This Week

- Update on unemployment insurance, page 8
- Plans under way for NACo's 44th annual conference, page 9

# COUNTY NEWS

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

NACo

Vol. 11, No. 13

April 2, 1979

Washington, D.C.

# resident Unveils lans to Reform egulatory Maze

Building on previous adnistrative steps to reform the gulatory process, President Carter s sent to Congress a legislative easure to reduce red tape, and reamline the regulatory process. is proposal is based on common nse, better management, and efctive rational analysis of the imct of federal rules on those affecd.

Its key provision would require all gulatory agencies to examine and iblish the costs and benefits of ternative methods to achieve their bjectives before issuing new "major les" (defined as those having an nnual economic impact of $100 illion or more). The proposed gislation extends the comment eriod for new rules to 60 days, and rohibits agencies from implementg the rule until 30 days after final romulgation.

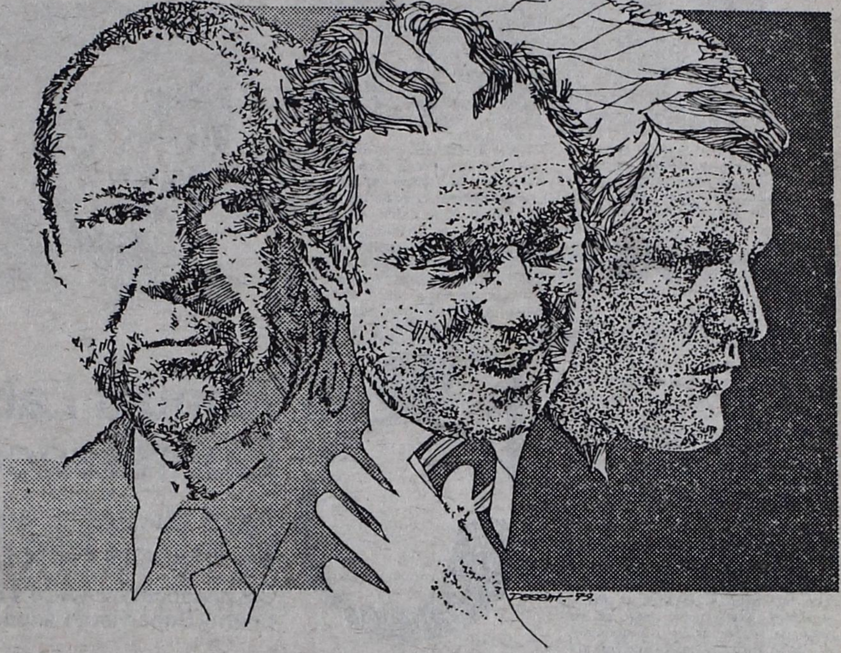
The measure would also require a 0-year review of all existing egulations, would force agencies to set agendas and deadlines for their actions and would strengthen and expand regulatory reforms begun under the President's Executive Order 12044 issued last year.

TO IMPROVE agency management, the measure proposes the establishment or designation of a single office within each agency to be responsible for overseeing the regulatory process and for monitoring compliance with the requirements of the act.

In announcing the new legislation last week in Dallas, the President said his proposal is designed to revise the regulatory process and end what he called "needless rules, excessive costs, duplication, overlap and waste" in government rulemaking.

The President's proposal is similar to a bill, S. 262, introduced by Sen. Abraham Ribicoff (D-Conn.), chairman of Senate Governmental Affairs

See CARTER, page 5



# National Health Insurance

## Divergent Approaches to Confront Congress

**First in a series**

The debate over national health insurance heated up recently with the announcement that President Carter will ask Congress this year for "$10 billion to $15 billion" worth of new health care benefits as the "first phase" of his long awaited national health plan. The Administration's health benefit package would cover the aged, the poor, workers and others who presently lack adequate coverage, and finally those with a major illness that outruns their ability to pay.

