-26 in Kansas City, Mo., and June 8-10 in San Diego, Calif. For more information, write the Aging Program at NACO.

## SOLID WASTE

# EPA Developing Guides

WASHINGTON, D.C.—The Environmental Protection Agency (EPA) has announced notice of proposed rulemaking for subtitle D (state and regional plans) of the Resource Conservation and Recovery Act of 1976 (PL94-580). EPA intends to develop guidelines to identify regions for solid waste management and solid waste planning purposes. The recently approved act (Section 4002) requires that guidelines be published for the identification of those areas which have common solid waste management problems, and are appropriate units for regional planning and management services.

The purpose of EPA’s action is to establish the process, criteria and timing for the identification of areas and agencies for the management of solid waste. The rulemaking will establish relationships of areawide solid waste agencies to state solid waste plans; to other programs such as designated water planning agencies; and to other federal, state and local planning efforts, as well as to regulatory agencies and to federal facilities within the boundaries of the areawide solid waste agencies.

It is important for county officials to note that all grants made in accordance with the new solid waste act will recognize these areawide boundaries and agencies. Designation of areawide agencies by state and local officials will be made within six months of the publication of these EPA guidelines, and are prerequisite to states and local governments attaining grant eligibility.

Since an estimated 71 per cent of the nation’s counties hold some responsibility for solid waste disposal in their communities, NACO invites all interested counties to participate in this effort to ensure appropriate solid waste management guidelines. NACO will continue to keep counties aware of future solid waste regulations guidelines. At the present, NACO is interested specifically in your comments concerning the following questions and

issues:

- The act specifies that the governor and the appropriate elected officials of local, general-purpose governments jointly make the identification of agencies and of their functional responsibilities. The process of this joint identification procedure should give adequate hearing to all interests, but it should not involve EPA as arbitrator of disputes. What level of involvement is appropriate for local officials? What recourse should be provided for aggrieved parties? How specific shall the guidelines be?

- To what extent will the guidelines incorporate the interests of, or mandate consideration of A-95, Housing and Urban Development, existing EPA designations (such as the 208 areawide agencies), established regional and interstate agencies, and other candidates for this purpose?

- What level of detail will be required for identifying the operational functions for which individual agency designations are made? Which are the critical functions?

- Agency eligibility criteria for receiving the designation must include determination of the ability of the designee to perform. What credentials must a candidate agency display to be considered eligible for designation as a management agency contracting for resource recovery or any other solid waste management function?

- The following agency identification criteria are suggested to stimulate discussion:

1. Should a majority of the governing bodies be elected officials of the area served?
2. Should there be proportional representation, rather than one vote per jurisdiction in multi-jurisdictional agencies?
3. What financial authority requirements should exist; what extra territorial powers?
4. What waste stream controls are appropriate? Should there be

authority over NPDES sludges by the identified agency?

- 5. Are single agencies preferable to function agencies?

- How can the role of the private sector best be identified and preserved? What role should the private sector be given in the planning process? How will an efficient competitive balance between private and public services be maintained?

- How will overlapping boundaries be addressed for various planning/management functions and for various waste types (including hazardous wastes)?

- How will the issue of existing residuals portions of 208 plans be addressed? Clearly these should be implemented when in compliance with state plans. Shall A-95 review procedures be utilized to ascertain such complicity?

- Should guidelines encourage “wall-to-wall” solid waste coverage of area? Should each identified area have land disposal possibility within its borders?

- What review, revision procedures would optimize flexibility and stability?

- Should there be authority to redirect wastes to an adjacent facility during emergency, or for non-emergency practical purposes?

- What control will be exerted over federal facilities in an area?

- Will rate controls and price controls be needed where the identified agencies act in restraint of competition?

Since NACO will be making formalized comments to EPA during February, interested county comments should be sent to NACO by Feb. 15. Copies of the Resource Conservation and Recovery Act of 1976 can be obtained from NACO. Comments or additional information should be directed to:

Thomas J. Bulger  
Solid Waste Project  
1735 New York Avenue, N.W.  
Washington, D.C. 20006  
(202) 785-9577

## WELFARE DIRECTORS TO MEET

March 8: 9:30 a.m.-5 p.m.

March 9: 9 a.m.-5 p.m.

