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national association of counties

COUNTY NEWS

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

Vol. 6 No. 7 February 18, 1974 Washington, D.C.

Community Development Formula Axed

by John C. Murphy
Legislative Representative

The Senate Banking, Housing and Urban Affairs Committee brought to a close nearly four months of debate on new housing and community development legislation on February 7. The bill consolidates a number of Housing and Urban Development (HUD) categorical grant, community development programs — urban renewal, model cities, water and sewer, open space, neighborhood facilities, and public facility loans — into a single program.

In an eleventh-hour decision, the committee decided to reject distribution of community development block grant funds on the basis of a formula proposed in S. 1743, (the Administration's "Better Communities Act") and S. 1744, (Committee Chairman John Sparkman's (D-Ala.) "Community Development Assistance Act).

Instead, the $2.8 billion first-year authorization for block grants is to be distributed to communities on the basis of past participation (hold harmless). Amounts not used for this purpose are to be discretionary funds distributed by the Secretary of the Department of Housing and Urban Development.

NACo has advocated distribution of block grant funds to urban counties (over 200,000 in population excluding the population of cities over 50,000) and to metropolitan cities (over 50,000) on the basis of a formula.

A unit of local government would be eligible for hold harmless if, during the five fiscal years ending in June, 1972, it had conducted one or more urban renewal, model cities, code enforcement or neighborhood development programs.

Local governments meeting this threshold would be eligible for the five-year average of funds received under these programs as well as water and sewer, open space, neighborhood facilities and public facility loans.

In succeeding years, the secretary of HUD could raise or lower a community's hold harmless by 20 percent. Once a community received a discretionary grant that amount would become its hold harmless for succeeding years.

In the first year, 75 percent of the $2.8 billion authorized would be distributed to metropolitan areas and 25 percent earmarked for non-metropolitan areas. Of the $2.1 billion designated for metropolitan areas, between $1.6-$1.7 billion would go to meet hold harmless. Counties and cities not held harmless would compete for the remainder.

The actual amount would depend, not on the amount authorized, but on the amount appropriated. Many are predicting that a total amount of $2.3 billion is more likely to be appropriated.

The bill requires applicants for both hold harmless and discretionary funds to develop a comprehensive plan which sets forth programs to meet housing needs and low and moderate income families, prevent and eliminate slums and blight and improve and upgrade community facilities and services.

Grants made under the Community Development Assistance Act would be 90 percent federal and 10 percent local cash.

The omnibus bill also contains amendments to the "701" Comprehensive Planning and Management program. One amendment supported by NACo authorizes counties within metropolitan areas of 50,000 or more population to apply directly to HUD for "701" assistance. This puts these counties on an equal footing with cities over 50,000 and metropolitan regional organizations. All counties, regardless of size, currently must apply through the state for "701" assistance.

Senate floor action on the bill is expected in late February.

Operating Subsidies Included

President Proposes Transit Aid

President Nixon proposed an urban mass transit program last week that would allocate $11.7 billion over six years to metropolitan areas on the basis of population to help them buy or build bus and rail systems and to help subsidize operating expenses.

In addition, the plan Mr. Nixon sent to Congress includes $4.2 billion, also over six years for individual projects selected by the Transportation Department, projects which because of their size cannot be carried out under the regular program.

In a written message, the President said distribution on the basis of population would assure local governments of a steady flow of transportation funds.

"We are aware of the concerns voiced by some that our proposed formula should be altered to meet the unique problems of some of our largest cities," he said.

"*We intent to work closely with the Congress, elected officials and others, in examining alternative formulas*" he said.

Under the Preisdent's proposal, $1.8 billion would be allocated in the 1975 fiscal year beginning July 1; $1.9 billion in fiscal 1976; and $2 billion in each of the following years through 1980.

For the first three years, local governments could use about one-third of their total allocation to subsidize operating costs, while the remainder of the funds would be used for capital programs such as the purchase of buses and rail cars and construction of subway systems. In the final three years, local governments would be permitted to use all the funds at their discretion.

Mr. Nixon's program would allocate money through each state governor's office with earmarking of funds for areas with total metropolitan populations over 400,000.

Transportation Secretary Claude Brinegar said the legislation would require local governments to continue spending at about their present levels. He said federal funds could be used either to improve service or to head off cost-dictated deterioration in service.

Brinegar said some of the funds could be used to subsidize lower fares or to avoid fare increases.

In the past, the Administration has opposed the use of federal funds to subsidize the oeprations of urban transit programs. He said he would continue to oppose individual project-by-project approaches, although he said local governments should be given the additional flexibility that his program would provide.

Congressional Reaction

The Administration's bill will be considered by the House and Senate Public Works Committees. No hearings have been announced but early action is expected. The general Congressional reaction to the bill is favorable since it reflects a complete reversal in the Administration's position on transit operationg subsidies.

However, there are questions in the Congress about: (1) the adequacy of funding for transit during the next three years; (2) the distribution of funds by a population formula as opposed to transit ridership; (3) the downgrading of local road and street improvements in metropolitan areas; and (4) the earmarking of funds for metropolitan areas over 400,000 (or some other figure) in population, and the use of areawide agencies for allocating funds.

The most serious question is the level of funding, since the Administration's plan would permit only about $800 million for transit operating costs during the next three years. Although $2.4 billion would be allocated, the

(Continued on page 10)

NACo Seeks Applications For 1974 County Achievement Awards

"In recognition of Distinguished and Continuing Contributions to the Cause of Strong, Efficient, Modern County Government in America," reads the plaque which Achievement Award winning counties will receive at the NACo Annual Conference in Miami Beach, (Dade County), Fla. July 14-17, 1974.

Now in its fourth year, the New County, U.S.A. Center Achievement Award Program has presented awards to a total of 304 counties in a wide range of county service and administrative areas.

The purpose of the award program is to give national recognition to progressive county developments and at the same time to build an information base of detailed case histories on county modernization programs which can assist other county officials. Copies of the case stuides are made available in the *Living Library* publication list.

There is no limit on the number of programs which may be entered; however, each entry must be accompanied by a completed entry form and a 6-10 page case study detailing the background, need for program, responsibility for program development, role of the county, finances and legal aspects, and detailed program accomplishments. March 31, 1974 is the final date by which entries can be received to be considered for presentation at the Miami Beach (Dade County), Fla. Annual Conference, July 14-17, 1974.

Write to New County, U.S.A. Center for entry form and guidelines or use the advertisement on page 12 of the February 11 *County News*.

New Air Pollution Rules

Counties To Get Greater Role

by Carol Shaskan
Legislative Research Assistant

The Environmental Protection Agency (EPA) will be issuing final air pollution control indirect source (formerly called complex source) regulations soon. The new regulations appear to give counties and other local governments a greater role than originally proposed by EPA on October 30, 1973. (See *County News*, Nov. 9, 1973). The changes were made in response to comments by NACo, other public interest groups, and environmental groups.

The regulations have been changed to specify that the Administrator of EPA, or an agency designated by him, conduct a review, prior to construction, of facilities which generate significant amounts of auto traffic and are thus "indirect" sources of air pollution.

Such indirect sources include, but are not limited to, highways and roads; parking facilities; retail, commercial and industrial facilities; recreation, amusement, sports and entertainment facilities; airports, office and government buildings; apartment and condominium buildings; and educational facilities. The regulations originally provided that governors would review or designate the review agency.

It is unlikely that the EPA Administrator will review on a case-by-case basis indirect sources other than those owned by the federal government. Therefore, EPA must begin to designate state or local agencies to carry out this review process. EPA has indicated that this designation will be delayed until a more complete nationwide consultation with state and local agencies can be made to ascertain which agencies should be delegated the review authority.

NACo has urged that EPA consult with state and local governments on a state-by-state basis. The Administrator is encouraging state and local agencies to seek such delegation through the appropriate EPA regional offices.

Counties wishing to be designated as the reviewing agency should contact their state air pollution control agency and EPA regional offices as soon as possible. Although the regulations are officially applicable January 1, 1975, the review process will be implemented on July 1, 1974 for those projects which will commence construction after January 1, 1975.

Because of the potential impact construction of projects, which are indirect sources have on land use, urban growth and development, EPA is encouraging local governments to request designation as the review agency. However, if a state is given the review authority, the administrator encourages states to consult with all the affected local governmental units.

In addition, the regulations require that where the designated agency is restricted to air pollution control, consultation must be made with the appropriate land use planning agency. In turn, if the designated review agency is not an air pollution control agency, the regulations require that the review agency consult with the appropriate state and local air pollution control agencies prior to making its determination. This provision takes into account the fact that indirect source regulations are strongly related to land use control.

The final regulations clarify the information which must be submitted by an applicant. Where an environment impact statement has already been prepared, it may be submitted as a part of the application by a designated agency. The revised regulations call for review of indirect sources in all urbanized areas.

EPA will begin to implement the regulations July 1, 1974 and will consider comments until April 1, 1974. Copies of these regulations are available from NACo.

Equal Employment Called Management Requirement

Equal employment opportunity is not a "social program", rather it is a management requirement under federal law which all counties must handle in a professional manner, participants in NACo's workshop, "The County and Equal Employment," were told.

The opening speaker, W. Ed Mansfield, Affirmative Action Director of Hennepin County, Minn., set the conference's theme with that statement. Approximately 100 elected officials, county attorneys and personnel officers attended the two-day workshop held recently in Los Angeles.

