

Committees Allow Forward Funding of Jobs

WASHINGTON, D.C.—In action on the fiscal '77 Third Budget Resolution Feb. 7, the Senate Budget Committee voted to increase budget authority for public service jobs from \$3.6 billion to \$8.8 billion for fiscal '77. This will allow prime sponsors to build up to 600,000 jobs by

the end of fiscal '77 and to provide forward funding for 725,000 jobs in fiscal '78 with no new budget authority required.

In order to keep options open for a possible Youth Employment Bill, \$1.52 billion was added to the budget authority and \$700 million was ad-

ded to the outlay estimate for fiscal '77.

On Feb. 3, the House Budget Committee also paved the way for a one-shot appropriation of Comprehensive Employment Training Assistance (CETA) jobs funds for the rest of this year and fiscal '78.

The Second Budget Resolution for fiscal '77, passed in September last year, was designed to set a job creation spending ceiling that would allow for a major increase in public service employment this year. Federal expenditures for unemployment insurance, however, have

reduced that margin to almost nothing. Therefore, before supplemental appropriations for the President's various economic stimulus proposals can be enacted, a Third Budget Resolution must be passed.

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This Week

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Vol. 9, No. 7

County News

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

Feb. 14, 1977

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

Washington, D.C.

Public Works Bill Approved

House Committee OKs \$4 Billion More

WASHINGTON, D.C.—The House Public Works Committee has approved a new \$4 billion extension to the Public Works Employment Act of 1976. The bill, which provides additional public works grants, is a key element of President Carter's economic stimulus package.

The full House will consider the bill following the Lincoln-Washington birthday congressional recess. The Senate Committee on the Environment and Public Works is considering comparable legislation (S 427).

The House bill, H.R. 11, makes a number of changes in the public works program authorized by Congress last July 22. Under that

program, the Economic Development Administration (EDA) received over 24,000 applications from state and local governments, which totaled \$24 billion.

Key provisions in the House bill are:

- Only applications received by EDA prior to Dec. 3, 1976 will be considered.

- Deletion of the requirement that 70 per cent of the funds be earmarked for areas whose unemployment rate exceeds the national rate, and 30 per cent for areas between 6.5 per cent and the national rate. Under the new program, 100 per cent of the funds are to be avail-

able for areas above 6.5 per cent.

- Repeal of the option for jurisdictions to include unemployment data from areas beyond their boundaries (gerrymandering). Local governments must use data applicable to their own jurisdictions, or smaller areas within their jurisdiction.

- Calculation of the unemployment rate by using the seasonally adjusted last 12 consecutive months, rather than the three most recent months.

- Requirement that applicants who submit more than two projects rank them according to priority.

- Reservation of 2 and one-half per cent of the total amount appro-

riated for native American tribes.

- A raise in the minimum allocation for each state (except those benefiting from the earmark of funds for Indians) from one-half of 1 per cent to three-fourths of 1 per cent.

- Requirement that an applicant contract out to perform the work, rather than undertake construction himself.

- Provision to set aside up to 1 and one-half per cent of the total appropriation to correct necessary errors made by EDA or any other federal agency, which resulted in disapproval.

- Direction that priority be given to those construction projects which

result in energy conservation.

- Deletion of the medium income factor from rating formula.

- Deletion of logarithms from rating formula.

- Whenever a state has certified jail construction standards, such standards will be the sole criteria governing approval of facilities, (i.e.) they will supercede LEAA criteria.

The Senate Committee on the Environment and Public Works has begun markup of its bill. It has adopted language to provide a 10 per cent bonus to local governments, and a 5 per cent bonus to special districts including school districts. The subcommittee will reconvene on Feb. 22.

Weather Worsens Road Woes

NACo is receiving increasing numbers of calls about the enormous demands on local road and bridge repair funds expected as a result of the severe cold this winter.

Two major bridges into Pittsburgh in Allegheny County have already been closed.

Reports from Nashville-Davidson County, Tenn. indicate the expected 14 freeze-thaw cycles there this winter will cause severe strains on state and local repair budgets.

NACo is investigating alternatives to deal with these problems. One program immediately available is the Federal-Aid Highway Emergency Relief program. Special funds are available.

Counties with special needs may secure more information about this program by writing to Marian Hankerd or Sandy Spence at NACo.



STUDENTS REASSIGNED—In response to the recent gas shortage, youngsters file out of a Fairfax County, Va. elementary school. The students were shuffled to other schools where the thermostats could be set higher.

Counties Respond to Energy Shortage

As many Eastern states shivered under record low temperatures, and hoped natural gas supplies would not run out, county government banded together to deal with the critical energy situation.

Showing their innovation in dealing with the near disastrous winter, counties used common resources for the community good.

Pulled into the effort were: community organizations, energy offices, the National Guard, welfare departments, and Civil Defense.

In Mecklenburg County, N.C., the Citizen's Committee for Energy Conservation launched a program called "Close-it-up . . . Clothes-it-up" to help local residents save energy at home, work or in their automobiles. Part of the program involved passing along energy saving advice.

Prince George's County, Md. approved a social services request to relax guidelines that prohibited them from assisting the elderly with utility bills. Now, in the event of "personal crisis" the elderly can receive aid for a three-month period.

Hennepin County, Minn. reported a substantial supply of gas, but there has been a marked cutback in demand due to a voluntary program.

Washington County, Me. and Hampshire County, Mass. reported cold weather but said they have not experienced gas shortages. Thermostats in the county buildings have been lowered.

Random counties in 14 states were contacted by NACo in a recent telephone survey to see what difficulties they were facing, and what action they were taking.

A sampling of the wide range of problems, and often unique solutions, follows on page 8.

Alexandria Gazette Photo

Great Lakes States Need Dollar Return

by Larry Long
Region V Vice President

The Great Lakes states that make up Federal Region V have one thing in common—they all send more money to Washington than they get back. This fact was one of the major conclusions of a recent report which showed that federal tax and spending policies are causing a massive flow of wealth from the Northeast and Midwest to the rapidly growing South and West.

The Great Lake states are hurt the most by these policies. As a group these states paid \$62.2 billion in federal taxes during fiscal '75, while only receiving \$43.6 billion in total federal outlays—a deficit of \$18.6 billion. At the same time the 16 Southern states showed a surplus of \$11.5 billion and the Mountain states had a surplus of \$10.6 billion.

With this in mind, NACo's Region V Council of Intergovernmental Coordinators' Federal Aid Briefing will focus on the "Federal Dollar Return to the Great Lakes States." It will be held in Chicago, Ill. at the Marriott Inn from Feb. 27-March 1. Bill Barron, Region V CIC president from Lake County, Ill., hopes that the briefing will aid the participants to better understand the problem. It is also hoped that a strategy of regional cooperation can be developed so that each intergovernmental coordinator can be more effective.

Featured on the program will be Richard Helmbrick, Mich. Commissioner of Commerce, who also chairs the Committee for Great Lakes Economic Action. Another highlight of the briefing will be Ralph Widner, president of the Academy for Contemporary Problems and former director of the Appalachian Regional Commission who is helping the Great Lakes states develop a coordinated economic development strategy.

Other sessions planned include a panel of the Environmental Protection Agency, Housing and Urban Development, and Law Enforcement Assistance Administration; a session with Federal Regional Council Representatives; and a session with Economic Development Administration and General Accounting Office. A special evening session for beginners and information exchange has also been arranged.

Jon Weintraub of NACo's federal affairs staff will give updated information concerning initiatives of the new Congress and the Carter Administration. Finally there will be an intensive training workshop on Indirect Cost Recovery under Federal Management Circular 74-4.

For further information, contact: Bill Barron Region V President, (312) 689-6655. If you are interested in attending, please fill out the hotel reservation form on this page and return it to the hotel directly.

IPA Funds Returned to Budget

WASHINGTON, D.C.—President Carter has included money in his budget recommendation to Congress that will extend the life of the Intergovernmental Personnel Act (IPA) for another year. Funds for the program had been eliminated from the fiscal '78 budget by the previous Administration.

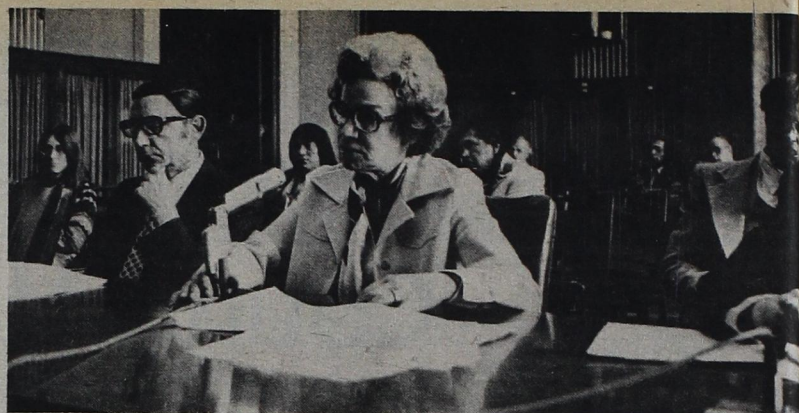
The Carter Administration has recommended IPA be continued at the \$15 million level of the past two years. President Ford attempted to cut the IPA budget by one third last year but was unsuccessful. Renewed interest in the program in Congress

and opposition by NACo and other public interest groups reversed the Ford Administration's efforts and resulted in funds for the full \$15 million.

Jarrett Simmons, chairman of NACo's subcommittee on personnel administration and Wayne County, Mich. commissioner, applauded Carter's restoration of the IPA funds. Noting that IPA is the only federal program that provides direct assistance to state and local governments in the areas of personnel management, Simmons said that NACo would testify before congress-

sional appropriations committees in both houses in support of the program. Hearings before the appropriations subcommittees on the Treasury, Postal Service and General Government of both the House and Senate are expected within the next few weeks.

The IPA program has historically been underfunded since the law was enacted in 1971. Currently, there are over 800 applications on file that would qualify for fiscal assistance if funds were available. It is estimated about \$30 million would be needed to clear up the backlog and maintain present levels of services.



PUBLIC WORKS TESTIMONY—Betty Gill, president of the Marion County, W.Va. Commission, testifies public works before the Senate economic development subcommittee. Testifying with her is Arthur Sypek, county executive from Mercer County, N.J. The NACo panel expressed strong criticism of the low level of public works grants received by counties and urged the committee to adopt a number of changes in the program. The Senate currently considering S. 427 to reauthorize an additional \$4 billion in public works grants.

SUES CALIFORNIA

County Seeks Medicaid Relief

SAN JOAQUIN COUNTY, Calif.—In the latest incidence in the rising controversy over Medicaid costs, the county has filed suit against the state of California.

San Joaquin is seeking relief from paying what it considers an unfair share of Medicaid costs to the state.

If successful, San Joaquin supervisors say, the suit would benefit San Joaquin County to the tune of \$2.5

million each year. In addition, successful court action could save 12 other California counties up to \$50 million annually.

This year, the 58 California counties will pay approximately \$363 million to the state to help support California's Medicaid program.

This amount represents an average property tax rate of 39.2 cents per \$100 of modified assessed valuation.

However, San Joaquin supervisors say this "average" rate is made up of extremes and that 13 counties pay a higher percentage than the state average.

San Joaquin, for example, pays 60 cents per \$100 of modified assessed valuation for Medicaid.

At the other end of the scale there are nine counties whose equivalent property tax rates are less than 20 cents per \$100 of modified assessed valuation.

San Joaquin supervisors explain that they are seeking to reduce their county's share of Medicaid payments to a level not exceeding the average rate.

If the state of California were to reduce the shares of all 13 high-cost counties to an equivalent tax rate of not more than 40 cents, this would

result in local property tax savings of more than \$51 million per year for the taxpayers in those 13 counties.

Whether won or lost, the San Joaquin suit dramatizes the increasing concern among local officials over skyrocketing health costs.

Medicaid and Medicare costs expected to double in the next 10 years. In fiscal '78, states and counties will spend \$10 billion on Medicaid alone. Many states are cutting back services which counties have picked up.

Nationwide, counties are seeking the federalization of Medicaid.

EDITOR: Bernard Hillenbrand
COPY EDITOR: Christine Greshock
PRODUCTION MGR: Michael Breeding
GRAPHICS: Robert Curry, Mary Duncan, Robert O. Redding
PHOTOGRAPHER: Lee LaPrell
CIRCULATION MGR: G. Marie Reid
Published weekly except during Christmas and the first week of July by:
National Association of Counties
1735 New York Avenue, N.W.
Washington, D.C. 20006
202/785-9577

Entered as second class mailing at Washington, D.C. and additional offices. Mail subscription: \$15 per year for non-members, \$7.50 per year for county personnel in member counties. Send payment with orders to above address. While subscription is used, County News cannot be responsible for unsolicited manuscripts.