NACWD meeting, March 8, 9:30-11:30 a.m.

The National Association of County Welfare Directors and the National Council of Local Public Welfare Administrators (American Public Welfare Association) will hold a joint meeting in Washington, D.C., Tuesday and Wednesday, March 8-9.

To be held at: **Burlington Hotel**  
1120 Vermont Ave., N.W.

For reservations call: **202/785-2222**

Highlights of the spring workshop will include sessions on:

- Welfare Reform
- IV-D Parent Locator Programs
- Privacy Protection Laws
- Social Services
- General Assistance
- Outlook for Congressional Action

**ALL WELFARE DIRECTORS ARE INVITED TO PARTICIPATE**



## 21 COUNTIES

## N.J. Expands Association



## Matter and Measure

NEW JERSEY—New Jersey's 21 counties now have a full-service state association of counties responding to their needs.

A full-service association, the New Jersey Association of Counties is an outgrowth of the New Jersey Association of Chosen Freeholders founded in 1921. The change in name reflects a major change in structure developed from work done by a Management Review and Research Commission.

The commission, appointed by President Gilbert Lugossy in mid-1976, consisted of 28 elected and appointed county officials under the leadership of Director Guy E. Millard. The commission was given a broad mandate to review all phases of the association. Millard, Somerset County administrator, was chairman of the NACo Management Audit Committee.

"Increased services and increased legislative and regulatory agency representation are the two new thrusts of the association," Millard said. The changes will enable the association to have a full-time legislative representative to increase counties' knowledge of what is happening in government and to assist in developing county input into legislative priority determination, he explained.

Fifteen commission recommendations, adopted by the Board of Voting Members of the New Jersey Association of Chosen Freeholders, now form the operations structure for the New Jersey Association of Counties. Some of the recommen-

dations involve constitutional changes, which will be considered at the annual meeting June 29-30 and July 1 at the Howard Johnson Hotel-Motel in Atlantic City.

Policy control of the New Jersey Association of Counties is vested in a board of directors composed of one freeholder from each of the 21 New Jersey counties, plus voting representatives of the constitutional officials groups—elected executives, county clerks, county surrogates and county sheriffs. Other affiliates have non-voting membership on the board.

Day-to-day management of the association will remain with Jack Lamping, who became the first full-time executive of the New Jersey Association of Chosen Freeholders in 1958 with the title of executive vice president. His new title will be executive director.

Another major change includes the replacement of the bimonthly magazine, "New Jersey County Government," with a monthly newspaper "County Update." This four-page mini-newspaper will be patterned after *County News*, explains Lamping. He indicated that the paper would move toward twice-a-month format in 1978.

Function committees have been established to recommend policy to the board of directors, to provide input into legislative matters and to monitor legislative and regulatory agency developments. "Committee structure will be patterned after and be compatible with NACo steering committees," Lamping said.

Long-range goals of the full-service association include:

- Establishment of a closer and more regular liaison with former freeholders in the state legislature and with the New Jersey League of Municipalities and the New Jersey Conference of Mayors. Efforts in this area are now underway with leadership provided by the association's 1977 president Vincent J. Fusilli, Hudson County freeholder.
- Expansion in collecting and communicating research and data.
- Expansion of the association's county library.
- Increase in the role of the association in training and consultation services to counties.
- More frequent and extensive field visits by staff and officers. Interviewing is now underway to increase the staff from two to three professional positions and from one to two clerical positions.

Officers elected Jan. 10 to serve the remainder of the year include: President Vincent J. Fusilli, Hudson County freeholder; First Vice President Ernest A. Buhr, Ocean County freeholder; Second Vice President Stephen Capresto, Middlesex County freeholder; Third Vice President Lloyd A. Wimber, Atlantic County freeholder; Fourth Vice President Raymond W. Stem, Warren County freeholder; and Secretary-Treasurer, Michael J. Hayes, Camden County freeholder.

—Margaret I. Taylor  
State association liaison

Have you considered establishing a state association for your maintenance or shop superintendents? Oregon has such an association and Nile Hoover, Douglas County, Ore., has written an article in this week's *County News* (see story below).

