This Week

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COUNTY NEWS

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

NACo

Washington, D.C.

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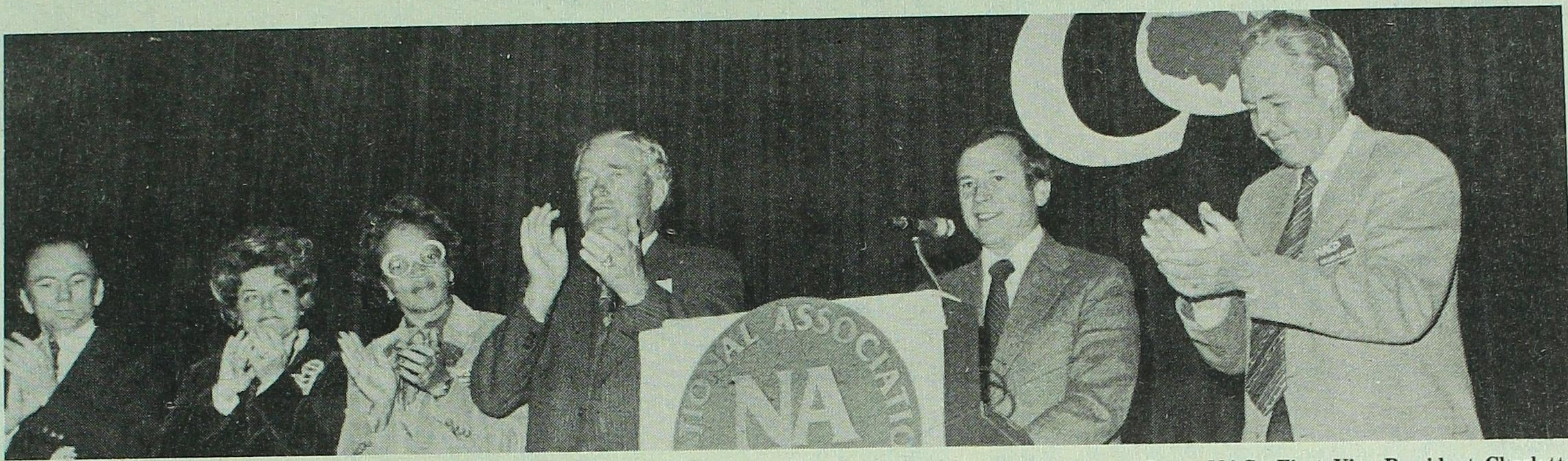


1978 LEGISLATIVE CONFERENCE—Senate Minority Leader Howard Baker (at podium) closed NACo's successful conference. From left are: Ralph Harris, executive director, Tennessee County Services Association; Sonia Johannsen, supervisor, Black Hawk County, Iowa; NACo First Vice President Charlotte Williams, commissioner, Genesee County, Mich.; Clyde McMahan, judge, Blount County, Tenn.; and NACo President William Beach, Montgomery County, Tenn.

News-Making Meeting

Kreps promises aid to "economically stagnant" communities.

Jobs/Welfare Dominate

WASHINGTON, D.C.—The Carter Administration chose NACo's 1978 Legislative Conference March 12-15 to make two important economic announcements:

- Labor Secretary Ray Marshall said that federal public service jobs had cut the unemployment rate beyond expectations, and
- Commerce Secretary Juanita Kreps said, for the first time, that economic aid must be targeted to hard-pressed communities.

Marshall reported to nearly 1,100 county officials from across the nation that the expansion of public service jobs under the Comprehensive Employment and Training Act (CETA) "had a great deal to do with" the recent drop in the unemployment rate.

"LAST MAY, when the CETA build-up began, the unemployment rate was at 7.1 percent. This drop of a full percentage point—and each percentage point is about 1 million jobs—was not coincidental," Marshall said.

He told delegates that the CETA program had surpassed its target of 725,000 jobs early this month.

"This is a dramatic achievement, the importance of which should not be minimized," he said. "Much of the credit must go to the states, counties and local governments which are the CETA prime sponsors."

Marshall revealed that a record-breaking 450,000 new public service jobs were created in little more than nine months. He added that, in this time, black employment increased by 5.9 percent. "It is estimated that one-third of this increase was due to the build-up of CETA jobs," said Marshall.

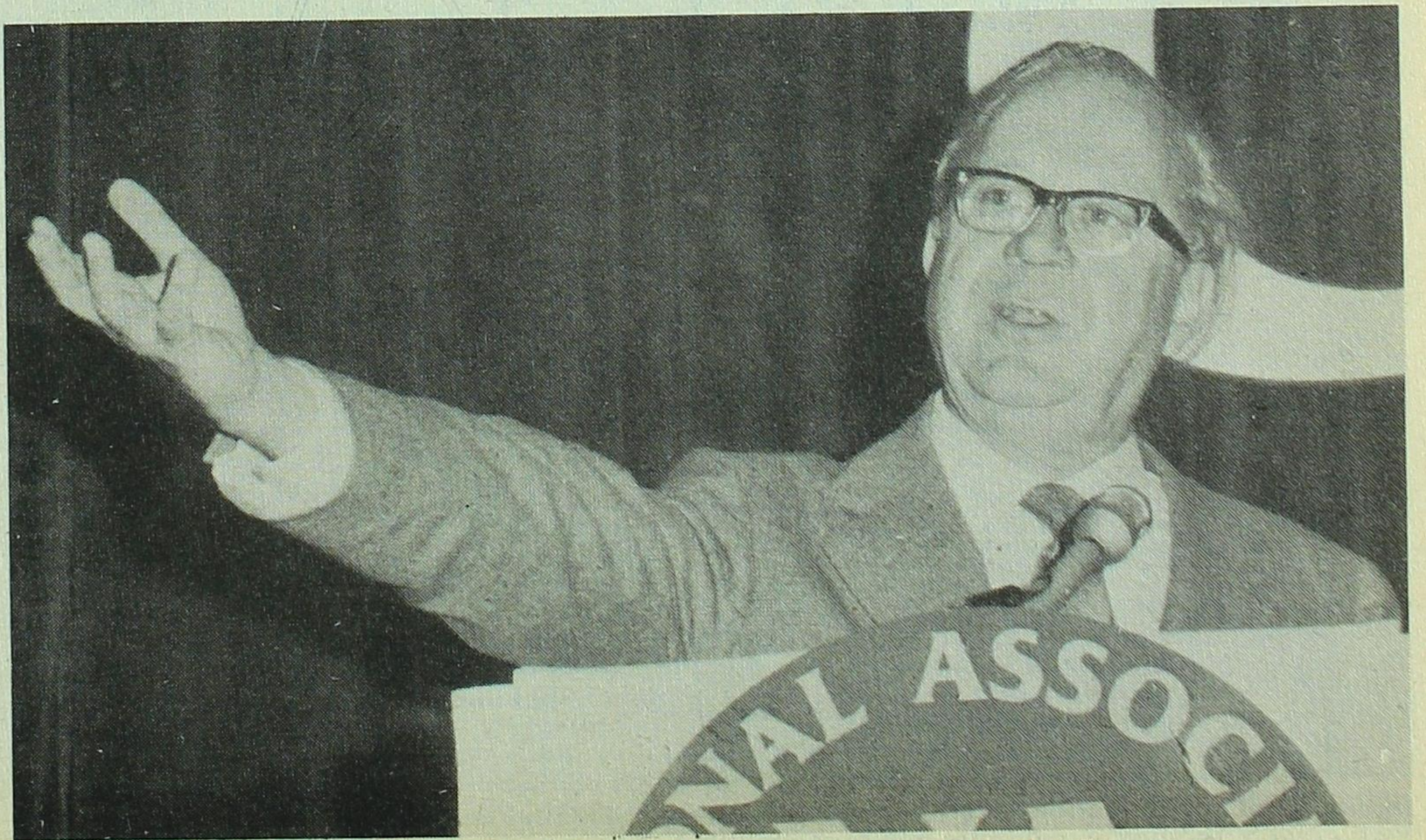
Kreps, however, warned conference-goers during a luncheon session that economic prosperity has not been evenly distributed in the United States and that areas of high unemployment need direct stimulus.

"The nation has grown and prospered economically. But many local economies have remained underdeveloped or economically stagnant. Others, once prosperous, have seen decline. The symptoms are familiar: persistent unemployment, low incomes, self-perpetuating cycles of poverty, and declining local tax revenues," she said.

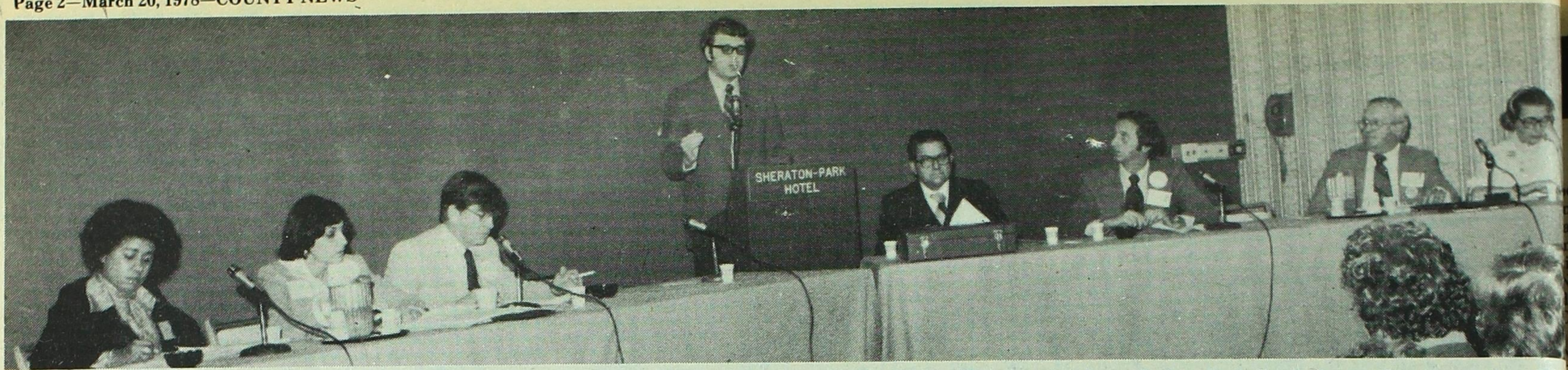
Kreps stressed that the conventional wisdom that general prosperity will lift these areas out of recession does not work in practice. "We can no longer afford," she said, "to rely on overall prosperity to reach to every county and town in the nation. It is our joint responsibility to target limited resources to those areas otherwise untouched by national growth."

See JOBS, page 3

Marshall says public service jobs have cut the unemployment rate.



Long: "A mistake to take state and local governments out of welfare."



NACo's Welfare and Social Services Steering Committee reaffirmed its commitment to comprehensive welfare reform at a conference workshop. Wendell Primus (standing), economist of the House Ways and Means Committee, discusses Rep. Al Ullman's welfare proposal. Participating in the workshop are the steering committee leaders (left to right): Minerva Johnican, Shelby County (Tenn.) squire; Lynn Cutler, Black Hawk County (Iowa) supervisor; Forr Campbell, Guilford County (N.C.) commissioner; Frank Jungas, Cottonwood County (Mi commissioner; William Murphy, Rensselaer County (N.Y.) executive; John Caldwell, Jeffers County (Pa.) commissioner; and Doris Dealaman, Somerset County (N.J.) freeholder.

Panels Spark Debate

Welfare and Social Services

"If those in leadership positions decide they want welfare reform, we will get it," stated Ken Bowler, staff director of the House Ways and Means subcommittee on public assistance and unemployment compensation. Moving bills the "scope and size of welfare reform is hard," he said, "but we do have a chance." (Earlier in the conference, the Welfare and Social Services Steering Committee had reiterated its dedication to achieve comprehensive welfare reform this year.)

An economist for the House Ways and Means Committee and a drafter of Rep. Al Ullman's (chairman of the Ways and Means Committee, D-Ore.) welfare reform bill, said the chief difference between the Administration's bill and the Ullman proposal is that Ullman's calls for: a 16-week waiting period for public service employment instead of five weeks; keeping the existing separate programs such as food stamps; and using the Work Incentive (WIN) program for employment.

County officials, based on their bad experiences, questioned the advisability of using WIN and state run Employment Service to provide jobs for welfare recipients.

Rensselaer (N.Y.) County Executive Bill Murphy said that 95 percent of his county property tax levy goes to support welfare and social costs. Reform will bring about significant property tax relief in New York and other states whose counties fund welfare costs, he stated.

During a panel discussion on Title XX Social Services spending, county officials hammered the point to a legislative representative from the Department of Health, Education and Welfare that inflation has eaten away at the federal government's share of funding such programs, forcing counties to pick up the lion's share, cut back on programs or eliminate services altogether.

Nancy Amadei, HEW legislative representative, said that while the Administration did not include additional funds for Title XX in its budget request, HEW was supporting child welfare provisions contained in H.R. 7200, the Public Assistance Amendments of 1977.

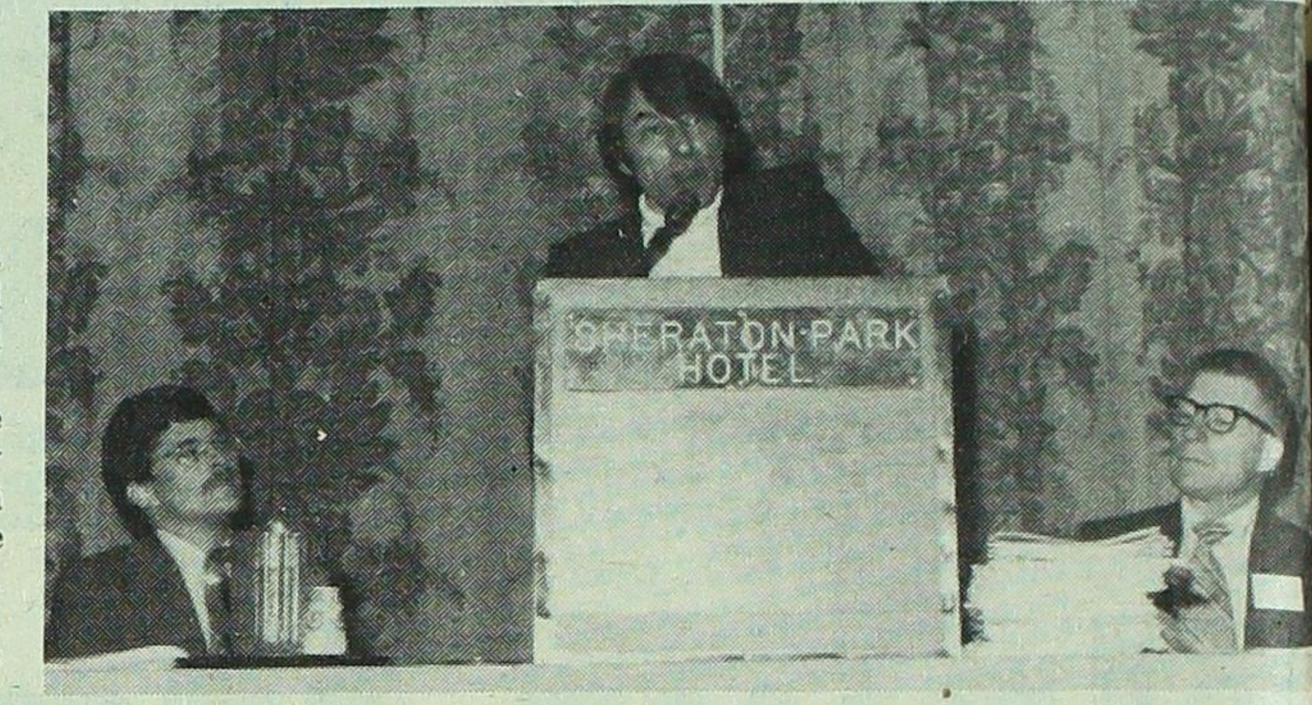
NACo has been working to help gather cosponsors for a bill introduced by Reps. Don Fraser (D-Minn.) and Martha Keys (D-Kan.) to raise the Title XX ceiling to $2.9 billion (up from $2.7 billion) in fiscal '79, to $3.15 billion in fiscal '80 and $3.45 billion in '81.