Federal Aid Briefing

February 28-March 1

Chicago Marriott Hotel Chicago, Illinois

Learn about...

Federal Dollar Return to the Great Lake States
Report on Federal Programs

EDA LEAA

HUD EPA

Beginners Session for New Grantsman

Legislative Update

Social Service Programs—Development and Funding

Aging

Alcoholism

Indirect Cost Allocations

Registration:

Sunday, February 27 5:00—8:00 P.M.

Monday, February 28 8:00—9:00 A.M.

Conference Registration Fee:

\$30 members

\$35 non-members

National Association of Counties
Council of Intergovernmental Coordinators
Federal Aid Briefing
Feb. 28-March 1, 1977

Registration Desk
Chicago Marriott
8535 West Higgins Rd.
Chicago, Illinois 60631
(312) 693-4444

Name

Address

City

State

Zip

County

Arrival Date

Departure Date

All rooms are \$40 a night

For further information contact Bill Barron, Region V President (312) 689-6475

SUBCOMMITTEE HEARINGS

Payments-in-Lieu Costs Questioned

WASHINGTON, D.C.—The Payments-in-Lieu of Taxes Act was questioned last week in hearings before the House subcommittee on interior appropriations.

Subcommittee Chairman Sidney Yates (D-Ill.) questioned Interior Department estimates for the amount required to implement the act in the fiscal year. His concern centered around the discretion states may have in future years to alter the payments-in-lieu amounts paid to counties by withholding funds under the Mineral Leasing Act.

During the hearings, Rep. Frank Evans (D-Colo.) who was the chief sponsor of the payments-in-lieu legislation, made clear that the proposed payments would go to counties and county-type units of local government.

The hearings were held on the supplemental appropriation request to implement the payments-in-lieu program this fiscal year. A request for \$100 million supplemental appropriation request to implement the payments-in-lieu program this fiscal year. A request for \$100 million supplemental appropriation has been submitted by Curt Berkland, director of the Bureau of Land Management, U.S. Department of Interior.

Berkland explained in the hearings that the estimated cost of the

payments-in-lieu program for fiscal '77 is between \$92 million to \$101 million, depending on the amounts states "passed through" to counties under the Mineral Leasing Act. States are required to report actual amounts passed through to counties so the bureau can compute payments later this year.

Under the program, payments will be based on the amount of entitlement acreage of federally owned lands within a county and limited by a per capita population factor. A county will receive the greater amount of either: 75 cents per acre of entitlement lands "less current timber, mineral or grazing payments," or 10 cents per acre in addition to current payments.

More than 1,000 counties in 49 states will receive payments once the appropriation is approved. NACO has hailed the act as the "Good Neighbor Legislation of 1976" since it recognizes the inequities to local taxpayers for the burden of tax exempt federally owned lands.

The Senate Appropriation Committee has scheduled a hearing on payment-in-lieu for March 1. A payment-in-lieu rally for county officials on March 23 is scheduled as part of the NACO Legislative Conference in Washington, D.C.



'KEEP AUTO EMISSION SCHEDULE'—Mobile County, Ala., Commissioner Bay Haas represented NACO before the Senate Public Works Committee on amendments to the Clean Air Act. He urged members to maintain the automobile emission schedule that was contained in legislation passed last year. With him is NACO staff member Carol Shaskan.

Haas Testifies on Clean Air

WASHINGTON, D.C.—Representing NACO before the Senate Public Works Committee on amendments to the Clean Air Act, Bay Haas, commissioner, Mobile County, Ala., testified that, "We believe the most serious problem of the Clean Air Act is not with the 1970 act itself, but with the federal government's willingness to grant the automobile industry extensions of time in which to comply with the requirements of this act. Many local officials feel that Congress is forcing them to upset their own local economy in order to protect employment in Detroit."

Haas urged the committee to maintain the automobile emission schedule that was contained in S. 3219 as it passed the Senate floor last session.

NACO's major message was that it will be impossible for local governments to comply with national air

quality standards if the automobile industry does not clean up its product.

Haas also reviewed a number of other issues of concern to local governments during last year's consideration of the Clean Air Bill. (After 14 months of deliberation, the clean air bill was filibustered to death last session.)

He urged the committee to support last year's Senate bill provision that gave local governments, in transportation control regions, extensions of time to meet air quality standards if they devised and implemented a transportation control program in their community. NACO strongly opposed the implementation sanctions in S. 3219 which would have withheld any Environmental Protection Agency funds, including sewage treatment grants, from communities which did not implement transportation control

plans. Haas told the committee that "we do not believe that the imposition of sanctions by the federal government is the most efficient means of ensuring that local governments will comply with federal mandates."

NACO also recommended a strong local consultation provision; a study to review the effectiveness of using indirect source controls to achieve clean air standards; and a waiver of the requirement that local governments must not decrease their air pollution budgets in order to maintain federal air pollution grants.

The Senate committee scheduled three days of hearings on amendments to the Clean Air Bill. The House Committee is expected to hold its hearings in late February. NACO feels that a bill is urgently needed so that the auto industry can begin production of 1978 cars.

BUDGET COMMITTEES' ACT

Forward Funding of Jobs

Continued from page 10.

The budget committees' action is significant because, for the first time, it allows for forward funding. That is, Congress could choose to appropriate enough funds for the rest of fiscal '77 and for fiscal '78 all at one time. In the past, Congress has been reluctant to allow for this kind of planning time. Yet, it was the House Appropriations Committee representative, Rep. David Obey (D-Wis.), who proposed forward funding to the Budget Committee, and there was broad support for the concept.

Thus, the House committee increased the President's request for \$940 million in new budget authority for CETA Titles II and VI to \$7 billion, but increased the proposed \$700 million in outlays only to \$713

million. Since "budget authority" means the maximum amount that can be appropriated by Congress and "outlays" are estimates of how much will be spent during the remainder of this fiscal year, it is clear that the committee is recommending a one-shot appropriation for fiscal '77 and '78, rather than a real increase beyond the President's request of 600,000 jobs this year and 725,000 jobs in fiscal '78.

In addition, \$508 million in both budget authority and outlays was provided for the extension of Federal Supplemental Benefits (FSB), which expired at the end of December. Final unemployment benefits under this program will be paid out in March 1977. The Budget Committee

action would allow for the program to be continued.

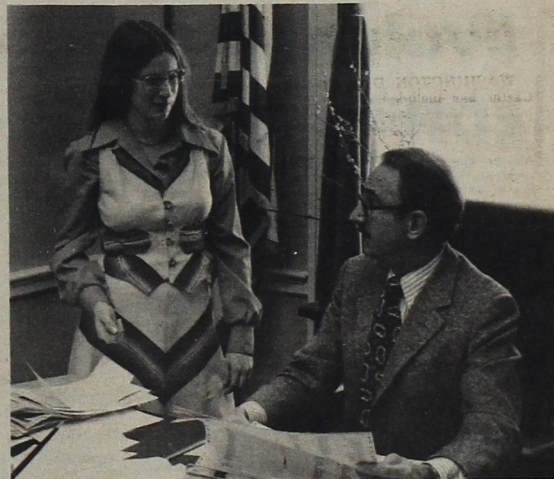
After both houses have voted, a conference committee will undoubtedly be necessary. The congressional recess scheduled for this month, however, makes it unlikely that a final resolution will be adopted before the week of Feb. 21. Only then can supplemental appropriations for this year really get underway.

Current FSB law says that when the state insured unemployment rate (IUR) is between 5 and 6 per cent, 13 weeks is added; if the state IUR is 6 per cent or greater, 26 weeks is added.

Below is a summary of both committees' action:

	Carter Request	House Committee Action	Senate Committee Action
	BA Outlays	BA Outlays	BA Outlays
*Countercyclical Assistance	\$632m. \$632m.	\$800m. \$800m.	\$633m. \$633m.
*Accelerated Public Works	\$ 2b. \$200m.	\$ 4b. \$500m.	\$ 4b. \$400m.
CETA Titles II and VI	\$940m. \$700m.	\$ 7b. \$713m.	\$ 8.8b. \$ 3.5b.
CETA Titles I, III, and IV	\$ 1.5b. \$300m.	\$ 1.5b. \$600m.	\$1.52b. \$622m.
EPA Construction Grants—Reimbursement Payment		\$320m. \$260m.	
Title IX Public Works (Job Opportunity Program)		\$244m. \$ 60m.	
Title IX Older Americans		\$ 59m. \$ 30m.	\$ 59m. \$ 30m.
Railroad and Highway Construction		\$425m. \$200m.	
Recreation Proposal		\$400m. \$300m.	

These programs will require both authorizing and appropriations legislation.



PREPARING FOR HEARINGS—Congressman Frank Evans (D-Colo.) and NACO Intern Linda Bennett are seen here analyzing county payment estimates prepared by the U.S. Department of Interior for hearings on the payment-in-lieu of taxes program.

Competing Claims Topic of Land Use Symposium

OMAHA, Neb.—There is strong competition for land in America from three forces—those who would use it for food production, those who would develop it for living space, and those who would preserve it in its natural state. The upcoming symposium, "Land Use: Tough Choices in Today's World," sponsored by the Soil Conservation Service of America, will be addressing these issues, and analyzing experiences at the local, state and federal levels.

The conference will take place here on March 21-24 at the Hilton Hotel and will be devoted to several concurrent sessions on each of the three areas of conflict—land for food, for living space and for natural space.

The agenda includes general sessions on topics including:

- Courts: the ultimate arbitrator?
- Federal involvement in land use control: the Coastal Zone Management program; the Environmental Protection Agency's programs.

County speakers include members of planning commissions from Walworth County, Wis.; Bucks County, Pa.; Wake County, N.C.; and Champaign County, Ill.

Some of the 10 co-sponsors of the conference include the American Institute of Planners, American Society of Planning Officials, Council of State Governments, National Association of Conservation Districts and the Urban Land Institute.

More information can be obtained from the Soil Conservation Society of America in Ankeny, Iowa, or from Robert Weaver of the NACO staff.

UI Law Needs Full Scale Review

Unemployment insurance legislation was written during the Great Depression, the New Deal days, the 1930s. Since then coverage has been extended to more and more people and benefits have, needless to say, increased many fold. Effective Jan. 1, 1978, counties will be required to provide UI coverage to their employees at county expense.

Every state in the union must amend its UI laws to conform to the new federal statute (P.L. 94-566). The Kentucky legislature does not meet during calendar 1977 but all other states will amend their laws this year. As with a number of other laws that worked well to help those unable to help themselves abuses crept into the UI system. As a result, the

original law has been amended in many instances to render it unrecognizable. The time has come this year when state legislatures must consider and change their UI laws, for a full scale review of the laws against the goals they are intended to serve.

Take for example the state of Michigan, which already mandates UI coverage for county employees. Over the years, Michigan's UI law has been amended in an attempt to deal with employer abuses. One result is that Michigan law now requires payment of UI benefits, in some cases, to workers who quit their jobs voluntarily. In a recent Michigan Supreme Court decision,

the court had no option but to find that an employee was entitled to benefits—even though he voluntarily quit, ostensibly because he could not find housing close enough to his job, and even though the employer offered the claimant his job back. Michigan UI law required payment under these circumstances (Michigan County News Editorial, January 1977, p. 2).

While all of the specifics of the case are not known, what is certain is that eligibility of a worker to collect benefits and grounds for disqualification are determined by state law. And there are states in which an employer's account can eventually be charged for benefits

paid a former employee—even if the claimant in question was discharged for gross misconduct. Eligibility and disqualification provisions of state laws are in critical need of review.

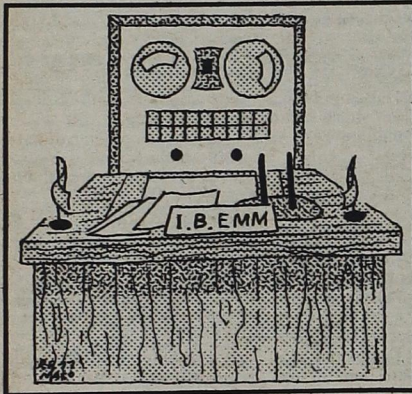
Unemployment insurance is supposed to be just that—insurance for workers facing involuntary periods of joblessness. It is clearly the first line of defense in recessionary periods, but it should not be just another form of public assistance.

It seems logical to review all of the provisions of state UI laws, not just to add another tier of amendments required by federal legislation. Continuing abuses and lazy legislation can only result in over-burdened employers (including county govern-

ment) facing astronomical cost layoffs, and reductions in services, in the private sector, a shutdown.

