

This Week

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Vol. 9, No. 6

County News

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

Feb. 7, 1977

**Counties,
the Congress,
& the New
Administration**
1977 Legislative Conference
March 20-23

Washington, D.C.

Plan to Conserve Energy

RENO, Nev.—Los Angeles County Supervisor James Hayes unveiled an 8-point program of energy conservation that could reduce present and future energy consumption statewide by 20 per cent.

Hayes, chairman of NACo's Energy and Environment Steering Committee, disclosed his "Blueprint for Energy" in a speech before delegates to NACo's Western Region Conference here. He urged county officials to take the lead to implement the blueprint because of a lack of ac-

tion at the federal level.

"Three years after the Arab embargo, Congress and others at the federal level are still just talking about what needs to be done to chart an efficient course to make this country energy self-sufficient," he said.

Hayes called on counties to follow this diagram to bring about a 20 per cent cutback in energy consumption in both the public and private sector:

1. Make an inventory of every energy using activity or structure in

each county and the amount of energy used. (Hayes said this includes all commercial buildings, government buildings, residential units, trucks, automobiles, and other vehicles, public transportation systems, boats and ships, airplanes and helicopters, and every other potential energy user.)

2. Once the "energy census" is accomplished, counties should determine how the goal of a 20 per cent reduction can be reached by energy users and on what time table.

3. Based on future plans for growth in each county in the next 10, 20, or 50 years, counties should calculate future energy needs, taking into account energy conservation goals that have been established.

4. When those programs have been developed, counties should itemize available alternative sources of energy in each county or counties within a region. (Hayes urged officials to list the amount of alternative sources and when those alternative sources could be available for use. Once those steps are taken, full consideration must be given to all necessary environmental safeguards, he added.)

5. Each county also should set up disaster energy plans in each county in the event of earthquakes, tornadoes, hurricanes, floods, freezes, or other natural or man-made disasters. (Hayes cited current problems in the Rockies where fuels are in such short

supply because of a record cold winter that schools and businesses are being closed and there is a real threat sufficient fuel for home-heating may not be available.)

6. Counties should develop ordinances concerning future controls for buildings requiring energy. (Hayes pointed out that the program he established in Los Angeles County has successfully reduced electricity consumption by one-third and natural gas consumption by one-fourth in buildings where energy use is controlled by computer.)

7. If a county is too small, either in population or size, a coalition of counties should be formed to make the calculations necessary and formulate energy conservation plans.

8. Above all else, be prepared for—but turn a deaf ear to—the cries in opposition to conservation, "especially from the energy suppliers and their elected official allies," Hayes concluded.



HAYES 8-POINT 'BLUEPRINT'—Jim Hayes, NACo's chairman for energy and environment, discusses the 8-Point Energy Conservation Program he proposed during the opening session of the NACo Western Region District Conference.

Ralph Tabor, NACo federal affairs director, has been named to the Presidential Welfare Reform Consultative group. See page 3.



Tabor

Countercyclical Grants: Board Seeks Extension

WASHINGTON, D.C.—Extension and adequate funding of the countercyclical antirecession grant program by Congress was called for by NACo's Taxation and Finance Steering Committee and approved by the Board of Directors at its Jan. 26 meeting.

The Carter Administration supported continuation of the program in its economic stimulus proposal, released recently. The program was authorized by Title II of the Public Works Employment Act of 1976 and provides funds to states, counties and cities with unemployment over 4.5 per cent.

The program was authorized for five quarters (July 1976-September 1977) at a funding level of \$1.25 billion. Because of continuing high unemployment, funds for the program will be exhausted by April. NACo urges additional funds for the

fifth quarter of this fiscal year and a continued program for the coming years.

NACo's resolution said: The experience to date of counties participating in the program is that it is an effective means of providing emergency funding free of red tape. Inasmuch as unemployment has continued to increase during the past few months, it is possible that the present appropriation will be insufficient to fully fund the program. This would cause a severe burden on the population served by the governments receiving countercyclical funds.

The existing law provides \$1.25 billion for distribution to states, counties and cities using a formula based on revenue sharing and unemployment over four and one-half per

See COUNTERCYCLICAL, page 2

PAYMENTS-IN-LIEU

WRD Petition Asks Full Appropriation

RENO, Nev.—Carrying the signatures of nearly 500 county officials, a petition calling for full appropriations for the Payments-in-Lieu of Taxes Act began its way to the nation's capitol.

It will be presented to President Carter and Secretary of Interior Cecil Andrus by NACo Western Region President Dale Sowards, commissioner of Conejos County, Colo., and Coleman Jarrard, commissioner of Rabun County, Ga.

The petition was initiated at the NACo Western Region Conference held here Jan. 26-28.

A rally for the payments appropriation will be held in Washington, D.C. at the NACo Legislative Conference March 21-23, 1977 (see story, page 4).

Payments-in-lieu partially compensates counties for the federally owned tax exempt natural lands in national forests, national parks, Bureau of Land Management lands, wilderness areas and water resource lands such as the Army Corps of

Engineers and Bureau of Reclamation projects.

To speed congressional action, county officials urged individuals and community groups to write their members of Congress for support and quick passage of the payments appropriation.

County spokesmen explained that a supplemental appropriation would be necessary for implementation of payments-in-lieu for 1977 and a regular appropriation will be required for fiscal '78.

Rep. James Santini (D-Nev.) was honored at a conference banquet for his role in the authorization of payments-in-lieu of taxes and the Bureau of Land Management Act.

He joined Reps. John Breckinridge (D-Ky.), Max S. Baucus (D-Mont.), and Gillis Long (D-La.) at the first field hearings of the Congressional Rural Caucus which were held in conjunction with the NACo conference. The caucus,

See WRC, page 9



CO-CHAIRING RALLY—Dale Sowards, left, president of the NACo Western Region District, and Coleman Jarrard, NACo chairman for payments-in-lieu, co-chaired the payments-in-lieu rally in Reno, Nev. at the WRD Conference.

Rural Caucus

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Public Works

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CONGRESSIONAL HEARINGS—From left, Rep. James Santini (D-Nev.), John Breckinridge (D-Ky.), and Gillis Long (D-La.) review testimony presented at the Congressional Rural Caucus field hearings held in conjunction with the NACo Western Region Conference. Rep. Max Baucus (D-Mont.), not pictured, joined the hearing later.

Rural Needs Keyed

RENO, Nev.—Rep. John Breckinridge (D-Ky.), Max Baucus (D-Mont.), Gillis Long (D-La.), and Jim Santini (D-Nev.) held the first field meeting of the Congressional Rural Caucus on Jan. 28 here. Co-hosted by NACo and the Housing Assistance Council (HAC), the hearing covered the Rural Development Act, rural housing, and rural water and waste disposal.

Jack Pettiti, incoming president of NACo's Western Region District, congratulated the rural caucus for holding its hearings at "this important time."

Breckinridge, who is chairman of the 101-member caucus, announced it was adopting budget proposals and recommendations to forward to the new Administration.

Long said "the need for responsive programs to serve our rural areas is a necessity. We are being told that the needs of rural America in development, housing and water and sewer are not being adequately met."

Santini emphasized the rural need for water and waste systems, particularly in view of the current drought conditions in the West. "We must have a more realistic program level," he said.

Baucus cited the pressing need for rural housing that was emphasized by many witnesses, saying "present programs are unable to serve the needs of our rural low income residents."

Pettiti, commissioner of Clark County, Nev., welcomed the caucus whose hearings were held in conjunction with NACo's Western Region Conference. He warned that the cut in President Ford's fiscal '78 budget for water and waste disposal grant programs would be a "major setback

not only for rural areas, but for the entire country."

Pettiti also pointed out that the Rural Development Act of 1972 has never been fully funded. "The water and waste disposal grant program is the key mechanism to revitalization of rural America," he said.

The commissioner was highly critical of the administration of the grants, citing fiscal '76 when the "Farmers Home Administration did not obligate approximately \$100 million in water and waste grants... despite a waiting list exceeding \$322 million from 1,149 communities at the end of August 1976."

"One of the prerequisites for orderly development in rural communities is comprehensive planning," Pettiti said and the comprehensive planning program in the Rural Development Act "has never received one penny."

Bill Brennan, commissioner of Rio Blanco County, Colo., called on the caucus to seek the full funding level of \$300 million for water and waste disposal programs and to lift "discriminatory administrative constraints upon grants." He listed Farmers Home Administration requirements which result in an average grant being only 29 per cent of the project costs when it could be 50 per cent.

Brennan pointed out that more than 30,000 new water and waste disposal systems are currently needed in rural areas. In South Dakota, he said, inadequate water supplies and drought are forcing livestock growers to haul water to their animals. "Yet, in this same state of South Dakota, rural communities are currently awaiting 38 water projects" and there is a "backlog of \$38 million for grants

and loans," he maintained.

Arnold Sternberg, director of the California Department of Housing and Community Development, stressed the need to implement the section 514 Rent Supplement Program.

Former Agriculture Secretary Earl Butz would not implement the program and was sued for abuse of discretion. Sternberg appealed to new Agriculture Secretary Bob Bergland to implement the program immediately.

NACo and the Housing Assistance Council are presently working with members of the Congressional Rural Caucus to review the extensive written and oral testimony presented, and hope to make it available in the near future.

Countercyclical Funds Asked

Continued from page 1

cent. If national unemployment falls below six per cent, no funds are disbursed.

A study by the Office of Revenue Sharing (ORS), which administers the program, shows that 75 per cent of local funds went to governments with unemployment over eight per cent. In the third quarter (January payment) of the program, 1,719 counties received payments totaling \$67.1 million. A total of 16,289 local governments received funds totaling \$207.29 million for the third quarter. Counties received 21.6 per cent of total third quarter funds.

In his economic recovery message, President Carter called for a five year authorization with annual appropriations. Although the message calls for increased funding for the existing program, the President estimated only \$500 million for fiscal '77 and \$600 million in fiscal '78. Funds are currently allocated on a quarterly basis of \$125 million, plus \$62.5 million for each half percentage of national unemployment over six per cent. The President's proposal would provide \$125 million, plus \$30 million for each one-tenth of one per cent of unemployment over six per cent. At an unemployment rate of seven and one-half per cent, it would be necessary to provide \$2.25 billion annually compared to \$1.25 billion under the current program.

Hearings on the proposal are scheduled for the Senate Finance Committee and House government operations subcommittee of intergovernmental relations before the end of the month. NACo will testify. Sen. Edmund Muskie (D-Me.), Russell Long (D-La.) and William Hathaway (D-Me.) have introduced a bill (S. 531) calling for a five year extension along the Administration's lines.

Baltimore Improves 'Senioride' Service

BALTIMORE COUNTY, Md.—Baltimore County is working to extensively improve its services for the elderly.

The most recent improvement is the purchase of two 9-passenger station wagons and two 12-passenger vans to replace vehicles in the county's popular "Senioride" program.

Financed through a combination of federal and local dollars, including a \$56,000 grant under Title III of the Older Americans Act, and staffed by personnel funded by CETA (Comprehensive Employment and Training Act), Senioride provides transportation for citizens 60 years old or older who do not live near or cannot use public transportation.

The vehicles increase the capacity of Senioride from 10 to 38 passengers. The vehicles now in use will be turned over to the police department.

At present trips to health services receive priority, but expanded capacity will allow trips to shopping

centers and to senior programs located in over 50 sites in the county.

County Executive Theodore Ventoulis has ordered transportation, health care housing, nutrition, and crime prevention services to be made more responsive to needs of elderly citizens in the county.

He is even calling for an amendment to the county charter to permit these services to be upgraded and coordinated.

Timothy Fagan, who heads reorganization of senior services, Ventoulis, says that seniors can make a contribution toward transportation. A minimum of cents is suggested for those who afford it.

Senioride has proved so popular, he adds, that, up to now, the vehicles have been booked up 10 days in advance.

For more information, write Affairs Administrative Office, West Susquehanna Ave., Towson, Md. 21204.

NACo MILESTONE

Better Than Half!

NACo Membership Chairman Charlotte Williams of Genesee County, Mich. has announced that another milestone has been reached: over half the counties in the country are now members of the National Association of Counties.

Two Ohio counties share the distinction of having put NACo over the halfway mark. Lucas County and Stark County became members on the same day, and they are the 1,552 and 1,553 members, respectively. There are 3,104 counties in the nation.