## UMTA GRANTS

Several counties received Urban Mass Transportation Administration (UMTA) grants during November. Recipients include:

- Muskegon County, Mich. Board of Commissioners—\$192,232 for operating assistance.
- Bay County, Mich. Metropolitan Transportation Authority—\$207,000 for operating assistance.
- Broome County, N.Y.—\$462,520 to assist in the purchase of six new 45-passenger buses, shelters and equipment.
- Dutchess County, N.Y.—\$52,932 for operating assistance.
- Lima-Allen County, Ohio Regional Planning Commission—\$20,000 for a technical study.
- Clark County, Ohio—\$20,000 for a technical study.
- Brown County, Wis. Planning Commission—\$19,056 for a technical study.

## VEHICLE REGISTRATIONS UP

The Federal Highway Administration (FHWA) estimates that passenger car registrations will total almost 109.7 million in 1976. This would be a 2.8 per cent increase over the 1975 total of 106.7 million. Truck and bus registrations should total 27.6 million, a 5.2 per cent gain over last year.

Total 1976 motor vehicle registrations are expected to rise 3.3 per cent over 1975, from 132.9 million to 137.2 million. California, Texas and Pennsylvania lead the country in motor vehicle registrations with 14.1 million, 8.7 million, and 8 million registrations, respectively.

## NEW HIGHWAY SIGNS

The Federal Highway Administration (FHWA) has released new design standards for symbolized highway signs designating bus stations, train stations, equestrian crossings and no pedestrian crossings. The new standards, recommended by the National Advisory Committee on Uniform Traffic Control Devices, will permit replacement of word message signs along all public streets and highways.

The bus and train station signs feature a white symbol of a bus or train and station on a green background. The "no pedestrian crossing" sign has a white background with a legend containing a red circle and slash over a black pedestrian symbol. The "equestrian crossing" sign utilizes a black horse and rider on a yellow diamond-shaped background.

FHWA Administrator Norbert T. Tiemann said that "these new symbols will contribute to motorist safety and convenience along the nation's streets and highways." He particularly noted their usefulness to non-English speaking drivers in this country.

Copies of the new standards are available from Office of Traffic Operations (HTO-21), Federal Highway Administration, Washington, D.C. 20590, (202) 426-0411.

## Shop Superintendents Organize Association

EDITOR'S NOTE: Nile Hoover, assistant director for highway maintenance and construction, Douglas County, Oregon, has prepared the following report on his state's association for shop superintendents.

Good organization can be effective cost-saving technique. In 1975, the Oregon county shop superintendents organized their own state association, affiliated with the Oregon Association of County Engineers and Surveyors. The Oregon County Shop Superintendents Association grew out of an informal meeting of equipment superintendents and county engineers in 1974. It was hoped that an association would spur a continuing dialogue among superintendents on shop and equipment maintenance—one which would benefit all Oregon counties.

In just its first year of existence, the superintendents association has realized many benefits. The superintendents exchanged addresses and phone numbers, and for the first time, opened regular communications among the superintendents throughout the state. One great cost-saving benefit came about through exchange of equipment rosters. Several counties, finding themselves in need of a crucial piece of equipment in an emergency, were able to borrow needed equipment from other counties. The association also provides a market for counties with extra equipment. Counties have exchanged repair procedures and shop drawings of specialized equipment, as well.

Training is another benefit resulting from the association. Equipment companies prefer conducting training sessions with large

groups and have given special presentations to the Oregon association on preventive maintenance and troubleshooting. Equipment supervisors are enthusiastic about the association and members' accomplishments in one year. The organization has improved the morale of superintendents and their crews. It provides an excellent forum for training sessions, and has saved both time and money. It is giving us visible dollar savings which aids all parts of the county. The association is an excellent example of the development of latent talent that has unfortunately gone unnoticed by our counties for years.

## Job Opportunities

County Planner, Clinton County, N.Y. Salary \$13,000-\$15,000. Responsible for maintaining an on-going comprehensive planning program involving environmental planning emphasizing a natural resource inventory, rural land use, economic and community development. Ability to work with elected officials and public, knowledge of federal programs required. Minimum four years experience, two years supervisory experience. Contact Gerald H. Hill, Chairman, Clinton Co. Planning Board, County Government Center, Plattsburgh, N.Y. 12901.

