

# Counties Hold Legislative Conference, See 4A

## This Week

- Senate acts on jobs for youth, page 2.
- Committees act to fund bridges, page 3.
- Funds restored to water projects, page 8.

Vol. 9, No. 12

# County News

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

March 21, 1977

Counties,  
the Congress,  
& the New  
Administration  
1977 Legislative Conference  
March 20-23  
Washington, D.C.

## SENATE VOTES, 74-11

# Public Works to Conference

The Senate passed its \$4 billion public works bill by a vote of 74-11 on March 10. The bill, which provides 100 per cent public works grants to local governments will now go to conference committee to resolve differences with the House bill.

The House passed its version on Feb. 24 by a 295-85 vote.

Title II, Youth Community Improvement Program, was stricken from the public works bill and referred to the Senate Human Resources Committee for further consideration. The Senate retained Title III, Federal Water Pollution Control Act Authorizations of \$9.5 billion.

The Senate also adopted a number of amendments during consideration of the legislation. The Senate accepted an amendment by John Durkin (D-N.H.) to increase the

allotment for each state to a minimum of \$30 million in the next round of funding. The current formula would have provided only \$20 million minimum. Acceptance of this amendment set the stage for defeat of the Heinz Amendment, which would have distributed funds solely on the basis of numbers of unemployed, while also raising the minimum to \$30 million (see chart for Senate formula).

Added to the Senate bill were several amendments contained within the House version, including the "Buy America" provision, a preference for energy related projects, and a requirement that 10 per cent of the grant be directed to minority business enterprises.

Also accepted was an amendment by Sen. Dewey F. Bartlett (R-Okla.), which listed three additional factors

to consider in awarding grants: stimulation of private investment; generation of other construction; and creation of new long-term employment. Sen. Gary Hart (D-Colo.) sponsored a provision to provide special consideration for disabled veterans and young veterans (under 27).

Sen. J. Bennett Johnston (D-La.) added an amendment that would

prevent the Administration from withholding construction funds from 19 water development projects the President has proposed to cut (see story, page 8). These projects do not involve funds from this public works program.

Two amendments were added providing some flexibility for new application. One amendment provides

that where applications already submitted for a jurisdiction do not exceed 150 per cent of its benchmark, the community may submit new applications. An amendment by Sens. Alan Cranston (D-Calif.) and Robert C. Packwood (R-Ore.) enables communities to substitute drought-

See PUBLIC, page 8

## Senate Panel Ups Antirecession Aid

WASHINGTON, D.C.— The Senate Appropriations Committee has voted to add \$925 million to the countercyclical (anti-recession) aid program for fiscal '77 as requested by President Carter. This will mean that eligible counties with unemployment over 4 and one half per cent may receive a doubling of their payments for April and July.

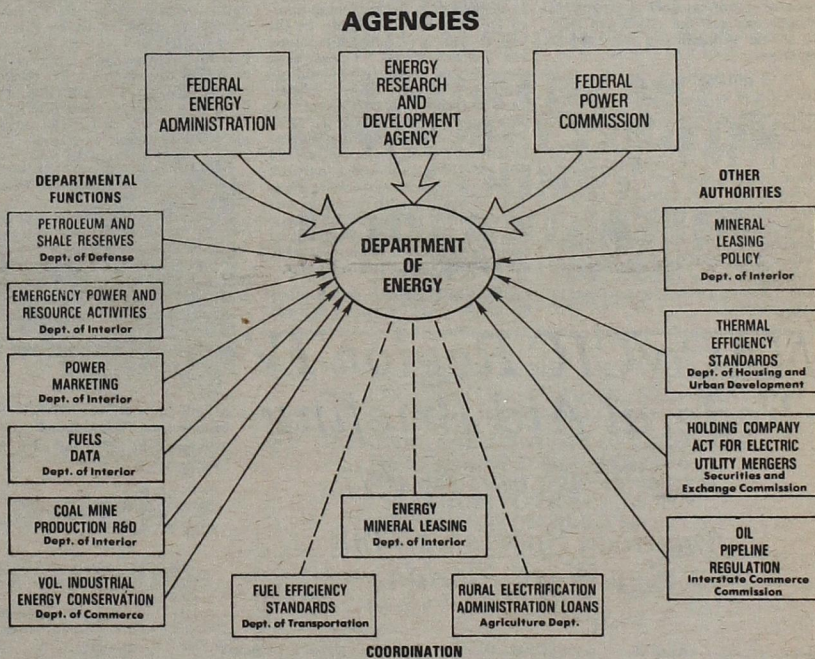
The Administration has proposed a five-year extension of the program with increased funding to make it more responsive to changes in unemployment. Because of continuing unemployment, funds under the present program will be almost exhausted with the April payment.

Although the House Subcommittee on intergovernmental relations has held hearings on the bill, no action has been scheduled in the

House. The House appropriation for fiscal '77 is only \$633 million. This would mean that increased funds would not become available until July.

The Senate Finance Committee, which has jurisdiction over the bill, S. 531, has not scheduled hearings. Because the finance committee also has jurisdiction over the tax bill which will be on the Senate floor about March 24, it is possible that the countercyclical bill may be added to the tax bill by a floor amendment. The entire package would then be sent to the House for action.

County officials should contact both House and Senate members and urge them to take immediate action to provide additional funds and a long-term authorization.



Administration's proposal to reorganize energy functions under a Cabinet department

## Hearings on Energy Begin

WASHINGTON, D.C.— Senate hearings have begun on President Carter's proposal to reorganize and consolidate federal energy functions under a Cabinet level Department of Energy.

The proposal, introduced March 1, is expected to be adopted without substantial change in the Senate, but is likely to undergo closer scrutiny in the House where a number of representatives have expressed reservations about specific portions of the measure. Hearings by the House Government Operations Committee have not yet been scheduled.

### AGENCIES JOINED

The energy proposal would join the Federal Power Commission, the Federal Energy Administration and the Energy Research and Development Administration under a single energy department. Energy func-

tions from a number of other departments and agencies would also be included. The programs to be consolidated represent almost \$11 billion in the Administration's budget proposal currently being considered by Congress.

The consolidation of federal energy functions was strongly endorsed by NACo at last year's annual conference in Salt Lake City. In June 1976, NACo passed a resolution noting that the proliferation of government agencies and congressional committees with jurisdiction over energy matters "impeded and thwarted efforts to develop and implement a truly comprehensive national energy policy and program."

Both the House and Senate are undergoing extensive reorganizations of their committee functions and assignments in order to reduce duplication and conflict in setting energy policy. While some progress

is being made, the legislative branch is likely to be less successful than the executive in consolidating responsibility.

### INTERDEPARTMENTAL BODY

The introduction of the Administration's reorganization plan has been timed to allow Congress an opportunity to act upon it prior to the presentation of the President's energy policy statement promised for April 20. Although details of the energy policy statement have not been made public, the White House has made no secret of its intention to emphasize energy conservation as the cornerstone of its energy policy.

In addition to the single energy department, the Administration proposal would give the President authority to form an interdepartmental body to coordinate energy

See ENERGY, page 8

## House OKs Full Funds for Payments-in-Lieu

WASHINGTON, D.C. Last week on a vote of 306-98 the House of Representatives approved the first fiscal year '77 Supplemental Appropriation Act, H.R. 4877, which includes \$100 million for the payments-in-lieu of taxes program.

The bill now goes to the Senate for approval. A NACo payments-in-lieu rally for county officials is scheduled to support Senate action on Wednesday March 23 as part of the NACo Legislative Conference.

Under the payment-in-lieu program federal payments could go to as many as 1700 counties as reimbursement for tax exempt federally-owned natural resource lands such as national parks, forests, grazing lands, etc. Payments could be made by September for this fiscal year.



**COMPROMISE EFFORT**

# Senate Moves on Jobs for Youth

WASHINGTON, D.C.—Parliamentary problems connected with the recently passed public works legislation, S. 427, forced the Senate and the Administration to forge an early compromise on youth jobs legislation March 10.

Carter had proposed a major new youth effort to be mounted under the discretionary authority already available in title III of the Compre-

hensive Employment and Training Act (CETA). Congress generally prefers to launch new programs by legislative action.

Title II of S. 427, a youth community improvement effort, was the first of many youth proposals to reach the floor of either house. After a colloquy on the floor of the Senate it was pulled out of the public works bill and tied to a broad youth jobs compromise.

The compromise incorporates ideas in Sen. Henry Jackson's S. 249 (Rep. Lloyd Meeds, H.R. 30) as part A, Sen. Robert Stafford's S. 306 (title II of S. 427) as part B, and a comprehensive youth program as part C. All

See SENATE, page 7

## Administration Submits CETA '78 Extensions

WASHINGTON, D.C.—The Administration has submitted its fiscal '78 Comprehensive Employment and Training Act (CETA) extensions with significant amendments that repeal section 4(e), the 20 per cent limitation on funds for titles III and IV and provides veteran preferences in titles II and VI.

The repeal of section 4(e) allows the secretary of Labor broad discretion to create categorical programs. NACo opposes this action and feels it should be fought by every prime sponsor.

It is difficult to argue with the creation of veteran preferences since this parallels existing policy of most civil service systems. However, it is felt that this action is likely to skew title II and VI client characteristic data (male:female) from the credible comparisons that currently exist in the unemployed labor force to the male:female ratios of the Public Employment Program (PEP) days. Prime sponsors will get the blame for failing to employ women in title II and VI when a veteran preference is implemented.

# Officials Can Influence Their HSAs

WASHINGTON, D.C.—County governments and other local elected officials now have a golden opportunity to influence their area health systems agencies (HSAs). (See editorial, page 4.)

According to federal regulations, all HSAs must soon apply to the Department of Health, Education, and Welfare (HEW) for renewal of their official designation—and all comments by local elected officials must be included as part of that application.

The National Health Planning and Resources Development Act of 1974 (P.L. 93-641) established a network of area-wide health systems agencies (HSAs), state health planning and development agencies (SHPDAs) and state-wide health coordinating councils (SHCCs) to achieve systematic health planning and regulation.

BETWEEN APRIL and September of last year, 196 health systems

agencies were conditionally designated under the new law. Each HSA now must apply by its anniversary date for continued conditional designation, or for full designation.

Once an HSA receives full designation, accountability to its community is expected to be greatly reduced, as well as the influence public elected officials can exercise over HSA decisions. For this reason, HEW officials indicate that the comments of local elected officials will be carefully considered before any full designation is granted.

ALL HSA applications for renewal must adhere to the following schedule:

- Announce and conduct a public meeting for review of the proposed application;
- Submit a Notification of Intent for such application to state- and area-wide A-95 clearinghouses, the governor, state-wide health coordinat-

ing councils, state health planning and development agencies, and the federal regional office of HEW at least 30 days before submitting the application, and 90 days before the agency's anniversary date;

- Submit application to above-listed parties at least 60 days before anniversary date; and

- Forward all comments on the application by local elected officials, A-95 clearinghouses, the governor, state-wide health coordinating councils, and state health planning and development agencies, to the HEW regional office at least 30 days before the deadline.

Public elected officials, then, may review the application, participate in public meetings, arrange private consultations with HSAs, negotiate for cooperation and keep records of all communications, actions and agreements—as part of this application process. This kind of involvement can also establish a better

working relationship between the community and the health systems agency.

**ELECTED OFFICIALS'** final comments may be as straightforward as necessary on representation on HSA boards, planning process for sub-areas, degree of cooperation with local governments, or other topics. Those who disapprove of the application for designation renewal, altogether should state their objections clearly.

The regulations for agency designation and information on the performance standards for HSAs are available from any of the 10 regional office contacts, whose names and addresses can be obtained, along with further information, by contacting Tony McCann, program director, National Association of Counties Research Foundation's Health Planning and Resources Development Program.