Other counties joining NACo recently include: Little River, Ark., Tehama, Calif., Clark, Idaho, Boyd, Ky., DeSoto, La., Livingston, La., Carroll, Miss., Chenango, N.Y., Dauphin, Pa., Ziebach, S.D., Pickett, Tenn., Richmond, Va., and Goshen, Wyo.

An intensive membership promotion drive is being planned, focusing around the month of March as "Membership Month." All non-

member counties will be contacted that time about joining NACo. Member county officials are encouraged to help strengthen NACo by contacting non-members themselves. Assistance or information membership may be obtained from either Charlotte Williams, or Meg Gianessi of the NACo staff.

EDITOR: Bernard Hillenbrand
COPY EDITOR: Christine Griesbeck
PRODUCTION MGR.: Michael Breeding
GRAPHICS: Robert Curry, Mary Duncan, Robert O. Redding
PHOTOGRAPHER: Lee LaPrelle
CIRCULATION MGR.: G. Marie Reid
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WELFARE DIRECTORS TO MEET

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

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

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

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

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

For reservations call toll free: **800/424-9306**

Highlights of the spring workshop will include sessions on:

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

ALL WELFARE DIRECTORS ARE INVITED TO PARTICIPATE



OPENED TESTIMONY—Jack Pettiti, Clark County, Nev. commissioner and WRD president-elect, left, and Arch Mahan, Mono County, Calif. supervisor, opened the testimony at the Congressional Rural Caucus hearing in Reno, Nev.

LABOR PROTECTION

Reaction Sought to 13(c) Proposal

WASHINGTON, D.C.—Labor protection guidelines for the administration of 13(c) were published for comment in the *Federal Register* Jan. 18. They raise a number of important issues for counties.

Section 13(c) of the 1964 Urban Mass Transportation Act, as amended, requires protections for employees whose conditions might be made worse as a result of a federal grant. The Secretary of Labor must determine whether there are "fair and equitable" arrangements to protect employees before a grant can be made by the Urban Mass Transportation Administration (UMTA). (An editorial on page 4 gives background on NACo involvement.)

NACo representatives met with Department of Labor (DOL) officials in early December to discuss a draft of the guidelines. The published proposal represents some improvement from the draft, however, a number of issues remain.

NACo is pleased to report the following improvements in the proposed 13(c) process:

- The procedures are available in print. Since 1964, new grantees had no written documentation of what the process was:

- Certain types of recurring

grants such as normal replacement or renovation of vehicles will be certified on the basis of existing 13(c) agreements. Currently, every new grant—sometimes four to 10 a year for big transit operators—subjects the grantee to new negotiations, and the possibility of ever-higher levels of protection for workers;

- Specific levels and kinds of protection which were included in the original draft of the guidelines have been deleted. Instead, the guidelines simply quote the law, which requires that benefits to employees whose positions are made worse by federal grants must be no less than those established under Section 5(2)(f) of the Interstate Commerce Act of 1887, as amended. That act has been amended as recently as a year ago. It deals with interstate rail operations and established severance pay and moving costs.

The most serious problem is the failure of the proposed guidelines to deal at all with some of the most critical issues.

- The guidelines do not suggest even the possibility of using a "negative declaration" concept, which NACo and other public interest groups strongly urge. Under

See 13(c) PROPOSALS, page 9



COUNTY REPS—Congressman Charles Rose (D-N.C.), left, introduces NACo Public Works Panel Judge T. Udell Moore of El Paso County, Tex., County Executive Arthur Sypek of Mercer County, N.J., and Commissioner Sam Noble of Robeson County, N.C.

Panel Seeks Public Works

WASHINGTON, D.C.—A panel of county officials from New Jersey, Texas and North Carolina told the House economic development subcommittee Feb. 1 that "counties must get a more equitable distribution of public works grants." Arthur Sypek, county executive from Mercer County, N.J., Judge T. Udell Moore of El Paso County, Tex., and Sam Noble, commission chairman, Robeson County, N.C., testified on behalf of NACo.

The House subcommittee is holding hearings on Title I of the Public Works Employment Act of 1976 and H.R. 11, a bill to increase the authorization of the program by \$4 billion. Rep. Robert Roe (D-N.J.) is chairman of the subcommittee and sponsor of the bill.

"We are greatly disturbed over the level of grants awarded to counties," said Sypek. "This level is not acceptable to those of us serving county government."

He then pointed out that counties only received 191 grants totaling \$35 million, a level below that of special districts.

He informed the subcommittee of the high unemployment rate in the state of New Jersey, currently over 10 per cent. "Of 21 counties in my state, 12 experiencing unem-

ployment over 9 per cent, not one of these received a grant."

Judge Moore told members that his county was suffering under an unemployment level of 12.7 per cent. "In Texas, counties are responsible for funding all types of social service programs, not cities or special districts. When unemployment is high, it has a direct and immediate adverse impact on our welfare programs; these programs must be increased to provide assistance for the jobless."

He added that out of the applications his county submitted, the Economic Development Administration chose only one small project of a low priority.

Noble testified that a major problem affecting counties in North Carolina was gerrymandering. He is also president of the state association of counties.

"The use of gerrymandering, whereby small jurisdictions and special districts used county unemployment data, was a significant problem," he said. "It deprived counties with high unemployment data of any grants and made it im-

possible for a county to assess its chances of funding." Noble added that as a result, many counties wasted significant funds in preparing plans and applications.

He also addressed EDA's use of benchmark. His county had nine projects in the top 10 in the state, but received funding for only one.

The House subcommittee on economic development will begin mark up of H.R. 11 on Feb. 7. They are expected to address the above mentioned problems as well as the 70 per cent/30 per cent split of funds, bonus points for special districts, use of logarithms, future applications, and unemployment data, and federal agency sign-off and review of applications when required. (See *County News* Jan. 31, page 3 for an analysis of these issues.)

NACo will soon be testifying on Senate bill, S. 427, reauthorizing the public works program. A further statement on NACo's policy position on key public works issues, as determined by the Community Development Steering Committee, will appear in the next issue of *County News*.

NACo TESTIMONY

10 Year Water Program Funding Urged

WASHINGTON, D.C.—Stating that county government's efforts to eliminate water pollution often have led to "financial nightmares," Suffolk County, N.Y. Legislator Floyd Linton urged the Senate Public Works Committee to provide 10-year funding for the construction grant program of the Water Pollution Control Act of 1972. He called for an immediate authorization of \$5 billion for fiscal years 1977 and 1978.

Linton, chairman of NACo's water quality subcommittee of the Environment and Energy Policy Steering Committee, testified before the Senate committee on the bill, S. 57, which contains an authorization of \$5 billion for fiscal '77 and fiscal '78 for the construction grant program and \$150 million for the 208 program.

He told the committee that "in attempting to finance our share of the project, local governments have been subject to the following problems:

- Reluctance on the part of local taxpayers to approve referenda for sewage treatment plant construction;

- Unforeseen lengthy delays in building projects;
- Mounting inflation in the construction industry;

- Rising interest rates;
- Unfavorable bond markets;
- Lack of federal commitment regarding the level and duration of funding for the program;

- The administrative complexity

and political difficulty of changing from an ad valorem tax system to user fees to finance the operation and maintenance of the treatment plants."

Linton recommended that the committee consider the following amendments to remedy these problems: an immediate fiscal '77 and fiscal '78 authorization of \$5 billion in addition to 10-year funding for the construction grant program; provision for inflationary costs to be built into multi-year funding; an amendment to permit local governments to use ad valorem taxes to finance the operation and maintenance of waste treatment plants; and continued funding of the 208 program at the \$150 million level.

Linton also urged the committee to consider an amendment to permit case-by-case extensions of the 1977 deadline for municipal treatment plants to meet the 1977 secondary treatment standard. He said that it was not surprising that 50 per cent of the municipal treatment plants are not expected to meet this 1977 deadline given the administrative and financial complexities of implementing this program.

NACo feels that the rapidly approaching date of July 1, 1977 makes enactment of this amendment critical in that local officials will be subject to suit by citizens and environmental groups for violating the terms of Environmental Protection Agency permits.



Floyd Linton, before Senate Public Works Committee.

Educ.-Labor Subcommittee Heads Named

WASHINGTON, D.C.—In the first organizational meeting of the House Committee on Education and Labor, Chairman Carl Perkins (D-Ky.) announced that Rep. Augustus Hawkins (D-Calif.) will chair the new subcommittee on employment opportunities. This subcommittee will handle CETA reauthorization and full employment legislation.

Rep. William Ford (D-Mich.) will chair the new subcommittee on post-secondary education and new subcommittee on compensation, health, and safety will be chaired by Rep. Joseph Gaydos (D-Pa.). Rep. Ike Andrews (D-N.C.) will chair the new subcommittee on economic opportunities.

The subcommittees on elementary, secondary and vocational education; labor-management relations; and labor standards will be continued with their past respective chairmen retained. Reps. Carl Perkins (D-Ky.), Frank Thompson (D-N.J.), and John Dent (D-Pa.).

Subcommittee members have not yet been named by the committee leadership. The committee adopted the rule that subcommittees will include twice as many Democrats plus one as Republicans.

County Opinion

Straight A's

We give President Jimmy Carter straight A's for his performance in his first two weeks in office and his first fireside chat.

He hit squarely four of NACo's top priority issues:

- Jobs and employment;
- Energy policy;
- Welfare reform;
- Reduction of federal bureaucracy and paperwork.

Not bad for two weeks!

NACo President Dan Lynch and county leaders who met with President Carter in Atlanta before his Inaugural presented the 90-day Welfare Task Force idea. The President has added a county person to that task force. And NACo is moving heaven and earth to support this top priority effort.

Three things particularly impressed us about the fireside chat. He started out by admitting that he is going to make mistakes. This is most refreshing.

Next, as done at the Inaugural, he spoke well of his predecessor. This fosters more national healing.

Finally, and maybe most important of all, he demonstrated very clearly that he intends to have a cooperative, out front and productive relationship with the Congress of the United States.

Easy Reading

We are writing this editorial for Jeannie Mosley, who now is an aide to Pennsylvania Sen. John Heinz Jr. Jeannie until recently, handled the review of federal rules and regulations here at NACo.

She and her brave band of NACo county intergovernmental coordinators have been doing what Carter has now ordered his Cabinet to do—namely, read all rules and regulations from their agencies.

President Carter in his fireside chat also said that these must be in simple English. We will believe that when we see it.

We are also working with our fellow officials on a special congressionally created National Paperwork Commission to simplify regulations, reporting procedures and audit systems. The President's chat will be good news for Chairman Frank Horton of that commission and Commissioner Gil Barrett of Dougherty County, Ga., who represents NACo on that important body.

We are not positive about cause and effect here. But it is significant that Supervisor Lynn Cutler of Black Hawk County, Iowa, who went with the NACo leadership group to meet with President Carter, had suggested (almost facetiously) that one way to handle the paperwork storm was to cut down on the number of people who write rules and regulations for the federal government. And, at his first Cabinet meeting, President Carter instructed his Cabinet officers to give careful consideration to doing just that.

The President also has promised all of us that he is going to simplify and shorten the federal income tax returns.

If he pulls that off he will be the greatest President in U.S. history, save one—the President who can deliver the U.S. mail on time, at a reasonable cost and with no federal deficit. That President will have every public facility in the United States named after him or her.

13(c) Issue

A price of labor organization support for the 1964 Urban Mass Transportation Act was provisions requiring protection for employees whose positions might be made worse as a result of federal grants. The provision is under section 13(c) of the amended 1964 act.

During the period when a few major transit systems benefitted chiefly from the transit grant program, 13(c) was a simple sign-off procedure by the Department of Labor (DOL). But with passage of the landmark \$11.8 billion transit program in 1974, the potential impact of 13(c) greatly expanded. Transit became a truly public service and the number of potential grantees multiplied. And yet, no effort was made to clarify the intent and impact of 13(c).

