

This Week

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Vol. 11, No. 9

COUNTY NEWS

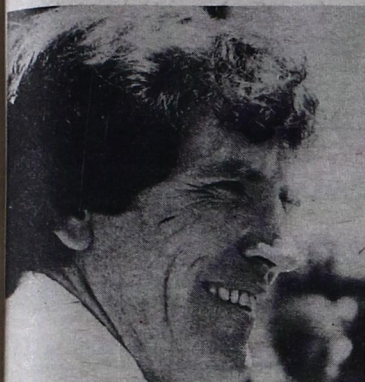
"The Wisdom to Know and the Courage to Defend the Public Interest"

March 5, 1979

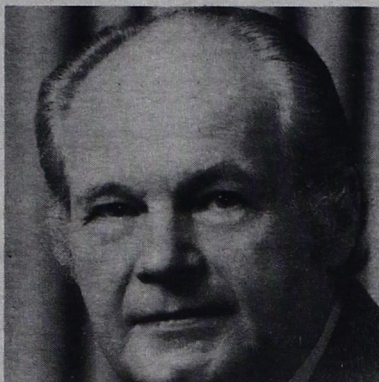
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Washington, D.C.

Upcoming Speakers



Sen. Gary Hart (D-Colo.) will respond to the call for a constitutional amendment to balance the federal budget in his March 12 luncheon address to delegates attending NACo's Legislative Conference in Washington, D.C. March 11-13.



U.S. Office of Personnel Management Director Alan K. Campbell will serve as a featured speaker at NACo's Fifth Annual Labor Relations Conference in San Francisco, April 29 to May 1. More details on page 8.

TWO VERSIONS

Antirecession Bills Readied

WASHINGTON, D.C.—Legislation to revive the recently expired countercyclical assistance program has been introduced in the House and Senate, and an Administration proposal is also expected to reach Congress shortly. Senate hearings on the proposals are expected this month.

Sens. John Danforth (R-Mo.), Harrison Williams (D-N.J.), Daniel Moynihan (D-N.Y.), and Jacob Javits (R-N.Y.) have sponsored S. 200, while Rep. Peter Rodino (D-N.J.) has introduced H.R. 1246. Both bills, entitled the "Intergovernmental Antirecession and Supplementary Fiscal Assistance Amendments of 1979," are identical to the Senate-passed measure which failed to gain approval in the House during the final days of the 95th Congress.

The legislation would establish a two-title program of aid to local and state governments. (See chart com-

paring S. 200, H.R. 1246 to former program on page 6.) Title I, which would be triggered whenever nationwide unemployment exceeded 6 percent, would aid state and local governments whose own unemployment was above 6 percent.

When nationwide unemployment dips below 6 percent, but remains above 5 percent, Title II would become operative. This title would provide assistance to local governments only. Once unemployment fell below 5 percent for the nation, the program would assume a standby status, functioning as a type of insurance to enable local governments to counter the effects of any future recession and rise in unemployment.

Title I would be funded at a level of \$125 million quarterly, with increments of \$30 million for every one-tenth of 1 percent of unemployment over 6 percent. Title II would distribute a flat sum of \$85 million a quarter.

THE ADMINISTRATION is putting the final touches on its own countercyclical proposal.

The President's fiscal '80 budget proposal contained a request for a two-title countercyclical program. A transitional program, Title I, would provide \$250 million in fiscal '79 and \$150 million in fiscal '80 to aid the nation's most distressed communities and reduce the adverse impact caused by the abrupt termination of the program. A second title would establish a highly targeted standby countercyclical aid program to be triggered by national unemployment rate.

The Administration's bill will probably raise the minimum payment which a county could receive.

See ADMINISTRATION, page 6

New Coalition Given Welfare Update

WASHINGTON, D.C.—County representatives at a New Coalition meeting Feb. 28 heard discouraging prospects for welfare reform from two Hill leaders. Representing NACo at the meeting of state, county and city officials were NACo President Charlotte Williams and Harold Hayden, commissioners, Genesee County, Mich.; former NACo President Dan C. Lynch, commissioner, Douglas County, Neb., and John V.N. Klein, county executive, Suffolk County, N.Y.

Rep. James Corman (D-Calif.), chairman of the public assistance subcommittee of Ways and Means, said he intends to send a child welfare or social services bill to the Senate by June 1, and will take up welfare reform when finished with those issues.

"There is no reform of a long range nature in the President's proposed \$5.5 billion package," he noted, but there are improvements "worth doing," especially possible improvement in the federal and state/local financing of Aid to Families with Dependent Children, and improved benefits in some states.

Although the White House proposal does not include cashing out of food stamps, Corman expects that the Administration will support his plan to cash out food stamps for Supplemental Security Income (SSI) recipients and permit states the option of cashing out food stamps for AFDC recipients.

Citing the fact that large numbers of eligible welfare recipients do not take advantage of the food stamp program, he said one way to help improve the system is by reducing administrative costs and paying the cash to all those eligible.

Sen. Daniel Patrick Moynihan (D-N.Y.) told the assembled county officials, mayors, state legislators, and governors that major welfare reform, especially a national minimum benefit, will never be enacted without the

total commitment of the President and he added, "this year the President has abandoned any such commitment."

President Carter's \$5.5 to \$6 billion proposal, which would have no fiscal impact until fiscal '82, is another form of "tireless tinkering," said Moynihan, and while it would provide a lot of money for jobs (\$3 to \$4 billion), it would not change the welfare system for New York and California, nor would it provide substantial fiscal relief to those states.

He pledged to continue his efforts to provide fiscal relief and agreed

with Corman that some things are worth doing anyway, pointing out that Congress annually passes some bill to streamline or improve programs.

Corman's subcommittee is recommending \$200 million fiscal relief for 1980, reduced for budget consideration from the \$400 million offered by Rep. Charles Rangel (D-N.Y.). Moynihan is expected to offer a similar motion for Senate Finance Committee budget deliberations.

There is greater receptivity among congressmen to the jobs proposal of

the President's package. The House Education and Labor subcommittee chaired by Rep. Augustus Hawkins (D-Calif.) will take it up as soon as the Administration offers the bill.

In other business, the New Coalition approved motions to: support White House regulatory reform initiatives to require advance consultation with state and local officials and six months advance publication of proposed regulations, and to support reauthorization of the General Revenue Sharing program with the states as full partners.



NEW COALITION MEETING—Welfare reform, jobs programs and general revenue sharing were discussed at last week's meeting of the New Coalition. Seen clockwise around the table from NACo President Charlotte Williams are President of the Oregon State Senate Jason Boe, Sen. Daniel Pat-

rick Moynihan (D-N.Y.), Commissioner Dan Lynch of Douglas County, Neb., Colorado State Sen. Fred Anderson, California State Assembly Speaker Leo McCarthy, Rep. James Corman (D-Calif.), Gov. Julian Carroll of Kentucky, and Commissioner Harold Hayden of Genesee County, Mich.

MIXED BLESSING**Extra PILT Funds Paid to Counties**

WASHINGTON, D.C.—Counties in California, Nevada and Utah last week were paid \$6.6 million of a possible \$20 million in additional fiscal '78 payments-in-lieu of taxes (PILT) as a result of protests of underpayment. However, NACo views these payments as a mixed blessing for the more than 1,500 recipient counties under the PILT program because fiscal '79 appropriations are being used to make the adjustments.

Unless a supplemental appropriation is approved by Congress, counties may receive only 70 percent of funds now budgeted for PILT for fiscal '79 as a result of the protest payments.

Approximately \$3.9 million went to counties in California, \$1.8 million to counties in Utah and \$900,000 to counties in Nevada.

These protest payments, or "adjustments," by the Bureau of Land Management (BLM) were based upon a ruling of the U.S. comptroller general. In the two-part ruling (No. B-167553, Oct. 16, 1978), the comptroller general indicated that BLM underpayments to counties resulted from an incorrect interpretation of the Payments-in-Lieu of Taxes Act.

The Payments-in-Lieu of Taxes Act, P.L. 94-565, provides for annual payments to more than 1,500 counties to partially compensate for the tax immunity of federally owned and tax-exempt natural resource lands. The act calls for counties to receive the greater amount of either 75 cents per acre of entitlement land less deductions for federal mineral leasing, timber and grazing funds received by the county in the preceding fiscal year, or 10 cents per acre of entitlement lands.

In either case, the payments are limited by a population factor of \$20 to \$50 per capita depending upon the population of the county. The funds can be used for any general government purpose by the county. The act provides that counties may protest

underpayments within 90 days of receiving their annual payment.

PART ONE OF the comptroller general's ruling confirmed that a county must actually "receive" federal mineral, timber, or grazing receipts before there is a deduction under the 75 cents per acre payment alternative. This was the theory under which county protests had been made. However, part two of the ruling went a step further, indicating that even when a county receives mineral, timber, or grazing receipts, if state law mandates a pass-through to an independent school district, then pass-through funds should not be deducted from the county payment-in-lieu amount.

NACo has estimated that potential underpayment protests as a result of part one of the comptroller general's ruling could amount to about \$5 million. Under part two, protests could amount to about \$15 million for a total of about \$20 million.