The time has come for county officials to inform themselves. To the end, NACo's Unemployment Insurance Project has been co-hosting a series of meetings on UI legislation with other public interest groups at U.S. Department of Labor in major cities across the country. If you missed the meeting in your region, or if you have further questions, contact Carol Cox, Carol Jackson, at the NACo office in Washington. Telephone (202) 795-5777.

—Carol C



Evaluating EDP 'Litany'

According to a University of California (Irvine) professor, electronic data processing (EDP) may not be having the kind of impact on local government that many have suggested. In fact, the warm reception given EDP may be obscuring certain problems.

These are the conclusions drawn by James N. Danziger, an assistant professor of political science in the University's School of Social Sciences, in the January/February issue of the Public Administration Review published by the American Society for Public Administration.

His research is drawn from a case study analysis of 12 cities and counties. He admits that the findings are not based on a rigorous case study design. Instead, Danziger says his findings should be viewed as only suggestive and exploratory.

There has developed a "litany" about the computer's beneficial effects on local government, says the author. "The evidence suggests that the litany is often misleading and occasionally incorrect."

He observes at least six "central canons of the EDP litany."

First, EDP tends to reduce both staff and costs. Many argue that it can replace staff required for many routine printing, calculating and record-keeping functions.

Actually, he says, staff reductions are the exception on the more complex tasks to be computerized. "Data coding and entry often involve more staff time per transaction than did the manual system." Furthermore, the servicing of computer operations and software requires substantial technical staff time, he says.

In addition, he noted, patronage and civil service procedures offer protection to county personnel from job loss through automation. Cost reduction, therefore, is questionable.

Because of hidden costs of development, training, maintenance and modification, cost-benefit studies are difficult, Danziger says. A related problem is the tendency to expand programmer and analyst staff to meet demands in the development phase only to have the under-utilization of such staff for the less demanding system maintenance.

A second value of EDP is that it turns mountains of data into molehills. Danziger concedes this point, but says there is a danger that too much data might be collected. Since there are "currently no standards to distinguish the necessary from the desirable from the superfluous" in data collection, the author concludes that "EDP can indeed turn mountains of data into molehills; but it also has a tendency to turn mountains into mountain ranges."

See EVALUATING, page 10

County Opinion

Crushing Weather

County Mayor Dick Fulton of Nashville-Davidson County, Tenn. called. In the Nashville area, there have been 40 thaws and freezes and city streets and county roads are in shambles.

Jack Minnich, executive director of the Pennsylvania Association of County Commissioners, called. Pennsylvania counties have run out of snow removal funds. The roads are in terrible shape. More important, there is a possibility of a major sudden thaw that could collapse all kinds of bridges in the Keystone Commonwealth.

Sen. John Heinz (R-Pa.) is preparing major legislation for national disaster funds to help compensate hard hit communities. So are Sen. Edmund Muskie and others.

Mayor Fulton wants to know if a special amendment can be made to the highway act to allow using federal highway dollars for emergency repairs to weather-wrecked roads.

The disaster is nationwide. It spreads throughout our lives and livelihoods. A call from a county commissioner in the state of Washington reports not a single ski resort opened. Resort operators in most of the Western mountain states are experiencing the same calamity.

NACo just adjourned the Western Region Conference in Reno, Nev. where we saw for ourselves that mountains which normally would have 10 or 20 feet of snow are barren. That means no irrigation water this summer.

From Florida comes reports of ruined citrus orchards, frozen vegetables and other crops destroyed.

In the Midwest there are drought conditions and talk of another dustbowl. There are reports of South Dakota cattle feeders hauling water nearly 100 miles to their livestock.

All of this is in addition to the fossil fuel and natural gas shortages closing schools and factories.

Without trying to be an alarmist, it seems that the national dimensions of the weather-caused catastrophe is becoming apparent.

We think that President Carter would be well-advised to call a national meeting to fully assess the extent of this disaster; to evaluate possible future damage; and, to come up with a concerted national program that responds to the needs of the entire nation.

White House to Courthouse

NACo President Dan Lynch has suggested to President Carter that our county courthouses would be a logical place for the President to hold his town hall-type meetings with American citizens.

Lynch has pointed out that with few exceptions, counties represent all citizens of the United States, whether they reside in rural areas or suburban areas or large central cities. County officials in these courthouses have major responsibility for the delivery of a very significant portion of the \$6 billion worth of grants and aids distributed to states, cities and counties each year by the federal government.

The dialogue that President Carter has suggested is particularly urgent in areas of human services where counties are the principal service agency, such as mental health; welfare health services; and a variety of educational services.

Most surveys of Americans have shown that the public feels county government is closest to them. And these citizens are accustomed to appearing at the courthouse for a wide variety of public hearings.

We think this is a good idea and we hope the President thinks so too.

Letters To NACo

Dear Mr. Hillenbrand:

I did want to write and let you know how much I appreciated your message of congratulations. The confidence and enthusiasm of friends like you is not only encouraging, but is as heart-warming to me as the trust President Carter has chosen to place in me.

As I leave the familiar and friendly atmosphere of Congress, I hope I can count on your continued support and advice during my tenure as Secretary of Agriculture.

With best wishes!

—Bob Berglund
Secretary

Dear Sir:

I read with much interest your editorial entitled "Swine Flu" in the Jan 10 issue of *County News*. The opinions and concerns you expressed there are shared by me. Also, I strongly concur in your recognizing the responsiveness of county and other public health officials to the need for action.

Whatever else may be said about the National Influenza Immunization Program, it has shown quite clearly that the constituted public health structure of this country is very much alive and responsive to national concerns and can be mobilized more reliably and more quickly than other aspects of our industrial society to meet a national threat.

Your constituents deserve a great deal of praise for an outstanding performance in the face of extremely frustrating problems.

J. Donald Millar, M.D.
Director, Bureau of State Services

Counties, the Congress, & the New Administration Energy

In 1973, the nation was faced with a critical energy crisis caused by the Arab oil embargo.

County officials quickly recognized the need to develop conservation programs in their own operations and began to work with citizens on community-wide conservation programs.

At the same time, county officials urged Congress to enact a national energy program emphasizing conservation and development of alternative energy sources.

Until recently, however, local attempts to control energy consumption have been jeopardized by public skepticism and a fragmented federal approach to energy. This year's harsh winter has re-emphasized the urgent need for a comprehensive national energy policy.

MAJOR ISSUES

The energy situation hits counties in all facets of their daily operations.

Increasing energy prices, for example, severely strain county budgets to pay for fuel needed to run county buildings, schools, fleets, hospitals, and jails.

And conflicting reports on the fuel supply situation and the lack of a firm policy on deregulation of prices make it difficult for counties to project and plan their yearly energy supplies and costs.

Furthermore, federal and state energy conservation programs, which must be implemented locally, are not supported with the necessary federal funds to pay for the increased costs to local jurisdictions.

Counties are also affected by increased develop-

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.

ment of energy resources. The 1973 energy crisis accelerated outer continental shelf development, leasing of minerals on federal lands within counties, and nuclear power plant siting.

These facility siting activities, based on decisions made at other levels of government or in the private sector, directly affect counties by increasing the demand for county services and by causing hardships to the communities.

Another major issue concerns the development of alternative sources of energy. Many counties have taken the lead in developing new sources such as solar and geothermal energy. Yet increased county initiatives are hampered by the federal government's inadequate commitment to the demonstration and development of alternative energy sources.

Until the federal government demonstrates greater interest in these sources, the market will remain small and equipment costs prohibitive.

Finally, county officials continually find attempts to deal with overall energy problems thwarted by the lack of a single responsible congressional and administrative energy agency.

NACo POSITION

NACo believes that a national energy management program which focuses on a balance of energy development and energy conservation can be developed consistent with efficient use of our natural resources and continued concern for environmental protection.

It is essential that local elected officials are involved in the development of this national energy program so that a firm commitment is made to

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 energy, land and water conservation.

those programs which involve regulatory, conservation, and economic activities.

The national energy management program should include:

- An energy conservation program that emphasizes the reduction of energy consumption growth rates.
- Incentives to increase production of domestic energy sources and adequate funding for research and development of more efficient use of these sources.
- Programs to review the efficiency of existing energy-consuming devices.
- Careful consideration of the social, economic, and environmental impact of energy decisions.
- An active program for resource and energy recovery.
- Development of resources on public lands (both onshore and offshore) in conformance with a national energy plan and an intergovernmental process, including an active role for local elected officials and those local agencies responsible for planning and controlling environmental risks.
- Provisions for assistance to communities affected by energy development.
- Clear delineation of energy responsibility within the federal government.
- Active programs to revise utility rate structures so they reward, rather than penalize, energy conservation programs.
- Programs and incentives to promote widespread use of energy conserving materials and alternative supplies.

NACo is currently considering its position on the transportation and distribution of energy supplies.

Land and Water Conservation

The 94th Congress amended the Land and Water Conservation Fund Act. This act now authorizes \$10.8 billion in state and federal outdoor recreation and historic preservation money over the next 12 years. Funds go to every state and territory.

The legislation authorizes \$10.3 billion for a tripled Land and Water Conservation Fund.

This fund provides money to states and local governments for planning, buying and developing outdoor recreation lands. Funds are available on a 50-50 matching basis.

Federal land managing agencies also receive funds to purchase park, refuge, forest and national resource lands. This fund is the primary source of

land acquisition money for the National Park Service and is used by the Fish and Wildlife Service and the Forest Service.

The fund is administered by the Interior Department's Bureau of Outdoor Recreation. It would be expanded in increments from \$300 million a year to \$900 million a year by 1980. Funds would be available through 1989.

Another provision of the amended act could increase fourfold (to a total of \$500 million) funds going to states and communities for historic preservation over the next 12 years.

The act renews the Historic Preservation Act of 1966. This 1966 act has resulted in the expansion of the National Register of Historic places, federal

historic preservation grants, and new procedures for safeguarding historic landmarks.

The Interior Department's National Park Service administers federal historic preservation programs.

MAJOR ISSUE

Full funding of the Land and Water Conservation Act will be required to help state and local governments provide adequate outdoor recreation facilities.

NACo POSITION

NACo supports full funding of the Land and Water Conservation Fund until the full \$900 million per year authorization is reached.



1977
Legislative
Conference



Matter and Measure

HIGHWAY CONSTRUCTION COSTS

Highway construction costs for the third quarter of 1976 decreased .7 per cent below the previous quarter, according to the Federal Highway Administration (FHWA). Second quarter costs rose .04 per cent above the first quarter of 1976.

Of the six items comprising the composite price index, three rose and three fell. Structural steel dropped 14.1 per cent below the previous quarter, its lowest price in two and a half years. On the other hand, structural reinforcing steel, which had fallen each quarter during the previous seven quarters, reversed its direction with a 9.2 per cent jump. The sharp drop in structural steel and a 7.1 per cent decrease in structural concrete caused the composite index for structures to drop 6.7 per cent below the previous quarter.

The structural index has been in a downward trend for the past two years and is now 19 per cent below its high in the third quarter of 1974. Bituminous concrete surfacing, which had declined during the previous two quarters, rose 6.3 per cent and Portland cement concrete surfacing continued to climb, as it has since the beginning of 1976, to 7.2 per cent. Roadway excavation dropped 1.6 per cent.

The composite index for the third quarter is 2.4 per cent below that of one year ago. Four index components were lower and two higher. Most changes were moderate, but structural steel dropped 21.3 per cent and Portland cement concrete surfacing increased 8.1 per cent.

Highway construction price increases have been moderate since 1974. For now, the explosive advance during 1974 appears to be a thing of the past.

FATALITIES UP IN '76

Motor vehicle accident fatalities for the first 10 months of 1976 were 2 per cent higher than for the same period a year ago, according to the National Safety Council. The council said that 39,000 traffic accident deaths were reported for the period, an increase of 730 deaths over the period January through October, 1975. Disabling injuries from traffic accidents totaled 1,400,000 during that period.

Traffic deaths for October 1976 were up 8 per cent from 1975. Safety Council President Vincent Tofany says, "We hope this is not an indicator that some of the motorizing public are speeding up without regard to the 55-mile-an-hour speed limit." Council studies indicate that the lowered speed limit, and resultant change in driver behavior, has been largely responsible for saving 9,000 lives each year since the law took effect. According to council studies, in 1973 there were 55,511 accident fatalities. In 1974, the first year of the 55-mile-an-hour speed limit, the figure dropped to 46,402, and in 1975 to 46,000.

