Energy Bill Passes, Veto Threatened

The House of Representatives approved the Emergency Energy Bill last week and poised it for veto by President Nixon who immediately threatened to veto the measure.

During the Legislative Conference, the NACo Board of Directors passed a resolution decrying the lack of leadership on the part of the federal government during the energy crisis. The President, last Thursday, said he would veto the bill because it would rollback prices on "new" crude oil from over $10 a barrel to $5.25 a barrel and thereby discourage production of crude oil. He claimed the measure would lengthen, not decrease lines at gasoline pumps.

The House approved the bill after members voted down a rule allowing members to object to controversial parts through points of order. Instead it allowed separate up or doves votes on the most controversial sections—gasoline rationing, the rollback and Congressional veto power over Presidential energy plans. All were approved.

The NACo resolution said, "The country cannot afford either congressional delays or threats of Presidential vetoes of this (energy) vital legislation."

The resolution called for the creation of a Federal Energy Administration with authority to regulate the distribution of current fuel supplies and require oil companies to submit reliable data on consumption and inventories.

That information should be available to the public, the resolution said.

It also called for coordination of various federal programs and agencies which are related to energy including mass transit, environmental quality resource management, and development land use and housing.

The national policy should include incentives to increase production of all domestic energy sources and adequate funding for research and development or more efficient utilization of resources.

It also said elected officials of local governments should participate in all regulatory, conservation and economic impact programs concerning energy.

Land Use Bill Tabled by Rules Committee

The House Rules Committee last week unexpectedly voted to kill a land use bill which NACo had supported.

NACo's Land Use Steering Committee, meeting at the Legislative Conference, immediately passed a resolution calling on the committee to reverse its action.

The NACo committee said it was shocked about the Rules Committee's action and said "there is a critical need for the legislation and for a framework to promote sound planning for and management of land on the state, county, and city level."

The bill, similar to one which passed the Senate by a 64-21 margin last June, would have provided $600 million over the next eight years for state to develop comprehensive plans for regulating the use of land, particularly for projects such as power plants and airports with severe environmental impact.

Proponents said the measure would promote orderly growth and development without imposing federal controls, but opponents argued that it would infringe on property rights and lead inevitably to a federal takeover of local decisions.

NACo, in the resolution supporting the legislation, said any land use bill should include certain essential provisions:

A requirement that there be the broadest possible federal program for land use, and other local elected units of general purpose governments in the development of state land use plans (such as the provisions contained in the Jackson bill S 268);

A requirement for the use of local elected units of general purpose governments (specifically counties) for the detailed planning and implementation of state land use plans;

A mandatory allocation of funds by the state to local governments for planning and implementation;

The use of area-wide planning agencies (including councils of governments) composed of local elected officials only for the review and amendment procedures on local land use plans which may have regional implications. However, such agencies should not be used for the implementation of state land use plans;

(Continued on page 10)

Congressional Reception

U.S. Senator Lloyd Bentsen (D-Tex.) (left) was one of the many members of Congress who attended the Congressional reception opening NACo's National Legislation Conference at the Shoreham Hotel in Washington, D.C. Greeting Senator Bentsen were (1st) Ralph Tabor, NACo's Federal Affairs Director, Gil Barrett, NACo President, Stanley Smoot, NACo First Vice President and Vance Webb, NACo Second Vice President.

Tells County Officials Ford Promises 'Open Door'

"I don't know of a better relationship I have than with county officials in my Congressional district. May I say emphatically at this point to all of you that I hope and trust that relationship will go beyond that district and be expanded on a national basis in every one of our fifty states," Vice President Gerald Ford told delegates to NACo's legislative conference Thursday.

Ford noted that a procedure has been established through which counties can express their views to Kenneth Cole, director of the President's Domestic Council. "That procedure will continue," he added, "but that in no way inhibits your opportunity to have direct access and communication with me so that I can transmit your views to the highest possible level."

Ford went on to discuss legislative needs, stressing the importance of compromise, rather than polarization of views between the Executive and Congress.

He also discussed many of NACo's legislative priorities. He pointed to the general revenue sharing program and the recently enacted Comprehensive Employment and Training Act of 1973 as examples of what can be achieved by compromise between all interested parties, including counties.

"We're now in the process of trying to do the same thing in a number of other areas, and your help will be immensely important," he continued.

Education is an important area in which Congress is now considering legislation to consolidate the many categorical grants into one block grant, Ford said. Another important bill is community development legislation where the Administration supports a bill to consolidate categorical grants into one block grant for cities and counties to use according to community needs and priorities.

(Continued on page 4)
NACCA Debates Role Of County Attorneys

The National Association of County Civil Attorneys (NACCA) met in Washington, D.C., last week, to begin adding new strength to the organization, and at the same time, to discuss some of the pressing problems facing county attorneys and their counties.

The meeting was attended by attorneys from some fifteen states, representing not only their counties, but state associations of county attorneys as well.

President P. Eugene Price, Jr., of Forsyth County, N.C., stressed the crucial role that county attorneys play in advising their county boards. He proposed a full-time attorney to administer NACCA affairs and suggested that these attorneys be able to support such a position should be explored. Additionally, he cited the need for recruitment for county attorneys who could address their concerns and advise them of new court cases and proposed or enacted legislation affecting county counties. Price felt such measures could substantially strengthen NACCA as an organizational spokesman for county attorneys.

In addition to exploring ways for strengthening NACCA as a national organization, the meeting agenda included a discussion of recent court cases affecting counties, the energy crisis, and various collective bargaining issues arising out of the unionization of county employees. Jack Merelman, Washington representative for the County Superintendents’ Association of California, delivered the keynote address, “The County Attorney and the Changing American Lifestyle.”

In his address, Merelman emphasized the emerging and changing responsibilities that counties have assumed in recent years and the vital role of the county attorney in the process of change. Another highlight of the meeting was an address by Jefferson County, Ky., J. Bruce Miller, who reported on a recent national survey of county attorney offices.

Dennis Gordon, deputy chief of the employment section-civil rights division of the U.S. Department of Justice, spoke to the groups concerning county compliance with the Equal Employment Opportunity Act. Richard Barbour, secretary of the NACo staff also spoke to the group on legal issues concerning county administration of manpower programs.