Although the 90-day protest period for fiscal '78 ended Jan. 1, 1979, NACo filed a protest on behalf of all counties which might be affected by the comptroller general's opinion. In the NACo protest, BLM was asked to clarify part two of the comptroller general's opinion since no funds have been authorized, budgeted, or appropriated to make these payments. The NACo request was referred to the comptroller general, but no change has been made and it appears that the Oct. 16, 1978 ruling will stand.

The comptroller general's ruling, in effect, expands the payment-in-lieu of taxes program beyond the amounts set by Congress in the four-year authorization bill—\$105 million for fiscal '79, \$108 million for fiscal '80, \$111 million for fiscal '81, and \$114 million for fiscal '82.

The ruling means that full funding of the program will require \$125 million for fiscal '79. Since \$20 million of the now available \$105 million

already appropriated for fiscal '79 will be used for protest payments, a \$40 million supplemental appropriation will be necessary for counties to receive their full payments. An increase of \$20 million for the fiscal '80 regular appropriation will also be necessary for full funding.

BLM IS NOW processing protest payments for counties in 26 states where the governors have supplied updated information based on the comptroller general's opinion. The Payments-in-Lieu of Taxes Act requires the governor to submit data on the distribution of federal mineral, timber and grazing receipts within each state. However, BLM is unable to provide estimates of possible additional protest payments until the information is verified or reconciled with existing federal data on

these programs.

If the fiscal '79 supplemental or fiscal '80 appropriations increases are not approved, counties will receive a pro rata payment for these years. The pro rata payment for fiscal '80 will be approximately 85 percent if no action is taken by Congress. Even some counties receiving protest payments will wind up with less dollars.

Mono County, Calif. is a good example. Mono County received a protest payment of approximately \$16,000 last week. However, the county's payment in fiscal '79 may be reduced by approximately \$87,000 as a result of pro rata payments that will be required unless a supplemental appropriation is enacted.

RECOGNIZING current federal

budget constraints, NACo has attempted to avoid the need for a supplemental appropriation by requesting a clarification of the comptroller general's ruling. However, to protest county payments, it now may be necessary to push for a \$40 million fiscal '79 supplemental appropriation and a \$20 million increase for the fiscal '80 regular appropriation.

The issue will be on the agenda of the NACo Public Lands Steering Committee during the NACo Legislative Conference. Interested county officials are urged to attend. The meeting will be held Sunday, March 11, from 1 to 5 p.m. at the Washington Hilton Hotel, Washington, D.C. A congressional briefing will be held Monday afternoon, March 12, during the Legislative Conference.

Forest Service May Be Shifted

WASHINGTON, D.C.—Late last week President Carter announced the first steps toward creation of a new Department of Natural Resources by transferring the U.S. Forest Service and the National Oceanic and Atmospheric Administration (NOAA) to the U.S. Department of Interior.

The proposal is expected to run into tough congressional opposition since the Forest Service is the largest agency within the Department of

Agriculture and NOAA is the largest agency within the Commerce Department.

The proposal does not include transfer of the U.S. Army Corps of Engineers, Soil Conservation Service, and the Water Resources Council that were included in earlier versions of the proposed reorganization under study by the Office of Management and Budget.

The Administration claims the reorganization would eliminate 2,100 fed-

eral jobs and save \$110 million a year. However, congressional critics are concerned that the reduction might reduce the federal land management agencies' capabilities in managing the public lands.

NACo opposed the reorganization last year when proposals included the water, soil and engineers functions. The NACo Western Interstate Region and the NACo Public Lands Steering Committee both went on record opposing the current reorganization proposal during the recent Western Interstate Region Conference.

The NACo board will review a policy on the revised reorganization proposal during the NACo Legislative Conference March 11-13.

Once Congress formally receives the President's proposal either the House will have 60 days for a vote. Otherwise the reorganization will automatically take effect.

An additional part of the President's reorganization proposal could have an impact on the Department of Agriculture and the Economic Development Administration. It is reported that \$1.1 billion in loans guarantee will be transferred from Farmers Home Administration to the Economic Development Administration. The FmHA grant program apparently will not be transferred, and EDA will also receive about \$95 million in Small Business Administration loan programs.

FOCUS ON ARTS**Bicentennial Gives Spur to County Cultural Program**

Editor's Note: This is one in a continuing series on county involvement in the arts. A special supplement on "Counties and the Arts" was included in the Feb. 12 County News. Copies are available from Linda Church, director, NACo Arts Project.

DANE COUNTY, Wis.—The Bicentennial has had long-lasting effect on Dane County, Wis. As the nation's 1976 celebration came to a close, members of the Dane County Bicentennial Committee and other county residents recognized that a permanent county agency could continue the committee's programs and protect the historical and artistic identity of the county.

In 1977, a county ordinance created the Dane County Cultural Affairs Commission with the responsibility for fostering cultural awareness, expression and appreciation throughout the county.

As a funding agency, the commission provides grants to county non-profit organizations and institutions which seek supplemental support for cultural projects. All grants require a cash and/or in-kind services match.

As a service agency, the commission provides information, resource and referral services to citizens, municipalities, schools, and other organizations.

As a program agency, the commission cosponsors projects with other cultural groups. Such projects have included a courthouse art exhibition, a writers workshop for senior citizens, an historical photo series in the Wisconsin State Journal, nighttime theater and music performances on the Capitol Square and a poet residency in the Dane County Juvenile Detention Center.

In addition, an artists-in-schools program brought nationally recognized musicians, dancers and actors into 18 rural Dane County schools to perform and chat infor-

mally with the children. The program provided cultural exposure to children who might otherwise never have the opportunity to meet and see professional artists.

The commission has nine members (five citizens and four county supervisors) appointed by the county executive with the approval of the county board.

It began with an annual budget of \$5,000 and a staff coordinator funded by the Comprehensive Employment and Training Act (CETA). In 1978, the county appropriated \$50,000 for its work. By 1979, this appropriation had been increased to \$62,000, of which \$30,000 is allocated to a grants-in-aid program for local art and community groups. The program is administered by a full-time county-funded coordinator with part-time secretarial assistance provided by the county executive's office.

The commission has developed and published eligibility criteria, guidelines and procedures for groups seeking financial assistance. Proposals must demonstrate overall project quality, community impact, evidence of community/audience need and support, and the ability to successfully complete the project.

Priority consideration is given to projects which provide professional programs with audience participation, are directed to county populations with identified needs, and are accompanied by a list of tentative commitments for performances or exhibits.

Past projects supported by the Dane County Cultural Affairs Commission include theater, opera and music tours, historic preservation, ethnic festivals and art classes for senior citizens.

The Dane County Cultural Affairs program is directed by Lynne Hamel, Cultural Affairs Coordinator, Room GR-11, City/County Building, Madison, Wis. 53709, 608/266-5915.

Fritschler Is Directing Development Group

WASHINGTON, D.C.—Vernon Martin, president of the National Association of Development Organizations (NADO), has announced the appointment of Aliceann Fritschler as the association's first full-time executive director.

Prior to joining NADO, Fritschler was NACo's associate director for Welfare and Social Services. For the past five years she has spearheaded lobbying efforts for county government's top legislative priorities, including general revenue sharing and welfare reform.

Fritschler has served as a consultant to the National Governors' Association (NGA) and the National Association of Housing and Redevelopment Officials (NAHRO). She has also been director of research projects in water pollution, air pollution, solid waste, outdoor recreation, multi-jurisdictional planning and development organizations, and paperwork reduction.

"Aliceann Fritschler is uniquely qualified for this position because of her experience at the national and local level," Martin said.

"She has earned a reputation as an effective advocate for local elected officials' point of view before Congress, the White House and federal agencies."

NADO was founded in 1967 to promote local development efforts and to assist local development districts in improving the management of human, physical and economic resources. The association's membership has increased by one-



Fritschler

third in the past year, and now includes, in addition to multi-county economic development districts, state, county and city agencies, educational institutions, businesses and multi-state development commissions.

Martin is executive director of the Coastal Area Planning and Development Commission in Brunswick, Ga.

"This year promises to be an exciting one for NADO members," said Martin, "because the Public Works and Economic Development Act must be reauthorized and President Carter is considering a major reorganization of all federal development agencies."

CN Snowed Under

Because of the problems caused by the recent blizzard and ice storm, County News is coming to you a week late. We will make up for the edition skipped by publishing a special edition later in the year.

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GEARING UP FOR RENEWAL OF GENERAL REVENUE SHARING—NACO's top legislative priority, reenactment of the general revenue sharing program, will be guided by a special task force of county officials. NACO President Charlotte Williams, commissioner, Genesee County, Mich., announced last week the appointment of W.W. "Woody" Dumas, mayor, East Baton Rouge Parish, La., to head the task force. Seen at a meeting with Sen. Russell B. Long (D-La.), prime mover in past efforts to gain passage of the program, are, from left, NACO Executive Director Bernard F. Hillenbrand, Dumas, and Williams. The general revenue sharing program expires Sept. 30, 1980.