### Learn About:

Equal Employment Opportunity  
Community Development  
Comprehensive Employment and Training Act  
Public Works  
Airports  
Social Security Act - Title XX  
Solid Waste

How to develop Cost Allocation Plans and Indirect Costs  
Impact of Federal Regulation  
- The A-85 Review Process  
- The Federal Register  
Environmental Protection Agency  
Community Service Agency  
Older Americans Act Titles IX and

## NACo/CIC Region IV Federal Aid Briefing

April 27, 28, and 29, 1977

American Sportsman Inn  
Key West, Florida

Registration: April 26 6:00-8:00PM (For preregistration, please use coupon found in this issue of County News)  
April 27 8:00-9:00 AM

Reception: April 26 7:30-9:00 PM

For Spouses: A Fashion Show  
Scenic Tour of Key West Area

### NACo/CIC Region IV Federal Aid Briefing Conference Pre-Registration Form

Please Print  
State \_\_\_\_\_ County \_\_\_\_\_  
Delegate's Name First Middle Initial Last  
Title \_\_\_\_\_  
(or organization delegate represents)  
Mailing Address \_\_\_\_\_  
(number and street)  
(city) (zip code)

Spouse's Name (if registering) \_\_\_\_\_

Youth's Name (if registering) \_\_\_\_\_

Hotel \_\_\_\_\_

Please send to:

Jack K. Burke  
Development Director  
Monroe County  
Post Office Box 1029  
Key West, Florida 33040  
ATTN: NACo/CIC Federal Aid Briefing  
Conference Registration

Registration Fees  
Members ..... \$35.00  
Non Members. To be announced  
in later publication  
Spouse ..... \$14.00  
Total Due \$ \_\_\_\_\_  
Do not write below this line  
Cash \$ \_\_\_\_\_  
Check \$ \_\_\_\_\_  
Received by \_\_\_\_\_  
Date \_\_\_\_\_  
Ticket Number(s) \_\_\_\_\_  
☐ Bill \$ \_\_\_\_\_ to Delegate

### Hotel Reservation Form NACo/CIC Federal Aid Briefing April 27-29, 1977

Name \_\_\_\_\_  
Title \_\_\_\_\_  
County \_\_\_\_\_  
Address \_\_\_\_\_  
Street \_\_\_\_\_  
City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_  
Telephone \_\_\_\_\_ Area Code \_\_\_\_\_  
Arrival Date \_\_\_\_\_ Departure Date \_\_\_\_\_  
Please Circle  
Single at \$16/night Double at \$18/night  
Send directly to:  
Registration Desk  
American Sportsman Inn  
3820 N. Roosevelt Blvd.  
Key West, Florida 33040



# Committees Act to Fund Safer Roads, Bridges

WASHINGTON, D.C.—Appropriation committees in both the House and Senate are moving rapidly toward enacting a supplemental appropriation for fiscal '77 to make \$200 million available for safer off-system (SOS) roads and bridges in rural or urban areas. The funds are included in the Economic Stimulus Appropriations Act (H.R. 4876) which also includes funds for local public works, revenue sharing, antirecession aid, and public service jobs.

The SOS funds can be used for general highway improvements, the correction of safety hazards, and replacement of bridges not on any federal-aid system. The program was established under the 1976 Federal-Aid Highway Act by combining two categories, off-system roads and a safer roads demonstration program. Emphasis is on projects aimed at improving safety of roads and bridges. A 30 per cent non-federal match is required.

The congressional action is considered unusual, for both the Ford and Carter budgets recommended no SOS funds. During consideration of the supplemental bill, the House committee voted \$40 million for safer roads. By Monday, March 14, Sen. Birch Bayh (D-Ind.), convinced of the need for the funds at the state and county level, recommended funding the full \$200 million authorized in the 1976 act. The Senate transportation appropriations subcommittee he chairs agreed.

By March 15, Rep. John McFall (D-Calif.) had been convinced of the program's need. He took a committee-recommended amendment to the House floor providing for \$150 million. The House accepted the amendment. Final passage by the Senate is expected soon.

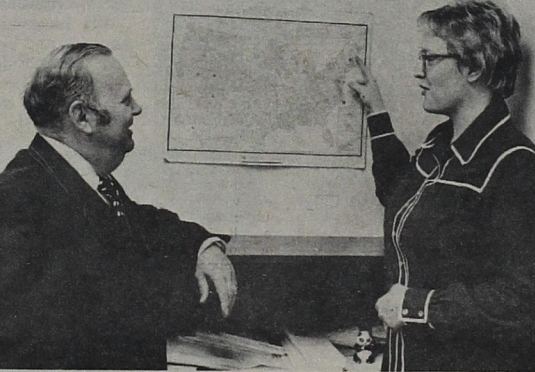
STATE	APPORTIONMENT
Alabama	3,582,095
Alaska	7,283,927
Arizona	2,962,824
Arkansas	2,709,273
California	13,658,499
Colorado	3,464,088
Connecticut	1,842,319
Delaware	360,236
Florida	5,333,634
Georgia	4,432,152
Idaho	507,736
Illinois	2,193,208
Indiana	7,868,061
Iowa	4,304,829
Kansas	3,384,646
Kentucky	3,849,468
Louisiana	3,039,984
Maine	3,238,842
Maryland	1,256,153
Massachusetts	2,389,120
Michigan	3,323,025
Minnesota	6,801,197
Mississippi	4,212,158
Missouri	2,609,607
Montana	4,668,250
Nebraska	3,070,631
Nevada	2,785,691
New Hampshire	2,126,147
New Jersey	697,674
New Mexico	3,972,867
New York	2,637,391
North Carolina	10,827,402
North Dakota	4,580,356
Ohio	2,269,681
Oklahoma	7,295,438
Oregon	3,587,568
Pennsylvania	3,575,676
Rhode Island	826,244
South Carolina	537,783
South Dakota	2,459,861
Tennessee	2,163,254
Texas	3,690,904
Utah	12,054,911
Vermont	2,181,692
Virginia	560,622
Washington	3,638,776
West Virginia	3,824,306
Wisconsin	1,702,923
Wyoming	4,325,962
Unassigned	1,763,468
Total	353,865
	1,873,816

Following a conference to resolve any differences in other parts of the bill and final passage by the House and Senate, funds will be available for obligation by the states within a matter of days.

Throughout hearings and debate, various congressmen expressed hope that the funds could be obligated quickly to improve road and bridge safety and to stimulate employment on local projects.

NACo has been actively promoting full funding and will closely monitor obligations. If particular problems arise at the county level, please notify any member of NACo's transportation team.

Funds apportioned to the states which will be available for obligation within days of final congressional action are listed below. State highway agencies administer the program in conjunction with the Federal Highway Administration.



**PLANNING SESSION**—Roland Landry, executive director of the Maine County Commissioners Association, visited NACo to discuss plans for the Northeast Town Meeting on County Modernization to be held April 27 and 28 in Bangor, Maine. Here, Landry, who is also a member of the NACo board of directors, discusses membership plans with Meg Gianessi, NACo membership coordinator.

## Northeast Counties Study Modernizing

MAINE—Featured speakers for the Northeast Town Meeting on County Modernization April 27 and 28 in Bangor, Me. will include members of the Maine and South Carolina legislatures and representatives of county government in New Hampshire and New York.

A growing interest in strengthening county government in the Northeast follows an abortive attempt last year to abolish Maine counties. To encourage county officials who are exploring methods of county modernization, NACo and the Maine County Commissioners Association are sponsoring this meeting to emphasize the promise and performance of county government in the Northeast. Delegates will also be introduced to experiences and trends in county home rule from across the nation.

**SPEAKERS WHO** will review home rule action include Dick Roux, business manager of Hillsborough County, N.H.; Tom Mangan, Maine state senator; Carol Weissert, information officer for the U.S. Advisory Commission on Intergovernmental Relations; and two representatives from South Carolina, Russell B. Shetterly, executive director of the South Carolina Association of Counties, and Horace Smith, a South Carolina state senator. South Carolina county government re-

ceived home rule rights in 1975.

Also on the program is John V.N. Klein, county executive for Suffolk County, N.Y., who will discuss his county's experiences with home rule. NACo Executive Director Bernard Hillenbrand will also address the meeting.

Speaker of the Maine House, Rep. John Martin, D-Aroostook County, will speak prior to a special public hearing on proposed Maine county home rule legislation. The hearing will be conducted by the Local Government Committee of the Maine Legislature. Co-chairmen are Sen. Philip Jackson, R-Cumberland and Oxford Counties, and Rep. James Henderson, D-Penobscott County. Rep. George Perube, D-Androscoggin County, is sponsor of the bill, "An Act to Provide for the Modernized Government of Counties. Providing Optional Forms of Government and the Structure, Organization, Powers, Duties, Functions, and Responsibilities of Such Governments."

**PRIOR TO** the modernization session on April 28, the Region I Federal Aid Briefing and training sessions for Maine county officials will be held April 27.

—Margaret I. Taylor  
State Association Liaison



**WELFARE REFORM PLANNERS**—Henry Aaron, assistant secretary-designate for policy and evaluation at the Department of Health, Education and Welfare (HEW), is shown chairing the Welfare Reform Consulting Group which has been meeting weekly since early February. The consulting group is composed of officials from federal agencies, congressional committees, and national association of counties, states and cities. HEW Secretary Joseph Califano is scheduled to present his recommendations to President Carter on May 1. Shown facing the camera from right to left is Ralph Tabor, NACo director of federal affairs; Aaron; John Todd HEW; Barry Van Lare, National Governors' Conference; Nannie Willis, Legal Services Corporation; Bill Springer, White House Council of Economic Advisors; Michael Stern, Senate Finance Committee; and Kenneth Bowler, House Ways and Means Committee.

## THE MAINE COUNTY COMMISSIONERS AND NACo ARE SPONSORING A NORTHEAST TOWN MEETING ON COUNTY MODERNIZATION

ON APRIL 27 AND 28 IN BANGOR, MAINE.

TO PRE-REGISTER FOR THE NORTHEAST TOWN MEETING ON COUNTY MODERNIZATION SEND THIS FORM TO:

**NATIONAL ASSOCIATION OF COUNTIES  
NORTHEAST TOWN MEETING  
ON COUNTY MODERNIZATION  
1735 NEW YORK AVE., N.W.  
WASHINGTON, D.C. 20006**

NAME/TITLE \_\_\_\_\_  
STREET \_\_\_\_\_  
CITY \_\_\_\_\_ TELEPHONE \_\_\_\_\_  
COUNTY \_\_\_\_\_ STATE \_\_\_\_\_ ZIP \_\_\_\_\_

PLEASE REGISTER ME FOR THE NORTHEAST TOWN MEETING ON COUNTY MODERNIZATION **APRIL 27 AND 28, 1977, IN BANGOR, MAINE.**

REGISTRATION FEES: **\$75 ALL PARTICIPANTS**  
**ENCLOSE CHECK, OFFICIAL COUNTY PURCHASE ORDER OR EQUIVALENT**

MAKE PAYABLE TO **NACo.**

PRE-REGISTRATION AND PAYMENT MUST BE RECEIVED AT **NACo** BY **APRIL 6, 1977.**

HOUSING FORM FOR NORTHEAST TOWN MEETING ON COUNTY MODERNIZATION

MAIL TO:  
**BANGOR RAMADA INN  
357 ODLIN ROAD  
BANGOR, MAINE 04401  
ATTN: SALES OFFICE**

NAME(S) \_\_\_\_\_  
STREET \_\_\_\_\_ CITY \_\_\_\_\_  
STATE \_\_\_\_\_ ZIP \_\_\_\_\_ TELEPHONE \_\_\_\_\_

PLEASE CHECK ACCOMMODATIONS REQUIRED

**SINGLE, \$19**

**DOUBLE, \$22**

**DEADLINE FOR HOTEL RESERVATIONS IS APRIL 6, 1977**



## County Opinion

# Second Guessing: Unfair Sport

The nation's capital is in two contrary moods. One is elation that only one of the 135 hostages was killed during the "Seize of Washington." The second is a feeling of disgust with public official negotiators for agreeing that the leader of the incident be temporarily freed on his own recognizance. He was safely in his home before any of the hostages reached their own homes.

Second guessing police and other officials involved in terrorist negotiations is a new sport that is both very popular and terribly unfair.

Suppose for a gruesome minute that the district officials had refused to temporarily free the terrorist leader as part of the bargain. Suppose he and his 11 followers used their machettes to chop off the heads of 134 innocent captives. What would be the reactions of the public?

We know the answers from the Attica prison riot. Many prisoners were killed when the Attica State Prison was stormed and the bitterness was both intense and lasting against the New York State officials who had failed to successfully negotiate peace.

District officials had the correct priorities. Free the hostages at all cost. We should be grateful that they were successful and that we as individuals did not have to make such decisions.

