

COUNTY NEWS

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

Vol. 6 No. 9

March 4, 1974

Washington, D.C.

Energy Bill Passes, Veto Threatened

The House of Representatives approved the Emergency Energy Bill last week and sent it to 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 down 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 resource.

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 \$800 million over the next eight years for states 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 role for county 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 general purpose units of government (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 areawide planning agencies (including councils of governments) composed of local elected officials only for the review and comment 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;

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Congressional Reception



U. S. SENATOR Lloyd Bentsen (D-Tex.) (left) was one the 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 (l-r) 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 six block grants, 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)



Gerald R. Ford

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 and representing their county boards in his opening remarks. He called for greater participation of county attorneys in the affairs of NACCA saying it would help them serve their county boards more effectively. He proposed a full-time attorney to administer NACCA affairs and suggested that the possibility of grant funds to support such a position should be explored. Additionally, he cited the need for a publication for county attorneys that could address their concerns and advise them of new court cases and proposed or enacted legislation affecting

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 Supervisors' 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 Bartholomew 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 Santa Clara County; and Sam Zagoria, 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 record turnout at the annual conference 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 functional responsibilities;
- 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. These 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 permanent State Advisory Commissions on Intergovernmental Relations to extend and expand study in each State of intergovernmental issues and make recommendations on them.

The report should be published sometime in April, 1974.

ACIR is a 26-member bipartisan body established by federal law in 1959 to monitor the operation of the federal system, study its tension points, and make recommendations for improvement.



KENNETH COLE JR., Assistant to the President for Domestic Affairs, chats with NACo National board member, Doris Dealaman, following his speech before the National Legislative Conference.

Cole Urges County Officials To Support New Federalism

Kenneth Cole Jr., assistant to the President for domestic affairs, urged county officials to cooperate with the President in turning his concept of New Federalism into a viable political system.

"Just like the Founders' federalism, President Nixon's New Federalism aimed at letting the American people choose their own priorities and have a hand in solving their own problems," Cole said. "It's right there with you, in the counties and other local units of government, that the rubber of the President's New Federalism really hits the road in America. So you are very important to what the President is trying to accomplish."

Cole outlined the components of the New Federalism program. Revenue sharing, which has already put \$11 billion to work in state and local government, is a major accomplishment, he said. The manpower training act which became law last year, welfare reform proposals, law enforcement block grants, and local

decisions about uses of the highway trust fund, all embody the principles of New Federalism, Cole noted.

He predicted that health care, education, and urban community development are going to be the prime Presidential target in the current session of Congress.

But he warned that "the New Federalism is as much a matter of psychology, a way of looking at things, and a way of going about solving problems, as it is a matter of specific legislation or specific dollar amounts." We must revitalize the institutions of local government and get people in the habit of solving their own problems, he said.

Cole assured the delegates "that government is alive and well in Washington." And he asked for their support: "We're counting on you, because you are the people who will ultimately prove whether we're right and whether the New Federalism can work or not."

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 noxious or poisonous chemicals and highly volatile liquified petroleum distillates pass through our counties, cities and towns everyday. Although all shipments of these materials supposedly comply with Interstate Commerce Commission Regulations, the chances for incidents 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 area and the lack of training police, fire and highway personnel had in handling highway 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 ingetting 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 metropolitan 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.

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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 Subcommittee on Health and Environment, told participants in the Legislative Conference last week that county governments will be heard in developing legislation creating national health insurance, improving emergency medical services, increasing the number of medical personnel, and changing the emphasis of medicine from curative to preventive.

Rogers, whose subcommittee has jurisdiction over almost all proposed health legislation, said the 1970's would be the decade of health. He urged county governments to become involved in programs to help improve the quality and lower the cost of health care in United States.

Some of the programs already passed or being discussed by Congress are health maintenance organizations, emergency medical services, the National Health Service Corps, and national health insurance, according to the Congressman.

Health maintenance organizations are groups of doctors who provide health care for a flat yearly fee. Their emphasis is on preventing disease, which is cheaper, rather than on expensive cures.

There is evidence that if effectively administered, such organizations can substantially reduce the cost of the health care, he said.

A test in San Joaquin, California, he said, showed that savings can amount to 27 percent per year.

The emergency medical service program is designed to improve emergency care and thereby save lives and money, Rep. Rogers said.

The goal is to organize the systems communication, ambulances, hospitals involved in emergency service and cut down on the duplication and ensure that there are experts in treating emergencies in the emergency rooms. He said there are estimates that 60,000 lives can be saved a year. A new system in Jacksonville-Duval County, Fla. indicates that the estimate may be low, he said.

The National Health Service Corps can help improve medical care in both rural and urban counties. Doctors from the Public Health Service can be sent to areas where there are no or very few doctors, generally rural communities or ghettos.

Rogers attacked the idea that there are sufficient doctors in the United States and the problem is simply one of distribution, not supply. He said that in the coming year, one half of the licensed doctors will be foreign trained. There is such a lack of medical school facilities, he claimed, that 20,000 qualified applicants are turned away each year.

National health insurance, which he said will probably not pass Congress, until next year, will greatly increase the demand for doctors and trained medical personnel.

Of the current proposals, Rogers said he personally favors the Administrations approach because it builds on the current system and will create a pluralistic system.

He said Congress will supply some money for Hill-Burton construction even though the Administration wants to cut funding completely.