Panels Up Welfare Spending

WASHINGTON, D.C.—Much needed fiscal relief and welfare reforms have fallen victim to the President's 1980 budget constraints. But recent congressional actions hold out some possibility that extra funds for welfare and social services may be forthcoming this year.

Although the Administration's proposed budget holds to the approximate 7 percent increase over 1979 levels set by President Carter, recommendations for welfare and social services spending levels total only 3.3 percent over 1979 levels, with funds for new programs.

In opening deliberations on budget recommendations, Rep. James Corman (D-Calif.), chairman of the public assistance and unemployment compensation subcommittee, pointed out the discrepancy between the 10 percent increase planned for the defense budget and the Administration's failure to recommend a level that would permit poor people to keep up with inflation, or that would

permit states and counties to maintain existing service programs without increasing their matching funds.

"We will have to look hard at the need of state and local governments for fiscal relief which is not included in the President's recommendations," he said.

According to Rep. Fortney "Pete" Stark (D-Calif.), the subcommittee was handed a carcass with no meat on it. Because the poor have to spend a greater proportion of their funds on food and essentials, he maintained, they should be given a 10 percent increase to meet inflationary costs of living.

The public assistance subcommittee ultimately voted to recommend 1980 budget increases totaling 6.9 percent above 1979 levels. Included is \$200 million for fiscal relief, an additional \$200 million for Title XX social services (bringing the 1980 ceiling to \$3.1 billion), and the \$84.5 million in additional child welfare

funding recommended by the Administration.

Senate Finance Committee budget recommendations are being determined at press time. Sen. Daniel Patrick Moynihan (D-N.Y.), however, plans to recommend fiscal relief in an amount similar to that proposed by the House subcommittee. Senate Finance Committee proposals include approving \$2.9 billion for Title XX and delaying the proposed child welfare increase for one year.

Meanwhile, in Senate Agriculture Committee hearings last week, the Administration recommended lifting the \$6.2 billion spending ceiling on the food stamp program and opposed the reduction of benefits or eligibility criteria that would be necessary to stay within the cap imposed by the 1977 Food Stamp Reform Act.

Alien Problem

A special briefing at NACO's Legislative Conference will concern federal reimbursement for emergency medical treatment to indigent aliens. Counties across the country continue to press for legislation to provide federal reimbursement for emergency medical treatment to indigent aliens. An announcement at the opening general session Monday, March 12 will urge concerned counties to participate in a special briefing in a designated room to discuss this important issue. Counties should listen for the announcement and attend this special briefing.

20 COUNTY PROJECTS

Recycling Grants Awarded

WASHINGTON, D.C.—Twenty counties have been selected to receive funding for solid waste recycling projects as part of the Environmental Protection Agency's new \$15 million program to accelerate resource recovery.

The funds will enable counties to move forward in planning and developing projects which will lessen reliance on landfills for garbage disposal, as well as convert municipal trash into energy and valuable recovery materials. Another goal of the program is to stimulate jobs and economic development in urban areas.

Over the next two months EPA

MARSHALL TESTIFIES

Jobs to Remain at Present Level

WASHINGTON, D.C.—The Carter administration has no intention of reducing its programs for the poor, the disadvantaged and the unemployed in order to pare the federal deficit, according to Secretary of Labor Ray Marshall. In testimony last week before the Senate Appropriations subcommittee on Labor-HEW, Marshall explained that the Labor Department's fiscal '80 appropriation request reflects the determination by the Administration to continue its fight against unemployment.

Although there will be major changes in the type of jobs to be supported, Marshall contended, the overall job creation effort by the federal government should be about the same as anticipated for the current fiscal year, approximately 1.5 million employment and training opportunities of all kinds.

Marshall explained that overall funding for the Employment and Training Administration will decline by \$700 million but this decrease will be offset by additional job opportunities created by the Targeted Jobs Tax Credit and the new CETA private sector program, if Congress appropriates the fiscal '79 \$400 million supplemental request for the latter program.

According to Marshall's "best estimate," the private sector program is expected to create 80,000 work opportunities and the Targeted Jobs Tax Credit as many as 100,000 job slots, thus offsetting the public service employment (Title VI) cutback of 157,000 job slots by the end of fiscal '80.

In addition, the new CETA Title II public service jobs program, targeted for the structurally unemployed (those who have difficulty finding employment even when jobs are plentiful), has been expanded from 110,000 to some 267,000 slots during fiscal '80, with an increased emphasis on training. The thrust of these changes in the new CETA, Marshall pointed out, is to provide employment opportunities for the structurally unemployed within the private sector.

FUNDING FOR programs under Title II-A, B, and C will increase, to allow for the rise in the minimum wage, and the number of slots will remain at 424,000. Budget authority for the programs previously authorized under the Youth Employment and Demonstration Project Act (YEDPA) will be increased from \$931 million to \$1.1 billion, resulting in 10,000 new slots. Job Corps expansion continues as scheduled and will reach 44,000 slots in fiscal '80.

Marshall mentioned the Administration's plan to send to Congress revised welfare reform legislation,

projected to cost an additional \$5.5 billion in fiscal '82. The fiscal '80 request for CETA, however, includes funding for demonstration projects of the Administration's welfare reform proposal.

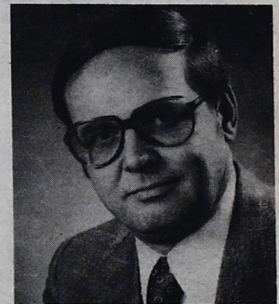
Responding to questions about a recent General Accounting Office (GAO) report critical of the summer youth jobs program, Marshall indicated that the Department of Labor (DOL) agrees with much of the criticism and is mounting an effort to correct the problems.

Problems are bound to arise, Marshall added, when there are 26,000 contracting agencies for a 9 to 10 week summer program conducted at as many as 150,000 work sites. Serious consideration is being given, he said, to establishment of a jobs-for-youth effort on a year-round basis, possibly tying two or three of the existing plans together, although this may not be possible for a year or so after demonstration efforts have been properly evaluated.

MARSHALL NOTED that DOL's fiscal '79 supplemental appropriation request for the summer youth program includes \$122 million deferred from the fiscal '79 to fiscal '80 budget. This will still allow the fiscal '79 program to be maintained at the 1 million job level achieved in fiscal '78.

However, despite the deferral of \$122 million and DOL's fiscal '80 appropriations request of \$533 million, he said, summer youth program jobs must be reduced by 250,000 in fiscal '80—down from 1 million—and the starting age for participation raised from 14 to 15 years.

Although Marshall had been prepared to announce "within a week" next summer's youth program allocations, after discussion with the committee, it was agreed to postpone the announcement until the procedure could be reviewed with subcommittee member Sen. Lawton Chiles (D-Fla.).



Marshall

Juvenile Court Rules Suggested By ABA

FULTON COUNTY, Ga.—The American Bar Association (ABA) at its mid-winter meeting in Atlanta approved 17 volumes of new standards for juvenile justice.

The standards passed by the ABA's policy-making House of Delegates are based on the theory that juvenile courts should function as courts, not as all-wise parents. At present, punishment is meted out according to the judge or probation officer's evaluation of the child's "best interest."

While requiring the court to punish the juvenile offender in proportion to the severity of the crime, the new standards abandon much of the unchecked discretion now exercised by juvenile court judges. They require the judge to give his reasons for writing, along with the evidence used, on before sentencing a juvenile to any form of detention.

The new standards expand the constitutional requirement of due process as it applies to children. Provisions require juvenile criminal trials to be open to the public, and recognize the right to trial by jury, the right of consultation with an attorney "at every critical stage," and the right to appeal. Moreover, the role of parents is reduced to avoid any possible conflict of interest be-

tween child and parent.

The standards also address police treatment of juveniles and juvenile rights in correctional institutions. The standards state explicitly that no detention facility is to house more than 20 juveniles at one time.

FACED WITH possible defeat of the entire package, six controversial volumes of standards were withdrawn from consideration.

They would have taken supervision of status offenders, such as truants and runaways, away from juvenile courts and have required these juveniles to be dealt with through voluntary community service agencies. These provisions would also have removed juvenile probation as a function of the court.

The ABA standards are advisory only, designed to be models for state legislatures. However, with the prestige of the ABA behind them, they are likely to influence legislatures drafting new juvenile statutes.

The standards adopted in Atlanta were the culmination of an eight-year project of the association in conjunction with the Institute for a Judicial Administration, a nonprofit research group. The special committee was headed by Chief Justice Irving R. Kaufman of the U.S. Court of Appeals in New York.

BERNARD F. HILLENBRAND, NACo EXECUTIVE DIRECTOR

How About a Moratorium on Criticism?

Many of us who attended the White House briefing on the Administration's state and local program for fighting inflation were amazed to see how tired the President looked.

Part of the problem was a facial injury he suffered while cross country skiing, but deep fatigue and tension produced by his office was clearly etched in his expression.

The President reiterated that inflation was the most serious domestic problem confronting the nation. He called for the support of governors, county officials and mayors who guide the spending policies of a large portion of the domestic economy. He challenged the 175 participants to make use of the guidelines and suggestions contained in the 29-page briefing booklet, and to use their imaginations and American resourcefulness to whip inflation. (See related story, page 5.)