Based on preliminary vehicle mileage reports for this year, they estimate a mileage death rate for 1975 of 3.4 deaths per 100 million miles. This would be a three per cent decrease from the 1975 rate of 3.5.

UMTA GRANT

The Southern California Association of Governments received a \$6.75 million grant from the Urban Mass Transportation Administration (UMTA) this month. The money will help cover eligible operating expenses of the Orange County Transit District in the Los Angeles-Long Beach urbanized area. The federal formula funds for operating assistance are available under section 5 provisions of the Urban Mass Transportation Act of 1964, as amended.

Urban Mass Transportation Administrator Robert E. Patricelli commended local officials for their continued efforts to improve service throughout the operating area. "The county operates one of the finest bus transit systems throughout the country," he said. "The 284 bus fleet covers 1,086 route miles and carries nearly 12,800,000 passengers each year, an increase of 4,855,599 over the last two years."

The grant requires that state and local support and non-fare box revenues for providing mass transportation services be maintained on a level at least equal to assistance provided for the two preceding fiscal years. Section 5 grant recipients must also improve or continue service and assure a charge of not more than one-half of the peak hour fare to elderly and handicapped persons using the system during non-peak hours.

For further information on the Southern California grant, contact Edward Loritz, General Manager, Orange County Transit District, P.O. Box 688, Santa Ana, Calif. 92702, (714) 834-6190.

Job Opportunities

Community Development Planner, Kern County, Calif. Salary \$18,552 to \$22,272. Prefer degree and minimum three years experience involving technical aspects of community development housing conservation/rehabilitation, urban planning, grants application. Contact Personnel Department, 1120 Golden State Ave., Bakersfield, Calif. 93301.

Equalization Director, Leelanau County, Mich. Salary negotiable. Responsible for administrative and technical work as head of county department of equalization. Work under direction of county board. Requires Michigan certification level 3 and supervisory experience. Resume to board of commissioners, Courthouse, Leland, Mich. 49654. Deadline Feb. 28.

Director of Public Health, Johnson County, Kan. Salary to \$25,000. Requires thorough knowledge of public health field, three years administrative experience in a public organization, graduate degree in field (prefer M.P.H. or M.P.A.). Send resume or call collect: J. Nelson, Personnel, Courthouse, Olathe, Kan. 66061, (913) 782-5000, ext. 526.

Commissioner of Public Works, Columbia County, N.Y. Salary to \$24,000. Must be licensed professional engineer. Send resume to: Board of Supervisors, Courthouse, Hudson, N.Y. 12534.

Planners, Tri-County Regional Planning Commission, East Peoria, Ill. Salaries \$10,500-\$14,708. Openings for planners in the following

areas: environment; housing/land use; house no./census; and transportation. Requires technical knowledge in urban design, statistical analysis, plan formulation. Degree in planning or related field or combination of training and experience required. Planning experience preferred but not necessary. Resume or inquiries to: Administrative Assistant, P.O. Box 2200, East Peoria, Ill. 61611, (309) 694-4391.

Administrative Assistant, Tri-County Regional Planning Commission, \$10,500 to \$14,708. Assignment may include administration, organization, personnel management, research, public relations, data processing, preparing reports and record keeping. College degree in public administration, general business or related fields required. Experience desired but not necessary. Resume to: Administrative Assistant, P.O. Box 2200, East Peoria, Ill. 61611, (309) 694-4391.

Planner II (Environment), \$10,500 to \$14,708 per year. (Housing) \$12,800 to \$17,640. Responsible for preparing specific functional plans as noted in job title, which requires the exercise of independent initiative and functional area expertise, prepares reports, gives presentations, conducts research, statistical analysis, supervises subordinates, and works with other units of government. College degree in planning or related field, two years relevant experience, or combination of training and experience required. Resume to: Administrative Assistant, P.O. Box 2200, East Peoria, Ill. 61611, (309) 694-4391.

STRESSES FINANCE

Adams Gives Transit View

WASHINGTON, D.C.—Transportation Secretary Brock Adams gave clues to directions in transportation policy in a recent appearance before the transportation subcommittee of the House Appropriations Committee.

Adams outlined his views on transportation policy and said possible changes in the Ford budget are being considered and will be presented by various departmental representatives in the next few weeks.

Transportation finance "will consume a great deal of my personal attention as Secretary," said Adams, the former Washington congressman. He said he will attempt to develop a "combined transportation account" to permit shifting federal spending "as our national needs change with time."

Adams added that transit is "part of urban development—a public service needed to restore life to our cities," and it must be subsidized from general revenues. He listed waterways, airports, highways and rail rights of way as essential to transportation and maintenance of the economy. "Users and operators of these modes can rightly be expected to pay a substantial share of the costs," he said, with federal assistance "as a supplement."

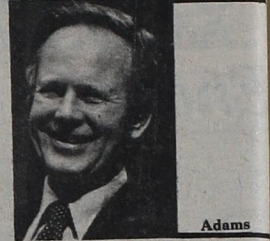
Adams focused on our "finite energy supplies," pointing out that "ultimately gas is going to run out." He called for a "gradual transition to an era of permanent energy scarcity," but also pointed out that all of the department's programs "must be looked at in the context of their impact on employment, the environment, and the quality of life."

Some specific points Adams made were:

- The need to recognize the difference of transit in certain Eastern cities built around the transit system as opposed to other cities built around the personal auto and the need to "keep communities involved" in financial and policy decisions.

- A ceiling on highway spending is "necessary to smooth out the bulge" in obligations resulting from the sudden release two years ago of \$2 billion in previously impounded funds. However, the \$6.5 billion ceiling in the Ford budget is "too low."

- Bridge and primary road needs are "absolutely massive." However, Adams thinks "we in government must finish one thing before we start another." He said he would like to finish the interstates before diverting major attention to



Adams

upgrading bridges.

- Transportation construction programs should be a "terribly important part of" an economic stimulus program. He mentioned highways, transit, airports and railroad beds and stations as activities which should be considered economy stimulating public service and public works projects.

- The Coleman plan for reducing the impact of aircraft noise is expected to stand. However, the Coleman financing plan to aid airlines focused on modification to eliminate noisy engines. Adams appears to prefer allowing airlines to apply the cost of retrofit to replacement of noisy aircraft with later, quieter models.

Dutch Test Electric Cars

Excerpted from "Amsterdam's White Car, An Experiment in Urban Transportation" by G. Arno Loessner, in a newsletter from Council for International Urban Liaison, Sept. 17, 1976.

A unique combination of public and private efforts has produced an electric car transportation system in Amsterdam known as the White Car. Still in an experimental stage, two years after its inception, the White Car concept is beginning to receive increased attention from public officials who recognize its potential.

The system provides 35 cars which may be used between four stations in the downtown area between the hours of 11 a.m. and 4 p.m.

While available to the general public, considerable use and support comes from the 4,200 members of the White Car Cooperative who see these cars as an option to either public

transport or private car use downtown, and as an inexpensive alternative to the purchase of a second car.

The pricing structure is conducive to cooperative membership. For an initial membership fee of \$10.00, members pay a reduced fee of four cents per minute while non-members pay 10 cents. Members pay cash for the use of the car or are billed by the computer system which also keeps track of the destination of each of the cars in use in the system. The billing arrangement is designed to debit members' checking accounts.

The system is the creation of Luud Schimmelpenninck, a former member of Amsterdam's city council, who has been working with a small staff and many volunteers to keep the system going. The system could not have survived were it not for the work of volunteers," says M. Willem, a management consultant in Rotterdam who has served as volunteer

treasurer. "We have volunteers who help make repairs on the cars, publish the newsletter, and assist with the financial work."

Station attendants may be volunteers as well, but normally are paid the equivalent of \$12.00 for their 5-hour day.

The average car is used for one hour during the five hours the stations are opened. As the number of cars and stations increases, so does the fixed cost, making it necessary to improve upon the intensity of use if the bill is to be paid.

Most observers agree that no single policy will reduce traffic congestion. Traffic limitation efforts must be properly combined with good public transportation if they are to be successful. The White Car is seen as one part of an overall attempt to limit congestion; but unless the city government acts to limit automobile traffic downtown, the White Car could exacerbate the congestion.

New NACo Handbook Coming on Contracting

"Intergovernmental relations are a necessary adjunct to any political system where a constitution provides for a separation of powers and of concurrent regimes."

In the past nine months, County News has published various articles on NACo's Interlocal Service Delivery Project, funded by HUD. The most comprehensive review of this project's work effort was the Sept. 27 issue of New County Times (copies still available).

We have reported that the end product will be a handbook for local elected and appointed officials in the intergovernmental service contract process. The handbook begins with a resume of policy and technical questions and issues that a potential county should consider prior to committing its jurisdiction to an intergovernmental agreement. From there, examples of agreements, component language of a formal contract, costing formula/example cost analysis sheets and implementation procedures and recommendations are presented. The handbook is meant to be an all-inclusive procedural guide.

Currently, the first draft of the handbook is under review and will be available in the spring. In anticipation of printing we are requesting that those of you interested in the publication please write to Bruce B. Talley, director, Interlocal Service Delivery Project at NACo for information and order forms.

County Newsmakers

WASHINGTON COUNTY, Ore.—Sheriff Warren "Bud" Barnes has been named Sheriff of the Year by the Oregon State Sheriff's Association. Barnes, 49, was president of the association in 1971. He serves on the board of directors of the Association of Oregon Counties. First elected sheriff in 1964, he recently won a new four-year term.

OREGON—Ray Doerner has been elected to the newly created position of executive director of the Association of Oregon and California Counties. Doerner, who has served as association president for the last 10 years was defeated Nov. 2 in his bid for a fifth term on the Douglas County Commission.

Josephine County Commissioner **George Calvert** was chosen Doerner's successor as association president. Curry County Commissioner **Jack Waldie** was chosen vice president.

JACKSON COUNTY, Mo.—Sheriff William K. Carnes was appointed state director of public safety on Jan. 14 by Gov. Joseph P. Teasdale. Carnes has been sheriff of Jackson County, which includes Kansas City, since 1968. He resigned to take the state post after having been elected to a third term last November.

MONTGOMERY COUNTY, Ohio—Commissioner Ray Wolfe of Miamisburg has been appointed by Gov. James A. Rhodes to the new Ohio Personal Information Control Board. The board will regulate the use of data stored in governmental computers.

ARLINGTON COUNTY, Va.—**Dr. Helen Hackman**, director of the Arlington County Department of

Human Resources, has been elected to the board of directors of the American Public Welfare Association as the representative of southeastern United States. She is also on the board of directors of the National Association of County Health Officers, which gives her the distinction of serving as a national representative of two of the disciplines in the human resources department.



Hackman

Country's Counties

MICHIGAN—Ingham, Eaton and Clinton counties explored county government operations, structure and ramifications in the first of what is expected to be a series of unique intercounty meetings of county commissioners.

The session, called by Ingham County's new Chairperson **Debbie Stabenow**, attracted 23 commissioners, reports the Michigan Association of Counties.

TOM GREEN COUNTY, Tex.—A two-story Tom Green County Detention and Courts Facility has been completed at a cost of \$1.5 million. The facility houses the complete sheriff's department, the justice of the peace department and 100-bed county jail that complies with state legislation proposed by the Texas Commission on Jail Standards.

BUTLER COUNTY, Ohio—A new \$1.8 million county Home for the Aged has been dedicated to replace a century-old building. It was financed entirely by Butler County taxpayers without benefit of state or federal funds, said commission president **Donald Schirmer**.

LOWNDES COUNTY, Miss. Work is nearing completion on the renovation and enlargement of the Lowndes County Courthouse at Columbus. An addition almost doubles the size of the two-story building erected in 1849. The project has been in progress for two years at a cost of nearly \$2.5 million.

N. J. Planners Elect President

CAMDEN COUNTY, N.J.—Joseph T. Patermo, Camden County planning director, was elected president of the New Jersey County Planners Association at the group's annual meeting at the Old Mill Inn, Basking Ridge, N.J.

Other officers elected were: vice president, **Russell A. Miles**, Warren County planning director; secretary, **Charles P. Newcomb**, Gloucester County assistant planning director; and treasurer **Andrew C. Paszkowski**, Sussex County planning director.

Founded in 1956 by the planning directors and their staffs in New Jersey's 21 counties, the association's prime objective is the fostering of sound planning programs and planning-related legislative proposals affecting such topics as housing and community development, energy and environment, land use and natural resource management and development review.