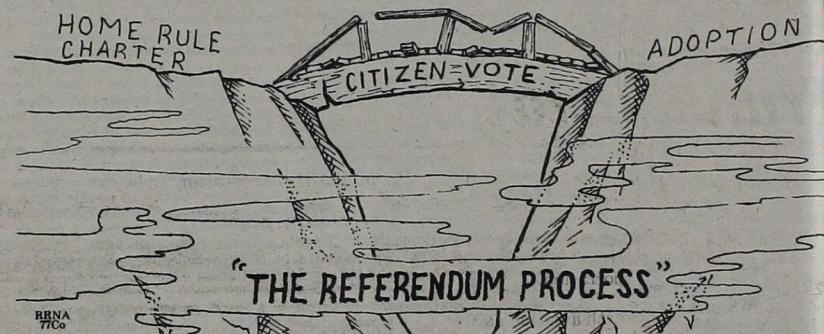
Faced with the need to "sign-off" on a 13(c) agreement with a number of transit bus and rail unions, Supervisor Pete Schabarum, who then represented Los Angeles County on the southern California Rapid Transit District board, balked. Why should the public be forced to pay moving expenses if a bus driver had to be reassigned more than 20 miles within a 4,083 square mile county? Why should transit employees be guaranteed up to six years severance pay? Why should public transit be subjected to costly featherbedding practices—held over by the rail unions from the 1880s—which are now bankrupting private rail companies? Why, indeed, should transit unions routinely review federal transit grants before they can be approved by federal officials?

Pete Schabarum asked these questions all the way from Los Angeles to Washington. He learned that DOL had never issued written guidelines on 13(c). He learned that former Labor Secretary John Dunlop had adopted a procedure for forwarding grant applications for urban transit assistance to international union officials and that DOL had never approved a grant without union concurrence. (Since then, two cases with severe disagreements between local and international unions have been approved with provisions less than those demanded by the international union leaders.)

He brought the issue to NACo. A resolution was adopted by the full NACo membership at the 1976 Annual Conference.

Finally, draft regulations surfaced in October of 1976 and on Jan. 18, DOL published proposed guidelines in the *Federal Register* for comment by March 4.

How the new Administration will handle 13(c) is a big unknown. What is clear, is that the views of local elected officials and local transit operators need to be heard now more than ever.



Summit County Reviewed

If a county is to adopt a home-rule charter, there are usually numerous obstacles to be overcome. Some of these obstacles are set in state law, some are created by groups opposing charter adoption, and some are specific to the particular county in question.

In the volume *Political Behavior and Public Issues in Ohio*, edited by John J. Gargan and James G. Coke, the political scientists Howard Hamilton and John Bowden look at a number of these obstacles while examining in detail the failure of the Summit County charter vote of 1970.

As part of NACo's effort to present a variety of views on the subject of home rule, the following article summarizes the authors' main points.

Whereas a number of states do not allow for county home-rule, Article X of the Ohio State Constitution (1933) grants broad home-rule prerogatives to Ohio counties. Despite over 40 years of Article X, not a single Ohio county has successfully adopted a charter by referendum. One explanation for charter difficulties in Ohio is the Article X requirement which mandates that voters of three or four concurrent constituencies approve the charter: voters in the county's largest city, the balance of the county, the entire county, and (in counties of less than 500,000 population) a majority of municipalities and townships must all approve of the charter. Urban/suburban/rural differences virtually dictate that the charter vote will fail to pass at least one of these constituencies.

The Summit County experience of 1970 does not reflect this obstacle, however. The charter was uniformly defeated; the referendum process itself seemed to assure the charter's defeat. A strong opposition developed to the proposed charter, and this opposition, combined with massive voter apathy and ignorance, brought about defeat.

A post-referendum analysis revealed why the opposition was so intensively opposed to the new charter. The county sheriff and the local Democratic Office Holders Association were the primary financial backers of the opposition campaign. Because the charter would place the appointment of department heads in the hands of an elected chief executive, the current office-holders stood the chance of losing their jobs. The personal stake

of these officials ensured their strenuous opposition to the new charter, and, as is frequently the case, an extremely effective propaganda campaign was waged against the charter.

The opposition, with their personal identities hidden behind the banner of a "Right to Vote Committee," used half-truth slogans such as "Don't Lose Your Right to Vote," and "Have They Been Telling It Like It Is?" No persuading voters of the supposed dangers of the charter. Pro-charter forces were forced to try and present fairly the concepts and principles of the new charter, a difficult task in light of the low interest level exhibited by the electorate. It would seem safe to say that, lacking a sufficient enough scandal to generate a "throw the rascals out" movement, voters of most counties will not get overly excited about the somewhat theoretical and esoteric task of redrawing the county government organization chart.

Another tactic of charter opposition was obstructionism. The county auditor discovered a technical violation of the advertising requirements for the pamphlet edition of the charter to be mailed to voters, and the board of elections objected to the pamphlet on similar technical grounds. Both actions delayed mailing the pamphlets, so that they did not reach the voters until a week before the election.

As noted by the authors, "Any referendum is hazardous for a metropolitan charter because the public has a little knowledge for evaluating it, and also little competence in evaluating the credentials of clashing information and advice on the matter." This statement is supported by post-referendum survey data, which showed two-thirds of the survey sample agreeing with the statement, "The people did not have sufficient information for voting on the charter." Additionally, 54 percent agreed, "The county charter-matter is too technical and complicated for voters; it should be decided some other way."

If the Summit County experience shows us anything it is that the largest part of a study commission's work must be done after the final report has been written; the commission must go to the voters and help them make an intelligent and informed choice on the charter question.

—Robert A. Plafky

Legislative Conference Rally Set

Hundreds of county officials will meet on Capitol Hill March 23 to urge Congress to fully fund payments-in-lieu of taxes legislation passed last year.

The payments-in-lieu rally will take place during NACo's 1977 Legislative Conference in Washington, D.C. March 21-23.

Under the Payments-in-Lieu of Taxes Act, the federal government agreed to reimburse 1,000 counties with payments to make up for the tax immunity of federally owned lands.

Counties now are urging Congress to fund fully the act to \$115 million the amount authorized.

But payments-in-lieu of tax funding is only one of the many key issues county officials will confront Congress and the new Administration with during the 1977 Legislative Conference.

Welfare reform, for example, is a major county objective this year.

County officials attending the 1977 Legislative Conference will be briefed on opening day by NACo's steering committee chairmen. The chairmen will outline 14 crucial legislative goals counties seek in 1977.

Counties, the Congress, & the New Administration

Federal Aid Reform

Nearly \$70 billion in federal aid will go to states, counties and cities in fiscal '77.

However, there is almost no consistency or coordination among federal aid programs. Even modest attempts to simplify grant applications have met with hostility among federal agencies.

This lack of consistency places an administrative burden on the county. Federal aid makes up about 20 to 25 per cent of the average county's budget. Yet counties often spend considerable money just completing the staggering red tape needed to get this aid.

MAJOR ISSUES—NACo POSITIONS

How can federal aid be designed to strengthen the existing intergovernmental system without creating duplicative efforts?

NACo believes that the federal government can help strengthen states, counties and cities by giving them the authority and resources to carry out new programs.

In the weeks leading up to NACo's Legislative Conference (March 21-23, Washington, D.C.), *County News* will present a series of background articles on county government's top priorities for 1977.

These articles are designed to brief county officials on the

current legislative status of key issues and familiarize readers with NACo's position on these issues.

This week's focus is on federal aid reform and transportation.

By using existing governments, the federal government also can avoid creating new and duplicative delivery systems.

This is particularly true when federal programs require regional approaches. Too often, federal programs call for the formation of special-purpose districts outside the control of elected state, county and city officials.

These special purpose districts are not accountable to the taxpayer or voter. And they become overlapping hierarchies outside the control of elected officials.

NACo believes existing local governments should form the building blocks of regional agencies and should control those agencies.

NACo believes a national policy statement is needed to that effect.

How can overlapping federal aid programs be consolidated and simplified?

NACo believes that local government officials are better equipped to implement federal programs in their own communities than remote federal officials.

Therefore, the Administration should give more

flexibility to counties to utilize federal dollars by:

- Consolidating existing grant-in-aid programs into general "block grants" and developing new programs based on the "block grant" concept (which requires comprehensive short and long range planning as the only criteria for using the grant).

- Reducing the "strings" attached to federal grant programs.

- Requiring federal agencies to simplify and standardize grant applications, reporting procedures and recovery of costs.

- Making evaluation of federally funded programs a joint county-federal responsibility with a clear understanding by all parties of a program's goals and expectations.

In addition, the federal budget process should include in-depth analysis of the intergovernmental impacts of new programs or modifications in ongoing programs.

Appropriations for federal programs should be on a multi-year basis.

And the federal budget should ensure adequate transition time for any major shift in funding or administration of federal aid programs.

Transportation

County responsibilities in the transportation field are changing and growing.

Traditionally, county governments primarily were concerned with road construction and maintenance and this remains the most significant county contribution to transportation.

Increasingly, however, counties are becoming involved with aviation as citizen needs grow beyond the boundaries of smaller jurisdictions.

Furthermore, passage of the 1974 Urban Mass Transportation Assistance Act has led to more county involvement in funding, planning and operating public transportation systems in both urban and rural areas. These transit systems often include special services for the elderly and disadvantaged.

National problems such as outmoded regulatory practices affect the social and economic health of local communities. Solutions to these problems must be addressed at the national level.

MAJOR ISSUES

In 1976, counties successfully urged Congress to extend the highway program for two years and the airport development aid program for five years. This year, both counties and Congress are expected to turn their attention to public transit.

NACo will also focus in 1977 on proposals to decrease aircraft noise and proposals for a major bridge repair and replacement program.

NACo POSITION—TRANSIT

The American Public Transportation Association (APTA) has proposed a two-year extension (to 1982) of the Urban Mass Transportation Assistance Act. In addition, APTA is calling for \$11.4 billion additional funding beginning in fiscal '78.

Considering the full range of county transit needs, NACo also is supporting two-year extension of this vital act to assure continuity in funding, with a more gradual expansion of funding levels.

In addition, NACo seeks immediate attention to the following public transit management issues:

- The decision-making role of local elected officials as opposed to metropolitan planning organizations (MPOs) needs to be clarified in public transit planning, financing and operations. NACo believes highway and transit laws should

be amended to give local elected officials the opportunity to designate MPOs.

- Section 13(c) of the Urban Mass Transportation Act requires local governments to assure protection of employees whose position might be threatened as a result of federal assistance. NACo believes that major problems in the administration of section 13(c) contribute to inflation and inhibit expansion of traditional urban transit as well as development of rural and special services for the elderly and handicapped. NACo will work with the Administration to seek solutions to these problems.

- NACo believes a special "pot" of funds is needed for non-urbanized areas and for rural areas to operate public transit systems.

- NACo believes local flexibility is essential to meet federal mandates to serve the elderly and handicapped. The federal government must recognize that serving traditional commuter groups and serving special groups with mobility problems require different approaches and operating procedures.

NACo POSITION—AIRCRAFT NOISE

After 24 years of inaction, the federal government has finally initiated a major program aimed at reducing aircraft noise at its source—the aircraft engine.

NACo has long urged such an approach and will monitor noise abatement proposals. The Administration's proposal calls for reducing noise to federal standards on all aircraft by 1983. Federal support for airlines trying to retrofit or replace noisy aircraft to meet federal standards possibly could come from surpluses in the user-financed aviation trust fund. Such an approach would also stimulate the economic recovery of the aviation industry.

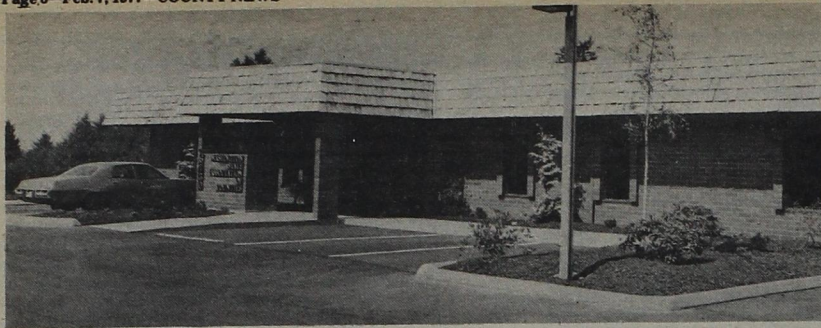
NACo will begin a special effort to assist counties in meeting their own responsibilities for local action to support federal initiatives in this area.

NACo POSITION—BRIDGES

The nation's bridges are in a state of disrepair and crisis, particularly those bridges off the federal-aid highway system.