A blue-ribbon panel of experts consisting of David T. Stanley, senior fellow at the Brookings Institute; Newton Holcomb, assistant county executive of San Diego County; and Sam Zagona, executive director of the Labor Management-Relations Service discussed various collective bargaining issues and considerations arising out of the unionization of county employees.

At the concluding business session, President Price made a number of committee assignments and called for a meeting at the annual convention in Miami. Price urged the attendees to communicate suggestions for the annual program to NACo in care of Don Murray.

Stronger Local Powers Laws Urged On States

The Advisory Commission on Intergovernmental Relations (ACIR) at its regular meeting in Washington, D.C., last month urged States to adopt procedures that would help local governments meet the urgent social and service needs of their communities. The recommendation is the final part of a comprehensive study of substate regional problems.

In a broad, five-part recommendation, the commission:

• Called on states to place their full statutory authority behind a set of enforceable standards relating to annexation, municipal incorporation, and local government viability;

• Urged the states to establish boundary commissions to apply these standards to specific cases;

• Provided a packet of reform proposals to modernize county structure and coordinate county and municipal functioning responsibilities; and

• Set out a range of five basic regional home rule options that could be initiated in a variety of ways but which would require approval by the people.

The five options are: multi-county consolidation; city-county consolidation; the modernized county; an umbrella multi-jurisdictional organization; or a regional service corporation; and

• Called for the formation of special State Advisory Commissions on Intergovernmental Relations to extend and expand study in each State of intergovernmental issues and make recommendations on county consolidation.

The report should be published sometime in April, 1974.

Denver County, Colo. Tackles Problems Caused By Hazardous Material Accidents

by John G. Powell
Publication Information Representative Emergency Preparedness Office
City and County of Denver, Colo.

Trucks, trains and planes carrying cargoes of lethal radioactive materials, explosives of all sorts, acids and other toxic chemicals, and highly volatile liquefied petroleum distillates pass through our counties, cities and towns everyday. Although all shipments of these materials supposedly comply with Interstate Commerce Commission regulations, the hazards of accidents causing accidental release, spillage or burning are many.

Several years ago the Denver Emergency Preparedness Office became concerned about the large amount of hazardous material passing through the county area and the lack of training police, fire and highway personnel had in handling hazardous accidents involving these materials.

There was fear that not only officials at the scene and people directly involved could be victims but that a serious situation could be created over a large area. Since this is always possible, we believe that civil defense directors should take the lead in establishing a coordinated training program for police, fire, highway and other concerned officials and in getting this training to the person responding to a highway or railway accident.

To begin the process of making the various government agencies aware of the problem, a series of simulated accidents involving hazardous material were prepared and conducted as exercises in various police and fire stations in the city. In time, the Denver Police Department assigned Detective Darrel Behrendsen to full-time duty to study the problem and prepare a manual to be used by the police department.

Detective Behrendsen prepared the manual and asked Colonel William J. Allen, Jr., Denver Director of Emergency Preparedness, to edit it. The Emergency Preparedness Office supplied the money for the initial printing sufficient to supply copies for the Denver Metropolitan Area Police and Fire Departments.

The idea was picked up by other police and fire departments in the metropolitan area, and, under the leadership of Detective Behrendsen, a Colorado Committee on Hazardous Material Safety was formed. The committee consisted of representatives of fire and police departments in the metro area—State Patrol, State Division of Emergency Services, Colorado Highway Safety Coordinator’s Office, Denver Emergency Preparedness Office, representatives of the various carriers, manufacturers and suppliers, and other concerned agencies.

Chief C. Wayne Keith of the Colorado State Patrol became chairman.

(Continued on page 11)
Rogers Promises Counties Role in Health Legislation

County governments have been promised a full hearing in developing new health legislation and a major role in carrying out health programs.

Rep. Paul Rogers (D. Fla.), chairman of the House Subcommittees on Health and Environmental移动端在立法委员会上表示，地方政府将被视为重要参与者。如果采用新的健康保险制度，地方政府可以参与分担成本，从而提高医疗服务的可负担性。同时，地方政府还可以在提供紧急医疗服务方面发挥重要作用。

Co-ordinating Council Instituted

In an effort to better coordinate the many service areas of county government, Frederick L. Dewberry, Jr., the administrative officer of Baltimore County, Md., has created an interagency Co-ordinating Council composed of department heads and policy makers. The council will be directed by an executive panel which will meet regularly to deal with problems that require interdepartmental cooperation.

The feasibility of free trade zones was also discussed. While there are many issues that need to be addressed, such as land use, environmental impact, and economic development, the idea of creating free trade zones is gaining momentum.

County Manager Form Proposed

A Chester County (Pa.) Study Commission, by a two-thirds majority, has favored the creation of a council-manager form of government for the county. The proposed form of government would be more efficient and better able to address the needs of the community.

Study Commission Provides Options

Four forms of county government have been proposed by a study commission in South Carolina currently involved in drafting a new home rule legislation. The committee, composed of state legislators, county representatives and municipal officials, have approved a provision which allows counties to levy license taxes on most business occupations.

Affirmative Action

San Diego County, Calif., is moving into the second year of having minority hiring quotas for most firms doing business with the county. Last year, the ordinance required fourteen percent minority employment each year, reaching twenty percent in 1977. The total employment goal is broken down among the Mexican-American, black, American Indian, and Asian minority groups in proportion to the racial-ethnic breakdown of the county’s population.

Help for the Prosecutor

Midland County, Mich., has recently appointed a deputy to the county prosecuting attorney’s office in an effort to increase its effectiveness. He will be responsible for determining which individuals charged with criminal offenses would be handled best by a change from the system of having complaints of consumer fraud. While the deputy will represent the prosecuting attorney in homicide and other serious criminal cases, he will remain an employee of the Sheriff’s Department.
**County News**

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**Discouraging Events In Washington**

Recent events in Washington have discouraged us greatly. For the past year, the Watergate scandals have so preoccupied the White House that there has been little leadership by the Executive Branch.

In Congress, a golden opportunity to fill this vacuum, but instead it has been running away from its obligations. Two months late it passed emergency energy legislation. While Congress created a law, the gasoline lines have gone from blocks to miles.

The reason we didn't have a fuel oil shortage is because of the unseasonably warm weather early in the year, the lack of major storms in the northeast all winter and America's past propensity to overheat buildings.