Los Angeles County Board Chairman Kenneth Hahn welcomes Equal Employment delegates and advises them to make a greater effort to comply with the spirit as well as the letter of the recent Equal Employment Opportunity Law.

Counties are Vulnerable

Thomas Hunt, a public interest lawyer who has successfully brought suit against discrimination in local government warned that counties are vulnerable to discremination suits because "most of your personnel systems are in violation."

Public interest lawyers like Hunt are looking for lawsuits that will have an impact and bring jobs to minorities and women.

County personnel selection systems still rely heavily on written tests, and formal records are usually kept of all personnel actions. These practices, according to Hunt, make it easy for an attorney to establish statistical proof of discrimination. Private employers on the other hand, tend to follow more informal personnel procedures. This makes discrimination more difficult for a plaintiff to document.

The only out, Hunt concluded, is to hire more minorities and women, through more effective county selection and recruitment programs.

Los Angeles Manpower Division Chief Santos Zuniga explained the various techniques for applying manpower funds to affirmative action efforts. Many counties will soon become prime sponsors under the Comprehensive Employment and Training Act of 1973.

He suggested that they use these resources to recruit and upgrade minorities for the county workforce. Job training, job analysis, and career counseling, as well as entry level public employment positions, were also spotlighted as appropriate manpower activities supporting equal employment.

County Board Chairman Thomas Olson of Hennepin County and Supervisor Dennis Hansberger of San Bernardino County, Calif. explained the issue from the elected official's point of view. They examined the county's self-interest in providing real employment opportunity to all qualified applicants and employees.

County attorneys attended special sessions on litigation related to the issue. They were run by the Los Angeles County Counsel's Office. In one session, Federal Judge Warren Ferguson advised the assembled lawyers to seek out of court solutions to civil rights suits. He stressed the difficulty of successful defense against many equal employment complaints.

In workshop sessions, county staff members shared their experiences in the areas of planning and compliance, financing, information and reporting, selection and placement. Informal workshop sessions enabled conference attendees to participate and to discuss their own concerns.

They agreed that counties need to make affirmative action a part of the everyday business of the county and to think of it as a management rather than a social problem. The three presenting counties set forth different approaches to the problem, and suggested that although they could serve as models, each individual county would have to work out its own unique solution to achieving employment opportunities for minorities and women.

Further information on the conference can be obtained from Rich Bartholomew and Barbara Hunting of the NACo staff (202/785-9577).

Legislative Conference Will Be Largest Ever

by Holly Harris
Federal Affairs Staff

Current registrations, well in excess of 600, for NACo's 1974 National Legislative Conference to be held in Washington, D.C., February 26-28, will make it the most widely attended Legislative Conference ever. The conference headquarters hotel is already full, but additional rooms are available at the Sheraton Park Hotel across the street from the Shoreham.

As previously announced, Vice President Gerald Ford will meet with delegates at the Thursday luncheon. Senator Gaylord Nelson (D-Wis.) has been invited to keynote the opening General Session on Wednesday morning. A former Governor of Wisconsin, Senator Nelson has served in the Senate since 1963, where he serves on the Finance and Labor and Public Welfare Committees. His leadership in sponsoring the recently enacted comprehensive Manpower Reform bill makes him well known to county officials.

The conference offically opens with the Congressional Reception at 6:30 p.m. on Tuesday evening. Delegates will have the opportunity to meet informally with members of Congress, professional legislative staff, and administrative officials.

Wednesday, February 27, is a full day of meetings and issue-oriented workshops, beginning with the General Session at 8:30 a.m. Seminars and panel discussions will be the format for workshops from 10 a.m. to 12:00 noon. Topics for the morning workshops will be energy, transportation, and manpower. Workshops on community development, rural development, health, and energy will be held on Wednesday afternoon from 2:30 p.m. Participants include county officials, administrative personnel, and legislative staff.

Following up on the conference's emphasis on 1974 legislative priorities, the thrust of the Thursday morning Congressional Coffee has been redirected towards action of specific issues. Conference delegates will be asked to sign up during registration on Tuesday or Wednesday to be on a "Strike Force" on manpower funding, community development/transit funding, or rural development funding.

Each Strike Force will meet for a briefing Thursday morning in the Rayburn House Office Building. The Strike Forces will then meet with key members of Congress whose committees handle legislation dealing with each subject area. Delegates will then reassemble in the Rayburn Building for short debriefings before returning to the Shoreham for lunch with the Vice President and the closing General Session, slated to wrap up at 2 p.m. Transportation to and from the Rayburn Building will be provided, and coffee will be served.

Registration for the conference will be held in the lobby of the Shoreham, 11:00 a.m. to 5:30 p.m., February 26, and 8:00 a.m. to 5:00 p.m., February 27. There will be no pre-registration.

The registration fee for the conference is $75 for delegates and $40 for spouses. The fee will cover the Congressional Reception, the Wednesday and Thursday luncheons, bus transportation to and from Capitol Hill on Thursday morning, and all printed materials for the conference.

COUNTY ADMINISTRATOR Jay Bateman (l) and Supervisor Virginia Newsome(r) of Pinal County, Ariz.

Pinal County, Ariz. Has First Woman Supervisor and County Administrator

Virginia Newsome has become the first woman Supervisor of Pinal County, Ariz. She was appointed by the Board of Supervisors following the resignation of Supervisor Jay Bateman who was appointed County Administrator.

Both Mrs. Newsome and Bateman were sworn in January 15 and assumed their new duties immediately.

Bateman had been a County Supervisor from January 1, 1951 to January 15, 1974, a period of 23 years and 14 days.

He will administer all county matters subject to and responsible to the Board of Supervisors.

The board's primary objectives in establishing the new position is to update and modernize county operations to meet the many heavy additional requirements that continue to be imposed by state and federal governments, a board statement said.

the Ballot Box
by Richard G. Smolka

National Association of County Recorders & Clerks
American University Institute of Election Administration

The national voter registration agency and post card registration legislation now pending before Congress is only one of many bills which have a direct affect on the elections process and have a chance of passing this year.

The post card bill, H.R. 8053, was reported out of the house administration committee and is expected to be on the floor of the house in the immediate future. It has already passed the Senate.

Other legislation which has been acted upon by the Senate includes Senator Robert Byrd's (D-W. Va.) bill establishing the dates of federal primary elections. The Byrd bill, S. 343, provides that no primary election for federal office can be held prior to the first Tuesday in August. Half the states have congressional primaries scheduled before August 1 this year.

Included in the same bill is an amendment introduced by Senator Hubert Humphry (D-Minn.) making election day a natonal holiday. The election day holiday amendment has also been introduced in the House and undoubtedly will be voted on there before the end of the year. Prospects for passage are uncertain.

Senators Charles McC. Mathias (R-Md.) and Claiborne Pell (D-R.I.) have introduced legislation enabling American citizens who reside overseas to vote in federal elections even though they do not maintain a residence in any state. The bill would permit such persons to vote from the state where they last lived or where they last had been a registered voter.

Senator Edward Kennedy (D-Mass.) has introduced legislation providing for financial assistance to the states and local governments to assist them in their own efforts at increasing voter registration and easing the administrative burden of elections. Representative Bill Fenzel (R-Minn.) has introduced similar legislation but has not specified the grant categories as does Senator Kennedy. Kennedy's proposals have passed the Senate as part of the Pastore bill on campaign finance (S. 372) but this bill's future in the House of Representatives is uncertain at best.

Some legislation on campaign finance is almost a certainty although the exact content remains to be seen. Pastore's bill is not likely to pass the House as it is presently drafted. A proposal of at least partial public financing of elections is likely to pass the Senate in the near future and the House may wait for this to consider it jointly with the Pastore bill. There are still constitutional amendments calling for the direct election of the president, an election in mid-term if the president fails to maintain the confidence of Congress, and for a six-year term for president. None appear to have much of a chance this year.

Senators Peter Dominick (R-Colo.) and Henry Bellmon (R-Okla.) continue to press for legislation which would close all the polling places in the country simultaneously. The favored time appears to be 11 p.m. eastern standard time. This proposal has some possibilities of being enacted as an amendment to a bill likely to be passed.

As is evident from this summary review, campaign finance and post card registration are only the tip of the legislative iceberg on the subject of elections.

New Directions

Larger County Board Under Consideration

The three members of the *Buncombe County (N.C.) Board of Commissioners* are considering a move that will give voters a chance to expand the board to as many as seven members.

Should the commissioners adopt a necessary resultion setting the prospective change in motion, the question could be placed on the ballot in the form of a local referendum during the next general election in November.

Service Area Approach Growing

The *Cumberland County (N.C.) Joint Planning Board* has received solid advice from its growth planning consultants in their advocacy of the "service area" approach to providing public services. The development concepts advocated by the consultants, which were unanimously adopted by the planning board, call for establishment of service districts in large areas peripheral to the city limits of Fayetteville to provide water, sewer, sanitation, fire, police and the other services to areas which are urbanized now or are likely to be urbanized over the next 20 years.

15-Community Plan Favored

Salt Lake County, Utah will be divided into 15 "communities," each with its own elected five-person council, if the Salt Lake County Government Study Commission plan is approved by the voters.

Population of the 15 communities is nearly equal. The most populous contains 31,394; the least populous, 29,656. The divergence is well within constitutional requirements.

As a separate entity, Salt Lake City will cease to exist and become part of Salt Lake City and County, the name of the new city and county government.