## INDIAN POLICY REPORT

# Expanded Self-Rule Urged

WASHINGTON, D.C.—New congressional reports on Indian policy stirred considerable controversy in the nation's capital last week.

The American Indian Policy Review Commission, chaired by Sen. James Abourezk (D-S.D.), has drafted a report for release this week that apparently will recommend that tribal governments be given all powers now held by state and local governments.

The report will include recommendations for tribal governments to have the right to tax citizens, try law breakers in tribal courts, and control water ways on reservations. The report is also critical of the Bureau of Indian Affairs in the Department of Interior. It will include a recommendation from the commission to establish an independent federal agency to administer Indian affairs.

Rep. Lloyd Meeds (D-Wash.), a member of the commission, was critical of the report. He indicated that he is opposed to Indian tribes having taxing authority over non-Indians who would be unable to participate in the tax decision-making.

The report will be circulated to interested groups and citizens for comment before formal presentation to Congress in May. Fred Johnson, NACo chairman for In-

dian affairs, has indicated he will add the report to the agenda for a steering committee meeting on Indian affairs planned for late April.

The meeting is being held by the NACo Public Lands Steering Committee to provide an opportunity for county officials to meet and discuss issues relating to Indian claims.

In several states, tribal claims for lands and water rights have raised potential legal and jurisdictional issues with state and local governments. In Maine, for example, a tribal claim is yet to be resolved involving some 12.5 million acres—over one-half of the state—including some entire counties.

County concerns were expressed at the recent NACo Western Region Conference where a resolution was adopted by the NACo Western Region District concerning the legal and moral obligation of counties to represent and protect all county citizens, Indian and non-Indian alike.

County officials and others interested in attending the NACo meeting should contact Fred Johnson, NACo chairman for Indian affairs, 1735 New York Ave., N.W., Washington, D.C. 20006. Specific dates and location for this meeting and other meetings will be announced in County News.

## An "Hapology"

County News editors missed the typographical error identifying Phyllis Lamphere, council member, Seattle, Wash., as Phyllis Hamphere. We "hapologize."



# Now Is Time for Change

For the next six months, health systems agencies (HSAs) around the country will be applying for their second year of funding. This is a golden opportunity for county officials—and one of the few remaining— to change the structure of their HSAs.

Most HSAs will be seeking either a six-month or one-year extension of their conditionally designated status. Although this will not be a significant review, county officials should begin agitating for the kind of changes they feel are necessary—through administrative and political means.

Department of Health, Education, and Welfare (HEW) officials, who will consider renewal applications, are encouraging local elected officials to be as straightforward as possible in their criticisms.

A few HSAs will be seeking full, unconditional designation. For counties served by these agencies, the review of their application is particularly important. Once full designation is achieved, there will be almost no opportunity for further modification of the HSA structure.

We have been visiting sites around the country and believe that few if any HSAs are ready for full designation.

In fact, because Congress seems likely to extend the legislation that created these agencies—the National Health Planning and Resources Development Act—for only one year, NACo is proposing that no HSAs be fully designated until October 1, 1978. The delay, we feel, will bring to light the changes in the HSA. In the meantime, county officials can use their leverage in the conditional designation process to encourage change.

Ways local elected officials can influence their health systems agencies are discussed in an article elsewhere in this issue.

## NACo/CIC Region VI Federal Aid Briefing

April 24, 25, 26

Sheraton Hotel

Baton Rouge, Louisiana

Federal Funding Update for:

Public Works	Comprehensive Employment and Training Act	Community Development
Environmental Protection Agency	Law Enforcement Assistance Administration	Elderly
Health, Education and Welfare	Farmer's Home Administration	
Registration:	April 24 5-8 PM	
	April 25 8-9 PM	
Registration fee: \$35 Members	Non-Members (to be announced)	

Luncheon Speaker: Senator Bennett Johnston (invited)

NACo/CIC Federal Aid Briefing  
Sheraton Hotel  
F-10 and College Drive  
Baton Rouge, Louisiana 70821  
(504) 927-4427

(please send directly to hotel)

Date Arriving \_\_\_\_\_ AM \_\_\_\_\_ PM \_\_\_\_\_ Departure Date \_\_\_\_\_

Number of Persons \_\_\_\_\_

Name \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

My reservation is to be held: (Check one) ☐ until 6 PM ☐ on guaranteed basis

Signature \_\_\_\_\_

COUNTY NEWS  
EDITOR: Bernard Hillenbrand  
COPY EDITOR: Christine Gresock  
PRODUCTION MGR.: Michael Breeding  
GRAPHICS: Robert Curry, Omar PC Dasent, Mary Duncan, Robert O. Redding  
PHOTOGRAPHER: Lee LaPrelle  
CIRCULATION MANAGER: G. Marie Reid  
Published weekly except during Christmas week and the first week of July by:  
National Association of Counties  
1735 New York Ave., N.W.  
Washington, D.C. 20006  
202-785-9577  
Entered as second class mailing at Washington, D.C. and additional offices. Mail subscription is \$15 per year for non-members, \$7.50 per year for county personnel in member counties. Send payment with orders to above address. While utmost care is used, County News cannot be responsible for unsolicited manuscripts.



# Counties, the Congress, & the New Administration

## Program

Monday, March 21

**10:00-11:30 A.M.** ORIENTATION FOR NEW  
COUNTY OFFICIALS—Monroe  
Room  
Introduction to NACo  
How NACo Can Serve You  
How You Can Participate in NACo

**10:00-11:30** NACo BOARD OF DIRECTORS  
MEETING—Jefferson Room

**Noon** OPENING LUNCHEON—Ballroom  
Center  
Presiding:  
*Dan Lynch*, NACo President  
Commissioner, Douglas County, Neb.



**Speaker:**  
*Juanita Kreps*  
Secretary of Commerce

**Introduced by:**  
*Alfred Del Bello*  
NACo Urban Affairs Chairman  
County Executive  
Westchester County, N.Y.

**2:00-4:30** GENERAL SESSION—Ballroom East  
NACo Legislative Priorities  
Presiding:  
*Louis V. Mills*  
NACo 2nd Vice President  
County Executive  
Orange County, N.Y.

How County Officials Can Affect  
Federal Policies  
**Speaker:**  
*Ralph L. Tabor*  
NACo Director of Federal Affairs

Reports from NACo Steering  
Committees

Community Development:  
*James M. Scott*, Supervisor  
Fairfax County, Va.

Criminal Justice:  
*Philip Elfstrom*, Supervisor  
Kane County, Ill.

Employment:  
*John V.N. Klein*, County Executive  
Suffolk County, N.Y.

Environment and Energy:  
*Jim Hayes*, Supervisor  
Los Angeles County, Calif.

Health and Education:  
*Terrance L. Pitts*, Supervisor  
Milwaukee County, Wis.

Home Rule and Regional Affairs:  
*Jack Simmers*, Commissioner  
Polk County, Fla.

Labor-Management Relations:  
*John Franke*, Chairman  
Johnson County, Kan.

Land Use:  
*Esther Gelman*, Councilperson  
Montgomery County, Md.

Public Lands:  
*J. Coleman Jarrard*, Commissioner  
Rabun County, Ga.

Taxation and Finance:  
*Lois Parke*, Councilman  
New Castle County, Del.

Transportation:  
*G. Parker Kennedy*, Commissioner  
Logan County, Ohio

Welfare and Social Services  
*Lynn Cutler*, Supervisor  
Black Hawk County, Iowa

**4:30-6:00**

**PUBLIC HEARING: COMMITTEE  
ON THE FUTURE REPORT—  
Military Room**

**Presiding:**  
*Francis B. Francois*,  
NACo 4th Vice President  
Councilman  
Prince George's County, Md.

Discussion of recommendations on the  
structure of the NACo Board of  
Directors. All interested county  
officials may testify.

**6:30-7:30**

**RECEPTION—Ballroom Center**

**1977  
Legislative  
Conference**



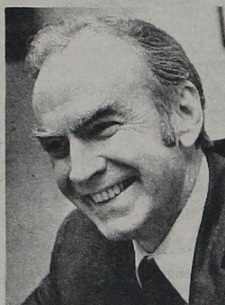
## Tuesday, March 22

9:00-11:30 A.M.

### GENERAL SESSION—Ballroom East

Presiding:

*Francis B. Francois*  
NACo 4th Vice President  
Councilman  
Prince George's County, Md.



Speaker:

*Rep. James C. Wright (D-Tex.)*  
Majority Leader,  
House of Representatives

Introduced by:

*Roy Orr*, NACo Board Member  
Commissioner, Dallas County, Tex.



Speaker:

*F. Ray Marshall*, Secretary of Labor

Introduced by:

*John V.N. Klein*  
NACo Chairman for Employment  
County Executive  
Suffolk County, N.Y.



Speaker:

*Patricia Roberts Harris*  
Secretary of Housing and Urban  
Development

Introduced by:

*James M. Scott*  
NACo Chairman for Community  
Development  
Supervisor, Fairfax County, Va.

Noon

### LUNCHEON—Ballroom Center

Presiding:

*William O. Beach*  
NACo 1st Vice President  
Judge, Montgomery County, Tenn.



Speaker: (Luncheon)

*Rep. Morris K. Udall (D-Ariz.)*  
Chairman, Committee on Interior  
and Insular Affairs

Introduced by:

*James J. Karam Jr.*  
Chairman of the Board  
Pinal County, Ariz.

2:15-4:30 P.M.

### GENERAL SESSION—Ballroom East

Presiding:

*Charlotte Williams*  
NACo 3rd Vice President  
Commissioner, Genesee County, Mich.



Speaker:

*Douglas Costle*, Administrator  
Environmental Protection Agency

Introduced by:

*Jim Hayes*  
NACo Chairman for Environment  
and Energy  
Supervisor  
Los Angeles County, Calif.



Speaker:

*Alex Mercure*  
Assistant Secretary for Rural  
Development

Introduced by:

*Pete M. Mirelez*  
NACo Board Member  
Commissioner, Adams County, Colo.

Speaker:

*Bernard Hillenbrand*  
NACo Executive Director

## Wednesday, March 23

8:15 A.M.-1 P.M.