The President has announced he will veto the bill. To prepare us for the veto, he has downgraded the energy shortage from "crisis" to "problem." He seems to have used the logic of the "can" in the comic strip Doonesbury: Once a situation regardless of how intolerable, becomes part of daily living, it is no longer a crisis. Using the same logic, George Orwell, in the book "1984," found permanent war to not even be a problem.

A second event appalling us was the veto by the House Rules Committee not to report out a land use bill overwhelmingly approved by the House Interior Committee. In favor of events worthy of Prince Machiavelli, the Administration one day supported the bill, but withdrew the support after some backroom discussions. But the votes to table it came from Democrats who have given no reason for their action.

Wonders where the House Democratic leadership was during all this.

Filling the power vacuum left by the President and Congress are state and local officials. The first jurisdiction in the country to adopt a gasoline rationing plan was Hawaii County, Hawaii. It did so even before Oregon adopted an alternate day sales plan. While the federal government has consistently failed to act in the best interests of the American people, governors, state officials and county leaders have been doing all in their power to alleviate the problem and to find who's responsible.

Supervisor James Hayes of Los Angeles County was the first official to subpoena oil company officials and try to discover the amount of reserves and inventories.

In this most recent crisis which adversely affects more Americans than any other crisis since World War II, the federal government, Congress and the President, have abdicated, but local officials are filling the void magnificently. We are proud of them.

**A Good Report**

The Advisory Commission on Intergovernmental Relations, at a recent meeting in Washington, D.C., urged states to adopt procedures that would help local governments meet the urgent social and service needs of their communities. The recommendation is part of a comprehensive study of state/substate problems.

We applaud the recommendation of ACIR because they acknowledge the utility of county governments across the United States. Every year we witness an increase in the literature of local government suggesting that the viable unit of local government for the provision of services is the county.

Specifically, the ACIR recommendations include reform proposals to modernize county structure and coordinate county and municipal functional responsibilities. It also sets up a range of five basic regional home rule options that could be initiated in a variety of ways but which would require approval by the people.

Time and again counties are proving that they can fill leadership vacuums occurring at the federal level in areas as diverse as the energy crisis and consumer protection.

We agree with the implications resulting from the ACIR recommendations: that is, given the authority and the means, county government is the level of government which can best provide for specific locally defined services as well as area-wide, regional services.

(Continued from page 1)

"The highest priority I see is welfare reform," he stated, and he asked for county support in steering welfare reform legislation through Congress. National health insurance is another priority, and again Ford stressed: "The people who have a responsibility better start matching their ideas, rather than polarizing on their own visions."

But the 1984 bill will also be times when confrontation is inevitable, he added. He predicted, for example that President Nixon will veto the Emergency Energy Act passed by Congress, and that the veto will be sustained.

He outlined his opposition to the act, saying it only allocates the shortage of fuel, rather than attacking the source of the shortage.

"If we have any help, the help of the Congress, the executive branch, that in this calendar year of 1974, the American people will think better of the Congress, will think better of the President, will think better of those who hold public office because we worked together for the solution of the problems that America has," Ford concluded. "We can, we will, we must."

**Civil Preparedness Meeting**

THE AD HOC COMMITTEE for Disaster Preparedness recently met at NACo to plan a series of workshops to provide elected officials knowledge about the need for disaster planning. (Left to right seated) are: Wes Gunn, Emergency Preparedness, Director, Polk County, Florida; Walter Hyle, Emergency Preparedness, Baltimore County, Maryland; J. Howard Proctor, Emergency Preparedness Director, Decatur-Morgan County, Alabama; Frank Eades, County Commissioner, Wood County, Ohio. (Second row) J. B. Thornhill, Jr., County Commissioner, Polk County, Florida; Walter Halstead, Emergency Preparedness Director, Hennepin County, Minnesota; Robert Osborne, Emergency Preparedness Director, Baltimore City, Maryland; Dr. Robert Sheld, County Commissioner, Charlotte County, Florida; Ron Stephenson, County Commissioner, Pennington County, South Dakota. (Last row) NACo staffs, Charles Wall and Bill Maslin.
The appointed administrator

Appointed administrators: legal basis
by Gary Mann
Research Assistant

According to the National Survey of the Appointed Administrator in County Government, a 1973 NACo publication, the fastest growing form of county government in America today is that of the commission-appointed administrator.

The survey revealed, at that time, that there were 325 appointed administrators in the U.S. Twenty-one percent of the existing positions came into being during the past three years and currently more than 250 positions have been created since 1960. Thirty states have legislation which allows for appointed county administrators and more than 57 million persons are governed by counties operating under this system.

Administrators are appointed by the governing body of the county (e.g. Board of Supervisors, Freeholders, Commissions, etc.). The overwhelming majority of county administrators serve at the pleasure of the governing body.

The commission-appointed administrator is an outgrowth of the concept that suggests county government is a full time business and needs an administrator. In other words, the legislative body (acting like the Board of Directors of a large corporation), elected by the citizens, formulates policy. That policy is then administered by the legislative body's agent, the appointed administrator. It follows then, that the governing body is free to concentrate on policy directions while the administrator handles the day-to-day affairs of county government.

Why An Administrator?

Propositions for the appointed administrator form of county government argue that it lends itself to greater coordination, economy, efficiency and accountability. The governing body is held accountable for its policies, while the administrator coordinates those policies as economically and efficiently as possible.

Typical duties of the appointed administrator vary, but the 1973 survey revealed that 90 percent or more are responsible for each of the following:

1. Recommendation of legislation to the governing body.


Counties seen as “frontier” for professional management
by Mark E. Keane
Executive Director
International City Management Assn.

County government today is the newest and probably the most promising frontier of the local government management profession.

Many forces combine to create this frontier for our profession. The growth of the full service county and national recognition of the importance of the urban county are two of the forces.

Two others are the willingness of elected county officials to seek the services of professional administrators who have cut their teeth in city government; and the equal willingness of our profession to recognize counties’ needs to custom design chief administrator positions, not necessarily in the classic council-manager mold.

The willingness of elected county officials to dip into the resources of our profession is widely in evidence. Dozens of city managers have become county administrators. Many county administrators have become city managers. The trend is found in states from Florida to California, wherever the services and problems of cities and counties are the same.

For instance, there is Merrill Storheim, manager of Pinellas County, Florida. Merrill served as city manager of Clearwater, Florida, from 1967 through 1973. Today, his office is still in Clearwater, but he has moved over to county government in Florida. We expect, as he grows as a professional that his career will take him to both cities and counties in the years to come and that he will be a credit to both kinds of jurisdictions.