NACo supports a major public works type program aimed at repairing and replacing bridges. This program would provide a needed boost in jobs in the ailing construction industry and would resolve an increasingly critical transportation and safety problem.

1977
Legislative
Conference



WSAC HEADQUARTERS—Washington State Association of Counties' new headquarters, appraised at more than \$170,000, is a one-story structure of red giant brick construction with a mansard roof. It is fully air conditioned, and extensive landscaping around the building was recently completed. The building is WSAC's first association-owned headquarters in its 70-year history.

STATE ASSOCIATIONS

Plan, Build Headquarters

WASHINGTON, D.C.—State associations of counties, responding to increased needs of their members, are planning and building permanent offices.

The way was led by the Association of Oregon Counties (AOC), which received a 1975 County Achievement Award for the Oregon Local Government Center Building. The center was cooperatively planned and constructed by AOC, the League of Oregon Cities and the Oregon School Boards Association.

The newest state association building is the Washington State Association of Counties headquarters first occupied June 30, 1976.

In Alabama, the Association of County Commissioners of Alabama hopes to start construction in about 45 days.

Preliminary steps are underway by the Iowa State Association of Counties (ISAC), the North Carolina Association of County Commissioners (NCACC) and the Association of Minnesota Counties (AMC).

"There is a plan in North Carolina for a joint building with the North Carolina League of Municipalities," reports Jerry Elliott, NCACC director of information.

In Minnesota, a building is still being considered by an AMC Space Needs and Building Committee. Chairman is Norman Anderson, AMC president. Other members are John McBroom and Dennis Hron. Larry Granger, acting AMC executive director, indicates that more work probably will be done on this issue later this year.

ISAC is in the process of buying land and will probably start negotiating with an architect this spring or summer. ISAC plans no special assessment of member counties to pay for the offices. "Costs will be paid out of regular county dues and other funds," reports John Torbert, ISAC information director.

Advisory Guides Issued by FAA

WASHINGTON, D.C.—The Federal Aviation Administration (FAA) has issued advisory circulars for potential applicants for types of grants made eligible under last year's amendments to the Airport Development Aid Program.

Guidance materials on applications for public use terminal space and snow removal equipment for the items may be secured by writing to the Department of Transportation, Publications Section, TAD 443.1, Washington, D.C. 20590. Ask for Advisory Circular 150/5200.23 (snow removal).

FAA is still developing guidance for applicants for land and noise compatibility purposes, purchase of noise suppression equipment, construction of physical barriers and landscaping for noise abatement.

The Alabama building has been designed to be in keeping with the colonial style architecture of the area around the state capitol, explains O.H. "Buddy" Sharpless, ACCA executive director. The association will immediately use two-thirds of the 6,600 square feet of the building which will be two blocks from the capitol in Montgomery.

The ACCA building is being financed with a four-year special assessment on the 67 Alabama counties. Sharpless explained that the property costs were \$70-\$80,000 and the building will cost approximately \$250,000. He said ACCA has had almost 100 per cent participation by the counties.

"We made this move (toward a permanent office) because it will clearly establish a center of county government in Alabama. It will be a focal point that can be identified with county government," Sharpless said.

The Washington State Association of Counties' (WSAC) 4,000-square-foot building is located a few miles east of Washington's capitol grounds in Olympia. The association purchased a 1.4 acre site on a major arterial in a growing commercial area for \$16,619. A loan for \$125,000 at 9.5 per cent interest was secured to finance construction of the building, explained Jack Rogers, WSAC executive secretary. He added that monthly mortgage payments for WSAC's new, roomier quarter are \$1,306 compared to \$1,446 rent on the old office.

The new building includes 12 offices, a reception area, a large conference room and a kitchen. Three of the offices are being leased to the County Road Administration Board, a state agency related to county road administration. WSAC plans to lease three other offices until they are needed by the association.

The Oregon Local Government Center, an award-winning building, was completed in May 1972 at a cost of \$200,000. The 10,300-square-foot facilities is on a site near the Capitol State Office Complex in Salem.

In 1973, the building was awarded the Salem Area Chamber of Commerce Award for the most attractive new building; but the functional aspects of the building have provided the three parent associations with several benefits.

First, the associations can take advantage of economies of scale in the building of meeting facilities.

Second, county officials can easily meet with officials of other local governments and vice versa. Several joint policy committees have been established.

Third, the staffs of the three associations share information and meet regularly. The associations share a number of things including a library and a reproduction-mailroom-storage facility.

Fourth, it has allowed the AOC and the League of Oregon Cities to establish a jointly administered

health insurance program for city and county employees with substantial savings in administrative costs.

Fifth, the three parent associations expanded the joint Local Government Personnel Institute to provide up-to-date information and technical assistance in the area of public personnel administration.

Ownership and management is established by a trust agreement among the three associations.

Day-to-day management of the building is provided for in a joint management agreement under which each of three association executive directors serves as building manager for a two-year term on a rotating basis.

—Margaret I. Taylor
State association liaison

SURPASSES FEDERAL

Local Spending Rate Mounts

State and local government spending has increased at a faster rate than federal government spending, according to a new report published by the Advisory Commission on Intergovernmental Relations (ACIR).

The report focuses on the shifting fiscal relationship between federal, state and local governments. It describes trends in government expenditures and revenues since the 1950s.

According to ACIR's study, overall government spending has risen from 26.5 per cent of the gross national product (GNP) in 1954 to 34.2 per cent in 1976.

State and local government spending (as a percentage of GNP) rose almost 50 per cent during this 22-year period, whereas federal spending increased only 21 per cent.

The report also states that overall government spending for domestic programs has nearly doubled since 1954 and now accounts for more than one-fourth of the gross national product. These growing domestic programs, according to the report, are financed through increased taxes and a shift in federal spending from national defense to civilian programs.

The fastest growing federal expenditures are Social Security, aid to state and local governments, public assistance payments, social welfare programs and health care costs.

For example, federal spending for Social Security has grown from 1 per cent of GNP in 1954 to 5.8 per cent of GNP in 1976.

Federal outlays for social insurance and public assistance payments increased from 50 per cent to 67 per cent of all public and private spending on income maintenance in the period 1950-1975.

Airport Noise Plan Invokes Discussion

WASHINGTON, D.C.—The Federal Aviation Administration (FAA) held a public hearing on Jan. 17 to hear comments on the Environmental Protection Agency's (EPA) proposed Airport Noise Regulatory Process.

It requires that air carrier airports develop a local noise abatement plan. The airport proprietor is given total responsibility for preparing the plan which must be coordinated with areawide and local planning programs. All abatement strategies must consider, for example, aircraft operating procedures, preferential runways, shifting operational hours or location and compatible land uses.

To ensure compliance, the proposed regulation mandates that the over 500 air carrier airports in the United States obtain amended operating certificates, after FAA approves the plan. The noise abatement plans are required of all these airports, whether or not they have a noise problem.

What does this mean for counties? As owners of almost one-third of air carrier airports in the United States, they are required to develop the plans, making sure that they are integrated with other local and regional programs, especially land use. There is no provision, however, in the proposal for any technical or financial assistance from FAA.

Clifton Moore, president of the Airport Operators Council Inc. (AOCI) testified about some of the major issues facing airport owners. Moore said that AOCI is "especially concerned that the focus of aircraft noise reduction efforts not shift from its source, the jet en-

gine . . ." This is the most critical aspect of the FAA proposal. By requiring noise abatement plans of airport owners, the airport community may think that it is the airport rather than the aircraft, that is the nuisance.

AOCI supports the DOT/FAA Aviation Noise Abatement Policy, Nov. 18, 1976, which defines responsibilities for action and establishes an FAA model noise abatement planning program to fund 25 local airport noise abatement demonstration projects. AOCI also supports the FAA approach to the problem, allows for flexible efforts to identify and act on airport community noise problems.

AOCI is not supporting EPA proposal because the DOT/FAA program simply has not had enough time to "get off the ground." The new area and it is too soon to determine whether federal requirements on airport owners are necessary, said Moore.

NACO endorses the AOCI position and is preparing a written statement detailing additional county concerns.

If you are interested in submitting a statement for the record, the docket will remain open until March 24. This is a good opportunity to share your county's experience and ideas. Please contact Sandy Speer for copies of the EPA proposal and for more information.

NACO staff is continuing work on the first "mini-management report" which will contain suggestions to counties in developing abatement programs. Information will include bibliography of federal regulations and assistance and examples of existing local programs.

share of the total federal-state-local general revenue between 1952 and 1975.

The report points out that increased reliance on federal aid, come taxes and fees and charges produced a more diversified revenue system for state and local governments than existed 20 years ago.

Federal aid, for example, is no substantial proportion of state or local revenue. Federal aid increased at an average annual rate of 14.5 per cent between 1954 and 1971. The rate of increase has slowed, however, since 1971—a fact which the report attributes to the enactment of "no strings attached" general revenue sharing in 1972.

Local governments, in particular, rely heavily on both federal and state aid. This aid now represents 43 per cent of total local general revenue compared to less than 30 per cent local revenue in 1959.

State and local tax burdens have also increased dramatically, according to the report.

State and local taxes rose from an average of 7.6 per cent of personal income in 1953 to 11.9 per cent in 1975. Nevertheless, the ACIR study points out that interstate variations in taxes are great—ranging from 9.51 per cent of income in Ohio to 15.7 per cent in New York. The average family tax burdens from federal, state and local governments increased 92.4 per cent between 1959 and 1975.

For a copy of ACIR's report, "Significant Features of Federalism 1976," write to the Advisory Commission on Intergovernmental Relations, Washington, D.C. 20575.

—Elise L. Research



Matter and Measure

The U.S. Department of Transportation (DOT) has established a special task force to study ways to encourage the use of art, good design and architecture in developing federally funded transportation projects.

In appointing the task force, former Secretary of Transportation William T. Coleman Jr. said, "A substantial portion of the capital construction funds spent in the United States go for building transportation systems. There is no reason that these systems cannot incorporate art and reflect the best in American architecture when they are designed and constructed."

DOT has published a proposed policy on the use of design, art and architecture in transportation systems in the *Federal Register* and is now requesting public comments. Under consideration by the task force will be:

- Creation of a National Advisory Board on Design, Art and Architecture in Transportation;
- Possibility of DOT assistance for incorporating aesthetic design and art work at a certain level of funding, based on a formula of a project's total budget. This assistance would apply to transportation systems which will be refurbished and modernized, and for new construction;
- Regulations for DOT grantees to follow in assuring that design, art and architecture factors in transportation systems are given due consideration;
- Grants to communities for aesthetic environmental enhancement of transportation systems on a one-to-one matching basis, where federal dollars are matched by funds from individuals, neighborhood organizations or businesses.

For details, refer to the *Federal Register*, Vol. 42, No. 16, Jan. 25, or contact Charles Ansbacher, White House Fellow, Department of Transportation, Washington, D.C. 20590, phone (202) 426-4363.

If you wish to submit comments, please send them to Marian Hankerd at NACO by March 21, so that she can forward them to DOT by their deadline.

STATE ROAD USER TAX REVENUES

States will collect about \$14.3 billion in revenue from state road-user taxes in 1976, according to Federal Highway Administration (FHWA) estimates. This is a 6 per cent increase over 1975.

State motor-fuel taxes will total about \$8.9 billion, or 63 per cent of the 1976 state road-user revenues. This is an increase of 6.8 per cent over 1975. Eleven states increased their gasoline tax rates in 1975 and 1976—Connecticut, District of Columbia, Hawaii, Idaho, Kansas, Massachusetts, Minnesota, Montana, Rhode Island, South Dakota, and Wyoming.

Motor-vehicle and motor-carrier receipts should total approximately \$5.4 billion—4.8 per cent rise from 1975.

The figures do not include tolls which are not classified as regular road-user tax receipts.

NEW NACE REP IN MINN.

The list of state associations with NACE representatives grows. The Minnesota County Highway Engineers Association has selected Ken Paulson, Morrison County highway engineer, as its representative to NACE.

Association officers for 1977 are: president, Charles J. Swanson, Washington County highway engineer; vice president, Walter F. Benson, Carlton County highway engineer; and secretary-treasurer, Donald Richards, Clay County highway engineer.