### BUSES TO CAPITOL HILL AND RETURN—Terrace Level

Visits to Members of Congress

Rally for Payments-in-Lieu of Taxes  
Appropriations



# Status of Legislation at Eve of Legislative Conference

Bill	Issues	NACo	Status	Outlook
<b>COMMUNITY DEVELOPMENT</b>				
Reauthorization of Community Development Block Grant Program (H.R. 4703).	Authorizes: \$3.5 billion for '78; \$3.65 billion for '79; and \$3.8 billion for '80, plus \$100 million annually for closing out urban renewal projects. Expands eligible community development needs to include economic development. Provides a dual formula for determining entitlement grants for urban counties and metropolitan cities.	Supports authorization levels. Concerned that expansion may jeopardize regular economic development programs of Department of Commerce.	Hearings before House housing subcommittee have been held; NACo testified Feb. 28. Senate hearings have been held on authorization levels; NACo testified March 2. House markup early April. Additional hearings in Senate in April, markup in May.	Congress is expected to approve the authorization levels and the dual formula proposed by Administration.
Urban Development Action Grant Program (H.R. 4703).	Authorizes a new \$400 million annually through fiscal '80 for aid to distressed cities for neighborhood preservation and economic revitalization.	NACo opposed to any program that does not include counties, particularly urban counties, as eligible applicants.	Same as above.	Congress will probably approve the urban action grant program but will make substantial changes.
701 Comprehensive Planning and Management (H.R. 4703).	Authorizes \$62.5 million for fiscal '78.	Supports.	Same as above.	Congress will probably provide \$6.2 million.
Extend "hold harmless" provisions of Community Development Block Grant Program (H.R. 2638).	Extends hold harmless grants to units of general local government permanently, thereby permitting them to receive the five year average of HUD grants obtained in 1968-72.	Opposes this bill. Supports phase out of hold harmless contained in Housing and Community Development Act of 1974.	Same as above.	Congress is not likely to approve.
Public Works-Public Works Capital Development and Investment Act Amendments (H.R. 11, S. 427).	Provides additional \$4 billion in 100 per cent public works grants to local governments. Bill would help revitalize financially pressed communities by enabling needed public works construction projects and alleviating unemployment. An estimated 300,000 jobs would be directly created, while another 300,000 jobs would be stimulated in support industry. Original \$2 billion appropriation received overwhelming demand of 25,000 applications requesting over \$4 billion.	Testified before House Feb. 1 and Senate Feb. 3 in support of \$4 billion program.	H.R. 11 passed by House Feb. 24. S. 427 passed by Senate March 10.	Conference to meet shortly to resolve differences.
Rural Development Water and Sewer Grants.	Ford administration proposed 75 per cent cut in program for fiscal '78, from \$200 million to \$50 million. Carter budget proposed reinstatement of cut for \$200 million funding level. Congressional rural caucus recommends full funding for grant programs.	Supports full funding of Rural Development Act grant programs as part of Fair Share program.	House Agriculture Committee recommended full funding of Rural Development Act grant programs.	House and Senate Appropriation Committees to hold hearings to reach fiscal '78 funding level.
<b>CRIMINAL JUSTICE</b>				
Juvenile Justice and Delinquency Prevention Act Reauthorization.	Provides technical and financial assistance to state and local governments in dealing with juvenile delinquency problems.	NACo is sponsoring language for additional title that would establish a state subsidy program under the act and support a three year extension of the law.	Legislation to be introduced in late March.	Legislation will be introduced shortly. Hearings in early April. NACo will testify. Reauthorization certain.
Department of Justice, Law Enforcement Assistance Administration Appropriations (fiscal '78).	Budget request from Administration represents \$50 million cut, mostly coming out of block grant provisions part C and E.	NACo supporting full funding for LEAA programs at the \$800 million level.	Hearings not yet scheduled.	Hearings in late March. NACo to testify. President's request likely to be sustained.
<b>EMPLOYMENT</b>				
CETA Extension (H.R. 2992 and Administration's Amendments).	Extends CETA for one-year. Possible repeal of section 4(e), 20 per cent limit on titles III and VI. Veterans preference in titles II and VI.	Testified in House in favor of three-year extension with minimum amendments. Does not support repeal of section 4(e) Veterans preference viable as goal only but not desirable.	House committee action expected before or during NACo legislative conference.	One-year simple extension likely.
Youth legislation (S. 1, S. 20, S. 170, S. 249, S. 306, S. 427, S. 472, S. 503; H.R. 20, H.R. 121, H.R. 1730; Administration bill).	Possible new title VII of CETA to include youth conservation corps, community improvement and comprehensive employment activity. Retaining prime sponsor control and flexibility is a possible problem. Allocation by competitive application or formula under debate.	Support a new CETA title with a formula allocation based on need.	Senate hearings last week of March.	Action on bill by early May.



## Bill

## Issues

Status of Legislation  
NACo Status

## Outlook

Economic Stimulus Supplemental (H.R. 4876).

Provided forward funding of \$4 billion for public works; \$6.85 billion for CETA title VI; \$1.14 billion for CETA title II; \$1.55 billion for CETA titles III and VI; \$632.5 million for countercyclical assistance; \$59.4 million for older Americans title IX, and \$10.5 million for EDA title X as reported in House Bill.

Supported forward funding concept in 3rd budget resolution and in statement to Appropriations Committees.

House floor vote March 15. Senate action to follow.

Money to be available by April 1.

## ENVIRONMENT AND ENERGY

Clean Air Amendments (H.R. 4; S. 253).

Bills died in final days of 94th Congress. Will auto industry be required to meet statutory emission standards which they claim are too tough? What will be the role of local government vis-a-vis state in planning, implementing and enforcing air quality programs affecting land use and transportation controls? What criteria will be used in federal policy requiring prevention of significant deterioration of air quality? What strategy will there be to deal with areas that will not attain clean air goals by 1970?

NACo believes auto industry should meet statutory emission standards as soon as possible; supports strong role for local government in working with states on non-attainment strategy and land use and transportation control programs.

Senate held hearings in early February; currently in public works markup.

Likely to be resolved in Senate and House by late spring.

Water Pollution (S. 57; H.R. 3199).

House wants to take immediate action on H.R. 3199 containing \$5 billion and \$6 billion for fiscal '77, '78 and '79 construction grant program; \$150 million for fiscal '77 and fiscal '78 208 program at 100 per cent federal share; extensions of '77 deadline dates for municipalities to meet secondary treatment standards; allowance for communities to use ad valorem tax to finance operation and maintenance of waste treatment plants, streamlining of application process and state certification for overseeing construction grant program. Senate strategy to deal with funding problems only. S. 57 contains \$4.5 billion for fiscal '77 and '78 for construction grant program and \$150 million for 208. Senate has tacked this onto the public works bill.

NACo strongly supports additional funding for construction grant program and 208 program; also strongly supports House amendments to increase flexibility of this program.

House completed hearings on bill. Senate completed hearings on S. 57 and has tacked bill onto the public works bill (S. 427).

Water issue will be partially resolved in conference on public works bill.

Administration Water Pollution Amendments.

Administration has proposed 10-year funding for construction grant program at \$4.5 billion level per year. This proposal was submitted by Ford administration with amendments to reduce number of projects eligible for funding—projects limited to those associated with upgrading secondary treatment and interceptor sewers. Unclear whether Carter administration has endorsed this.

NACo strongly supports long-term funding for construction grant program.

Hearings to begin in both Houses later in the session.

Too early to tell.

Resource Conservation and Recovery Act.

Resource Conservation and Recovery Act enacted in October 1976, provides assistance to states and local governments to develop and implement solid waste management plans containing provisions on hazardous wastes, resource conservation, etc. Budget messages by both Ford and Carter administrations contained little funding for this new act.

NACo supports full funding for solid waste program with: \$25 million for each fiscal '78 and '79 to assist rural communities with solid waste programs; \$30 and \$40 million for local planning funds for fiscal '78 and '79; \$15 million for fiscal '78 and '79 for state and local implementation funds; \$25 million for fiscal '78 and '79 for state hazardous waste program.

Appropriations hearings have not begun.

Too early to tell.

Department of Energy Reorganization Act (S. 826; H.R. 4263).

Provides for consolidation of energy functions now under eight cabinet departments into a single Department of Energy.

NACo policy strongly supports consolidation of energy functions at the federal level, as well as efforts to increase intergovernmental participation in federal energy policy.

Hearings in Senate in progress. Not yet scheduled in House.

Energy department likely to be authorized along lines requested by Administration. NACo will work to assure county role in policy formation and implementation.

Administration Conservation Policy.

Measure will not be proposed to Congress until April 20 but indications are strong that conservation will be stressed.

NACo has strong conservation language in policy platform. Steering committee will review specific legislation as soon as it becomes available.

Legislation to be introduced in late April.

Although a number of energy measures have already been introduced in Congress, little is expected to happen until the President's program is presented.

## HEALTH AND EDUCATION

Health Services (S. 755; H.R. 3639).

One year extension of basic public health programs of concern to counties: health revenue sharing, community mental health, family planning, etc.

Supported one-year extension.

House Commerce Committee marked up bill with no changes. House, Senate to act soon.

Passage certain.

Health Planning (S. 755; H.R. 3558).

One-year extension of P.L. 93-641, the health planning and resources program. Bill recommends no changes.

Supported one-year extension but asked for delay of final HSA designation.

House and Senate committee have marked up bill with no changes. House and Senate to act soon.

Passage certain.



# Status of Legislation

COUNTY NEWS—March 21, 1977—Page 4E

Bill	Issues	NACo	Status	Outlook
National Health Insurance.	Over a dozen bills introduced. Range from "cradle-to-grave" coverage to status quo.	Supports comprehensive bill. NACo supports incremental approach by first federalizing Medicaid.	Bills referred to appropriate congressional committees.	No action until next year.
Medicaid Reform (H.R. 3).	Bill strengthens capability of federal clout to control fraud and abuse in Medicare and in Medicaid.	Supported bill.	Hearings by House Ways and Means and Commerce health subcommittees. Senate hearings soon.	Passage certain.
Rural Health (S. 708; H.R. 2504).	Bill provides Medicare reimbursement to rural and inner city health clinics.	Supported bill.	Hearings held by House Commerce health subcommittee. Senate hearings in late March.	Passage uncertain.
Health and Education Appropriations (fiscal '78).	Bill provides funds for fiscal '78 for basic health and education programs that are of concern to counties.	Seeking fair funding of all programs, including education programs.	Hearings presently being conducted by House and Senate HEW appropriations subcommittees.	Passage certain.
Hospital Cost Control.	Proposal to put a 9 per cent ceiling on hospital rates.	Seeking exemptions for county operated hospitals.	Proposal still being developed in White House and HEW.	Passage uncertain.
<b>HOME RULE AND REGIONAL AFFAIRS</b>				
Intergovernmental Coordination Act (S.B. 892; H.B. 4406).	Seeks a consistent federal policy on regional councils, making them the preferred area-wide planning and coordination agency.	1976 version was not consistent with NACo policy. NACo supports a variety of options at the local level to solve regional problems.	Introduced in March.	First step to have hearings before Senate and House subcommittees.
Voter Registration Act.	Administration and congressional leadership working on draft legislation that will provide for voter registration on the day of election. Will also include financial incentives to state and local governments to improve election processes.	NACo has no position on same day but will look closely at legislation once it is introduced.	Legislation to be introduced.	Chances are good that a voter registration measure of some kind will be enacted, since the President made this an issue during his campaign. It is unlikely the bill will include any provision for postcard registration.
<b>LABOR-MANAGEMENT RELATIONS</b>				
Public Employee Collective Bargaining (H.R. 777).	Provides for automatic inclusion of state and local public employees under the National Labor Relations Act. Provides right to collectively bargain and strike.	NACo platform opposed to any federal law mandating collective bargaining for public employees. Any such decision should be made at the state or local level.	No hearings scheduled.	Change in administration and large Democratic majority in Congress seem, at this time, to assure serious efforts to enact legislation in spite of constitutional problems. Success uncertain. NACo will testify in opposition.
Public Pension Legislation.	Provides for reporting, disclosure and fiduciary standards with respect to state and local public pension plans.	NACo platform supports goals of proposed federal legislation but raises questions about appropriateness of federal involvement.	Legislation to be introduced in late summer.	No legislation will be introduced until late summer, pending further studies of public pensions by House task force.
Intergovernmental Personnel Act Appropriations (fiscal '78).	Administration request provides \$15 million for funding federal program of fiscal and technical assistance to strengthen local personnel management systems.	NACo supports \$20 million appropriation.	NACo to testify in both House and Senate in late March.	Hearings begin third week in March. NACo will testify. Funding of at least \$15 million seems likely.
<b>LAND USE</b>				
Land and Water Conservation Fund Appropriation.	Appropriates funds for grants to counties, other local governments and states to acquire and develop park and recreation land consistent with approved state Comprehensive Outdoor Recreation Plans. The Administration recommended the full amount authorized of \$352 million for state and local grants for fiscal '78.	Supports the appropriation of \$352 million for county, state and other local grants under this program.	Hearings have begun on the '78 request before the House Appropriation subcommittee on interior. Senate subcommittee hearings scheduled for March 31.	Too early to tell.
Coastal Energy Impact Fund Appropriations (Coastal Zone Management Act Amendments of 1976—H.R. 777, for supplemental '77).	Appropriates funds for the Coastal Energy Impact Program Fund and formula grants for fiscal '77 and '78 in the following amounts:  Supplemental '77: fund, \$100 million; formula grants, \$10 million. Fiscal '78: fund, \$140 million; grants, \$15 million. The levels are below those authorized by the '76 act. The fund provides credit assistance to states, counties and other local governments to meet the need resulting from the effect of energy development in coastal areas. Funds may be used for planning, public facility construction, and environmental impact mitigation.	Supports full funding of the Coastal Energy Impact Program Fund and formula grants, and planning and environmental grants not recommended by the Administration.	Fiscal '77 appropriations nearing approval by the full House and Senate Appropriations Committees. Hearings on fiscal '78 request are complete in the House committee and will be held in the Senate committee in April.	Favorable to the Administration's request.
Federal land resource management assistance legislation (no bill introduced).	Past proposals would have provided grants to states and through states, county and local government to develop and implement land resource management programs. Federal actions would be required to be consistent with such programs.	Opposed additional federal land use control. Favored provisions requiring a strong county involvement in all stages of state program development and implementation.	No bill introduced. No hearings scheduled.	Action in the first session of Congress uncertain.