Sen. Edward M. Kennedy (D-Mass.), who intends to offer a comprehensive national health plan of his own soon, promptly attacked the Administration plan as far too limited. Kennedy, supported by AFL-CIO President George Meany and United Auto Workers President Douglas Fraser, also said the President's decision to send Congress only the first phase without provisions to phase in the various parts may mean the country will never have a complete health insurance plan.

A spokesman for the Administration said the basic drive behind the President's decision was financial restraint.

Health, Education and Welfare Secretary Joseph Califano revealed the basic outlines of the Administration plan in testimony before the Senate Finance's health subcommittee March 27. He was reacting to Sen. Russell B. Long's catastrophic health bill (S.350). Long (D-La.) is the chairman of the powerful Senate Finance Committee. So far, the senator's bill is the only legislation that has been submitted in Congress; the Administration's legislative draft is still 60 to 90 days away. Sen. Kennedy also hopes to introduce his bill within the next four to six weeks.

COUNTY CONCERNS

All three national health insurance proposals—Sen. Kennedy's all-inclusive proposal, the President's more limited phased-in proposal and Sen. Long's catastrophic health insurance bill—are of vital concern to counties. Regardless of the eventual shape of a national health care program, local officials will be concerned with how each proposal will deal with the following:

- The impact of national health insurance on county match under Medicaid;
- The degree to which these proposals cover the medically indigent who are presently served by county government;
- The adequacy of reimbursement for services provided by county health care facilities;
- The kind of incentives which are included for disease prevention and public health services, which are important contributions of county government to America's health system;

See LONG's, page 12

## County Officials Face Congress

Doris Dealaman, Somerset County, N.J., testifies on social services. See page 3.

Sonia Johannsen, Black Hawk County, Iowa, and Neal Potter, Montgomery County, Md., address future solid waste management. See page 5.

Jim Scott, Fairfax County, Va., urges restoration of cutbacks in housing. See page 3.

TO STATES, LOCALITIES

# Slowdown in Federal Aid Flow Dramatic

According to Administration estimates, federal aid to states and localities is expected to average only a 3 percent increase for fiscal years '79 and '80, in sharp contrast to an average increase of around 16 percent in the previous four-year period.

The increase in federal aid in fiscal '79 over 1978 is $4.2 billion—an increase of only 5.4 percent over 1978 and the smallest increase recorded since 1974. Projections for 1980 federal aid indicate an even smaller increase that year—a total of $82.9 billion or only 1 percent over 1979.

See Table, page 5

The dramatic slowing down of federal aid flows is even more meaningful when growth of the federal aid system over the past 20 years is chronicled in a table complied by the Advisory Commission on Intergovernmental Relations (ACIR), appearing on page 5.

For the first time since 1974, federal aid grew at a rate slower than state-local revenue from their own resources. Yet the 10 percent increase in state-local receipts in 1979 was less than the 10.9 percent increase posted in 1978 and considerably lower than the 16.2 percent increase in 1977.

Federal grants as a percent of state-local receipts from own sources is also down in 1979—to 30.4 percent from 31.7 percent in 1978.

The Advisory Commission on Intergovernmental Relations is the national permanent commission, created by the Congress in 1959 to monitor intergovernmental relations and make recommendations for change.

## REGISTRATION DEADLINE NEARS

# San Francisco to Welcome NACo Delegates

The deadline for advance registration for NACo's Fifth Annual Labor Relations Conference, April 29-May 1 in San Francisco, is fast approaching. All advance registration fees must be postmarked no later than April 7. After that date delegates must register on-site at the St. Francis Hotel, and pay an additional $10 fee.

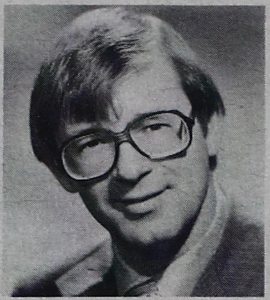
Featured speakers will follow the general conference theme of Labor Relations and the New Fiscal Restraint. General session speakers are Sean Sullivan, acting assistant director for pay monitoring, Council on Wage and Price Stability; Charles C. Mulcahy and Charles Goldstein, public sector labor relations attorneys, Alan Campbell, director, U.S. Office of Personnel Management and Daniel E. Leach, vice chair, U.S. Equal Employment Opportunity Commission.