New Directions

by Scott Franklin
Research Intern
New County, U.S.A. Center

County Given Increased Zoning Authority

A recent ruling by a circuit court judge will enable *Knox County, (Ill.)* to impose reclamation standards on local coal companies engaged in strip mining. The opinion held that counties may set proper standards and then delegate to the zoning board the role of administration and enforcement. This authority, the judge pointed out, falls within the county's legal right to zone.

Decrease in Board Size Urged

The Charter Revision Commission in *Oneida County, (N.Y.)* has been urged to decrease the current size of the County Board of Legislators. Proponents argue that a smaller board would result in the attraction of more qualified candidates and eliminate the current parochialism which has often resulted in legislative delays. The reapportionment, which would increase the number of constituents a legislator serves, would result in a salary increase.

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.

Dewberry feels the council will create "an overall awareness of county policy."

Possibility of Free Trade Zone Eyed

Citizens and local officials are eagerly discussing the prospects of establishing a "free trade zone" in *Santa Clara County, (Calif.)*. The free trade zone, an area where goods can land free of U.S. import taxes while in transit for further production steps, could provide Santa Clara County with an even greater participation in foreign trade. A good geographic location combined with excellent physical facilities should enable the county to take its first step in 1974 to establish a free trade zone.

Term Limitation Sought

An amendment to the *Dutchess County, (N.Y.)* charter is being introduced which would limit the number of years a representative could serve to five successive two-year terms. The purpose of the amendment, the sponsor maintains, is to provide the opportunity for a greater number of citizens to become involved in the county decision-making process, and enable those officials who have served for ten years to view the government once again from the position of an average citizen.

City-County Meetings Proposed

Joint meetings between the *Macon City Council* and the *Bibb County Commissioners, (Ga.)* are being proposed in an effort to seek city-county consolidation. The sponsor of the resolution, a city councilman, cited inconvenience and delay on the part of area residents that sought services, as a prime reason for his stand in favor of consolidation.

County Manager Form Favored

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, the study felt, would be more representative of the electorate. The county is currently operating under a commission form of government.

Study Commission Provides Options

Four forms of county government have been proposed by a study commission in *South Carolina* currently involved in drawing up 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 required for most firms doing business with the county. Last year, the ordinance required four percent minority employment. This year's level is set at eight percent.

The affirmative action ordinance requires the county to set progressively higher minimum levels of minority employment each year, reaching 21 percent by 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.

Though opposed by one Supervisor as precluding small businesses from county contracts and driving potential San Diego business to Los Angeles, the quota system puts San Diego County in line with recent court decisions regarding affirmative action and equal employment opportunity.

Help for the Prosecutor

Midland County, Mich. has permanently assigned 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 diversion from the system and will also investigate 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.



the Ballot Box by Richard G. Smolka

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

Many people have argued that the reporting of elections results from eastern states, by the news media, particularly television, adversely affects voter turnout in the western states.

If this were true, it would be expected that voter turnout would be proportionately lower in the western part of the country when compared to the east, south and midwest. The latest Census Bureau survey results seem to contradict that conclusion.

Figures by section of the country show that 22 percent of the voters in the east cast their ballots after 6 p.m. compared to 15 percent in the west, 9 percent in the south and approximately 10 percent in the midwest.

A composite pattern of national election day turnout based on the Census Bureau sample of over 100,000 voters shows that 10.5 percent of all ballots are cast before 8 a.m. local time, 40.4 percent by noon, 60.4 percent by 4 p.m. and 80.2 percent by 6 p.m.

These figures do not necessarily provide a valid comparison between sections of the country, however, because the hours during which the polls are open vary from state to state and, in many instances, even within the state. Some jurisdictions open as early as 6 a.m., others do not open until 8 a.m. Closing times range from 6 p.m. until 9 p.m. and in rare instances polls have been kept

open until 11 p.m. or later by court order.

Absentee Voting

The Census Bureau also surveyed absentee voting for the first time and found that approximately 4 percent of all persons who reported that they had voted, said that they cast an absentee ballot. Reports from local jurisdictions during the 1972 post election period indicated that some had much higher absentee voting percentages than 4 percent but most did not report that high a percentage.

The Census Bureau confirmed what had been expected, that college students and young people utilize the absentee ballot process far more than other voters. Almost 14 percent of the voters in the age group 18-20 cast absentee ballots. It reported that black use of the absentee ballot was significantly lower than use by whites. Only one percent of the blacks who voted did so by absentee ballot.

The Census Bureau identified the mountain division as the more frequent users of the absentee vote. There was no reported difference in absentee voting by sex.

The 1972 election was the first for which the Census Bureau obtained information about absentee voting and the time of day at which votes were cast through its biennial survey on voting and registration.

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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. Congress had 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 creaked along, the gasoline lines have gone from blocks to miles. The only 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 American'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 "Czar" 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 vote by the House Rules Committee not to report out a land use bill overwhelmingly approved by the House Interior Committee. In chain of events worthy of Prince Machiavelli, the Administration one day strongly supported the bill, and withdrew the support after some backroom discussions. But the votes to table it came from Democrats who have given no reason for their action. One 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 the final part of a comprehensive study of substate regional problems.

We applaud the recommendation of ACIR because they acknowledge the utility of county governments across the United States. Everyday 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 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.

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 areawide, regional services.