CONVERGING ON WASHINGTON—The Minnesotans were in town for the Transportation Research Board's annual meeting this January and visited with NACO's transportation team to discuss blizzards, highways, bridges and other transportation concerns. From left: Robert H. Witty, Martin County engineer; Charles J. Swanson, Washington County engineer; Don W. Richards, Clay County engineer; Gordon M. Fay, State Aid engineer, Minnesota Department of Highways.

BOR— Report Finds Users Willing to Pay

According to a recent report prepared for the Bureau of Outdoor Recreation (BOR) of the U.S. Department of the Interior, most Americans accept user fees as a reasonable method of paying for outdoor recreation activities. Many also believe that recreation services ought to be based more on "pay-as-

you-go."

The report, an "Evaluation of Public Willingness to Pay User Charges for Use of Outdoor Recreation Areas and Facilities," was prepared by Economics Research Associates (ERA) of McLean, Va.

Federal legislation in recent years has directed that government agencies base user fees on the extent of government investment; maintenance costs; public benefits likely to be realized; an expectation by the public of a requirement to pay for use of the facility; and the ease with which fees can be collected.

State and local governments were also urged to consider user fees as a source of income to counter increasing operation and maintenance costs.

For its part, BOR called for the study to develop data about current fee policies of government agencies, fee levels in public and private areas, and the public's willingness to pay

directly for recreation.

Data was obtained through a citizen survey of 800 households nationally and 240 state, city, and county recreation departments. Interviews were conducted with state, local, and federal recreation administrators and representatives of private recreation areas.

User fees won their greatest support from those over 55, with income between \$5,000 to \$9,999, and residents of rural areas. The ERA study observed, however, that "these characteristics correspond to persons with low rates of participation (non-users)."

Although a majority in all cases, reduced support appeared among the young, high income, and college educated groups. "Often these characteristics corresponded to persons with high rates of participation (users)," said ERA.

When the demographic factors were



Herringer

ble: the number of cars available for service at the beginning of the day, the number of riders, and so on. It's quite different.

"My attitudes? If I were to go back to a job like the UMTA job, it would be with a much greater appreciation for what actually goes on in transit property, and the pressures..."

"What's the goal of an urban transit system? Is it to move the greatest number of people at the lowest possible cost?"

"I think it's much more complex than that. It's moving the people who want to be moved and who need

to be moved. You've got to consider the social dimension, since it is a public service being supported by tax dollars. There is an extra emphasis, and there should be an extra emphasis, on transportation of the disadvantaged—people who are dependent on mass transit and don't have an alternative. To the extent that you focus on them and try to provide a service for them, you're not necessarily trying to serve the bulk and you're not basing decisions on cost alone."

"Given today's concern about the cities, where do you see transportation fitting in among urban priorities, and what kinds of solutions can it bring to urban problems?"

"I don't see urban mass transportation by itself as a solver of problems—it's really a means, rather than an end. I think one of the misconceptions about urban transportation is that it's expected to do too much in terms of improving the quality of life in the cities. When I was UMTA administrator, I would hear people say, 'If we could only get this mass transportation system, all of our problems would be solved. It would revitalize our downtown, our people would be able to move in and out, it would solve our racial problems'—it doesn't work that way. A city has to decide what kind of a city it wants to be, then it has to set a variety of forces in motion—one of which is urban transportation."

Through that process, you'll get a priority assigned to urban transportation. You can't look at urban transportation, or schools, or hospitals, and rank them in some sort of priority order and say, well, urban transportation is second. It's an important ingredient, but first a city has to decide what it wants to do with, say land use and densities... If an urban area decides that it's going to preserve its downtown and end congestion and reduce pollution, then it's got to do more than just provide a reliable, convenient, urban transportation system to achieve those goals.

Nowhere in the world has an urban transportation system in and of itself really achieved those goals. You've also got to take steps directly against the automobile—tolls on bridges, auto-free zones, and so on."

"What about a national transportation policy?"

"... One of the difficulties... in establishing national transportation policy in any definitive way gets back to what I said earlier about transportation as a means and not an end in itself. It's very difficult to sit down at a desk and write out a national transportation policy, when we don't have things like a national urban policy or a national growth policy. These are almost necessities before you can develop any rational transportation policy."

correlated with the number of activities in which people participated, a majority continued to support user charges. As perhaps expected, the greatest support, nearly 77 per cent, came from those people not utilizing recreation services or facilities.

The range of support was a high of 66.8 per cent for those participating in one or two activities, to a low of 51.5 per cent for people in six to eight activities, according to the report.

Those who said that users should not have to pay charges argued they had already paid enough in taxes to support recreation. Another reason, noted ERA, was the "public good" element of recreation, that it is for everyone and that "some could not afford to go." A few reasoned that taxes were an easier, more convenient way of paying for recreation.

Approximately 70 per cent of the respondents believed that fees for

public recreation areas should rest below those of private areas. Another 24 per cent said fees should be equal, while a surprising 6 per cent said public fees ought to be higher.

More specifically, the survey's respondents were questioned about the fee they last paid and what they would be willing to pay for recreation activities at both public and private recreation areas. The study's "results generally showed that participants would be willing to pay significantly higher user fees at public areas for all activities." There was less willingness to pay higher charges for private recreation services.

Copies of the study are on sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is 024-016-00087-1. The price is \$1.10.

Cooperating to Shut Open Dumps

Cache County, in northern Utah, is composed of a valley—13 miles wide and 58 miles long—some 25 miles of which extend into southern Idaho. The valley itself is completely surrounded by mountains extending to a maximum of 3,200 feet above the valley floor. The mountains, grass, trees, streams and rivers, and the clear air all combine to produce magnificent and inspiring scenery.

Cache (pronounced Cash) County occupies some 60 per cent of the valley area, consists of 19 communities, and has a population of 52,000.

Almost since the first pioneers entered the valley in 1856, there had been little advancement in the proper disposal of solid wastes. The most common practice was to dump wastes into the nearest deep ravine where an open burning fire would consume the burnable materials. At one time, there were 17 open burning dumps within the county boundaries.

Other common practices consisted of burning in back yards, dumping in streams and sloughs, and dumping along county roads and in vacant lots. These practices passed from generation to generation.

Consequently, air, water, and soil pollution became severe as population increased. The high mountain ranges frequently created extensive air inversions, which intensified the smoke, odors, and irritating substances in the atmosphere. Solving these problems became increasingly difficult since intercounty and interstate jurisdictions were involved. Also, a certain degree of apathy existed, coupled with a disinterest for persons living in an adjoining county or state.

The problems were further intensified by the fact that only one community (the city of Logan) was sufficiently large enough to purchase the necessary equipment and maintain a suitable disposal program. Many of the communities have less than 1,300 citizens, and were unable to afford disposal equipment on their own.

SOLUTIONS PLANNED

At the beginning of this decade, the problems of solid waste management became so demanding that the county was forced to take some action. A group of concerned mayors of Cache County, under the leadership of the Cache County Commission and advice of engineers and consultants of Utah State University, formed a committee in 1970 to explore the possibilities of combining efforts to implement a reasonable but effective solid waste program.

Utah's state legislature had enacted the Interlocal Cooperation Act of 1965 which allowed local governmental agencies to cooperate in programs of mutual advantage and interest. Under the leadership of the county commission, the Cache County Service Area #1 was formed with the county commission designated as the governing body. All communities were invited to sign the interlocal agreement to join the



organization for the purpose of solid waste collection and disposal.

There were 17 open burning garbage dumps in the county with one partially approved sanitary landfill operating in Logan. It soon became evident that everyone wanted the garbage picked up, but no one wanted the solid waste put down again, especially if it was put anywhere near them.

In June 1973, a landfill site selection committee was organized with personnel from the department of environmental engineering, Utah State University, to select a suitable site for a county operation. Four sites were tentatively recommended but further investigation eliminated each one due to water table, proximity to residential areas, etc. Only the city of Logan's landfill site came within the purposes of the county program. Logan was the only community with the expertise and the financial ability to develop the program and make it operational. However, many of Logan's citizens rejected the use of their landfill for a county operation. By September 1973 a serious impasse had developed.

IMPASSE BROKEN

Up until the election year of 1973, any kind of an agreement between Logan and the surrounding communities or the Cache County Commission was impossible to reach. On Jan. 7, 1974, a new Logan mayor, Desmond Anderson, and a commissioner, Ned Gines, took office. The new city commission was anxious to make the environmental life more acceptable and enjoyable, and to find a constructive approach to their solid waste problem.

Negotiations were immediately reopened for Logan to participate in

the Cache County Service Area #1 for the collection and disposal of solid waste for the county. Three major decisions were initiated by the new mayor and city commission of Logan: (1) that Logan participate and permit the use of its landfill for county-wide purposes; (2) that the county acquire a 36-acre tract of land immediately adjacent to the existing landfill and contribute it to landfill purposes; and (3) that Logan become the contractor for the entire project.

As negotiations proceeded, refinements occurred in the interlocal agreements and other contracts. Logan became the contractor and purchased an \$80,000 trash-master compactor, ordered new trucks and equipment, and began work with the Utah State Division of Health for complete approval of the landfill site area.

CONTRACT REACHED

Before the program could actually become functional, many contracts and agreements had to be finalized. The Cache County Commission had established the service area as a legal entity, but now 80 per cent of the communities must adopt their own solid waste ordinances and legally contract with the service area for the services. Also, a contract between Logan, as contractor, and Cache County, as contractee, needed to be developed and signed.

Each of the contracts were then reviewed by the Utah attorney general. Final approval was received in June 1974.

From the initial negotiation through contractual adoptions, the primary objectives of establishing a complete solid waste program at a minimum cost was uppermost in mind. Cache desired a program that would be as convenient and accessible to the citizen as possible, that would encourage homeowners to keep their yards and premises clean; a landfill capable of handling all solid waste generated in the county, all the open dumps cleaned up and covered, the elimination of all burning, a house-to-house once-a-week collection, and all at a two-dollar fee per month per single family dwelling with comparable fees for commercial establishments.

By September 1974, the program was operating in 18 of the 19 communities and in all of the unincor-

EPA Proposed Rule Making

In a Jan. 24 *County News* article entitled "EPA Developing Guides," notice of proposed rule making, rather than guidelines, for Subtitle D of the Resource Conservation and Recovery Act of 1976, was announced.

The Environmental Protection Agency will announce proposed rule making for this Subtitle D in the near future.

working together to make their waste data more readily available. Membership in NAWDEX is voluntary and open to all water-related organizations.

"Although a vast amount of water data is being collected," Edwards said, "data users are often faced with the problem of not knowing if the data they need already exist or can be obtained."

For services or additional information, contact: NAWDEX, U.S. Geological Survey, 421 National Center, Reston, Va. 22092. Telephone: (703) 860-6031.

porated areas of Cache County. The one remaining community was to enter the program a year later. Collection services were established on a house-to-house once-a-week service; commercial establishments vary from once-a-week to twice-a-day depending on the need of the business. Two flat-bed trucks are used to respond to requests for the removal of dead animals (from dogs to cows and horses), junk cars, tree limbs, yard cleanings, and items not handled by the regular packer trucks.

SUCCESS STORY

The overall program has been regarded as very successful. All open burning of solid waste has been eliminated in compliance with Utah state and EPA regulations. Each of the 14,600 single family dwellings and

795 commercial businesses are now being collected on a regular schedule. The old dumps have all been closed and covered. Only one sanitary landfill now operates, and it is capable of handling any type of solid waste generated in the county. And most important of all is the strong feeling of cooperation and mutual interest that has developed among residents and officials in the county.

For further information contact: Commissioner Ted Karren, Cache County, 160 North Main, Logan, Utah 84321; Roger L. Stephens, Manager, Department of Environmental Health and Solid Waste, 61 West First North, Logan, Utah 84321; and Thomas J. Bulger, Solid Waste Project Director, National Association of Counties, 1735 New York Avenue, N.W., Washington, D.C. 20006.