Charter Study Being Considered

The *Northampton County (Pa.) Commissioners* has decided to call for election of a study commission of 11 members to recommend whether the county should have a new kind of government.

The question for a charter study commission should be on the May 15 primary election ballots.

City and County Charter Completed

The final chapter of a charter for the consolidation of the *Durham (N.C.)* City and County government has been approved by the *Durham City-County Charter Commission.*

Lock Box Tax Collecting

Benton County's (Oregon) new tax collection system has enabled the county to make more than $36,000 in interest in the past month, Derle Olson, county finance director, said recently.

The "lock box" system that has property taxpayers mail their payments to a post office box has allowed the county to make short-term loans to banks and reap the interest.

The money goes into the county's general fund as an additional source of revenue to be available for the 1974-75 county budget.

The quick turnover under the lock box system was not possible in the past when tax payments were made to the county tax collection department and were processed by hand.

Under the new system, the money, in effect, goes directly to the bank where it is processed over night on a computer. The money is then available for loan to the banks for one to several days.

County Administrator System is Pushed

The *Bolivar County (Miss.) Advisory Commission* and the Board of Supervisors will ask the state legislature to enact a law permitting Bolivar to be operated under a county administrator form of government.

At a dinner attended by supervisors, representatives from the legislature and advisory commission members, it was decided that a resolution from the Board, asking for permission for the county to hire an administrator to take over some of the duties of the supervisors, would be the first step toward more efficient government for this area.

President of the Board of Supervisors Milton Smith endorsed the move toward a county administrator. "We must do something to get organized county government and this is the only businesslike manner to do it."

County Adopts Strict Clean Air Rules

The *Maricopa County (Ariz.) Board of Supervisors* after hearing no opposition from local industry, recently adopted stringent air-pollution control regulations based on new federal standards.

Approval came after a brief public hearing. County officials had previously warned that failure to approve the standards would place local industries under federal anti-pollution control.

The new regulations, according to Joseph Weinstein, Director of Environmental Services, require 15 percent less pollution than previous county standards for the larger industries, but will have minimal effect on smaller companies.

Credibility Is Theme Of NACIO Meeting

Government credibility will be the topic of a National Association of County Information Officers (NACIO) meeting and reception at NACo's annual legislative conference in Washington, D.C. February 26-28.

The meeting will begin at 5 p.m. Wednesday, Feb. 27, at the Shoreham Hotel. County officials who perform public information functions will exchange ideas about effective methods of telling citizens about county government, then obtaining citizen reaction and involvement.

The NACIO meeting previously scheduled for Friday, March 1, will be replaced by the Wednesday evening meeting and reception.

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EDITOR: Bernard F. Hillenbrand; EXECUTIVE EDITOR: Dorothy Sortor Stimpson; MANAGING EDITOR: Samuel M. Sullivan; ASSOCIATE EDITORS: Linda Ganschinietz and Eileen Hirsch; CONTRIBUTING EDITORS: Rodney L. Kendig, Ralph Tabor, Larry Naake, Margaret Seeley, Michael Gemmell, Donald Murray, Marian Hankard, William Maslin, John Weintraub, John Thomas, John Murphy, Florence Zeller, Duane Baltz, Aliceann Fritschler, Al Templeton, Marilyn Hannigan, Richard Bartholomew, Samuel Anthony McCann, Nancy ReMine, Thomas Bruderle, Barbara Hunting, Mary Brugger, Jerry B. Frockt, Donald Brezine, Charles Gambill, Roger Bason, Bruce Talley. Jayne Seeley, Charles Wall, Marlene Glassman, Rebecca Davis, and Gary Mann; COMPOSITION: Pat Anderson.

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Worst Fears Confirmed

Late last week urban counties' worst fears were confirmed in an omnibus housing and community development bill approved by the Senate Banking, Housing and Urban Affairs Committee. (See article on page 1).

Despite intensive urging by NACo, the committee refused to reconsider its decision made in December to scrap a formula approach upon which there had been general agreement by the Congress and the Administration since 1971. Instead, it opted for a "hold harmless" approach. NACo was advocating distribution of funds to urban counties (over 200,000 in population) and metropolitan cities (over 50,000) on the basis of a formula designed to objectively determine a county's or city's need.

The committee's decision, giving funds on the basis of past participation, locks in the past, rewards cities for being in urban redevelopment programs, regardless of their success, current needs, or the needs of others. The only recognition given urban counties in the community development portion of the bill is a direction to the Secretary of HUD to encourage multi-jurisdictional, community development applications from local governments, one of which must be an urban county. Such applications would be funded from whatever discretionary funds remain once hold harmless commitments are met. The essential ingredient in making the multi-jurisdictional approach work, however, is lacking. That ingredient is financial incentive.

The House Subcommittee on Housing is now marking up similar legislation and is expected to retain formula funding. NACo is going all out to see that urban counties are amended into that legislation to qualify for formula funding.

Mass Transit Proposal

The transit proposal submitted to Congress by the Administration last week has a lot of promise. At least it breaks the stalemate over the issue of federal operating assistance. Until now, the Administration has been adamant in opposition to any kind of transit operating aid.

Two big questions remain. How much should Congress authorize this year and next year? How should the funds be distributed?

The funding level is still a moot point. The distribution question hinges on the arguments of transit use (ridership) as opposed to straight population. It will not be easy to resolve. NACo's Transportation Steering Committee will be arguing these issues later this month at our annual Legislative Conference.

Groups of county officials will be meeting frequently with their Congressional delegations on transit legislation during the coming months. Earlier this month 15 elected county executives and mayors met with the New York State delegation.

Al DelBello, elected County Executive of Westchester County, N.Y., made a very telling point at that meeting. He argued that one of the most effective things Congress could do about the chronic huge deficits of mass transit systems would be to control the cost of fuel.

Operating subsidies now being discussed by Congress will not even begin to absorb the total additional cost of operating mass transit caused by the increased cost of fuel.

He has suggested that the situation should be dramatized by the President's declaring a state of national emergency and devising a meaningful action plan.

National Health Insurance

This country is facing a health care crisis. The problem is the availability of adequate health care, soaring costs, and quality of medical care.

Health care is becoming a privilege. Those who have access to care face large bills to cover expenses: $110 a day for a hospital room, $1000 for prenatal care and delivery and $20,000 (average) for treatment of terminal cancer. For those without health insurance – and even for those who are protected – a serious illness can mean financial disaster.

There is also a problem with the quality of medical care. We profess to have the best medical schools and the most advanced medical technology, yet the United States ranks 14th in infant mortality, 11th in maternal mortality; 22nd in life expectancy for men, seventh in life expectancy for women.

Given this crisis, the idea that the federal government must provide support in financing comprehensive health care coverage to all citizens is gaining popularity. Presently, there are several major pieces of legislation that propose national health insurance plans. One is the recently introduced Administration plan.

The Administration's Comprehensive Health Insurance Plan (or CHIP) is broader than the one introduced in the last Congress. It has a cost-sharing provision between employers and employees and also has a government paid plan covering low income people, the elderly and anyone not eligible for insurance because of high risk.

The benefit package is broad and comprehensive with emphasis on preventive health and out-patient care. The plan, however, does have its draw backs. CHIP relies heavily on private health insurance companies also, it proposes to let states assume responsibility for insurance regulation and enforcement. This provision places an administrative strain on state government, and, more importantly does not ensure uniform development of program operations.

Under CHIP, people will have to pay a greater deductible (amount paid before the insurance policy pays). In an average group policy, the deductible is $100; CHIP's deductible is $150. Under a normal policy, the average family would pay $300 per year in deductibles; CHIP would require that family to spend $450.

In addition, CHIP would require poor people to pay more for their health care than they now do in most states under Medicaid.

Perhaps the most serious drawback of this proposal, as well as other national health insurance plans, is its failure to provide resources to beef-up this country's health manpower. We simply do not have sufficient trained medical care people (doctors, nurses, allied health and public health professionals) and facilities to handle the demand for services covered under national health insurance. The problem is not one of distribution of manpower to medically underserved areas; it is one of equal access of health care by all segements of the population.

Supervisor Ernie Debs, Los Angeles County and Chairman of the NACo Health Committee, has called a special meeting of the Health Task Force to look into CHIP and other health plans.

Western Region Round—up

More than $28 million has been distributed among 23 states and 15 counties that share in funds from federal lands managed by the Bureau of Land Management, Secretary of the Interior Rogers C. B. Morton recently announced. The money came from mineral leasing revenue for the six-month period that ended December 31, 1973.

In addition to the allocations to the states, BLM paid over $251,000 to certain western counties under the Bankhead-Jones Act. Payment represented the counties' share of money collected during calendar year 1973 from grazing leases, mineral leases, and other user fees.

With the exception of Alaska, each state having public lands receives semi-annual payments of 37.5 percent of Federal revenue collected within that state from mineral leasing bonuses, rentals, and royalties. Alaska, under its Statehood Act as amended, receives 88.2 percent of mineral leasing revenues.

State allocations were:

Alabama	3,882.91
Alaska	3,297,876.93
Arizona	36,049.62
Arkansas	6,893.56
California	1,272,906.33
Colorado	2,498,338.40
Florida	1,151.62
Idaho	285,658.71
Kansas	89,866.55
Louisiana	86,409.25
Michigan	11,339.06
Mississippi	5,057.14
Montana	1,389,660.69
Nebraska	1,168.97
Nevada	164,332.57
New Mexico	7,192,182.24
North Dakota	163,020.43
Oklahoma	116,938.95
Oregon	5,325.18
South Dakota	31,597.50
Utah	1,876,330.20
Washington	2,120.52
Wyoming	10,004,898.05
Total	28,543,005.38

February 18, 1974

Outlook

On Issues Affecting Counties

Report on New Welfare Program

by Caspar W. Weinberger
Secretary of
Health, Education and Welfare

The new year ushered in a new era for millions of needy Americans who are old, blind or disabled.