Public Health Nursing Supervisor, Juneau County, Wis. Salary based on experience. Position involves administration and supervision of nursing activities, community involvement and program planning. Public health nursing experience required, preferable at both staff and supervisory levels. Contact Dr. A.F. Luisi, 123 Division St., Mauston, Wis. 53948.

Program Evaluation Director and Assistant Program Evaluation Director, San Diego County, Calif. Salaries \$31,140 to \$37,800 and \$25,620 to \$31,140, respectively. Positions head small staff reporting to county administrative officer; providing in-depth evaluation of program efficiency and effectiveness. Contact Personnel Department, 1375 Pacific Hwy., San Diego, Calif. 92101, (714) 236-3940. Closing date: Feb. 22.

## New Directions in Personnel

By Melvin Harris

The following is a digest of recent activities and court actions involving labor relations and personnel.

## DISABILITY PAY PLANS

Can pregnancy be excluded from an employer-sponsored disability plan? The U.S. Supreme Court recently ruled by a 6 to 3 vote that an employer does not violate Title VII's ban on sex discrimination by excluding pregnancy-related disabilities from its sick pay plan. (General Electric Co. v. Gilbert (U.S.S.Ct., 12-77) No. 74-1589.) The decision runs counter to all rulings by federal appeals courts and it rejects Equal Employment Opportunity Commission (EEOC) guidelines which state that pregnancy must be treated the same as any other temporary disability. The court pointed out in refusing to accept EEOC guidelines that Congress gave EEOC no authority to issue rules and regulations having the force of law; and before the guidelines were issued, the commission had held that exclusion of pregnancy from insurance plans did not violate the law.

The majority opinion, written by Associate Justice William Rehnquist, was a product of the court's 1974 decision in Geduldig v. Aiello which held that California could exclude pregnancy from its disability insurance system. The plan, said the opinion was "nothing more than an insurance package which covers some risks but excludes others." Title VII does not require an employer to set up an all-inclusive plan or a plan at all. The exclusion of some risks is not discriminatory unless there is "a mere pretense designed to effect an invidious discrimination against the members of one sex or the other."

## DISCRIMINATION SUITS

The U.S. Department of Justice has filed a civil suit charging Cuyahoga County, Ohio with discriminating against black persons in hiring and promotion practices within the engineer department. According to the suit, the department has failed to recruit, hire, assign, and promote blacks on an equal basis with whites and has failed to establish valid selection standards to prevent continuing discrimination. In addition, the suit stated that blacks are assigned to lower-paying, less desirable laborer, service, or maintenance jobs.

Cuyahoga's engineer department has 504 employees; 87, or 17.3 per cent are black. Moreover, there are only six blacks among the 195 professional, technical, and other office employees. Of the 207 persons paid \$10,000 or more a year, there were only 18 blacks.

The Justice Department asked the court to forbid the county from engaging in any racially discriminatory employment practices and to order it to start a recruitment program for blacks and to compensate blacks who suffered economic loss.

The U.S. Justice Department has also filed separate civil suits against the city and county of San Diego. The

city suit charges city officials with discriminating against women, blacks and Chicanos in fire department jobs, and against women and Chicanos in all other city jobs except in the police department. The suit says that there has been a failure to recruit, hire, assign, and promote these three groups on an equal basis with white men. It further states that the city's use of unvalidated tests and other qualification for hiring and promotion have had an adverse impact on women and minorities.

San Diego city has 5,693 employees, of whom 7.4 per cent are Chicanos and 6.5 per cent are women. The fire department has 667 uniformed personnel; 3.3 per cent are black, 3.4 per cent Chicano, and none are women.

The other suit says county officials have also failed to recruit, hire, assign, and promote women, blacks, and Chicanos on an equal basis with white men, and also make use of unvalidated tests and other qualifications that have had an adverse impact.

In addition, the suit charges that the county uses a preference point system available only to county employees, which perpetuates a discriminatory practice. The county has about 10,000 employees; 5 per cent are black, 4 per cent Chicano, and 48 per cent are women.

Both suits ask the court to issue injunction prohibiting city and county officials from engaging in any discriminatory employment practices, and require them to adopt selection standards that do not have discriminatory impact and that can predict successful job performance.

Assistant Attorney General J. Stanley Pottinger, head of the civil rights division, said negotiations with the county for a possible consent decree are continuing (U.S. Justice Department News Release, 202-739-2014, 12-21-76).