Frank Alshrie served in a number of cities in California, most recently Palm Springs, before going on to the challenges of San Diego County. Frank is further evidence of the interchangeability between city and county administration.

Others, such as Elisha Freedman, have moved from cities to counties and back to cities again. Eli served as city manager in Hartford, Connecticut, then chief administrative officer in Montgomery County, Maryland. He now serves as city manager of Rochester, New York.

Professional Associations

The willingness of elected county officials to accept the skills of local government management professionals is reflected in the membership of ICMA and in the membership of many of the state associations.

A county’s first administrator blazes trails
by Larry Brown
County Administrator
Rock County, Wisconsin

When a county governing board hires its first full-time appointed administrator, a rather special experience begins. I suppose the experience could be compared to the first time a person falls in love. The “success” of that venture depends on some degree on a fortuitous blend of environment, circumstances, needs, timing, and the people involved. And the results of that venture will determine whether one sustains it, develops others because the payoff far outweighs the cost, forgets that particular “front” experience and tries again because the concept is still valid, or gives up the whole thing as a lost cause because the cost was just too great compared to the payoff, or lack of same.

Selecting an Administrator

Many of the same options ultimately face the governing board when it hires its first full-time administrator. And the same blend of factors has a great deal to do with the “success” of the first governing board-administrator relationship, and all future ones. I could also add that the administrator faces the same options. It takes two to make it.

Hiring the governing board’s first appointed administrator is probably the most important employee action the board will take, perhaps only followed in importance by firing its first full-time administrator. Both actions usually happen under extreme pressure and more-than-normal news media scrutiny. The importance of selecting the “right” person cannot be underestimated.

The administrator’s job has the capacity to make the governing board’s job a less onerous task. The administrator’s success may revolve around the ability of the governing board to make a well-founded selection of the administrator.

Assistant Administrator

When the full-service county comes into being, the relationships between the citizens and the administrator and the board are often confused. It is in this area of the administrator’s work that the most basic understanding of the nature of the work of the administrator is essential.

We find it is very difficult for the citizens to know who is responsible for what. When an issue arises, they are likely to direct their anger at the governing board instead of at the administrator. Equally, the administrator is likely to make the assumption that the citizens are critical of the governing board when they are actually critical of the administrator.

First Administrator...
Awards entry deadline is March 31

When a county in Oregon wonders how it can update its tax collections methods, and the county calls on NACO for assistance, they may receive a case study of your county's nationally recognized computerized tax collection system. In Miami Beach (Dade County), Florida, on July 14-17. Use the application form on this page, photocopying it, if needed, to send as many case studies as you believe apply.

NACO's New County, U.S.A. Achievement Award program, now in its fourth year, recognized significant county accomplishments in all subject areas; the New County Center staff utilizes the counties' award winning case studies in responding to the two to three thousand inquiries received each year.

There is no limit on the number of programs which may be entered, as long as each entry is accompanied by a completed entry form and a 6-10 page case study detailing the background, need for program, responsibility for program development, role of the county, finances and legal aspect, and detailed program accomplishments. New County Center welcomes case studies in all subject areas; the Center particularly requests those counties with good programs in the financial management and administration area to submit applications.

At last year's annual conference in Dallas, Texas, awards were presented in every category from a Christmas Charities program to a massive regional computer system. As was the case last year, in Miami Beach, there will be an opportunity for counties to talk about their award programs with other county officials. During the program's fourth year of operation, 304 counties have received awards in a multitude of county administrative and service areas. Case studies are available to counties through specific inquiry response and through the Liv-Ing Library publications list. See things to write for.

Welcome the Spring with a County Achievement Award

GUIDELINES

1. Case studies must be accompanied by completed entry form which has been signed by the chief executive official or chairman of the county government body.
2. Case study (10 pages max., 8½' x 11") double spaced bond paper must include following:
   - Historical background (include dates); need for program; responsibility for program development; role of county; role of other groups—government and private; finances; legal aspects.
   - Program Accomplishments — tangible evidence.
   - Future of Program.
   - Include as much descriptive material as possible—charts, photographs, news clips.

COUNTY

Mailing address of chief elected official or chairman of the governing body:

Title of Case Study/Program to be considered for a County Achievement Award:

Case Study prepared by:

Name:

Title:

Case Study approved by (chief elected official or chairman of governing body)

Name:

(Signature)

Date Submitted:

March 31, 1974 is the final date entries can be received to be considered for presentations at the Miami Beach (Dade County, Florida) Annual Conference, July 14-17, 1974.

Please return to:

New County, U.S.A. Center
National Association of Counties
1735 New York Avenue, N.W.
Washington, D.C. 20006
Spotlight on...  

by John Thomas, Director

The county treasurer is an impossible position to accurately describe. In 3,106 county governments there seem to be 3,106 variations of duties, responsibilities, and practices of performing the functions generally attributed to the county treasurer.

What is obvious in each governmental unit is the fact that the handling of money is of vital importance. As the treasurer function involves the handling of cash and securities, it is extremely sensitive, especially in government, since losses can have serious political implications. Private industry can decide that the costs of some controls exceed the dollar savings which such controls can insure. However, in government, when handling public funds, it may not be possible, or legal, to write off small losses. In light of the importance of the job, some generalizations are appropriate.

Functions

The main functions of the county treasurer are to collect revenues, deposit these funds in banks, and keep records of all transactions. In addition, the county treasurer will also keep a record of expenditures by fund. In many counties, the treasurer also participates in the property tax collection process by sending out tax notices and following up on delinquent taxes.

A further function of the county treasurer is investment of funds. County treasurers have earned substantial amounts for their counties by carefully determining the amount of idle funds at differing times of the year and investing those funds. Also involved may be extremely diverse activities such as the distribution of monies to the various school districts; investigation and payment of claims of damages done by dogs; distribution of monies under the unemployment compensation act; preparation of withholding tax reports, social security reports and other administrative reports in connection with the accounting phase of work or personnel employed by the county. Activities necessary to borrow funds also come under the general heading of the treasurer function.

Statutory provisions generally view the treasurer as the custodian or guardian of the county treasury in a physical sense, but not in a "watchdog" sense which would require the treasurer to make judgements regarding the desirability of certain expenditures. For example, the treasurer is instructed by law to make no payments except on an order of the policy. The treasurer also is to invest surplus county funds temporarily unless directed to do so by the county board.