NACo has enlisted for the workshops nationally known labor relations practitioners and specialists. James Baird, public sector labor attorney, lecturer and author of numerous articles on labor relations law, is one example. Baird, general counsel for NPELRA, will be speaking at the workshop entitled "Facing the Union Election: Policy Decisions, Unit Determination and Role of Supervisors."

Speaking at the same workshop is John F. Dickinson, a partner in the law firm Jones, Corbin and Dickinson of Jacksonville, Fla. Dickinson, who has been a speaker at many seminars, has a wide range of experience representing management clients in both the public and private sector.

DONALD H. WEINBERG, former personnel director and chief negotiator for Prince George's County, Md. and Washington, D.C., will present his views at the workshop on "Accountability to the Public: The Ability to Meet Union Demands." Weinberg is now the director of Alpha Group, Inc., a management consulting firm which provides advice and technical assistance to public sector management in labor relations, compensation and crisis intervention.

The workshops are divided into two tracks. Track One, entitled "What to Do Before (And Even After) the Union Arrives," is designed to provide basic labor relations information to jurisdictions unorganized or newly organized. Those workshops describe and emphasize good management practices. Track Two is geared toward elected officials and staff who have had experience with unions. Entitled, "Dealing With the Union Environment," this track offers advanced sessions on important labor relations issues including impasse resolution, strike contingency planning and bargaining on employee benefits.

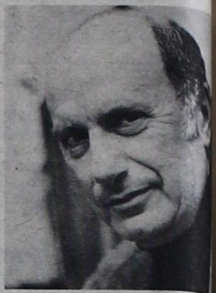

Baird

Cosponsored by NACo's County Employee Labor Relations Service and the County Supervisors Association of California, the conference is made possible in part by a grant from the U.S. Office of Personnel Management.

Advance registration fee for the conference is $115 which includes admission to all program sessions, a welcome to California wine and cheese reception, a conference luncheon and the annual labor relations banquet.

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

County and other local government officials may register for the conference and make hotel reservations by completing the registration form appearing o[n this] page. For further information [on the] conference program, contact [Chuck] Loveless or Barbara Rad[cliff] 202/785-9577.


Weinberg

## NTDS Guide to Handling Stress

Managing stress effectively is essential for people who live under constant public scrutiny—not only government officials, but their families as well. A concise booklet *How to Live With Stress, A Guide for Public Officials* can help to provide relief.

The guide, prepared by the National Training and Development Service, discusses the effects of conflict at work, at home and in the community and gives suggestions on how to cope with it. Also included is a section of exercises for use by individuals and trainers and a workshop format designed to increase individual capacities for dealing with stress.

To order your copy, send a check or purchase order for $3.80 to: National Training & Development Service Press, 5028 Wisconsin Avenue, NW, Washington, D.C. 20016. Your guide will be sent to you by first class mail.

COUNTY NEWS
(USPS 704-620).

EDITOR: Bernard Hillenbrand
MANAGING EDITOR: Christine Gresock
PRODUCTION MANAGER: Michael Breeding
GRAPHICS: Karen Eldridge, Robert Redding, and Deborah Salzer.
ASSISTANT EDITOR: Joan Amico
PHOTOGRAPHER: Lee LaPrell
CIRCULATION COORDINATOR: G. Marie Reid
Published weekly except during Christmas week and the week following the annual conference 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 $35 per year for nonmembers, $30 for nonmembers purchasing 10 or more subscriptions. Member county surplus subscriptions are $20, membercounties purchasing 10 or more surplus subscriptions $15. Send payment with orders to above address. While utmost care is used, *County News* cannot be responsible for unsolicited manuscripts.