—Thomas J. Bulger

EPA Sets Hearings on Solid Waste Law

CALENDAR OF REGIONAL PUBLIC DISCUSSIONS

REGION I Boston	Feb. 25 Sheraton-Lincoln Inn Worcester, Mass. (Session begins at 1 p.m.)
	Feb. 26 (Saturday) Ramada Inn Concord, N.H. (Session begins at 1 p.m.)
REGION II New York	Feb. 23 Americana City Squire 52nd St. and 7th Ave., New York, N.Y. (Session begins: 9 a.m.-3 p.m., primarily hazardous waste, 4-7 p.m., entire Solid Waste Act)
REGION III Philadelphia	Feb. 17-18 Colony House-Executive Motor Inn 1115 N. 11th St., Richmond, Va. (Evening session—Feb. 17—7 p.m., followed by a repeat morning session—Feb. 18—9 a.m.)
REGION IV Atlanta	Feb. 23-24 Sheraton Biltmore 817 W. Peachtree N.E., Atlanta, Ga. (Evening session—Feb. 23—7 p.m., followed by a repeat morning session—Feb. 24—8:30 a.m.)
REGION V Chicago	March 21-22 Holiday Inn O'Hare/Kennedy Expressway Chicago, Ill. (Evening session—March 21—7 p.m., followed by a repeat morning session—March 22—9 a.m.)
REGION VI Dallas	March 9-9 First International Building 1201 Elm St., 29th Floor, Dallas, Tex. (Evening session—March 9—7 p.m., followed by a repeat morning session—March 9—9 a.m.)
REGION VII Kansas City	Feb. 15-16 Hilton Inn Plaza 45th and Main St., Kansas City, Mo. (Evening session—Feb. 15—7 p.m., followed by a repeat morning session—Feb. 16—9 a.m.)
REGION VIII Denver	March 3 Main Library 1357 Broadway, Denver, Colo. (Session from 8:30 a.m.-12:30 p.m.)
	March 4 Hilton Hotel 150 West South 5th St. Salt Lake City, Utah (Session 8:30 a.m.-12:30 p.m.)
REGION IX San Francisco	Feb. 10-11 Holiday Inn Union Square, 480 Sutter St. San Francisco, Calif. (Evening session—Feb. 10—7 p.m., followed by a repeat morning session—Feb. 11—9 a.m.)
REGION X Seattle	March 17-18 Seattle Center Seattle, Wash. (Evening session—Feb. 17—7 p.m., followed by a repeat morning session—Feb. 18—9 a.m.)

Copies of the Resource Conservation and Recovery Act of 1976 may be obtained from NAWDEX. Additional information concerning EPA's regional meetings may be obtained

from EPA's regional offices. Specific comments or questions concerning regulations, currently being developed by EPA, should be directed to: Thomas J. Bulger, Solid Waste Project, 1735 New York Ave., N.W., Washington, D.C. 20006, (202) 785-9577.

Water Data Becomes More Available

WASHINGTON, D.C.—A new service, the National Water Data Exchange (NAWDEX), has been established to provide local assistance to governmental agencies and the public in identifying, locating, and acquiring available water data, the U.S. Geological Survey (USGS), Department of the Interior, announced.

Centrally managed by a program office at the USGS National Center, Reston, Va., NAWDEX now provides local services through a national network of 51 local assistance centers located in 45 states and

Puerto Rico. These centers, linked by computer terminals, provide rapid access to information about the availability of more than 1 billion measurements of streamflow, ground-water levels, sediment discharges and the quality of surface and ground waters for thousands of stations operated by more than 300 organizations across the country.

M.D. Edwards, USGS hydrologist, Reston, Va., and manager of the NAWDEX program office, said, "NAWDEX is a growing confederation of federal, state, local and private water-resources organizations

WRD Conference Highlights

Continued from page 1

chaired by Breckinridge, focused on the rural housing and development needs of the nation's rural areas (see story, page 2).

County officials from the 13 western states of the NACo Western Region were joined at the three-day conference by officials from 10 other states.

Major addresses were given by NACo Executive Director Bernard F. Hillenbrand, and Los Angeles County Supervisor James Hayes.

Hillenbrand told county officials that President Carter understands the problems and listens to the position of county government. He described the current relationship of the counties to Carter as "all aces."

A recent example of this, he said, is Mr. Carter's call on his Cabinet to take a close look at the large number of rule and regulation writers in the federal government. (This had been recommended to Carter in a December meeting by a representative of

NACo—Lynn Cutler, supervisor of Black Hawk County, Iowa).

Hillenbrand added that the changes in members of Congress are a "golden opportunity" for new understanding of county government by Congress.

He challenged county officials to increase their efforts to: inform and thank congressional leaders; increase NACo membership and membership in state associations of counties; inform the public more accurately through the press; educate the education community so that teaching of county government is complete and accurate; and be proud of county government and its role.

Los Angeles County Supervisor James Hayes told the conference that county action could cut energy consumption as much as 20 per cent.

He based his calculations on an eight point "Blueprint for Energy" (see story, page 1).

Highlights of the annual Western Region District business meeting included election of the following officers: president-elect, Jack Pettiti, commissioner of Clark County, Nev.; 1st vice president-elect, Jim Brockway, commissioner of Bonner County, Idaho; and 2nd vice president-elect, John Carlson, borough mayor of Fairbanks-North Star, Alaska. The new officers will take office at NACo's annual meeting in July.

During the business session, delegates approved the following resolutions:

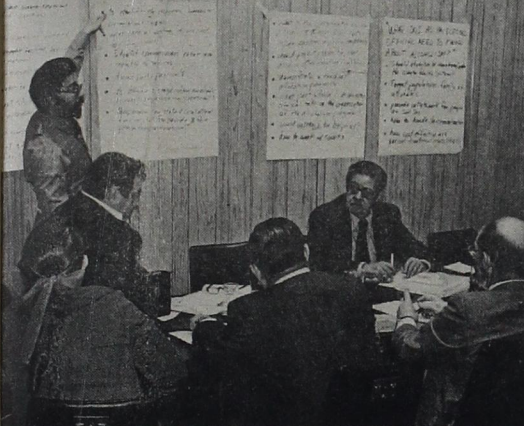
- Support for a merger between the Western Region District and the Interstate Association of Public Land Counties;
- Support for the payments-in-lieu appropriation;
- Support for Mineral Leasing Act loans;
- Support for federal land planning consistency;
- Support for a state "pass through" of mineral leasing funds;
- Support for state jurisdiction of non-Indian lands located within Indian reservations;
- Support for local input in federal energy siting decisions;
- Support for a national mineral land designation process; and
- Support for federal reimbursement for the medical costs of illegal aliens.

During the conference, the NACo Board of Directors also met and adopted a resolution urging the Administration and Congress to extend and adequately fund the Countercyclical Antirecession Grant Program. (Countercyclical grants go to areas with high unemployment and stop if unemployment drops.)

Workshops and panel discussions concentrated on public lands, energy, health, taxation and finance and employment issues.



(A)



(B)

(A)—Bernie Hillenbrand, NACo executive director, who just addressed delegates at the Western Region Conference, is seen discussing some of NACo's plans for 1977. Hillenbrand proposed an 8-point program to increase, not conserve, county "energy" in efforts to improve county government throughout the nation.

(B)—County officials are seen here at one of the conference workshops. In this workshop, NACo staffer Mike Benjamin points out some of the problems counties face in providing alcoholism program services.

(C)—Gene Taylor, left, of the Wyoming Association of Counties, and Dale Sowards, right, WRD president, presented a pair of cowboy boots to Jim Evans, NACo Western Region representative, for his efforts on the payments-in-lieu of taxes legislation. Evans promised to wear them out on Capitol Hill during the appropriation battle.

(D)—Some of the recently elected county officials attended a workshop for new county commissioners. Some of the Western states have experienced a 40 per cent turnover in elected board members so NACo has kicked off a series of workshops designed to brief new officials on the county role in the federal system.



(C)



(D)

13(c) Proposals Raise Issues for Counties

Continued from page 3

such a process, similar to that followed in the environmental impact assessment, the applicant could state that the project would not worsen the condition of employees. The Secretary could then certify the project if he approved the applicant's statement. The law itself provides sufficient protection for any employee who might, nevertheless, find his conditions worsened, to seek fair redress. The negative declaration concept is particularly appropriate in regard to section 5 formula grants. Section 5 is a form of special revenue sharing. The manner in which the funds are normally administered does not permit a real "audit trail." It is, therefore, not possible to clearly determine whether Urban Mass Transportation Act funds have any particular impact on given employees.

The guidelines ignore the uncertainty regarding applicability of 13(c) to paratransit. The Department of Transportation (DOT) published a paratransit policy statement in the

Federal Register of Oct. 20, 1976. That policy exempted taxi and special non-profit or other paratransit operations from 13(c) if their UMTA-funded service was provided only incidentally to their main business. DOT employees have stated publicly that DOT does not have the authority to waive 13(c); however, the DOT policy remains the only official published statement enunciating a federal position on paratransit. Uncertainty around this issue is inhibiting the expansion of needed paratransit service for groups such as the handicapped and the elderly. Application of the level of "protections" currently common to 13(c) arrangements would likely prevent public agencies from expanding significantly those needed services.

There are a number of other shortcomings in the proposal:

- The guidelines formalize the practice of referring transit applications to international labor unions. The law does not require this administrative practice.

- The guidelines repeatedly refer to "negotiations" and "agreements."

The law simply requires that the Secretary of Labor determine whether or not "fair and equitable arrangements are made." It does not suggest the need for "negotiations" or "agreements."

- Although there is to be a time limit on "negotiations," that limit is to be set by the Secretary of Labor and is not specified in the proposed guidelines.

- The guidelines propose that if it is determined that the applicant and the labor organization(s) cannot reach agreement, the Secretary has two options: he can establish protective terms and conditions for certification, or, "if the applicant has not negotiated in good faith," he can refuse to certify. Whether or not the applicant has negotiated "in good faith" is a highly subjective determination, and is a kind of determination that the law does not require.

The option of refusing certification is unnecessary if the secretary can determine fair and equitable arrangements. The only purpose for giving him the option of refusing certification is to force "negotiations" where the applicant may find it not

in the public interest to negotiate and where the law does not require negotiations.

- The guidelines require that the Secretary set forth protective terms where there is no labor organization representing employees, and that he afford the same level of protections to non-union employees as to union employees. The latter requirement implies that some standard levels of protection will be adopted. Standard arrangements have proven unacceptable.

- In describing terms for re-certification of an existing 13(c) arrangement, there is no specified time by which the Secretary of Labor must notify the parties of his intent to re-certify. Notification should occur "immediately." Parties are given 30 days from notification to object to re-certification. Twenty days should be sufficient.

- If a labor organization objects to re-certification on the basis of an existing 13(c) arrangement, the Secretary will "determine appropriate action." Alternative language suggested by the American Public Transit Association is more

appropriate. It would require the Secretary to "rule promptly on the objection," suggesting that he might overrule the objection. Failure of DOT to amend the guidelines with that language suggests a presupposition that any objection will be considered valid.

NACo's 13(c) Task Force Chairman Pete Schabarum has urged counties to comment on the proposed guidelines. "Transit workers are already the highest paid workers in the public sector," Schabarum said. "They are paid more than schoolteachers, firemen and policemen. How much can the public afford?" Schabarum asked. "Although it's impossible to prove a direct correlation between 13(c) and these facts, it's time we all express our views on the need to hold the line," he concluded.

Comments on the proposed guidelines are due in writing to the Department of Labor by March 4. Copies can be obtained from NACo or may be found in the Jan. 18 *Federal Register*, pages 3319 to 3321. Please send a copy of your comments to Schabarum at NACo.



FOUR YEAR SETTLEMENT—The proposed 1977 to 1980 contract agreement between the Civil Services Employees Association (CSEA) and Suffolk County, N.Y., would affect some 7,000 employees and would be the first time a four year settlement was tentatively approved in any major municipality in the state. County Executive John V.N. Klein, left at the head of the table, and CSEA President James Corbin, right, signed the proposed contract at a special meeting in Hauppauge on Jan. 10. The contract, which was approved by the CSEA membership on Jan. 28, must now be approved by the county legislature.

Community Project Fights Alcoholism

SAN PATRICIO COUNTY, Tex.—“By sharing community resources, we are able to provide our clients with a total system of care,” says Leonard Cantu, project director, Alcoholism Services Project, for the county.

“The disease of alcoholism brings our clients to our attention,” he adds, “but the combination of alcoholism treatment, job assistance, housing, medical care, and other services helps them return to their communities as healthy, sober people.”

The Alcoholism Services Project, sponsored by the Community Action Agency (CAA) of San Patricio County, provides alcoholism treatment services to any county resident needing help.