Most of the people we talked to seemed anxious to help, but as inflation fighter Alfred Kahn acknowledged, the response to inflation is so complex that you are not sure what to do or even if what you do makes an impact.

As we assembled for the briefing, there were reports upstairs that the U.S. marine who was wounded defending the U.S. embassy in Tehran had been kidnapped by dissidents and they had announced plans to try him for firing on Iranians. (He was subsequently released.)

One could almost feel the strain this incident produced on the President following so soon after the public slights of Mexico's president, the unanticipated end to the U.S. supported government of the Shah, and the Chinese invasion of Vietnam.

These overwhelming pressures are coming at a time when the President's popularity, as measured in the polls, is low and criticisms of his Administration are many.

It makes us wonder what terrible calamity would befall this republic if we collectively got off the President's back for a while. Suppose, for example, we gave the President the benefit of the doubt and let him negotiate in peace with the Mexican government about both immigration and oil as was suggested by Los Angeles County Supervisor James Hayes.

Would our political system collapse if we let the Presi-

dent exercise his constitutional role in foreign policy and try to keep the Russians, Chinese and Vietnamese away from each others' throats or to move forward with SALT?

Nearer to home, we wonder if all of us in the NACo family would feel that we weren't doing our job if we didn't hammer away at the adverse impact the President's austere budget has on many county programs?

Most of us left the briefing fully identifying with the President and in a mood to be as helpful as possible in that portion of the nation where we have influence.

Lord knows inflation is real as attested by NACo Second Vice President Roy Orr who reported that in one day the price of concrete rose from \$37 to \$43 per cubic foot and a revised final cost estimate of a Dallas County jail now under construction jumped from \$60 million to \$81 million.

A softening of or even moratorium on the avalanche of presidential criticism would in the short run make our newspapers and radio and TV broadcasts much less interesting. We could, however, make up for it as presidential election time draws closer when it then becomes our duty as citizens to critically review the Administration's previous four years.

If President Carter has by then helped shore up the dollar, balance the budget, stem inflation, pass revenue sharing and protect world peace, the critical things we say about him now won't mean a thing.



County outlook

More Prisons?

Maryland's new governor Harry R. Hughes has just announced a major policy shift away from building new prisons to one of supporting programs to reduce the prison population.

The policy, which may prove unpopular with those who want tougher treatment of criminals, grew out of recommendations of a task force headed by one of the most reputable judges in the state.

Faced with a court order to cut overcrowding in state prisons by 1980, the debate had centered on where to place a new \$36 million, 890-bed facility. There are currently 7,865 inmates and only 5,576 beds.

Under the new policy, the building project will be scrapped entirely in favor of other alternatives. New emphasis will be placed on:

- Moderate additions to existing facilities;
- Increased use of probation by adding 125 probation agents;
- Expansion of Community Adult Rehabilitation Centers around the state for minimum-risk prisoners;
- Increased use of the governor's power to commute sentences, especially during the final weeks or months of a prison term;
- Increased use by judges of restitution and community service in lieu of incarceration.

With so many counties and states under court order to reduce overcrowding there will be a great deal of interest in the Maryland program.

The direction of the policy shift seems sound. Many will agree that simply building prisons doesn't solve crime problems. However, county officials in Maryland and elsewhere will be particularly interested in seeing that prisoners are not released who are a menace to themselves or society or that the state doesn't use this new policy to pass its responsibilities back to local facilities.

FRENCH MODEL OF DEVELOPMENT

County Copes with Energy Boom

by Neal R. Peirce

HAZEN, N.D.—It's a long way from the elegant avenues of Paris to the Rockefeller family offices in New York to the lonely prairies of North Dakota.

But there is a French connection—as well as a Rockefeller link—to the novel economic development experiment now going on in North Dakota's remote Mercer County, where rapid development of strip coal mining is turning six ranch and farm communities into energy boomtowns.

To avoid the problems of turbulent, uncontrolled growth that have afflicted such boomtowns as Gillette and Rock Springs, Wyo.—severe shortages of housing, schools, water, sewers, medical service and recreation, and social problems culminating in alcoholism, drug abuse and even murder—Mercer County is trying a French model of community development.

THE CONNECTION between Paris and Mercer County is a complex one, involving the U.S. Energy Department (financial backer of the experiment); Resource Planning Associates, an American consulting firm which has acted to import the French development model to the United States; and a new joint venture corporation, headed by Warren Lindquist, veteran financial adviser to David Rockefeller. The new firm's name is SCETAM and its partners are Resource Planning Associates, and France's quasi-public SCET—Societe Centrale pour l'Equipment

du Territoire.

The common denominator of the SCET approach is to concentrate a critical amount of expert planning and finance on a major development project that requires close cooperation between business and government. This so-called "mixed economy" approach may be particularly appropriate in developing such major resources as coal, where the stakes—for the nation and for the community where the mineral is mined—are too important to be left either to business or to government.

That's a pretty sophisticated thought, and all the more so in a rural state like North Dakota where the small towns are traditionally suspicious of each other, have rarely undertaken any kind of joint project with industry, and where part-time local officials could easily be hornswoggled by opportunistic private developers. Mining companies, chiefly concerned with profits for distant stockholders, have already littered the West with the wrecks of towns they mined and plundered with little regard to the environmental and social havoc left behind.

MERCER COUNTY, 75 miles northwest of the state capital at Bismarck, is typical of western areas undergoing energy development. Agriculture—primarily the raising of hard spring wheat and cattle ranching—has long been the dominant industry. Coal mining has been a small part of the county's life since the pioneers of the past century dug it up



Strip mining and power plants now dominate the landscape in Mercer County, N.D.

by hand to heat their sod houses on the prairie. In this decade, however, the escalating demand for electricity in metropolitan America has spurred fast expansion of Mercer County's coal mining. Three huge coal-fired power plants are already in operation.

As they tried to cope with the revolution going on around them, Mercer County officials found themselves "meeting to death" and "studied to death" by the federal government, which conducted over 200 separate research projects in the area. In mid-1977, the energy department offered the county \$600,000 for three years to develop a new county-wide decision-making structure to reduce competitiveness and manage

growth, along the lines of France's "mixed economy" ventures. The French model, after lengthy negotiations, became transformed into the Mercer County Energy Development Board, a 14-member organization of all the county commissioners, mayors and school board presidents.

THOUGH ITS POWERS are limited, the board has already scored some accomplishments that would be the envy of many a rural area. It has written the county's first zoning, subdivision and sewer system regulations. It has gone through the laborious process of applying for millions of dollars in federal and state grants (and proven itself quite adept at the grantsmanship game).

"The energy development boom has knocked down the animosity of the small towns," Stanton Maye Robert Wetzel told my associate Jerry Hagstrom.

The Mercer County board is not taking on some tougher tasks, including an attempt to attract industry to replace jobs available during the construction phase of the mine, thus avoiding the "boom and bust" cycle common to energy centers. Projects include making use of byproducts through such exotic possibilities as greenhouses using waste heat and fish farms using waste water.

Federal officials would like the energy board to assume local zoning and taxation powers and ask the state for bonding authority and eminent domain powers. The local officials, however, are wary of going that far. They rejected their fancy consultants' idea of creating an energy efficient new town in the middle nowhere, on the grounds that would have "killed off" commerce in the existing towns. That capacity counter outsiders' impractical idea with a lusty "no" will be a necessary part of American application of the French development model. But positive elements—coordinating governments, applying hard-technical skills, balancing the public welfare against industry needs—could one day prove applicable beyond the energy boomtowns of the prairie.

County Anti-inflation Help Enlisted

WASHINGTON, D.C.—President Carter's blueprint for involving state and local governments in the fight against inflation contains proposals which have been widely discussed, along with some specific suggestions for combatting inflation.

The 29-page outline of ways state and local governments can aid the Administration's anti-inflation program also contains the promise of presidential efforts to streamline the \$40 billion grants-in-aid system.

While the President asks the other units of governments to cut costs imposed through state or local regulations, the Administration says it will look into ways to simplify—and where possible—to consolidate the hundreds of categorical grants available through the federal aid system.

Specifically, state and local governments are asked to comply with the voluntary wage and price stand-

ards, adopt "anti-inflationary procurement policies" by purchasing goods and services only from firms that comply with the standards, improve their regulatory practices and productivity in government services and use tax and budget policies to combat inflation.

In turn, federal officials say they will build on ongoing reforms in the grants-in-aid system by reducing duplication among federal, state and local activities, encouraging packaging of related grants, streamlining planning requirements, limiting federally mandated costs and reducing the paperwork necessary for federal grants application.

Counties are asked to support the anti-inflation program by purchasing goods and services, above a certain dollar amount, only from companies that adhere to the wage and price

guidelines. Federal officials suggest that local governments should select a dollar amount threshold for compliance "that balances the program goals and expected payoff against added administrative costs, etc."