Ford

(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 meshing their ideas, rather than polarizing on their own versions."

But there 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.

"I hope that with your 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 Radeloff, 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 Shedd, County Commissioner, Charlotte County, Florida; Ron Stephenson, County Commissioner, Pennington County, South Dakota. (Last row) NACo staffers, Charles Wall and Bill Maslin.

March 4, 1974

New County Times

On County Modernization

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, Commissioners, 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 bodies' 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.

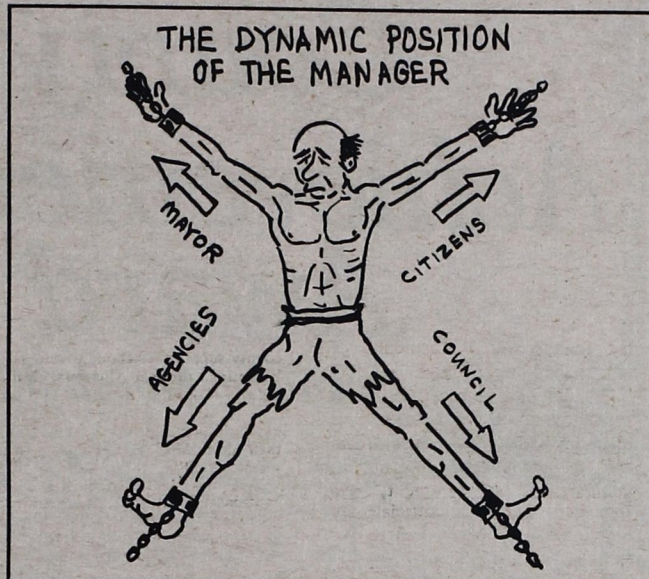
Why An Administrator?

Proponents 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.

See "Legal Basis," Page 7.



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 conspire 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 Merritt Stierheim, manager of Pinellas County, Florida. Merritt 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 Aleshire 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

See "Frontier," Page 8.

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 to 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 outweighed the cost, forgets that particular "bad" 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 experience, 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 sheer delight or a living nightmare. Most often the board's reaction probably shifts between the two extremes over a period of time.

To effectively discuss the governing board-administrator relationship we should start at the front of the parade - before the administrator is hired.

First, I think the motivation prompting the governing board to create the administrator's job is critically important. The board's motivation will determine: what the board expects an administrator to do and (perhaps more importantly) not do; the degree of board commitment to the administrator and to

See "First Administrator" Page 8

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 aspects, and detailed program accomplishments. New County Center welcomes case studies in all subjects 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 Living Library publications list. See things to write for.

Things to Write for

1. "A Legislators Guide", suggested state and Federal legislation for substate districting. Write to U.S. Advisory Commission on Intergovernmental Relations, Washington, D.C. 20575.

2. "The Property Tax - Reform and Relief: A Legislators Guide", write to U.S. Advisory Commission on Intergovernmental Relations, Washington, D.C. 20575.

3. "Living Library" case studies list. More than 400 case studies on solving county government problems. Write NACo Publications' Desk, 1735 New York Avenue, N.W., Washington, D.C. 20006.



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 maximum - 8 1/2" 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 _____ Phone: _____

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)

Title: _____

Date Submitted: _____

Please return to:
New County, U.S.A. Center
National Association of Counties
1735 New York Avenue, N.W.
Washington, D.C. 20006

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.

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 treasury.

What is obvious in each governmental unit is the fact that the handling of money is of vital importance. As the treasury 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 revenues and bank balances. Frequently the county treasurer will also keep overall records 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.

Another 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 division of the state; 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 treasury 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 board. 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

the County Treasurer

instructions. Many see it as their responsibility to take the initiative and to make proposals and recommendations regarding cash flow 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 administration. 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 87% of the treasurers are elected officials. This requires that in addition to being the administrator of a complex agency of the county government, the treasurer must be responsible 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 section where employees guide and direct all the 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. Care is exercised 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 approached the position in varying manners. Twenty-one counties continue to elect the treasurer while forty units have converted the position to that of appointment by the policy board.

Appointed county administrator: the legal basis

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

Variations on the appointed-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 observers of county government have noted the variances from county to county in form, functions, finances, state-local relations 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 authorization and the establishment 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

Alaska—authorized by state statute, established by board resolution

Arizona—authorized by state constitution, established by board resolution

California—authorized by state constitution, established by board resolution

Colorado—authorized by state constitution, established by voter referendum

Florida—charter counties: authorized by state constitution, established by voter referendum. Non-charter counties: some question as to whether or not state 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 "constitutionally inconsistent." The question should be resolved in the near future.

Georgia—authorized by state statute, counties with less than 50,000 population may adopt council-manager position by board resolution

Hawaii—authorized by state statute,

established by voter referendum. All four counties are chartered, utilizing council-elected executive plan

Indiana—authorized by state statute, established by board resolution

Louisiana—authorized by state constitution, established by voter referendum. Non-charter counties may only change their form through special state legislation.

Maryland—authorized by state constitution, established by voter referendum. Non-charter counties have adopted council-manager plan on the basis of constitutional authority to hire whatever officers are deemed necessary to carry out duties of the county board.

Michigan—authorized by state statute, established by board resolution or voter referendum

Minnesota—authorized by state statute, established by board resolution or voter referendum

Missouri—authorized by state constitution - established by voter referendum-optional plans available through charter adoption only.

