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COUNTY NEWS

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

NACo

Vol. 11, No. 12 March 26, 1979 Washington, D.C.

A New Threat to Revenue Sharing

he chairman of the House Bud- Committee, Rep. Robert N. imo (D-Conn.), indicated last week t his panel will go along with sident Carter's proposed $29 bil- fiscal '80 budget deficit. But he told reporters that because of outlays committed for the Mid- East peace package and higher rgy costs, Congress would be look- for other programs to cut.

iaimo listed as likely candidates extra cuts the $6.9 billion general enue sharing program, other aid grams to states and local governments and federally financed jobs programs.

A spokesman for the committee said that the chairman was not expressing his personal opinion, but rather was "reporting his assessment of areas to cut currently being talked about in Congress."

Giaimo remarks were made as a prelude to Budget Committee hearings which begins early next month. Under the congressional budget process, the committee must make formal recommendations by April 15 so that the House and Senate can approve specific spending and revenue targets by May 15. Congress has another chance in September to revise its preliminary ceilings.

The chairman's comments are another indication of the vulnerability of the general revenue sharing program. In earlier discussions, the program was viewed as a possible candidate for cuts in order to reduce federal spending. Sen. Lloyd Bentsen (D-Texas) has submitted legislation to eliminate states from the current program which expires in September 1980. It now appears that general revenue sharing is being viewed as a source for reallocating spending to other areas, notably to support the Middle East peace commitments.

IN A RELATED development, the Advisory Commission on Intergovernmental Relations (ACIR), in a draft report, reaffirmed its support for general revenue sharing and urged reenactment.

The report deals with both successes and criticisms of the program and makes a supportive case for retaining flexible, unrestricted aid to states and local governments—as embodied in the general revenue sharing program.

Recognizing the fiscal environment of the country, the austerity of the federal budget, and the public mood toward less government spending, the report recommends that the federal government look at consolidation of the 492 categorical grant-in-aid programs, reduction of regulations and the appropriateness of certain aid programs for the federal level.

Among other things, the draft report recognizes:

- The low administrative costs for administering general revenue sharing;
- The flexibility of the program, especially as it relates to the costs of uncompensated federally mandated programs;
- That a move to eliminate states from the program could result in reduced aid to local governments, the level of government least able to bear fiscal burdens.

ACIR is a national, permanent commission established by the Congress to monitor intergovernmental relations and make recommendations for change. NACo representatives are William O. Beach of Montgomery County, Tenn.; Lynn G. Cutler, of Black Hawk County, Iowa and Doris Dealaman of Somerset County, N.J.

ACIR members were expected to meet March 23-24 to review the draft report on general revenue sharing and to discuss citizen participation and federal grant formulas.

Revenue Sharing Case Reversal

The U.S. Court of Appeals for the Fifth Circuit has reaffirmed the "no strings" approach to the use of revenue sharing funds by reversing the decision in *Goolsby v. Blumenthal*. The court, overturning its previous holding, ruled that the funding of a project with general revenue sharing funds does not require the payment of relocation assistance under the Uniform Relocation and Real Property Acquisition Policies Act of 1970 (URA).

NACo had joined with other organizations representing local and state governments to submit a friend of the court brief in the case. The decision is significant because there are approximately 35 other federal statutes which place requirements on federally funded projects.

The court relied extensively on the legislative history of the Revenue Sharing Act to adopt the "no strings" approach and, in essence, to decide that only those federal programs specifically enumerated in the act (such as the nondiscrimination and Davis-Bacon provisions) would apply.

The Fifth Circuit, where the decision applies, includes the states of Alabama, Florida, Georgia, Louisiana, Mississippi, Texas and the Canal Zone.

PSE Survives Recision Attempt; Youth Jobs Still Under Scrutiny

The CETA countercyclical public service employment (PSE-Title VI) program survived an attempt to reduce the program by 100,000 jobs and rescind budget authority by $465 million ($121 million in outlays) for fiscal '79. In a 13 to 11 vote, the Senate Appropriations Committee last week defeated the recision amendment which would have been added to H.R. 2439, a recision bill for fiscal '79 funds. (See page 4 for vote.)

In proposing the amendment, Sen. Lawton Chiles (D-Fla.) charged that the Labor Department (DOL) has not monitored CETA correctly, and that it is not working hard enough to root out fraud. His proposal, he said, would force DOL to carry out congressional policy as stated in the CETA reauthorization.

H.R. 2439, the fiscal '79 recision bill, passed the Senate without amendments being offered to cut public service jobs. Sen. Chiles was out of town when the bill was brought to the Senate floor.

Under the continuing resolution, Title VI PSE was to be cut by 100,000 jobs. Late last summer, DOL told Congress that there were 725,000 participants enrolled in the PSE program; the cut would have reduced enrollment to 625,000 by October 1979. DOL later found out, however, that PSE enrollment had already dropped to 608,000, and that by December, it was down to 517,000.

DOL's position is that 100,000 Title VI participants have already been dropped through attrition, so enrollment should remain at its present level until the end of fiscal '79. Title II, Part D should be built up to full strength—267,000 enrollees—by the end of fiscal '79, according to DOL. Chiles wanted DOL to reduce Title VI enrollment through attrition from the present level of 367,000 to 259,000.

In support of Chiles, Sen. J. Bennett Johnston (D-La.) said that it is "time to get out of countercyclical PSE . If we cut (the budget) somewhere," he added, "this is the place to start."

SUMMER YOUTH PROGRAM

The appropriations committee report on the recision bill will state that the committee "will consider drastically cutting the financial support" of the summer youth employment program (SYEP) if its "dire management problems" continue.

The committee agreed to a compromise between two statements prepared by Sens. Chiles and Thomas Eagleton (D-Mo.).

The compromise statement refers to the General Accounting Office report that criticized the program and calls for "strong action to reform the program." It suggests that DOL strengthen the supervision and monitoring of the program and eliminate inadequate worksites.

See PSE, page 4

NFORCEMENT TO BE COSTLY

Working Out Energy Role with DOE

he role of counties in implement- any of the Administration's man- tory conservation proposals was scussed last week in a meeting with icials of the Department of Energy OE), including Hazel Rollins, dep- y administrator of DOE's Econ- ic Regulatory Administration.

Earlier Rollins had briefed NACo's vironment and Energy Steering mmittee on the three proposed ndatory conservation plans and e proposed standby gasoline ra- ning plan. The conservation meas- es include prohibitions on weekend es of gasoline, restrictions on tem- rature levels in nonresidential build- gs, and limitations on advertising hting except during hours of oper- on. The gasoline rationing plan ovides for coupons to be issued to lividuals based on automobile reg- ration, and calls for a national ve- le registration system to guard ainst duplicate allotments. Con- essional action on these plans is ex- cted by the end of April.

OLUNTARY CONSERVATION

Up to this point, DOE has been ing to persuade the public to con- ve energy through voluntary meas- es such as altering thermostats, rpooling, and elimination of discre- nary driving. However, these meas- es have yet to be effective, and erage daily consumption of oil in e United States has climbed to 21 rrels.

If demand continues to grow and e expected deficit of from 500,000 800,000 barrels per day develops because of the slowdown in Iranian production, President Carter may decide to institute other measures, including requirements that some industries switch from fuel oil to natural gas; channeling power away from those areas with excess energy to those with a deficit; and making temporary upward adjustments in standards for clean air which would allow burning of high-sulphur residual oil and coal.

Though controversial, Rollins stated that the temporary lifting of environmental standards would result in less economic disruption than would some of the other proposals under discussion.

The President is expected to announce his new energy plans late this week.

COUNTY ROLE

Counties will have an important role to play if any of the Administration's proposed mandatory energy conservation plans are implemented, noted Rollins. She said that although DOE had yet to consider fully the specific elements of the plans which would necessitate local action, "it is clear that state and local governments will have to take on some enforcement of the plans."

Also, Rollins agreed with steering committee members that costs associated with any local implementation should be recoverable through some form of federal assistance. "DOE doesn't expect something for nothing," she noted.