Other suggestions for limiting inflationary procurement include reusing materials whenever possible, intensifying maintenance and repair of materials and equipment, using salvageable materials, utilizing value-engineering and encouraging intergovernmental cooperation in the use of supplies and services.

FEDERAL ASSISTANCE

To assist state and local governments in developing and operating anti-inflation procurement programs, the federal government has promised to supply the following:

- Model procurement programs—legislative and administrative—

based on federal models;

- Technical assistance to help local governments adapt the models to their own use; and

- A compliance certification service, to help identify those companies that are complying with the wage/price standards.

States and local governments are also asked to help curb inflation by improving productivity. Given as an example was California's San Diego County which has realized savings of nearly \$600,000 a year by improving the efficiency of its food stamp program.

A federal report scheduled for release in April will analyze key factors influencing state and local productivity and identify the various types of federal assistance which can best support improvement efforts. The report is being done by the Office of Management and Budget and the Office of Personnel Management for the National Productivity Council.

WAGE/PRICE GUIDELINES

The presidential blueprint reiterates that while the 7 percent

wage standard applies to all levels of government, the price standard will only be applied to those governmental entities that resemble private firms.

The standard applies specifically to those limited-purpose entities affiliated with state and local governments and doing business with the public, whose operating revenues are at least 50 percent of their total expenses. Examples might be water authorities or public hospitals. Other local activities that are not in this category are exempt from the price standard.

Where it applies, the price standard requires that individual state and local entities limit their cumulative price increases over the next year to one half of a percentage point below their average annual rate of price increase during 1976-77.

State and local governments have been urged to provide the Council on Wage and Price Stability with notification of compliance with the wage/price standards as soon as practical.

For more information on the state and local anti-inflation program, contact Bruce Talley at NACO.

How Counties Can Cut Costs

HOUSING

- Improve long- and short-term planning, so that sewer capacity is not exceeded, resulting in moratoriums on new hookups and costly catch-up construction. Where new capacity needs are identified, plans should be made to build simultaneously with other development work like road-building, so duplicative costs are avoided.
- Simplify the steps a developer must take to receive permission to build; eliminate duplicate reviews, minimize administrative costs, and limit the delay required to attain desired goals in planning, safety, and environment.
- Adopt one of the principal model building codes and keep it updated and unmodified by the local jurisdiction.
- Modify state and local regulations to allow rapid review and approval of new technology, methods and materials, and to permit reciprocal approvals among jurisdictions with such procedures.
- Adopt more efficient land title and property title record systems.

wastefully duplicative hospital facilities, and to ensure the availability of less costly facilities for patients who do not require the degree of care provided by hospitals.

ENVIRONMENTAL AND HEALTH AND SAFETY REGULATIONS

- Plan for the use of limited clean air and water quality resources through use of market mechanisms (e.g., allowing a firm to pay another to reduce pollution in order to offset increased emissions from new facilities) or other such approaches, so those resources are not used up on a first-come-first served basis, resulting in expensive retrofits or absolute limits to further economic growth.
- Expedite, simplify, and/or consolidate state/local permit decisions to reduce the administrative cost and the delay involved in constructing new facilities. EPA's new permit program reforms may serve as a model.
- Set performance standards wherever possible rather than detailed specifications of how performance goals must be reached.

PUBLIC UTILITY AND PUBLIC TRANSPORTATION REGULATION

- Consider the possibility of eliminating or revising automatic cost pass-through provisions (such as fuel adjustment clauses) in order to increase incentives to minimize costs.
- Where feasible and practical, require ultimate consumers of energy to pay its cost; for example, by forbidding rent-inclusion of utility services, and permitting sub-metering.
- Work to achieve uniformity in transportation regulations (e.g., weight and length regulations) that now differ from one state to another.

HEALTH CARE

- Allow or encourage pharmacists to substitute generic prescription drugs for more expensive brand name drugs, or urge state legislatures to do so.
- Consider the development of hospital rate review mechanisms, which could review and approve hospital rates and budgets.
- Encourage the development of Health Maintenance Organizations (HMO).
- Encourage hospitals to engage in group purchasing, and sharing of services within the community.
- Strengthen health planning mechanisms to limit

Support Given to Juvenile Services

SAN DIEGO, Calif.—Calling the Juvenile Justice and Delinquency Prevention Act "the single most promising federal effort to salvage and to rebuild the futures of thousands of young citizens who become entangled in our juvenile justice system each year," San Diego County Supervisor Rodger Hedgecock testified on NACO's behalf at a meeting of the National Advisory Committee on Juvenile Justice and Delinquency Prevention Feb. 21. The committee advises the Office of Juvenile Justice and Delinquency Prevention.

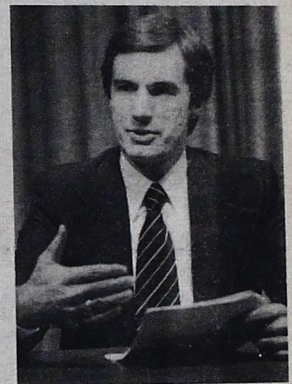
Hedgecock, San Diego board vice chairman, spoke in favor of reauthorizing the act as a separate part of any federal financial assistance program for criminal justice activities, as opposed to transferring the office to the Department of HEW or folding it into the newly proposed Office of Justice Assistance, Research and Statistics, LEAA's successor agency.

The rationale for this distinct status, he explained, is the ability of the act to function as a bridge between criminal justice and human service agencies.

Most of Hedgecock's testimony centered around NACO's recommendation of a state subsidy title for the act. NACO favors a new title with new funding as an encouragement for states to create subsidy programs to assist local governments and private agencies in organization, planning and service delivery.

Hedgecock outlined a program which would provide up to one-half of a state's formula grant allocation to be matched with state and local dollars if the state creates a subsidy program. States with existing subsidy programs would be permitted to expand their current programs. Hedgecock noted this proposal would mean an additional \$32 million based on current appropriations and could generate an additional \$64 million for a total that matches the present overall appropriation.

HE ALSO CALLED FOR representation by local and state elected officials on both the national and state advisory committees established under the act. Hedgecock noted that such participation "would lend credibility and emphasis to recommendations" made by these groups. He argued NACO's position for



Hedgecock

raising the appropriations level for fiscal '80 recommended by the Administration, noting the proposed level of \$50 million would negate five years of progress. He cited figures supplied by the National Conference of State Criminal Justice Planning Administrators showing that the justification used by the Administration for its cut—unexpended funds—is no longer a problem. Hedgecock indicated that, at a minimum, NACO supports an appropriation level of \$75 million. And if overall LEAA appropriations are increased, NACO will urge Congress to restore the current funding amount of \$100 million.

Other groups presenting testimony at the meeting included the National Council of Juvenile and Family Court Judges, the National Youth Workers Alliance, the National Network of Runaway and Youth Services, the National Conference of State Criminal Justice Planning Administrators and various state juvenile justice agencies and coalitions.

Reauthorization of the act will take place next year. This hearing was designed to help the advisory committee formulate its recommendations to Congress. The Administration will submit its proposals to Congress by May 15. A Department of Justice task force is reviewing the committee proposals for submission to the Office of Management and Budget for the Administration to consider.

Letters to NACO

Mr. Bernie:

This is just a note to tell you how much we appreciate your support for the President's fiscal '80 budget. We understand that there are areas with which you take exception, but we look forward to working with you to have a restrained fiscal '80 budget.

—Jack H. Watson Jr.
Assistant to President for
Intergovernmental Affairs

long labored to ensure a solid foundation of which this affiliate can move forward on behalf of our fastest growing segment of the population.

I am willing to pledge my full support and hope that you will vote yes for acceptance of the proposed NACO Aging Affiliate.

—W.W. "Woody" Dumas
Mayor-President
East Baton Rouge Parish

Dear Charlotte Williams:

I have been asked to acknowledge and thank you for your cordial invitation to the President to address the Annual Legislative Conference of the National Association of Counties, to be held at the Washington Hilton Hotel March 11-13, 1979.

The President very much appreciates this invitation, but he already has such a heavy schedule outlined for March he feels he just cannot add this engagement to his commitments. He does want you and your associates to know, though, he thanks you for your thoughtfulness and sends his best wishes.

—Fran Voorde
Deputy Appointments Secretary

Editor's Note: During the next meeting of the NACO and of Directors there will be a public hearing and a vote of the board on establishing an Affiliate of County Aging Program Directors. This letter was sent by Mayor Dumas to all board members.

Mr. Hillenbrand:

As the chief elected official in East Baton Rouge Parish, La. and a fellow supporter of the NACO organization, recognizing our structure to serve the best interests of county government, I urge your affirmative vote for the formation of a NACO Aging Affiliate.

Chris Dealman and many of our mutual friends have

DON'T SHOOT THE PARLIAMENTARIAN

Saving Time with General Consent

Fifth in a Series

Many an organization conducts the most innocuous business in a swirl of motions, seconds, yeas and nays. A good presiding officer can avoid some of these technicalities by keeping his finger on the pulse of the gathering and stepping in at the right psychological moment.