In the first week of January, 1974, their checks came not from State, county, or municipal welfare offices — as had been the case up until December 31 of last year — but from the Federal government.

And a new door to income support was opened for additional millions of persons who were not previously eligible under State and local regulations.

The new program bringing these advances, as NACo members know, is Supplemental Security Income, or SSI. The conversion was one of the largest peacetime efforts ever undertaken by the Federal government and was accomplished with the help of State and local public assistance staff who worked tirelessly in cooperation with Social Security Administration personnel.

SSI means more than Federalization of payments — it also means equitable treatment by the Federal government for all citizens, regardless of where they live.

The same eligibility requirements for the basic Federal payment now apply whether a person seeking assistance lives in Maine or in California, or in any other State.

Heretofore, each State had its own definition of the level of financial need. Each State or locality determined for itself what resources a person could retain and still be eligible for public assistance. Ineligibility by a State's standards meant that the aged, blind, or disabled person received nothing.

There were obvious inequities in the old system of 1,152 separate welfare programs. Ownership of an automobile is an example. One State required that a car be more than four years old; another, that it be worth less than $300. Some States had no restriction on either age or value. Under SSI, persons otherwise eligible, may own a car of "reasonable value" and "reasonable" is defined in the same way for every SSI applicant in every State.

In some States, an older person owning a home had to execute a lien on the residence in favor of the State as a condition for receiving financial assistance.

There were variations in the amount of life insurance a person was permitted to retain, variations in the way pensions and contributions from relatives were treated, variations in the way budgets were computed.

There were not only variations among States, but variations within States, some States computed a person's budget on the basis of the rent he actually paid, up to certain limits.

This created an artificial world, for in the real world, one receives fixed income

> **"SSI is milestone legislation. For the first time in the history of the United States, the Federal government has assumed the basic responsibility for financial assistance to a sizeable part of the nation's needy population."**

in the form of salary or pension and one adjusts expenditures to reflect individual preferences. One retiree may make an old coat do for yet another season in order to go to a concert; another may scrimp on his own meals to feed a pet.

Many persons on public assistance preferred to pay more than the top amount allowed for rent and scrimp on food. But if they moved to housing which cost less than the maximum allowed, their checks were reduced.

SSI accords every eligible person identical treatment. The amount each receives depends not on expenditures, but on income.

If there is no income at all, an eligible aged, blind, or disabled person received $140 a month from SSI; a couple receives $210 a month — and by July, these minimums will be $146 and $219.

These amounts may seem high to some and low to others, depending on the standard of living and the cost of living in the particular community or the part of the nation in which the reader lives.

The amounts, however, are actually higher than those paid by about half the States to needy residents who were aged, blind or disabled before the onset of SSI.

Federalizing payments has meant raising the level of the poorest of the poor. It has also meant that people who could not manage on what States with low welfare standards were able to allot them, will be less tempted to consider uprooting themselves to move to a State which offers higher welfare amounts.

Caspar W. Weinberger

But what of the people in the States which were paying more than the basic amounts provided for by SSI? Their payments will not be reduced.

The law requires that States supplement the Federal payments up to previous levels, for all persons who were receiving assistance as of December 31, 1973.

Some States are going beyond the requirements of the law and are also supplementing the Federal payments for persons who are newly added to the rolls. Some States are increasing the level of payments for all SSI beneficiaries because of the increased costs of living.

About 30 States have opted to have the Federal government administer all or part of their supplementary payment program, thus saving the administrative cut incident to issuing their supplementary payments.

SSI has meant that no recipient is the loser, but that many old and handicapped people gain.

The taxpayer gains too. The costs of administering the SSI program by the Federal government will be substantially less than the total former costs when each of the States had to establish eligibility under complicated manuals and to prepare and mail checks.

The Social Security Administration of the Department of Health, Education and Welfare is administering the SSI program.

The expertise it gained from years of experience and the electronic computers available for its use combine to produce efficient management.

The Social Security staff readily accepted the challenge to tool up for the new program. It meant long hours of

(Continued on page 8)

From County Commissioner

Congressman James Martin, County Government Apologist and Advocate

by Eileen Hirsch

Senator Joseph Biden, (D.-Del.) and Congressman James Martin (R.-N.C.) are a study in contrasts.

Biden, an ex-trial lawyer, is a liberal-to-moderate Democrat; Martin, on the other hand, is an ex-chemistry professor and a conservative-to-moderate Republican. Martin is a strong supporter of general revenue sharing and New Federalism, while Biden just as strongly opposes both programs. Martin is an easy-going , southern gentleman; Biden, though friendly and gracious, is more intense.

But Biden and Martin have one important trait in common: they both left elective county government posts in 1972 to become members of the United States Congress. Biden was a member of the New Castle County (Del.) Council, and Martin was a member of the Mecklenburg County (N.C.) Board of Commissioners.

The county-to-Congress move is unusual. When Biden tells his colleagues that he was a county councilman before his election to the Senate, they look at him as if to say "what the hell is a county councilman?"

But after a year in Congress, both men have some insight into the relationship and roles of national and local government.

Apologist and Advocate

James Martin was introduced to Mecklenburg County when he attended Davidson College there, graduating in 1957. He earned a PhD in chemistry from Princeton University in 1960, then returned to the faculty of Davidson College.

He was an "apologist and advocate" for local government in campus debates for several years, he said. So when members of his political party asked him to run for county commissioner, the local government advocate found himself in a "put up or shut up position." He was elected to the five-member board of commissioners in 1966.

He soon found himself immersed in decisions about air and water pollution and landfills. "We gave a landfill to everyone," he joked "one went in an upper class area, another in a lower class area, and a third in an economically mixed area. "Nobody was happy," he said.

In 1968, as county board chairman, he chaired a multi-county meeting to "organize a pretty strong protest" to federal regulations which required a regional planning organization before federal water and sewer grants would be authorized for the area. Meeting participants registered their protest, but then decided it might be a good idea to get together informally anyhow. The Centralina Council of Governments emerged from that meeting and Martin served as its president during its early growth. Today the Centralina COG plans area-wide transportation, water and sewer, and health services, employs a traveling city-county administrator, and handles tax reevaluations for its members. In 1970-72 Martin was vice-president of the National Association of Regional Councils.

Martin was also a strong supporter of a Mecklenburg County consolidation attempt with its central city, Charlotte, but the referendum failed two to one. He did successfully promote city-county cooperation in planning, health and education services, though. In 1970-71, Martin was president of the North Carolina Association of County Commissioners.

Political Advisor

Martin was already a county commissioner when Biden earned his law degree from Syracuse University 1968. After admission to the bar, Biden became a public defender and trial lawyer in New Castle County. His political interests were directed toward advising elected officials, he said. He himself had no intentions of running for public office.

Friends urged him to run for the state legislature, but he turned them down because he did not wish to give up his law practice. But when they

urged him to run for County Council, a part-time position close to home, his wife muttered his favorite quote from Plato: "The price good men pay for not getting involved in government is being governed by men less worthy than themselves." He was hooked.

After a surprise win in a dominant Republican district, Biden, too, began to face the "big, but not very glamorous issues of sewers and drainage basins." He became a well-known advocate of controlled growth in a county which had grown by more than 25 percent since 1960.

Based on his belief that "people who live in a city or county should not have to pay the price for development until their glaring problems have been eliminated," Biden stressed the need to include provisions for adequate public facilities in development plans.

His demands for adequate sewage facilities led to a huge sewage overflow basin being named after him. The basin was constructed because sewer lines could not handle the increasing amount of sewerage during peak periods. However the overflow basin was causing a leak into a nearby marsh, so Biden argued that development must be stopped until adequate sewers and sewage treatment facilities could be built. He won a partial victory, and the overflow basin became known as the "Biden bowl."

Biden was a strong supporter of mass transit in the metropolitan New Castle County area, and advocated action to tighten tax loopholes.

County-to-Congress

Martin decided to run for Congress when his friend, Charles Jonas, retired from the House of Representatives. His belief that Congress would face the issues of decentralization of the federal government, and the continuation of revenue sharing was a factor in his decision.

Martin literally "ran" for office. His opponent was a track star who was the first person to run an indoor mile in less than four minutes. "My best time was 5 minutes, 32 seconds, but I had staying power,"he joked. Although his experience as a county commissioner hadn't given him general name recognition in the Mecklenburg, Iredell and Lincoln County district, he did know a few influential people in each county. Those acquaintances, along with his support of President Nixon, contributed to his comfortable victory.

For Biden, the election was tougher. He was running against a popular incumbent senator, and Biden was associated with an unpopular presidential candidate, George McGovern. But New Castle County

includes almost 70 percent of Delaware's population, and Biden had become known in other parts of the state through a leadership role in the Democratice party.