Thus, if one considers the duties and responsibilities of the county treasurer as described by the law, they are limited largely to following the instructions of the county board. The office has little discretionary authority. As a matter of practice, however, most county treasurers view their task as more than following instructions. Many see it as their responsibility to take the initiative and make proposals and recommendations regarding cash flows and investments. The importance of investment of these funds can be illustrated by the income which can be earned on the investment of idle funds. The general rule is that $1 million can earn approximately $100 per day when invested for very brief periods. This income is lost during any time that receipts are held and not deposited.

Intergovernmental Aspects

Intergovernmental relations is an important aspect of the treasurer's responsibility. Constant contact is necessary among the county offices of assessor, auditor, collector, recorder and administrator. Also the county generally has arrangements with other local political jurisdictions including cities, school districts, public authorities, special districts, etc. The direct contacts with various state agencies are numerous.

Selection Method

Survey data show that 75% of the treasurers are elected officials. This requirement is in addition to being appointed as the administrator of a complex agency of the county government, the treasurer must be responsive to the public. It is the citizens who determine at the polls whether the treasurer shall keep his position.

Staff

The size of the department varies in connection with the responsibility which a county treasurer might assume. For example, many such departments have a tax assessment office where employees guide and direct all by various aspects of this problem, talking with the taxpayers regarding their problems, handling tax deed matters, posting payments and asking or recommending necessary corrections and other related work.

Providing the county treasurer is budget officer, there are employees directly concerned with budget preparation, obtaining costs for previous years, etc.

In addition, it is necessary to have a proper accounting of all funds and maintain records that are subject to strict audit. Concepts are credited in the administration of the budget in seeing that accounts are kept in balance and not overdrawn. It is also the duty and responsibility of the accounting department to check revenues and advise other departments as to their balances that are available on a monthly basis.

Home Rule

An interesting pattern can be noted in the development of home rule for counties. In the majority of cases, home rule legislation does not require that the county have an elected treasurer. The 61 charter counties have appointed the position in varying manners. Twenty-one counties continue to elect the treasurer while forty counties have voted the position to that of appointment by the policy board.

Continued From Page 5

2. preparation of annual current expense budgets for approval of the governing body.

3. preparation of annual capital budgets for approval by the governing body.

Variations in the Form

V a r i a t i o n s o n t h e appointment-administrator plan exist throughout the country. Some are called administrators, others are called managers and still others are called executives as in the case of Virginia's Urban Executive Plan (Fairfax County).

Some of the variations of county government have noted the variances from county to county in form, functions, finances, s t a t e - l o c a l r e l a t i o n s and intergovernmental relations in general.

The legal basis for optional forms of county government (in this case, the appointed administrator) is not uniform. In some states the position is authorized via the state constitution. In other states it is authorized by state statute. The position can be established by the county either by a resolution from the county board or by voter referendum, depending on the state. In fact, in both the administration and the position of the position it is a 50-50 split between the thirty states.

The following analysis is a state-by-state account of the legal basis for the commission-appointed administrator in county government. The New County Center welcomes any additions or changes to this analysis.

Legal Basis

A l a s k a—authorized by state statute, established by board resolution

A r i z o n a—authorized by state constitution, established by board resolution.

C a l i f o r n i a—authorized by state constitution, established by board resolution.

C o l o r a d o—authorized by state constitution, established by voter referendum.

F l o r i d a—county treasurers: authorized by state constitution, established by voter referendum. Non-charter counties: some question as to whether or not the Constitution provides authorization for non-charter counties to establish C.A.O. position. In the past it has been established by board resolution. Note: non-charter counties have established county administrator positions. The State Attorney General has stated that this is "consistent with the Constitution." The question should be resolved in the near future.

G e o r g i a—authorized by state statute, counties with less than 50,000 population may adopt county manager position by board resolution.

H aw a i i—authorized by state statute, established by voter referendum. All four counties are charter, utilizing council-elected executive plan.

I n d i a n a—authorized by state statute, established by voter referendum.

L o u i s i a n a—authorized by state constitution, established by voter referendum.

M a r y l a n d—authorized by state constitution, established by voter referendum. Non-charter counties may only change their form through special state legislation.

M a s s a c h u s e t t s—authorized by state constitution, established by voter referendum.

M i n n e s o t a — authorized by state statute, established by board resolution or voter referendum.

M i s s o u r i — authorized by state constitution, established by voter referendum. Non-charter counties may only change their form through charter adoption only.

M i n n e o p o l i s—authorized by state constitution, established by voter referendum. Optional plans available through charter adoption only.

M i s s o u r i — authorized by state constitution, established by voter referendum. Optional plans available through charter adoption only.

M o n t a n a — authorized by state constitution, established by voter referendum.

N e v a d a — authorized by state constitution, established by board resolution.

N e w J e r s e y — authorized by state statute, established by voter referendum.

N e w M e x i c o — authorized by state statute, established by board resolution.

N e w Y o r k — authorized by state statute, established by voter referendum.

O h i o — authorized by state constitution, established by voter referendum.

O r e g o n — authorized by state constitution, established by voter referendum. Optional plans available through charter adoption only.

P e n n s y l v a n i a — authorized by state constitution, established by voter referendum.

R o u s e a — authorized by state constitution, established by voter referendum.

S a n d i a — authorized by state constitution, established by voter referendum.

S a n t a F e — authorized by state constitution, established by voter referendum.

S a n t o D e f e — authorized by state constitution, established by voter referendum.

S e n e n t a — authorized by state constitution, established by voter referendum.

S a m o a — authorized by state constitution, established by voter referendum.

S e n e n t a — authorized by state constitution, established by voter referendum.

S e n e n t a — authorized by state constitution, established by voter referendum.

S e n e n t a — authorized by state constitution, established by voter referendum.
the concepts the post represents; the administrator's methods of operation or "style of leadership" vis-à-vis the board, county agencies, and the community; and many other variables.