“We recognize that alcoholism contributes to the conditions of poverty,” notes Pedro Rodriguez, CAA executive director, “so we have integrated alcoholism treatment services with the comprehensive human service programs of CAA.”

The project offers county residents outreach, counseling, referral and follow-up services, as well as training seminars in alcoholism education and awareness. Clients are referred to the project from the state hospital, courts, the probation department and other social service agencies.

“The Alcoholism Services Project staff takes care of the total needs of the patients I refer to them,” says Ed Hahn, aftercare coordinator of the alcoholism unit of San Antonio State Hospital. “They not only help clients maintain their sobriety, but they also transport them to other community agencies—to find jobs, housing and medical care.”

“San Patricio County is a rural community and transportation can be a major barrier for many of our clients,” says Cantu. “Our staff goes out into the county to bring treatment services to the alcoholic and his family. We conduct counseling sessions in our office, but most sessions are held in the client’s home or in local churches.”

Since 85 per cent of our clients are Mexican Americans, our staff speaks both Spanish and English. We believe that our bilingual abilities strengthen the mutual trust and communication necessary for effective treatment outcomes,” adds Cantu.

The CAA alcoholism project also

works closely with the county court and conducts alcoholism education and awareness classes in both Spanish and English for offenders convicted of driving while intoxicated (DWI). The sessions are held at night in the courthouse.

The project is funded at \$40,000 from July 1, 1976 through June 30, by the Texas Commission on Alcoholism, with the county contributing \$17,000 in-kind match.

“We recently began using federal funds to expand treatment resources. Eligible clients are now able to utilize both a residential treatment center and a halfway house, as treatment costs are reimbursable by Title XX,” says Cantu.

For more information on Alcoholism Services Project, San Patricio County, contact Jacqueline Rosenberg, NACo Alcoholism and Alcohol Abuse Program.

Califano Fills HEW Positions

WASHINGTON, D.C.—HEW Secretary Joseph A. Califano has appointed the following people to key posts in the department of Health, Education and Welfare:

- Hale Champion, financial vice president of Harvard University, to be undersecretary (the number two spot).

- Arabella Martinez, social program manager and consultant to Oakland, Calif., and Washington, D.C., as assistant secretary for human development.

- Henry Aaron, economist and senior fellow at the Brookings Institution, a Washington based research organization, as assistant secretary for planning and evaluation.

- Eileen Shanahan, economics reporter for the New York Times (Washington Bureau) as assistant secretary for public affairs.

- Mary Berry, chancellor of the University of Colorado in Boulder, as assistant secretary for education.

As of this writing, Dick Warden, legislative representative for the United Auto Workers, is the leading candidate for the assistant secretary for legislation spot. Dr. Lester Breslow, dean of the UCLA School of Public Health, is in contention for the assistant secretary for health position.

FAIRFAX EXPERIENCE

Reins Tighten on CAA's

FAIRFAX COUNTY, Va.—As the first generation of federally funded community action programs mature, some local governments are moving to ensure that a second generation of these programs come under tighter community control.

Fairfax County is one such locality. In 1975, the county took advantage of a federal guideline that permitted it to “opt” out of the Washington, D.C. metropolitan-wide community action effort and create its own public community action agency. Then, late last year, the county’s Community Action Agency (CAA) administering board used an “open bid” approach in granting funds to local community groups to deliver specific social services to the poor.

While the open bid process had been used in contracting for services in other fields, it was the first time that Fairfax County had used this approach in distributing federal dollars matched by local funds through the Community Services Administration (CSA), formerly the Office of Economic Opportunity. CSA provides assistance to communities in carrying out anti-poverty programs.

Social service contracting “holds a lot of promise in better performance” of service delivery, said Fairfax Supervisor Jim Scott, but, he maintained, the politics involved in wrest-

ling away power from entrenched community action groups can be difficult.

The impetus to move to a public community action agency arose from general dissatisfaction with the performance of the two community groups that had provided anti-poverty services to the county for the past decade, county staffers explained.

Scott noted that Fairfax “had more difficulty than we should have had in ensuring performance” from the two CAAs. The two organizations, said Scott, had become “operating monoliths.”

After creating the public CAA, the board of supervisors then decided the best way to judge which community groups were able to effectively deliver services was to set up “competition” between them.

It was only a short step to the concept of “open bidding,” and the board of supervisors delegated the CAA administering board the responsibility for contracting out services. The administering board, consisting of 21 people, is represented equally among the poor, public officials and community groups.

The administering board, aided by the county’s purchasing department, called for bids and then awarded contracts to five community groups (these included the two former community action groups). Although the

bidding process went fairly smoothly, county staffers said, the county is considering moving to grant future requests to cut down on the legal paperwork involved with purchasing bids.

The county is monitoring the delivery of social services through monthly reports from the funded community groups and on-site visits from administering board members. Some effort has also gone into the creation of a management information system to collect detailed information on the clientele receiving social services.

To date, county officials appear satisfied with the open bidding process. The county “finally bit the bullet,” said Scott, and took action to become accountable for the social services it provided.

Scott pointed out that an attempted change in the designation of a CAA, or movement toward a new type of social service contracting, can be a good test of the effectiveness of the existing CAA. If it is effective in meeting the needs of the community, Scott said, the impending change will be met with loud cries from the CAA and the community.

However, he continued, if the delivery system is not very effective, the screams from the agency will be matched in intensity by silence from the community, and the county should have no problem “seeing the fire through the smoke.”

Labor Relations Handbook for County Officials

Available now from the National Association of Counties

The **Labor Relations Handbook for County Officials**, written by Charles Mulcahy, former chairman of NACo’s Labor-Management Steering Committee and currently NACo’s legal advisor for Labor Relations, is a “how-to” manual for elected and appointed county officials.

The **Handbook** will give both experienced and inexperienced county officials a sound understanding of management’s role in the collective bargaining process.

The **Labor Relations Handbook** is an updated version of NACo’s “County Labor Relations Casebook.” It contains the same material as the Casebook, with the addition of a chapter, “Trends in Labor Relations in the Public Sector, which discusses Ability to Pay Arguments, Productivity and Job Actions by County Employees.

Chapters in the **Handbook** include:

- Dealing with a Union Organization Campaign
- Structuring for Bargaining
- Preparation for Bargaining
- Costing the Economic Package
- Meeting the County Employees’ Strike
- Complaints, Grievances and Grievance Arbitration
- Contract Language
- Methods of Resolving Impasses

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1735 New York Ave. N.W.
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Please send to:

County Bulletin Board

Coming Events

Please Clip and Save for Easy Reference to NACo Happenings

Feb. 9-11—NACE Research Conference, Hyatt Regency, Phoenix, Ariz. Marian Hankerd, (202) 785-9577.

Feb. 13-15—Michigan Association of Counties, legislative workshop, Hilton Inn, Lansing, A. Barry McGuire, executive director, 517-372-5374.

Feb. 16-18—Association of County Commissions of Alabama, county government officials conference, Jovann Motel, Auburn, O.H. "Buddy" Sharpless, executive director, 205-263-7594.

Feb. 22-24—The Association of Minnesota Counties, legislative assembly, Holiday Inn, St. Paul. Larry Granger, acting executive director, 612-222-5821.

Feb. 23-24—Montana Association of Counties, mid-winter meeting, Helena, Dean Zinnecker, executive director, 406-442-5209.

March 1—Tennessee County Services Association, local government day, Hyatt Regency, Nashville. Ralph J. Harris, executive director, 615-242-5591.

March 6-8—West Virginia Association of County Officials, annual legislative meeting, Daniel Boone Hotel, Charleston. Gene Elkins, executive director, 304-346-0592.

March 10-12—State Association of County Commissioners of Florida, mid-year conference, Holiday Inn Tampa-Central, Tampa, E.R. "Eddie" Hafner, executive director, 904-224-3148.

March 13-15—Police Jury Association of Louisiana, annual convention, Civic Center, Shreveport. James T. Hays, executive secretary, 504-343-2835.

March 16-18—West Texas County Judges and Commissioners Association, annual conference, Midland-Hilton Inn, Midland, Dick Andersen, president, Tarrant County Commissioner, Ft. Worth.

March 20-23—Legislative Conference, Hilton, Washington, D.C. Alicann Fritschler, (202) 785-9577.

March 30-31 and April 1—Utah Association of Counties, annual convention, Hilton Hotel, Salt Lake. Jack Tanner, executive director, 801-359-3332.

April 14-15—Tennessee County Services Association, highway conference in conjunction with the University of Tennessee, Knoxville. Ralph J. Harris, executive director, 615-242-5591.

April 17-20—New York State Association of Counties, spring seminar, Hotel Grossinger, Liberty. Edwin Crawford, executive director, 518-465-1473.

April 20-21—Iowa State Association of Counties, spring school of instruction, Johnny and Kay's Hyatt House, Des Moines. Donald Cleveland, executive director, 515-244-7181.

April 24-25—Aging Conference, Radisson Muehlebach, Kansas City. Mo. Elizabeth Rott, (202) 785-9577.

April 24-26—Association County Commissioners of Georgia, annual convention, Hilton Hotel, Atlanta. Hill Healan, executive director, 404-522-5022.

May 1-4—NARC Conference, San Antonio, Tex. Terry Schutten, (202) 785-9577.

May 5-7—New Mexico Association of Counties, annual meeting, Holiday Inn, Las Cruces. Philip Larraigoite, executive director, 505-983-2101.

May 18-20—Labor Relations Conference, Marc Plaza, Milwaukee, Wis. Gary Mann, (202) 785-9577.

May 22-25—National Assembly on the Jail Crisis, Kansas City, Mo. Nancy Levinson, (202) 785-9577.

June 1-3—North and East Texas County Judges and Commissioners Association, annual conference, Knights Inn, Waco. Harold Harris, president, Bell County Judge, Belton.

June 8-10—Aging Conference, Del Coronado, San Diego, Calif. Elizabeth Rott, (202) 785-9577.

June 14-17—Washington State Association of County Auditors and Treasurers, joint annual meeting, Thunderbird Inn, Wenatchee. Lyle T. Watson, executive director, Washington Association of County Officials, 206-943-1812.

June 16-18—Association of County Commissions of Alabama, 49th annual convention, Sheraton, Mobile. O.H. "Buddy" Sharpless, executive director, 205-263-7594.

June 21-24—Washington State Association of Counties, annual conference, Wenatchee Thunderbird, Wenatchee. Jack Rogers, executive director, 206-491-7100.

June 22-24—Hawaii State Association of Counties, mid-year meeting, Maui. Burt Tuschia, president, 808-245-4771.

June 26-30—Pennsylvania State Association of County Commissioners, annual meeting, Host Farm, Lancaster County. Jack Minnich, executive director, 717-232-7554.

June 29-30 and July 1—New Jersey Association of Chosen Freeholders, annual meeting, Howard Johnson Hotel-Motel, Atlantic City. Jack Lamping, executive vice president, 609-394-3467.

July 7-9—Mississippi Association of Supervisors, annual meeting, Sheraton Biloxi. Contact Lynn Callender, 601-353-2471.

July 12-15—Washington State Association of County Clerks, annual meeting, Hanford House, Richland. Lyle T. Watson, executive director, Washington Association of County Officials, 206-943-1812.

July 13-15—South Texas County Judges and Commissioners Association, annual meeting, Columbia Lakes Conference Center, West Columbia. John Gayle Jr., Brazoria County Commissioner, Angleton.

July 23-27—NACo Annual Conference, Detroit, Mich. Rod Kendig, (202) 785-9577.

July 28-30—Mississippi Chancery Clerks' Association, annual meeting, Ramada Inn, Tupelo. Jerry Lee Clayton, president, Box 1785, Tupelo 38801.

Job Opportunities

Equal Opportunity Management Director, San Diego County, Calif. Salary \$24,348-\$29,592. Seeking experienced administrator to direct equal opportunity activities. Requires three years management experience. Experience in E.E.O., contract compliance, fair housing marketing, personnel administration, labor relations desirable. Apply to Personnel Department, 1375 Pacific Highway, San Diego, Calif. 92101, (714) 236-2191. Deadline Feb. 17.

Chief, Planning Division, Pasco County, Fla. Salary in high teens. Direct and coordinate technical planning program for suburban county with 140,000 population. Requires master's in planning or related field plus three years experience, with two years managerial experience. Resume and salary history to Personnel Administrator, P.O. Drawer 609, Port Richey, Fla. 33568.