NEW AIC OFFICERS—Shirl K. Evans Jr., far left, executive director of the Association of Indiana Counties Inc. (AIC), stands with the association's 1977 officers. The 1977 officers are, from left, Vice-President Charles M. Rutherford, Orange County; Secretary-Treasurer **Louise M. Linville**, Shelby County; President **Lowell T. Powell**, Madison County; Vice-President **Elinore J. Murphy**, Monroe County; and Vice President **Charles Hendricks**, LaPorte County. At the extreme right is AIC 1976 president, **Dwain Laird** of Shelby County. Laird joined the staff of the Indiana State Tax Board on Jan. 1.

Indiana Holds Conference

MARION COUNTY, Ind.—More than 1,200 elected county officials and their guests attended the two-day 18th Annual Conference of the Association of Indiana Counties Inc. (AIC) held Dec. 1-2 in Indianapolis.

Guest speakers included Indiana Gov. **Otis R. Bowen**; Lubbock County, Tex. Commissioner **Arch Lamb**; Jon Murphy, NACo urban affairs coordinator; and leaders of the Indiana legislature.

The governor listed the following issues as those needing action:

- The need to resolve Indiana's local police and fire pension problems.
- Requirements to improve the capabilities of both state and local government agencies for financing road and street maintenance and construction.

Martin Wins KAB Award

NEW YORK CITY, N.Y.—Martin County, Ky. has received the first-place county award in the Keep America Beautiful Inc.'s (KAB) 1976 National Awards Program for impressive achievements in environmental improvement and community recreation facilities.

County Judge **Ray Fields** accepted the award at the awards banquet concluding KAB's 23rd annual meeting at the Biltmore Hotel, Dec. 1. James C. Bowling, KAB chairman and senior vice president, commended the Martin County Fair Board Inc., the Martin County Fiscal Court, soil conservation service, extension service and the county's citizens.

With financial assistance and technical guidance from state and federal government, Martin County involves more than 2,400 people in an extensive program of litter prevention and education. For instance, an improved solid waste collection system of green boxes placed throughout the county is complimented by a slide presentation on the advantages and proper use of the boxes. Cooperation with owners in planning land reclamation at strip mines and county demonstrations on how to reseed hillsides are two other examples.

Future plans include ongoing education through schools, improvement and beautification of existing fair grounds, working with the Economic Development Administration to provide sewage treatment facilities and working with coal companies to ensure proper land reclamation.

- The need to do "a better job" in corrections institutions.
- The need to make government more effective and economical and as open and responsive to the public as possible.
- Retention and extension of the property tax relief program.

The state legislative leaders agree with the governor that the 1977 session would be confronted with a number of challenges.

"Our biggest assignment probably will be the matter of police and firemen pensions," stated Rep. **William L. Long**, R-Lafayette, chairman of the House Ways and Means Committee.

"It is very apparent, after listening to the comments of county and city officials during our public hearings, that road and street financing is another problem that demands attention," Rep. **Dennis H. Heeke**, D-DuBois, minority caucus chairman and a member of the General Assembly's Transportation Advisory Commission.

The message from Commissioner **Lamb**, a long-time champion of local government autonomy, was that "we should quit looking to Washington" for answers to problems.

"The money lenders, and by that I mean the federal government, already have a choke-hold on us," he said. "What we need is less 'grantsmanship' and more control at the county courthouse—the real bastion of representative government."

Lamb, who has been Lubbock

ANOKA COUNTY

Board Creates Legislative Committee

ANOKA COUNTY, Minn.—A Congressional and Legislative Affairs Committee has been created by the board of commissioners at its 1977 organizational meeting. Commissioner **LeRoy H. Johnson** was appointed chairman.

First of its type in Anoka County and unique for county governments in Minnesota, the committee is designed to provide a direct liaison between the county and the state legislature and Congress on matters which affect Anoka.

Further, the committee is expected to work closely with the Association of Minnesota Counties, the Inter-County Council, and NACo to assist in developing broad ranging state and/or federal policies that affect counties.

Johnson, a member of the board for 13 years, is recognized for his

County commissioner since January 1955, has been a member of the NACo Board of Directors since 1969.

The conference also included individual meetings of assessors, auditors, clerks, commissioners, highway engineers, highway supervisors, recorders, surveyors, treasurers and county attorneys.

—Margaret I. Taylor
State association liaison

3 Iowa Counties Set Up Programs to Aid Victims

IOWA—A model victim's assistance program proposed by the Iowa State Association of Counties a year ago has been adopted in three rural areas.

Clay, **O'Brien** and **Osceola** counties have instituted programs for early identification of crime victims, and coordination of county services to help them.

In each county, the board of supervisors adopted resolutions to include victims as "persons in need" to qualify them for assistance. The program assists victims of property crimes as well as those of violent crimes. The state code gives the board the authority to define who shall qualify.

The administration of the program was placed under the county social services director who obtained the cooperation of the county law enforcement agencies.

They agreed to report the names of victims to the director within 48 hours after the crime occurs.

The victim's needs are evaluated by the director and then the individual is referred to the proper agency. The director coordinates services offered by the mental health center, county hospital, and other agencies.

If financial assistance is required, the director has the authority to seek a grant from the county poor fund. There is no requirement for loan repayment, but an informal agreement of repayment is usually made.

By coordinating county services, this program provides the fastest possible assistance with the least amount of red tape to the victim at no cost to the county.

Transportation Steering Committee, and the county welfare board. Most recently, he has been instrumental in his leadership on the Judicial Inc. Board of Directors for Anoka County.



Johnson

Counties Handle Energy Shortage

County Functions

OFFICES: Thermostats have been turned back to 62-65 degrees during working hours and 50-55 degrees during non-operational hours. Several counties shortened the work week—for example, Allegheny County, Pa. and Montgomery County, Ohio offices resorted to three days. Fairfax County, Va. closed all facilities that use natural gas. Milwaukee County, Wis. is still using its Energy Action Plan of 1974 and had to make only minor adjustments.

SCHOOLS: Schools closed from a few days to an entire month. Fairfax County, Va. and Suffolk County, N.Y. reassigned students to different schools in order to conserve energy. Pike County, Ky. students have had only three days of school since Christmas, as of Feb. 2. In Columbus, Ohio schools were closed for an entire month during a transition from gas to oil. A bill was introduced in the North Carolina state legislature on Feb. 2 which, if passed, would close schools for two weeks. Non-essential evening meetings and activities were either cancelled or rescheduled during working hours.

POLICE-FIRE: Generally these departments were not affected by the energy crisis.

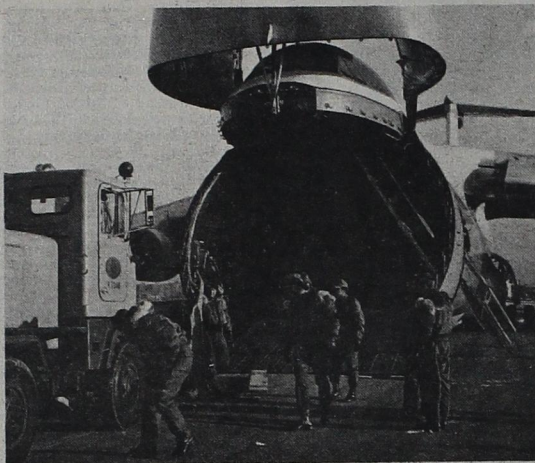
GARBAGE: Several counties mentioned backups or sporadic pick-up, however, these problems were due to snow rather than to the gas shortage.

OTHER: New Jersey and Pennsylvania have declared states of emergency.

Private Sector

FACTORIES: Factories were forced to cut back hours or close. General Motors, the largest employer in Westchester County, N.Y., closed. Twenty major industries in New Castle, Del. closed. Factories in several counties were forced to use alternate fuel. Miller Brewing Company in Milwaukee, Wis. closed. In Pike County, Ky., the coal mining industry, Pepsi Company, and railroads closed.

COMMERCIAL: Most commercial businesses turned back thermostats. Hours were cut in several places. For instance, New Castle County, Del. ended all 24-hour openings. Jefferson County, Ala. businesses closed at 6 p.m. Camden and Ocean Counties, N.J. and Fairfax County, Va. converted to a 40-hour work week. The Merchants Association in Mecklenburg County, N.C. were planning to convert to a 54-hour week voluntarily. Allegheny



LENDING A SNOW BLOWER—Workmen prepare to load an 8-ton snow blower from Nassau County, N.Y. aboard an Air Force C-5 Galaxy at Kennedy Airport to be flown to upstate Erie County which was buried in more than 150 inches of snow that has fallen this winter. Nassau County Executive Ralph G. Caso offered the use of two snow blowers along with their crews after Erie County Executive Ned Regan called asking for help to clear county roads.

County, Pa. businesses reduced hours 30 to 40 per cent. In some counties, businesses could stay open beyond the regulated hours at lower temperatures.

TRANSPORTATION: Diesel fuel in Fairfax County, Va. was cut 10 per cent. Milwaukee County, Wis. appealed to consumers to carpool.

UTILITIES: Several counties experienced natural gas curtailment. Ocean County, N.J. cut commercial use and warned that residential use would be cut if necessary. In Milwaukee County, Wis., gas was cut off in mid-January—only small amounts are available. Industrial and commercial plants closed in Chautauqua and Broome Counties, N.Y. Non-essential users in Fairfax County, Va. closed. The governor in North Carolina urged major cut-backs since the reserve gas was released. In Ohio, the Columbia Gas Company ordered schools closed and refused to deliver, fearing that the pressure line to residents could not be maintained.

FUEL OIL: Ohio State Association of Counties reported a propane shortage. Frozen rivers limited delivery in Suffolk County, N.Y. and Fairfax and Rockingham Counties, Va. Jefferson County, Ala. reported they were at a critical stage and would be in trouble if the cold weather continued.

UNEMPLOYMENT: The Ohio State Association of Counties said one million laborers were out of work. Ocean County, N.J. had an unemployment "line going around the block." Allegheny County, Pa. had 10,000 to 20,000 unemployed. Jefferson County, Ala. officials estimated 40,000. Miller Brewing Company in Milwaukee laid off 1,000, a third of the work force. Pike County, Ky. reported 7 to 8 per cent unemployment. Various counties reported temporary layoffs because of reduced store hours.

OTHER: Allegheny County, Pa., along with other counties, is preparing for future flooding. New Castle County, Del. officials called for reduced auto usage and the curtailment of library hours.

Poor and Elderly

REGION II: Broome County, N.Y. was investigating a voucher system for welfare recipients whereby the percentage of fuel bills paid by the federal government would be increased. Chautauqua County, N.Y. Office of Aging opened its hot meals and luncheons to all people. Emergency shelter was planned in Westchester County, N.Y. In Suffolk County, N.Y. the gas company helped to match supplies with the needy.

REGION III: The Board of Supervisors of Fairfax County, Va. asked

the gas company not to cut off gas to the poor.

REGION IV: Community organizations worked with the poor. In Mecklenburg County, N.C., for instance, the Community Development Fund subsidized income for fuel and the Boy Scouts cut wood. Johnston County, N.C. had reserve money for people who needed assistance. In Pike County, Ky. social services and the Red Cross Disaster Center assisted the poor. Community Action Programs in Spartanburg County, N.C. found more sources of heat.

REGION V: The Public Utilities Commission of Ohio ruled that companies cannot turn off gas because of non-payment. Several deaths spurred the publicity that initiated the ruling which will remain in effect until the end of March. County armories were opened to elderly because of poorly insulated homes in rural areas. Highway garages were converted to barracks.

Responding to the Community

COUNTY COMMISSIONS: Milwaukee County, Wis. Board of Energy Conservation Committee assisted each department in planning schedules of ways to deal with the problem. Mecklenburg County, N.C. and Rockingham County, Va. appealed to constituents to turn thermostats back. Ocean County, N.J. commissioners allocated extra money so "no one would freeze."

CIVIL DEFENSE: In Broome County, N.Y. contingency plans were available if homes were cut off from gas supplies. The Civil Defense was alerted in Fairfax County, Va. Disaster agencies in Ohio help to move propane gas. The Civil Defense handled fuel allocations in Milwaukee County, Wis.

PUBLIC WORKS: For the most part, construction was curtailed.

NATIONAL GUARD: In Allegheny County, Pa. the guard was called to deliver 50 gallon barrels of fuel oil to citizens. Reserves were called in to help stranded motorists by helicopter in Montgomery County, Ohio.

DEPARTMENT OF WELFARE: In Pike County, Ky. the Food Stamp Office remained on a five-day week while offices in the rest of the state converted to four days. Food Stamp Offices in Montgomery County, Ohio were also busy and opened additional outlets. In Milwaukee County, Wis. the Social Development Commission worked to winterize welfare homes. In Ohio, emergency assistance was expanded to help with utility bills. Broome County, N.Y. requested an extension of credit under AFDC because the present 10 per cent limit does not allow the county to give fuel bill service to the poor.