Commitment Important
It makes a considerable difference whether the board and/or the community are deeply committed to the concept or whether the post is merely "window-dressing" because "our neighboring counties do it" or it appears to be the "in thing to do" to appear "progressive". The board's motivation will determine the kind of administrator it wants - a proactive leader (either visible or invisible) willing and able to affect changes through aggressive or diplomatic leadership, or the caretaker who acts as a last resort, doesn't rock the boat...a passive non-directional person. I submit both extreme "styles" are acceptable depending on the motivation and needs of the board. Most frequently, the governing board's motivation and commitment fluctuates between these two extremes over a given period of time. I have experienced or witnessed each extreme, and some in between, and, most nerve-racking to those who have gone through it, shifts from one extreme to the other during the tenure of an administrator. For those who have experienced that kind of shift, the administrator has precious few options available. At that point, it is the administrator's choice because the board has already made its choice. And depending on the "savvy" of the administrator, he will accordingly.

The selection of the administrator must be based on the governing board's view of its needs at that particular moment in the history of the County. This view should be well defined (written or possible) so the board can look for a personality to fit their needs. If a governing board does not define its needs, you can be sure that an appointed administrator will do it for them. Like anything else, administrators cannot operate effectively in a vacuum not knowing what is expected. The administrator will define the job, his leadership style and methods of operation. Depending on his ability to "sense" board needs, the board and the administrator run the risk of creating a job not addressed to the needs of the community as seen by the governing board. It makes precious little difference what "credentials" the administrator brings to the job. If governing board has not done its job to define the nature and relationships of the administrator's job based on its own ideas, then the first governing board administrator relationship has little chance of surviving the test of time. It makes little difference who is more right or wrong. The point is that it is the governing board's job to define the job of the administrator, and it is the administrator's job to work within that definition or change it with board approval.

In summary, the governing board should define as its own motion carefully define the job the administrator is to do, find the person who meets its needs, and start to establish a positive board/administrator relationship based on openness, trust, and mutual respect. As with any developing human relationship, the mastery of the game is still trust, respect, and a will to define and redefine the working relationship in a mutually acceptable way.

If the board does its job in the beginning, the administrator has a chance to do his job. And more importantly, the board will seek to sustain an effective working relationship with each of its administrators again and again and again depending on its needs at the time of commitment.

Larry Brown holds a M.A. in Public Administration/Political Science from the University of Florida, and is currently county manager of Forsyth County, North Carolina and the County Executive Secretary of Loudoun County, Virginia.

Legal basis
Continued From Page 7.
Virginia—authorized by state statute, county administrator plan established by board resolution. Urban County Executive plan established by voter referendum.
Wisconsin—authorized by state constitution, established by voter referendum for charter counties. Special state legislation required for non-charter counties.

Ask New County
Q. How many jurisdictions are currently looking at the possibility of consolidating the central city with the rest of the county, becoming one consolidated jurisdiction, or some different sort of "metropolitan" system?
A. The New County Center currently counts 31. Such jurisdictions, including Sacramento County, Calif. and Salt Lake County, Utah, both of which are considering a system of neighborhood councils linked to an umbrella county council.

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Southern County Officials Have Federal Aid Briefing

County officials in North Carolina, South Carolina, Florida, Alabama, Mississippi, Tennessee and Kentucky will be able to learn first hand about recently enacted federal programs at the Regional IV NACo Council of Intergovernmental Coordinators Federal Aid Briefing at the Sheraton Biltmore in Atlanta, Georgia, March 20.

The Regional IV Briefing will feature a full-day program with federal officials discussing implementation and guidelines for the Comprehensive Employment and Training (Manpower) Act; Law Enforcement Assistance Administration programs; Older Americans Act; Emergency Medical Services Act; Federal Aid Highway Act; Flood Disaster Protection Act; Energy Programs and Regulations and the role of Federal Regional Councils. The meeting is designed for all county officials who are interested in learning about federal programs.

Registration for the meeting will open at 8 a.m. and the session will begin at 9 a.m. and close with an informal reception at 5:30 p.m. The registration fee of $15 will be collected at the meeting. Please send in your room reservation on the form below, immediately. The deadline for reservations is March 6. For additional information on the Region IV CIC Briefing, contact DeWayne Little, President, Region IV CIC, P.O. Box 2366, Denver, Colorado 80201.

14th Annual NACE Meeting

The National Association of County Engineers (NACE) held its 14th Annual Meeting and Research Conference February 20-22, in Orlando, (Fla.) Marriott Hotel. It was an all-day meeting, thanks to hosts Orange County and the Florida State Association of County and City Engineers and Superintendents. Over 110 county engineers from all parts of the country came to Orlando to participate in the program, enjoy beautiful Florida weather, and tour the Magic Kingdom of Disney World. This large attendance, despite the energy crisis, indicates a significant interest in NACE and its activities.

The program was developed by Bernard Lieder, NACE First Vice President and Polk County (Iowa) Engineer; "Wild Aggregate Surfaces," Milton Johnson, Clayton County (lowa) Engineer; "Evaluating Federal Financial Assistance for Conserving the Environment and Energy," Emie Geisler, County Road Administration Board Engineer, (Ohio); "How to Talk and Communicate at the Same Time," Ed Wiles, Genesee County (Mich.) Engineer; "Improving Traffic Services," Gordon Hays, Highland County (Ohio) Engineer; "Maintaining Bridges After Inspection," Robert Gaskell, Scotts Bluff County (Neb.) Highway Superintendent.

Each of the six committees will meet in March to determine format and content for these training courses. If you have ideas and suggestions for formalized material to be included in these training courses/instruments, please send them to Marlene Hostler at NACo.

The next NACE Management and Research Conference will be held September 15-16, 1974 in conjunction with the American Road Builders Association division meeting in Cedar Rapids, Iowa. That is a different time of year for NACES's "Spring" Research meeting.

NACE Nominating Committee Report

At the NACE Management and Research Conference in Orlando, the NACE Nominating Committee-charged by President William D. McIntosh, Lassen County (Calif.) Road Commissioner, with members Anne Annah, Ramsey County (Minn.) Engineer and Paul Van Roekel, Oakland County (Mich.) Engineer-reported its recommendations for NACE's 1974-75 officers. Those recommendations were provided to the nominating committee by:

President, Bernard L. Lieder, Polk County (Iowa) Engineer. First Vice President, Harold R. Sweet, Yamak County (Wash.) Engineer; Secretary-Treasurer, G. Harrington, Linn County (lowa) Engineer.

South Central Region Vice President, Milton L. Johnson, Clay County (Iowa) Engineer; Northeast Region Vice President, Max L. Roduschki, Wood County (Ohio) Engineer.

Western Region Vice President, James T. Pott, Santa Clara County (Calif.) Engineer, Department of Public Works and County Engineer.