In addition to the increase for social services, counties emphasized they are working with both the Senate and House to include the following amendments in H.R. 7200:

- $187 million in fiscal relief (for fiscal '78) with a 100 percent pass-through to counties;
- $400 million in fiscal relief (for fiscal '79) with similar pass-through; and
- Increased funding of $210 million for child welfare services to $266 million in fiscal '79.

Counties are working to have the increased Title XX ceiling introduced as an amendment to the Senate's version of H.R. 7200 when it comes up for floor action.

If the Senate approves the increase, then House and Senate conferees will have to work out the differences. Major differences already exist in the child welfare provisions of both bills.



Don Patch (center), director of program standards, Department of Housi and Urban Development, explains the recently issued community develo ment regulations to conference delegates. Also pictured are William Dod (left), Allegheny County, Pa., and William P. Cooke, councilman, New Ca tle County, Del.

Sen. John Culver (D-Iowa) told county officials that federal funds for bridge repair and replacement of the federal highway system will not be successful this year if they do not make the "bridge crisis" known throughout Congress.

Community Development

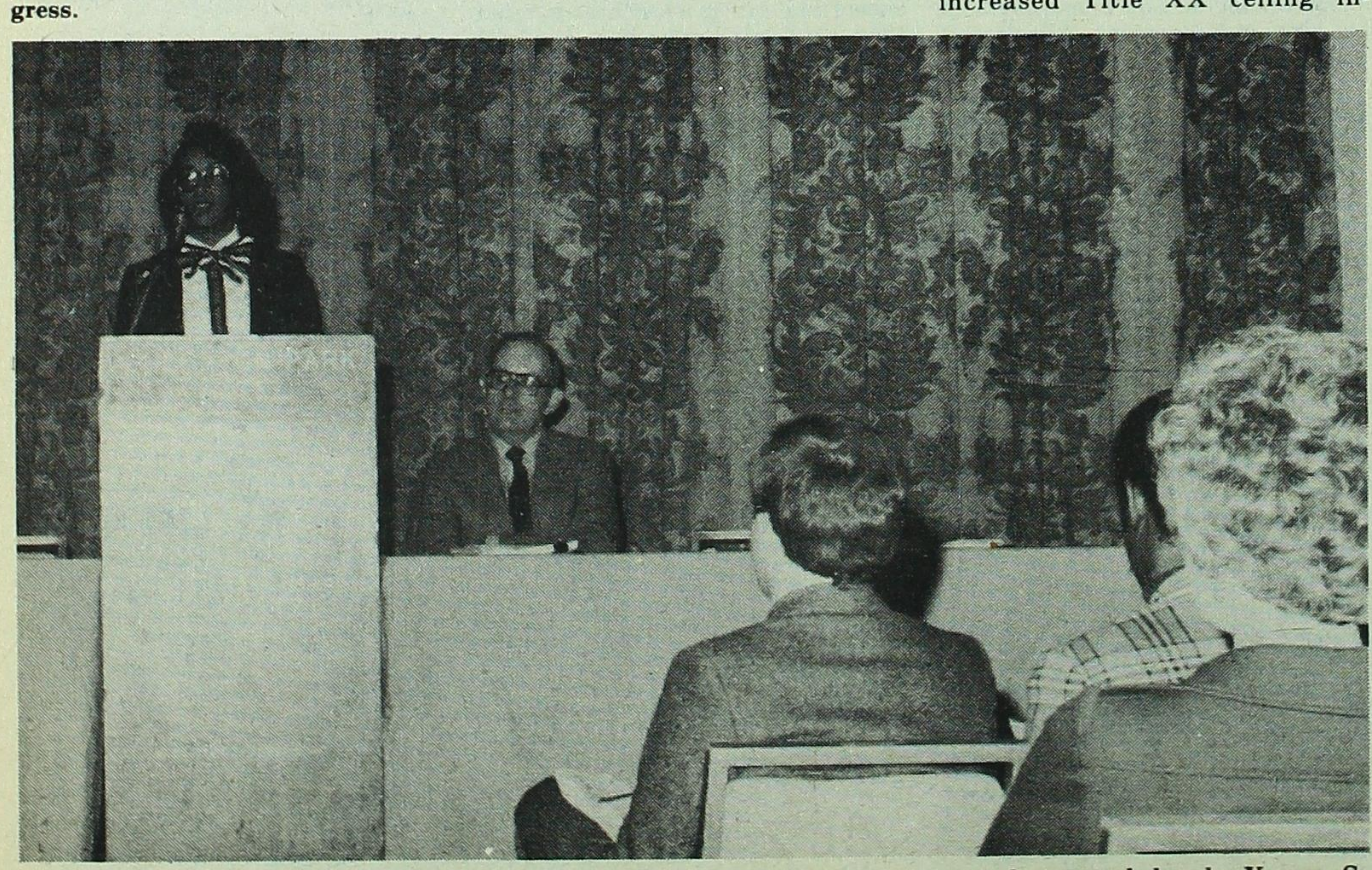
Department of Housing and Urban Development spokesman Donald Patch told county officials that the new community development block grant regulations have "stringent requirements for benefits to low and moderate income needs." He said that 75 percent of funds must go to low and moderate needs and applications "will go back if they don't."

County panelist, William Dodge, Allegheny County, Pa., said the regulations "are reasonable" and hoped the implementation of them through the regional offices would be "equally reasonable."

Federal Urban Policy

Recommendations for a Federal Urban Policy that will be presented to President Carter this month were outlined at one of the workshops. Yvonne S. Perry, deputy assistant secretary for community planning and development and urban policy, HUD, said that the federal interagency Urban and Regional Policy Group (URPG) has completed its study of federal programs and policies and how they affect urban areas.

URPG's comprehensive urban policy recommends that the federal government should: 1) administer new programs in a coordinated, efficient and fair manner, 2) strengthen federal, state and local relationships to improve distressed areas, 3) encourage local planning and management, 4) promote neighborhood revitalization programs sponsored by local organizations, 5) include incentives for businesses to stay or expand in cities, 6) increase the federal role in helping cities with fiscal problems, 7) help urban areas create attractive places to live and work by improving services and facilities, 8) help cities manage growth effectively, 9) help cities eliminate discrimi tion, and 10) offer programs to pand business and job opportunit



Outline of the soon-to-be released Carter administration urban policy was presented at a workshop by Yvonne S. Perry, deputy assistant secretary for community planning and development and urban policy, Department of Housing and Urban Development. James M. Scott, Fairfax County (Va.) supervisor, moderated the program.

Rural Development

Rep. John Breckinridge (D-K chairman of the Congressional Ru Caucus, has threatened to "go court with the Office of Managem and Budget" to force them to rele funds authorized for rural progra

Breckinridge made this statem in conversations last week with ministration officials, according Frank Tsutras, executive directo the caucus, speaking to the Wo shop on Rural Development.

Rural areas are suffering, Tsut said, because the Farmers Ho Administration (FmHA), the age with chief responsibility for r programs, has had 20 new progra and the resulting paperw "dumped" on it in recent years, w out the requisite staff and bud He said the caucus has recommen a staff of 9,000 at a cost of $240 lion.

In contrast with the rural deve ment budget of $8.8 billion curre being requested by FmHA, the c cus is recommending $18.7 bill Most of this money would fund l programs, which would be sel newing.

Rural equity was discussed by (fr left) Calvin Black, chairman, NA rural affairs subcommittee; A Collins, Farmers Home Administ tion; and Frank Tsutras, Congr sional Rural Caucus.

Board Considers Resolutions

WASHINGTON, D.C.—Interim policy resolutions on federal spending, energy policy and taxes, public lands, the Federal Advisory Committee Act, and the taxable bond option were among those passed by the NACo Board of Directors meeting during the three-day Legislative Conference.

Final policy approval comes from NACo members during the Annual Conference in Fulton County, Atlanta, Ga. July 8-13.

On federal spending, the resolution calls for a partnership among federal, state and local governments to help balance the federal budget, to develop a national growth policy that is fiscally sound and to attach a fiscal note on federal program costs to NACo resolutions when possible.

ENERGY POLICY calls for tax exemption for state, county or local government from any new energy taxes and tax incentives to encourage conservation and alternative energy measures. A separate, but related resolution calls for designation of a major portion of any new energy tax to provide energy efficient transportation services.

The board passed a resolution supporting the Omnibus Indian Jurisdiction Act of 1977 and the Adjudication of Indian Water Rights Act. These bills call for the establishment of lines of jurisdictional authority that have been unclear in the past and provide for the protection of the rights of non-Indian American citizens in dealing with Indian American citizens and Indian tribes.

Another resolution adopted by the board supports provisions in federal land and resource legislation that would guarantee an adequate role for county government in the policy and management process, balance environmental provisions with local, social and economic goals, and provide for the multiple use of our federal lands.

County officials' opposition to the Federal Advisory Committee Act was voiced in a resolution also passed by the board. The act could restrict consultation activities of elected officials and their representative organizations with Congress and the Administration.

NACo BOARD members also came out against pending legislation which would establish taxable bond options and subsidies for state and local governments.

A resolution calling for financial assistance for safe drinking water programs, and a resolution to increase appropriations under the Intergovernmental Personnel Act were approved by the board.

Other resolutions passed by the board support the Civil Rights Reorganization Plan; reform of the U.S. Civil Service; legislation to retain quarterly deposits and reporting for Social Security; the Reclamation Law; and the Mining Law.

Copies of the resolutions are available from NACo.

Charlotte Williams, NACo first vice president and Genesee County (Mich.) commissioner, and William O. Beach, NACo president and Montgomery County (Tenn.) judge, share the podium during the board of directors meeting.

Affiliates Approved; Recommendations of Panels Accepted

WASHINGTON, D.C.—The NACo Board of Directors, meeting at the annual Legislative Conference, approved two affiliates and accepted recommendations from the Committee on the Future and the Ways and Means Committee.

The board approved the affiliation of the National Association of County Health Facility Administrators and the National Association of County Community Development Directors. It also adopted a new process for accepting affiliates that has been under study by the Committee on the Future.

The Committee on the Future also presented recommendations for three bylaw amendments. The board voted that the amendments be presented to the NACo membership for consideration at the Annual Conference. They are:

- An amendment to Article IV allowing honorary memberships to be conferred by a vote of the board rather than the general membership;
- An amendment to Article V recommending changes to the formula on how board seats are filled; and
- An amendment to Article X recommending language to clearly define the establishment and role of NACo committees.

The complete text of the amendments will soon be presented in *County News*.

Another recommendation made by the Committee on the Future setting guidelines for appointments to NACo's committees and the operations of steering committees was approved by the board. It also approved a statement describing the role of the steering committee in policy development and implementation.

NACo's Ways and Means Committee made its final report to the board. The board approved recommendations to implement a nonmember subscription fee for NACo services and to establish a subcommittee under the direction of the Executive Committee to study new headquarter facilities for NACo staff.

Jobs/Welfare Dominate Sessions

Continued from page 1

Kreps also emphasized that targeted stimulus must be directed at the private sector where five out of six jobs exist. She pointed to the public works program as an "impressive" beginning, noting that county participation in the program had jumped from 191 counties in Round I of funding to 901 counties in Round II.

Private-sector job creation will be a prominent feature in President Carter's soon-to-be-announced urban policy, Kreps said. Other proposals include expansion of the Economic Development Administration's flexible Title IX program and a "soft" public works program to provide private-sector jobs for unemployed youth and the long-term unemployed.

MARSHALL ALSO indicated that job stimulus must be shifted to the private sector. "One of the challenges we all face is helping CETA workers make the transition from public service jobs to employment in the regular economy," Marshall said that President Carter has earmarked $400 million to start a private sector initiative which, in part, is designed to improve liaison between the CETA system and major local employers.

The close links which must be forged between job opportunities and welfare reform were emphasizd in the addresses to the Conference by two key U.S. senators.

At the opening general session, Senate Finance Committee Chairman Russell B. Long (D-La.) told county officials that "it would be a mistake to take state and local governments out of welfare ... especially in the area of jobs."

Long said he was willing to try the Administration's approach to welfare reform which awaits House committee action "if they are willing to try mine ... which is not to pay people for doing nothing when you can pay them to do something useful."

Rather, Long explained, he would like to see programs which offer rewards to workers such as an earned income tax credit whereby workers who do not earn enough money would get back their Social Security taxes plus added funds, or a job credit for employers who hire those on welfare rolls.

He lamented the fact that while other attempts at welfare reform were tried and have failed, the concept of "workfare" (which many counties administer) has never been given a fair test.

LONG WAS CRITICAL of a guaranteed annual income concept, saying the Administration's own tests suggest that such a system encourages the breakup of families and does nothing to increase people's incentive to work.

Sen. Howard Baker (R-Tenn.), minority leader, also urged county officials to support legislation that is affordable, that creates an incentive to stay off welfare rolls through jobs, and that is not "so rigid that it cannot fit the changing conditions across the country."

Baker will be introducing a welfare reform bill this week.

In his speech at the closing luncheon, he challenged county leaders to find answers not only to welfare reform but to allocation of federal resources, and energy conservation.

Long said that no welfare job should be too menial and suggested that welfare recipients could be put to work cleaning streets, helping to fight crime, helping out in daycare centers and providing nursing care to the elderly in their homes.