## Status of Legislation

## Bill

## Issues

## NACo

## Status

## Outlook

## PUBLIC LANDS

Payments-in-Lieu Fiscal '77 Supplemental Appropriation (H.R. 4877).

The First Fiscal '77 Supplemental Appropriation Act includes \$100 million to implement P.L. 94-565, the Payments-in-Lieu of Taxes Act.

NACo urged Appropriation Committee members to approve full \$100 million requested by Interior Department. NACo rally scheduled for March 23 for Senate support.

House Appropriation Committee included full \$100 million (Subcommittee had earlier cut \$25 million from the Department of Interior request). Senate Committee has scheduled action for March 24.

Outlook good. House approval is expected. Senate approval also anticipated. Total supplemental package of \$25 billion is within President Carter's requested amount.

Payments-in-Lieu Fiscal '78 Appropriation (no bill number).

Department of Interior has requested \$100 million to provide for fiscal '78 payments for P.L. 94-565, the Payments-in-Lieu of Taxes Act.

NACo has urged House and Senate Appropriation Committee members to approve full \$100 million requested.

Committee hearings underway on fiscal '78 appropriations. House subcommittee action anticipated in May. Chairman of House subcommittee has proposed \$25 million cut from requested amount.

Rep. Frank Evans (D-Colo.) will propose full \$100 million funding in subcommittee. Outlook good for approval.

## TAXATION AND FINANCE

Countercyclical (Antirecession) Fiscal Assistance (H.R. 3730; S. 531).

Authorizes the program for five years. Increases the funding level, beginning with the April payment; \$925 million additional funds needed to increase April payment.

NACo board resolution of Jan. 26 urges continuing program; additional funds. Testified in support before House intergovernmental relations subcommittee.

House subcommittee has not scheduled markup. Only \$633 million is provided in House appropriation. Senate appropriation subcommittee recommended \$250 million. Amendment to raise amount to \$925 million in full committee March 17.

Senate action may precede House subcommittee continues to delay. Passage likely but length is uncertain.

Federal Grant and Cooperative Agreement Act (S. 431; H.R. 1503).

Distinguishes federal grant and cooperative agreements from federal procurement relationships.

NACo testified in support April 5, 1976.

Passed House and Senate in 94th Congress. President Ford vetoed.

Enactment likely this year.

Federal Program Information Act (S. 904).

Requires the computerization and improvement of data in the federal aid catalog.

NACo to testify in support in Senate.

Senate passed last year. No House action.

Prospects good for passage.

Municipal Bond Option Capital Market Improvement Act (S. 261).

Provides federal interest subsidy of 40 per cent for jurisdictions that issue taxable bonds. Known as TBO, taxable bond option.

NACo opposes any action that would tax interest on bonds or impair access to market.

Nothing scheduled at present. City organizations have supported TBO; governors' response is mixed.

Administration position unknown. President supports TBO, congressional passage may occur.

Municipal Securities Full Disclosure Act (H.R. 2724).

Would require annual financial reports to Securities and Exchange Commission for municipal issuers with bonds over \$50 million; additional information for investors for all issues over \$5 million. Exempts those localities which receive their approval from the governing states.

NACo supports full disclosure through voluntary guidelines. Opposes federal legislation.

Nothing scheduled.

Too early to tell.

## TRANSPORTATION

Bridges.

A number of bills have been introduced in both House and Senate to increase significantly funds for repair and rehabilitation of the thousands of structurally deficient bridges. One proposal would increase the gas tax 2 cents with revenues of \$2 billion earmarked for bridges.

NACo has mounted a major campaign to assure attention to the national bridge crisis. Allegheny County, Pa., Commissioner Jim Flaherty presented dramatic testimony before the House surface transportation subcommittee in September 1976.

New bills continue to be introduced. No special hearings on the bridge crisis have been scheduled by either House or Senate Public Works Committees.

Until a funding source is found, legislation is likely.

Aircraft Noise (H.R. 4539).

Would require establishment of federally imposed noise measures and criteria on compatible land uses; require submission of maps showing noise impact; encourage abatement programs through a local option \$2 tax on air travelers. Applies only to major airports with regular airline service. Also increases airport grant funds and provides a 2 per cent tax to finance the retrofitting or replacement of noisy aircraft.

NACo strongly supports reduction of noise at source—the engine—through retrofitting or replacement of noisy aircraft. Land use should be a last resort and should be under state law only. Transportation Steering Committee Chairman Dan Murphy will testify March 30.

Hearings are scheduled in the House aviation subcommittee (Public Works Committee) beginning March 21. No hearings have been scheduled in the Senate Commerce and Transportation Committee.

The legislation is expected to arouse considerable controversy.

Transit (S. 208; H.R. 5010).

S. 208 would extend transit program through 1982, increase funds \$11.8 billion, permit use of rural funds for capital or operating purposes, clarify requirements for handicapped. H.R. 5010 deals only with rural and handicapped issues.

A NACo panel testified before the Senate Banking Committee on S. 208, supporting extension and asking local flexibility in meeting needs of handicapped. NACo will testify on H.R. 5010 soon.

S. 208 Sponsor Pete Williams (D-N.J.) has compromised with DOT Secretary Brock Adams to eliminate extension beyond 1980 and to cut funds to \$8.65 billion for '78 through '80. The House subcommittee plans hearings soon.

Deadlock between House and Senate could delay final action until 1978.

Appropriations (H.R. 4876).

Supplemental appropriations bills would provide '77 funds for safer off-system roads (or bridges), an increase in the ceiling on airport grants.

NACo has urged full funding for safer off-system roads and authority to spend a higher level of existing airport trust funds.

A committee amendment on the House floor March 15 raised off-system road funds from recommended \$40 million to \$150 million. Senate subcommittee has voted for full \$200 million.

Close to the full \$200 million for safer off-system roads and bridges should be available for obligation by the states within a couple of weeks.



# Status of Legislation

## Issues

## NACo

## Status

## Outlook

### Bill

#### WELFARE

Food Stamps (S. 275, S. 875, S. 178).

All three bills seek to streamline the program through administrative changes; set gross income limits, standard deductions and other changes considered in the 94th Congress.

Testified March 9 before Senate Committee on Agriculture and Forestry in favor of SSI cash out, eliminating purchase requirement, and revising administrative criteria to parallel AFDC program.

Committee markup begins late April.

Some form of food stamp reform is expected to pass, as program expires March 30.

Welfare Reform (H.R. 317, H.R. 952).

H.R. 317 replaces welfare and food stamps with tax system of allowances and refundable credits, plus subsistence allowances for poor. H.R. 952 replaces AFDC, SSI and food stamps with federally administered single minimum benefit based on 50 per cent of Bureau of Labor figures.

Represented on HEW Advisory Group on Welfare Reform. Report due to President May 1.

Bills pending before House Ways and Means Committee.

A major welfare reform bill is expected from the Administration. Consensus as to direction is not clear.

Social Services.

Title XX funding increase, including child welfare services; and suspension of day care requirements.

Will continue to press for title XX increases to keep pace with inflation; NACo welfare principals serving on Day Care Standards Study Committee (HEW).

Funding being considered before Senate subcommittee on public assistance. President's budget continues the one year extension of \$240 additional for day care pending outcome of standards study.

Day care funding assured until major title XX funding issues resolved. Bill is expected and some increased funding is anticipated.

Community Action Agencies.

Increase federal support ratio from 60-70 per cent to 80 per cent; future existence of the Community Services Administration (CSA).

Continue to press for 80 per cent federal support of Community Action Agencies.

House Government Operations manpower and housing subcommittee holding hearings to determine whether CSA should continue; become part of HEW; or be abolished.

Uncertain.

# Analysis of Public Works Measure

Provisions	Local Public Works Act of 1976	H.R. 11 Passed in House Feb. 24.	S. 427 Passed in Senate March 10.	Provisions	Local Public Works Act of 1976	H.R. 11 Passed in House Feb. 24.	S. 427 Passed in Senate March 10.
Funding	\$2 billion.	\$4 billion available immediately.	\$4 billion available through fiscal '78.	Priority and preference:			
Federal share	100 per cent.	100 per cent.	100 per cent.	A) Local government	Priority and preference to public works projects of local governments.	Same as 1976 act.	Provides 10-point bonus to general purpose local governments and schools. State will only receive bonus if project is co-sponsored by above.
Start-up time	Applicant must begin construction 90 days after acceptance.	Same.	Same.	B) Energy projects	No provision.	Priority and preference to projects resulting in energy conservation.	Same as House bill.
State by state allocation of funds	65 per cent based on numbers of unemployed.  35 per cent based on rate of unemployment.	100 per cent based on numbers of unemployed.	65 per cent based on numbers of unemployed.  35 per cent divided proportionately among those states where the unemployment rate exceeds 6.5 per cent.	C) Multiple applications	No provision.	Applicants must set own priority when submitting multiple applications.	No provision.
	No state may receive more than 12 and one-half per cent, nor less than one-half of 1 per cent, of the total funding.	Maintains 12 and one-half per cent maximum and one-half of 1 per cent minimum.	Maintains 12 and one-half per cent maximum. Increases minimum to three-fourths of 1 per cent.	D) Labor intensity and duration of project construction	Labor intensity was factor in calculating grants.	No provision.	Where projects by different applicants receive tie scores, EDA may consider these factors in making grant awards.
Division of funds	70 per cent of grants to communities whose unemployment rate exceeds the national average.  30 per cent of grants to communities whose unemployment is between 6.5 per cent and the national average.	100 per cent to communities whose unemployment is above 6.5 per cent.	85 per cent to communities whose unemployment rate exceeds the national average.  15 per cent to communities whose unemployment rate is between 6.5 per cent and the national average.	E) Other factors		No provision.	Consideration should be given to stimulation of private investment; generation of other construction; creation of new long term employment.
Applications	Applications accepted (23,000 received by EDA).	No new applications. Only applications received by Dec. 23, 1976 will be considered.	If one round of funding, only applications received by Dec. 23, 1976 will be considered. If two rounds, new applications will be accepted for second round.  Communities may submit additional applications if those on file do not exceed 150 per cent of communities "benchmark."	"Buy America"	No provision.	Contractors may only use goods and materials from the United States with some exceptions.	Same as House bill.
Unemployment data	3 most recent consecutive months.	12 most recent consecutive months.	12 most recent consecutive months.	Employment of aliens	No provision.	No grant can be awarded where a contractor employs aliens on that project.	No provision.
Gerrymandering	Permitted use of unemployment data of adjoining areas.  Permitted use of unemployment data of "pocket of poverty" within jurisdiction.	Provision deleted.  Provision retained, with intent to require that when utilized, project must be located within such pocket.	Provision deleted.  Applicant may use pocket of poverty so long as project is located within that pocket.	Youth Community Improvement Program	No provision.	No provision.	Deleted from bill.
Eligibility of Indian tribes	Indian tribes competed along with other applicants.	2 and one-half per cent set aside for grants to Indian tribes.	Same as House bill.	Water Pollution Construction Grants	No provision.	No provision.	Water Pollution Construction Grant Program, S. 57, added to bill to provide \$4.53 billion in construction grants for fiscal '77 and '78.
Accessibility to handicapped and elderly.	No provision.	Grants may only be made for projects that will be accessible to the handicapped and elderly.	Same as House bill.	Federal "sign-offs"	Required various federal agencies to review and "sign-off" on projects.	Where a state has standards for jail construction, these will supersede LEAA criteria and avoid the need for agency approval.	Retains provision in 1976 act.
Minority business enterprises	No provision.	10 per cent of grants for each project must go to minority business enterprises, where available.	Same as House bill.	Drought related projects	No provision.	Adds transportation and provision of water to drought stricken areas as eligible projects.	Communities may substitute drought related projects in place of others that are accepted of comparable cost.
Chief contractor	Private contractor or project applicant.	No portion of project may be performed by any department, agency, or instrumentality of any state or local government.	Retain provisions in 1976 act.	Veteran preference	No provision.	No provision.	Project contractors should give special consideration to hiring disabled veterans and young (under age 27) veterans.
				Agency errors	No provision.	Reserves 1 and one-half per cent of funds for projects not selected due to error by any "officer or employee of the U.S."	Reserves up to 1 per cent of funds for projects not selected in Round I due to "procedural discrepancies."
				Water Development Project	No provision.	No provision.	Prevents Administration from withholding construction funds from 19 water development projects. NOTE: These projects do not involve public works funds from this program.