# Concern Voiced for Forgotten Segment'

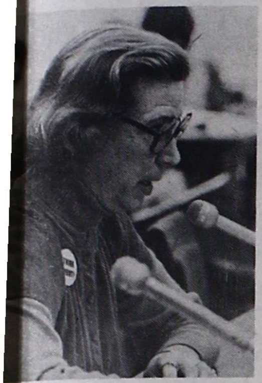
ACo has expressed "profound cern over the seeming willingness he 96th Congress to sacrifice "poor ple and the local governments t serve them. . .to budget issues."

n recent testimony before the se subcommittee on public assis- ce and unemployment compensa- , Doris Dealaman, chosen free- der, Somerset County, N.J., made lear that NACo's testimony con- ned "small amounts of money to o us improve the lot of poor people helpless children."

These people, she added, are a "very dy and all too often forgotten seg- nt of the population that you and re elected to represent. . . Chil- en, after all, do not vote and are unlikely to notice that their needs are being sacrificed to the mandates to reduce the nation's deficit to $29 billion."

Dealaman, however, praised the members of the subcommittee "for doggedly pursuing these vital issues that generate so little enthusiasm when competing with the defense budget, for example." She also recalled that the House last year passed needed provisions by a wide margin.

It is in the Senate, she observed, that "we must strengthen our determination to see these provisions enacted."



Dealaman

**AMONG NACo's SPECIFIC** recommendations is an increase of the funding for social services authorized under Title XX of the Social Security Act from $2.9 billion in 1980 to $3.15 billion and to $3.45 billion in 1981.

Current legislation authorizes $2.9 billion for 1980, which, according to Dealaman, represents only half of the federal commitment made to social services in 1972, when inflation is taken into account.

NACo also supports changes in Title XX that would:

- Require state officials to consult the chief local elected officials when developing a state plan for social services;
- Establish three-year planning cycles;
- Permit the use of funds for emergency shelter for adults in danger of physical or mental harm;
- Reallocate a state's unused funds to other states and counties that have overmatched their share of Title XX costs;
- Make permanent the use of Title XX money to support services for drug addicts and alcoholics and the WIN tax credit for day care services that employ welfare recipients.

NACo opposes both earmarking $200 million of Title XX funds for child care and capping the Title XX training fund at 3 percent.

**EARMARKING,** Dealaman said, "contradicts the flexibility inherent in the block grant approach." The three percent cap "appears to be purely arbitrary."

In addition to changes in Title XX, NACo is calling for the federal government to support children who are voluntarily (rather than by court order) placed in a foster home; to provide adoption subsidies for hard-to-place children; and to increase the funding for child placement services and for public institutions providing foster care to 25 or fewer children.

Finally, NACo advocates making child welfare services funded under Title IV-B of the Social Security Act into an entitlement program in which all eligible children and families would be able to receive help such as protective services or day care.

Counties now spend nearly $8 billion for welfare and social services. Although the federal government pays most of this bill, many counties must still use much of their own tax revenues for welfare costs. A few urban counties spend as much as 80 percent of their own funds to cover these costs.

Consequently welfare reform remains one of NACo's top legislative priorities.

# Bridge Comments Solicited

Passage of the Surface Transportation Act of 1978 vith its special bridge replacement program marked an mportant beginning in efforts to secure federal ssistance for rehabilitating or restoring thousands of ridges across the country that are in disrepair.

Working with officials at all levels of governments, ACo will now concentrate its efforts toward program nplementation to ensure (1) that counties receive their air share of the 15 to 35 percent of each state's funds vailable for bridges off the federal-aid highway system nd (2) that counties share decision-making with the tates on such activities as selecting projects for federal unding.

### BRIDGE PROGRAM

This week we are soliciting comments on a final rule ublished by FHWA in the March 15 *Federal Register,* oncerning the bridge program. (Contact Karen 'Rourke at NACo for a copy.) Although the regulation written as final rule, FHWA is asking for and will riously consider your comments. Please send them to arlene Glassman at NACo no later than May 18.

Comments should be directed to ways the FHWA le should address the role of local governments as part- ers with the states in decisions affecting program im- ementation. In addition, please write specific com- ents on technical aspects of the regulation such as suf- ciency ratings and design standards.