His county experience had also given him some expertise and identification with two of his major campaign

(Continued on next page)

Eileen Hirsch is Associate Editor of Outlook

to U.S. Congress

(Continued from preceding page)

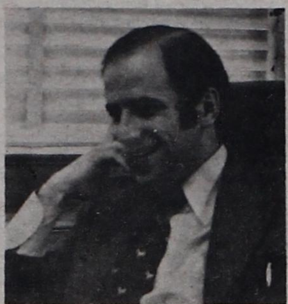
issues--environmental quality and tax reform. With energetic supporters and a positive campaign, Biden won what most political observers termed an "upset election."

National, Local Effectiveness

Are Martin and Biden more effective problem solvers as Congressmen than they were as county officials? Martin hasn't given that question much thought. He considers himself "still basically local government oriented." His Congressional interests center around legislation which "shifts some of the responsibility from central government." And Martin is making his mark--as a member of the House Interior Committee's environment subcommittee, he was the key person in strengthening the local government's role in national land use legislation.

Senator Joseph Biden
Ex-trial Lawyer
Political Advisor

NACo and other local government organizations worked so closely with him that his subcommittee chairman called him "an unregistered lobbyist for local government."



Biden, although he noted: "I was really proud of my record in the county," achieves more satisfaction as a senator. The decisions he made in New Castle County only affected 380,000 people, he points out, while Senate decisions may change the lives of 210 million people.

Biden sees many parallels between local and national government: "I firmly believe the problems at a county level are equally difficult and as insoluable as problems as the national level." Just the placement of a sewer line, he commented, can have tremendous social implications for a community. But he worries about the quality of local government leadership. "There is a real need for quality leaders at the local level of government," he asserted, but elected posts are considered part-time and unimportant. "We just don't give enough credit or blame at the local level," he concluded.

Concern about the quality of local leadership is one of the reasons Biden favors a strong national government role. "New Federalism is a 1970 word for states rights," he says with distaste.

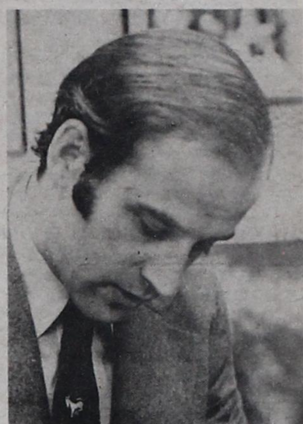
He has several reasons for his opposition to New Federalism and general revenue sharing. They center around his belief that local government has not responded well to social reform and social progress. "If it han't been for federal presence, my black brothers might still be sitting in the back of the bus," he said. And he is disappointed with use of general revenue sharing funds for capital improvements instead of "people programs."

Close, day-to-day contact with citizens makes it difficult for local government officials to support unpopular social programs, Biden added. So a president, senator, or congressman's slight insulation from the voters makes it possible to excercise more political courage and leadership.

Reliance on a difficult property and sales tax base makes program funding difficult for counties, Biden said. But the federal government's transfer of funds to counties through general revenue sharing causes problems of accountability, he added. If the federal government collects the funds, the governments they disburse them to should be accountable to the federal government, he concluded.

Although exact statistics are very difficult to obtain, about 75 of the 535 members of Congress have been county officials - 15 are now in the Senate and 60 in the House of Representatives.

A majority, 40, served as county attorneys. About 18 were elected officials such as supervisors, commissioners or administrators. Other county positions ranged from sheriff to treasurer to county planner. Approximately 23 members of Congress moved directly from their county posts--including Biden, Martin, and two other freshman Congressmen: Andrew Hinshaw, a former Orange County (Calif.) tax assessor, and Angelo D. Roncallo, a former Nassau County (N.Y.) comptroller.



A Computer Evaluates Health Care Delivery

By Peter E. Trainor, M.A.,M.P.H.

Policies governing medical assistance programs in New York are set by the state but administered at the county level. Eligibility and reporting standards, fees for medical services and supplies, licenses, and review procedures are all established by the appropriate state agencies, and carried out within the appropriate county government.

In 1967, Albany County (N.Y.) received a contract to administer the state health department's responsibilities relating to availability, utilization and utilization review of services provided under Medicaid.

This article describes the computer system developed to accomplish these objectives:

In the development stage our basic philosophy was to develop a simple system relatively quickly, so that the necessary claims review work could be done, but to structure it in such a way that it could grow and accept continual refinement.

The system screens some 40,000 Medicaid claims per month for both client and provider eligibility, including specific services and fees, and frees the county medical director to concentrate on those situations that require his expertise. In 1972 there were 42,118 enrollees in the Albany County Medicaid Program, of which 24,500 were "active" during any one week. During this same year, 26,600 recipients received medical care services at a cost of $12 million.

The accumulation into a single database encompassing all Medicaid-related data makes possible a variety of analyses, sheds new light on many aspects of health care delivery systems, and provides a basis for realistic programs to improve both the delivery and quality of health care. Since this system operates by automatically approving claims that meet requirements, while isolating situations that do not, we believe it can readily become a processing prototype for the Professional Standards Review Organization (PSRO) which has been mandated by Congress to oversee handling of Medicaid funds. PSROs will need some sort of exception processing to operate efficiently.

In the recent past, the system has uncovered over-utilization of health services by providers; potential drug abuse situations and a trend by our Medicaid population toward use of clinics and hospital emergency rooms, rather than private phsyicians, for routine medical services. It even found one elderly lady who used her Medicaid authorization card for eight taxi trips on the same day, for multiple visits to hospitals and clinics. (On investigation, it turned out that she was lonely.)

The computer used is an IBM System/360 Model 40 (to be replaced, late this year, by a System/370 Model 145) with associated equipment, including direct access magnetic disk units, key-to-tape units, and a number of visual display terminals located within the County Social Services Department. One terminal is in the intake area where people apply for public assistance, another is in the food stamp section, a third in the Medicaid eligibility section, a fourth in the medical unit, and six more in the welfare section. Welfare client data is entered directly into the computer from visual display terminals, as in the inpatient data at the Albany Medical Center Hospital; other terminals are used for quick inquiry, and to retrieve information.

The system utilizes the database concept; all information requried for day-to-day work is maintained on magnetic disk units where it is available to people working at online terminals, and also to computer programs processing daily transactions. The database includes the following Medicaid master files:

Client Eligibility File, name and complete personal data, social security number and income indicator, insurance carrier (if any), current and past program eligility; prior Medicaid card issuance and expiration data; work incentive code, grant amounts and the date of the last welfare check sent.

Provider of Vendor File, including name, address, license number; vendor's

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Report on New Welfare Program

(Continued from page 5)

painstaking work not only because the liberalized eligibility standards made many more persons eligible for financial assistance, but also because State and county assistance rolls had to be converted to SSA responsibility.

The partnership character of SSI is designed to preserve for the States the greatest degree of flexibility consistent with law and sound administrative practices and to utilize existing resources for the sake of efficiency. The States were given options in relation to Medicaid, to permit them a measure of control over cost and caseload increases. States will continue to provide social services. State Divisions of Vocational Rehabilitation will determine the degree of blindness or disability. Decisions regarding referrals for vocational rehabilitation services will be made by the States.

The SSI population brings to the Social Security Administration needy persons who may require a wide range of social services.

Agreements have been made by SSA in most States to refer SSI recipients who need services to local Departments of Social Services for appropriate assistance. Federal funding will continue so that departments can provide a wide range of social services to aged, blind and disabled SSI recipients, including children.

In an effort to strengthen referral procedures which will assure that beneficiaries receive needed social services, we have initiated a number of demonstration projects.

These include an escort and transportation service to demonstrate methods of helping clients who might otherwise be unable to reach a service; a followup study to determine if the individual referred actually obtained service, and a program which gives part-time employment to senior citizens to handle a variety of related services in Social Security Offices.

We realize that no program — no matter how carefully designed or how conscientiously implemented — can be of value unless the persons potentially eligible for its benefits are made aware of its existence.

Project SSI-Alert is one such effort. The Social Security Administration, the Administration on Aging, and eight national voluntary organizations are helping to assist potentially eligible persons to apply for SSI benefits.

In a parallel effort, SSA's central computer capability is being used to identify potential beneficiaries. By June 30, it is anticipated that approximately five million people so identified will have been contacted by mail or phone. Preliminary results indicate that 25 percent of these persons are probably eligible for SSI benefits.

SSI is milestone legislation: For the first time in the history of the United States, the Federal government has assumed the basic responsibility for financial assistance to a sizeable part of the nation's needy population.

For the first 150 or so years of our Republic, relief payments were the responsibility of local government. This had been the system which the Colonists carried with them from Mother England.

No until the beginning of the Great Depression did the States step in to share costs with the localities.

Not until the depths of that Depression did the Federal government step in to rescue the near-bankrupt States, through Federal financial participation in the costs of the welfare program.

Now we have completed the progression for the needy, aged, blind, and disabled. Responsibility moved from local government to local-State, then to Federal-State, and now to Federal government — as far as costs and administration are concerned.

> **"SSI has meant that no recipient is the loser, but that many old and handicapped people gain."**

This assumption of responsibility is part of the New Federalism, which seeks to place power and independence at the proper level of government — with the States and localities — in matters which are best handled by them, but it also relieves the States and localities of burdens and responsibilities which are more efficiently, more effectively, and more equitably administered by the Federal government.

In keeping with the new Federalism we have returned power and independence to State and local governments through revenue sharing.

And also in keeping with the new Federalism we have taken administrative responsibility for SSI. By assuring every aged, blind, and disabled person basic income, we have taken an important stride in the march of social progress.

A Computer Evaluates Health Care Delivery

(Continued from page 7)

type (whether a physician, dentist, hospital, or non-medical provider, such as a taxi company).