Continued next column



# Anatomy of a Bill

## Legislative Steps for Payments-in-Lieu of Taxes



Bill Introduced to House  
NACo Policy Established  
NACo Intensifies Campaign to County Officials

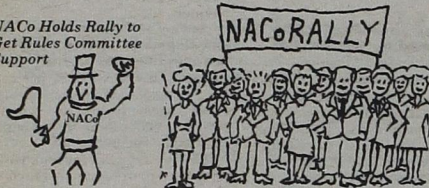


Subcommittee Hearing  
NACo Testifies



Full Committee Markup (Amended & Approved)

NACo Holds Rally to Get Rules Committee Support



HOUSE PASSES BILL (Debated, Amended & Approved)



TO SENATE



Subcommittee Hearing (Washington, D.C.)  
NACo Testifies



Full Committee Markup (Amended & Approved)



Floor Action (Objection by Minority Whip)  
NACo Meets with Key Senators to Get Objection Removed

SENATE PASSES BILL  
NACo Urges Approval of H.R. 9719 with No Senate Amendments to Avoid Conference Committee



NACo Organizes Campaign for Presidential Signature



PRESIDENT SIGNS BILL



STEPS NECESSARY IN '77 TO IMPLEMENT PL 94-565, THE PAYMENTS-IN-LIEU OF TAXES ACT...

CONGRESSIONAL BUDGET PROCESS



Congressional Budget Office Recommendations  
NACo Statement of Support



Concurrent Budget Resolution Approved

SUPPLEMENTAL APPROPRIATION President's Budget Proposal (\$100 Million for FY '77)



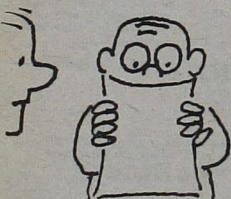
House Appropriations Committee



House Action



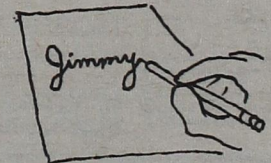
PRESIDENTIAL SIGNATURE



Senate Appropriations Committee



Senate Action



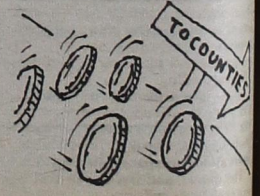
REGULAR APPROPRIATION President's Budget Proposal NACo Statement of Support



Departmental Regulations (Interior Department Drafts Regulations Implementing Law) NACo Comments



Final Regulations PAYMENTS TO COUNTIES



RR 77 NACo



## Congregate Living Helpful for Elderly

WASHINGTON, D.C.—The Department of Housing and Urban Development (HUD) has published a report indicating that fears about congregate housing's effects on the elderly are groundless.

Congregate housing is a building where apartment residents—usually elderly—may obtain meals in a central dining room and receive a variety of supportive services, such as help with housework and minor medical services.

Church-sponsored organizations have traditionally provided such housing for the elderly, but since the Housing and Urban Development Act of 1970 allowed federal funds to be used, county officials increasingly have been requested to provide congregate housing for elderly citizens.

**ADVOCATES FOR** congregate housing claim that a combination of supportive services, meals, and specially equipped apartments will allow elderly people who are basically, but not completely, self-sufficient to remain independent and out of expensive and unneeded nursing homes.

Critics fear congregate housing facilities will become isolated dormitories for the old and that providing services will hasten elderly residents' physical decay and dependence on others because the residents will no longer have to do things for themselves.

The new report, "Evaluation of the Effectiveness of Congregate Housing for the Elderly," finds that, once freed of cooking and housework, residents increased their leisure and social activities.

New friendships were formed among other residents of the facility, and, perhaps more important, involvement in community affairs increased.

ACCORDING TO the Cambridge, Mass., consulting firm that wrote the report, congregate housing "has fostered the maintenance of independence and an increase in activity."

### NACCA Sets D.C. Meeting

WASHINGTON, D.C.—The National Association of County Civil Attorneys (NACCA) will hold their fourth mid-winter meeting on March 23 from 9-noon in the Thoroughbred Room of the Washington Hilton Hotel.

The meeting is being held in conjunction with NACo's Legislative Conference and will focus attention on a number of legal and constitutional issues arising out of the implementation of revenue sharing, affirmative action, and the 1976 unemployment insurance amendments.

NACCA will hold an informal reception from 6:30-7:30 p.m. at NACo on March 22.

### Planners to Host Dinner

On March 22, during NACo's Legislative Conference, an informal dinner for members of the National Association of County Planners (NACPD) will be held in the Map Room of the Washington Hilton Hotel beginning at 6:30 p.m. Directors of several federal planning grant programs, including section 701 comprehensive planning assistance, will be attending.

If you are a member of NACPD, and wish to attend this dinner, we ask that you contact Arleen Shulman at NACo (202/785-9577) for reservations, as space is limited.

The dinner and beverages will be on a cash basis collected at the door.

Furthermore, even the facilities that offered the most extensive services "had lower operating costs than the national average for all nursing facilities and significantly lower total costs than skilled nursing facilities."

The report is based on in-depth investigations of 27 congregate housing facilities that were selected to represent a cross-section of all public and private facilities in the nation.

Among the varying characteristics are rent level—"low rent" is \$125 a month or less, "medium rent" is \$126-\$199, and "high rent" is \$200 or more—the number of services offered, and the facility's location in an urban, suburban, or rural area.

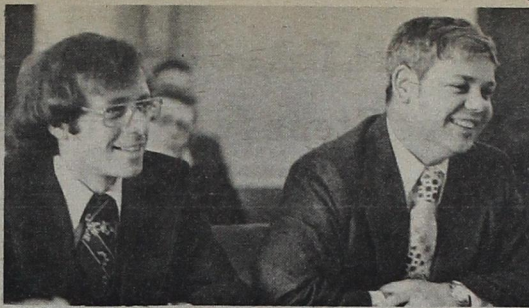
**DATA ABOUT** the residents shows that:

- Eighty per cent are women;
- Only 7 per cent are black;
- Residents' incomes are higher than those of the U.S. elderly population;
- Residents' greatest demand is for housekeeping and medical services, rather than for food preparation;
- Residents are most satisfied when in in-patient medical facility is "associated with the congregate site."

The report also identifies a major problem faced by builders and operators of congregate housing: because services are dissimilar, providing common space for several services or pooling staff is almost impossible.

For example, neither the kitchen nor the kitchen staff can be used for medical purposes. Medical staff and facilities cannot be used for recreation or social purposes.

Consequently, building and operating expenses are increased.



TESTIFYING—Elliott Alman, left, and Robert McNichols.

## Funding for Rural Development Urged

WASHINGTON, D.C.—The Congressional Rural Caucus and three House subcommittees have held hearings on fiscal '78 budget proposals for the Rural Development Act. Rep. John Breckinridge (D-Ky.), rural caucus chairman, called the hearings a first step toward assuring equity for rural areas.

Robert McNichols, county supervisor from Pulaski County, Va., stressed the urgent need of rural areas for this funding.

The three subcommittees that scheduled hearings were the Agriculture subcommittees on family farms and rural development, and Conservation and Credit chaired by Reps. Richard Nolan (D-Minn.) and Ed Jones (D-Tenn.) respectively, and the Small Business Administration subcommittee on anti-trust, capital, and employment, chaired by Breckinridge.

"The need for water and sewer systems is great. The waiting list alone currently exceeds over \$400 million for grants and over \$1.3 billion for loans," McNichols said.

"The need is severe and rural areas only have the Farmers Home Administration to look to." He then cited the important long-range effect full funding would have: creating jobs in rural areas suffering from high unemployment levels.

Breckinridge stated that the Executive Committee's Congressional Rural Caucus was endorsing full funding for rural development grant and loan programs for fiscal '78 and would forward its recommendations to the Agriculture and Appropriations Committees.

McNichols said full implementation of the Rural Development Act depends on securing adequate funding and staff to meet the level of need. He also recommended a number of administrative changes to treat rural areas more fairly.

"FmHA should be a strong advocate of meeting the needs of rural counties today. They are the prime agency with the responsibility and programs for aiding rural areas achieve a fair share."

## Fairfax to Rehabilitate 80 Units

FAIRFAX, Va.—The Fairfax County Redevelopment and Housing Authority (RHA) has sold over \$1.77 million in bonds to Virginia National Bank at 7.5 per cent interest over 25 and one-half years to finance rehabilitation of 80 units of low and moderate income housing at Winter Hill, formerly called Tyler Gardens, in Falls Church. Proceeds of the bond sales will be lent by RHA to Winter Hill Associates, owners of the project, for rehabilitation purposes.

Elderly occupants of the units will receive section 8 housing assistance payment provided by the Department of Housing and Urban Development (HUD). Section 8 provides subsidies to tenants for rental costs in excess of 25 per cent of family income. To be eligible for these payments, income cannot exceed \$12,000 a year for a couple, or \$11,300 for an individual.

The Winter Hill development was part of a 470 unit apartment complex that housed many low and moderate income families. Under new ownership, 200 structures have been renovated and sold as condominiums in the \$40,000 price range. In addition, nearly 200 units are being demolished and replaced with sale townhouses.

The city of Falls Church, concerned about displacement of lower income households, initiated efforts to reserve 80 units for low and moderate income families. Since the city does not have a housing authority to finance rehabilitation and administer section 8, a cooperation agreement between the city of Falls Church and county housing officials was negotiated and signed last June, giving administrative responsibility for 80 units at Winter Hill to the Fairfax County RHA.

## WHEN COUNTIES HELP THE ELDERLY, THEY HELP EVERYBODY

Find out at National Conferences on County Resource Development for Aging Citizens:

- What your county can do for the elderly;
- What other counties can do . . . and let others know what your county is doing.

### Plan Now to Attend One of the Conferences

Kansas City, Mo.      San Diego, Calif.  
April 24-26, 1977      June 8-10, 1977

The registration deadline for Kansas City is April 15. If you are interested in attending this conference, call the Aging Program at (202) 785-9577. If you need registration forms, please write the Aging Program, 1735 New York Ave., N.W., Washington, D.C. 20006.

Those who want to attend the San Diego conference should write or call the Aging Program at NACo for registration forms. Phone (202) 785-9577.

### KANSAS CITY CONFERENCE REGISTRATION

NACo CONFERENCES ON AGING

LOCATION: ☐ KANSAS CITY, Mo. (April 24-26)

Name \_\_\_\_\_  
(Please print or type)

County \_\_\_\_\_ Title \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

Enclosed is a check for \$30.00 conference registration fee to cover materials and two luncheon buffets. Payable to: National Association of Counties

Send to: \_\_\_\_\_ By: \_\_\_\_\_

Chuck Oglebay      April 15, 1977

Accounting Department, NACo  
1735 New York Ave., N.W.  
Washington, D.C. 20006

### KANSAS CITY HOTEL REGISTRATION

KANSAS CITY, Mo.

NACo CONFERENCE ON AGING

I will arrive (date) \_\_\_\_\_ (time) \_\_\_\_\_ ACCOMMODATIONS

I will depart (date) \_\_\_\_\_ (time) \_\_\_\_\_ Single \$24.00

Name \_\_\_\_\_ Twin/Double \$32.00

(please print or type)

Address \_\_\_\_\_ Send to: \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

Additional Occupants \_\_\_\_\_

Name(s) \_\_\_\_\_

Radisson Muehlebach Hotel  
Reservation Department  
Baltimore at 12th Street  
Kansas City, Mo. 64105

No deposit required.





**ILLINOIS OFFICERS**—The Urban Counties Council of Illinois elected 1977-78 officers during its annual meeting held in Springfield (Sangamon County), Ill. County board chairmen elected to represent the 24 urban county boards which compose the council are, from the left: Treasurer Philip B. Elfstrom, Kane County; President Victor P. Canty, St. Clair County; Vice President John E.H. Cassens, Whiteside County; and Secretary Richard Aubry, Rock Island County.

## AMC Appoints New Exec

**MINNESOTA**—The appointment of James C. Shipman as executive director of the Association of Minnesota Counties (AMC) has been announced by AMC President Norman Anderson.