For example, the chairman has the responsibility for assuring free and fair debate. He sees that speakers stick to the subject, allows no personal remarks to be made, and lets

no one speak who has not been properly recognized. But while protecting every member's right to debate, he is free to suggest that the same arguments not be repeated over and over.

As he follows the discussion, he gauges the moment when arguments are exhausted. Instead of waiting for someone to "move the previous question," he says, "Is there any further debate? If not, let's proceed to the vote." Or, if someone does call for the previous question, the chairman

can avoid the double-barreled vote which this motion entails, and say, "Is there any objection to ending debate? We'll go ahead and vote then."

THIS IS ONLY one of the motions which can be bypassed by good leadership. For instance, a motion to adjourn the meeting is seldom necessary. When the scheduled items are taken care of, the presiding officer merely asks if there is any further business. If no one speaks up, he then declares the meeting ad-

journed.

Another time-consuming motion is one "to close nominations." When a good chairman sees that nominations are grinding to a halt, he announces, "There seem to be no further nominations. We'll proceed with the voting." (Besides, it's never in order to close nominations as long as anyone has a name to offer.)

Sometimes a vote is not even needed. Suppose a member moves that a county commissioner be invited to address the next meeting. If the chairman hears no objection, and in fact sees a sea of nodding heads before him, he can say, "If everyone approves, Commissioner Jones will be invited." Or suppose a member's time for debate has run out but the group is hanging on his every word. Instead of interrupting with an announcement that the time has elapsed, and waiting while a motion is made that the time be extended, and then waiting for a vote to be taken, the chairman says, "I notice that Mr. Y's time is up, but if there's no objection, we'll let him finish his remarks."

This is called proceeding by general consent and is a very useful way to carry out routine business. Remember, though, that if even one person requests a vote, there is no general consent and a vote must be taken.

A FEW MORE words about the duties of a presiding officer.

It is most important for him to be impartial so that his judgments will be respected. Therefore, he makes sure that all sides of the question have a hearing. Speakers pro and con are required by the rules of debate to

take turns when there are many of them and debate is expected to be prolonged. The chairman sees that this procedure is followed.

If the chairman ever feels strongly about a subject and is tempted to join the debate, he must relinquish the chair to a temporary chairman, move to the floor to make his point, and not resume his seat until the matter has been voted on.

Usually, he doesn't vote unless the vote is to be a secret one (by ballot). However, he may, but is not required to, vote when his vote would change the outcome. In the case of a tie, the means that he may vote to break the tie or he may refrain from voting and thus let the question die.

The function of a presiding officer changes somewhat when it is a question of a board or committee rather than a full assembly. Board meetings are conducted more informally. The president or chairman is expected to know a great deal about most of the issues and to help shape policy. He enters freely into the discussion and is not prohibited from voting.

A few other matters are treated less formally in boards and committees. Motion don't need to be seconded, and it is never in order to move to close debate. This is because full discussion is important and there isn't the same pressure of time that exists in a large assembly. In addition, a matter can be reconsidered at any time as long as all members who voted in the affirmative the first time around have been notified.

Reconsideration is not so easy in a full assembly. We'll take up that tricky motion next.

—Joan Am...

Registered Parliamentarian

Administration Proposal to Be Targeted

Continued from page 1

thereby making it a more highly targeted program than either the previous one or the bills already introduced.

The original countercyclical program was initially enacted in 1976 and reauthorized in 1977. It expired Sept. 30, 1978.

Hearings on the legislation will take place before the Senate Finance

subcommittee on unemployment compensation, revenue sharing, and economic problems. The subcommittee is chaired by Sen. Bill Bradley (D-N.J.), and composed of Sens. Moynihan (D-N.Y.), Gaylord Nelson (D-Wis.), Lloyd Bentsen (D-Tex.), David Durenberger (R-Minn.), Robert Packwood (R-Ore.), and Danforth.

In the House, any legislation would again be considered by the

Government Operations subcommittee on intergovernmental relations and human resources, chaired by Rep. L.H. Fountain (D-N.C.). The other members are Glenn English (D-Okla.), Les Aspin (D-Wis.), Ted Weiss (D-N.Y.), Michael Synar (D-Okla.), William Moorhead (D-Pa.), John Wyder (R-N.Y.), Clarence J. Brown (R-Mich.) and Olympia Snowe (R-Maine).

Comparison of Countercyclical (Antirecession) Programs

	Expired Program P.L. 94-369	House Bill H.R. 1246 Senate Bill S. 200	
		Title 1	Title 2*
Authorized Funding	\$2.5 billion	\$2 billion (Titles 1 and 2)	
Time Span	1 1/4 years (5 quarters)	2 years (8 quarters) Titles 1 and 2	
National Trigger	6 percent unemployment most recent calendar quarter	6 percent unemployment rate over most recent 2 calendar quarters	5 percent to 6 percent national unemployment rate over most recent 2 calendar quarters
Local Minimum Unemployment Rate	4.5 percent	6 percent	6 percent
Other Criteria for Determining Eligibility	None	None	None
Computation of Allocations	Quarterly	Computed quarterly—\$125 million at 6 percent unemployment, an additional \$30 million for every one- tenth of 1 percent over 6 percent	Computed quarterly—\$85 million when unemployment is between 5 percent and 6 percent
Distribution	Quarterly	Quarterly	Quarterly
Uses and Restrictions	Funds are to maintain basic services and levels of employment, not including initiation of basic service or capital improvement or new construction. Funds must be spent, obligated, or appropriated within six months.	Same as past program	
Formula for Distribution	<ul style="list-style-type: none"> Local Revenue Sharing amount. Multiplying by excess unemployment rate (over 4.5 percent). Divided by sum of such products for all eligible local governments. 	Same as past program	Same as current program
Number of Potential Eligible Local Governments	17,000	N/A	N/A
State Governments	Eligible, receive one- third of the funds	Eligible for one-third of funds	Not eligible
Minimum Yearly Allocation	\$400	\$400	\$400
Maximum Allocation	None	None	None

*This title will become operative when the national level of unemployment over 2 calendar quarters is below 6 percent and above 5 percent. The former countercyclical program did not contain a second title.

Environmental Cleanup: How to Pay for Programs

CHICAGO — "Environmental Change: How Will It Be Financed?" is the title of a two-day seminar sponsored by the Municipal Finance Officers Association to be held here April 26-27. NACoR is one of many cosponsors.

The two-day seminar will address problems local governments have in financial planning and management for federally mandated environmental programs. Local decision-makers need to know how much air, water and solid waste programs will cost, who will pay for them and how, and the financial implications of intergovernmental arrangements.

Speakers will include state and local finance and environmental officers, federal officials, consultants, legal counsels and investment bankers.

Specifically, the program will deal with:

- The Clean Water Act; legal,

technical, planning ramifications defining water financing problems of Section 208 planning financial techniques to deal with water problems.

• Resource Conservation and Recovery Act; technical and regulatory implications; interrelations with water planning; financing energy resource recovery systems.

• Coal Conversion and Clean local financing implications of pollution control requirements.

• Energy Resource Development financing responses to environmental impacts.

Registration fee is \$175 for NACoR and MFOA members, \$225 for non-members. For more information, contact Arleen Shulman at NACoR or write International MFOA, The Development Center, 180 Michigan Avenue, Suite 1500, Chicago, Ill. 60601. The seminar will be held at the Towers Hotel, Chicago.

Publications Help Counties Deal with Energy Crises

WASHINGTON, D.C.—NACoR's Energy Project has available two recently released documents designed to aid state and local officials during severe energy emergencies.

The first book, *Human Needs—Where to Get Help During an Energy Emergency*, is a comprehensive listing of federal aid available during winter energy shortages. The guide systematically catalogs federal programs offering assistance in the areas of housing, food, financial aid, health and medical care, transportation, manpower, and emergency information. In each category the rele-

vant agency, scope of assistance whom to contact are listed. The book should prove indispensable during future energy crises.

The second publication, *Planning for Winter Emergencies*, is a compendium of winter emergency materials distributed at a series of meetings held in November. The Geared more towards local planning, the book focuses on meeting designed to achieve energy conservation and strategy development at the state and local level.

Both documents may be obtained through the NACoR Energy Project.

NACE Conference Nears

Dear County Official:

On behalf of the National Association of County Engineers (NACE), I extend a special invitation to you to attend our 19th annual management and research conference March 27-30 at the Four Seasons Motor Inn, El Paso County (Colorado Springs), Colo.

In keeping with our conference theme, "Implementing and Managing Change," Federal Highway Administrator Karl S. Bowers will deliver the keynote address Wednesday morning, March 28 on the Department of Transportation's proposal to establish a Surface Transportation Administration. Following the administrator's address, federal, state and county representatives will discuss maintenance management, a systems approach to highway maintenance.

Sessions Wednesday afternoon will focus on implementing the Surface Transportation Assistance Act of 1978. Discussions will cover the small urban and rural public transportation program, off federal-aid highway system safety programs, and the highway bridge replacement and rehabilitation program. The expanded federal bridge program is of particular interest since funding is made available for the repair and replacement of bridges off the federal-aid systems.