In last week's meeting, Rollins and other DOE spokespersons met with representatives of the NACo Energy Project and other public interest groups to discuss DOE's current thinking on the proposed contingency plans, and to provide the public interest groups with an opportunity to comment on the proposed measures.

At present, DOE is examining the plans to determine their flexibility, the fiscal resources necessary to implement and enforce them, and how best to establish lines of communication among those parties who will be managing the operation of the plans.

COUNTY ENERGY ROLE—Hazel Rollins, right, deputy administrator of DOE's Economic Regulatory Administration, discusses the Administration's energy proposals with Richard Manning, commissioner, Wayne County, Mich., NACo's chairman for urban environment, at a meeting of the Environment and Energy Steering Committee.

NACO CONCERNS

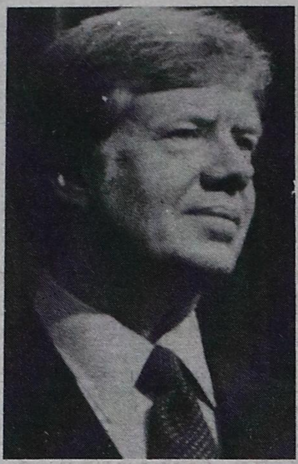
NACo representatives expressed concern over the costs of enforcing the contingency plans, and the amount of staff time that would be required for implementation. In addition, the public interest group representatives questioned why local

See NACo, page 4

How You Can Fight Inflation

Carter Calls on Counties

To help counties combat inflation and keep NACo's promise of support in the President's efforts, *County News* will from time to time provide information on steps counties can take to cut back on the costs of administering and delivering services. These suggestions are reprinted from *An Intergovernmental Partnership: The Federal, State and Local Anti-Inflation Program.* Let us know if you put these suggestions to work.



Combating inflation is our most important domestic national challenge. High inflation continues to sap our economic strength, and weaken the bonds that hold our society together.

I have launched a vigorous effort to control inflation, and the federal government is taking important steps to check the upward spiral of wages and prices. But the federal government alone cannot do this job. Every American and every level of government must participate. We must all exercise restraint.

You and the governments that you represent are critical to the anti-inflation effort. You are closest to the people, and provide services that meet their daily needs. And decisions you make may very well determine whether in the end we, as a nation, can succeed in our fight against inflation.

The state and local anti-inflation program that we have developed is modeled in part on initiatives some of you have already taken. It has two components—a wide rage of actions that you can take, and new federal efforts to streamline the federal grant-in-aid system. Neither will be easy to accomplish. But together—in this partnership—we can and will pursue both.

I urge you to give this program your highest priority.

—Jimmy Carter

Here is a list of actions that local officials may consider as they review their regulatory programs and policies. Suggested actions are in the following areas:

- Housing
- Health care
- Licensing requirements and advertising restrictions
- Environmental and health and safety restrictions
- Public utility and public transportation regulation

It must be understood that the specific actions are listed for the purpose of serving as a guide for local officials to help them identify the kinds of anti-inflation actions that their governments can take. Undoubtedly, many of the actions listed will be inappropriate or unnecessary. As a result, local officials should take into account the anti-inflation payoff each item may have in their jurisdictions.

HOUSING

- Improve long- and short-term planning, so that sewer capacity is not exceeded, resulting in moratoriums on new hookups and costly catch-up construction. Where new capacity needs are identified, plans should be made to build simultaneously with other development work like road-building, so duplicative costs are avoided.
- Review requirements for developers to build roads, sewers, sidewalks, etc., to be certain that they are not unnecessarily onerous.
- Simplify the steps a developer must take to receive permission to build; eliminate duplicate reviews, minimize administrative costs, and limit the delay required to attain desired goals in planning, safety, and environment.
- Adopt one of the principal model building codes and keep it updated and unmodified by the local jurisdiction.
- Review zoning ordinances, paying particular attention to the effect lot-size and/or housing-size restrictions have in reducing the flow of newly constructed moderately priced housing.
- Improve the administration of local building and housing codes by training, certifying and licensing code administrators, inspectors and technicians.
- Review and modify rehabilitation codes to facilitate renovation work by homeowners as well as by professionals.
- Modify state and local regulations to allow rapid review and approval of new technology, methods and materials, and to permit reciprocal approvals among jurisdictions with such procedures.
- Adopt more efficient land title and property title record systems.
- Promote competition among real estate firms, settlement attorneys, and title insurance companies.
- Review the administration of state labor laws patterned after the Davis-Bacon Act to assure that wage-rate determinations properly reflect prevailing wages, just as the Federal government is doing.
- Encourage policies that share capital costs of public facilities throughout the total community.

HEALTH CARE

- Encourage state insurance commissioners to urge health insurers to contain claims cost increases. Insurers could be encouraged to modify payment policies that have contributed to inflation in medical costs, such as the "usual customary and reasonable" approach to paying for physicians' services.
- Allow or encourage pharmacists to substitute generic prescription drugs for more expensive brand name drugs.
- Consider the development of hospital rate review mechanisms, which could review and approve hospital rates and budgets.
- Encourage the development of Health Maintenance Organizations.
- Encourage hospitals to engage in group purchasing, and sharing of services within the community.
- Strengthen health planning mechanisms to limit wastefully duplicative hospital facilities, and to ensure the availability of less costly facilities for patients who do not require the degree of care provided by hospitals.
- Encourage hospitals and physicians to display prices of commonly sold drugs, eyeglasses and medical supplies and devices.

LICENSING REQUIREMENTS AND ADVERTISING RESTRICTIONS

- Review and revise existing licensing requirements to restrict them to professions where they are clearly needed.
- Consider the inflationary effects of remaining requirements, and eliminate those where costs outweigh gains.
- Examine inconsistent or conflicting requirements among various states or localities, to weed out unnecessary restrictions that favor existing practitioners or those in a particular locality.

ENVIRONMENTAL AND HEALTH AND SAFETY REGULATIONS

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

PUBLIC UTILITY AND PUBLIC TRANSPORTATION REGULATION

- Apply the voluntary pay and price standards in setting rates or approving changes.
- Consider the possibility of eliminating or revising automatic cost pass-through provisions (such as fuel adjustment clauses) in order to increase incentives to minimize costs.
- Adopt rate schemes (such as time-of-day pricing, charges for Directory Assistance, metering of water usage, and timing of local telephone calls) that relate charges more closely to the varying costs of different kinds of service.
- Where feasible and practical, require ultimate consumers of energy to pay its cost: for example, by forbidding rent-inclusion of utility services, and permitting sub-metering.
- Work to achieve uniformity in transportation regulations (e.g., weight and length regulations) that now differ from one state to another

RIGHTS COMMISSION HEARING

County/Reservation Conflicts Addressed

Issues of conflict between Indians and non-Indians, and the role of county, state, federal and tribal governments in such conflicts, were the subject of hearings last week before the U.S. Civil Rights Commission in Washington, D.C. NACo President Charlotte Williams and Charles Patterson, NACo Indian Affairs Committee vice chairman, testified.

Williams expressed NACo's concerns about the present intergovernmental relationship between counties and tribal governments. Historically inconsistent federal policies toward Indian reservations and recent moves by Indian tribes on the reservations toward complete self-government have created a local government crisis in many parts of the nation, she said. By failing to spell out tribal jurisdctions, Congress has allowed a situation of conflict to develop in which tribal aspirations and treaty interpretations are pitted against other constitutional principles and rights.

Williams and Patterson discussed NACo's policy on Indian issues, adopted at the Annual Conference last July. The policy recognizes that a situation of conflict has developed, and calls for mutual cooperation in finding solutions.

IN AN ATTEMPT to implement this policy, Williams said, NACo is pursuing a grant, in cooperation with the National Tribal Chairmen's Association (NTCA), to address serious intergovernmental problems now confronting Indian tribes and county governments throughout the country. NACo and NTCA propose a series of three-day workshops to convene Indian leaders and county officials, to identify and to propose solutions to some of these jurisdictional problems, including law enforcement, taxation economic development, land use planning, and health and housing.