Long also cautioned against the tendency for welfare programs to mushroom out of control and gave Supplemental Security Income (SSI) as an example. He said the program as first envisioned by the Finance Committee was supposed to aid 1 percent of the population which is aged and disabled, but has increased threefold in recent years.

He predicted that if the Administration's welfare plan is accepted in its present form "there would be the most massive transfer ever of state and local government authority to the federal government," adding that over 300,000 jobs of state, county and city employees would be lost to federal control.

Speaking about the allocation of federal resources, Baker said "NACo should help Congress decide how to allocate resources to categories of concern" and suggested that a form of revenue sharing would maintain the "financial integrity of local government."

Counties need to consider what is available and "suggest what emphasis is appropriate," he said.

Baker said counties play a major role in the national energy policy. "We must prevent waste. It will be largely up to local government to implement the policy."

Marshall also emphasized the importance of local government flexibility, saying "the genius of the CETA system is that it harnesses the energies and the talents of state, county and local governments.

"YOU WERE the ones who created the jobs. You were the ones who screened the applicants and placed them in appropriate positions," he told delegates.

Current figures place more than 750,000 people in CETA public service jobs.

Kreps said that counties have been "central" to the Commerce Department's economic development programs in the past. "This will remain the case in the future."

"Some county governments are taking major steps to define new roles for themselves in stimulating private investment in areas experiencing physical deterioration, low income, high unemployment. We applaud these efforts ... together, we can make a difference in the lives of the people across the land; in their jobs and economic security; in their life styles and range of opportunity; in their perception of your sensitivity and ours to the problems of underemployment and the waste of human potential," she concluded.

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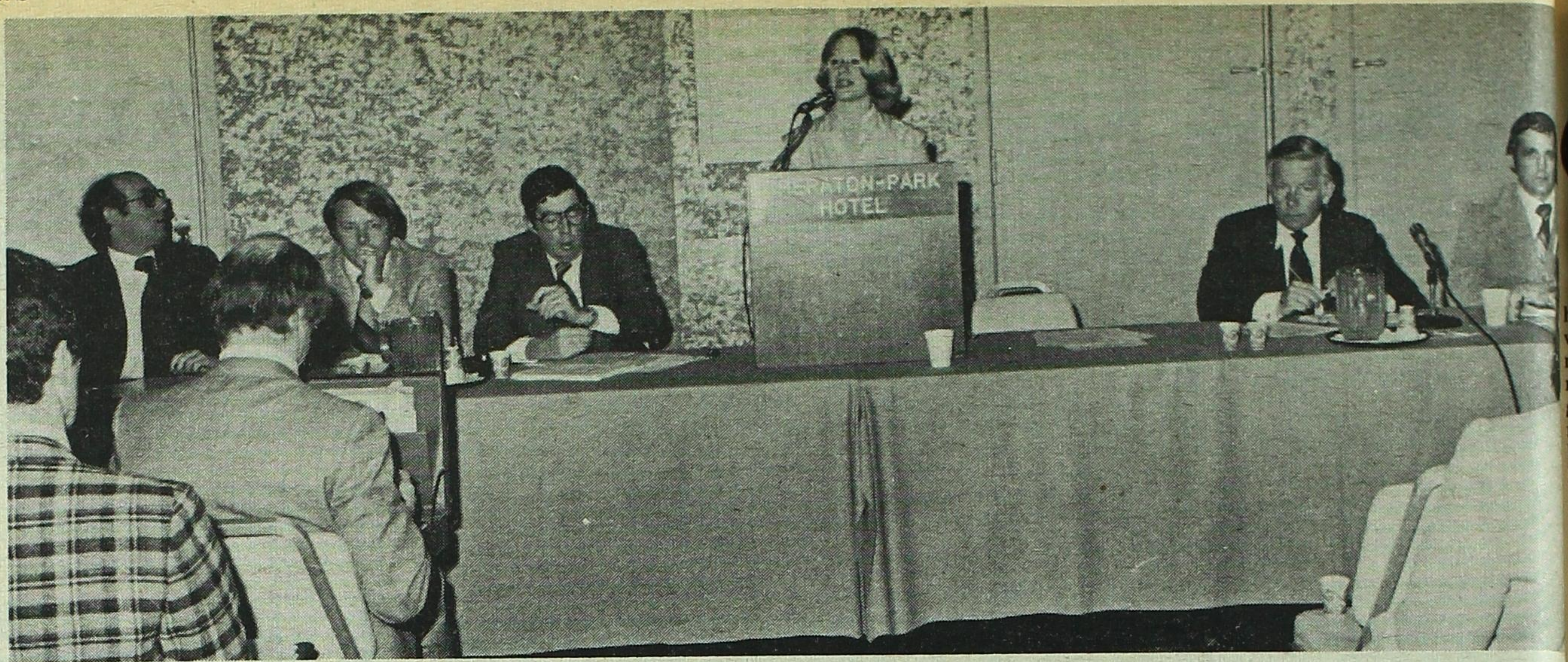
Conference Highlights



Federal and county officials discuss the future of the LEAA program. From left are Ken Feinberg, Office of Sen. Edward Kennedy (D-Mass.); Bob Gardner, President's Reorganization Project, OMB; and Tom Madden, Office of General Counsel, LEAA. The moderator is Kerry Williamson, police juror, Rapides Parish, La. Bob Sweeney, commissioner, Cuyahoga County, Ohio, and Jim Melgaard, Yankton County, S.D., are the reactors.

Panels Answer Many Questions

Clean Water Briefing

Environmental Protection Agency representatives John Rhett, deputy assistant for water program operation, and Swep Davis, deputy assistant for water planning and standards, briefed county officials on the Clean Water Act of 1977, saying proposed regulations for implementing the various programs should be ready in May.

The recently passed act provides extensions and budget authorizations for all the established clean water programs; an increased emphasis is placed on the control of toxic substances and their elimination from wastewater effluent and the use of alternative and innovative treatment technologies.

The act specifically sets aside 25 percent of the construction grants total of $24.5 billion (for fiscal '78-'82) for projects which involve rehabilitation or reconstruction of existing sewers and the extension of sewers into unserved areas with water pollution problems. A similar set-aside of approximately 4 percent will be used to address wastewater treatment problems in small or rural communities.

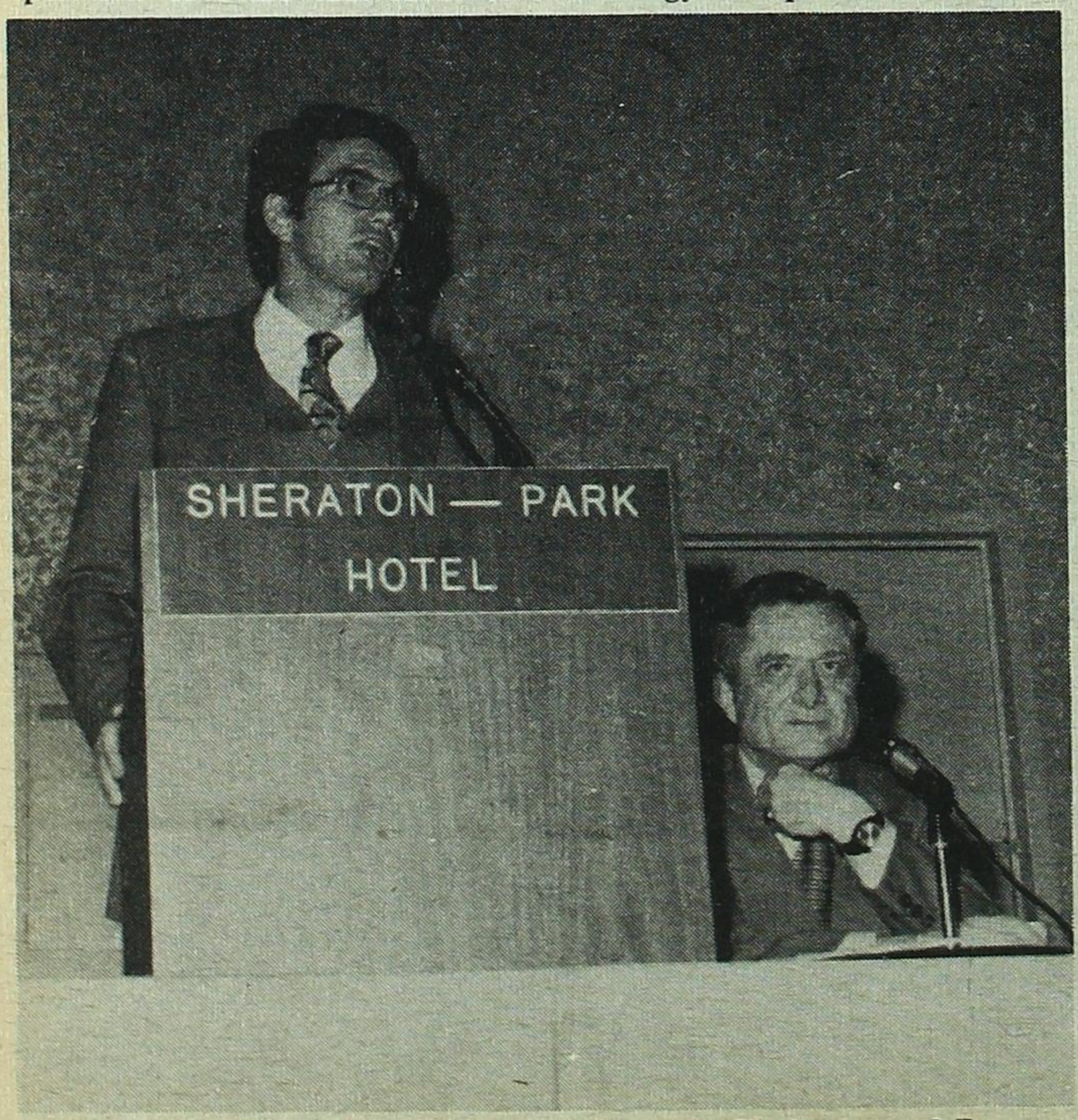
Authority has been given to extend compliance deadlines for some publicly owned treatment works, on a case-by-case basis, until as late as 1983 and the public financing and operation of some individual or privately owned sewage treatment systems is permitted in cases where they are more cost-effective than public systems.

Another change in the act is that states will assume greater management and regulatory authority over the construction grants program in conjunction with the Army Corps of Engineers and will be given the option of taking over the administration of the dredge-and-fill permit program.

Energy

Richard Smith of the Department of Energy and Elgie Holstein of Rep. Andrew Maguire's (D-N.J.) office discussed the national energy policy. Smith, who represents the office of policy coordination, explained that of the three essential parts of the Energy Act, the only unresolved issue is energy taxes and tax credits. He pointed out that the Administration's program includes major grants to help institutions make energy-conserving improvements to their buildings.

Holstein attributed dollar difficulties abroad to congressional inaction on energy legislation. Other energy-related problems affecting international and national economics, natural gas, and gas and coal pricing distribution can be taken care of once the energy bill is passed, he stated.



Swep Davis (left) and John Rhett, both from the Environmental Protection Agency, outline the Clean Water Act of 1977 to county officials.

Speakers at the Agricultural Land Preservation workshop discuss legislation in that area. From left are John Spellman, King County executive; Ruth Keeton, Howard County councilmember; and Rep. James Jeffords (R-Vt.).

Agricultural Land Preservation

John Spellman, county executive of King County, Wash., opened a session on agricultural land preservation by noting that his state has lost two-thirds of its farmland to urbanization in the past 30 years.

Agreeing with Spellman was Rep. James Jeffords (R-Vt.) who said that between 1 and 5 million acres of farmland nationwide are being swallowed up each year by highways, suburban sprawl, strip mining, and other developments.

Jeffords has introduced legislation, H.R. 11122, which would establish a national commission to study why and how much land is being lost nationwide and to fund local demonstration projects which will test ways to save farmland.

Stressing that the legislation is not "a Trojan horse hiding a squadron of federal bureaucrats," Jeffords said "the total emphasis is on local governments going out to find the answers with a little technical and financial assistance from the federal government."

Jeffords said new answers must be found because zoning "doesn't sell" in many states where farmers object to being told they cannot sell their land to developers. Two innovative solutions, he pointed out, include a program in Suffolk County, N.Y., where the county is acquiring development rights from farmers on a voluntary basis and a law in Vermont prohibiting land developers from buying prime farmland unless they can prove no other land is available.

Resource Recovery

Representatives from the Department of Energy and the Environmental Protection Agency agreed with county officials that federal programs to help local governments develop their own resource recovery programs must be geared to the needs, resources and potential markets of each individual locality or region.

According to Stephen Plehn, deputy assistant administrator of EPA's Office of Solid Waste, what counties need most is "front-end money" for planning, site identification and market identification. In fact, just to fill requests for planning funds which have already been received from local governments would take $20 million more than has been authorized in the fiscal '79 budget, he said.

Richard Little, counsel of the House Commerce and Transportation subcommittee, pointed out that money to build plants which use tested methods is available from private sources. Therefore, loans and loan guarantees from the Department of Energy must be used for planning and for demonstrations of new techniques of energy recovery. He made it clear that such demonstration projects need not be concerned with technology alone, but may be used to work out better a[p]proaches to intergovernment[al] cooperation and economies of sca[le] and to test political feasibility.

Energy Impact

County officials were told th[at] with their support a $200 milli[on] energy impact assistance bill cou[ld] be passed in this session of Congres[s]. Len Stewart, legislative assistant [to] Sen. Gary Hart (D-Colo.), outlin[ed] the draft bill, which will probably [be] reported to the Senate in May, a[nd] will likely include: 100 perce[nt] federal grants for planning; esta[b]lishment of a team of federal, sta[te] and local officials to serve as coord[i]nators of existing financial assistan[ce] programs, such as funds from HU[D], Farmers Home Administration; a[nd] $200 million in federal money f[or] direct grants, loans, loan guarante[es] and matching loans.

Bill Peacock of the Department [of] Energy said that a final report o[n] energy impact assistance will b[e] given to President Carter by the e[nd] of this month. The report, Peaco[ck] said, states that communities expe[r]iencing rapid energy growth nee[d] help in providing increased huma[n] and professional services, housin[g] and transportation.

Clean Air

State Implementation Plans (SIP[s]) to achieve clean air goals by 198[?] were the topic of a session led b[y] Roger Hedgecock, supervisor, Sa[n] Diego, Calif., and Mike Walsh fro[m] the Environmental Protection Agen[cy]. Walsh pointed out that the 197[?] Clean Air Act amendments pla[ce] added responsibility on local gover[n]ments for design, implementatio[n] and enforcement of antipollutio[n] plans. Hedgecock stressed the nee[d] for a supplemental appropriation t[o] assist local governments in this com[plicated] task.