Thursday morning, March 29 features a session on red tape reduction entitled "Effecting Change With Your State Highway Agency." County transportation officials will discuss how their state associations worked with their state highway agencies to simplify administration of federal-aid programs. This session will be followed by panel presentations on use of various types of asphalt, including cutbacks and asphalt emulsions. Panelists include industry, Environmental Protection Agency and county representatives.

Thursday afternoon we have scheduled site visits to the North American Air Defense Command, and the Pueblo Test Center.

Friday morning, March 30 features a session entitled "Innovations in Bridge Technology." Industry, Federal Highway Administration, university and county panelists will discuss the latest techniques for bridge replacement. Friday afternoon will be devoted to discussion of NACE activities, including reports from state association presidents on how their states are implementing the new federal bridge program.

We have planned our conference to provide the latest information on federal, state and county transportation developments. For registration and hotel reservation forms please contact Marlene Glassman at NACE.

Thank you and I look forward to seeing you in Colorado Springs.

—Blake Livingston
President

Job Opportunities

Project Analyst, Montgomery County, Ohio. Responsibilities include systems assessment, systems documentation, information transfer and technical assistance activities for the county's justice information system. Bachelor's degree or equivalent and a minimum of three years of experience, two years of which must be in a supervisory capacity directing both professional and clerical staff. Knowledge of the criminal justice system required. Resume to: Cathie Johnson, Personnel Director, County Administration Building, 451 West Third St., Dayton, Ohio 45422.

Deputy Commissioner of Planning, Orange County, N.Y. Salary \$18,676 to \$24,072. To assist in planning, organizing and directing the activities of the planning department, particularly in the area of economic development and transportation. College graduate with major work in community or regional planning, landscape architecture, civil engineering; six years experience in municipal, county or regional planning, one year of which should involve supervisory duties or a master's degree in community or regional planning or a planning-related curriculum involving transportation and economic development. Resume to: Commissioner of Planning, County of Orange, Goshen, N.Y. 10924.

Commissioner of Public Works, Sullivan County, N.Y. Salary open. Ability to manage, plan and direct a public works department of 200 employees. Knowledge and experience in designing and implementing programs in highway, engineering and building repairs and maintenance required. Must have a P.E. license with at least 10 years experience as a supervisor or five years as an assistant in a large size department of public works. Five-year appointment with one year probationary period. Resume to: Paul A. Rouis Jr., County Administrator, County of Sullivan, 100 North St., Monticello, N.Y. 12701.

Director, Community Health and Social Services, Lane County, Ore. Salary negotiable. Director would administer diverse human services programs related to public health, mental health, family planning, and senior services. Master's degree in community services, public administration or in a related human service field and six years of broad management experience in human service programs required. Resume to: Personnel Director, 125 East Eighth, Eugene, Ore. 97401.

Personnel Analyst, Waukesha County, Wis. Successful applicant must have a bachelor's degree in personnel management, industrial relations, or business or public administration; or a major in social sciences and course work in personnel management; and two years of responsible work experience preferably in the public sector. Resume and salary requirements to: Department of Personnel, Waukesha County Courthouse, 515 West Moreland Blvd., Waukesha, Wis. 53186.

Director of Economic Development, Passaic County, N.J. Primary responsibilities will be attraction of business and industry, the structuring of the department, staff development and the creation of an overall economic development strategy. Residency for successful candidate is required. Resume and salary history to: John J. Sinsimer Jr., Passaic County Administration Building, 317 Pennsylvania Ave., Paterson, N.J. 07503.

Director of Utilities, Orange County, Fla. Salary open. Responsible for organization and administration of county's water, sewerage, and solid waste operations. Successful applicants should possess a four-year degree in public or business administration, civil or sanitary engineering, or a closely related degree combined with six years of professional level experience. Prior public utilities experience helpful, but not required. Resume to: Personnel Director, Box 1393, Orlando, Fla. 32802. Closing date May 18.

Transportation Planning, Chemung County, N.Y. Salary \$16,000-\$17,000. Will work in "3c" planning process including TSM activities, air quality planning and elderly and disabled transit needs. Emphasis in transit planning in a metropolitan planning organization. Requires masters degree in transportation, planning, or civil engineering and one year's full time transportation planning experience or equivalent. Resume to: Richard L. Brown, Commissioner, Chemung County Planning Dept., Box 588, 210 Lake Street, Elmira, N.Y. 14912.

Director of Public Health, Olmsted County, Minn. Chief administrative position in county public health department. Candidates must have demonstrated abilities in public medicine and administration, including program planning, financial planning, and preventive care. Must be licensed doctor of medicine in Minnesota. Advanced degree in public health and/or equivalent experience in community health programs desirable. Resume to: Personnel, Olmsted County Courthouse, Rochester, Minn. 55901.

Governmental Services Specialist, University of South Carolina, Columbia. Seeking professional to assist in training, research and technical assistance for state and local governments in some combination of the following areas: financial management, information systems, and personnel administration. MPA or related graduate degree, two or more years of experience in state/local government, or additional experience in lieu of graduate degrees. Permanent position for fiscal 80 pending approval. Resume and three letters of recommendation to: Search Committee, Bureau of Governmental Research and Service, University of South Carolina, Columbia, S.C. 29208. Closing date: March 30.



WEATHER BRINGS POTHOLE WOES—Potholes create enormous problems for motorists, county engineers and highway superintendents who must cope with the problem. Advice on how to deal with potholes is forthcoming during the National Association of County Engineers' annual meeting March 27-30 in Colorado Springs. Sessions on the use of various kinds of asphalt, including cutbacks and emulsions, and on maintenance management will provide information on how to eliminate potholes and prevent their severity. For more information on the NACE meeting, contact Marlene Glassman at NACE.

Matter and Measure



In testimony before the House Appropriations Committee's transportation subcommittee, Transportation Secretary Brock Adams said the department's top priority for 1979 is increasing productivity and energy efficiency to combat inflation.

"Any increase in productivity and energy efficiency we bring to transportation programs will mean more results for each dollar spent and thus relieve the pressure of inflation," Adams noted.

He said the railroad industry has the most potential in the transportation sector for fighting inflation by increasing productivity.

"In the automotive industry, the productivity issue is the amount of transportation provided per barrel of petroleum consumed," he said. In the short term, this issue is being handled through encouragement of public transportation, ridesharing and continued pursuit of fuel economy in auto and truck fleets.

Adams cited several ways DOT is fighting inflation, including his order that bids for contracts on Federal Highway Administration (FHWA) projects which exceed FHWA cost estimates by 7 percent or more be re-examined to find ways to reduce costs. FHWA has ordered the states to cut contract costs by limiting the size and duration of contracts, increasing use of alternative designs to ensure lower costs and encouraging voluntary wage price guidelines in construction programs. The Urban Mass Transportation Administration is taking similar steps to control inflation.

FREE REPORT ON

HIGHWAY SYSTEM CLASSIFICATION

A Federal Highway Administration (FHWA) report, "Realignment of the Federal-Aid Highway Systems," is available free from Marlene Glassman at NACE. The report summarizes results of the federal-aid highway systems realignment required by highway legislation of 1978. This act required that federal-aid highway systems be realigned by July 1, 1976, based on anticipated usage in 1980, and specified requirements for designation. The Federal-Aid Primary (FAP) system consists of rural arterials and their urban extensions. The Federal-Aid Secondary (FAS) system consists of rural major collectors. The Federal-Aid Urban (FAU) system consists of urban arterial routes and urban collector routes.

State highway agencies in cooperation with local agencies conducted a classification study, analyzing services provided by each highway facility and assigning each facility to a system consistent with its function. The three basic highway classifications are arterial, collector and local.

The report discloses that:

- As a result of system realignment, total federal-aid system mileage decreased in more than half the states

and increased in 20 states. Nationally, federal-aid systems decreased over 10 percent (98,975 miles);

- Eighty percent of the realigned federal-aid system is rural mileage; 20 percent is urban;
- Rural federal-aid system mileage decreased nearly 20 percent (176,845 miles);
- Urban federal-aid system mileage increased about 86 percent (77,870 miles).

The report contains many useful tables including:

- National summary of mileage by functional highway systems;
- Comparison of the designated federal-aid highway system mileage before and after the 1976 system realignment;
- Mileage of designated federal-aid highway systems by state.

NEW FHWA ASSOCIATE ADMINISTRATOR

Richard D. Morgan has been sworn in as the Federal Highway Administration's associate administrator for engineering and traffic operations. He heads the Office of Highway Operations which includes the Foreign Projects Division, the Northeast Corridor Assistance Project Office, the Office of Engineering and the Office of Traffic Operations.

For the past four years, Morgan was director of FHWA's Office of Highway Planning. He joined FHWA's predecessor organization, the Bureau of Public Roads, in 1957 and served in field offices in Texas, Arkansas and Ohio.

In 1972 Morgan was named chief of the Special Procedures Branch, Office of Engineering, and a year later was promoted to chief of the Federal-Aid Division, Office of Engineering. In March 1975 he was appointed director of highway planning and that year received the Secretary of Transportation's Award for Superior Achievement.