### FHWA BRIDGE INSPECTOR TRAINING PROGRAMS

The highway bridge replacement and rehabilitation ogram requires that all bridges off the federal-aid ghway systems be inventoried, inspected and ssified, according to National Bridge Inspection andards, by Dec. 31, 1980. Most off-system bridges e under local jurisdiction.

To assist counties and other local governments with idge inspection, FHWA, through its National High- y Institute, is developing off-system bridge inspector ining programs. Although the programs are not yet dy, FHWA wants you to know they will be available thin the next six months. Keep in touch with your WA division office, located in your state capital, to d out when the programs will be ready.

Three different training programs will be available.

**tructor Guide Training Package**

This package is designed so that qualified individuals conduct a bridge inspector training course for local ernments. The course will be approximately 40 hours g divided into the following modules:

- General Bridge Inspection Information and Training
- Inspection of Timber Bridges
- Inspection of Steel Beam Bridges
- Inspection of Steel Truss Bridges
- Inspection of Concrete Bridges

Any one of or all of the modules can be combined with the general information module in presenting a course.

**Consultant Presented Courses**

The one-week training package as outlined above will, through FHWA, be contract presented at on-site field locations upon request.

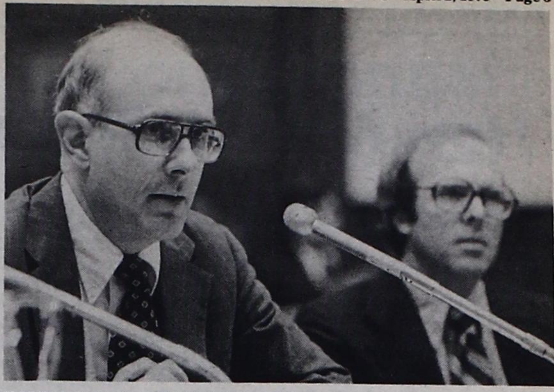
**Off-System Bridge Inspection Video-Tape Series**

A series of 30-45 minute video tapes on the inspection of typical off-system bridges will be made available to state and local juridsdictions. These tapes will be divided as follows and may be presented by themselves, in conjunction with the training package discussed above or with other bridge inspector training efforts.

1) Introduction to Off-System Bridge Program and Inspections
2) Inspection of Steel Beam Bridges with Concrete Decks
3) Inspection of Steel Truss Bridges with Timber Decks
4) Inspection of Concrete Beam Bridges
5) Inspection of Timber Bridges

For further information on the training material contact: Al Miller, National Highway Institute, Federal Highway Administration, 400 Seventh Street S.W. Washington, D.C. 20590, 202/426-9141.

—Marlene Glassman
NACoR



HOUSING NEEDS EXAMINED—Fairfax County (Va.) Supervisor Jim Scott, left, chairman of NACo's Community Development Steering Committee, presents NACo's views on the Housing Authorization bill of 1979 to the House Subcommittee on housing. At right is NACo staffer John Murphy.

# Maintain Housing Funds, Says Scott

James Scott, supervisor, Fairfax County, Va. and chairman of NACo's Community Development Steering Committee, told a House subcommittee last week that "it is essential that Congress provide a predictable and sustained level of assisted housing from year to year."

Scott addressed the housing needs of both urban and rural areas in testimony before the House subcommittee on housing and community development on the fiscal '80 authorization legislation for the Department of Housing and Urban Development (HUD).

Scott urged the subcommittee to take the following actions:

- Increase the authorization level for Section 8/Conventional Public Housing to maintain at least the fiscal '79 level of assisted housing units—about 360,000—and preferably provide authorization for 400,000 in fiscal '80.
- Support the Administration's request for $130 million for Section 312 Housing Rehabilitation Loans.
- Restore the authorization for Section 701 Comprehensive Planning, an important source of assistance to smaller counties and cities, to $53 million as in fiscal '79.
- Support the Administration's request for increased authorization of $275 million for Urban Development Action Grants (UDAG).

Scott called the UDAG program "one which truly works, which has demonstrated that the public and private sectors can join in partnership to combat physical and economic distress." He asked that eligibility under the program be broadened to include "pockets of poverty" in otherwise nondistressed cities and urban counties.