Montana—optional forms authorized by state constitution, established by voter referendum-implementing legislation required

Nevada—authorized by state statute, established by board resolution

New Jersey—authorized by state

statute, established by voter referendum

New Mexico—authorized by state statute, established by board resolution

New York—authorized by state constitution, established by voter referendum. Charter authority does not prescribe specific forms. Non-charter counties may adopt alternative forms only through special state legislation.

North Carolina—authorized by state statute, established by board resolution

North Dakota—authorized by state constitution, established by voter referendum

Ohio—authorized by state statute, established by voter referendum

Oregon—authorized by state constitution, established by voter referendum. Optional plans available through charter adoption only.

Pennsylvania—authorized by state statute, established by voter referendum

South Carolina—authorized by state constitution, established by voter referendum

South Dakota—authorized by state constitution, established by voter referendum

Tennessee—authorized by state statute, established by voter referendum

Utah—authorized by state constitution, established by voter referendum

See "Legal Basis," Page 8.

A county's first administrator blazes trails

Continued From Page 5.

the concepts the post represents; the administrator's methods of operation or "style of leadership" vis-a-vis the board, county agencies, and the community; and many other variables.

Commitment Important

It makes a considerable difference whether the board and 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-directed person. I submit both extreme "styles" are acceptable depending on the motivation and needs of the governing board. Most often, 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 if 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 examine its own motivation, 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 name 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 an M.A. in Public Administration/Political Science from the University of Florida. He has been the assistant county manager of Forsyth County, North Carolina and the County Executive Secretary of Loudoun County, Virginia.

Counties- frontier for management

Continued From Page 5.

associations of local government administrators.

County administrators, as well as city administrators, are eligible for full membership in ICMA, the professional association for local government managers. Over 70 county administrators are active in ICMA today. Bert Johnson, manager of Arlington County, Virginia, served as an ICMA president. Our publications such as *PUBLIC MANAGEMENT AND MANAGEMENT INFORMATION SERVICE REPORTS*, as well as our many programs of technical assistance, are geared for both county and city administrators.

All state associations of local government managers welcome county administrators into their ranks. James Harris, county administrator, Orange County, is currently president of the Florida City Manager's Association. Richard L. Black, county manager, Charleston County, South Carolina, is secretary/treasurer of the South Carolina City-County Management Association. Carl Leavy, administrator of Dougherty County, Georgia, has been president of the Georgia City-County Management Association.

"But," you may say, "your profession only recognizes jurisdictions which have the classic council-manager plan."

Not so. Of course, most managers would prefer in principle to work under the council-manager plan. They are used to it, and the plan has proved its effectiveness. But increasingly, ICMA has recognized that there are many variations

on the council-manager theme that are consistent with the principle of professionalism in local government administration.

Appointed Administrator

ICMA moved in 1969 to broaden its concept of a county or city which has a position for an appointed chief executive. Now, in addition to conferring official recognition on counties or cities with council-manager positions, we recognize those which have what we call "general-management positions." Managers holding positions in either council-manager or general-management counties are equally eligible to become full members within the profession.

Now, in effect, professional recognition of acceptable chief administrative positions, other than those established in the classic council-manager plan, relies more heavily than it used to on the actual role of the administrator. It is important to have local law define the role of the administrator. But it is just as important that he actually is able to perform the functions of a professional chief administrator.

The distinction may appear academic. But it is very real for city and county managers who want to grow professionally. Now they can move into a county where the administrator is appointed by the elected county executive alone, rather than by a majority of the county commissioners. Now they can move into situations in which authority over budgets and key

appointments is more limited and yet remain in the mainstream of their profession.

The distinction is important to many professionals and their elected officials. Prince Georges County, Maryland, for instance, has an administrator-Robert A. Edwards-appointed by the elected county executive-William Gullett. Los Angeles County, California, requires that appointments to high executive positions be made by the commissioners and not the manager, Art Will. In both cases, the requirements of the profession have been flexible enough to meet the needs of particular counties.

In the interest of expanding our understanding of county government, ICMA is currently in the process of surveying over 200 counties which have appointed administrators, but which have not yet been recognized as such by our Association. Once recognized, managers in these counties will be eligible to be full members of the local government management profession, and their elected officials in these counties will be better able to attract top-flight professional administrative talent to fill their positions.

As they attract local government management professionals into their counties, the elected officials will be contributing to a growing trend. They will be contributing to a twin willingness of elected officials and local government managers to meet the challenges of modern county government through professional administration.

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.

Washington—authorized by state constitution, established by voter referendum for charter counties. Special state legislation required for non-charter counties.

Wisconsin—authorized by state statute, established by board resolution. County administrator position available to 500,000 and below population counties only.

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.

Director
Field Coordinator
Research Associate
Research Associate
Research Assistant
Research Intern
Research Intern
Administrative Secretary
Secretary

John P. Thomas
Terry Schutten
Florence Zeller
Thomas P. Bruderle
Gary Mann
Gary Jacobs
Scott Franklin
Dyann Van Dusen
Nancy Schenck

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Southern County Officials Have Federal Aid Briefing

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

The Region IV Briefing will feature a day-long 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 sessions 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, Dade County, Florida at (305) 377-5311.