NEW YORK STATE ASSOCIATION OFFICERS

The New York State County Highway Superintendents' Association elected the following officers for 1979 during its recent annual winter meeting: president, Kenneth L. Reitmeier, Erie County; first vice president, Walter J. Tennant Jr., Cortland County; second vice president, Fred W. Austin, Warren County; treasurer, Richard Lanigan, Delaware County; and secretary, William A. Sage, Ontario County.

CORRECTION

In reporting about NACoR workshops at the New York State County Highway Superintendents' Association's annual meeting, we identified Joseph Amédick as being from Genesee County, Mich. instead of Genesee County, N.Y. Our apologies.

Foreign Innovations Highlight Workshop

TACOMA, Wash.—Pacific Northwest Innovation Group, the Council for International Urban Liaison and the International City Management Association are sponsoring a day-long workshop to acquaint local government officials with new products and processes to meet problems in modern urban management.

The program will include U.S.-based foreign company representatives and

U.S. Department of State Visitor Program participants for a look at municipal innovations from abroad and in the United States.

The "Innovations Field Day," scheduled for March 16 will take place in Tacoma, Wash. Some of the products and processes to be highlighted include:

- The German "Water Bomb," an aircraft-borne container that

releases water to fight forest fires.

- "Telpark," an Israeli method of replacing parking meters.
- A Swiss anti-icing compound for road surfaces.

"Bardenpho," a waste water treatment process using biological rather than chemical removal of nutrients.

- Japanese signalization innovations, like traffic violation

cameras.

- British methods for simplified stock control.
- German air quality improvement strategies.

Registration for the session is \$15, which includes lunch. For more information, contact Jim Lynch, Executive Director, Pacific Northwest Innovation Group, (206) 693-2956.

LABOR-RELATIONS CONFERENCE

Campbell Will Speak on Civil Service Reform

WASHINGTON, D.C.—U.S. Office of Personnel Management Director Alan K. "Scottie" Campbell will be a featured speaker at NACo's Fifth Annual Labor Relations Conference to be held at the St. Francis Hotel in San Francisco April 29 to May 1. The conference is being cosponsored by NACo's County Employee/Labor Relations Service (CELRS) and the County Supervisors Association of California.

Campbell, termed by the editors of the *Government Employee Relations Report* as "probably the most influential Civil Service commissioner since Theodore Roosevelt," will speak at the conference banquet Monday, April 30 on the topic "The Impact of Federal Civil Service Reform on Public Sector Labor Relations." Campbell played a major role in shepherding through Congress the new Civil Service Reform Act which

reorganizes the federal civil service and labor relations programs.

Campbell, former dean of the University of Texas' Lyndon B. Johnson School of Public Affairs and of Syracuse University's Maxwell School of Citizenship and Public Affairs, was appointed chairman of the U.S. Civil Service Commission by President Carter on May 5, 1977. He held this position until last Dec. 31 when the commission was abolished. At that time, he was appointed by the President to serve as director of the Office of Personnel Management, one of the successor agencies to the Civil Service Commission.

The general theme for this year's conference is "Labor Relations and the New Fiscal Restraint." General sessions have been scheduled on topics such as the President's wage and price standards, prospects for labor relations in 1979, current legal

and legislative developments in public sector labor relations affecting counties and recent equal employment opportunity developments affecting counties and other local governments.

Among the other general session speakers are Daniel E. Leach, vice chair of the U.S. Equal Employment Opportunity Commission and noted public sector labor law attorneys Charles C. Mulcahy of Milwaukee, Wis., and Charles Goldstein of Los Angeles, Calif.

According to John Franke, chairman of NACo's Labor/Management Steering Committee, the conference will also feature skills-building workshops which are organized into two separate tracks: "What to Do Before (And Even After) the Union Arrives" and "Dealing With the Union Environment."

The St. Francis Hotel, the hotel

site of the conference, is located at the heart of San Francisco on Union Square. Shops, fine stores and restaurants and the theater district all circle the square, with the cable car stop just outside the door.

Advance registration fee for the conference is \$115 which includes admission to all program sessions, a welcome to California wine and cheese reception, a conference luncheon and the annual labor relations banquet. All advance registration fees must be postmarked no later than April 7. After April 7, delegates must register on-site at the hotel and there will be an additional \$10 charge per registrant. Refunds of the registration fee will be made if cancellation is necessary, provided that written notice is postmarked no later than April 16.

Last year's conference, held in Tampa, Fla., attracted several hun-

dred elected and appointed county and other local government officials as well as top-level federal government spokesmen, union leaders and labor relations experts.

The conference registration and hotel reservation form and information appear on this page. For further information on the conference program, contact Chuck Loveless or Geraldine Crawford of the NACo CELRS staff at 202/785-9577.

Workshop on Administering Federal Grants

WASHINGTON, D.C.—The National Association of County Administrators (NACA) and the Council of Intergovernmental Coordinators (CIC) will jointly cosponsor a session on grants administration at the coming Legislative Conference.

The session, entitled "Grant Management for County Administrators and Elected Officials," will be held on Monday, March 12 in the Military Room of the Washington Hilton Hotel from 2:15 to 5 p.m.

Grants administration has become an increasingly important issue for county governments participating more fully in the federal grants-in-aid system. In 1977, the average county budget consisted of 25 percent federal assistance. The myriad of categorical grants, each with separate program and financial requirements, however, have presented serious problems for county governments.

NACA President Bill Gaskell and CIC President Gwen Baskett, both from Cuyahoga County, Ohio, believe the new joint effort will provide county administrators and elected officials with a better understanding of the problems associated with grants administration and provide some positive steps to help counties understand and participate more fully in the federal process.

The panelists, consisting of both county administrators and grant coordinators, will focus on a host of issues, including: local/state/federal relationships in federal aid programs; program planning; federal resource development; coordination of grant programs; impact of national policy requirements on administration; and county monitoring of legislative developments and federal regulations.

Activities Set for Planners

The National Association of County Planning Directors (NACPD) sponsor several activities at NACo's upcoming Legislative Conference.

On Monday, March 12, panelists from Senate and House committees and the Department of Housing and Urban Development will explore the future of the "701" program—federal assistance for community planning. John Swanson, president of NACPD, will moderate the session scheduled for 3:45 p.m.

A session on agricultural land preservation will be held on Tuesday from 10 to 11 a.m. Moderated by Ruth Keeton, council member of Howard County, Md., participants will discuss proposed legislation to establish a national commission to study the problem and recommend solutions. Rep. James Jeffords (Vt.), author of the legislation, will speak.

Starting at 6 o'clock on Tuesday evening, NACPD will hold a reception followed by dinner at 7 p.m. NACPD board meeting will follow the dinner.

3rd Annual Labor Relations Conference

April 29-May 1, 1979

St. Francis Hotel, San Francisco, Calif.

Cosponsored by NACo's County Employee/Labor Relations Service and the County Supervisors Association of California

This year's conference, "Labor Relations and the New Fiscal Restraint," will feature skills-building workshops which are organized in two-track format:

Track One, What To Do Before (And Even After) The Union Arrives, looks at the labor and employee relations problems of counties in a union-free environment; how to cope with a

union organizational campaign; and planning and negotiating a first collective bargaining agreement.

Track Two, Dealing With the Union Environment, involves the labor relations problems of counties in an established collective bargaining setting and includes up-to-date bargaining techniques.

Delegates can both preregister for the conference and reserve hotel space by completing this form and returning it to NACo. Conference registration fees must accompany this form before hotel reservations will be processed. Enclose check, official county purchase order or equivalent. No conference registrations will be made by phone.

All advance conference registrations must be postmarked no later than April 7. After April 7, delegates must register on-site at the hotel and there will be an additional \$10 charge per registrant.

Refunds of the registration fee will be made if cancellation is necessary, provided that written notice is postmarked no later than April 16.

Conference registration fees are to be made payable to NACo: \$115 Advance, \$125 on-site.

CONFERENCE REGISTRATION

Please Print:

Name _____

County _____

Title _____

Address _____

City _____ State _____ Zip _____

Telephone (_____) _____

I am interested primarily in:

☐ Track I: What To Do Before (And Even After) The Union Arrives

☐ Track II: Dealing With the Union Environment

Send preregistration and hotel reservations to National Association of Counties/Labor Relations Conference, 1735 New York Ave., NW Wash., D.C. 20006.

For further program information contact Chuck Loveless or Geraldine Crawford of the NACo staff, 202/785-9577.

HOTEL RESERVATIONS (St. Francis)

Special conference rates will be guaranteed to all delegates whose reservations are postmarked by April 7. After that date, available housing will be assigned on a first come/first serve basis.

Rates are as follows:

Single \$42.70 (Lower rates on a first come/first serve basis)

Double/Twin \$52.90 (Lower rates on a first come/first serve basis)

Occupant's Name _____

*Arrival Date/Time _____

Departure Date/Time _____

☐ Single

☐ Double/Twin (Please specify preference by circling Double or Twin)

Co-occupant _____

FOR OFFICE USE ONLY

Reg. Check/P.O. No. _____ Housing Dep. Ch. No. _____

Amount \$ _____ Amount \$ _____