Positions for Vice President for the North Central Region and Southeast Region are not up for election for 1974-75.

All NACE members will vote on the nominees via mail ballot, and elected officers will be installed at the NACE meeting held in conjunction with NACo's 39th Annual Conference in Dade County, Fla., July 14-17, 1974.

Briefing

What Are Maintenance and Construction

Two of your fellow NACE members need your help, Bob Gaskel, Scotts Bluff County (Nebraska) Highway Superintendent, and Ed Hostler, Hall County (Nebraska) Highway Superintendent would like to know as soon as possible what type of information is needed for maintenance and construction and activities which you include under each. Please send this information to Madame Glaumman at NACo.

Preparedness

Meeting Scheduled

The National Association of Counties will sponsor a Preparedness Workshop next week. The meeting will be held in St. Louis at the Marriott Hotel at the airport.

The workshop will be primarily designed for the elected official and will discuss topics such as the financial assistance available through the various local, state and federal programs; some emergency conservation-management programs that are ongoing in counties; and a complete discussion of plans for coping with disasters.

For more information or questions, contact the Federal Management and Research Conference in Orlando, the NACE Nominating Committee-charged by President William D. McIntosh, Lassen County (Calif.) Road Commissioner, with members Anne Annah, Ramsey County (Minn.) Engineer and Paul Van Roekel,
News in Conferences

Statement Hillenbrand.

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Membership Subscriptions

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685,920. 20 County 75 where the the waiver of grant have expended $gmws been own. This will can be scrapped.

In a portion of the lower floor are classrooms and a first aid station manned by members of the National Motorcycle Patrol, who are qualified in advanced first aid. On the main floor, a quarter of the circulation is comfortably arranged with a pop snack bar. In another room an arcade is set up with 50s-themed games. The lobby features a large display of vintage motorcycles, as well as a collection of motorcycles from the collection of neighborhood residents. The park is owned privately but reserved for public use through an interm use agreement with the county.

NACo Board Of Directors Approves This Year's Budget

The budgeted county membership income for 1974 of $735,000 is conservative. NACo started 1973 with 1,000 member counties and annual membership dues of $685,920. During 1973, 191 new members were added with dues of $60,027. Twenty-seven counties with dues of $14,185 did not renew membership. This left 1,167 member counties at the end of 1973 with annual dues of $732,362. The other budgeted income for 1974 is also conservative.

The budgeted salaries are slightly less than actual salaries for 1973. There were no new budgeted positions and on the contrary, some 1973 positions have been eliminated. The 1974 budget includes a 8 percent cost of living adjustment. Other budgeted expenses are approximately the same as amounts expended in 1973.

Operating Income

<table>
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<tr>
<th>Description</th>
<th>Amount</th>
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<td>Contracts and Grants</td>
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<tr>
<td>County Membership Service Dues</td>
<td>735,000</td>
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<tr>
<td>Western Region Dues</td>
<td>10,000</td>
</tr>
<tr>
<td>Annual Conference (net)</td>
<td>40,000</td>
</tr>
<tr>
<td>Other Conferences (net)</td>
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<tr>
<td>County News Subscriptions</td>
<td>15,000</td>
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<tr>
<td>Miscellaneous</td>
<td>11,000</td>
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<td><strong>Total Income</strong></td>
<td><strong>2,203,982</strong></td>
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Operating Expense

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<th>Amount</th>
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<tbody>
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<td>Contracts and Grants</td>
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<td>Executive Director and staff</td>
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<td>282,435</td>
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<td>Political Affairs/Publications</td>
<td>293,286</td>
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<td>New County</td>
<td>30,090</td>
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<tr>
<td>Miscellaneous</td>
<td>23,830</td>
</tr>
<tr>
<td><strong>Total Expense</strong></td>
<td><strong>2,158,152</strong></td>
</tr>
</tbody>
</table>

Excess of Operating Income Over Expenses  $ 47,800

Use of Excess of Operating Income Over Expenses  $ 40,000

Capital Expenditures-Furniture (net)  7,800

**Total** $ 47,800

Land Use

(Continued from page 1)

The imposition of sanctions for non-compliance by state governments only with the understanding that the flow of federal funds to local governments will not be threatened or terminated because of state non-compliance;

Sufficient appropriations level for the legislation;

Encouragement that any land use policy decision is considered by awards for local government planning where it exist and methods to strengthen local government in planning where it is inadequate.
Civil Preparedness

A three-day training course was designed by this committee for the individual responding to accidents. The course contains instruction on “Basic Knowledge of Classes of Hazardous Material”, “Recognizing Labels”, “Rail and Truck Placards”, “Radioactive Material, Explosives, Poison and Hazardous Substances”, “Tactics of Law Enforcement and Tactics of Fire Fighting” and recommended reference materials and information sources. Films, slides and other training aids are used throughout the course to augment the discussions and lectures conducted by the most skilled instructors available. The course is concluded by a workshop conducted by instruction from the State Division of Emergency Services and the University of Colorado.

The first course was conducted in the Denver Metropolitan Area and from there moved to Fort Collins and Sterling. A session was held in the Denver Metropolitan Area for representatives from an eight-state area. The course was then conducted in Limon and La Junta. In March it will start again and go to Alamosa, Duroco, Grand Junction and Craig. There has been such a demand for the course in other areas that it will probably continue to other areas in the state, and end up as a permanent course conducted several times a year.

Additional funding was required. A special grant made by the Colorado Coordinator of Highway Safety as part of Governor Vanderhof’s statewide traffic safety program.

Agencies desiring copies of the program may write to: Emergency Preparedness Office, Room 3, City & County Building, Denver, Colorado 80202.

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**County Government Job Opportunities**

Manpower Project Administrator - Ingham County, Mich. Salary Range: $13,300 - $16,700. Position located in Mason, Michigan. Funds through July, 1974. Requires a Master’s Degree in Manpower or equivalent experience. One year experience in Manpower Planning will be required for use of Federal Revenue Sharing Fund in manpower areas. Call or send resumes to Ingham County Personnel Office, County Courthouse, Mason, Mich. 48854. Phone (517) 677-9411.

Land Surveyor - Washington County, Minn. Salary Open. Registered or eligible by reciprocity for registration in Minnesota. Supervise county surveying unit. Experience in section corner location, monumentation, plat review and half section mapping. Send resume with salary requirements to County Coordinator, Washington County Office Building, Stillwater, Minn. 55082 by April 1, 1974.