Williams noted that both Indians and non-Indians seem to agree on the areas of disagreement, but what is needed is to "lay aside, for the moment, our differences and begin to work together on the common concerns. The most beneficial relationship for both Indian tribes and counties is not one of adversity and challenge, but one of mutual acceptance and cooperation." But to do that, she continued, requires getting to know each other. Working together, face to face, on common concerns can bring that knowledge.

Arthur Flemming, Civil Rights Commission chairman, said he was encouraged that there is dialogue taking place between some of the county and tribal governments and commended those who are investing their time in this type of activity which will pay dividends in the long run.

ALSO TESTIFYING were representatives of a Commission on Tribal-State Relations, a joint effort of the National Conference of State Legislatures and the National Congress of American Indians. This commission, a two-year project begun last year, is looking into existing intergovernmental agreements and will be recommending further areas of cooperation.

Last week's hearings were the last in a series held over an 18-month period. Two hearings were held in Seattle, Wash. on fishing rights, law enforcement and community relations, and one in Rapid City, S.D. on law enforcement and border-town relations.

PLANNING SESSION—County officials attending the most recent meeting of the Mental Health/Mental Retardation Task Force included, from left, Thomas Cooper, commissioner, Newaygo County, Mich.; Ruth Gedwardt, supervisor, Racine County, Wis.; Liane Levetan, commissioner, DeKalb County, Ga.; Tecla Bacon, NACoR staff; Frank Raflo, supervisor, Loudoun County, Va. and Lynn Cutler, supervisor, Black Hawk County, Iowa, committee cochairs; William Knowles, director, Charleston County (S.C.) Department of Social Services; Doris Haar, Office of Developmental Disabilities, HEW; and Rosemary Ahmann, commissioner, Olmsted County, Minn.

TASK FORCE MEETS

Mental Health Bill Outlined

Counties and states are bypassed in significant portions of the Administration's proposed Community Mental Health Systems Act. This assessment came from the representatives of the State Mental Health Program Directors Association (NASMHPD) who addressed the NACo Mental Health/Mental Retardation Task Force at the recent Legislative Conference.

NASMHPD staff described a long history of efforts to promote federal/state/county partnership in community mental health, and said their association is seeking a "mandatory 90 percent pass-through" of federal mental health funds to counties.

Federal community mental health legislation is expected to be introduced in Congress shortly. The most recent draft emphasizes recommendations of the President's Commission on Mental Health. Target populations, as identified by the commission and the proposed legislation, are the chronically mentally ill, youth, women, and minorities. The act is expected to call for continued funding of community mental health centers, plus new funding for planning and targeted services.

Community mental health legislation will go before Sen. Edward Kennedy's health and scientific subcommittee and Rep. Henry Waxman's health subcommittee. Alternative legislation may emerge if objections to the proposed funding system cannot be worked out prior to introduction of the Administration's bill.

Task Force cochairs, Lynn Cutler, supervisor, Black Hawk County, Iowa and Frank Raflo, supervisor, Loudoun County, Va., asked that the task force be kept informed of legislative developments on the county role in community mental health.

MENTAL RETARDATION/ DEVELOPMENTAL DISABILITIES

At the same meeting, the mental retardation/developmental disabilities picture was given "a little bit of hope" by Doris Haar, research head of the Office of Developmental Disabilities, Department of Health, Education and Welfare (HEW). She cited HEW Secretary Joseph Califano's increased awareness of problems in allocating resources for both institutions and community care.

Haar also praised the new functional definition of developmental disabilities in P.L. 95-602, which replaced a list of categories identifying who is developmentally disabled with a description of impairment of functions related to daily living.

On the negative side, Haar listed coordination problems, the removal of Medicaid "maintenance of effort" requirements and difficulties in meeting HUD requirements for 40-year guarantee of program and client support as examples of limits on county efforts to serve retarded and developmentally disabled citizens.

CRIMINAL JUSTICE RESOLUTION

A resolution to get the mentally ill and retarded out of local jails was presented by Rosemary Ahmann, commissioner, Olmsted County, Minn., and endorsed unanimously by the task force. The resolution was then approved by NACo's Criminal Justice and Public Safety Steering Committee and will be referred to the NACo Board of Directors.

In other action, the task force approved proposed changes in the *American County Platform* to reflect county interests in providing community mental health and retardation services. These statements will now go to the Health and Education and the Welfare and Social Services Steering Committees for endorsement prior to NACo's annual conference.

The Mental Health/Mental Retardation Task Force was formed early this year to review county concerns in providing community services to the mentally handicapped.

Questions and comments regarding mental health/mental retardation activities should be directed to Tony McCann, Director, Health Resources Program, NACo.

Aging Affiliate Gets Board OK

By a unanimous vote, NACo's Board of Directors has accepted and endorsed the formation of a NACo affiliate for county aging programs.

The resolution was offered by NACo Fourth Vice President J. Richard Conder of Richmond County, N.C. and seconded by Doris Dealaman, chosen freeholder, Somerset County, N.J.

Prior to the board's vote, Commissioner Frank Jungas of Cottonwood County, Minn. reported that NACo's Welfare and Social Services Steering Committee had unanimously endorsed a resolution recommending positive action. Jungas is chairman of the steering committee.

The board's vote, which was taken at the Legislative Conference in Washington, D.C. will be presented to the entire membership for ratification at NACo's Annual Conference in Kansas City, Mo. July 14-18.

The one-sided vote came after nearly two years of effort by both elected county officials and aging program administrators to establish a NACo aging program affiliate.

Currently NACo has 17 affiliates. The oldest is the National Association of County Engineers; the newest is the National Association of County Health Facility Administrators. Each affiliate has one representative on NACo's Board of Directors, advises the board on policy, and provides a forum for discussion on issues in a given area.

Nancy van Vuuren, director of Adult Services in Allegheny County, Pa., and president of the proposed affiliate, explained to board members that "a network of state contact persons has been established in 42 of the 50 states. A number of organizational meetings have been held. Bylaws were adopted one year ago, and officers were elected at the first annual meeting held during NACo's Annual Conference in Atlanta last July."

Van Vuuren emphasized that membership in the organization is open not only to aging program administrators but to county elected officials.

"Elected officials have played a major role in the formation, direction, and operation of the proposed affiliate," she said. "For example 10 of 19 members of our board are elected officials."

The bylaws of the organization require that, if the affiliate is approved, its representative on NACo's board will be an elected official.

To become a member of the proposed affiliate, aging program administrators must be designated by the elected officials from a county (that is a member of NACo) as the official aging program administrator for the county.

THE PURPOSE OF the proposed affiliate is to bring together elected officials, aging program administrators, and older people to develop and implement national policy to establish an effective county-based aging service program.

In a statement before the board, Hyrum C. Toone, director of the Utah County Agency on Aging, emphasized the debt that counties owe to older people who have contributed so much to this nation's institutions.

Katie Dusenberry, supervisor, Pima County, Ariz., outlined the advantages of the affiliate to her, as an elected county official.

For more information about the proposed affiliate contact Nancy van Vuuren, Director of Adult Services, 429 Forbes Ave., Room 1706, Pittsburgh, Pa.

—Phil Jones, NACoR

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EDITOR: Bernard Hillenbrand
MANAGING EDITOR: Christine Gresock
PRODUCTION MANAGER: Michael Breeding
GRAPHICS: Karen Eldridge, Robert Redding, and Deborah Salzer.
ASSISTANT EDITOR: Joan Amico
PHOTOGRAPHER: Lee LaPrell
CIRCULATION COORDINATOR: G. Marie Reid
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Federal Aid Available for Rural Health

SAN ANTONIO, Texas—Counties can play a major role in "recognizing and doing something about the needs of their citizens for personal health services" according to Pete Mirelez, Adams County (Colo.) commissioner and chairman of the NACo workshop on rural health services held in San Antonio on March 5.