Following the NACo/CIC Briefing, the General Services Administration, Government Accounting Office, and Office of Management and Budget, will be holding a workshop on Financial Management of Federal Grants. The GSA-GAO-OMB workshop is designed for city, county and state officials who specialize in grants management, and will stress practical problems and encourage participation by those attending. The space available is limited so it is important to register in advance. There is no registration fee for the federal workshop. Topics to be discussed include "OMB Circular A87"; OMB Circular A102 and "Auditing Federal Grants." Questions and registration information about the GSA-GAO-OMB Workshop should be directed to Philip M. Dearborn of GSA in Washington, D.C., (202) 343-8821.

ROOM RESERVATION FORM

NACo/CIC Region IV Federal Aid Briefing

March 20, 1974

Sheraton Biltmore Hotel

817 W. Peachtree St. N.W.

Atlanta, Georgia 30383

Phone (404) 881-9500

Name: _____

Title: _____

County/Organization: _____

Address: _____

City: _____ State _____ Zip _____

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

Arrival time _____ a.m. — p.m. Departure Date _____

Single room (\$16) _____ Double room (\$21) _____

Twin bed _____ Double bed _____

Return to: Sheraton Biltmore by March 6

The meeting will begin at 9 a.m., March 20 and end at 5:30 p.m.

NACE "Matter and Measure"

National Association of County Engineers

14th Annual NACE Meeting

The National Association of County Engineers (NACE) held its 14th Annual Management and Research Conference, February 20-22, in Orlando, (Disney World) Florida. It was an excellent meeting, thanks to hosts Orange County and the Florida State Association of County Engineers and Road 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.

A fine program was developed by Bernard Lieder, NACE First Vice President and Polk County (Minn.) Engineer. Meeting attendees learned of FHWA efforts to minimize red tape and received information on certification acceptance. Participating in panel sessions, county engineers discussed innovative highway fund concepts and their role in relation to highways and the environment. Future NACE columns will present some of the ideas suggested during these panel sessions.

Representatives of 13 state associations of county engineers reported activities and developments within their associations and states. Check future NACE columns for summaries of these state chapter reports.

During an afternoon devoted to NACE research activities, attendees divided into six groups to discuss the six training instruments being developed for county road departments under the present NACE research project.

Preliminary titles for the training instruments and the chairmen of the NACE committees developing the instruments are:

"NACE Handbook for Training in County Road Departments", Art Haddad, Miami County (Ohio) Engineer;

"Blading Aggregate Surfaces", Milton Johnson, Clayton County (Iowa) Engineer;

"Tips for Conserving the Environment and Energy", Emie Geissler, County Road Administration Board Engineer, (Wash.)

"How to Talk and Communicate at the Same Time", Ed Wiles, Genesee County (Mich.) Engineer.

"Improving Traffic Services", Gordon Hays, Highland County (Fla.) Engineer.

"Maintaining Bridges After Inspection", Robert Gaukel, 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 format and material to be included in these training courses/instruments, please send them to Marlene Glassman at NACo.

The next NACE Management and Research Conference will be held September 15-18, 1975 in conjunction with the American Road Builders Associations' county division meeting in Cedar Rapids, Iowa. This is a different time of year for NACE's "Spring" Research meeting.

NACE Nominating Committee Report

At its Management and Research Conference in Orlando, the NACE Nominating Committee—chaired by William D. McIntosh, Lassen County (Calif.) Road Commissioner, with members Deane Anklan, Ramsey County (Minn.) Engineer and Paul Van Roekel,

Oakland County (Mich.) Engineer—reported its recommendations for NACE's 1974-75 officers. Those recommended to office by the nominating committee are:

President, Bernard L. Lieder, Polk County (Minn.) Engineer;

First Vice President, Harold R. Sweet, Yakima County (Wash.) Engineer;

Secretary-Treasurer, William G. Harrington, Linn County (Iowa) Engineer;

South Central Region Vice President, Milton L. Johnson, Clayton County (Iowa) Engineer;

Northeast Region Vice President, Max L. Rothschild, Wood County (Ohio) Engineer;

Western Region Vice President, James T. Pott, Santa Clara County (Calif.) Director 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.

Next NACE Meeting

The next NACE meeting will be held in conjunction with NACo's 39th Annual Convention, July 14-17, 1974 in Dade County, Fla. NACE meetings will take place at the Fontainebleau Hotel. Since Fontainebleau is NACo convention headquarters, we suggest you make your reservations soon. All reservations must be made directly with the Miami Beach Tourist and Convention Bureau, 555 17th Street, Miami Beach, Florida 33139. Reservations forms appear regularly in *County News*.

What Are Maintenance and Construction

Two of your fellow NACE members need your help. Bob Gaukel, Scotts Bluff County (Nebraska) Highway Superintendent and Dan Hostler, Hall County (Nebraska) Highway Superintendent would like to know as soon as possible your definitions of maintenance and construction and activities which you include under each. Please send this information to Marlene Glassman at NACo.

Preparedness Meeting Scheduled

The National Association of Counties will sponsor a Disaster Management Workshop on March 28-29. The workshop 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 such topics as the financial assistance available through the various agencies and programs; some energy conservation-management programs that are ongoing in counties; and a complete discussion of plans for coping with disasters.

For more information or questions, contact Charles Wall at 202/785-9577. Reservations for the workshop may be made by calling the hotel direct, toll free, at 800/228-9290. To receive reduced rates those wishing to attend must identify the meeting when making reservations.