Stephen Plehn, Environmental Protection Agency, tells county official[s] that money is needed for resource recovery planning, site identification an[d] market identification.

Counties, Feds Exchange Views

LEAA

Sen. Edward Kennedy (D-Mass.) has prepared a draft bill that should weigh heavily in the debate over reorganization of the Law Enforcement Assistance Act (LEAA) program. Ken Feinberg of Sen. Kennedy's staff reported that the bill will be introduced by May 15 so that hearings can start this year on the 1979 reauthorization. The bill takes into consideration the recommendations of the President's Reorganization Plan and incorporates comments from NACo and other public interest groups.

Describing the bill as "major surgery rather than bandaid reform," Feinberg said that it would authorize $1 billion and would ensure that funds are distributed equally among the four goals of the LEAA program: police, courts, corrections, and alternatives to incarceration.

Officials from rural and urban counties made it clear to the congressional and Administration representatives that adequate financing for long-range planning was an important element in any legislation, and that the planning should take place at the local rather than the state level.

They also made it clear that communities under 250,000, which must receive funds through the state rather than directly, were in danger of being shortchanged although their needs were no less pressing than those of urban areas.

Social Security

The Social Security Amendments of 1977 may well be the subject of a rollback movement during consideration of the fiscal '79 budget in April. Fred Arnen, staff member of the House Ways and Means Committee, said that there is a "flurry" of movement in the House to reconsider the recent revisions of the Social Security system, perhaps by substituting some form of general revenue sharing funds for increased taxes.

Sarah Juni, director of the Office of Intergovernmental Relations and Public Concern, Social Security Administration, said that the real meaning of the Social Security Amendments does not lie in the details of financing, but in the commitment evidenced by Congress to see that the system continues solvent and functioning.

Addressing the question of local government withdrawal from the system, she said that "no firm of actuaries has ever evaluated the situation of a local government and found that they would have a better deal by withdrawing." Her judgment was buttressed by Philip Tierney, legislative counsel from Montgomery County, Md., who described how his county integrated its retirement system with Social Security after finding that withdrawal would leave the county with a much more expensive and less comprehensive program.

Health Planning

The National Health Planning and Resources Development Act is up for renewal this year, and county officials got a preview of what the House version of the bill may include at a conference workshop. Robert Crane, staff member, subcommittee on health and the environment, House Interstate and Foreign Commerce Committee, said the bill will go to the full committee within a couple of weeks. He outlined some of the provisions that the subcommittee's draft includes: the class of "indirect provider" on the local health planning board has been eliminated; $100 million would be allocated to refurbish public general hospitals; facilities no longer needed would be eliminated; the minimum amount of federal funding for Health Systems Agencies (HSAs) would be increased; and a link among local, state and federal levels would be created.

CETA Reenactment

Staff of the Senate Budget Committee agreed that legislation to reenact the Comprehensive Employment and Training Act (CETA) would have a new focus. According to Tony Carnevale, majority staff, the latest evaluation of CETA by the Brookings Institution seems to show that the program has indeed drawn clients from the unemployed population and not merely attracted new entrants into the job market or substituted federal for local funds.

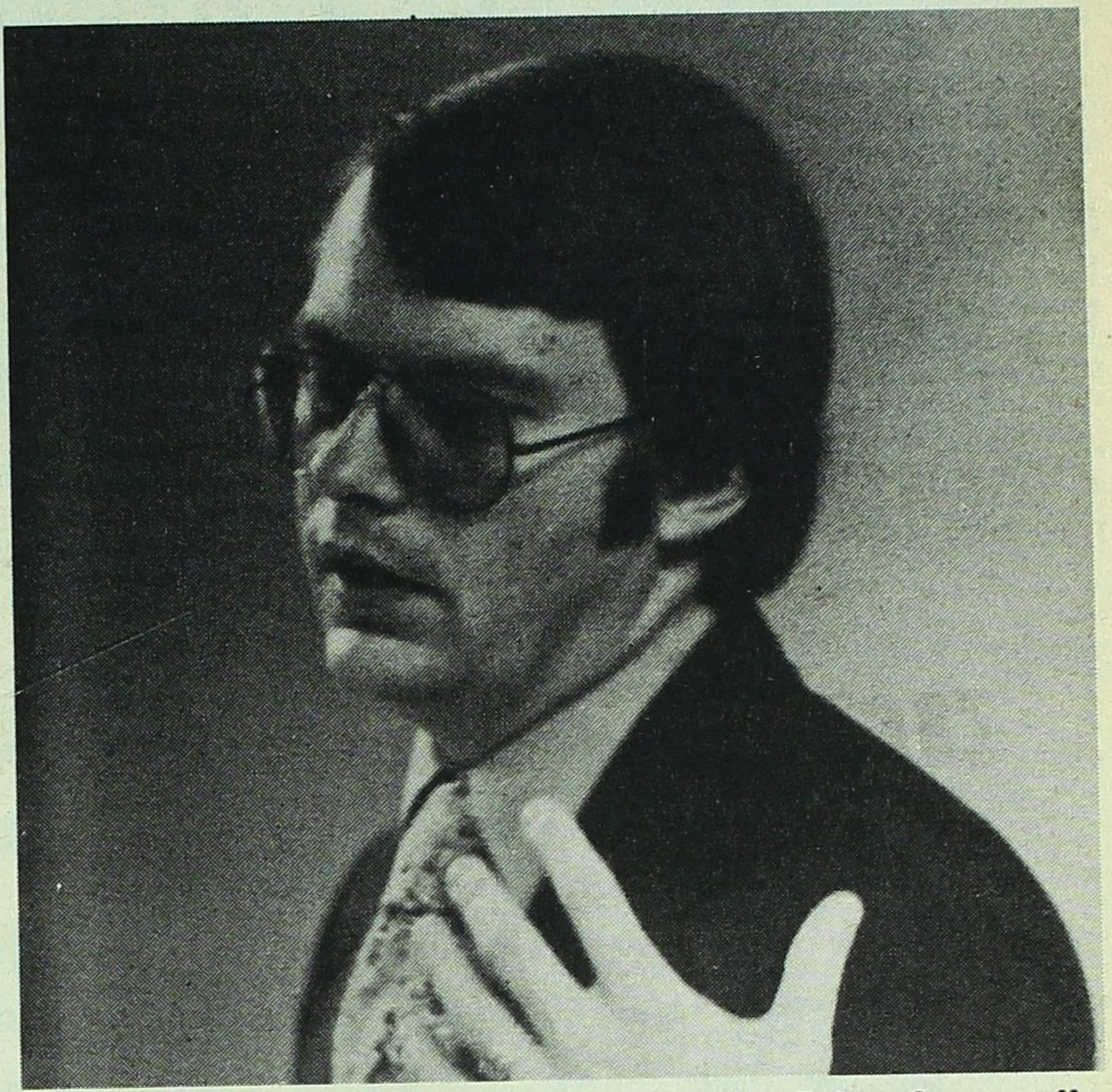
This means, he explained, that the hardcore unemployed will soon be left as the target of CETA, especially if unemployment falls to 5.5 per cent. He said these people will need intensive training not usually associated with Public Service Employment (PSE).

Carol Cox, minority staff, agreed that PSE as an attack on structural unemployment (chronic unemployment entailing more than mere lack of a job) rather than as a countercyclical measure, would require a deeper commitment to support services. She announced that Sen. Henry Bellmon (R-Okla.) will introduce a welfare reform bill which would establish a permanent level of PSE jobs for the hardcore unemployed.

Health Services

At a session on health services many county officials and health officers voiced concerns over "pass-through provisions" in block grant programs. "My consciousness has been raised" was the response by Larry Gage, special assistant secretary for health legislation, Department of Health, Education and Welfare, to statements by officials on the lack of funds passing through to local governments.

Dr. George Grady, staff member, subcommittee on health and the environment, outlined the bill by Rep. Paul Rogers (D-Fla.) that closely conforms to the preventive health and health promotion planks of NACo. The bill, H.R. 10553, contains a cost sharing provision developed by health officers and provides block grants directly to state and local governments for public health and prevention activities.



Speaking before a large audience of elected officials, Robert Crane, staff member of the subcommittee on health and environment of the House Committee on Interstate and Foreign Commerce, discusses the reauthorization of the Health Planning and Resources Development Act of 1974.

Federal Aid Reform

County officials gave their views on reforming grant policies to three legislative staff members of the Senate who said they would consider them as they draft a federal aid reform bill.

The Senate staffers said the bill may be introduced in April. Early indications, they said, show there is strong support in both Houses of Congress.

Carl Stenberg, assistant director, Advisory Commission on Intergovernmental Relations, said this bill is "strong medicine and there's something in it to offend everyone." He said the bill is aimed at simplifying the regulations connected with grants and consolidating the many grants now offered.

Other aspects of the drafted bill were discussed, including provisions to: 1) standardize and systemize auditing and accounting procedures; 2) consolidate application procedures; 3) improve federal processing; 4) cut down on the paperwork and time involved in reporting applications; and 5) simplify joint funding.

Rights of the Handicapped

Representatives from the Department of Health, Education and Welfare, Office of Civil Rights, made clear to county officials at a workshop on the rights of the handicapped that "barrier-free design" was not required by Section 504 of the Rehabilitation Act of 1973. According to Policy Chief John Wodatch, the goal is "program accessibility," and HEW's Technical Assistance Branch exists to help counties and other local governments make their programs, buildings, and employment opportunities available to all "qualified" persons.

Gus Cheatham, director of the Technical Assistance Branch announced that help for counties will soon be available in the form of self-evaluation guides in such fields as health, elementary education, and higher education, standards for pre-employment inquiries and methods of determining accessible space. He indicated that some contracts would be given to organizations like NACo to develop imaginative solutions to these problems. Meanwhile, questions from individual counties will be taken by Fran Farmer, director of intergovernmental affairs at 202/245-9469.

While the 504 regulations under discussion apply only to counties receiving HEW funds, other agencies will be developing their own regulations, using guidelines published in January by HEW. Before April 12 some 30 agencies will have published such regulations in the *Federal Register.*

Uniform Selection Guidelines

A Justice Department spokesman delivered the following message to county officials: whatever uniform selection guidelines are agreed upon, counties will be held responsible for their enforcement.

Since November 1976 federal agencies have been working under two sets of employee selection guidelines. Now the Equal Employment Opportunity Coordinating Council (EEOCC) has agreed on a uniform set of selection guidelines and will publish them in final form in April.

Dave Rose, chief, employment section, civil rights division of the Department of Justice, said that the new set of guidelines:

- Provide a clearer definition of what constitutes adverse impact. (Generally, he said, the federal government won't require validation of every single selection instrument if overall selection procedures prove adequate.);
- Look at the overall posture of employers in regard to hiring practices;
- Take a parity approach to determining a valid selection method (content, construct or criterion-related).

Comments on the new set of guidelines will be solicited at a public hearing in Washington, D.C. April 10. A draft of questions and answers that will constitute the format of the hearing will be published in late March.

John V.N. Klein, Suffolk County executive, moderated a conference workshop where county officials heard reports on the status of CETA reauthorization.

CETA Views Given in House

WASHINGTON, D.C.—NACo First Vice President Charlotte Williams, Genesee County (Mich.) commissioner, urged the House Employment Opportunities subcommittee March 16 to drastically revise the Administration's CETA bill, S. 2570/H.R. 11086.

Echoing NACo's testimony presented to a Senate panel March 6, Williams described the Administration's proposal as "extreme recategorization of the Comprehensive Employment and Training Act (CETA)."

Enacted in 1973 and scheduled to expire at the end of fiscal '78, CETA was developed as a block grant to county, city and state governments for the design of jobs and training programs for the economically disadvantaged, unemployed and underemployed. Amendments since 1973 have added a massive public service jobs program (Title VI) and a series of experimental youth programs. With the amendments have come ever more complex eligibility criteria for different parts of CETA.

WILLIAMS SAID, "We endorse the Administration's move to create a uniform client eligibility criterion for all titles of CETA except the countercyclical public service employment (PSE) program. However, NACo supports establishing the uniform client eligibility criterion at 100 percent of the Bureau of Labor Statistics' lower living standard income level and cannot support the 70 percent level in the bill."

The Administration's bill would require that any participant in any part of CETA be economically disadvantaged; that is, the family income would have to be below the poverty line. In addition to this income test, participants in different parts of CETA would have to demonstrate that they are also unemployed or, for some programs, underemployed or in school.

STATE ROLE

"The prime sponsor should consider comments made by the governor" on its plan, Williams said. But, she urged that provisions requiring documentation of reasons for rejecting the governor's suggestions be deleted from Section 104.

CETA prime sponsors' relationship to state employment security agencies has been a continuing problem. Williams urged the subcommittee to avoid one-sided solutions by considering amendments to CETA and the Wagner-Peyser Act, which authorizes state employment services, concurrently.

"We subscribe to the elimination of the resource allocation formula under the Wagner-Peyser Act and agree to a block grant of funds to the governor for these activities while requiring the governor and prime sponsors to engage in joint planning for the use of these funds at the local level," she said.

"Thus, we object to the implied separation of the job search function Section 205 and 211(1). We presume that regulations would be written to make it difficult for the prime sponsor to use anyone but the Employment Service for the job search function. We recommend the inclusion of language from Section 105(a)(3)(B) of P.L. 93-203 for the utilization of the Employment Service."

Speaking for NACo, Williams also recommended that any CETA program funded by the state in a local prime sponsor area be reviewed and commented on by the appropriate prime sponsor "prior to implementation."

She also suggested "a continuation of the policy that one-third of the representatives on the state council be from prime sponsors."

FEDERAL ROLE

"NACo would welcome a strong properly defined role for the Secretary," Williams said. "We see that role as being supportive of the prime sponsor delivery system. We suggest that it take the form of responsible, aggressive and consistent management of the prime sponsor system."

She suggested a set-aside of discretionary funds as the first step for "in-depth, on-site technical assistance to prime sponsors. In cases of withdrawal of prime sponsorship (Section 102)," she said, "the Secretary should be required to seek first right of refusal from the next highest level of government.