Twenty representatives from 11 counties had an opportunity to hear and question federal officials and program directors from rural health service organizations which have received federal assistance under the Rural Health Initiative

During his address to the workshop, Dr. Dana Copp, chief of the Health Services Department Cluster for Region VI, said that we must "identify medically underserved areas (MUAs) and initiate contact with them to determine the interest, needs and resources of the MUA, often a rural county.

"We called this positive programming," he noted.

High priority rural counties in Arkansas, Louisiana, Oklahoma and Texas were identified and invited to the workshop entitled "County/Federal Partnership in Health Care" to learn about federal programs that could assist them in developing and operating primary health care systems in rural areas. Federal funds are available to establish, expand and coordinate health services and to construct or remodel facilities under a new agreement with the Farmers Home Administration.

For further information on the Rural and Urban Health Initiative write to Tony McCann, Director of Health Services, NACo.

BERNARD F. HILLENBRAND

County outlook

Revenue Sharing Shot at Again

A curious change of congressional attitude seems to be surfacing in the wake of the Middle East peace negotiations which could have a great impact on domestic programs vitally important to counties—general revenue sharing and CETA.

House Budget Committee Chairman Robert Giaimo (D-Conn.) indicated last week that House members are willing to go along with President Carter's $29 billion deficit spending ceiling.

But in order to do so, Rep. Giaimo said, Congress may have to cut domestic social programs further in order to offset new U.S. commitments to Israel and Egypt. These commitments, which could run as high as $5 billion, were not included in the President's original budget proposal.

In remarks prior to budget panel hearings, Rep. Giaimo gave as likely candidates for extra cuts the $6.9 billion general revenue sharing program, other aid to states and counties and federally financed jobs programs. Later a Budget Committee spokesman indicated these were the sentiments being voiced in Congress, rather than the congressman's personal opinion.

Similar sentiments were voiced when NACo testified last week before the Senate's Labor-HEW appropriations subcommittee. We got the impression that the subcommittee members were back to the "guns versus butter" philosophy in deciding spending targets which pits a Middle East peace accord—which we all cherish—against a host of programs to aid the needy like CETA, jobs for youth, Title XX social services, and a variety of health programs.

We think the "either one or the other" philosophy is unfair. NACo has consistently supported the Administration's efforts to curb inflation by keeping down the budget deficit and accepted across-the-board cuts made to the 1980 budget as long as they were fairly distributed and did not unjustly fall on a particular program.

But now that Congress has its hands on the budget, it seems to be leaning toward reallocating funds designated for state and local governments into aid for foreign governments. We strongly question this logic. Outlays for domestic social programs must be weighed against domestic needs at a particular time—not against the defense needs of other countries. By attempting to do the latter, Congress is mixing apples and oranges.

LOBBYING ACT BACK

Incredible New Red Tape?

Another paper work hurricane may be in the making. Congress, under relentless pressure from Common Cause, is having another try at revising the 40-year-old Registration to Lobby Act which failed to pass in the last Congress.

NACo and our sister associations of state and local elected officials already fully disclose our lobby activities in publications like this newspaper (circulation 40,000) which goes directly to the Congress, media and administrative agencies. We successfully argued last year in the Senate that because of this complete disclosure and the fact that federal lobbyists were exempt from the proposed new law that we should be, too.

We are also bolstered by the opinion of federal Judge Gerhart Gesell that requiring agents of elected governors, legislators, mayors and county officials to register may violate the U.S. Constitution.

We publish with permission of the *Washington Post* its March 8 editorial which sets forth the threat posed by this legislation.

"Casting more light on lobbying" sounds like a fine good-government goal. But it's the kind of formulation that members of Congress should be wary of as they try once more to rewrite the lobby-disclosure law. This is one of the fields in which openness—meaning broad, detailed, compulsory disclosure—is not at all synonymous with free, healthy political activity. Congress cannot push lobby-reporting laws very far without intruding on realms of private association and expression that are beyond the proper reach of government.

A good example is the burgeoning field of so-called grass-roots or indirect lobbying—attempts to influence senators and representatives by stirring up mail, phone calls and visits from people back home. Such campaigns have become so commonplace that lawmakers are constantly being bombarded from many sides. They find it quite discomfiting. They are not always sure how much real political force a barrage of postcards represents. And the recent surge in sophisticated grass-roots campaigns by business and single-issue groups has fed suspicions that lobbies with large bankrolls and extensive mailing lists are gaining undue influence on Capitol Hill.

Should groups that organize indirect lobbying have to report on their financing and activities? That would certainly help citizens and officials find out who is behind these campaigns. But consider what such a sweeping law would mean. Every active group with legislative concerns—including trade associations, unions, universities, charitable societies and citizens' groups—would have to report to a federal agency on its meetings, mailings, advertisements and other issue-oriented activities. Anyone suspected of non-compliance would be subject to federal audits, investigations and penalties.

Talk about overregulation! The paperwork would be incredible. Much more ominous is the whole idea that private groups should be compelled to report on perfectly legitimate communications with their own members, supporters and the public at large. The chief advocates of full disclosure say they don't want to interfere with any group. Last year's House debate suggested, however, that some congressmen do see disclosure as a way of embarrassing or burdening interest groups whose lobbying they find bothersome.

So far, enough lawmakers have recognized these and other problems so that no overreaching bill has gotten through. A House judiciary subcommittee is now tackling the subject again. The White House has been seeking compromises, but a coalition of interest groups—ranging across the spectrum from business associations to the Sierra Club—is insisting on a carefully limited bill. Their position may sound self-serving, but it really serves the national interest in free discussion of public affairs.

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NACo Questions DOE on Details of Energy Plans

Continued from page 1

governments were not allowed to develop and to submit their own alternative plans to conserve energy, a privilege which is afforded states under the contingency plans.

Regarding the weekend gasoline prohibition plan, public interest group representatives voiced concern over the question of which gasoline stations would remain open during the weekend to provide emergency gasoline services, and whether or not DOE had the power to require some stations to remain open even if they did not do enough business to cover their expenses.

In addition, it was pointed out that there is no specified channel through which the public can learn which stations are open for emergency services. Furthermore, it is unclear who is to police the service stations to ensure that gasoline is sold only for eligible vehicles.

On the building temperature restriction plan, NACo representatives advised DOE that enforcement of such limitations would be extremely difficult in the thousands of local government buildings across the country. Furthermore, public interest group representatives questioned whether temperature restrictions were to be enforced simply by checking thermostat settings or by actually measuring temperatures throughout buildings which might vary considerably from the thermostat reading.

The NACo Energy Project will continue to meet with DOE representatives to express county concerns on the mandatory energy conservation plans, and on the standby gasoline rationing program. Among the principal areas of concern in these meetings will be administrative costs to local governments, local enforcement requirements, state-local interaction on elements of the plans, state and local equivalent plans, impacts of the plans on some geographic regions and economic sectors of the country, and communication networks between local governments charged with enforcing the plans. For more information contact the NACo Energy Project.

—Don Spangler

PSE Funds Survive Senate

Continued from page 1

The statement specifically calls on DOL, "where feasible, to develop methods to relate (SYEP) to the year-round youth programs by such means as hiring supervisors for a greater part of the year, working with participants on training and skills programs. A new effort to recruit dropouts and maintaining continuity of supervision of all participants in the youth programs. A new effort to recruit dropouts and other hard-to-serve cases should also be initiated. DOL should undertake to conduct on-site reviews to see that work and supervision actually occur," the statement says. The final SYEP final regulations specifically call for some of these actions.