Fee File, with service description and effective date and up to six fees or price changes for each service.

Drug File, including 17,000 drugs listed according to the National Drug Code, for both prescription and over-the-counter items.

Claims History File, with claims data for every client including client ID, number, name, date of service, provider, fee service code, diagnosis, social service payment, date of check, check number and claim batch number.

Inpatient Utilization Table, which indicates diagnosis, diagnosis and surgery codes (ICDA 8th Revision) with acceptable length of stay for each.

The database briefly described here covers 95,000 clients, 4,400 providers, 5,000 service descriptions allowable by New York State Medicaid, 17,000 drug items and personal history data on 3 million claims. We also have a hospital admission/discharge subsystem, and a complete hospital and nursing home payment subsystem.

The procedure starts when prospective client applies to the Department of Social Services for assistance. A phonetic name check is performed at the terminal, and any history data displayed for immediate review if the client was previously on welfare. An eligibility examiner determines which categories of assistance are applicable and establishes Medicaid coverage. When all Social Service requirements have been fulfilled, authorization information is entered into the system directly through the terminal.

Each eligibilty authorization automatically causes a Medicaid card to be produced monthly, which the client uses to obtain services. Any allowable insurance coverage, such as Medicare Part B for Public Assistance recipients, is kept alive through automatic premium payments. Vendors record the client's name and identification number from the Medicaid card onto a multiple claim voucher describing services performed, with fees.

As these vouchers flow into this office, all claims received from a vendor on a given day are batched, and numbered. They are key-taped, and the magnetic tapes run against the database during the second or evening computer shift. During this step, the system automatically:

- Checks client validity and eligibility at the time of service;
- Establishes the type of benefits due the client, whether full, in-hospital only or cost-sharing;
- Checks vendor eligibility and qualification to perform the services reported;
- Checks the service charge to assure it's within the maximum allowed for that vendor type;
- Checks to determine whether the claim was previously paid or submitted;
- Deducts any insurance or cost-sharing payments.

Among the major reports produced is a daily validity check lisiting all prior-day claims that did not meet the system.s eligibility and related criteria. In each case, an audit trail points to the original documents or historical records.

Stemming from these cost and eligibility congrols, aspects of our system touch directly on quality of care, and thus tie into requirements for PSROs.

The number of people coming to the hospital's emergency room or the county clinic for total medical care services increased by 375 in 1971, and by another 400 in 1972, highlighting the trend away from phsyician visits, both because of the shortage of family practitioners in this population's home areas, and the low fees for services paid by Medicaid.

Using the same basic data, we prepare, as part of our Outreach Program, a quarterly list of youngsters who have received no Medical Care Services during the past twelve months. An Outreach Program, making available an early and periodic "medical" screening of these children, is mandated in the Medicaid program. In December 1972 we identified 1,600 such youngsters. We provided their names to caseworkers for face-to-face follow up; thus providing a meaningful application of the federal government's Early and Periodic Screening Program.

It is in the quality area, of course, that new techniques and criteria must evolve. By the very nature of the problem, this will be no simple matter. However, we have the necessary mechanism on hand, and have already taken the first steps in this direction.

This system is ready, right now, to begin implementing PSRO requirements in this county. Difficult though the development of quality criteria and evaluation may be, we are in position to effectively pursue this goal.

Peter Trainor is administrative officer for Albany County's Medicaid program and developed the system described in this article.

OUTLOOK

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Final Federal Regulations

The following proposed federal regulation has been received by NACo for review and comment. The regulation is currently being analyzed by county officials and NACo staff to determine their impact on counties. For copies, please write to Carol Shaskan of NACo.

(74-7) HEW — "Skilled Nursing and Intermediate Care Facilities, Medical Assistance Program" The purpose of these regulations is to implement Sections 207 and 247 of the Social Security Amendments of 1972. Section 207 limits federal matching of state medicaid payments for intermediate care facility services which do not reflect a reasonable differential between such payments and those for skilled nursing facility services. The latter provision sets forth a definition of skilled nursing care under medicaid.

In addition, the Law Enforcement Assistance Administration has issued the final manual of the "State Planning Agency Grants." These are the guidelines for programs: 16.500 Law Enforcement Assistance — Comprehensive Planning Grants and 16.502 Law Enforcement Assistance — Part C Block Grants and Part E Grants. Copies of this manual may be obtained from the LEAA offices.

Correction: In the Jan. 28, 1974 edition of *County News* it was noted that the Department of Treasury had finalized 73-1, 73-11 and 73-11a. Copies of 73-1 can be obtained from the Bureau of Accounts of the Treasury Department, and 73-11a from the Office of General Revenue Sharing.

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County Government Job Opportunities

Senior Planner, Ventura County, Calif. Salary Range: $557 - $676 biweekly. Ventura County Planning Department is seeking an experienced professional planner with proven management ability. Individual is responsible for management of current planning division. Requires three years planning experience and broad education background. Apply to Ventura County Personnel Department, 107 South California Street, Ventura, Calif. 93001 (805) 648-6131.

Director of Environmental Services, Palm Beach County, Fla. Salary open. Position responsible for administration and coordination of Divisions of Water and Sewer, Solid Waste Disposal, Sanitary Landfill, Mosquito Control, etc. Must have working knowledge of all operations. Professional engineer with Florida certification preferred. Total divisional budgets, $5,500,000 — staff of 75 and growing. Send detailed resume and include minimum salary requirement to Director of Personnel, P.O. Box 1989, West Palm Beach, Fla. 33402.

Information Assistant II, Baltimore County, Md. Salary Range: $11,284 — $14,560. Position open in the Office of Information and Research. Under supervision, person prepares news releases and writes other original copy explaining the programs and objectives of county agencies; and does related work as required. Position requires graduation from a recognized college or university with specialization in journalism, public relations, or creative writing; plus two years' experience in public relations, journalism, technical or creative writing, Unless you qualify under the equivalent combination of training and experience. Unelss you qualify under the equivalent combination clause, you must submit proof of your education at the time of examination. Apply to the Office of Personnel, Room 304, Jefferson Building, 105 West Chesapeake Avenue, Townson, Md. 21204.

Director — Business Affairs, Hennepin County Park Reserve District, Hennepin County, Minn. Salary Open. Immediate opening for qualified person to serve as director of the Department of Business Affairs for a leading county park district. A college degree in business or public administration is required, in addition to eight years experience in managing programs in the areas of accounting and business services. Apply to Mr. Werts, Hennepin County Park Reserve District, Route 1, Box 32, Maple Plain, Minn. 55359 (612) 473-4693.

Director of Financial Services, Somerset County, N.J. Salary Open. Immediate need for a chief financial officer in the growing suburban county of Somerset in the New York Metropolitan Area, population of 200,000. Full range of financial responsibilities including investment program, bonding, budget and control, data processing and purchasing. Send resume to Personnel Director, Somerset County, County Administration Building, Somerville, N.J. 08876.

Finance Director, Aiken County, S.C. Salary: $15,000. Aiken County, population 95,000 has opening for person responsible for assuring financial accountability and optimum use of all county funds. Position requires graduate of accredited college or university with degree in accounting; familiarity with general accounting and electronic data processing systems; experience with CPA firm or public or municipal accounting. Send resume to County Administrator, County of Aiken, P.O. Box 897, Aiken, South Carolina 29801.

County Manager, McMinn County, Tenn. Salary Open. Send resume stating background, qualifications, and references to Chairman, McMinn County Council, Office of the County Manager, Courthouse, Athens, Tenn. 37303.

Program Analyst, Rock County, Wis. Salary Range: $15,000 — $18,000. Position under the direction and review of county administrator. Principal assistant for administration and implementation of county's management planning and evaluation program. Work to involve programming, budgeting, evaluation, consultation and research. Considerable experience and advanced degree in public administration, programming, budgeting and evaluation, or related field required. Apply to Mr. Larry Brown, County Administrator, Rock County Courthouse, 51 South Main Street, Janesville, Wis. 53545.

NACE "Matter and Measure"

National Association of County Engineers

Help to Increase Asphalt Production

Are you having problems getting asphalt this year? Asphalt is specifically excluded from the Federal Energy Office's allocations. This could mean that soon there will be no asphalt available.

We are working with FHWA, the American Association of State Highway and Transportation Officials (AASHTO), the cities, and industry to increase the asphalt supply. But, we need your help.

A task force of government (including NACo) and industry people is gathering information to submit to the Federal Energy Office to support the case for more asphalt production. In the next couple of weeks you will receive a questionnaire asking for information on the amount of asphalt you use on all your roads. Please respond to this questionnaire as quickly as possible so that we can get information to the people who can do something about the problem.

How the questionnaire will be distributed is not certain yet. AASHTO will probably send it by mail to NACE members to be returned to FHWA.

In any event, please check the NACE column for further developments. The speed with which you reply will determine the results we get.

No Change for Overhead Sign Illumination

The National Advisory Committee on Uniform Traffic Control Devices (NAC) and the Federal Highway Administration recommend that there be no change in illumination and reflectorization requirements for overhead freeway guide signs when you are planning reductions in highway lighting because of the energy crisis. The *Manual on Uniform Traffic Control Devices* describes these requirements in sections 2E-6 and 2F-14. NACo maintains that overhead guide sign illumination requirements should be retained because:

- Overhead signs are usually located on high-speed urban multilane freeways and drivers must read them quickly;
- Research shows that about ninety percent of drivers on such freeways travel at night with lights on low beam and receive little reflectance from unlighted overhead signs regardless of sign background reflectorization;
- Savings in electrical energy through eliminating overhead sign illumination would be small.