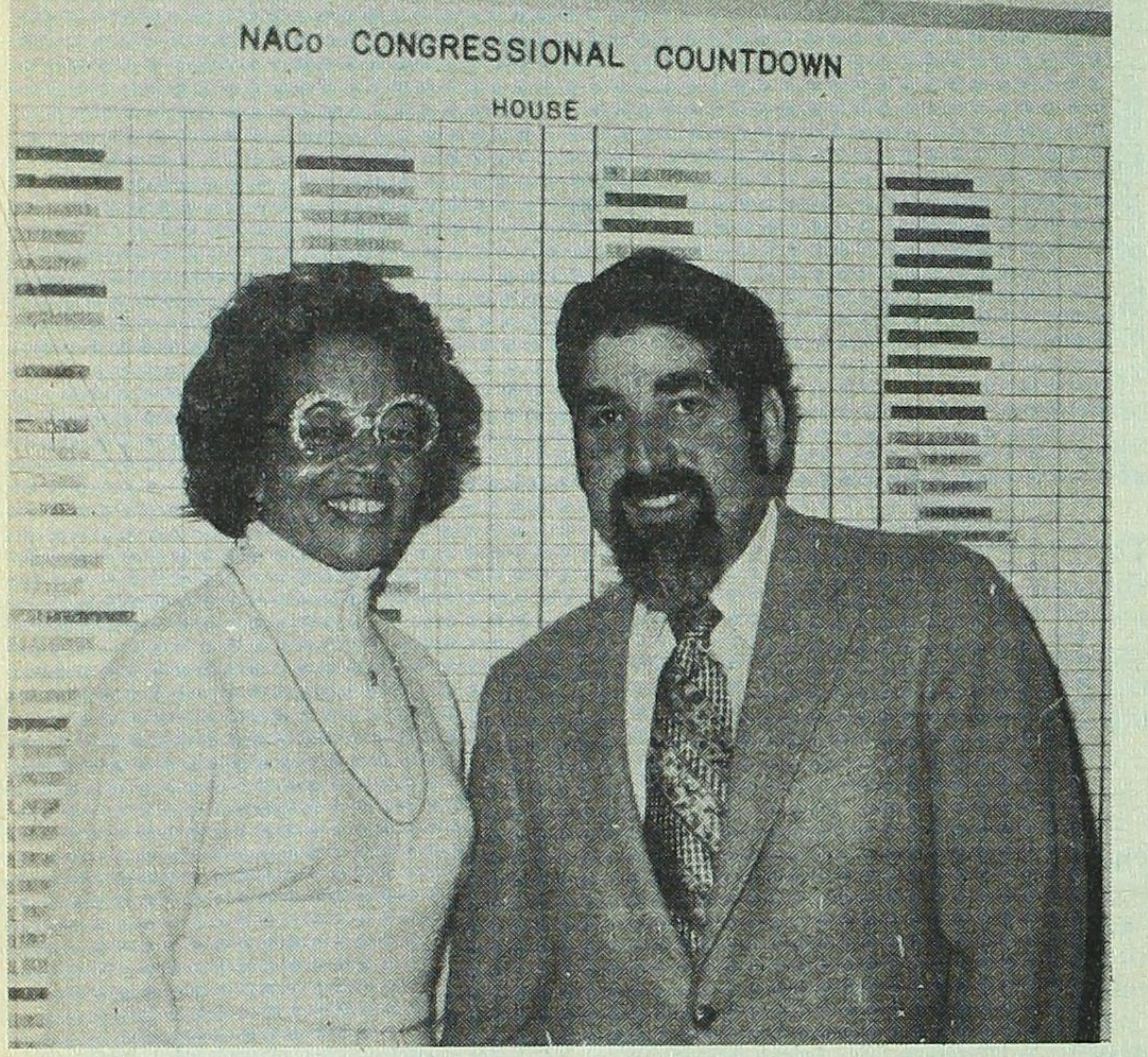
"The Secretary should be required to seek review and comment from the local prime sponsor on the work plan for any national or discretionary funds that the Secretary plans to spend in a prime sponsor area," she continued. "By taking this step Congress would ensure that national and discretionary funds are spent in concert with and are not duplicative of the efforts outlined in local prime sponsor plans."

Observing that too much of the bill is left undefined, to be determined by regulations, Williams argued for annual regulations that the appropriate subcommittees of the House and Senate would review and approve before they became effective.

Williams objected to the amount of money available for Title III Section 112(D) and recommended a cut to 10 percent of all funds under the act except those from Title VI or percent of Title II.

PRIVATE SECTOR

"NACo supports increased ties of CETA with the private sector," Williams said, referring to the proposed new Title VII. She pointed out that its purpose is identical with the basic purpose of Title II. She continued, "we reject a nationally defined council as the single mechanism for private sector involvement. Specifically, we reject the notion that an active functioning business council in a prime sponsor area should be summarily rejected as the local vehicle under this title if it does not meet nationally defined criteria."



WILLIAMS TESTIFIES IN HOUSE—Prior to her House testimony on CETA reenactment, NACo First Vice President Charlotte Williams confers with Jon Weintraub, NACo associate director for employment.

CETA FUNDING

NACo Voices Concern

WASHINGTON, D.C.—According to NACo testimony March 13, the Administration's proposed budget requests for fiscal '79 for the Comprehensive Employment and Training Act (CETA) are disappointingly low when coupled with the Administration's projection that the unemployment rate will hover at 6 percent throughout fiscal '79.

Testifying before the Senate subcommittee on Labor-HEW appropriations, Jon Weintraub, NACo associate director for employment, said, "The Administration's youth initiative suffered a series of cuts. The fiscal '78 supplemental request failed to include either $500 million originally scheduled for the Youth Employment and Demonstration Projects Act or $105.3 million necessary, because of the minimum wage increase, to sustain the level of the Summer Youth Employment Program envisioned by Congress in P.L. 95-205.

"FAILURE to provide this increase for the summer youth program," he cautioned, "would result in a loss of 147,000 summer jobs."

Summarizing NACo's concerns on the President's fiscal '79 budget and fiscal '78 supplemental requests, Weintraub said, "NACo supports:

- A minimum of a four-year extension of CETA with the continued recognition that a locally defined program design and mix provides the best system of services to those in need.
- Immediate fiscal relief from welfare costs for those states, counties and cities which administer welfare programs. (NACo supports $374 million in fiscal '78 and $1 billion in fiscal '79.)
- Forward funding for CETA for fiscal '80 once a CETA reauthorization bill is reported.
- An urban policy targeted to people in need and not geography.
- A spring fiscal '78 supplemental appropriations bill with $105.3 million for the summer youth program, $214.3 million for the CETA Title I program (both to cover the minimum wage increase), and $500 million previously requested for youth programs under CETA Title III-C and Title VIII.
- Increasing the number of CETA public service jobs to 1 million.
- Increasing the fiscal '79 presidential budget requests for CETA Title I and the youth program to maintain fiscal '78 levels when projected against future minimum wage increases."

For public service employment under CETA, the Administration has proposed to maintain the current 725,000 public service job level with a request for $5.95 billion for CETA Titles II ($1.15 billion) and VI ($4.8 billion). "We feel," said Weintraub, "that the CETA system could easily reach and maintain a 1 million public service job level," and he called for sufficient funds to achieve that goal.

The Title I request for $2.02 billion for fiscal '79, with a supplemental request of $71.4 million for fiscal '78 to maintain current levels because of the increased minimum wage, is not enough according to NACo's analysis.

Therefore, Weintraub suggested that "$214.3 million should be requested for Title I in the fiscal '78 supplemental" and "a minimum of $2.5 billion is needed for Title II (old Title I) of S. 2570 in fiscal '79."

NACo OBJECTED to the amount of discretionary funds available to the Secretary under Title III, pointing out that while $970.6 million would be available under S. 2570 only $459 million was actually requested. Weintraub recommended changing the 20 percent of all funds under CETA except those from Title VI as in S. 2570 to 10 percent or 20 percent of Title II and asked the subcommittee for "help in limiting the amount of discretionary funds available to the Secretary."

Furthermore, while supporting the Administration's proposal to link CETA more closely with the private sector using the prime sponsor system, NACo questioned the need to create a new Title VII under CETA since Title II of S. 2570 was flexible enough to provide this activity.

Supporting the concept of forward funding, NACo congratulated the Senate Appropriations Committee's leadership in achieving that goal last year with the economic stimulus package.

"Forward funding," Weintraub said, "is intended to give the CETA prime sponsor the ability to plan effectively." Weintraub then urged the subcommittee to caution the Department of Labor against the folly of over-managing the system by requiring uniform national goals that are locally unrealistic and which defeat prime sponsors' flexibility in local planning.

Help Save CETA

County officials can help reverse the trend away from local control of CETA. Call, write or wire and urge the following changes in the CETA reenactment bills, S. 2570/H.R. 11086:

- The elimination of Sections 212 and 438(a)(2). These would nearly freeze the mix of CETA training and developmental services under Title II at their fiscal '77 levels.
- Making staff "responsive to" the CETA advisory council, not "solely accountable to" it as specified in Section 109. Let Congress know that you endorse a strong and active council, but it makes no sense for a volunteer council to supervise staff.
- A legislative limit on the number and frequency of required reports and grant submissions.
- The elimination of the presumptive role of the Employment Service (ES) by deleting Section 103(b)(2). The governor's comments should not outweigh local decisions, so revise Sections 104(b) and (c).
- The overhaul of public service employment as described in the bill. "Projects" and the quarterly grant system should be eliminated. There should be two separate programs—structural and countercyclical. The $10,000 salary ceiling should be raised and/or indexed.
- Eligibility for everything except countercyclical PSE should be uniform at 100 percent of the Bureau of Labor Statistics' (BLS) lower living standard budget.
- A limit on the Secretary's authority by reducing funds available for Title III to 10 percent in Section 122(d) and a requirement that rules and reporting be set and unchanged by the beginning of each fiscal year.

In addition to your own delegation, the following members of Congress should hear your views on CETA:

Rep. Carl Perkins (D-Ky.)
2365 Rayburn House Office Building

Rep. John Dent (D-Pa.)
2104 Rayburn House Office Building

Rep. Augustus Hawkins (D-Calif.)
2350 Rayburn House Office Building

Rep. William Clay (D-Mo.)
2264 Rayburn House Office Building

Rep. James Jeffords (R-Vt.)
429 Cannon House Office Building

Rep. Joseph LeFante (D-N.J.)
507 Cannon House Office Building

Rep. Ted Weiss (D-N.Y.)
1229 Longworth House Office Bldg.

Rep. Baltasar Corrada (D-P.R.)
1319 Longworth House Office Bldg.

Rep. Albert Quie (R-Minn.)
2185 Rayburn House Office Building

Rep. Carl Pursell (R-Mich.)
1709 Longworth House Office Bldg.

Rep. Ronald Sarasin (R-Conn.)
229 Cannon House Office Building

Rep. Edward Beard (D-R.I.)
131 Cannon House Office Building

Rep. Michael Myers (D-Pa.)
1331 Longworth House Office Bldg.

Sen. Harrison A. Williams (D-N.J.)
352 Russell Senate Office Building

Sen. Gaylord Nelson (D-Wis.)
5241 Dirksen Senate Office Building

Sen. Alan Cranston (D-Calif.)
229 Russell Senate Office Building

Sen. William Hathaway (D-Maine)
248 Russell Senate Office Building

Sen. Donald Riegle (D-Mich.)
1207 Dirksen Senate Office Building

Sen. Jacob Javits (R-N.Y.)
321 Russell Senate Office Building

Sen. Orrin Hatch (R-Utah)
6317 Dirksen Senate Office Building

Sen. John Chafee (R-R.I.)
3105 Dirksen Senate Office Building

Pension Plan Position Told

WASHINGTON, D.C.—Milwaukee County (Wis.) Supervisor R. Michael Mett told a Senate subcommittee last week that counties support the bill, S. 1587, which exempts public employees retirement systems from federal income tax liability and the burden of unnecessary reporting requirements. S. 1587 was introduced by Sen. Richard Stone (D-Fla.).

Mett testified before the Senate Finance subcommittee on private pension plans and employee fringe benefits, chaired by Sen. Lloyd Bentsen (D-Tex.).

He pointed out that county officials are concerned about Internal Revenue Service (IRS) rulings that adversely affect county, state and city finances. These rulings, he said, have been issued without notification to the public interest groups and, in NACo's opinion, they are based on policies which are beyond the Treasury Department's statutory and constitutional authority.

Mett explained that public pension plans represent an increasingly significant factor in the management of county governments. (NACo opposes federal interference with this important function because federal regulation threatens the ability of local elected officials to carry out mandates given to them through the electoral process.)

He also mentioned that counties with home rule charters are looking at pension reform and that some have already made significant changes in their systems.

In his concluding remarks Mett requested that a resolution passed by the NACo Board of Directors in support of S. 2627, introduced by Sen. Ted Gravel (D-Alaska) on Deferred Compensation Programs, be included in the record. The bill would restrict the IRS from requiring changes in currently approved compensation plans and follow specific rules when considering pending plans.

Mett appeared along with State Sen. Paul E. Hamaway of Rhode Island and Mayor William L. Waldmeir of Pekin, Ill.

A special session on pensions during the Legislative Conference explored a number of policy options that county officials must consider in the public pension area. County elected officials are obligated to assess whether their own systems are adequately funded to meet projected payments of retirees. Secondly, they need to be able to assess the potential impact of state and federal actions on their employees and budgets.

The results of these discussions will lead to recommendations by NACo's Labor Management Steering Committee to the board of directors.

—Ann Simpson

R. Michael Mett (center), supervisor, Milwaukee County, Wis., testifies on private pension plans and employee fringe benefits before the Senate Finance subcommittee. Also shown are Mayor William L. Waldmeier (right), Pekin, Ill. and State Sen. Paul E. Hanaway (D-R.I.).

Changes in Store for Tenn. Counties

TENNESSEE—Several changes in the structure of county government will take place under the new local government article approved by Tennessee voters early this month.

All counties will be required to elect, at-large, a county executive to be the chief executive officer of the county. Most counties now elect either a county judge or chairman who functions as a chief executive; the new constitutional amendment will require all counties to elect such an official. The exact responsibilities and duties of the county executive are not spelled out in the newly adopted amendment, so it will be up to the General Assembly to specify the exact authority of the office.

The second structural change in store for counties is the result of a new provision which stipulates that no county may elect more than 25 members to its governing board. About 27 counties now have governing boards which exceed 25 members, so the General Assembly will have to provide for the redistricting of the affected counties in time for this fall's county elections.

No county official's term of office will be reduced under the new law, so the full article will not be implemented in a number of counties until 1982 (the year in which the terms of the current county judges will expire). The first officials to be affected by the new article will be the county chairmen, who are up for election in January.

A state spending article to limit increases in spending to the percentage increase in the state's economy for any given year was also approved by the voters. Ralph Harris, executive director of the Tennessee County Services Association, voiced his disappointment with the state spending article. "We feel that as the state approaches the constitutional limit, there will be a tendency to cut back on funds to local governments rather than cut state programs or override the spending limit."

The new provision allows the General Assembly to override the prescribed limit by simply stating that the limit is being exceeded and documenting the excess increase in spending. Political realities of the situation, however, will most probably dictate limited increases in state spending because legislators won't want to be spotlighted as favoring a larger budget.