**SCOTT SUGGESTED** that such a pocket of poverty should be of sufficient size, perhaps a census tract of at least 10,000, to benefit a number of distressed persons; that the proposed project should be located within its boundaries; and that, although the criteria used to measure distress might be left up to the secretary of HUD, the criteria should not be biased toward any one section of the country.

Pointing out the close relationship between housing and rural development programs, Scott called for restoration of cuts in the fiscal '80 funding levels of the Farmers Home Administration housing, water and waste disposal grant and loan programs.

Adequate water and sewer facilities, he said, are not only necessary for safe and sanitary swellings. They are vital in attracting and maintaining industry and employment in rural areas. Scott therefore urged that water and waste disposal programs should be funded at least at the fiscal '79 level, since the waiting list for such grants already exceeds $600 million.

# Committees Will Set Food Stamp Budget

Both the House and Senate Budget Committees will meet this week to determine the budget for the Food Stamp Program for fiscal '80. The most serious issues to be decided are whether the spending "cap" will be lifted, and if so, to what amount.

When Congress passed the Food Stamp Act of 1977, it imposed a ceiling, or cap, on the amount of funds which could be spent for the program for each fiscal year through 1981. Forecasters underestimated the rise in inflation and food prices, as well as the faster rate at which people would be entering the program. It is now clear that the $6.189 billion cap for '80 is far below what will be needed to serve the 16 million program participants.

Unless the "cap" is raised, a drastic cut in benefits across-the-board to all food stamp recipients can be expected. This, in turn, will mean that general assistance rolls will increase as a direct result of the cutback in food stamp benefits.

The Administration has recommended raising the cap to $6.9 billion. Both the House and Senate Agriculture Committees recommendations to the respective Budget Committees were that enough money should be provided in the budget to allow the cap to be subsequently removed. The House recommended a range of costs between $6.2 billion and $6.9 billion; the Senate recommended $6.9 billion. Despite these recommendations, strong efforts to set the budget amount at the cap are expected in both Budget Committees.

NACo urges its members to contact their senators and congressmen on the Budget Committees, asking them to remove the food stamp cap and include enough money in the budget to prevent reductions in benefits. For more information contact Diane Shust at NACo.

BERNARD F. HILLENBRAND

County outlook

# How Much Is There to Cut?

Congress and the public are under the impression that states, cities and counties will, under the President's 1980 budget proposals, receive $82.9 billion in federal grants in aid.

It just isn't so. If you exclude payments to individuals the actual amount of grants flowing to state and local governments is only $31.2 billion according to an excellent study by urban experts Floyd and Terry Hyde published in the March 3 issue of the respected *National Journal.*

"The reason for such a wide discrepancy lies in the method by which the President's Office of Management and Budget compiles and categorizes various kinds of programs and benefits identified in the budget. Specifically, the special analyses budget document aggregates, without distinction, those programs giving aid directly to individuals, those which pass aid through state and local governments to individuals, those which provide aid to autonomous entities other than state and local governments, those which fund other federal activities, and those which do provide aid directly to state and local governments to be used by them for specified national objectives."

The authors go on to say, "Thus, OMB's list includes items of direct payments to individuals such as: Supplemental Security Income (SSI), Medicaid, veterans benefits; payments to autonomous entities other than state and local governments such as: the Tennessee Valley Authority (TVA), the Corporation for Public Broadcasting, Trust Territory of the Pacific Islands, the Commodity Credit Corporation and the Center for Disease Control (Atlanta).

"Many strictly federal activities are also included, such as: Land and Water Conservation Funds, Agricultural Cooperative Research, Office of Surface Mining Enforcement, Indian Education, and Federal Railroad Administration. Although listed as such, these items are not grants-in-aid to state and local governments at all, and they belong neither in the budget document entitled *Federal Grants to State and Local Government,* nor in the narrative for special analysis of such aid."

This huge $50 billion discrepancy takes on a menacing dimension when we consider that many of our close friends in Congress report a rising sentiment in that body to fund the Middle East peace settlement and the resulting threatened cut of oil by cutting domestic grants-in-aid. The first target for reallocating funds to other programs could well be general revenue sharing.