OTHER: In New Jersey, which declared a state of emergency, police and firemen told constituents from loud speakers that thermostats should be lowered, otherwise a \$175 fine could be levied.

In Allegheny County, Pa. the energy office was on 24-hour duty as an information office and to push gas and fuel oil companies to deliver backorders.

In Ohio, day care operations expanded because more people had children out of school. The United Way provided extra assistance and Title XX money was used to aid the elderly.

Mecklenburg County, N.C. Chamber of Commerce scheduled a seminar to help business conserve fuel. Co-sponsored by the energy committee and the National Chamber of Commerce, it has the title, "Business and Energy: The Cold Hard Facts."

This summary was prepared by Kathy Dumais, County News intern.

Dade Fuel Program Nets Impressive Gas Savings

DADE COUNTY, Fla.—Since the implementation of a fuel conservation program in December 1973, Dade County energy coordinators have saved more than \$2.3 million in gasoline costs.

Newly appointed Dade County Manager Merrett R. Stierheim, in a written report to the county commission, announced that gasoline consumption by county vehicles was reduced by more than six million gallons, reflecting the limit imposed by the Federal Energy Administration, based on Dade County's 1972 consumption average of 380,000 gallons a month. The county has never exceeded this allocation cap.

"Dade County is perhaps the only local government in the nation that can factually demonstrate a 37 per cent decrease since 1973," Stierheim said.

Dade County energy coordinator, William Hampton, explained the decrease is attributed to a priority rationing card system, employee cooperation and fuel transport and storage capabilities.

With the acquisition of a U.S. Navy storage facility and various transport vehicles, the county became capable of supplying, in an emergency, 660,000 gallons of gasoline to its 28 fueling locations. Storage capacity at each fueling site was increased to a minimum of 3,000 gallons which not only bolstered the total average capacity but also cut delivery costs. (Oil companies charge an additional five cents per gallon for deliveries of less than 6,500 gallons.)

Emergency vehicles (marked police cars, fire engine and fire rescue equipment, garbage trucks), which

account for 60 per cent of Metro's gasoline consumption, were issued category A and B ration cards, authorizing unlimited use of fuel. Four other ration categories were established, each with a decreasing maximum allotment of gasoline.

Careful monitoring of supply and demand will reveal possible danger signs, at which time a contingency plan that limits gasoline usage can be put in operation with a phone call from the county manager.

County administrators say that, to their knowledge, theirs is the only local government to ensure ample gasoline supplies in case of an emergency. Dade County has received inquiries on its program from all over the United States, Canada and Mexico.

CSA Allocation

WASHINGTON, D.C.—A recent national television newscast contained erroneous information about the availability of certain federal funds for local winterization programs. The following information should correct any misconceptions. For the first six months of fiscal '77, the Community Services Administration (CSA), an independent federal agency, has been allocated \$27.5 million for poverty-related programs of which 80 per cent is earmarked for weatherization.

By calling (202) 254-5840 or 5150, a county can find out if it is in an agency's jurisdiction, if a winterization program exists, if funds are available, and what the CSA guidelines are for such programs.

Winterizing Homes of Elderly

KING COUNTY, Wash.—A few hundred low-income elderly residents will have warmer homes, and lower heating bills this winter because of a county energy program.

The \$40,000 "winterization" program is designed to reduce energy consumption, and the heating costs of low-income elderly. Savings in fuel costs are estimated to be 30 per cent.

The King County program includes ceiling insulation, weatherstripping, caulking, minor home safety repairs, and putting plastic over windows. About 300 homes will be winterized over a six-month period.

According to a housing survey, there are about 1,000, one or two

member, low-income elderly households outside of Seattle. Eligible persons are selected on a first-come, first-serve basis. Requirements are that the applicant be 60 years of age or older, that he or she owns or is buying a home in the county but outside of Seattle, and that income is at or below 40 per cent of the state median income (\$3,202 a year for one person and \$4,189 for two).

A senior citizen can call a special county number that provides information on senior programs. Then, an outreach worker is dispatched to the home where the resident is requested to fill out an income eligibility form. The application goes to the King County Housing Authority (a private firm) which sends an inspector to see what the home needs, ex-

plains Rosemary Aragon of the county program development division.

Those who do not meet income requirements for the senior program are referred to a \$45,000 county-funded program for low-income persons. The income ceiling is \$5,875 for one person, and \$8,375 for a family of four. Both programs pay 100 per cent of the improvement costs, which are estimated to be \$135-\$150 per home.

The senior program is federally funded through the Older Americans Act by the local area agency on aging. It's part of an energy conservation program proposed last October by County Executive John Spellman.

AMA STUDY

Poor Medical Care in Jails Spotlighted

WASHINGTON, D.C.—The Supreme Court has ruled that under some circumstances poor medical care in prison can constitute cruel and unusual punishment.

This decision has brought more attention to medical care in jails. As a result, the American Medical Association (AMA) has revealed some facts about how some county jails fail to treat inmates.

Although the study of 30 jails has not been completed, preliminary findings show that over 15 per cent of the inmates in an Indiana jail had positive tuberculosis skin tests, and a Washington jail showed the same

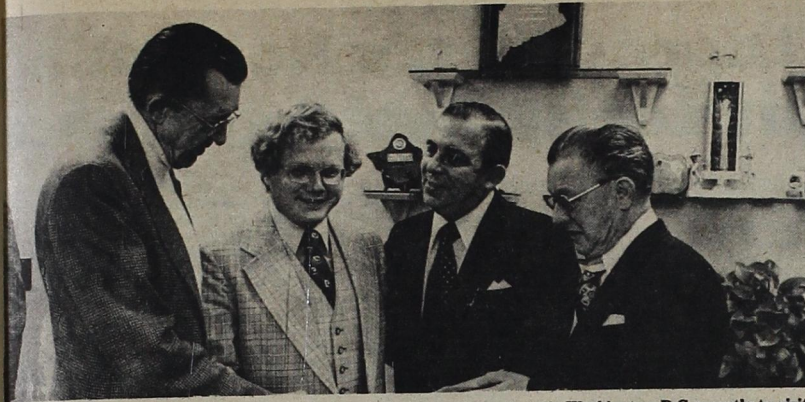
percentage had positive x-ray readings for tuberculosis.

A Georgian showed that 66 per cent of the inmates had abnormal urinalysis tests. In Wisconsin, 27 per cent of the inmates had abnormal readings for hepatitis.

A 1972 census done by the U.S. Department of Justice showed that out of 3,921 jails, only 480 had medical facilities. An AMA survey showed that less than 17 per cent of the 1,159 local jails responding had in-jail medical facilities.

Counties point to the exorbitant cost of health care and find difficulties in coordinating medical resources. For example, there are 135 counties that have no resident doctor. NACO's Criminal Justice Program will be publishing a factsheet describing exemplary programs and examining various methods for developing comprehensive medical services for the jail.

Representatives from AMA and other health organizations will provide technical assistance to county officials at the National Assembly on the County Jail Crisis, May 22-25, in Kansas City, Mo. For more information, call or write Nancy Levinson at NACO.



VISITING NACO—New Jersey Association of Counties' representatives were in Washington, D.C. recently to visit NACO and their congressional delegation. From left are: Jack Lamping, executive director; Rod Kendig, NACO director of Administration and Finance; Vincent J. Fusilli, Hudson County, N.J. president; and Ernest A. Buhr, Ocean County, N.J. first vice president.

Poverty Studies: Conflicting View

WASHINGTON, D.C.—Depending on how you look at it, the nation's social welfare programs may be more effective in reducing the number of poor families than was previously thought.

The Congressional Budget Office (CBO), created in 1974 to provide economic research for the House and Senate, released a background paper Jan. 13 which cuts in half the number of poor families identified by the U.S. Bureau of the Census, the official source of statistics. The CBO, using different criteria than the census bureau, said that about 5.4 million families, or about 6.9 per cent of the nation's total, county be classified as poor in fiscal '76. According to the census' poverty classification method, about nine million families, or 11.4 per cent of the total, fell below the poverty line.

THE DISPARATE poverty figures are due to different definitions of income. The census bureau counts only wages and cash benefits, such as Social Security, unemployment insurance, Aid to Families with Dependent Children, and supplemental security income, in its definition of income. The CBO, on the other hand, includes other kinds of in-kind assistance as well—using the dollar value of programs such as Medicaid, Medicare, food stamps and government subsidized housing.

Because spending for social welfare programs has quadrupled in the last decade, from \$77.2 billion in fiscal '65 to an estimated \$286.5 billion in fiscal '75, and in-kind benefits have increased 16-fold during the same period, the effectiveness of the cash and transfer system in eradicating poverty is being seriously questioned. The CBO study designed to find out whether federal social welfare programs actually lift families out of poverty, was requested last spring by Vice President Mondale when he was a

member of the Senate Budget Committee.

THE NUMBER of poor families has remained about the same since 1965, roughly 11 million families, although the number of poor persons within these families has decreased by about 7 million. This small decrease in poverty is explained by two factors, the CBO study contends. First, most public expenditures are aimed at the general population, not just those below the poverty line. Currently, a non-farm family of four earning less than \$5,500 a year, higher for larger families, lower for smaller ones, and \$2,800 for a single individual, would be classified as poor.

Secondly, the CBO experts say, the income currently used in the Census' official poverty statistics does not accurately reflect the resources available to the poor person. These resources are in-kind benefits, such as food stamps and health care for the poor and aged. Also, the Census figures are based on total money income before taxes are taken out, and do not account for underreporting of income.

The CBO study statistically measures the number of poor families from a pre-tax/pre-transfer income level, before the government provides any benefits or deducts payroll or income taxes, through a post-tax/post-transfer level.

THE STUDY found that without government benefits or before tax deductions, fully 25.5 per cent of American families would fall below the poverty level. If federal benefits were included, but taxes were not deducted, the study found that the number of poor families decreased by about 19 per cent or roughly 5.3 million families (6.7 per cent of the nation's families). Although the number of poor families rose some when the CBO researchers deducted taxes, the overall incidence of poverty decreased about 75 per cent from its pre-tax/pre-transfer level to its

post-tax/post transfer level.

The CBO concludes that there has been "marked progress" in lowering the number of poor families if income is examined after taxes and transfers. Using this concept, the CBO found that the number of poor families has been reduced by roughly 60 per cent since 1965, in contrast to a 30 per cent reduction when the census income concept is used.

THE STUDY also found that

population groups were affected differently by the various benefit programs. The most dramatic change in poverty status occurred among the elderly. Without social welfare aid, more than half of all elderly families were considered poor, but if federal benefits and tax deductions were included in income levels, poverty among the elderly was nearly eliminated (only about 4 per cent remained poor).

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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Proposed Regs

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

76-118 Commerce "Interstate Grants (Section 309 of the Coastal Zone Management Act of 1972 as amended by P.L. 94-370)". The National Oceanic and Atmospheric Administration proposes to adopt regulations pursuant to section 309 of the coastal zone management act of 1972 for the purpose of defining procedures by which interstate entities can apply for and receive grants for interstate coordination of coastal zone management issues affecting two or more states in a region. Copies are available.

77-1 HEW "Assistance to States for Education of Handicapped Children and Incentive Grants Program" (45 CFR Parts 100b, 121a and 121m)".

78-109 HEW "Grants for Community Health Services, Acquisition and Modernization of Existing Buildings, Title 42, Part 51c, Subpart 1". Copies are available.

The purpose of these regs is to revise Part 121a (45 CFR), to make minor changes in Part 100b, and to add a new part 121m. The regulations are mandated by the Education for All Handicapped Act as amended by Pub. L. 94-142 (section 617(b)). Copies are available.

77-2 USDA "Regulations to Implement the Provisions of the Emergency Accountability Act". This act is Congress' response to significant abuses by food stamp vendors disclosed by departmental audits and investigations. These abuses were: 1) late or non-depositing of funds from coupon sales; 2) failure to make timely and accurate reports of issuance activity; and 3) food coupon inventory shortage. The act grants the department authority to establish strict accountability provisions and provides criminal penalties for negligent vendors. Copies are available.

77-3 LEAA Visiting Fellowship Program, G 6010.1A". This guideline summarizes the purpose and goals of LEAA's Visiting Fellowship Program. It also provides guidance on the application, award and administration of the program. Copies are available.

Recreation Management Institute Set

The Ninth Recreation Management Institute on Public Involvement in Decision-Making for Park and Recreation Resource Development will be held from March 28 to April 1 at Texas A and M University, College Station, Tex.

The institute is being sponsored by the National Park Service and the Department of Recreation and Parks of the University's College of Agriculture.