A proposed judicial article, which would have transferred the probate and juvenile court powers still held by many county judges to the appropriate courts, faced powerful opposition from both the County Judges Association and the Tennessee Bar Association. The judicial article was the only one of the 13 proposed amendments to be defeated.

Attention will now shift to the General Assembly, where appropriate implementing legislation will have to be developed.

—Rob Platky
Home Rule and Regional Affairs Team

The Fourth Annual Labor Relations Conference

April 30-May 2, 1978
Host International Hotel
Tampa, Florida

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 20. After the 20th, you must register on-site at the hotel and there will be an additional $5 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 17.**

A two-track program is planned to meet the needs of both novices (Track I) and experienced practitioners (Track II). To help us plan the function space, please indicate whether you are primarily interested in either:

☐ Track I ☐ Track II

Conference registration fees: (Make payable to NACo) $95 Advance $100 On-Site

Conference Registration

Please print:

Name ____________________
(Last) (First) (Initial)

County ____________ Title ____________

Address ____________________

City ________ State ________ Zip ________ Tele. (____)____-____

Hotel Reservation (Host International)

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 basis.**

Please print:

Occupant's Name ____________________ Single $28

*Arrival Date/Time ____________ Departure Date/Time ____________

Occupants' Names ____________________ Double $34

*Arrival Date/Time ____________ Departure Date/Time ____________

FOR OFFICE USE ONLY

Reg. check/P.O. # ________ Housing Deposit Check # ________
Amount $________ Amount $________

Send preregistration and hotel reservations to: **National Association of Counties—Labor Relations Conference, 1735 New York Ave., N.W., Washington, D.C. 20006.** For further housing information call NACo Conference Registration Center, 703/471-6180.

***Hotel reservations are only held until 6 p.m. on arrival day. If you anticipate arriving near or after that time, list a credit card name and number below to guarantee your first night reservation, or send one night's deposit.**

FROM PROBLEMS TO POTENTIAL

The Future of Urban Recreation

WASHINGTON, D.C.—The findings of a national urban recreation study were presented to Congress recently by Interior Secretary Cecil Andrus. The one-year investigation of the conditions and needs of parks in 17 major urban areas was conducted by the Heritage Conservation and Recreation Service and the National Park Service.

The study reported that city dwellers are affected by the lack of usable parks and want close-to-home recreation; are concerned about the loss of nearby open space; and feel that parks on the fringes of the city are not meeting their needs.

The study also found that potential recreation uses are being ignored to a great extent; schools, community centers and churches are not being used to their fullest recreation potential; and the uses of utility corridors and other rights-of-way could expand parklands opportunities in the central cities.

The study noted that many park systems are becoming increasingly dependent on federal Comprehensive Employment and Training Act (CETA) funds.

ANDRUS TOLD Congress, "This report makes no recommendations. It documents the situation and notes some potential approaches." He said the department will weigh the alternatives and submit recommendations to the President in the near future.

The study places heavy reliance on local and state governments for long-term solutions and examines the complementary role the federal government could play.

Adequate urban recreation could be ensured by meeting a number of objectives, suggested the study. Some of the actions would require local initiative, and others could be accomplished through either direct federal efforts or incentives. Some of these goals include:

- Integrating the preservation and rehabilitation of community open space into planning for urban area redevelopment on both the local level and as part of a national urban strategy.
- Provision of better financial assistance, either by amending current federal programs or undertaking new ones.
- Joint use of existing facilities, and more efficient use of public lands, as well as the encouragement of the use of easements and other nonacquisition measures.
- Development of a national recreation policy with full consideration of urban needs and problems.
- Improvement of accessibility to urban parks and recreation facilities.

"The park is the one nice thing about this neighborhood. It's finally clean and people are caring about it again."

—New York City Teenager

"I live on Monica and Grand River and the onl[y] thing exciting to do around here is watching the ne[w] cars on the expressway."

—5th Grade Student, Detro[it]

THE MULTITUDE of options for meeting the objectives vary from funding a major program for rehabilitation of deteriorating parks, modification of tax incentives for private recreation providers, to exchange of unused local park lands for choice sites. States are urged to consider programs of financial assistance to local governments, relaxed requirements for local bond issues, user fees and the earmarking of some property tax funds for recreation programs.

The study discovered that all of the metropolitan areas and smaller jurisdictions need better coordination of their public service programs. For instance, parks and recreation could be dovetailed with school systems, transportation servi[ces,] new utility and water polluti[on] control projects, police and comm[un]ity relations programs.

Federal, state, and local progra[ms] could consider methods to ensure [the] fullest possible public participati[on] in the planning, development a[nd] management of parks and program[s]. Safety, vandalism control, and env[ir]onmental education in park a[nd] recreation matters require citi[zen] concern and contribution.

Andrus stated, "We expect t[he] study to stimulate public discussi[on] particularly by concerned citiz[en] groups and by government and i[n]dustry officials at all levels."

A small number of copies of t[he] National Urban Recreation Stu[dy] Executive Report will be availa[ble] from Arleen Shulman at NACo.

COMMENTARY

Possible to Plan Public Space with People in Mind

by Neal R. Peirce

NEW YORK—Tucked away in a nondescript Rockefeller Center office, filled with charts on traffic and people movements, darkroom equipment and movie projectors, works a small band of operatives whose unorthodox techniques could remake the face of hundreds of America's main streets in the years ahead.

Geographer Fred Kent and his colleagues run a small, nonprofit firm, Project for Public Spaces. They believe it's possible to plan for streets, plazas and parks, as if people mattered.

The PPS technique is disarmingly simple: A small team, on invitation from a government, a foundation, or merchants' group, moves into an area and watches how people actually use the place—how they move about, go to work, wait for buses, window shop, dodge vehicles, sun themselves or congregate in groups for talk or recreation. Based on these observations, including innovative use of time-lapse photography, suggestions are then made on how a street or park can be redesigned to be not just an open space, but a lively, livable place where people will want to be.

KENT'S GROUP is both a pedestrian lobby and a thorn in the side of specialists—traffic engineers, designers of cold architectural monuments, imperious city bureaucrats—who so often put their own professional predilections ahead of the interests of the man and woman and child on the street.

PPS time-lapse photography compresses hours of street activity into a few minutes on the screen. At a speed that outpaces the old Keystone Cops silent movies, pedestrians, buses, cars, and taxis whiz across the screen. Suddenly it becomes clear that parts of that river of movement are exceedingly inefficient, and that with relatively simple changes the street could be made infinitely more pleasant for people.

PPS's first study, shortly after it was formed in 1975, was of 27 blocks of the most intense activity on New York's Fifth Avenue—the premier shopping street of New York and perhaps the whole nation.

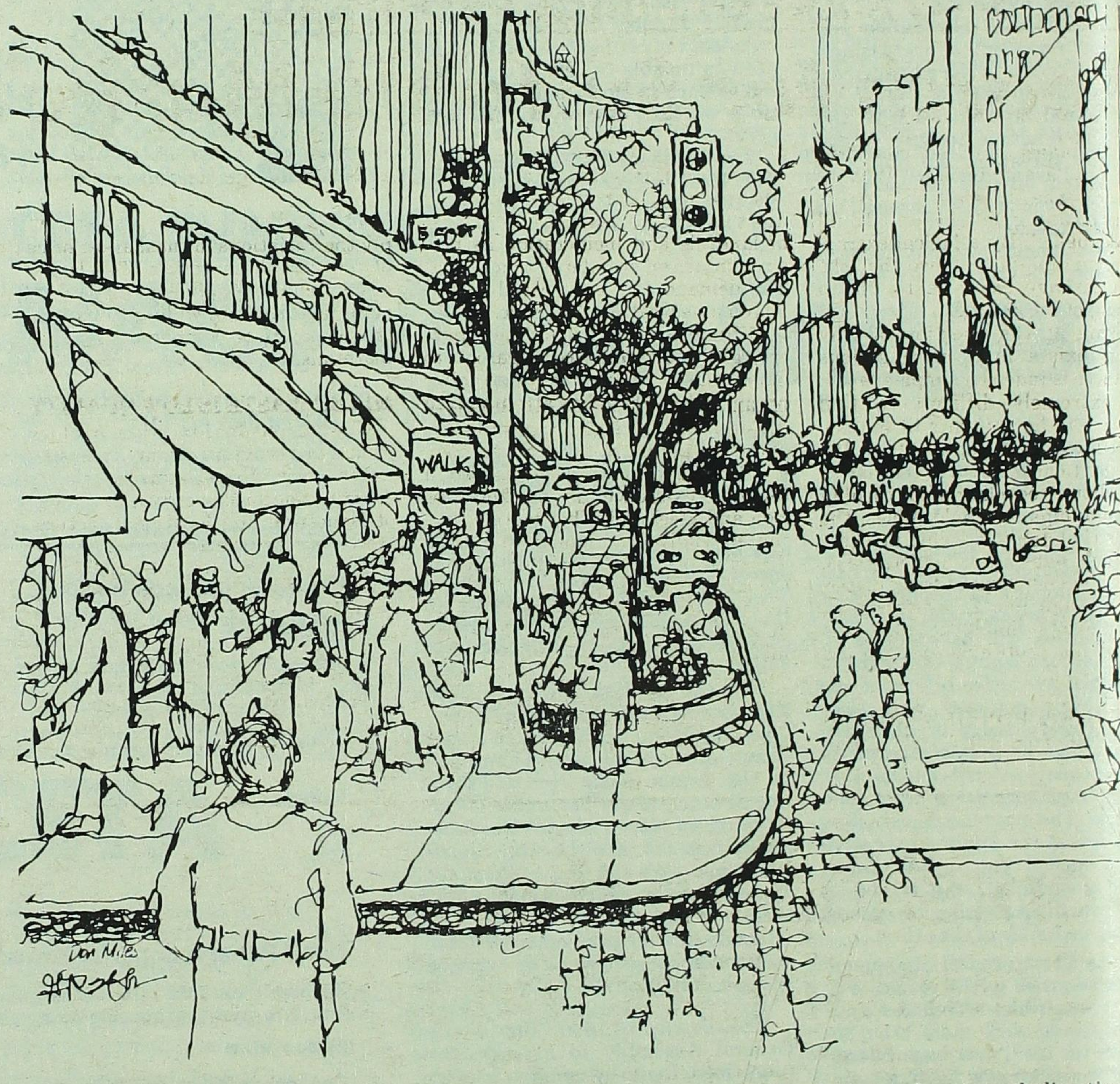
PEOPLE THINK of a street like Fifth Avenue as a great, nonstop sea of people. "But it isn't," Kent notes. PPS's films show graphically that the pedestrians are forced to move up and down the avenue in platoons. Why? "The traffic lights," Kent says, "are set for private cars and taxis with no consideration of the pedestrian whatsoever."

PPS found that shifts in traffic-light timing would end platooning and permit pedestrians to move along the avenue in a steady flow.

Fifth Avenue's parking lane, PPS found, was being monopolized by all-day parkers with diplomatic tags that make the owners immune from traffic tickets. The proposed solution: eliminate the parking lane; use the freed-up space to broaden each sidewalk seven feet, creating more space for planters and street seating that create cul-de-sacs conducive to window shopping. (Merchants, Kent notes, often don't recognize the "immense market potential of street space.")

In addition to time-lapse photography, Kent's group carefully counts pedestrians and people in vehicles and spends hours on the street to get a feeling for what can't be quantified—the "sense" of a place.

"On Fifth Avenue you see all kinds of people smiling. There's an exhilaration to it; it picks you up," Kent says. "To remove cars from the avenue would be a disaster. They're part of the vitality. But you need a balance and now it's too heavily weighted toward vehicles." Though stalled under Mayor Abraham Beame's administration, PPS's proposals appear to have a good chance of being implemented under the new administration of Mayor Edward Koch.



IN THE MEANTIME, the group—which started out in 1975 with inspiration from William H. Whyte, author of "The Organization Man," and funding from the Rockefeller Family Fund—has branched out to examine public spaces across the country. There was a study of Harlem's 125th Street, two plazas in Seattle (where PPS has a branch office), Cleveland's Euclid Avenue, and the Jacob Riis Park in New York's Gateway National Recreation Area. At the invitation of the National Park Service, PPS studied visitor facilities at the Grand Teton and Great Smoky Mountain National Park. PPS is now embarking on studies of downtown Fort Wayne, Ind., Main Street in Columbus, Ohio, and the small Pennsylvania town of Waynesburg.

"The techniques," Kent claims, "are applicable everywhere." And apparently they are, if one shares PPS's belief that "people needs"—not the traffic flow, not some architect's preconceived notion of the "place beautiful"—should come first in public spaces where we all spend a significant portion of our time.

The approach also seems to be an economical one. PPS enters an area with a multi-discipline team: Kent, the geographer, plus an anthropologist, an environmental designer, and a filmmaker.

The PPS team recently produced, at a cost of $30,000, a complete evaluation of Cleveland's major shopping and business street, Euclid Avenue, from Public Square to Playhouse Square. Today that street is choked with traffic, dangerous to pedestrians. The PPS plan—which Kent expansively predicts would turn Euclid Avenue into "a very exciting place" and "remake downtown Cleveland"—would broaden the sidewalks dramatically, ban parking altogether and private autos most hours of the day, and cut traffic down to a lane in each direction wi[th] lay-bys for buses and taxi[s]. Newspaper and information stan[ds] would be placed beside bus shelte[rs] so that waiting passengers cou[ld] easily check on transit schedules an[d] cultural and commercial activities.

Can conservative Cleveland b[e] sold such a plan? Director Tom A[...]bert believes so, with the use o[f] PPS's film as a selling tool with ske[p]tical merchants and the city gover[n]ment.

From another vantage poin[t] Robert LaGasse of the Landscap[e] Architecture Foundation believe[s] PPS's techniques may prove a[s] valuable to landscape architecture a[s] the earliest time-and-motion studi[es] were for modern industry.

That doesn't mean Fred Kent['s] merry little band of street-watche[rs] won't make their share of mistak[es] as they go along. But by startin[g] with people, they'll probably mak[e] fewer.

Resource Recovery Needs Implementation Funding

WASHINGTON, D.C.—Commissioner Dennis Koehler of Palm Beach County, Fla. called on Congress to appropriate $20 million in additional funds to support local government planning and management studies for solid waste and resource recovery projects.

Koehler told the House subcommittee on transportation and commerce March 7 and 9 that the lack of any money for local governmental planning or implementation of the Resource Conservation and Recovery Act (RCRA) could jeopardize congressional intent to upgrade open dumps and sanitary landfills and to begin developing resource recovery projects. Koehler is vice chairman for solid waste on NACo's Environment and Energy Steering Committee.

Subcommittee Chairman Fred B. Rooney (D-Pa.) earlier had announced his support of an additional $20 million for state and local government assistance. The Administration has requested $56.9 million out of a total authorization of $160 million for implementation of RCRA during 1979. A total of $26 million has been requested for state and local assistance up from $14 million during fiscal '78.