## ACHIEVEMENT AWARDS

Has your county developed a new personnel system, labor-management productivity committee or an innovative device to improve equal employment opportunities in county government? The New County Center is once again requesting applications and case studies for NACo's "New County Achievement Awards."

Achievement awards are presented to county governments for recognition of new programs designed to modernize county government. The case studies, which the awards are based upon, provide excellent information for other counties who are interested in that problem area.

The NACo labor-management staff is looking for programs in personnel management, labor management relations, equal employment opportunity, training and management pay plans. If you think your program qualifies, consult the Achievement Award application in the Dec. 20, 1976 issue of *County News* or contact the New County Center, NACo, for an application.





## Washington Briefs

• **PAYMENTS-IN-LIEU.** Implementation received a "double dose" of good news last week. Mr. Ford's proposed budget includes \$100 million for both fiscal '77 and fiscal '78 to provide for full payments to counties and President Carter's designee for Interior Secretary, Gov. Cecil Andrus, affirmed his support during confirmation hearings for full implementation this year.

• **PUBLIC SERVICE EMPLOYMENT (PSE).** Secretary of Labor, Ray Marshall, clarified President Carter's CETA-PSE jobs proposal in a letter to Sen. Harrison Williams (D-N.J.). Carter will ask for an increase to 600,000 jobs in fiscal '77 and to 725,000 jobs in fiscal '78 under CETA Titles II and VI.

• **PUBLIC WORKS.** H.R. 11 introduced by Robert Roe (D-N.J.) to authorize additional \$4 billion in public works grants. House public works subcommittee on economic development plans hearings in early February. NACo will testify. Early action planned on bill, which has 180 co-sponsors (see *County News*, Jan. 17).

• **ANTIRECESSION AID.** President Carter and congressional leadership have agreed on a \$1 billion extension of program. Current funds will run out by June 30, 1977. House Government Operations Committee expected to hold hearings soon.

• **REVENUE SHARING.** Ford's budget requested full funding of program for remainder of fiscal '77 and '78. Regulations implementing new law are in draft form. Final regulations are expected in early March.

• **COMPREHENSIVE EMPLOYMENT AND TRAINING ACT (CETA) REENACTMENT.** Rep. Augustus F. Hawkins (D-Calif.) may hold subcommittee hearings in early February on CETA reenactment.

• **YOUTH EMPLOYMENT.** Major youth employment legislation introduced: H.R. 20 by Rep. Andrew Young (D-Ga.); S. 20 by Sen. Alan Cranston (D-Calif.) and Sen. Edward Kennedy (D-Mass.); S. 170 by Sen. Hubert Humphrey (D-Minn.) and Sen. Jacob Javits (R-N.Y.); S. 1 by Charles Mathias (R-Md.); and the Senate Republican leadership to be reviewed in the next issue of *County News*.

• **13(C) TRANSIT LABOR PROTECTIONS.** Proposed guidelines for administering labor protections under section 13(c) of the 1964 urban transit law were published for the first time. The guidelines are limited to procedural matters and closely parallel a resolution originally adopted by NACo, as proposed by Los Angeles County Supervisor Pete Schabarum.

### NACo Box Score...Priority Issues

Welfare Reform.....	Carter to name special study task force.
Employment.....	Carter proposes doubling of public jobs.
Antirecession.....	Carter urging \$1 billion extension.
Health Insurance.....	Legislation may be delayed until 1978.
Payments-in-Lieu.....	Money included in proposed budget.
Community Development.....	Full funding in proposed budget.
Rural Development.....	Budget has no funds for most programs.
Transportation.....	Major bill introduced on Jan. 12.
Water Pollution.....	Senate to hear fiscal '77 water appropriation, Jan. 31.
Air Pollution.....	Senate Public Works to hold hearings in early February.
Land and Water Conservation.....	Full funding in proposed budget.
Energy.....	Congressional reorganization to better handle issues.
Criminal Justice.....	Budget proposes \$50 million cut.