Subjects to be considered include: finding the public; case study examples of public involvement; political realities; strategies for successful public involvement; obstacles and pitfalls in public involvement; updating legal requirements; new research findings in public involvement; and literature sources on public involvement.

Tuition for the four-day institute is \$170, which includes admission to all institute sessions, copies of all handouts, a meal function, and a copy of the institute proceedings. Accommodations have been reserved at the Memorial Student Center on the University Campus.

Attendance will be limited to the first 50 persons enrolling. All applications must be received by March 8. Additional information may be obtained from the Recreation Management Institute, Department of Recreation and Parks, Texas A and M University, College Station, Tex. 77843.

ASPO Workshops

The American Society of Planning Officials, a national not-for-profit membership and research organization, will hold the first of six workshops on "Onshore Impacts of Outer Continental Shelf Oil and Gas Development" in Newport, R.I. March 28-30. Subsequent workshops will be held at monthly intervals in Alaska, the Pacific Northwest, and the Gulf and Atlantic coasts.

Attendance at each workshop will be by invitation only. To compile lists of invitees for all six workshops, ASPO is soliciting applications from interested individuals and agencies. Application forms are available from: ASPO Workshops, 1313 East Sixtieth St., Chicago, Ill. 60637, (312) 947-2565.

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



Caso

Medicaid Task Force Chairman

NASSAU COUNTY, N.Y.—Executive Ralph G. Caso has been appointed chairman of NACo's Medicaid Task Force.

An active member of the task force for the past two years, Caso said reform of the Medicaid system must be the top priority of the Administration and Congress this year. He pointed out that medical program costs will double in the next five years and that federal spending alone will grow 30 to 40 per cent by 1982. The federal share of Medicaid in fiscal '78 is estimated at \$12 billion—an increase of \$1.5 billion over 1977.

"Counties cannot, by themselves, do much to control costs in this federal and state mandated program," Caso said. "President Carter has promised the American people that he will propose to the Congress a major reform of the welfare system. The NACo Task Force wants to work with him in helping to develop a reform package."

Caso listed the major goals of the task force as follows:

- Federalization of Medicaid on an incremental basis over the next three years.
- Immediate federal assumption of all Medicaid costs for the disabled, blind and eligible persons over age 65.
- Complete overhaul of the eligibility process to standardize and simplify it.
- Incentives for providing the least expensive quality medical care.

Learn 'What's Happening at Legislative Conference

An exciting legislative year is shaping up for 1977.

With the turnover in a number of key congressional seats, many Capitol Hill-watchers are predicting a "bumper" crop of innovative legislation for 1977.

In the meantime, the new Administration has already committed itself to long-overdue issues such as welfare reform, full employment and development of a comprehensive energy plan.

This year county officials will need to pay close attention to "what's happening" at the federal level to ensure that major changes in national direction will strengthen county government and benefit county citizens.

County officials will get that chance at NACo's 1977 Legislative Conference in Washington, D.C., March 21-23.

The conference is designed to bring local officials up-to-date on key issues and generate in-depth dialogue between county representatives and federal decision-makers.

The opening day of the conference features a general session on NACo's legislative priorities. NACo's 12 steering committee chairmen will explain the status of vital issues and describe ways county officials can affect federal policies.

Here's a preview of the top issues counties designated as their priorities for 1977:

Welfare Reform. President Carter has formed a Welfare Reform Consulting Group to formulate a welfare reform plan by May 1. Last year county officials approved their own proposal to redesign the welfare system. Can the two proposals be meshed to create a welfare system that will eliminate waste, strengthen the family, and encourage self-sufficiency?

Employment. NACo believes all adult Americans who are able and willing to work should be given opportunities for useful employment at fair wages. What is the best vehicle for achieving that goal?

Countercyclical Assistance. The twin burden of inflation and recession keeps counties in a stranglehold between cutting back services or raising taxes. Will Carter's proposal to extend countercyclical assistance to local governments pass Congress? How much funding is needed to keep local governments afloat?

National Health Insurance. Health care costs are spiraling. What are the chances for passage of national health insurance over the next few years? Can counties persuade the federal government to federalize Medicaid—the first step toward national health insurance?

Payments-in-Lieu of Taxes. Congress passed landmark legislation last year when it recognized the local government burden caused by the tax immunity of federally owned lands. But how long will it take before this bill is funded?

Community Development. Community development block grants have helped counties prevent the deterioration of urban communities. Will counties be able to continue these efforts when fiscal '77 ends?

Rural Development. The Rural Development Act of 1972 has failed to achieve its potential because of inadequate funding. How can counties force the federal government to recognize that rural areas deserve a "fair share" of federal assistance?

Transportation. Can counties achieve more flexibility in planning and operating public transit systems? How can the federal government and counties work together

to solve the bridge crisis and reduce aircraft noise?

Water and Air Pollution. The 94th Congress failed to pass amendments to both water and air pollution legislation which would have helped counties improve their efforts to meet national air and water quality standards. What will the 95th Congress do?

Land and Water Conservation. Fund. In 1976, Congress expanded the Land and Water Conservation Fund for increased federal, state and local acquisition and development of outdoor recreation facilities. No county must ensure that the federal amount authorized is appropriated.

Energy. This winter's severe weather once again has dramatized the need for a comprehensive energy policy. NACo believes this policy should emphasize energy conservation programs and development of alternative energy sources. Will President Carter be able to reorganize federal energy efforts to achieve this goal?

Criminal Justice. Although the Law Enforcement Assistance Administration (LEAA) has proved an effective mechanism for revamping criminal justice programs, NACo believes LEAA should be reevaluated. Providing block grants to local governments, NACo believes, would be a more effective means of administering the law. Can LEAA be reorganized and how can counties ensure adequate funding for both LEAA and the Juvenile Justice and Delinquency Prevention Act?

Federal Aid Reform. How can counties work with the federal government to strengthen the existing intergovernmental system, eliminate federal red tape, and streamline federal aid to give counties more flexibility in administering federal programs?

Evaluating EDP 'Litany'

Continued from page 4

Third, he says that EDP provides better information for decision making. The costs of searching for and analyzing data is reduced markedly through EDP, while it is assumed that the entire process is more systematic than most manual systems.

In some units of local government, EDP suffers from a severe credibility problem. Depending upon the attitude of officials toward computer-generated data, findings may be taken as either irrefutable truth or of dangerously suspicious origin, says Danziger.

A fourth contention is that EDP increases a supervisor's ability to manage subordinates by capturing performance data from their routine reports. While supervisors, says Danziger, support the computer's capability, many subordinates are not at all pleased with the increased measurement of their behavior.

Some do not like the apparent limitations placed on their freedom by the computer. Others, according to Danziger, are concerned that the computer's characteristic insensitivity prevents it from distinguishing role variety and discretion in the performance of those roles. The classic example cited is that the performance and rewarding of police officers may be on the basis of the number of arrests rather than the time or skill to maintain peace, provide services or improve relations with the community.

Danziger says that more sensitive work-monitoring systems must be developed. At the same time, these ought to supplement sound employee control and evaluation, not supplant less satisfactory criteria.

A fifth commonly accepted notion blames the inadequate utilization of EDP on either the user's resistance or failure to understand computers. The author reveals, however, that the classic bureaucratic resistance to change explains only part of the failure to take full advantage of an EDP installation.

Danziger found the most common source of problems is the unit of the county in charge of EDP. He expresses surprise at the large proportion of automated tasks which were poorly designed. "In some instances, this is due to the technical inadequacies of the analyst and programmer staff," he says.

User involvement is always difficult since the user is not aware of the computer's potential, while the technician does not know the demands of the various departments; the result is designing impressive programs that do not always square with reality, he claims.

The sixth, and usually well-emphasized, "canon" is that the transfer of computer technology among local governments allows local governments to profit from the successes and failures of others.

But Danziger observes that there are few examples of successful transfers. Serious consideration of transfer rarely occurs, he said, since only a few comparable units of government generally examined. Even software programs packaged for wider use are adopted only sporadically, and then with unsatisfactory results, he says.

The author blames the absence of extensive training on the lack of suitable information, technical problems, inadequate documentation, and differences in hardware and/or computer language.

Yet another reason, he says, is the tendency of some local governments to underscore those differences which set them apart from their colleagues. "Reinforced by the patchwork of state and local statutes and by the particular pattern of their own (standard operating procedures), most user developments are unwilling to accept a system developed for the 'different' situation of another local government," he says.

For their part, EDP personnel comprise another obstacle. While most programmers and analysts consider the early stages of automating data a creative activity, the process of transfer-adaptation is usually considered dull and uninspired, the author concludes.

Far from diminishing, Danziger envisions an expanding role for EDP in local government. But he takes issue with what he calls an "uncritical acceptance" that the impacts of EDP are overwhelmingly beneficial. "The acceptance has been a function of hope, of an information network heavily biased toward promotional success stories, and of a lack of empirical research," he concludes.

—Thomas P. Br...

TRANSFER FEE PLAN

A Way to Save Prime Farmland

by Wallace E. Washbon

America loses more than 200,000 acres of prime farmland every year to other uses. A number of approaches designed to reduce the loss of this most essential resource have not worked very well. One that holds promise is the transfer fee plan. It should appeal to those who own land as well as to those who wish to protect it.

The transfer fee plan (TFP) is based on four elements:

- Creation of prime farmland reserves in counties with commercial food or fiber production.
 - Provision for jurisdiction over the reserves by county prime land preservation boards.
 - Discouraging the conversion of reserve land to nonfarm use by imposing a substantial transfer fee on those who purchase land approved for release from the reserve, with a significantly higher penalty if conversion occurs without approval.
 - Distribution of the accrued fees to the current landowners in the reserve as compensation for lost development rights.
- Let's examine these points in detail.

STATE ENABLING ACT

The first ingredient of a TFP is state enabling legislation to permit the creation of prime farmland reserves in counties with commercial food or fiber production. A county effort without a state enabling act could be attacked in the courts.

The state enabling act should provide for a number of things, including the eventual establishment of prime farmland reserves in every county with commercial agricultural production. This responsibility would be delegated to the state commissioner of agriculture. Noncontiguous units of farmland should be permitted.

The legislation also should provide for a maximum of three categories of reserves for each county and the possibility of multi-county reserves. Each reserve should encompass farms with similar prospects for eventual conversion to nonfarm use if not protected. Thus, all farms under high speculative pressure would be in one reserve, those under medium pressure in a second, and those with the least prospect for development in a third.

The county government should appoint a prime land preservation board. Representation on the board should include farmers likely to be in the reserve; officials of the Cooperative Extension Service, the Agricultural Conservation and Stabilization Service, the Soil Conservation Service, and the county planning office; and concerned citizens. Those with agricultural affiliation should not exceed 60 per cent of the board's membership.

LAND TRANSFER FEE

The state law should set a specified figure as a minimum prime land transfer fee for approved release of farmland out of the reserve for use other than agricultural. It should be no less than \$2,000 an acre, to be paid by the person seeking permission to convert the land to nonfarm use. This fee should be high enough to encourage development on nearby non-prime lands. The legislation should include provision for the state commissioner of agriculture, following a public hearing, to increase the minimum transfer fee whenever evidence shows that the current minimum is not serving as a deterrent.

The collected transfer fees should be deposited in a pooled account in the custody of the

EDITOR'S NOTE: The availability of land for agriculture production is becoming a major issue throughout the United States. State and local governments are beginning to examine the need for preserving land both for major grains, and fruits and vegetables that can only be grown in areas with unique soil and climate.

Suffolk County, N.Y., and Howard County, Md. are only two of many county governments now acting on their own to control the conversion of crop lands and future residential and commercial development through farmland land preservation programs.

This article is reprinted from the November 1976 issue of *Planning*, the magazine of the American Society of Planning Officials. It reports on one of a growing number of techniques for preserving prime agricultural land and regulating future urban growth.

The author, Wallace A. Washbon of Ithaca, N.Y., is a private consultant who has been previously associated with the U.S. Department of Agriculture, Cornell University, and the state of New York.

county treasurer for periodic distribution to the current landowners in the reserve.

The minimum penalty for unauthorized conversion of reserve land to other use would be included in the state legislation to preclude possible litigation. A minimum penalty of three times the state minimum transfer fee is suggested. Provision for assessment of a still larger penalty should be incorporated in the state enabling act to assure enough flexibility to protect prime lands at the urban fringe.

One-third of the penalty should be placed in the pooled account as if the transfer fee had been paid. The other two-thirds should go to the county government to pay for the cost of the preservation program and to encourage promptness in guarding against destruction of choice farmlands.