VOTE ON CHILES AMENDMENT

YES (against NACo position)	NO (NACo position)
*Stennis (D-Mass.)	Magnuson (D-Wash.)
*Proxmire (D-Wis.)	Bayh (D-Ind.)
Chiles (D-Fla.)	*Inouye (D-Hawaii)
Johnston (D-La.)	Eagleton (D-Mo.)
*Young (R-N.D.)	Durkin (D-N.H.)
Schweiker (R-Pa.)	Huddleston (D-Ky.)
*Bellmon (R-Okla.)	Burdick (D-N.D.)
McClure (R-Ind.)	*Leahy (D-Vt.)
Laxalt (R-Nev.)	Sasser (D-Tenn.)
Garn (R-Utah)	DeConcini (D-Ariz.)
Schmitt (R-N.M.)	*Bumpers (D-Ark.)
Absent	*Hatfield (R-Ore.)
Byrd (D-W.Va.)	*Mathias (R-Md.)
Hollings (D-S.C.)	
Stevens (R-Ark.)	
Weicker (R-Conn.)	

*By Proxy

Centers Encourage Independence for Elderly

Editor's Note: This is the second in a series of articles profiling Jackson County, Mo., the site of NACo's 44th Annual Conference, July 14-18, and its programs and services.

JACKSON COUNTY, Mo.—Everyone is faced with the thought of getting old. With it come fears of loneliness, inactivity and alienation. The Mid-America Regional Council (MARC) Commission on Aging, chaired by Jackson County Executive Dale Baumgardner, is helping to dispel these fears with programs aimed at helping older members of society maintain their independence.

In the Missouri counties of Jackson, Clay, Platte, Cass and Ray, MARC sponsors programs in homemaking, minor home repair, legal assistance, health, information and referral and crime prevention. Funds for these activities are obtained through the federal Older Americans Act. The commission also funds the operation of 13 senior centers that provide activities for older persons aimed at both socialization and stimulation.

In addition the MARC-sponsored Food, Friends and Fun program provides nutritional meals to over 1,800 people at 21 sites throughout the five county area. For those unable to visit the sites, home delivered meals are prepared. The centers provide companionship, plus valuable educational and volunteer opportunities. Crafts, lectures, dances and health services are also offered. Transportation is available for those unable to get to the centers on their own.

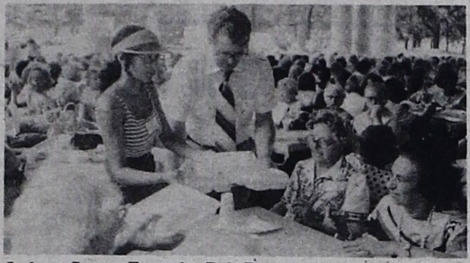
Senior citizens are encouraged to play a key role in their activities by electing a council at each center. Members plan events throughout the year, such as holiday parties, shopping sprees, trips to sports events and craft projects.

As a way of promoting involvement of elderly citizens in consumer affairs, the commission works with the Silver-Haired Legislature, a group of over 200 senior citizens from Missouri elected to serve as delegates at a special legislative session in the chamber of the Missouri General Assembly. Fifteen delegates and two alternates represented the MARC region at the last legislative session. Proposals developed at the session are given to the regular Missouri General Assembly for its consideration. In the past, several proposed bills have become law.

Since late 1977, the commission has also provided jobs to over 50 elderly persons in various community service organizations and is involved in training workshops tailored to the needs of the elderly.

As a footnote, delegates attending NACo's annual conference might be interested in visiting three of the MARC centers located in Kansas City: the Guadalupe Center, Inc. which features a bi-lingual escort program and classes in home repair and crime prevention; Shalom Plaza, an elderly housing complex with a variety of social activities, including a five-day-a-week kosher meal program; and Metropolitan Senior Citizens Center, a newer addition to MARC's list of centers which serves the city's minority community. For more information on aging program activities at the annual conference, contact Mary Brugger Murphy, at NACo.

Participants at one of the Food, Friends and Fun nutrition centers enjoying a noon meal.



Jackson County Executive Dale Baumgardner, chairman of the MARC Commission on Aging, takes part in last year's County Fair held at Swope Park in Kansas, Mo.

A delegate to the Silver-Haired Legislature raises a question from the floor.

Third Urban County Congress

May 24-25 Washington Hilton Hotel

Co-sponsored by: The National Council of Elected County Executives and NACo's Urban Affairs Committee

NACo's Urban County Congress will set its sights on the urban county of the '80s. The vision of a modern, responsive, efficiently run urban county offering a spectrum of services to its citizens can be reality. Learn how you can help build the county of the future.

Purpose: To convey the key role urban counties play in the federal system and why that role must be strengthened.

Who should participate? Urban county elected and appointed officials, federal officials, members of congress and their staffs and the national news media.

Program sessions will focus on the role of urban counties in solving problems and the developments that can be expected in the '80s.

Key issues to be discussed include jobs, housing, community development, energy, transportation, social services, local government modernization and an agenda for the 1980s.

Delegates at NACo's Third Urban County Congress can both preregister for the conference and reserve hotel space by completing this form and returning it to: **NACo Conference Registration Center, 1735 New York Avenue, NW, Washington, DC 20006, Attn. Urban County Congress Coordinator.**

CONFERENCE REGISTRATION

Conference registration fees must accompany this form before hotel reservations will be processed. Enclose check, official county purchase order or equivalent. No conference registration will be made by phone. **Refunds of the registration fee will be made if cancellation is necessary provided that written notice is postmarked no later than May 10, 1979.**

Conference registration fees: **$95 Delegate, $50 Spouse (Make payable to NACo Urban County Congress)**

Name ______ (Last) ______ (First) ______ (Initial)

County ______ Title ______

Address ______

City ______ State ______ Zip ______

Telephone (____) ______

Name of Registered Spouse ______

FOR OFFICE USE ONLY

Check Number ______ Check Amount ______

Date Received ______ Date Postmarked ______

HOTEL RESERVATIONS (Washington Hilton Hotel)

Special conference rates will be guaranteed to all delegates whose reservations are postmarked by April 27, 1979. After that date available housing will be assigned on a first come basis. Delegates must register for the conference in order to receive hotel accommodations in NACo's block of rooms and receive the conference rate.

Indicate preference by circling the type of room (lowest rate available will be reserved unless otherwise requested):

Single $40-$56 Double $54-$70

Note: Suite information from Conference Registration Center 703/471-5761.

Name of Individual ______

Co-occupant if Double ______

***Arrival Date/Time** ______ **Departure Date/Time** ______

Special Hotel Requests ______

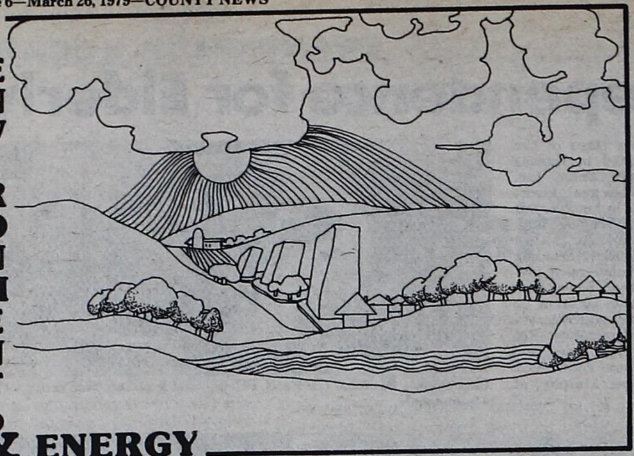
Credit Card Name ______ **Card Number** ______ **Expiration Date** ______

( ) **Check here if you have a housing related disability.**

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

For further housing information call NACo Conference Registration Center: 703/471-6180

ENVIRONMENT & ENERGY



Counties and Clean Water

Small water systems: can they do the job?

Problems of Small Communities

Most communities in Rural County, U.S.A., have a population of less than 1,000. The fire chief is often the police chief and water plant superintendent as well. Of all these duties, the least time is devoted to the water plant. After all, the creek water tastes pretty good, most of the time.

The small amount of revenue from the water system left over after paying operating expenses would not cover anything as major as repairing a pipeline break.

Should the community discover that is water system has not been providing safe drinking water—that a capital expenditure is required to improve the system—it may not be able to raise the money to pay for improvements, afford the ensuing increased water rates, or even find a qualified operator to manage the more sophisticated equipment.