208 Project Director, Maumee Valley Resource Conservation, Development and Planning Organization, Defiance, Ohio. Salary negotiable, qualified person to be responsible for a 208 Water Quality Plan in a predominantly rural area; require bachelors degree in related field plus three years experience. Send resume to Byron Thompson, Project Coordinator, MVRCDAPO, 1012 Ralston Avenue, Defiance, Ohio 43512, (419) 782-4548.

Health Officer, Frederick County, Md. Salary \$33,577 to \$37,728. Directs County Health Department and serves as deputy state health officer.

Region 5 Federal Aid Briefing

February 28 and March 1
Marriott Motor Hotel (O'Hare)
Chicago, Illinois

Will include sessions on:

- Federal Dollar Return to Great Lake States
- Workshop for New Intergovernmental Coordinators
- LEAA
- HUD
- EPA
- Public Works
- Indirect Cost Allocations (HEW)

For hotel reservations, call (312) 693-4444 and identify yourself as attending the NACo CIC Federal Aid Briefing. For further information contact Bill Baron, President of Region V, NACo Intergovernmental Coordinators, and Manager, Program Development, Lake County, 18 North County Street, Waukegan, Ill. (312) 689-6655.

for county of 100,000. Staff of 88, budget of \$1.3 million. Requires M.D., specialty certification, four years experience in a hospital or public health program at the administrative level, ability to obtain Maryland license; M.P.H. preferred. Contact County Health Department, Winchester Hall, 12 East Church St., Frederick, Md. 21701. Deadline March 15.

Administrative Coordinator, Eau Claire County, Wis. Salary \$18,000 to \$24,000. Responsible for budget preparation and implementation, coordination of activities of 15 departments; 600 employees, \$21 million budget. Degree in finance or public administration plus five years experience in government administration, preferably at county level. Contact Personnel Director, Courthouse, Eau Claire, Wis. 54701, (715) 839-4710. Deadline Feb. 15.

Jail Administrator, Burlington County, N.J. Responsible for administration of both maximum and minimum security facilities, reports to Board of Freeholders. 80 employees, \$500,000 budget. Administrative and corrections experience desirable. Resume and salary information to Charles T. Juliana, Clerk Administrator, 49 Rancocas Road, Mt. Holly, N.J. 08060.

Personnel Generalist, city of Lincoln, Neb. Salary \$15,433-\$19,645. Working knowledge of merit system operation, classification and pay administration, experience dealing with departmental officials desirable. Requires degree in appropriate field with considerable experience in personnel management in public sector. Resume

to Personnel Director, 555 South 10th, Lincoln, Neb. 68508. E.O.E.

Supervisor of Accounts, Gaston County, N.C. Salary \$17,184 to \$21,792. Reviews effectiveness of controls, inspects financial and tax records, and operates accounting computer system. Requires extensive knowledge of governmental finance operations, advanced degree work in business administration, and one year data processing experience in government; or bachelors degree and three years experience. Must have valid CPA. Resume to Employment and Training Department, Box 1578, Gastonia, N.C. 28052. E.O.E.

County Administrator, Isle of Wight County, Va. Salary negotiable. Requires competent knowledge of principles of public administration, with regards to county government; special emphasis on budget preparation and administration. Budget \$8.5 million, 23 employees. Send resume with salary requirements to Board of Supervisors, Courthouse, Isle of Wight, Va. 23397. Deadline March 1.

County Coordinator, Benton County, Minn. Salary \$10,000 to \$13,000. Responsible for planning, zoning administration; serves as personnel officer. Supervises 3 or more employees; reports to board of commissioners. Education and/or experience in land use planning, zoning administration, personnel and supervisory experience required. Resume to Personnel Office, Courthouse, Foley, Minn. 56329, (612) 968-6795.

Director, Community Health and Public Services, Lane County, Ore. Salary negotiable. Responsible for agency providing human services and delivery system for community services, mental health, environmental health, social services. Staff of 350. Requires masters degree in public or human services administration plus six years management experience. Resume to Personnel Department, 125 East 8th, Eugene, Ore. 97401.

Director, Manpower Programs, Solano County, Calif. Salary \$20,342-\$24,856. Department head position responsible for planning, direction, administration of CETA program for prime sponsor county. Requires bachelors degree in public or business administration, economics, human resources, or social science, and five years experience, two years as head of major function. Contact Personnel Department, Courthouse Annex, Fairfield, Calif. 94533, (707) 429-6321 for application. Deadline Feb. 23.

Executive Director, Manpower Program, Chester County, Pa. Administers county CETA program; negotiation of grants and contracts with U.S. Department of Labor staff of 30. Requires bachelors degree in economics, political science, planning, public or business administration and four years experience in manpower or related programs. Resume to Personnel Assistant, Courthouse, High and Market Sts., West Chester, Pa. 19380.

Finance Director Ends Public Service Career

DAVIDSON COUNTY, Tenn.—Joe E. Torrence, finance director for Nashville-Davidson County's metropolitan government through its first 13 years, ended his 22-year career of public service on Jan. 1 to open his own office as a fiscal advisor and administrative financial consultant to local governments and private businesses.

Torrence said he will probably specialize initially in local govern-

ment capital outlay financing, including all elements of the full disclosure requirements and the particular fiscal demands of local government consolidations.

The former metro finance director was president of the Municipal Finance Officers Association of the United States and Canada in 1970-71. He was selected in 1965 by NACo as the outstanding local government finance officer of the year. He has served on the Finance and Taxation Committees of both NACo and the National League of Cities.

Torrence was a member of the Metropolitan Government Charter Commission of 1962 that developed the guidelines and framework for the internationally acclaimed consolidated government of Nashville and Davidson County.

He graduated from Murray State University in Kentucky, majoring in economics and political science, and where in 1971, he received the Distinguished Alumnus Award. He earned his masters degree in public education administration from George Peabody College in Nashville.



Torrence

NACo SPONSORED

RC Continues Progress

The NACo sponsored ICMA Retirement Corporation (RC) has completed another year of growth and increased service to public employers and employees. At the end of its fiscal year (December 31, 1976) the RC trust fund balance exceeded \$8 million—approximately double its balance at the end of RC's previous fiscal year. Due to RC changing its fiscal year end from Feb. 28 to Dec. 31, their fiscal period was only 10 months long which makes this growth even more noteworthy.

In December, RC received half a million dollars in deposits, its biggest month ever.

There are now 2,131 public employees from 555 jurisdictions participating in RC. During the last year they have added an average of 10 employers and 75 employees each month. The average of 3.84 employees participating from each jurisdiction represents considerable progress toward their "five per employer" goal.



Washington Briefs

• **House Third Budget Resolution.** At press time some of the recommendations of the chairman of the House Budget Committee were available. Recommended were: total budget authority up \$3.2 billion with revenues and outlays at \$13.8 billion; countercyclical authority at \$800 million and revenues and outlays at \$800 million, giving an annualized jobs total of 62,900; public works authority at \$4 billion with revenues and outlays at \$500 million giving annualized jobs total of 72,000; and EPA construction grants authority at \$320 million and revenues and outlays at \$260 million. Supplemental benefits at \$508 million with \$508 million for outlays; subsidized housing authority at \$20.3 billion with \$57 million for outlays; EPA construction grant authority at \$5 billion with \$50 million outlays.

• **Countercyclical Aid.** President Carter asked for five-year authorization of program, with increased funding for fiscal '77 and '78 (see page 1).

• **Payments-in-Lieu.** Interior Secretary Cecil Andrus affirmed his support during confirmation hearings for full implementation this year. Western Region initiates petition (see page 1).

• **Public Works.** NACo testified at hearings of House and Senate subcommittees on economic development on H.R. 11 and S. 427. Both bills propose additional \$4 billion in public works grants to local governments. Senate measure would spread funds over two year period and decrease federal contribution from 100 per cent to 80 per cent in fiscal '78. Senate also proposes \$1.5 billion youth employment program. (See page 3 for house testimony and page 3 of Jan. 31 *County News* for analysis of key issues.) House subcommittee markup to begin Feb. 7; Senate subcommittee markup to begin Feb. 8.

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

• **Youth Employment.** Sen. Jacob Javits (R-N.Y.) introduced S. 503 to add a flexible new youth jobs title to CETA and to allow 'pooling' of all administrative funds. Several other youth employment bills have been introduced. (See Jan. 31, 1977 *County News*.)

• **Comprehensive Employment and Training Act (CETA) Reenactment.** Rep. Augustus F. Hawkins (D-Calif.) may hold subcommittee hearings in February on CETA reenactment.

• **Water Pollution.** NACo testified for Sen. Edmund Muskie's (D-Maine) Senate subcommittee on environmental pollution, Jan. 31, on S. 57

funding for the water act (see page 3).

• **Revenue Sharing.** Regulations implementing new law are in draft form. Final regulations expected in early March.

• **13(c) Transit Labor Protections.** Proposed guidelines for administering labor protections under section 13(c) of the 1964 urban transit law were published for the first time. The guidelines are limited to procedural matters (see page 3).

• **DOT Reorganization.** The Ford Administration left a legacy for new Secretary of Transportation Brock Adams—a January report was issued outlining a major reorganization of the department. The proposal would provide for an Interstate Transportation Administration and a Local Transportation Administration. Local programs would be administered as block grants for highway, transit and airport purposes. Funds for urban areas would go directly to local agencies while funds for non-urban areas would be administered through state governments. The proposal is not expected to be adopted as proposed.

• **MPOs.** Outgoing Transportation Secretary William T. Coleman sent Congress a study of the federal aid urban highway system planning, programming and implementation on Jan. 13. The study, not yet available for distribution, reportedly claims that metropolitan planning organizations are working well. NACo statement included in the appendix to the report suggests otherwise.

• **Bridges.** Sen. John Heinz (R-Pa.) introduced the Bridge Safety Act of 1977 on Jan. 11. The bill, S. 161, would increase funding for the federal highway special bridge repair and replacement program from the current \$180 million to \$720 million annually.

• **Food Stamps.** Senate Agriculture and Forestry Committee, as part of its series of hearings on the Omnibus Farm Bill, S. 275, will hold a hearing on extension and revision of the Food Stamp Program on March 8-9. NACo will testify on the 9th.

• **Medicaid Reform.** Sen. Herman Talmadge (D-Ga.), chairman of the Senate finance health subcommittee, introduced S. 143, a bill designed to curb fraud and abuse in Medicaid and Medicare. In a cooperative effort, Rep. Don Rostenkowski (D-Ill.), chairman of the House ways and means health subcommittee, and Rep. Paul Rogers (D-Fla.), chairman of the House commerce health subcommittee, together introduced a similar bill, H.R. 3.

NACo Box Score...Priority Issues

Welfare Reform.....	Carter names special study task force.
Employment.....	Carter proposes doubling of public jobs.
Antirecession.....	Carter urging five year extension.
Health Insurance.....	Legislation may be delayed until 1978.
Payments-in-Lieu.....	Money included in Ford budget.
Community Development.....	Full funding in Ford budget.
Rural Development.....	No funds for most programs in Ford budget.
Transportation.....	Major bill introduced.
Water Pollution.....	Senate hearing for fiscal '77 water appropriation.
Air Pollution.....	Senate Public Works to hold hearings in February.
Land and Water Conservation.....	Full funding in Ford budget.
Energy.....	Congressional reorganization to better handle issues.
Criminal Justice.....	Ford budget proposes \$50 million cut.

Counties, the Congress, & the New Administration

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

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

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

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

To make conference pre-registration and housing reservations... return this form to: National Association of Counties

1977 Legislative Conference
1735 New York Ave., N.W.
Washington, D.C. 20006

1977 Legislative Conference Registration

Name _____

Title _____

County _____ Telephone () _____

Street _____ State _____ Zip _____

Spouse name, if attending _____

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

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

Enclose check, official county purchase order or equivalent.

Make payable to NACo.

No telephone requests for registration or housing will be accepted.

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

Name of your congressmen _____

1977 Legislative Conference Housing Reservation

Name(s) _____

Arrival date _____ Time _____

Departure date _____ Time _____

Housing request at Washington Hilton (please check)

☐ Single \$34, \$37, \$40, \$43, \$46

☐ Suites \$123 and up

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

Deadline for hotel reservations is March 1

1977 Legislative Conference