Shipman, who will assume his duties April 1, replaced Ralph T. Keyes, who served as AMC's only previous director from July 1, 1956 to Nov. 15, 1976.

The selection of a new executive involved nationwide recruitment with more than 130 applicants considered. Shipman and five other finalists were interviewed in early February, and a final decision was made by the AMC Board of Directors Feb. 22.

Since September 1970, Shipman, 37, has been executive director of the Metropolitan Inter-County Council (MICC), an intergovernmental organization founded in 1967 to represent the collective interests of the seven Twin City metropolitan counties. MICC provides legal, technical and administrative assistance to these member counties. It is also responsible for providing manpower and health service planning and labor relations services to member counties on a contractual basis.



James C. Shipman and Norman Anderson.

From January 1969 to September 1970, Shipman was executive director of the South Carolina association of Counties. The previous months, he was employed as a NACo legislative specialist.

Shipman is a native of Washing-

ton, D.C.. He attended American University from where he received undergraduate and law degrees. He is currently vice chairman of the Independent School District 197 School Board and president of the area PTA council.

## Keeping Up with Counties

### Jury System Gets Award

**WAYNE COUNTY, Mich.**—The Wayne County Circuit Court's "One Day, One Trial" plan has received the "Exemplary Award" of the United States Department of Justice National Law Enforcement Assistance Administration (LEAA). Only 23 projects have received the award since its inception in 1973.

LEAA gave its highest award for the plan which allows jurors to serve one day or the duration of one trial. The old system called jurors for a 30-day term. This streamlined jury approach was planned and directed by David E. Kasunic, a Detroit attorney, who was appointed by Judge James N. Canham, chief judge of the Third Judicial Circuit of Michigan.

With the new system, the number of citizens requesting excuses from jury duty has reached a low of 1.3 per cent of summoned jurors.

### Alcoholism Treatment Center Opens

**WAKE COUNTY, N.C.**—The \$1,400,000 Wake County Alcoholism Treatment Center, which began operations Feb. 7, was financed without any federal or state assistance. With the exception of \$100,000 from the Duke Endowment for furnishings, the money came from county taxes and the county's Alcoholic Beverage Control Board.

The center offers a broad range of out-patient services to patients and families as well as in-patient treatment.

Alcohol is listed as the number three cause of death in North Carolina—following heart disease and cancer.

### L.A. to Investigate Foster Care

**LOS ANGELES COUNTY, Calif.**—An investigation of the quality of care provided 9,000 foster children in Los Angeles County has been started by Supervisor James Hayes.

Hayes says that "about 85 per cent of the law (on foster care) is devoted to assuring physical well-being of the children and only 15 per cent, or less, is concerned with providing foster parents with the training and skills to meet the psychological needs of these children, many of whom are victims of abuse, neglect, and other mistreatment by their natural parents."

He selected Sylvia Pizzini from the staff of the Department of Public Social Services to head the special unit that will formalize his recommendations. He plans to present a program for action by June of this year.

### Learning to Cope with Children

**WESTCHESTER COUNTY, N.Y.**—A conference on "How to Cope"—for families with children of all ages—was recently sponsored by the Westchester County, N.Y., Youth Bureau and Manhattanville College.

Titled "Changing Family—Changing Children," the conference provided guidance and counseling on pre-school years, adolescence and early adulthood, family interaction and one-parent families.

The conference was held because "coping with the age-old desire to raise healthy and reasonably well-adjusted children is more difficult than ever," explained County Executive Alfred B. Del Bello.

## New Jersey Association Names 13 Action Panels

**NEW JERSEY**—The New Jersey Association of Counties has named 13 action committees for 1977 to continue development of its full service concept.

In a massive restructuring this year, the association broadened its

base to serve all 30,000 New Jersey county officials. It had been known as the New Jersey Association of Chosen Freeholders.

Committee appointments were made by President Vincent J. Fusilli, Hudson County freeholder. Resource members were added to the committees to provide technical information, Fusilli explained.

Committee co-chairmen are: Conference—Lloyd A. Wimbeg, Atlantic County; and Hilliard T. Moore, Camden County; Economic Development—Harry J. Callahan, Essex County; and Albert E. Driver, Mercer County; Education—Eileen Carey McCoy, Morris County; and Edward T. Salmon, Cumberland County; Environment and Energy—Benjamin Timberland, Salem County; and Jane Clayton, Monmouth County; Finance—Ernest A. Buh, Ocean County; and Michael J. Hayes, Camden County;

Health—Raymond W. Stem, Warren County; and Harold L. Colburn, M.D., Burlington County; Intergovernmental Affairs—Donald M. Payne, Essex County; and Hazel S. Gluck, Ocean County; Legislative—Rodney P. Frelinghuysen, Morris County; and Lillian Bryant, Atlantic County; Personnel and Employment—George Muller, Hunterdon County; and Reita Greenstone, Essex County;

Publications—Joseph Keslo, Sussex County; and Louise Friedman, Passaic County; Social Services—Doris W. Dealaman, Somerset County; and Gerald A. Calabrese, Bergen County; Solid Waste Management—Leanna Brown, Morris County; and Everett C. Lattimore, Union County; and Transportation and Planning—Angelo G. Romeo, Gloucester County; and Henry W. Metzger, Burlington County.

## Don M. BERRY

EXECUTIVE DIRECTOR  
ALASKA MUNICIPAL LEAGUE

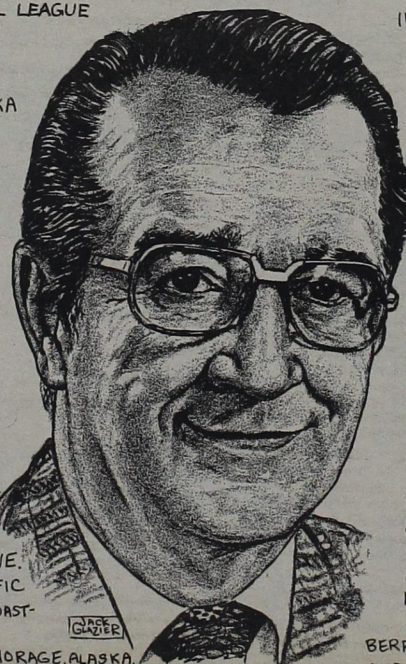
BORN APRIL 23, 1921, MORRIL, NEBRASKA

RECEIVED HIS ELEMENTARY AND HIGH SCHOOL EDUCATION IN BRUSH, COLORADO. EARNED A BACHELOR OF ARTS DEGREE IN ENGLISH AND LITERATURE AT COLORADO COLLEGE, COLORADO SPRINGS, COLORADO.

SERVED WITH THE U.S. AIR FORCE AS TECHNICAL SERGEANT, 1942-45. CHINA-BURMA-INDIA THEATRE.

WORKED AS TICKET AGENT AND TICKET OFFICE MANAGER FOR NORTHWEST ORIENT AIRLINES IN SPOKANE AND SEATTLE 1946-50.

IN 1950 HE WENT TO ANCHORAGE, ALASKA AS A TRAFFIC REPRESENTATIVE. IN 1951 HE BECAME TRAFFIC REPRESENTATIVE FOR COAST-WISE LINE-PUGET SOUND ALASKA VAN LINE, ANCHORAGE, ALASKA.



IN 1960 DON BECAME TRAFFIC REPRESENTATIVE FOR ALASKA FREIGHT LINES IN ANCHORAGE.

HE BECAME EXECUTIVE DIRECTOR OF THE ALASKA MUNICIPAL LEAGUE (JUNEAU) IN 1961, A POSITION HE STILL HOLDS.

HE IS A MEMBER OF THE STEERING COMMITTEE; ALASKA WATER STUDY COMMITTEE; ASSOCIATE EDITOR, WESTERN CITY MAGAZINE; ALASKA CORRESPONDENT, MUNICIPAL YEAR BOOK, INTERNATIONAL CITY MANAGERS' ASSOCIATION.

HE BELONGS TO THE ELKS LODGE 420, JUNEAU, ALASKA, AND IS A CHARTER MEMBER MT. MCKINLEY LIONS CLUB, ANCHORAGE.

PRESIDENT ANCHORAGE LITTLE LEAGUE BASEBALL 1952-1956. NATIONAL REPRESENTATIVE, LITTLE LEAGUE BASEBALL 1954-1956.

CHAIRMAN PATRONS COMMITTEE, ALASKA FESTIVAL OF MUSIC, ANCHORAGE, ALASKA 1961

BERRY IS A WIDOWER. HE HAS TWO DAUGHTERS AND TWO GRANDCHILDREN.





## PARTNERSHIPS URGED

# How We Can Serve Youth

RACINE, Wis.—"Our systems of youth control are in need of substantial overhaul," Rosemary Sarri declared at a recent meeting here of experts and concerned county commissioners.

Sarri, professor of social work at the University of Michigan, presented the results of a five-year study of juvenile courts and corrections to the group, convened by the Criminal Justice Program, National Association of Counties Research Foundation, held at Wingspread, a conference center maintained by the Johnson Foundation.

The purpose of the meeting, according to Donald Payne, chairman for juvenile justice of NACo's Criminal Justice and Public Safety Steering Committee, was to discuss partnerships to serve youth among county governments, the community, and other levels of government. Payne indicated some of the connections he has tried to forge in his triple role as past president of the National Council of YMCAs, director of the Board of Chosen Freeholders, Essex County, N.J. (equivalent to chairman of county board of com-

missioners), and NACo chairman for juvenile justice.

PARTICIPANTS elaborated on two themes: the need for reform and the possibilities for new partnerships to deal with the needs of youth.

Jerome Miller, commissioner of the Pennsylvania Office of Children and Youth, suggested that the measure of a society's humanness might be the way it treats its worst offenders. "The kids who are in the deepest trouble," he said, "receive the least help. Youth workers give their time and attention to kids who need it less, with whom they can show some measure of success. But I think we must realize that two of our worst offenders—and no one has brought this out in all the articles that have been written about them—are graduates of the juvenile justice system: Manson and Gilmore."

Miller indicated that the number of violent youth is actually quite small. Most of the children we lock up, he suggested, could be freed without harm to themselves or their community, and we could then con-

centrate trained help on those who need it most.

MILTON RECTOR, president of the National Council on Crime and Delinquency, proposed that juvenile courts be stripped of their authority to discipline children for acting up—that the courts address themselves only to criminal behavior. This authority, Rector continued, is inappropriate to the judicial system, and leads to the uneven handling of youth, "the conflicting kaleidoscope of goals, policies, and procedures," documented by Sarri. Rector called for greater tolerance and understanding of youth in the community, and a concerted private and public effort to achieve social justice.

Innovative county-level programs were described for conference participants and discussed in detail.

The Johnson Foundation will publish proceedings of the meeting. For more information on the conference, NACo's official policy on delinquency, or on county programs for youth, call or write Donald Murray, director, Criminal Justice Program.



KENNETH F. SCHOEN, far left, Minnesota commissioner of corrections: "In Minnesota, we pay the counties to keep offenders at home, rather than send them to state institutions. The counties have been able to achieve what the state could not—community-based rehabilitation." Seated from left, Bill Bertera, NACo legislative representative, Barbara Hill, Grafton County, N.H., commissioner, and Charles Kehoe, director of juvenile court services, Berrien County, Mich.



## Assembly to Hear County Prosecutor

WASHINGTON, D.C.—A nationally known county prosecutor will participate in a debate on the legality of pre-trial diversion at the National Assembly on the Jail Crisis in May.

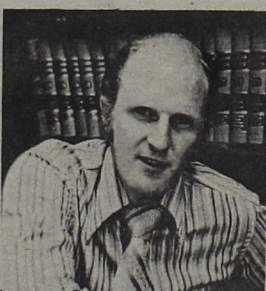
In a feature article on Robert F. Leonard, *Newsweek* magazine said, "In 11 vigorous years as prosecutor of Genesee County (Mich.), Leonard has created some of the nation's most effective and imaginative law enforcement programs."

The assembly will be held May 22-23 at the Radisson Muehlebach Hotel in Kansas City, Mo. It is being sponsored by the National Association of Counties Research Foundation and Jackson County, Mo., in cooperation with several national organizations.

LEONARD, who is also president of the National District Attorneys Association (NDAA), originated the Metropolitan Police Organization. It was the first program of its type in the nation to coordinate police activities, including investigation, intelligence, and training of local police departments.