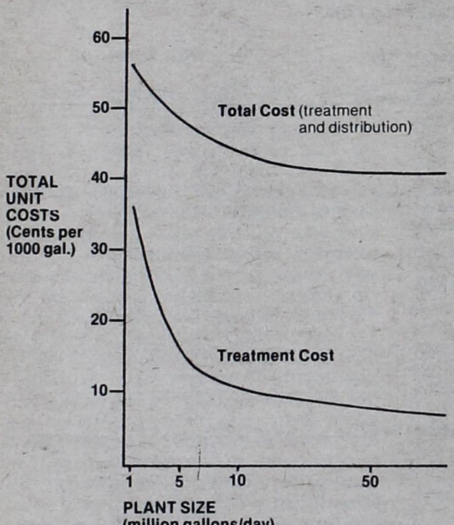
This is a hypothetical community, but the problems are not. Small water systems like this dot suburban and rural counties across the country. Of the 40,000 community water systems in the United States, about 94 percent serve under 10,000 people, and 18 percent serve under 100 people. These systems provide water for about one-fifth of the people using community systems. In some areas, particularly New England, Appalachia and the Pacific Northwest, the percentage of the population served by small water systems may be as high as 90 percent.

In addition, about 200,000 water systems are noncommunity public water systems, which means that they serve transient populations like campers. All of these can be considered small systems.

Small Size is Costly

Small water systems can be fiscally handicapped by the lack of economies of scale. It often costs more per person to supply water because the costs, particularly capital costs, cannot be spread over a large number of customers.

SIZE AND COST FOR WATER SYSTEMS



A system of 1 mdg serves about 10,000 people. This chart shows how dramatically costs can increase as the size of the system decreases.

Source: Robert M. Clark, Municipal Environmental Research Laboratory, USEPA.

The federal Safe Drinking Water Act of 1974 and its regulations establish standards for drinking water, called maximum contaminant levels (MCLs). In setting these levels, the Environmental Protection Agency (EPA) was required to take the costs of compliance into consideration, but, consistent with legislative history, the cost factors for medium and large-sized systems were used. Therefore, improvements needed to meet these health requirements are more of a financial burden to small communities than to larger ones.

Also the communities themselves may be at a financial disadvantage; small communities may experience more difficulty in raising the money to build and operate their water systems. Lack of management expertise or political considerations could lead to inappropriate water rates and revenues too small to cover costs. The capability of small systems to set aside funds for improvements is then limited.

A third problem is that small water system operators may be volunteer or part-time; the opportunities for training are not as available to these operators in isolated communities. Water quality may suffer as a result.

In summary, many small water systems are characterized by higher than average costs, financial and management difficulties and drinking water quality problems.

Regionalization: A Panacea?

In passing the federal legislation, Congress recognized these difficulties, and was especially concerned about eliminating the health hazards associated with poorly run small systems. One of the purposes of designing regulations based on medium and large systems was to encourage consolidation of small water systems. Regionalization was seen as a way of making water service provision more economical.

Applied to water systems, "regionalization" has two very different operational meanings. Most commonly, regionalization can mean the physical interconnection of existing small water systems, or construction of a water system to serve a large area.

Regionalization can also mean centralized or shared management, with no physical interconnection. This could include centralized billing for two or more systems, a pooled store of chemicals, or shared treatment plant operators. The advantage to this approach is that communities can then realize some of the benefits of a larger system, even when interconnection of water lines is impossible.

Countywide Water Systems: Sharing the Pipe

Two winners of 1978 NACo County Achievement Awards overcame technical, financial and political obstacles to establish countywide water systems where small or private systems were unavailable or had become unsafe. These cases demonstrate that county government can take the lead in providing safe drinking water, and have done so with innovative coordination of local, state and federal reources.

Jefferson County, Ala.

Most residents of the county live in urban areas, yet nearly 21,000 people had no reliable, safe source of water in the early 1970s. Legal authority for the county to extend water service for health reasons had long existed, but so had financial barriers. In 1975, the problem was too serious to ignore, so the county commissioners decided to approach the city of Birmingham's Water Works Board (BWWB) about the possibility of extending services to needy areas. The identification of these health problems as priority by the community gave the county the impetus to work out an agreement with BWWB to share expenses on the project.

Federal funding has also been essential to the construction of the countywide water system, and sources include community development block grants, revenue sharing and funds from the Farmers Home Administration. The county has also encouraged other well-managed retail water systems, besides BWWB, to extend services to problem areas.

Where residents could not afford the connection fees, the county has worked to obtain grants and loans for them.

By the spring of 1978 more than 10,000 residents had been supplied, with the ensuing stabilization of housing values.

The county is also taking steps to help prevent any of these problems from arising in the future: the planned water system encourages housing development to occur only in those areas that do have or will soon have a safe public water system or well.

Pulaski County, Va.

People in this Appalachian county had been drawing water from huge caverns underlying the area. Increasing development had led to contamination of this once-pure water, but residents were still drinking it untreated as if it were still clean. Ten years ago the county formed a Public Service Authority, planning a county system that would tap the impounded waters of the New River.

A countywide water system is an expensive proposition in a rural county with low density, and the county was especially concerned about whether people could afford the service. The county social services department, a regional agency for the aging and a regional community action agency worked together to question all residents about housing conditions and level of income. This enabled many to qualify for subsidies for connection fees, and gave citizens a chance to participate in planning the water system. Using the volunteered resources of outside agencies enabled the county to keep administrative costs low.

The Farmers Home Administration helped fund the initial stage of the project, but new sources of assistance were needed to expand. Therefore, a comprehensive ten-project package was designed by the county to juggle the funding requirements of three federal and one state agency.

The countywide water system is now half done; about 72 miles of water transmission lines serve the primarily low-income communities scattered in the farmlands. The county wants to complete the system as long as funds continue to be available.

Development Support Companies: Sharing Expertise

A small minority-run company in eastern Arkansas has characteristics of both a community organization and of a consultant, in assisting small communities with sanitation services. Similar "development and support" organizations, mostly nonprofit, exist in New Mexico and Kentucky.

Although the development support concept does not actually consolidate facilities, it is one device small communities can use to spread the costs of expertise over a larger number of residents.

In Arkansas, the development support organization was an outgrowth of the Lee County Cooperative Clinic, serving a three-county area with a high proportion of rural poor. The clinic realized many of the area's health care problems were traceable to the contamination of shallow wells from septic tanks and privies.

In 1972, the clinic received funding to develop local water/sewer facilities, and local target areas were identified and informally endorsed by county officials. In 1975, the Delta Utility Services Company emerged, serving communities under 2,500 in the Arkansas Delta.

Its wide-ranging services include making arrangements for tests and plans, legal organization of a utility, applications for funding, construction, operation and maintenance assistance. The company encourages communities to use their local resources as much as possible.

The company recently decided to become a profit-making venture. Its owners are mostly young, mostly black and proud of the potential for their company to become a model for minority business and development support companies.

Encouraged by local and state governments, the development support company can provide community-oriented services. In New Mexico, for example, counties have contributed community development money.

Federal streamlining for rural development

In order to finance a water or sewer development project, rural areas and small towns often must use a number of federal funding sources. Local officials then face a bewildering array of application and compliance forms, uncoordinated funding cycles, and differing federal agency priorities and requirements.

Communities may end up waiting too long for project approval, watching local funds shrink as inflation zooms. They may also have to set up complicated planning machinery for keeping the federal funds flowing from varied sources.

An agreement signed recently among several federal agencies involved in rural water and sewer programs may change much of this. The agreement should put the burden of "mix and match" in the federal assistance game more on the federal government itself.