Counties To Aid In Flyway Program

Sixty-two counties in 15 states located in the path of waterfowl flyways will participate in the 1974 water bank program which is aimed at helping preserve waterfowl habitat in areas where it is rapidly disappearing, the U.S. Department of Agriculture (USDA) has announced today.

The program, which was first conducted in 1972, compensates participating farmers for maintaining wetlands and for providing needed additional habitat for nesting and brooding places for migratory waterfowl.

States having participating counties are Arkansas, California, Louisiana, Maine, Michigan, Minnesota, Mississippi, Montana, Nebraska, North Dakota,

Oregon, South Dakota, Vermont, Washington and Wisconsin.

The water bank program encourages farmers to help preserve the migratory waterfowl-producing wetlands of the nation. The program is administered by USDA's Agricultural Stabilization and Conservation Service with planning assistance and technical services provided by the Department's Soil Conservation Service.

The program will continue to be concentrated in the northern part of the central and Mississippi river waterfowl flyways with a limited number of counties in other areas. Flyways are the north-south migratory routes used by waterfowl.

Parks And Recreation Report

Peace And Motorcycles Don't Mix

by Jan Berry
Public Information Officer
Sacramento County, Calif.

Environmentalists, motorcycle clubs and government officials have teamed up in California's Sacramento County with the result that peace and quiet can return to the American River Parkway. How? A 355-acre mechanical park has been developed with seven miles of marked trails, a first aid station, supervision, concession stands, freedom from irate neighbors—and generally happy users.

In recent years, a substantial number of the 65,000 registered motorcycles and trail bikes in Sacramento County were being used along the levees and banks of the American River Parkway.

The parkway is an irregular, 23-mile-long strip of pastoral green meandering through one of the most densely populated sections in the county.

The roar of a motorcycle became a part of every bicycle, equestrian and pedestrian trail along the river, particularly in the hilly areas that are most tempting to bikers. Users never knew when one of the machines would suddenly pop into view or, worse, spin across the planned trails to cut ugly, barren swaths of their own.

In one 38-acre area where the cycles were allowed to concentrate, C.M. Goethe County Park, replanting will be necessary before complete restoration of the vegetation can be expected.

"Goethe finally became intolerable for everyone," says Burton D. Collins, acting county director of parks and recreation. "Our plans for a complete mechanical park were still a year or more away from completion, but waiting was out of the question."

Instead, officials located a new 435-acre cycle park that had been started privately by Roy and Mary McGill, long-time motorcycle enthusiasts. Some 355 acres have been reserved for public use, and currently the park has no admission charge. The McGills have reserved 80 acres of the parcel for competition motorcross track.

"We signed a year's interim use agreement in September with the McGills," Collins explained. "We are using their site as a test to answer a lot of questions we have."

Questions such as:

—How often do trails need grading to prevent erosion in that soil?

—Will families use such a park or, if not, who?

—What reactions and opinions will users have?

—What effects do different machines have on terrain?

—What unanticipated problems might be encountered before building a place to be shared also by model boat and plane enthusiasts, Model T buffs, and 4-wheel drive vehicles?

A lack of answers led to a request to the California State Department of Parks and Recreation for demonstration grant funding. The department has decided, however, that its funds will be used for acquisition and development. If approved, the county would have recovered 75 percent of its costs. Nevertheless, the project will continue and at completion—perhaps by the end of 1974—results will be available for sharing with interested agencies.

Basic but not insoluble problems have already been encountered at McGill Cycle Park. Distance alone is a factor.

While the American River seems to be

in "everybody's backyard", McGill is approximately 20 miles from Goethe Park and further than that from most densely populated sectors.

Off-road vehicles cannot just be rolled or ridden through back yards. Transportation to the site is necessary, and the gasoline shortage makes it costly.

Regulations in effect at the park

prohibit persons under 18 to ride without parental permission. First time out, a parent must sign a notarized statement that also specifies what type of vehicle can be ridden. Pandemonium sets in when a mother brings hers and a neighbor's children out and finds she can only sign for her own. Forms must be taken back, and generally a day of fun is scrapped. All

riders must sign an emergency medical form and a liability waiver form that are kept on file.

Riders must wear protective clothing such as helmets, long pants and shirts, hard-soled boots or shoes. Organized user-groups strongly support the clothing restrictions.

In addition, cycles are checked for mechanical defects; to see that they are equipped with spark arresters, mufflers, manual fuel shutoff and for proper licensing. Under the agreement, the McGills must make sure that riders are in compliance with all applicable laws including health and safety standards.

Once inside the park—and there can be delays on busy weekends—all seven miles of trail are marked with advance warnings for hard-to-negotiate spots. All traffic is in one direction only, and there is at least one person patrolling the trails whenever 15 or more vehicles are in the park. Simultaneous use of any trail by mini-bikes and other cycles and vehicles is prohibited. A special area designated "use at your own risk" has been set aside for practice of special skills or just riding.

The control center itself is owned by Aerojet General Corporation and was originally intended as a test site for a large liquid rocket project that was subsequently abandoned. Aerojet had constructed a dome-shaped control center as well as a launching tower and fuel storage tanks for liquid oxygen.

Although the Moon Room, as the control center is called, is ugly on the outside, it is beautifully functional inside. Built to withstand any malfunctions in Aerojet's testing, as well as serve as a bomb shelter, it is indestructible even when filled with happy cyclists.