He also established the country's first Prosecutor's Consumer Protection Commission which evaluates and mediates citizen complaints of deceptive business practices. Volunteers work in conjunction with the prosecutor's office.

Other nationally recognized accomplishments include the establishment of the county Drug and Narcotic Diversion Program and



Leonard

the Citizens Probation Authority (CPA). The CPA is a deferred prosecution diversionary program in which non-violent, felony, first-time offenders are placed in a probationary program prior to formal accusation. It is an effort to rehabilitate these offenders using community resources without the traumatic experience of arrest, incarceration, and trial.

IF A person successfully completes the CPA program, the entire criminal record is returned to him or her. Since it began in 1966, 6,000 persons have completed the program. The recidivism rate has been 3 per cent.

For more information or registration forms, contact Nancy Levinson of the Criminal Justice Program.

## Senate Acts on Jobs for Youth

Continued from page 2  
three parts would create:

- A young adult conservation corps program for youth 19 to 24 would be administered by the Department of Agriculture and Interior with recruitment done by the Employment Security and CETA prime sponsors. Funded at about \$350 million (or 25 per cent of the funds appropriated for this title), this part would provide work for youth in national parks and forests. There is some possibility of expanding this to include state, county and city parks.

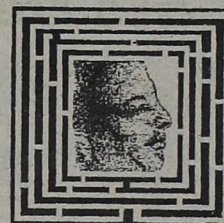
- Part B, also to receive 25 per cent of the funds appropriated for this title, is project oriented, employing youth 16-19 in community improvement activities which would not otherwise be carried out. Run through CETA prime sponsors, the program is designed for rehabilitation and maintenance activities, with minimal new construction. Half the funds available under this part could be used for wages and fringe benefits for youth and half for materials, administration and training.

- Part C, a year-round youth program operated primarily through CETA prime sponsors, would be funded at \$700-900 million (or 50 per cent of funds appropriated for this title). Half of these funds would be allocated by formula, probably to be based on unemployment and poverty. The remaining 50 per cent is discretionary, but 75 per cent of the discretionary amount would be for prime sponsors.

This bill represents a major shift by the Carter camp. It appears that with this compromise is a tacit acceptance of shifting title III funds in an expected supplemental appropriation to this new title.



JEROME MILLER, commissioner of the Pennsylvania Office of Children and Youth: "What we have now is a captive audience in youth prisons who have no part in the planning or budget process. Thus, we have built-in stagnation and violence. But change doesn't come easily even to those who want change."



## National Assembly on the Jail Crisis

May 22-25  
Kansas City, Missouri

### Registration

County \_\_\_\_\_

Name \_\_\_\_\_

Title \_\_\_\_\_

Street \_\_\_\_\_

City \_\_\_\_\_

State \_\_\_\_\_

Zip \_\_\_\_\_

### Registration fee: \$75

Please make check or money order payable to the National Association of Counties Research Foundation. Payment must accompany registration form.

I am interested in attending the following panels (Please check two from each group)

#### Partnerships for Correctional Administration

- ☐ Group A—State Subsidies
- ☐ Group B—Implementing Jail Standards
- ☐ Group C—Federal Assistance
- ☐ Group D—Interagency Cooperation in Planning

#### Diversion and Community Resources

- ☐ Group H—Intake Service Centers
- ☐ Group I—Alcohol and Drug Diversion
- ☐ Group J—Pre Trial Diversion
- ☐ Group K—Community Correction and Community Acceptance
- ☐ Group L—Community Alternatives for the Sentenced Offender

I Would Like to See the Following Wednesday Afternoon:

- |   |   |                                      |
|---|---|--------------------------------------|
| <input type="checkbox"/> Jackson Co. Jail (Medical Program) | <input type="checkbox"/> Community Corrections Center | <input type="checkbox"/> Sober House |
|---|---|--------------------------------------|

## National Assembly on the Jail Crisis Housing Reservation

Name(s) \_\_\_\_\_

Arrival date \_\_\_\_\_

Title \_\_\_\_\_

Departure date \_\_\_\_\_

Title \_\_\_\_\_

### Housing request at the Radisson Muehlebach

☐ Single \$24

☐ Double \$32

This form will register a participant for the conference and reserve space at the conference hotel. Housing at the conference hotel will be available only to participants who have registered before May 4. Hotel confirmation will be sent directly to the participant.

Send this form to:

National Association of Counties Research Foundation  
1735 New York Avenue, N.W.  
Washington, D.C. 20006  
ATT: National Assembly on the Jail Crisis



## Marquette Dean to Speak at Labor Conference



George Reedy

George Reedy, dean of the College of Journalism at Marquette University, will be the keynote luncheon speaker May 19 at the 3rd Annual Labor Relations Conference for Counties. The announcement was made last week by Charles Mulcahy, Labor Relations Conference chairman.

The conference, co-sponsored by NACo's Research Foundation, Marquette University Law School, Milwaukee County and the Wisconsin County Boards Association, will be held May 19-20 at the Marc Plaza Hotel in Milwaukee.

The purpose of this "nuts-and-bolts" conference is to provide training and current information for elected county officials and their staff involved in labor relations. The sessions are designed for elected county commissioners, chief administrative officers, personnel and labor relations officers, as well as budget directors and department heads.

The conference will include two "tracks" of workshops. One track will explore in detail the actual collective bargaining process. Workshops in this track include: a plan for a state bargaining law; structuring county government for bargaining; negotiating contract language; open vs. closed bargaining; factors influencing the economic settlement; costing the contract; and, the NACo simulated collective bargaining videotape.

The second track will focus on issues pertinent to labor-management relations in county government. Workshops will include: the budget crisis in county government and its effect on labor relations; ability to pay; public pension plans; health insurance; equal employment opportunity; employee alcoholism programs; and, labor relations issues which are unique to public safety, transportation, health care, public works, and courthouse employees.

The conference will feature a luncheon on Thursday, May 19; a reception Thursday evening at Milwaukee County's "Villa Terrace;" labor-management service exhibits; and valuable take-home materials. The president of a major public employe union has been invited to make the closing keynote address on Friday (May 20) afternoon.

Advance registration is \$75. On-site registration and registration received after May 9 will be \$85.

The 3rd Labor Relations Conference for Counties will provide a unique opportunity for county officials and their staff to meet with distinguished labor attorneys and professors, arbitrators and labor negotiators for county governments from all across the United States. Register now to ensure your participation!

The National Association of Counties Research Foundation Presents:

## THE THIRD ANNUAL LABOR RELATIONS CONFERENCE

May 19-20, 1977  
Marc Plaza Hotel  
Milwaukee, Wis.

Labor Relations Conference Registration Form  
May 19-20, 1977 • March Plaza Hotel • Milwaukee, Wis.

**NOTE:** For additional registrations... photocopy this form and complete.

Name of Delegate: (Last) \_\_\_\_\_ (First) \_\_\_\_\_ (Initial) \_\_\_\_\_  
County \_\_\_\_\_  
Title \_\_\_\_\_  
Address \_\_\_\_\_  
City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_  
Telephone ( ) \_\_\_\_\_

### Important Facts:

- There will be an additional late registration charge of \$10.00 per registrant, if your registration is postmarked later than May 9, 1977 or if you register on site at the conference.
- Upon receipt of your Advance Registration Form, you will be mailed all housing information and a housing form.
- Enclose your check in full and make payable to:  
National Association of Counties Research Foundation
- Mail your check and registration form to:  
NACo Conference Registration Center, P.O. Box 17413, Dulles International Airport, Washington, D.C. 20041.

## Water Projects Get Funds Back

WASHINGTON, D.C.—Reacting against the Administration's proposal to cut off funds for 19 water projects in the 1978 budget, the Senate passed an amendment to the public works bill that would prevent the President from withholding these funds in fiscal '77. The amendment also prevents the President from rescinding or deferring fiscal '78 funds for any of the projects.

Although the House has not yet acted on this amendment, reaction to Carter's proposal seems equally unfavorable.

Citing "new economic conditions and environmental policies," Carter said the 19 projects are of "doubtful necessity."

CARTER HAS requested that no funds be authorized for the projects pending a two-stage review to be completed by April 15. The list of projects to be denied authorization was compiled from recommendations made by the Council on Environmental Quality, the Office of Management and Budget, the Department of Interior and the Corps of Engineers.

Carter has ordered that all water resource projects be reviewed. There are approximately 1,000 such projects in various stages of completion. Most of these, however, are small with little impact. They are expected to pass the initial screening and be exempted from further review.

THE FIRST STAGE of the review will determine whether projects meet three broad economic, environmental and safety criteria:

- No additional major adverse environmental impacts would result from project completion;
- Ratio of remaining direct benefits to remaining direct costs exceeds unity when discounted at a rate of 6 and three-eighths per cent;
- No credible question remains to be resolved concerning the safety of project structures.

The discount rate referred to is used in computing the cost/benefit ratio of a project. According to this

### REG IMPLEMENTATION

## UMTA Sets Seminars

WASHINGTON, D.C.—Seminars will be held in April to aid mass transportation operators in implementing a regulation of the Uniform System of Accounts and Records and Reporting System, it was announced by the Urban Mass Transportation Administration (UMTA).

The regulation requires that transit operators receiving UMTA section 5 formula grants use a uniform system for developing information on which to base planning for public transportation services, and to make public sector investment decisions at all levels of government.

A seminar for large transit operators will be held April 7 and 8 at the Hyatt Regency Hotel, Washington, D.C. (202/737-1234). This seminar is recommended for operators with

formula, projected future benefits are discounted by a certain rate to reduce them to present day value for comparison with costs.

Projects failing to meet one or more of the three criteria will undergo a second, more detailed review. The 19 projects singled out by Carter are expected to fall into this category.

## Public Works to Conference

Continued from page 1

related projects in place of others that were accepted.

A clarification of Congressional position with regard to EDA proposed regulations is sought at the conference. EDA is proposing that the unemployment data used in county applications be restricted to that of the city of 50,000 where the project is to be located, to the balance of county minus the city of 50,000 or to the entire county where there are no cities over 50,000.

The House has stated its intent to permit counties to employ county-wide data, while the Senate has included EDA's recommendations in its report of the bill. See chart, page 5H for comparison of bills.

Senate conferees are J. Bennett Randolph (D-W.Va.), Quentin Q. Dick (D-N.D.), Edmund Muskie (D-Maine), Lloyd Bentsen (D-Texas), Wendell Anderson (D-Minn.), Pat Moynihan (D-N.Y.), Robert Stafford (R-Vt.), John Chafee (R-R.I.), Pat Dornan (D-Calif.), and John McClure (R-Idaho). House conferees have not yet been selected, but probably include Harold Johnson (Calif.), Robert Roe (D-N.J.), William Harsha (R-Ohio), John Hammon (D-Midt (R-Ark.), and Don Clausen (Calif.).

County officials should contact their representatives and senators and urge them to provide language in the conference committee report.

more than 500 vehicles and all rail rapid transit systems.

Transit operators with 1014 vehicles will have seminars on April 13 and 14, at San Francisco's Hyatt (415/398-1234) and in New York City on April 28 and 29 at the Essex House (212/247-0300).

The seminars for operators with 100 or fewer vehicles will be held April 12 at O'Hare Inn, Des Plaines, Ill. (312/827-5131); April 15 at the Hyatt, San Francisco, Calif. (415/398-1234); April 22 at the Hyatt Regency, Atlanta, Ga. (404/577-1234); and April 27 at the Essex House, New York, N.Y. (212/247-0300).

UMTA recommends that representatives of metropolitan planning organizations and state departments of transportation also attend the seminars. There is no registration fee.

## Energy Hearings Begin

Continued from page 1

policy within the federal government, since many but not all energy responsibilities would be under the energy department. The Environmental Protection Agency and the Nuclear Regulatory Agency would retain their independence, for example, and the Department of Interior would share responsibility with the proposed energy department on control over the leasing policy for energy-laden public lands.

The intergovernmental relations aspect of the Carter plan are of specific interest to county govern-

ments. The conflict, duplication and delay inherent in the federal government's current energy bureaucracy has led to consternation among public officials attempting to implement or comply with federal energy and environmental laws and regulations.

NACo representatives will be working with the Administration and the Congress to ensure that new department offers opportunities for county participation in the implementation and formulation of processes.