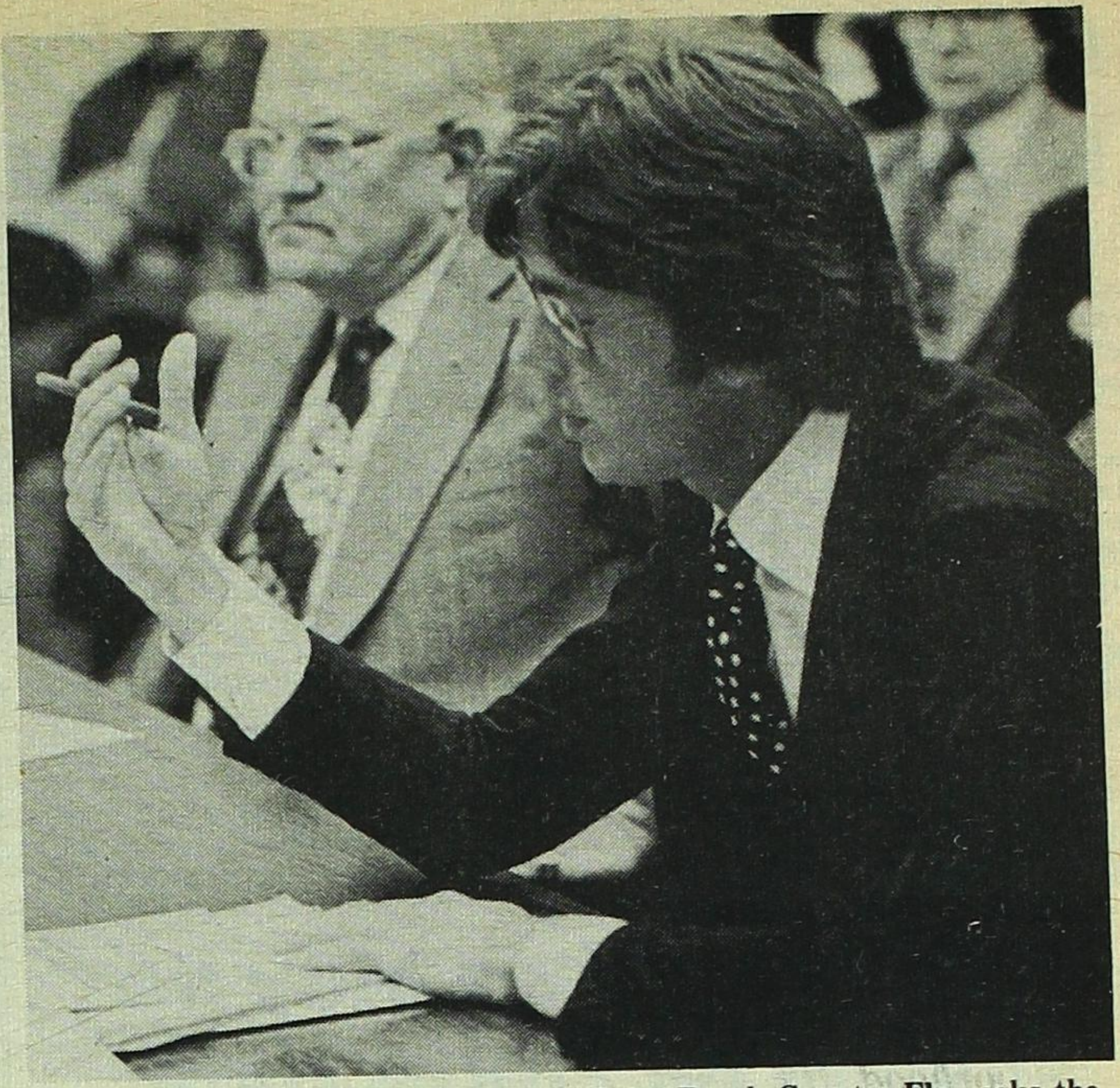
During testimony, Koehler made these additional points:

• "The important part of the Resource Conservation and Recovery Act is that there is a close link between solid waste and resource conservation program development and implementation. Implementation grants should be made now, rather than wait for completion of state solid waste plans. Counties are ready to prepare facility plans, market surveys, construction plans, and source separation studies.

• "Congress should authorize $75 million per year for fiscal years '80 through '84 for planning and management studies under Section 4008 of the act, in order to encourage strong response at the local level.

• "Administration of the act places too much emphasis on the acquisition of new state planning capacity. Such capacity may be perceived as a substitute for implementing effective local and areawide solutions to solid waste and resource conservation problems. The state role should be limited to the development of regulatory programs, technical assistance to local governments, and the development of an effective process for sorting out functions among local, regional and state agencies.

• "The boundary designations for solid waste regions were made by states with extremely minimal consultation with local elected officials. Designation of agencies and functions, which must be a joint process between state and local governments should be closely monitored by the Environmental Protection Agency to ensure that state solid waste agencies adequately establish an outreach program guaranteed to work towards agreement with local elected officials."



Dennis Koehler (right), commissioner, Palm Beach County, Fla., asks the House subcommittee on transportation and commerce for $20 million for resource recovery projects. Also shown is John Teipel, American Public Works Association.

OR HOW TO MAKE GARBAGE PROFITABLE

Search for Suitable Markets for Solid Waste

In one of his routines, comedian Bill Cosby asks himself, "Why is there air?" The answer, he reports, is obvious to any gym teacher: "To fill up volleyballs." By a logical extrapolation, one might suppose that the reason garbage exists is to fill up holes dug in the ground.

Looking at the question of why garbage exists in a more serious light, there is indeed a simple reason: It is extremely difficult to find markets for the contents of municipal solid waste. In spite of all the glowing articles written in the last 10 years about recycling and turning garbage dumps into gold mines, the truth is that finding stable markets for various qualities of paper, glass, metals, and energy-producing material is a tough job. In other words, garbage exists simply because it is generally not profitable to reprocess and reuse it.

NEEDED: IMPROVED MARKETS

Economic conditions are beginning to shift in some areas of the country to favor energy and materials recovery, but this is primarily due to dramatic increases in the cost of landfills and incineration as new environmental standards take effect. The demand for reprocessed material remains weak and variable.

Difficulties marketing newspapers, glass, or cans are apparent to almost any county, city, or civic organization which has attempted to maintain a recycling program for an extended period of time. Scrap dealers long ago had to adjust to a tenuous existence as markets for iron and steel and other metals fluctuated wildly from month to month. To some extent those fluctuations are an inevitable product of short-term business cycles in various industries. Analysts at the Environmental Protection Agency (EPA) caution counties considering recycling or resource recovery projects to find long-term markets at stable prices below the high "spot" prices in boom times but above the low prices when demand is at a low ebb.

The problem, however, is not simply the variations in the market price of recoverable materials. The larger issue is the generally low price which manufacturers are willing to pay for those materials compared to virgin materials.

MIXED WASTE IS LOW QUALITY

The reasons for low prices paid for products recovered from municipal waste vary from industry to industry in accordance with a number of structural and locational factors. However, the primary reason for the lack of demand for post-consumer waste products is their generally low quality from the point of view of a reprocessor.

A great deal of industrial scrap is already being recycled by manufacturers because it is available in bulk at known specifications. By contrast, post-consumer waste is widely dispersed, and it often contains contaminants which limit its value. The most widely cited example of this is the tin content in steel cans which severely reduces its usefulness in all but a few industrial applications. In the case of glass, it is essentially worthless except as construction material, unless it has been color sorted.

Under the Resource Conservation and Recovery Act, the Department of Commerce is supposed to be trying to improve the marketability of recoverable materials. Specifically, the department is required to develop specifications for recovered materials which will serve as guidelines to industry in determining when virgin materials can be replaced with secondary materials. Little progress is taking place in this project, however, because of the absence of funding to meet the requirements. In any case, the guidelines will be merely advisory when they are developed, so that there is no guarantee that they will promote increased use of recovered material if other factors dominate production decisions.

TAX AND FREIGHT RATE DISCRIMINATION

Two other factors which have been frequently cited as adversely affecting markets for secondary material are tax advantages and lower freight rates offered to virgin materials. Percentage depletion allowances, methods of foreign tax treatment, and capital gains treatment of income from timber sales have created after-tax profit differentials of one or two percent between virgin and secondary materials for paper, glass, steel, and aluminum. This has clearly given a competitive advantage to virgin materials, although it is not clear how much difference there would be in relative market shares if the tax benefits were removed. At any rate, it seems rather unlikely that these elements of the tax code will be significantly modified simply to achieve greater equity between virgin and secondary materials.

The situation is even more complicated for differential freight rates. A study completed for EPA indicates that there may be rate biases against scrap iron and steel and glass, but in favor of scrap aluminum and wastepaper. Since that study was completed, the Interstate Commerce Commission (ICC), which regulates freight rates, has reduced rates for glass and reclaimed rubber but not for scrap iron and steel. While scrap dealers continue to complain about the inequities to them, some analysts believe that the real problem is the entire method used by the ICC for establishing rates and that full-scale reform is needed rather than piecemeal changes in individual rates.

PRODUCT LABELING REQUIREMENTS

Another policy which obstructs markets for reprocessed materials is labeling requirements which encourage consumer discrimination against re-used commodities. The clearest example of this is the Federal Trade Commission's requirement that re-refined motor oil be labeled as such, even if it is chemically the same as "virgin" motor oil. The National Bureau of Standards is currently trying to develop specifications for re-refined motor oil to avoid the dangers of consumer fraud, which FTC's original labeling requirement was intended to prevent. This is a particularly important project because, in the absence of better markets for re-refined motor oil, much of it will end up being poured into sewage systems.

GOVERNMENT PROCUREMENT POLICIES

Perhaps the most significant policy change which could improve the market for recycled materials would be a shift in government procurement practices to buy goods with the maximum feasible quantity of recycled material in them. Even though the federal government does not dominate the market for any materials, the specifications it establishes for procurement of various paper, glass, and metal products could have significant secondary effects as state and local governments followed suit. In fact, the Resource Recovery and Conservation Act requires all levels of government to purchase goods with high recycled content when using federal funds, although it is widely recognized that the federal government should take the lead in doing so.

Unfortunately, the federal government has not been moving as rapidly as many would like in changing its procurement policies. In particular, the Congressional Joint Committee on Printing has been extremely reluctant to require the Government Printing Office to use more recycled paper in its publications. However, discussion is underway to reverse this policy, which would open up one of the largest potential markets in the United States for recycled paper.

—Cliff Cobb, NACoR

Workshop on the Council-Elected Executive Form of County Government

Shelby County, Memphis, Tenn. April 6-7, 1978

Conference registration fee is $55:
- at the conference
- no advance registration

Make hotel reservations with the Holiday Inn Rivermont, 901/525-0121

No deposit required, but identify participant as part of the "County Modernization Conference"

OLDER AMERICANS ACT

NACo Urges Aging Reforms

WASHINGTON, D.C.—NACo is continuing its efforts to obtain major changes in the Older Americans Act, which is up for reauthorization this year.

Doris Dealaman, chosen freeholder, Somerset County, N.J., submitted testimony for NACo last week to the subcommittee on select education of the House Committee on Education and Labor.

Dealaman is chairperson of NACo's Welfare and Social Services Steering Committee's subcommittee on aging.

In February she testified before the Senate Human Resources subcommittee on aging, which opened hearings on the act.

AS IN HER Senate testimony, Dealaman called for three major reforms:

First, NACo asks Congress to abolish the separate titles of the Older Americans Act and replace them with comprehensive block grants to fund services for the elderly.

NACo's position is based on a considerable number of letters and complaints about the lack of coordination among Title III (social services and planning), Title V (senior centers), Title VII (nutrition programs), and Title IX (part-time jobs for the elderly).

"Consolidation of the titles," Dealaman said, "is unquestionably the best solution to the duplication that exists. Other solutions only go halfway."

Dealaman also criticized the one-year plans required under the act. She termed these plans "endless paperwork" and called for three- or five-year plans to allow counties to set meaningful goals.

NACo's second major recommendation calls for elimination of the four priority services under Title III of the act.

If these priority services cannot be eliminated, Dealaman said, then at least the number of eligible services should be expanded so that counties would have more flexibility in meeting the needs of their elderly citizens.

Among services that she suggested be included are the long-term care program proposed by Reps. Claude Pepper (D-Fla.) and William Cohen (R-Maine) and the legal services proposed by Sen. Edward Kennedy (D-Mass.).

NACo'S THIRD major recommendation calls for a mandated role for county officials on the policy-making boards of 560 area agencies on aging (AAA) throughout the nation. These agencies are funded under Title III of the act to plan and coordinate services for the elderly in local areas.

NACo advocates either public sponsorship of the proposed block grants or a guarantee that at least 50 percent of the agencies' board members be "local elected officials or their designated representatives."

For more information contact Jim Koppel, NACo's legislative representative for welfare and social services.

Elderly Renters May Be Eligible for FmHA Help

WASHINGTON, D.C.—"There are ample funds available."

Few federal officials ever describe programs this way. But this is, indeed, how an official described a rent supplement program launched last November by the Department of Agriculture.

The program provides assistance with rent and utility bills to tenants of buildings that have been financed by the Farmer's Home Administration (FmHA).

To be eligible, tenants must have an adjusted income of $10,000 or less and pay more than 25 percent of their income for rent and utilities.

In such cases, tenants will continue to pay 25 percent of their income, but FmHA will pay all costs above this level.

Although there are restrictions on the number of tenants in a building who can receive the supplement, all elderly tenants, who meet the above criteria, can qualify.

TO APPLY for these funds owners or managers of the building should contact the county FmHA supervisor. All applications will be considered on a first-come, first-served basis. FmHA state directors are authorized to approve applications.

Richmond County Commissioner Edward McIntyre is shown with the county's new rolling tagmobile.

OFFICE ON WHEELS

Idea for Tag Purchase

RICHMOND COUNTY, Ga.—The annual ritual of renewing automobile tags has been made much easier for Richmond County citizens. This year residents can buy their tag decals from a mobile unit as well as three other satellite branches around the county.

The "tagmobile"—the first of its kind in the state— is a 25-foot-long bus which was loaned to the county by a local bank and repainted by inmates of the Richmond County Correctional Institute.

The tagmobile makes scheduled stops in two areas and at schools, hospitals and industrial plants, explained Jerry Saul, Richmond County tax commissioner. He said the unit's staff includes typists to help vehicle owners fill out the forms needed to pay taxes and purchase decals.

"Most people don't like to waste a day standing in long lines to buy tag decals and pay their taxes," Saul said. "We've fixed things so they won't have to."

Dedication ceremonies for the tagmobile were held in December and drew interest from officials around the state, including Gov. George Busbee.