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 circular space has become a comfortable snack bar. In another quarter is an arcade with several pool tables. The remainder is open and can be used for trophy award presentations, dances, and the like. Above it all is a smaller, glass-enclosed circular space from which a bookkeeper/notary public operates a registration center and can generally supervise activities below.

The McGills have exclusive use of the Moon Room and other concession stands. The 80 acres reserved for private use includes a motorcross track which can be reserved by organized clubs or used as a practice track by professionals.

Time will tell whether the overall idea is a good one. As Collins says, the number of cycles grows daily and yet their full potential as recreation vehicles is probably still to be realized.

"We may as well try to plan for their greatest enjoyment," he concluded.

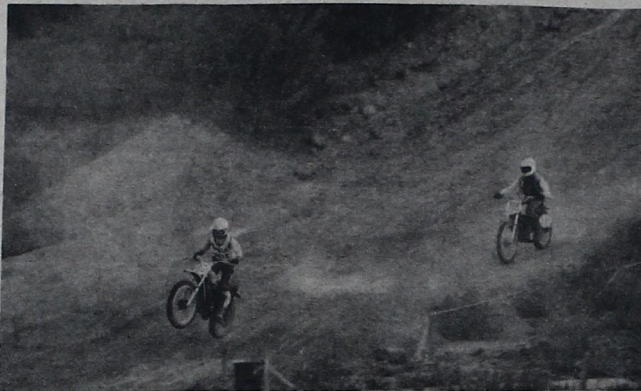
Land Use

(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 should have as its goal rewards for local government planning where it does exist and methods to strengthen local government planning where it is inadequate.



TWO RIDERS roar down a hill at McGill Cycle Park in Sacramento County, California. The park is owned privately but reserved for public use through an interim use agreement with the county.

NACo Board Of Directors Approves This Year's Budget

NACo 1974 Budget

by James L. Thompson, Jr.
Director of Administration

The NACo Board of Directors in a meeting in Washington, D.C. on February 26, 1974 adopted the associations' 1974 budget as presented by Executive Director, Bernard F. Hillenbrand.

The overall budget is at a break-even point after placing the annual conference income of \$40,000 in reserve and using \$7,800 for capital expenditures.

Contracts and Grants Income and Expenses reflect contracts and grants for 1974 firm as of January 1, 1974. There will be additional contracts and grants entered into during 1974 upon expiration of some of the present ones. Projected contracts and grants income equals projected expenses.

The budgeted county membership income for 1974 of \$735,000 is conservative. NACo started 1973 with 1,003 member counties and annual membership dues of \$685,920. During 1973, 191 new members were added with dues of \$60,627. 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 1974 salaries are slightly less than actual salaries for 1973. There are 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	
Contracts and Grants	\$1,375,982
County Membership Service Dues	735,000
Western Region Dues	16,000
Annual Conference (net)	40,000
Other Conferences (net)	13,000
County News Subscriptions	15,000
Miscellaneous	11,000
Total Income	\$2,205,982

Operating Expense	
Contracts and Grants	\$1,375,982
Executive Director and Staff	147,560
Federal Affairs	282,435
Public Affairs/Publications	293,285
New County	35,090
Miscellaneous	23,830
Total Expense	\$2,158,182

Excess of Operating Income Over Expenses	\$ 47,800
Use of Excess of Operating Income Over Expenses	
Annual Convention Net Income Reserve	\$ 40,000
Capital Expenditures-Furniture (net)	7,800
Total	\$ 47,800

County Government Job Opportunities

Manpower Project Administrator - Ingham County, Mich. Salary Range: \$13,300 - \$16,875. Position located in Mason, Michigan - funded through July, 1974. Requires a Master's Degree in Manpower or equivalent experience. One year experience in Manpower Planning. Will be responsible for use of Federal Revenue Sharing Funds in manpower areas. Call or send resumes to Ingham County Personnel Office, County Courthouse, Mason, Mich. 48854. Phone (517) 667-9411.

Land Surveyor - Washington County, Minn. Salary Open. Registered or eligible by reciprocity for registration in Minnesota. Supervise county surveying unit. Experience in section corner relocation, 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 117,000. Serve as prime sponsor under

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 with 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.

"We are asking local governments to review and improve their own data well before we have to use these 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.

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 or 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 Careers, County Building Annex No. 1, 902 N. Madison St., Bay City, Michigan 48706.

(Continued from page 2)

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 material 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 instructors 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, Durango, 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 was made by the Colorado Coordinator of Highway Safety as a part of Governor Vanderhoof'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.