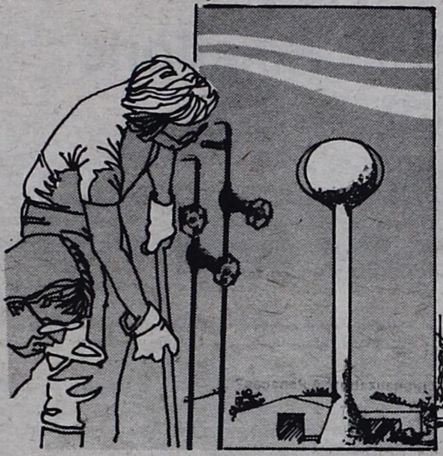
The Environmental Protection Agency, Farmers Home Administration, Department of Housing and Urban Development, Economic Development Administration and the Community Services Administration are the principal funding agencies involved. (EPA funds sewer projects only, HUD funds water and sewer transmission but not treatment plants.)

The Feds Talk to the Feds

- EPA's massive construction grants program is based on a biennial needs survey, which will now be used by FmHA, EDA, HUD and CSA as a joint data base. In future years, these agencies may work with EPA to include their own unique criteria in the assessment.
- Alternative technologies that may cost less to maintain or be simpler to operate will be encouraged by all funding agencies. EPA already offers a 10 percent boost in the federal share of a sewer grant to communities using these technologies.
- The five funding agencies will meet together in each region before the start of each fiscal year, to review new requirements, discuss the status of jointly funded projects and the potential for new jointly funded efforts. Regional agencies will encourage state agencies to do the same. The process will not erase the differences between agency missions but may facilitate the fulfillment of clearly defined national objectives.
- EPA, EDA and FmHA will now be using uniform criteria to determine the financial impact of a proposed water or sewer system on a community. If a project is seen to be beyond a locality's means, the agencies will work with the community to change the design or at least make sure all are aware of the potential long-term costs.

FmHA is also considering substituting these new measures for its existing grant eligibility criteria.

- EPA and FmHA will coordinate on review of wastewater facility plans. Communities under 10,000 people will be asked to contact FmHA for comment. EPA wants to take advantage of FmHA expertise in areas of financial impact and small systems. Presumably, FmHA will use this process to identify communities that may need their assistance, but there is no guarantee of FmHA aid through this review.



Cutting Paperwork for Local Governments

- The interagency agreement will allow A-95 review agencies to conduct only one review per project, no matter how many agencies are involved. Federal agencies will also promote consistency with approved Section 208 (areawide water quality management) plans for wastewater facilities.
- One bugaboo of federal assistance application for local officials has been demonstrating compliance with the National Environmental Policy Act and about 15 other laws, such as the Civil Rights Act, flood insurance policies, relocation law, etc. Now EPA, FmHA, EDA, HUD and CSA will conduct one environmental assessment between them and require demonstration of compliance with other laws only once for rural water and sewer projects.
- A new 20-page manual for rural communities is now available. Entitled *How to Apply for Federal Assistance for Rural Water/Sewer Development*, the pamphlet briefly describes funding requirements and programs so communities can explore potential applicability before they progress too far into planning projects. Distributed initially through regional federal offices, the manual is being reprinted and should soon be available in field offices of the funding agencies.

Pilot Program

In theory, the potential for coordination among federal agencies is endless. In practice, not all measures are time or money savers. Therefore, eight rural states—Iowa, Nebraska, Kansas, Missouri, Oklahoma, Arkansas, Louisiana, and Texas—have been chosen to demonstrate the effectiveness of intensive coordination. For six months, FmHA and EDA in these states will use one application form and a single screening procedure for project selection, which will also identify the potential for use of CETA employees as operators. One agency will be designated lead for any project. A joint preapplication conference will be conducted to ensure the community is getting the best funding deal. HUD and EPA will also be represented if appropriate.

Coordination Takes Time

Obviously, most of these measures will not be put into effect simultaneously. Different timetables for implementation have been agreed upon; working out the details and the effects of coordination may be difficult for federal agencies used to relative autonomy. Repercussions on some of the more controversial initiatives may delay or prevent their implementation.

In the coming months, NACo wants to hear from counties involved in rural water/sewer projects about what these changes, conceived in Washington, mean to local government. Information would be particularly valuable in states covered by the pilot program mentioned above. Contact NACoR Water Project Staff.

Operator training: a new approach

Despite the federal Safe Drinking Water Act, any water system is still only as good as its operator. Small rural water systems have special problems in making sure their operators are properly trained: money, distance and relevance.

The National Rural Water Association is working to bring appropriate training close to home for small rural water systems. Composed of state rural water associations and their members, NRWA's philosophy is to allow rural people to identify and solve their own problems with a minimum of bureaucratic interference. Their training and technical assistance program relies on the people familiar with the problems of that area to provide the help.

Rural nonprofit water systems got their big boost from the Farmers Home Administration when the federal government expanded its role in rural economic development. The result has been a large number of scattered small systems, with ensuing problems.

In 1976, Congress recommended that the Environmental Protection Agency fund a one-year demonstration program in 12 states to help encourage the formation of state rural water associations, and pool experience and management talent. Now in its second year, the national association is composed of state rural water associations from 20 states and serves 4,000 water systems.

Members are mostly nonprofit water districts, but also a number of cities and counties. The training program is available to any organization responsible for the operation of a rural water system.

EPA funding for the program is spread equally among the member states, and the state associations are responsible for developing their own programs. Training is done through a number of day-long workshops throughout the state in accessible locations. Informal presentation, the use of local resources, involvement of the attendees in discussions, problem-solving and hands-on experience create a "peer" environment, and encourage attendance among many who might be suspicious of government programs. Most importantly, the state trainer is available to provide direct assistance to individual system operators as a follow-up to the workshops. Requests for this technical aid are increasing as small systems operators have accepted the training program as relevant.

Perhaps the most important achievement, says John Montgomery, NRWA federal coordinator, has been the grass-roots rural support within member states of the Safe Drinking Water Act.

"With rural water systems given the opportunity to develop their own programs, almost all of the anti-bureaucratic resistance that had occurred has disappeared," he notes.

Montgomery also advises that the money is still available for any state not yet participating that wants to form an association.

As the state operating plan for Louisiana expressed, the objective of this self-help program is to develop an attitude of "care and pride," in the small water system operator.

A new objective of NRWA is to encourage each state legislature to contribute funds to support an on-going state rural water association training and technical assistance program. Four states have already done so, and four more are in the process.

If your county operates a rural water system, or communities in your county are in need of this kind of training for their operators, you may wish to contact R. K. Johnson, P.O. Box 1604, Duncan, Okla. 73533, or John Montgomery, 1776 K Street, Washington, D.C. 20006 for more information.

PROGRAM TO AID FARMERS

Water clean-up grants sought

President Carter included $75 million for the rural clean water program (RCWP) in his 1980 budget proposal. The program is authorized by the 1977 amendments to the Clean Water Act, but received no funding in the first year of its enactment (1979). Although Congress has not yet appropriated funds, the Department of Agriculture will be gearing up to accept grant applications in preparation for funding this October.

Rural land owners will receive financial and technical assistance to install and maintain best management practices (BMPs) aimed at reducing the amount of animal wastes, sediment, pesticides and other agrichemicals reaching rivers and streams. The program is designed to help rural landowners meet areawide water quality management goals as stated in the region's 208 plans. (Section 208 of the water act mandates areawide water quality plans.)

Under the rural clean water program, 30 to 40 projects selected through a two-step process will receive up to 50 percent in matching funds obligated to owners in 5- to 10-year contracts. The long-term contractual period was designed to allow criteria for measuring the benefits of the program to be developed. The full project funding also assures farmers and local agencies of a federal commitment to back the projects throughout the duration of the program.

The rural clean water program is an initial effort by EPA to implement Section 208 agricultural nonpoint source pollution objectives. However, federal money alone is not the solution. The success of the program depends on both the substantial completion of the 208 planning process and the local interest and participation generated by the program.

Farmers working with agencies such as the Soil Conservation Districts, state soil and water conservation agencies, and state water quality agencies will receive assistance in complying with the agricultural portion of their area's 208 plan. Priority agricultural pollution problems as identified in the plan are eligible for funding. Assistance will be distributed on a countywide or regional basis to hydrologically related areas ranging in size up to 200,000 acres.