Maintenance and Operation Cost Tred Index

The Federal Highway Administration has released the maintenance and operation cost trend index for the years 1935-1973. Data cover physical maintenance and major traffic service items including snow and ice control.

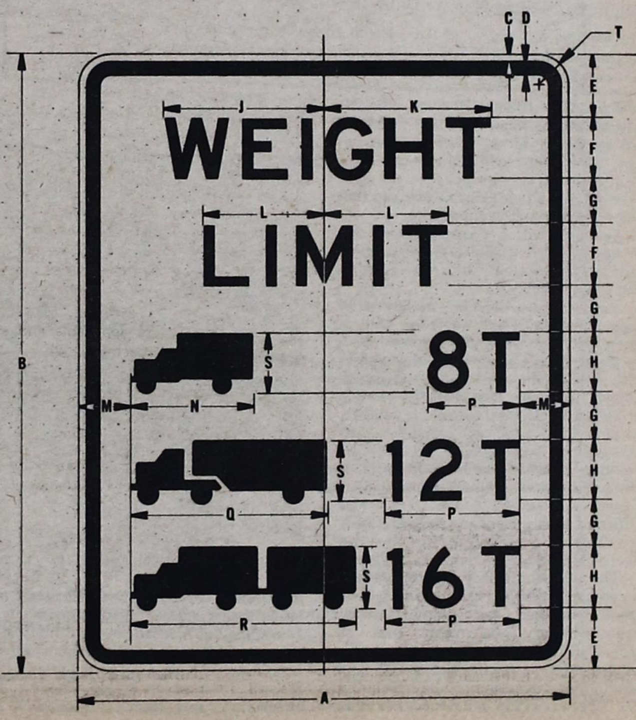
In 1973 the nationwide cost trend figure for highway maintenance and operation is some 43 percent greater than the figure for the 1967 base year.

Of the total reported cost of maintenance and operation during 1973, percentages of itemized costs are labor: 60.8; material: 10.2; equipment: 22.3; overhead: 6.7. Physical maintenance accounted for 84.4 percent and traffic services 15.6 percent of the total reported cost.

Weight Limit Symbol

There is a new Weight Limit Symbol sign, designated MUTCD R12-5. Developed in accordance with Official Ruling No. Sn-7-72 (Expr.) dated March 14, 1972, the designation is the second addition to the 1972 *Standard Highway Signs Booklet*. The first addition was MUTCD I-5, Airport Symbol sign (see August 17, 1973 issue of *County News*). MUTCD R12-5 appears below.

Information on the new sign, including dimensions is available from the Federal Highway Administration, Office of Traffic Operations, Room 3101, 7th and D Streets, S.W., Washington, D.C. 20590, ATTN: Robert Conner.



Region IV Federal Briefing Scheduled For March 20

The Region IV NACo Council of Intergovernmental Coordinators (CIC) Federal Aid Briefing will be held March 20, at the Sheraton—Biltmore Hotel in Atlanta.

The meeting is designed for county officials in Alabama, Georgia, Florida, Kentucky, Tennessee, Mississippi, South Carolina, and North Carolina.

Based on preferences expressed by CIC members throughout the region, the program will concentrate on the implementation of key legislation which has been signed into law this year. Regional and national federal officials will discuss the implementation schedule and guidelines of the Older Americans Act, Federal Aid Highway Act, Comprehensive Employment and Training Act, Crime Control Act, and the Flood Insurance Protection Act.

Also included on the program will be an update of federal energy regulations and a presentation by the Federal Regional Council.

The intensive one-day session will begin at 9 a.m. and will close with a reception at 5:30 p.m. where CIC members can relax and exchange ideas with one another and Federal Regional Council members. The meeting is being organized by DeWayne Little, President, Region IV CIC and Federal Aid Coordinator, Dade County Fla. The CIC briefing is being coordinated with a General Services Administration (GSA), General Accounting Office (GAO) and Office of Management and Budget (OMB) workshop to be held at the Sheraton-Biltmore on March 21-22.

The GSA conference will concentrate on administrative requirements of federal grant programs, particularly financial management requirements such as utilization of Circular A-87, implementation of Circular A-102, and auditing of federal grants. More details on the GSA workshop will be contained in future issues of *County News*.

Region IV county officials are encouraged to make their reservations early for the Federal Aid Briefing. The $15 registration fee will be collected at the briefing and includes the cost of the CIC program and the reception. There is no charge for the GSA conference.

For further information on the CIC Briefing contact DeWayne Little, Federal Aid Coordinator, Dade County Courthouse, Miami, Fla. 33130, Telephone (305) 377-5211.

Please use the registration form below.

ROOM RESERVATION FORM

NACo/CIC Region IV Federal Aid Briefing

March 20, 1974
Sheraton Biltmore Hotel
817 W. Peachtree St. N.W.
Atlanta, Georgia 30383
Phone (404) 881-9500

Name: ____________________

Title: ____________________

County/Organization: ____________________

Address: ____________________

City: __________ State __________ Zip __________

Please reserve a room for me for the night(s) of:

Arrival time ______ a.m. – p.m. ______ Departure Date ______

Single room ($16) ______ Double room ($21) ______

Twin bed ______ Double bed ______

Return to: Sheraton Biltmore by March 6

The meeting will begin at 9 a.m., March 20 and end at 5:30 p.m. Registration fee of $15, which will include a reception, materials will be collected at the briefing.

EPA Makes Changes

The Environmental Protection Agency has reorganized its air and water programs under two separate assistant administrators.

Robert Sansom, Assistant Administrator of Air and Water Programs, who was reponsible for administration and operation of air and water programs, has left EPA to join the Rockefeller Foundation.

There will now be an Assistant Administrator for Water and Hazardous Materials (Charles Elkins is Acting); and an Assistant Administrator for Air and Materials Disposal (Roger Strelow is Acting). The Assistant Administrator for Water and Hazardous Materials has responsibility for the following offices: Water Planning and Standards; Water Program Operations, Pesticides; and Toxic Substances.

The Assistant Administrator for Air and Materials Disposal has responsibility for the following offices: Air Quality Planning and Standards; Mobile Source Pollution; Noise Abatement Control; Radiation Programs; and Solid Waste Management Programs.

Recreation Book

NACo has a limited number of copies available of a report entitled "How Effective Are Your Community Recreation Services?"

Published by the Bureau of Outdoor Recreation, this 150-page booklet is designed as a technical guide to help local government officials evaluate their public park and recreation services. Copies may be ordered from NACo at a cost of $1.50 each (to cover postage and handling). A 10 percent discount is given for orders of 15 or more.

Mass Transit Aid

(Continued from page 1)

Administration's proposed restrictions would effectively limit federal operating subsidies to about one-third of this amount.

Other Congressional Action

Meanwhile, Congress has been trying to decide what to do with the bill (S. 386) passed last year which provides $800 million in transit operating assistance. A House-Senate conference committee agreed on a bill before the Christmas recess but held it up because of an anticipated pocket veto by President Nixon. It later was agreed by the Conferees to further wait for details of the Administration's proposal.

Hoping for a compromise acceptable to the Administration, the conference committee tentatively agreed last week to a two-year $700 million program to provide immediate help until Congress decides on a longer-range program. The funds would be distributed to states and local governments on a three-part formula based on population, transit ridership, and revenue vehicle miles. Also, local governments would have an option of using the funds for capital improvements or operating costs.

Whether this Conference Committee compromise will be approved by both Houses of the Congress and ultimately by the President is a wide-open question. There may be other versions before a bill finally goes to the White House.

Railroad Aid

Also in his message to Congress, the President called for a $2 billion program of federal loan guarantees to help railroads improve their rights of way, terminals, operational facilities and rolling stock.

The President called for relaxation of Interstate Commerce Commission regulations of the railroads to make it easier for the companies to abandon routes they consider unprofitable and to give them more flexibility in raising or lowering rates.

"If rail managers are truly to direct their own affairs, the ability to raise or lower rates without engaging in a protracted and complex rate-making process is essential," he said.

Information Meeting

INFORMATION MEETING: The state of county automated information systems was the subject of a recent day-long meeting at NACo headquarters. Among those attending, from l to r, were Kenneth Omlid, Chairman, Board of Commissioners, Lane County, Ore.; Malchus L. Watlington, Assistant to the County Manager, Forsyth County, N.C.; Joe Mayfield, Assistant County Manager, Maricopa County, Ariz.; John Dedischen, Associate Administrative Officer, Orange County, Calif.; Bernard Wilcox, Principal Planner, Indianapolis-Marion County, Ind.; Ralph Young, Computer Systems Development Supervisor, Fairfax County, Va.; Zachary R. Cornea, Federal Coordinator, and Dave Mansen, Information Systems Planner, both of Jefferson County, Ky.; Dale Folstad, Director, Department of Management Services, Hennepin County, Minn.; and Robert W. Bratton, Deputy County Executive, King County, Wash.

Virginia Association Names Energy Committee

Editor's note: The following article is an edited version of a memorandum to all Virginia counties from George R. Long, Executive Director, Virginia Association of Counties.

The Virginia Association of Counties, recognizing the lack of clear cut guidelines or an outlined role for Virginia counties in making critical decisions with respect to petroleum derivatives, have appointed an Ad Hoc Committee on Energy.