Manpower Planner - Bay County, Mich. Salary $10,500 plus depending on qualification: Handle manpower planning. Responsibility for county of $11,000. Serve as prime sponsor under Comprehensive Employment and Training Act of 1973. Possible Consortium with other counties under consideration. B.A. in business administration, economics, social work or related fields or equivalent combination of education and experience. Previous experience in service in Manpower Program for disadvantaged desirable. Should be strong in management and supervision. Apply: James W. McGowin, Director, Bay County Department of Public Service Cemn, County Building Annex No. 1, 902 N. Madison St., Bay City, Mich. 48706.

**Comprehensive Employment and Training Act of 1973.** Possible Consortium with other counties under consideration. B.A. in business administration, economics, social work or related fields or equivalent combination of education and experience. Previous experience in service in Manpower Program for disadvantaged desirable. Should be strong in management and supervision. Apply: James W. McGowin, Director, Bay County Department of Public Service Cemn, County Building Annex No. 1, 902 N. Madison St., Bay City, Mich. 48706.

**Review Asked Of Revenue Sharing Data**

To assure the best, most accurate allocations of fiscal year 1975 general revenue sharing money, more than 38,000 units of local government are being asked by the Office of Revenue Sharing to review their revenue sharing-related data.

The Treasury Department’s Office of Revenue Sharing is mailing to each general-purpose local government a report of the data to be used to calculate its 1975 payments. These data pertain to 1970 population, 1969 per capita income, fiscal year 1973 adjusted taxes and fiscal year 1973 intergovernmental transfers. The figures were compiled by the U.S. Bureau of the Census using information from the 1970 Census and figures supplied by the local governments themselves.

Local governments are being asked to review the data and, if improvements are needed, to return the data and documentation to support the proposed changes to the Office of Revenue Sharing by March 22, 1974.

Fiscal year 1975 allocations of approximately $6 billion will be calculated and announced to recipient units of government in April.

“Are we asking local governments to review and improve their own data well before we have to use those figures to allocate the money,” Graham W. Watt, Director of the Office of Revenue Sharing, said in announcing the data improvement program. “In this way,” he said, “we are confident that our estimates of fiscal year 1975 allocations will be as accurate as possible.

Although the estimates of fiscal year 1975 revenue sharing allocations will be calculated and announced in April, the money involved will be paid out in quarterly installments in October 1974, January 1975, April 1975 and July 1975.

**Make Your Room Reservations Now For**

**NACo’s 1974 Western Region Conference**

April 28-30, 1974 Washington Plaza Hotel King County (Seattle), Washington

**This Year’s Theme Is**

**“ENERGY AND THE ENVIRONMENT: A DELICATE BALANCE”**

**ENERGY TtOPICS:**

- Energy Sources
- Energy Conservation
- Fuel Allocation & Rationing
- Energy Needs & Environmental Considerations

**Other Topics:**

- Comprehensive Manpower Services
- Public & Private Land Use Program
- Planning Our National Forests
- Urban & Rural Community Development
- Solid Waste Management
- Human Services
- Criminal Justice

**PROGRAM OUTLINE**

- Sunday, April 28
  - 12:00 noon Registration
  - 5:00 p.m. Opening Session
  - 6:30 p.m. President’s Reception

- Monday, April 29
  - 9:00 a.m. Workshops
  - 2:00-7:00 p.m. Boat Cruise on Puget Sound & Salmon Feed

- Tuesday, April 30
  - 9:00 a.m. General Session
  - 10:45 a.m. Workshops
  - 12:30 p.m. Reception & Lunch
  - 2:45 p.m. Workshops
  - 6:00 p.m. Annual Reception & Banquet

**CONFERENCE REGISTRATION**

- Registration at hotel on April 28 & 29
- Pre-registration possible
- Make room reservations directly with Washington Plaza Hotel
- Fees: $75 for delegates; $40 for spouses and children

**CLIP & MAIL TO: Room Reservations**

Washington Plaza Hotel
5th at Westlake
Seattle, Washington 98101

**National Association of Counties**

WESTERN REGION CONFERENCE
April 28-30, 1974
AMERICAN COUNTIES TODAY

Welfare Reform
NACo urges expeditious development of welfare reform legislation, including a national work security program to replace public assistance for employable persons. This program should provide income maintenance during periods of unemployment or training with an adequate minimum cash floor. This program should also provide support for individuals unable to work because of disability or the need to care for dependent children.

Land Use Policy Legislation
NACo urges passage of the land use bill reported by the House Interior Committee (HR10354) which contains NACo amendments strengthening local planning and reflects NACo’s policy. NACo urges defeat of amendments to be offered on the House floor which would attempt to gut the thrust of the legislation. NACo urges the Senate to agree to all NACo amendments in the House-Senate Conference Committee.

Transit Operating Funds
NACo urges Congress and the Administration to agree quickly on legislation giving counties and cities transit operating cost assistance. At least $800 million per year is needed. In transit assistance and other local transportation decisions Congress should define local officials as those locally elected, publicly accountable with capability to raise matching monies for federal funds.

Rural Development Funding
NACo urges the Congress to give top priority to appropriating the full annual amounts for the following grant programs authorized by the Rural Development Act of 1972: Water and waste disposal grants; $30 million for rural water and waste disposal grants; and $80 million for rural comprehensive planning grants.

Manpower Funding
NACo congratulates the Congress for enacting the Comprehensive Employment and Training Act of 1973. This legislation provides the basic vehicle to respond to manpower needs of county residents. In view of rising unemployment in particular due to the energy crisis, NACo urges Congress to promptly appropriate sufficient additional funds in the FY ’74 supplemental appropriations for Title II. NACo also urges Congress to carefully review the level of unemployment in providing sufficient funds for the 1975 appropriations.

Community Development Block Grants
As the Congress considers legislation consolidating various community development categorical programs into a single block program, NACo strongly recommends that counties be eligible recipients of a guaranteed formula share of community development block grant funds; that the legislation authorize and provide an inflation incentive for multi-jurisdictional community development applications from units of general purpose local government; and that the Congress promptly enact community development block grant legislation at an adequate funding level.

Sincerely yours,

Bernard F. Hillenbrand
Executive Director

Change of Address

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

Name __________________________
Title __________________________
Address __________________________

Attach old label here