With the phasing out of the resource conservation and development program, and President Carter's proposed $172 million cut in general conservation programs, participation and interest in this test program is essential to local government. Cost estimates for agricultural nonpoint pollution abatement run into the billions of dollars. The success of the rural program in enlisting local participation and having some effect on water quality will decide future funding of nonpoint source water pollution control.

Many counties are already working with state agencies to install voluntary best management practices. Commissioner Bette Salmon of Dane County, Wis., like many other local officials, believes the regulations governing the program are the key to landowners' participation. "We will participate if we can," Salmon said.

To begin the application procedure, the governor must recommend projects to the state rural clean water coordinating committee. The projects must be in priority problem areas as cited in a 208 plan. Counties and/or states already engaged in programs encouraging best management practices will receive priority in the application review process.

The Soil Conservation Service, with assistance from the National Association of Conservation Districts, has prepared a Rural Clean Water Program manual detailing both phases of the application procedure. For more information on the program, you may wish to contact Jim Lake, NACD, Suite 1105, 1025 Vermont Avenue N.W., Washington, D.C. 20006, 202/347-5995, or your state soil conservationist.

Counties and Water produced by Arleen Shulman and Ronnie McGhee, NACoR Water Projects.
Robert Weaver, Associate Director, Environment, Energy and Land Use.

Labor Conference: Tentative Agenda

Sunday, April 29
10 a.m.-12 noon
- NACo Labor/Management Steering Subcommittee Meetings

12 noon-6 p.m.
- Registration

1-5 p.m.
- NACo Labor/Management Steering Committee Meeting

6-7 p.m.
- Welcome to California Wine and Cheese Reception (All delegates)

Monday, April 30
7:30 a.m. on
- Registration

8:30-9:30 a.m.
- General Session
- Welcome Remarks: Charlotte Williams, President of NACo; Bernard Hillenbrand, NACo Executive Director
- **Topic: Labor Relations and the New Fiscal Restraint**
- Speaker: Charles Goldstein, Goldstein, Freedman, Ownbey and Kleptos, Los Angeles, Calif.

9:30-9:45 a.m.
- Break

9:45-10:45 a.m.
- General Session (Continued)
- **Topic: Legislative and Legal Update: Practical Implications for Counties**
- Speaker: Charles C. Mulcahy, Mulcahy and Wherry, S.C. Milwaukee, Wis.

11 a.m.-12:15 p.m.
- Workshops
- **Track I—Labor and Employee Relations in a Union-Free Environment**
- **Track II—Impasse Resolution Procedures**
- **Floating Session—Use of Joint Labor/ Management Committees**

12:30-2 p.m.
- Annual Conference Luncheon
- **Topic: EEOC: New Directions for 1979**
- Speaker: Daniel E. Leach, vice chair, U.S. Equal Employment Opportunity Commission, Washington, D.C.

2:15-3:30 p.m.
- **Track I—Facing a Union Election: Policy Decision, Unit Determination, Role of Supervisors**
- **Track II—Contract Administration and Grievance Handling**
- **Floating Session—How the Federal Government Affects Local Government Labor Relations**

3:30-3:45 p.m.
- Break

3:45-5 p.m.
- Workshops
- **Track I—Employer Campaign Techniques: Strategy and Rationale**
  Track II—Accountability to the Public: The Ability to Meet Union Demands

5:30-6:30 p.m.
- Cash Bar Reception

6:30-8:30 p.m.
- Annual Conference Banquet
- **Topic: The Impact of Federal Civil Service Reform on Public Sector Labor Relations**
- Speaker: Alan K. Campbell, director, U.S. Office of Personnel Management, Washington, D.C.

Tuesday, May 1
7:30 a.m. on
- Registration

8-9 a.m.
- General Session
- **Topic: The Effect of the President's Wage and Price Standards on Local Government**
- Speaker: Sean Sullivan, acting assistant director for pay monitoring, Council on Wage and Price Stability, Washington, D.C.

9-10 a.m.
- **Topic: Public Employee Pensions a Benefits: Out of Control? Two Views**
- Speakers: Robert W. Kalman, assistant rector, Department of Public Policy A ysis, AFSCME, AFL-CIO, Washing D.C. and R. A. Smarden, president, Ind trial Employers and Distributors Asso tion, Emeryville, Calif.

10-10:15 a.m.
- Coffee Break

10:15-11:45 a.m.
- Workshops
- **Track I—Negotiating the First Collec Bargaining Agreement**
- **Track II—Strike Contingency Plann**
- **Floating Session—Civil Rights Complia EEO, A.D.E.A., and 504/Handicapped**

11:45-1:30 p.m.
- Lunch (on your own)

1:30-3 p.m.
- Workshops
- **Track I—Influencing the Development a State Labor Relations Statute**
- **Track II—Impact of Bargaining Employ Benefits—The Fringe Benefit Nightma**
- **Floating Session—CETA Wage Standa —Challenge or Crisis?**

5th Annual Labor Relations Conference

April 29-May 1, 1979
St. Francis Hotel, San Francisco, Calif.

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

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

Track One, *What To Do Before (And Even After) The Union Arrives,* looks at the labor and employee relations problems of counties in a union-free environment; how to cope with a union organizational campaign; and planning and negotiating a first collective bargaining agreement.

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

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

All advance conference registrations must be postmarked no later than **April 7.** Refunds of the registration fee will be made if cancellation is necessary, provided that written notice is postmarked no later than **April 16.**

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

CONFERENCE REGISTRATION

Please Print:

Name______________________________

County______________________________

Title______________________________

Address______________________________

City State Zip

Telephone (________)____________________

I am interested in:

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

☐ **Track II: *Dealing With the Union Environment***

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

For further program information contact Chuck Loveless or Barbara Radcliff at 202/785-9577.

Please Note: The special NACo conference rate at the St. Francis Hotel can only be guaranteed for those conference/hotel registrations postmarked by April 7.

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

Rates are as follows:

Single $42-70 (Lower rates on a first come/first serve basis)

Double/Twin $52-90 (Lower rates on a first come/first serve basis)

Occupant's Name______________________________

*Arrival Date/Time______________________________

Departure Date/Time______________________________

☐ **Single**

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

Co-occupant______________________________

FOR OFFICE USE ONLY

Reg. Check/P.O. No.____________ Housing Dep. Ck. No.____________

Amount $____________ Amount $____________

Personnel Standards Revised

Revised regulations that app grant programs involving more $30 billion in annual federal exp tures have been issued by the O of Personnel Management (OPM

These regulations, Standards Merit System of Personnel Ad istration, are designed to require and state government efforts t sure open competition for jobs to place special emphasis on att ing minorities, women, and o groups who are underrepresente the work force.

The issuance of the new guide marks completion of a major ove of regulations affecting personn ministration in state, county other local governments.

Alan K. Campbell, director of and a featured speaker at NA Fifth Annual Labor Relations ference said that the standards been a major factor in gainin ceptance of broader, more com hensive and modernized pers systems in many states.

(OPM is helping to under NACo's Labor Relations Confer

"Throughout periods of chan program concepts," he said, standards have helped ensure tained state merit system capa to relate qualifications realisti both to the job to be done and availability of talent that can b cruited for the public service."

The standards cover such pe nel actions as hiring, firing, pro ing, paying, and training emplo Their purpose is to promote p and efficient management of programs—programs that have nificant impact on the econom terms of providing jobs, training services. Programs covered by standards include unemployme surance, Medicaid, public health to Families with Dependent dren (AFDC) and civil defense.

Publication of the revised st ards culminates an extensive year review that included cons tion with NACo and other publ terest groups representing state local government, federal age employee organizations, profess membership organizations, rights organizations, and citize terest groups.

Single copies of the revised st ards may be obtained by wr NACo's County Employee/L Relations Service (CELRS), 1735 York Ave. NW, Washington, 20006.