• **WATER POLLUTION.** Senate Public Works Committee will hold hearings Jan. 31 on the fiscal '77 supplemental appropriation for the construction grant program of the Water Pollution Control Act. Legislation, S. 57, authorizes \$5 billion for each fiscal '77 and '78 and was introduced by Sen. Edmund Muskie (D-Me.). A \$5 billion authorization for fiscal '77 was killed last session in the water amendments, H.R. 9560. Ford's fiscal '78 budget requests a \$400 million fiscal '77 supplemental appropriation bill for the water construction grant program. Senate committee also tentatively planning hearings on the air act for Feb. 9, 10, and 11.

• **THIRD BUDGET RESOLUTION.** House and Senate to complete action and mark-up on 3rd budget resolution by Feb. 2, 1977, with conference completed by mid-February. This new resolution is needed to raise budget ceilings prior to a jobs supplemental.

• **CARTER BUDGET.** President Carter's budget will be released between Feb. 15 and March 1.

• **MEDICAID REFORM.** Sen. Herman Talmadge (D-Ga.), chairman of the Senate finance health subcommittee introduced S. 143, a bill designed to curb fraud and abuse in Medicaid and Medicare. In a cooperative effort, Rep. Don Rostenkowski (D-Ill.), chairman of the House ways and means health subcommittee, and Rep. Paul Rogers (D-Fla.), chairman of the House commerce health subcommittee, together introduced a similar bill, H.R. 3. Rogers and Rostenkowski will hold joint hearings and perhaps joint mark-up. The bills are precursors to national health insurance proposals.

• **BRIDGES.** Sen. John Heinz (R-Pa.) introduced the Bridge Safety Act of 1977 on Jan. 11. The bill, S. 161, would increase funding for the federal highway special bridge repair and replacement program from the current \$180 million to \$720 million annually. First priority would go to bridges in areas with the most critical need and individual counties could apply for emergency funds without respect to their state's appropriation.

• **TRANSIT.** Sen. Harrison (Pete) Williams (D-N.J.) introduced a major, comprehensive transit bill, S. 208, on Jan. 12. The bill would extend the current program two years beyond its 1980 termination date and add a total of \$11.4 billion for 1978 through 1982. It would provide operating authority for non-urban areas and would require all new buses to be equipped for wheelchair access. Williams is chairman of the subcommittee with transit jurisdiction.

## Announcing the 1977 County Achievement Award Program

### Guidelines

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

**NACo Seeks:** 1) to recognize the county government rather than individuals; 2) to select a wide range of counties of various populations, administrative structure, population mixtures, economic structures, geographic distributions, and various historic and cultural traditions; 3) to select an equally wide range of achievements including a rich assortment of particular interest to our functional affiliates; 4) to select recipients on the basis of general recognition of the progressive development rather than on the basis of a national contest.

**Case History:** 1) Case studies must be accompanied by completed entry form which has been signed by the chief elected official or chairman of the county governing body. 2) The decisive role of the county in developing and implementing the program as well as substantial evidence of program accomplishments over a significant time period must be documented. 3) Case studies should be no longer than 10 double spaced, 8½" x 11" pages and must include all information requested on the following outline.

- I. Historical Background (use exact dates)
  - A. Need for Program
  - B. Responsibility for Program Development
  - C. Role of the County
  - D. Role of other government groups, civic groups and the press.
  - E. Means of Financing
  - F. Adequacy of Legal Requirements
- II. Summary of Program Accomplishments (cite tangible evidence)
- III. Prospects for Future of Program

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

**Miscellaneous:** Please include a list of any consulting firms, equipment companies or other private firms utilized by the county in accomplishing your program. Please note that programs which received an award in a previous year are not eligible for another award. Multiple entries are welcome; however, one plaque will be given with each of the awards listed thereon. Additional plaques may be purchased for \$20.00 each.

### 1976-1977 New County Achievement Award Entry Form

County: _____	Phone: _____
Mailing address of Chief Elected Official: _____ _____ _____	
Title of Case Study/program to be considered for a County Achievement Award: _____ _____ _____	
Case Study prepared by: Name: _____ Title: _____ Address: _____	
Case Study approved by (chief elected official or chairman of the governing body) Name: _____ (Signature) Title: _____ Date Submitted: _____	
Please return to: New County, U.S.A. Center National Association of Counties 1735 New York Avenue, N.W., Seventh Floor Washington, D.C. 20006 (Tel. 202/785-9577)	

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

Deadline for all entries to be received by New County, U.S.A. Center is February 13, 1977.