The committee met with the Governors office and the Virginia Oil and Gas Management office so that they may make recommendations to the counties with respect to allotments, shortages and cutbacks, and hardship cases.

The committee recommends that each county appoint an energy board and an administrator to address, among others, the following items:

- Request an estimation of all fuel and energy and gasoline needs from all department of the county;
- Fix priorities for allocation of county fuel to county facilities;
- Survey police functions in anticipation of brown-out/black-out electrical power situations;
- Recommend implementation of energy-saving techniques such as extended vacations for public school system; closing and consolidating under capacity schools and putting schools on split shifts; moving athletic contests to late afternoon; curtailment of public library functions.

The committee also made a number of emergency expectation recommendations. Chief of these were:

- Locate any available fuel storage facilities such as inactive service stations that may be leased or purchased to store a reserve fuel supply as fuel becomes available in the future.
- Locate any available fuel in the area and establish the county's own emergency reserves (Stockpiling is currently being investigated by the federal authorities. Clarification should be obtained before embarking on this recommendation).

The Virginia Association's response to the energy crisis through the establishment of the Ad Hoc Committee on Energy is an excellent example of local government responsibility.

Other state associations have also become deeply involved with the energy issue and have primarily served, as the Virginia Association of Counties, as an information vehicle.

The main point to be made is aptly stated by Long, "By perfecting their own organization and operating procedures, the counties will, in effect, present to the state and federal governments a fait accompli of established organization and procedures to cope with the energy crisis."

Offers Urban Executive Program

For many years the Massachusetts Institute of Technology Alfred P. Sloan School of Management has offered executive development programs to managers in industry and the Federal Government through two outstanding programs: the Alfred P. Sloan Fellows Program and the Program for Senior Executives.

In 1968, through the assistance of the Ford Foundation, this skill in presenting the science of management to working executives was offered to city managers and urban executives in a four week residence program of comparable nature to the Sloan Fellows and Senior Executive programs.

The purpose of the Urban Executive Program is to present new ways of looking at managerial decision making, to generate a broader perspective, to teach some of the new tools of management science and behavioral science, and to offer participants a chance to further their own self development in a stimulating academic atmosphere.

It should be emphasized that successful applicants are awarded a $900 scholarship by M.I.T.

For further information contact Alan F. White, Director, Program for Urban Executives, Sloan School of Management, Massachusetts Institute of Technology, 50 Memorial Drive, Cambridge, Mass. 02139.

ACIR Has New Book on Finances

The United States Advisory Commission on Intergovernmental Relations (ACIR) has just released its newest publication, *City Financial Emergencies: The Intergovernmental Dimension.*

The report analyzes, in some detail, the specific financial crises that have affected a number of large and small American cities and suggests a program of state-local relations that will reduce the severity of such crisis.

The report also contains an appendix which updates the commission's continuing work on fiscal disparities in the nation's largest metropolitan areas.

Copies of the report are available through the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The book is on sale for $2.25.

AMERICAN COUNTIES TODAY

Dear County Official:

We learn from the Federal Energy Office that asphalt will not be subject to the quota system, as are most other petroleum products. In fact, FEO is encouraging reduction of asphalt production. This is extremely bad news for states, counties and cities. This will affect both construction and, more importantly, maintenance of roads and airports.

With the tremendous strain on our crude oil supplies, we could be in a position where, theorectically, there would be no asphalt available.

Quick action is required. Call or write your Congressman now and impress upon him the urgency of controlling asphalt as are other petroleum products.

Legislative Conference

This year's Legislative Conference promises to be the biggest and best yet. We are completely out of rooms at the Shoreham Hotel, but we still have rooms at the Sheraton Park which is across the street from the Shoreham. If you have not made your reservation, phone the Sheraton Park at 202/265-2000. As we go to press we have received acceptances from 25 Senators; 150 Congressmen; and 150 Administration and agency people for our Congressional Reception, February 26. Thursday morning, February 28 all delegates will go to Capitol Hill to meet with the Congressional delegation to brief them on four major issues affecting counties: county role in health services; community development block grants; increased transit funds; and funding of Rural Development Act. There is still time to sign up for this important conference.

Federal Budget

As we have pointed out in our news stories, President Nixon is proposing federal assistance to states, cities and counties on the magnitude of $52 billion during the coming year. This amounts to $1 billion per week. This is very dramatic evidence of the need for a strong National Association of Counties to insure that county governments receive their fair share of these allocations.

On another matter, we are very hopeful that we can affect a change in the current draft of budget reform legislation currently before the Senate to insure that general revenue sharing funds will not have to face annual appropriations. As we have pointed out in our news columns and editorially, annual appropriations would create an enormous uncertainty for county, city and state officials. We have some encouraging responses from our county officials who have contacted their Congressional delegates.

Hotline

We are both amazed and gratified at the warm reception that we have had for our "Hotline". This is a two-minute, 55-second recording that can be listened to by direct dialing (202) 785-9591. Our purpose is to give the very latest information on Washington developments that require action by the county at the county governing board meeting. This includes such items as legislative developments; new ideas with respect to the energy crisis; meetings, conferences, and study sessions that are important to counties; and drafts of rules, regulations and other items that may require the attention of the county governing body.

The response (up to 100 calls a day) has been so overwhelming that we've had to double the transmitting equipment, and we are hopeful that the delays, in the form of busy signals, that plauged us in the opening weeks of the "Hotline" are now behind us.

We are now working on an approach that would give our county officials better insights into when to call. At the present time we update the message as often as two or three times a week depending upon Congressional developments and other events.

Many counties are making transcripts of the broadcast and distributing them to key people in the county. In other counties, they make a tape and play it in the county board room.

In any event, it has proven to be a very successful program and we are most gratified with our progress to date and certainly welcome suggestions for improving it.

NACo Membership

Active county membership in NACo increased by 16 percent last year. At the end of 1972 we had 1,003 member counties and as of December 31, 1973 our membership numbered 1,166. Alabama became a 100 percent membership state joining Arizona, Delaware, Hawaii, Maryland, New Hampshire, and Utah on that Honor Roll. Twelve more counties have become active members of the Association since January 1, 1974, bringing the total number of member counties to 1,178. Our goal for this year to to reach 1,320. Every county that joins NACo makes our voice in articulating county needs stronger.

Election Seminar

Right after our Legislative Conference the end of this month, NACo's affiliate, the National Association of County Recorders and Clerks is sponsoring a seminar, "Revolution in Campaign and Election Law", with American University's Institute of Election Administration. Dr. Richard Smolka, the Institute's Director and author of the weekly "Ballot Box" column in *County News* is putting together an information-packed, three-day seminar on post card registration, absentee balloting, regulations on campaign financing and federal grants to local officials to help pay for election administration. Although NACRC and Dr. Smolka are limiting attendance, and 50 state and county officials have already reserved places at the seminar, there may still be room. Call Florence Zeller at (202) 785-9577 to reserve a place.

Recovering

Mayor W. W. "Woody" Dumas is recovering nicely at the Baton Rouge General Hospital, Baton Rouge, La from back surgery.

Sincerely yours,

Bernie Hillenbrand

Bernard F. Hillenbrand
Executive Director

Coming Events

FEBRUARY			
25 - 26	National Association of County Civil Attorneys Mid-Winter Meeting	Washington, D.C.	Don Murray 202/785-9577
26 - 28	NACo National Legislative Conference	Washington, D.C.	J. Murphy 202/785-9577
28 - Mar. 2	"Revolution in Campaign and Election Law"	Shoreham Hotel Washington, D.C.	Florence Zeller 202/785-9577
MARCH			
3 - 5	State Association of County Commissioners of Florida Convention	Panama City Beach, Florida	E.R. Hafner 904/224-3148
9 - 13	National Association of Regional Councils Annual Convention	Los Angeles, California Biltmore Hotel	Ralph Webster 202/296-5253
20	NACo Region IV Federal Aid Briefing	Atlanta, Georgia Sheraton Biltmore	DeWayne Little 305/377-5311
21 - 22	GSA-GAO-OMB Region IV Workshop on Federal Grant Financial Management	Atlanta, Georgia Sheraton Biltmore	Phillip M. Dearborn 202/343-8821
23 - 24	National Association of County Recorders and Clerks Meeting	Little Rock, Arkansas	Florence Zeller 202/785-9577
31 - Apr. 3	County Officers Association of State of New York Annual Meeting	Grossinger New York	Herb Smith 518/465-1473
APRIL			
28 - 30	NACo Western Region District Conference	Seattle, Washington	L. Naake 202/785-9577
	Association of County Commissioners of Georgia Annual Convention	Altanta, Georgia	Hill Healan 404/522-5022
MAY			
1 - 3	Utah Association of Counties Annual Convention	Salt Lake City, Utah Travel Lodge	Jack E. Christiansen 801/359-3332
2 - 4	New Mexico Association of Counties Annual Convention	Albuquerque, New Mexico	P. Larragoite 505/983-2101
5 - 8	American Society for Public Administration Annual Convention	Syracuse, New York Hotel Syracuse	Richard Legon 202/785-3255
15 - 16	Region III Federal Aid Briefing	Baltimore, Maryland Hunt Valley Inn	Stephen Collins 303/494-3318
JULY			
14 - 17	NACo National Convention	Miami Beach, Florida	Rod Kendig 202/785-9577

Change of Address

If the County News is incorrectly addressed, please give the correct address below and return to NACo.

Name____________________

Title____________________

Address____________________

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