GOVERNMENT PRIME DESTROYER

The law should state that there would be no exception for eminent domain. Government is one of the largest destroyers of prime land. The right to take such lands cannot be denied, but the transfer fee should still be assessed to encourage government land takers to look elsewhere. Nor should the federal government be exempted. The state enabling act and congressional legislation must specify that the state minimum transfer fee is to be paid by the state or federal agency intending to take reserve land. Furthermore, such agencies should be required to justify the intended takings at a special public hearing.

The law should stipulate that removal of the topsoil or subsoil from reserve lands constitutes conversion to nonfarm use. Many acres of good farmland are destroyed each year by excavating the land for fill for highway and other construction. Even if topsoil is replaced, the productive capacity of the soil has been destroyed. This provision would apply to strip-mining operations as well.

The final decision on the boundaries of a proposed reserve should rest with the state commissioner of agriculture after presentation of the proposal at a public hearing conducted by the state department of agriculture.

The law would require the administering agencies to hold a special hearing before adopting any regulations that would restrict normal agricultural practices in established reserves. The special hearing would deal with the jurisdiction for the ruling, examine its potential effect upon farm production, and provide an opportunity for compromise.

Under the TFP law, farmland in the reserve would be assessed on the basis of its agricultural value, not on the fair market value it would bring if sold for another use. Agricultural value should be designated as the best, highest, and only use of the farmlands as long as they remain in the prime farmland reserve. Taxation on the basis of nonagricultural use

is often so exorbitant that profitable farming is impossible. This stipulation in the enabling act would clearly establish the value of reserve land for real estate and inheritance tax decisions.

RESERVE JURISDICTION

The second element of the transfer fee plan is the provision for jurisdiction of the reserve by a county prime land preservation board. This board would be charged with determining the minimal quality of soil, the state of economic well-being, and the critical agricultural mass sufficient to justify the placing of land in the reserve. This could be done at the state level, but local agriculturalists and farmers could do it as well and much more easily, especially with the help of agricultural extension agents and Soil Conservation Service personnel.

The board also would draw the suggested boundary lines of the reserve, not necessarily in contiguous units, on aerial photo maps for use at a public hearing. Only properties with prime cropland should be included in the reserve. The boundaries of the reserve should coincide with farm property lines as much as possible for easy identification. Large areas of wasteland or hilly woodland should be avoided in the interest of keeping the reserve identifiable as prime croplands. Farmlands suggested for inclusion in a reserve should have the approval of the appropriate local planning board.

PURCHASE PRIVILEGE

The TFP's third element, however, is the key to the plan. It calls for the assessment of a substantial transfer fee on the purchaser if the land is approved for release from the reserve and a significantly higher penalty is conversion is to occur without approval.

Transfer fee means a sum of money paid for a privilege—the privilege of authorized release of prime land out of the reserve for nonfarm use. A privilege is a right enjoyed by a person beyond the advantages of others. Therefore, the transfer fee is not a tax. In this plan, the privilege is purchased. A penalty is financial punishment for violation of a rule—the unauthorized destruction of a protected natural resource.

The final decision to release farmland from a reserve would rest with the county prime land preservation board. The board also would fix the amount of fee to be levied in excess of the state minimum if local land value warranted it. No release of reserve land could be approved without prior approval of the appropriate planning board.

When the release had been granted by the preservation board and the transfer fee paid by the applicant, the land then would be approved for nonfarm use.

The responsibility for unapproved conversion would rest with the landowner at the time of conversion. Landowners in the reserve would be free to sell farmland to anyone at any price and at any time.

LANDOWNERS COMPENSATION

The final element of the proposal is the distribution of the accrued transfer fees to the current landowners in the reserve as gradual compensation for lost development rights. The responsibility for deciding how and when the accrued fees should be distributed would be shared by the county prime land preservation board and the county treasurer. Since farmland reserves would vary in percentage and quality of cropland, it seems appropriate to stipulate that each reserve share its own pool.

Compensation from TFP can be substantial. Assuming a \$2,000 an acre transfer fee, if 10 per cent of a reserve is converted, the farmers remaining in the reserve would get \$222 an acre. At that rate, a 20 per cent release would yield \$500 an acre compensation for the farmers still in the plan; a 30 per cent release would yield \$857 an acre; and a 40 per cent release would yield \$1,333 an acre. Of course, if the transfer fee were increased, the compensation per acre would go up accordingly.

Several potential sources of inequity have to be eliminated. These include distinguishing between prime croplands and nonprime croplands and between croplands and lands not used for crops at all. There are also some technical problems to deal with concerning the dates of release of land from the reserve and the possibility that some landowners may get unreasonably high payments. But it is conceivable to devise procedures to take care of the few bugs in the plan and assure equity in distributing the accrued transfer fees to the remaining landowners.

The transfer fee plan fits the needs and values of our society. People want less government spending, fewer government employees, and greater local control. TFP meets those needs.

TFP EFFECTIVE PROTECTION

The key to the effective protection and simplicity of operation of TFP is to keep the fees and penalties high enough to discourage conversion of prime lands to other use.

How does TFP compare to other techniques for preserving prime lands? Only three techniques with land-saving qualities can possibly work under the pressure of urbanization—namely, outright purchase of development rights, the use of transferable development rights, and the transfer fee plan proposed here.

Outright purchase, as in Suffolk County, Long Island, is highly effective, but the cost to the taxpayer is so high (\$3,000 or more an acre) that it can be employed in only a few situations.

Saving choice farmlands for future generations requires a system that has advantages for both those who own the land and those who seek to preserve it. The TFP concept uses nontax money to protect these finite resources rather than placing dependence entirely upon the law. It offers an opportunity to contain development on prime lands without undue sacrifice by landowners, massive government spending, or costly bureaucracy.

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ICMA Is Looking for Successful 701 Projects

Have you directed, participated in, or heard about a successful planning and management approach developed with 701 or other Housing and Urban Development (HUD) planning funds since 1971? If so, the International City Management Association and the American Institute of Planners need your help. Send a description of the program to Ann Branton at ICMA, 1140 Connecticut Ave., Washington, D.C. 20036, by the end of February.

The 701 program, administered by HUD, provides grants to state, local and regional organizations to assist them in planning and management.

Your response is important to a new HUD-funded project aimed at identifying successful 701 efforts and letting other communities know about them. That way, where good approaches have already been developed, the wheel doesn't have to be invented again in other places.

Summaries of all projects nominated by practitioners will be available to HUD and to other interested communities. And the 10 best projects will be shared through case studies, field days, and audio visual presentations.

A User Advisory Group which includes a broad range of appointed and elected officials will make the final selections. Counties are represented by Frank Raffo, super-

visor, Loudoun County, Va., and William Hussman, chief administrative officer, Montgomery County, Md. The group met Jan. 13 in Annapolis, Md. to define selection criteria. When they meet again in April they'll be looking for approaches and products which are usable, have had an identifiable impact, are innovative, and have become an ongoing part of planning and management processes in a community or region.



Washington Briefs

• **Public Works.** House Public Works Committee approved a bill (H.R. 11) providing \$4 billion for immediate allocation. House floor vote expected around Feb. 24. Senate Environment and Public Works Committee still considering its bill. See page 1.

• **Anti-recession Aid.** House Government Operations Committee is considering lengthy public hearings before extending the countercyclical anti-recession aid program. Senate Finance Committee might attach anti-recession bill to tax stimulus legislation. Both the House and Senate Budget Committees have approved increases in the amount available for the last quarter of the current fiscal year.

• **Water Pollution.** House Public Works Committee to hold hearings March 1-3 on water pollution bill (H.R. 3199) containing fiscal '77 and '78 authorizations for 201 and 208 programs and amendments designed to reduce red tape. Bill is almost the same as H.R. 9560, defeated last session, which NACo supported. Sen. Edmund Muskie (D-Me.) has proposed tacking S. 57, authorizations for 201 construction grant programs to Title III of Public Works Bill. House Public Works Committee strongly opposes this action.

• **Payments-in-Lieu.** House appropriations hearings completed by the subcommittee on interior appropriations. Department of Interior requested a \$100 million supplemental appropriation for payments-in-lieu of taxes this fiscal year. See page 3. Funds also have been included in the Third Budget Resolution by the House Budget Committee.

• **Timber Sales.** Rep. Jim Weaver (D-Ore.), chairman of the House Agriculture subcommittee on forestry, called hearings this week on the "sealed bid" method of conducting timber sales on national forests. Western timber counties are concerned about the protection of the economy in local communities dependent on the timber industry. An arbitrary end to "oral bidding" for timber contracts may force small local timber operators out of competition for timber sales.

• **Budget.** House and Senate reported Third Budget Resolution to provide possibility for forward funding for public works, public service jobs and countercyclical assistance. See page 1.

• **Clean Air.** NACo testified before Senate Public Works Committee on Clean Air Act amendments. See page 3. House to begin hearings later this month.

• **Intergovernmental Personnel Act.** Ford budget proposed no fund-

ing for fiscal '78. NACo urged Carter Administration to restore funding. White House tentatively has agreed to recommend \$15 million to congressional appropriations committees. President Carter's budget amendments will go to Hill Feb. 18.

• **Fuel Aid Program.** Senate Budget Committee has voted \$300 million to entire Administration to submit supplemental budget request to help low income individuals pay for added costs of energy consumption this year. Program would be emergency legislation. Administration has not responded.

• **Transportation Finance.** Rep. James J. Howard (D-N.J.), chairman of the Public Works subcommittee on surface transportation, has proposed a plan to finance future transportation needs. He suggests a 3 cent to 4 cent increase in the federal gasoline tax and earmarking of 2 per cent of the 48 per cent tax currently paid by corporations. Howard would designate 2 cents of the gas tax (about \$2 billion annually) for bridge replacement and 1 cent or 2 cents for primary roads. The corporate tax would provide funds needed for transit. Howard does not expect his proposal to be adopted this year. A copy of Howard's proposal is available from Sandy Spence at NACo.

• **Metropolitan Planning Organizations.** Outgoing DOT Secretary William Coleman sent Congress a study Jan. 13 of the federal-aid urban highway system. The study (not distributed yet) reportedly claims that MPOs are working well. NACo statement included in the appendix to the report refutes that claim. In a related development, the states of Virginia and Oklahoma have filed briefs as "friends of the court" supporting the Los Angeles County suit against DOT regulations on MPOs. The suit claims DOT went beyond congressional intent in shifting power to regional agencies away from local governments.

• **Airport Construction Jobs.** Sen. James B. Pearson (R-Kan.) introduced a bill (S. 398) to increase by 50 per cent authorizations for air carrier and general aviation construction grants for fiscal '77 and '78. He said the bill would permit pending grant applications to be funded and would provide 15 to 20 thousand jobs in the construction industry.

• **Bridges.** Sens. John Culver (D-Iowa), Jennings Randolph (D-W.Va.), Dick Clark (D-Iowa), and Frank Church (D-Idaho) have introduced a bridge replacement and rehabilitation bill (S. 394), which would increase funding to \$600 million annually and would set aside 15 per cent for county bridges on or off the federal-aid highway system.

NACo Box Score...Priority Issues

Welfare Reform..... HEW study group started work last week.
Employment..... Budget committees approved increased jobs levels.
Antirecession..... Budget committees approved increase for fiscal '77.
Health Insurance..... Legislation may be delayed until 1978.
Payments-in-Lieu..... Budget committees approved \$100 million for fiscal '77.
Community Development..... Full funding in Ford budget.
Rural Development..... NACo urging Carter to restore funds in budget.
Transportation..... NACo testifying Feb. 23 on major transit bill.
Water Pollution..... House holding hearings in early March.
Air Pollution..... NACo testified in Senate Feb. 9.
Land and Water Conservation..... Full funding proposed in Ford '78 budget.
Energy..... Carter drafting major reorganization bill.
Criminal Justice..... NACo urging full funding for fiscal '78.

Counties, the Congress, & the New Administration

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

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

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

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

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

1977 Legislative Conference Registration

Name _____

Title _____

County _____ Telephone () _____

Street _____ State _____ Zip _____

Spouse name, if attending _____

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

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

Enclose check, official county purchase order or equivalent.

Make payable to NACo.

No telephone requests for registration or housing will be accepted.

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

Name of your congressmen _____

1977 Legislative Conference Housing Reservation

Name(s) _____

Arrival date _____ Time _____

Departure date _____ Time _____

Housing request at Washington Hilton (please check)

☐ Single \$34, \$37, \$40, \$43, \$46

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

☐ Suites \$123 and up

Deadline for hotel reservations is March 1. Full refunds of the registration fee will be made if cancellation is necessary, provided notice is postmarked by no later than March 11.

1977 Legislative Conference