Civil Preparedness

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"

◆ KEYNOTE SPEAKERS & WORKSHOPS ◆

Energy Topics:

- *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

◆ CONFERENCE REGISTRATION ◆

- *Registration at hotel on April 28 & 29
- *No pre-registration
- *Make room reservations directly with Washington Plaza Hotel on form below
- *Fees: \$75 for delegates; \$40 for spouses and children

CLIP & MAIL TO: Room Reservations
Washington Plaza Hotel
5th at Westlake
Seattle, Washington 98101

◆ 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
- 2:00-8:00 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

National Association of Counties
WESTERN REGION CONFERENCE
April 28-30, 1974

NAME _____

TITLE _____

ADDRESS _____

CITY/STATE/ZIP _____

ARRIVAL DATE _____ TIME _____ a.m. p.m. GTD _____

LENGTH OF STAY _____ NIGHTS _____

PLEASE CIRCLE DESIRED ACCOMMODATION

BENJAMIN FRANKLIN SECTION		TOWER SECTION	
ACCOMMODATIONS			
SINGLE			
ONE PERSON	\$19		\$27
DOUBLE (One Bed)			
TWO PEOPLE	\$25		\$33
TWIN (Two Beds)			
TWO PEOPLE	\$25		\$33
SUITE			\$75 - \$100

PLEASE NOTE:

1. Reservations held until 6:00 p.m. unless guaranteed for later arrival.
2. Reservations should be received 3 weeks prior to arrival.
3. Check-out time is 2:00 p.m. Date _____

WASHINGTON PLAZA HOTEL

PHONE: 206/MA 4-7400

AMERICAN COUNTIES TODAY

This year's NACo legislative conference has been a real success. We had more county officials than ever before — about 700 officials from 40 states. Both attendance and interest were high at our steering committee meetings and workshops. And our major speakers, Vice-President Gerald Ford, Congressman Paul Rogers (D-Fla.) and Kenneth Cole Jr., assistant to President Nixon for domestic affairs, were excellent.

We had hundreds of good comments about our reception for members of Congress and special guests. And this year, we tried something new: "strike forces" of county officials went to Capitol Hill to talk with key Congressmen about important legislation: community development and mass transit, land use, rural development, and manpower funding. Those strike forces were an outstanding success.

At each Congressman's office, county officials left a flyer outlining NACo's national legislative priorities. Those priorities are listed below, exactly as they were explained to the Congressmen in the flyer:

Energy Legislation

The National Association of Counties is appalled by the federal government's lack of action on the worsening energy shortage. Congress and the Administration are continuing to squabble over emergency energy legislation. After eight months of attempts to reorganize federal agencies and formulate a consistent national program there is still internal division and confusion.

It is now time to act. NACo believes the highest priority of the Congress has to be the enactment of comprehensive energy legislation. The time for further debate is over. The country cannot afford either congressional delays or threats of Presidential vetoes of this vital legislation.

General Revenue Sharing and Congressional Budget Reform

NACo urges the Congress to exempt future revenue sharing programs from the provisions of the Congressional Budget Reform bills and, therefore, the necessity of going through an annual appropriations process. The present versions of the Congressional Budget Reform bills, in both the House and the Senate, would require that General Revenue Sharing go through an annual appropriations process after 1977 just like any other federal grant program. Counties are trying desperately to move away from government by reaction and into government by planned action which requires a more stable and dependable financial base than presently exists.

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 financial 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.

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 (HR10294) 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 ones 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: \$300 million for rural water and waste disposal grants; \$30 million for rural water and waste disposal planning grants; and \$10 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 the manpower needs of county residents. In view of rising unemployment in part 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.

(See next week's column for additional legislative priorities.)

Sincerely yours,

Bernie Hillenbrand

Bernard F. Hillenbrand
Executive Director

Coming Events

MARCH

- | | | | |
|-------------|--|---|-------------------------------------|
| 3 - 5 | State Association of County Commissioners of Florida Convention | Panama City Beach, Florida | E.R. Hafner
904/224-3148 |
| 9 - 13 | National Association of Regional Councils Annual Convention | Los Angeles, California
Biltmore Hotel | Ralph Webster
202/296-5253 |
| 20 | NACo Region IV Federal Aid Briefing | Atlanta, Georgia
Sheraton Biltmore | DeWayne Little
305/377-5311 |
| 1 - 22 | GSA-GAO-OMB Region IV Workshop on Federal Grant Financial Management | Atlanta, Georgia
Sheraton Biltmore | Phillip M. Dearborn
202/343-8821 |
| 23 - 24 | National Association of County Recorders and Clerks Meeting | Little Rock, Arkansas | Florence Zeller
202/785-9577 |
| 28 - 29 | NACo Disaster Preparedness Conference | St. Louis, Mo. | Charlie Wall
202/785-9577 |
| 31 - Apr. 3 | County Officers Association of State of New York Annual Meeting | Grossinger, New York | Herb Smith
518/465-1473 |

APRIL

- | | | | |
|---------|--|---------------------|-----------------------------|
| 28 - 30 | NACo Western Region District Conference | Seattle, Washington | L. Naake
202/785-9577 |
| | Association of County Commissioners of Georgia Annual Convention | Atlanta, Georgia | Hill Healan
404/522-5022 |

MAY

- | | | | |
|---------|--|--|--------------------------------------|
| 1 - 3 | Utah Association of Counties Annual Convention | Salt Lake City, Utah
Travel Lodge | Jack E. Christiansen
801/359-3332 |
| 2 - 4 | New Mexico Association of Counties Annual Convention | Albuquerque, New Mexico | P. Larragoite
505/983-2101 |
| 5 - 8 | American Society for Public Administration Annual Convention | Syracuse, New York
Hotel Syracuse | Richard Legon
202/785-3255 |
| 15 - 16 | Region III Federal Aid Briefing | Baltimore, Maryland
Hunt Valley Inn | Stephen Collins
303/494-3318 |
| JULY | | | |
| 14 - 17 | NACo National Convention | Miami Beach, Florida | Rod Kendig
202/785-9577 |

Hillenbrand's Washington Report
202/785-9591

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