Busbee wrote Saul that state officials are keeping a sharp eye on the tagmobile experiment, and, if it proves sucessful, similar operations could be started in other Georgia counties.

NACo/Council of Intergovernmental Coordinators (CIC)
First Annual Eastern Federal Aid Briefing Conference
Rivermont Holiday Inn
Shelby County
Memphis, Tennessee
April 26-28, 1978

Featuring workshops and speakers on federal aid reform, urban policy, future of LEAA funding, legislative update, rural programs, CETA reauthorization, transportation, community development, arts and humanities, older Americans, energy programs and others.

April 25—CIC Training Program Day

One-day **"Crash Training Course"** for new grant coordinators. Taught by "senior" grant coordinators in county governments. Registration on first come, first served basis. Class size is limited. Additional registration charge of $10.

All trainees must register for the conference as well. **You must receive written confirmation of your participation in class.** Only NACo member county participants will be accepted for the training program.

For more information, contact Linda Church, CIC staff liaison, 202/785-9577.

Conference Registration (Make checks payable to NACo)

State ____________ County ____________

Delegate Name ____________
First ____________ Last ____________

Title ____________

Mailing Address ____________
City ____________ State ____________ Zip ____________

Hotel ____________

Phone ____________
(Area Code) Number

Registration Fees

Member $70.00 ____________

Non-member $100.00 ____________

Training Course $10.00 ____________

Trainees must register for both conference and training course

(A check, money order, or county voucher must accompany your registration)

Your Registration must be received by April 11.

Send Conference Registration Form To:

Ms. Claudette Wilson
Associate Director
Shelby County Intergovernmental Coordination Department
160 North Main Street, Suite 946
Memphis, Tennessee 38103

Hotel Reservation Form

NACo/CIC Hotel Reservation Form
April 26-28, 1978
Federal Aid Briefing
Holiday Inn Rivermont

Please make the following reservation:

Single at $24/night ____________
Double at $30/night ____________
Guaranteed ____________

Please print

Organization ____________

Name ____________ Phone( ) ____________

Address ____________

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Date of Meeting ____________ Arrival Date ____________ AM ____ PM ____ Departure Date ____________

Send Reservation Form To: Holiday Inn Rivermont
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Memphis, Tenn. 38103
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VOLUNTARY CONTAINMENT

Panel on Hospital Costs Selects Pitts

WASHINGTON, D.C.—Milwaukee County (Wis.) Supervisor Terrance Pitts has been invited to serve on the National Steering Committee of the Voluntary (hospital) Cost Containment Program by Alex McMahon, president, the American Hospital Association (AHA).

The overall goal of the program is to demonstrate that voluntary efforts to hold down rising hospital costs can work. Pitts will lend his expertise to the committee gained as chairman of Milwaukee County's Health and Hospital Commission and as chairman of NACo's Health and Education Policy Steering Committee.

The Administration last year introduced legislation to control skyrocketing hospital costs by limiting the amount of revenue that may be received to 9 percent a year. NACo supported this approach to the problem of rising costs.

The private sector, represented by the AHA, the American Medical Association (AMA) and the Federation of American Hospitals (FAH), has come up with an alternative to the President's plan.

Last November, the groups formed a national steering committee to oversee a voluntary hospital cost containment program.

The steering committee, made up of hospital representatives, physicians, insurance carriers, consumers, health suppliers and manufacturers, and business, has developed a 15-point program for implementation by similar state-level voluntary cost containment committees which are being organized by state hospital associations and state medical societies.

The 15-point program covers the key factors in health care cost inflation, with a focus on voluntary efforts to reduce the rate of increase in hospital expenditures, to reduce new capital investment spending levels, to hold the line on the existing stock of hospital beds, to improve productivity, and to further tighten utilization controls within the hospital, explained a steering committee member.

Counties are interested in proposals to hold down hospital costs because they are major providers of health care and operate over 10 percent of hospitals around the country.

Other members of the steering committee are: Samuel Tibbitts, chairman of the American Hospital Association and president of the Lutheran Hospital Society of Southern California; Robert B. Hunter, M.D., the American Medical Association's chairman of the board of trustees and a general practitioner from Sedro Wooley, Wash.; Andrew W. Miller, president-elect of the Federation of American Hospitals and senior vice president of the Hospital Corporation of America; Robert Froehlke, president, Health Insurance Association of America; Harold Buzzell, president, Health Industry Manufacturers Association; Walter McNerney, president, Blue Cross/Blue Shield Association; Mrs. Virginia Knauer, former presidential special assistant on consumer affairs and president, Virginia Knauer and Associates, consumer consultants; and C.S. Tsorvas, General Electric Corporation's consultant for Insurance Plans and Corporate Employee Relations, who represents the U.S. Chamber of Commerce.

Pitts

Countercyclical Aid Budget Target Asked

WASHINGTON, D.C.—The Senate Finance Committee has recommended a budget level of $1.04 billion for the countercyclical antirecession program for fiscal '79. The budget target is in line with the Administration's proposals and would be sufficient in light of current unemployment rates and the one-year time span of the program.

The current countercyclical assistance program will run through Sept. 30. New legislation is required to continue the program for fiscal '79.

Assistance is now provided to counties with unemployment over 4.5 percent. When nationwide unemployment is over 6 percent, $125 million becomes available for distribution. This amount increases by $30 million for each 1/10 of a percent of nationwide unemployment over 6 percent.

The countercyclical program was originally authorized by Title II of the Public Works Employment Act of 1976. It was extended by the Intergovernmental Antirecession Act of 1977. The initial round was funded at $1.25 billion for five quarters through June 1977. The extension continued the program at $2.25 billion also for five quarters through September 1978.

The Administration, which proposes a one-year extension, will send a more detailed request to Congress shortly. Important considerations will focus on extending the current program, the possible targeting of funds, or linking the assistance to the revenue sharing program.

Payments are currently made to 1,750 counties. NACo supports enactment of a permanent countercyclical program to provide fiscal assistance to counties, cities, and states during times of recession and high unemployment.

EMPHASIZE RURAL DEVELOPMENT

Bill Would Change Ag Dept.

WASHINGTON, D.C.—Reps. Richard Nolan (D-Minn.) and Charles Grassley (R-Iowa) have introduced the Rural Development Policy Act of 1978 (H.R. 10885) which is designed to strengthen the rural development functions and responsibilities of the assistant secretary for rural development within a restructured Department of Agriculture and Rural Development.

THE BILL provides for:

- Establishment of a Federal Rural Development Council composed of cabinet level members to assist the Secretary in coordinating and developing a nationwide program for rural development;
- Creation of the Farm and Rural Development Administration by combining the Farmers Home Administration (FmHA) and the Rural Development Service (RDS);
- Changing the name of the U.S. Department of Agriculture to the Department of Agriculture and Rural Development;
- Creation of a new undersecretary of agriculture for rural development; and
- Increased authorization for the rural development planning grants from $10 million to $50 million.

The House Agriculture subcommittee on family farms, rural development, and special studies will conduct hearings on the proposed legislation this week. Nolan is chairman of the subcommittee and Grassley is ranking minority member. The subcommittee will consider this bill along with the Rural Community Development Act, H.R. 9983, also sponsored by the congressmen.

Nolan stated, H.R. 10885 "will give the new department tools to coordinate a rural development strategy designed to reduce rural poverty, maximize rural business and employment opportunities, improve rural health care and educational opportunities, improve rural housing, community services and facilities, and strengthen the family farm system."

According to Grassley, "the thrust of the bill is to put the federal government in better touch with the rural people it is supposed to serve ... to establish both a process and a vehicle for meeting the needs of local rural communities."

ALONG WITH department restructuring, Section 2 of the bill establishes a Federal Rural Development Council to assist the secretary in coordinating a nationwide rural development strategy. The activities of such a council were originally conceived by the Rural Development Act of 1972. The act mandated the secretary to assume "responsibility for coordinating a nationwide rural development program" utilizing the services of all federal agencies and departments. However, the act did not provide the secretary with a vehicle in which to accomplish this task.

Under the proposed legislation, the Rural Development Council would be permanently chaired by the Secretary and be composed of cabinet members and administrators of major independent agencies involved with rural development. It would identify and seek to fill unmet needs in rural areas and to develop a comprehensive economic development strategy for rural America.

THE LEGISLATION also provides for increases in the rural development planning grants authorized by Section 111 of the Rural Development Act of 1972. Originally authorized at a level of $10 million a year, the new bill would increase this to $50 million. It further provides for the use of "not more than 10 percent of the funds" appropriated to support the activities of the Federal Rural Development Council.

The rural planning grant program was unfunded prior to the current fiscal year. For fiscal '78, $5 million is available for rural planning grants.

Rural Health Conference Features Jail Workshop

DENVER, Colo.—A panel session on "Upgrading Medical Care in Jails" will be presented at the 31st National Conference on Rural Health to be held here April 5-7. The theme of the conference is "Building Local Alliances for Rural Health."

The jail health workshop is being conducted by the American Medical Association's Program to Improve Health Care in Jails. The AMA program is funded through a grant from the Law Enforcement Assistance Administration to develop health care standards in correctional facilities.

Moderating the panel will be program director Joseph R. Rowan. The panelists include Dr. Rory M. Laughery, chairman of the Washington State Medical Association Jail Project Advisory Committee; Gregory Miller, director of the Washington Project; and Ray Gordon, medical liaison officer of the Whatcom County Jail.

The state of Washington was one of six states selected for the pilot project and the Whatcom County Jail is one of 17 nationwide to have been accredited by the AMA for its jail medical program.

The panel will be conducted Friday, April 7 from 8-9:45 a.m. It provides an opportunity for health care providers and criminal justice professionals to discuss matters pertaining to health care in local jails.

Other topics will be presented at the conference, including health planning, grantsmanship, rural health care facilities, etc. For further information, contact: Joe Rowan, American Medical Association, 535 North Dearborn St., Chicago, Ill. 60610, 312/751-6000.

Matter and Measure

Blake Livingston, St. Clair County (Ala.) engineer, will assume the duties of NACE 1st vice president. He will fill the vacancy created by the resignation of James T. Pott. Blake has the qualifications and background to add considerable insight and assistance to NACE. He has been a Southeast region vice president, was instrumental in organizing the Mississippi and North Carolina associations of county engineers, and has served as moderator for project workshops.

We certainly look forward to working with Blake.

—Milton L. Johnson, P.E.
NACE President

COURSE ON WRITING HIGHWAY CONSTRUCTION SPECIFICATIONS

The Federal Highway Administration (FHWA), through the National Highway Institute (NHI) and the Construction and Maintenance Division, Office of Highway Operations, will sponsor a 4½-day course on the principles of writing highway construction specifications. Courses will be held at Olympia, Wash. on April 10-14; and Albuquerque, N.M. April 24-28.

The course is designed for state, federal, and local highway personnel engaged in the preparation and review of highway construction specifications. State and local agencies should submit nominees through the local FHWA division office of NHI. The Construction and Maintenance Division, in cooperation with the host agency, will determine the participants. Preference will be given to individuals actually engaged in the writing of specifications. There is no tuition charge, but each participant or his agency is responsible for travel and per diem costs.

The course is designated A3401 in the FHWA Course Catalog dated March 16. For additional information contact Wesley Baker, FHWA Construction and Maintenance Divison, 202/426-0355, or Jim Robinson, NHI contact, 202/426-9141.

TRANSIT MALL PROJECT REPORTS AVAILABLE

The Department of Transportation (DOT) has published a report on several current federally funded transit mall projects. A transit mall is a street which has been improved for pedestrian use, but retains a roadway reserved for transit vehicles integrated with a citywide regional transit system. Access for automobiles on a mall is usually denied or strictly limited.

The report, developed by the Urban Mass Transportation Administration, contains site descriptions before and after construction, design characteristics, general traffic, transit and pedestrian use features and, where available, results of the transportation service and the mall's economic impact.

Limited single copies of the report can be obtained from the UMTA Office of Public Affairs, 400 Seventh St., S.W., Washington, D.C. 20590, 202/426-4043.

HIGHWAY COST PROJECTIONS

The Department of Transportation (DOT) projects that nationwide, federal, state and local government highway income will total almost $35 billion for 1978. As a result, the Federal Highway Administration (FHWA) estimates that 1978 receipts will be about 4 percent more than the $33.3 billion collected in 1977.

This year highway users will pay almost $7 billion or 20 percent of the total national highway income into the federal Highway Trust Fund. Another $14.9 billion or 43 percent of the total will go to state and local governments in taxes and fees paid by highway users.

FHWA expects that in 1978 state and local governments will spend more than $33.5 billion, including nearly $16 billion in capital outlay, on building, operating and maintaining the nation's highways. Maintenance costs alone are projected to reach $9.2 billion, and the remainder will be spent on highway administration, research, law enforcement, safety, and debt services in state and local highway obligations.

FHWA estimates that state and local governments will receive around $7.9 billion for road work they perform under the Federal-Aid Highway Program. In addition, local governments are expected to increase the amount spent on highways from federal revenue sharing funds. FHWA estimates that local governments will spend about $750 million from revenue sharing on highways.

POLITICS, PANELS AND A PRESENTATI

Legislative Conference Capsules

Terry Pitts, NACo Health and Education Steering Committee chairman, fields a question at the committee's meeting (above). At left, Liz Hair, chairman of the NACo Taxation and Finance Steering Committee, asks a question during the committee's meeting.

NACo Rural Affairs Committee met to discuss issues of concern to rural counties. From left to right: Chairman Cal Black, commissioner, San Juan County, Utah; Vice Chairman Ray Nelson, commissioner, Republic County, Kan.; and NACo staff liaison Elliott Alman.

NACo Immediate Past President Dan Lynch, commissioner, Douglas County, Neb. (left); Imm iate Past President of the National Association of County Civil Attorneys and special coun Essex County, N.J., Francis Patrick McQuade talk with Jack Watson, President Carter's assist for intergovernmental affairs, at the conference reception.

A highlight of the NACo Board meeting was the presentation of a Resolution of Appreciation to NACo Board member Henry Lasher, commissioner from Lawrence County, S.D. Bill Beach, NACo president (far left), presented the resolution for Lasher's outstanding contributions to county government. Pictured in the presentation ceremony from left are: Beach; James Melgaard, president of the South Dakota County Commissioners Association; Herbert Cowhick, commissioner from Faulk County, S.D.; Lasher; Mrs. Henry Lasher; Delphine Janusz, chairman of the Brown (S.D.) Board of County Commissioners; Bernard F. Hillenbrand, NACo executive director; and Neal Strand, executive director of the South Dakota Association of County Commissioners.

California conference delegates, including Sacramento County Supervis Sandra Smoley, met with Sen. S.I. Hayakawa (R-Calif.)