In part this congressional reaction is white hot anger against the state legislatures and other state officials who have sponsored resolutions calling for a constitutional convention to draft an amendment to require a balanced federal budget. Not unreasonably, congressmen see this as an irresponsible criticism of the Congress which appropriates funds to the states from the federal deficit and enable the states to balance their own budgets.

However, anger is one thing and reason another. It would be tragic if general revenue sharing and other programs vital to counties were to become the innocent victims of congressional wrath.

The facts are plain. We cannot absorb these additional cuts in traditional grants without severe local distress.

# Cutting Down Regulations

President Carter has a "common sense" proposal to reform the regulatory system and reduce the cost and red tape of government. It's none too soon for county government.

As inflation and budget cuts eat away at available resources it is irresponsible to shrink these dollars further with government overregulation. It makes good sense to clean out the system, identify and eliminate waste and put some faith in our intergovernmental system. It all boils down to trust.

The federal bureaucracy has traditionally failed to trust the local elected official. By wielding the big stick of overregulation federal agencies have tried to standardize our performances without taking into account differences in local capacity or needs. Such a philosophy strikes at the heart of our three-tier partnership form of government. Worse yet, it costs the taxpayers an estimated $100 billion annually, and some say is accountable for one and one-half percentage points of the inflation rate.

County governments have been profoundly aware of the costs of government red tape for years. A 1977 NACo study of paperwork requirements in three federal programs revealed that 11 percent of federal funds were gobbled up in unnecessary, useless reporting. Add on 11 percent at the state level, since the majority of federal dollars flow through the states, and another 11 percent at the federal level to process the reporting. The 33 percent total does not even include increased costs of inflation.

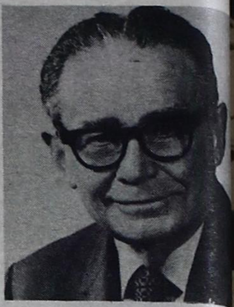
Counties have tried for years to reform the regulatory process, but our influence has been stifled by a system that refused to listen to good common sense or to understand the real-world effects of regulation from Washington.

The Regulatory Reform Act of 1979 will breathe fresh air into the system and make federal bureaucrats analyze the potential benefits and economic effects of an array of alternative methods for achieving their goals. More important, the measure will hold an agency accountable for selecting the most cost-effective alternative or defend its choice.

Other regulatory reform measures have been introduced in the 96th Congress, many of which are basically geared to the private sector. We in county government believe it's about time that Congress and the Administration recognized the burdens of inefficient administrative rules. We applaud these efforts and place our full support behind them.

An open, efficient and meaningful regulatory system, one that emphasizes the impact of the rules, rather than the convenience of the rule-makers, can't help but save taxpayer dollars and bring a renewed faith in our federal system.

## Honoring Judge Sterrett



Sterrett

We are delighted to receive word from NACo Second Vice President Roy Orr that Dallas County's new jail will be named the Lew Sterrett Justice Center.

Retired Judge W.L. Sterrett is well known and much loved in Texas and throughout NACo. He is remembered most vividly as the man who left the intensive care unit of a hospital on Friday so that he could on Sunday see to the details of being chairman of the NACo conference in Dallas in July.

The new $81 million center was approved by the voters in 19[...] and is scheduled for completion in 1981. It will be among the [...] tion's most modern and will incorporate the latest rehabilitat[...] programs. It is fitting that it is named after a man who serv[...] county government so diligently for 52 years.

It was Lew who first introduced his fellow Texans to NA[...] (and vice versa) and we are very proud that he will be honor[...] in Dallas as he will always be honored in NACo.

## Letters to the Editor

Dear Bernie:

Few government programs are more basic to American society than So[...] Security. I consider my new assignment as chairman of the House W[...] and Means Committee Social Security subcommittee a high honor [...] responsibility.

There will be few, if any, easy decisions to make affecting this progr[...] which now accounts for about one-fifth of the federal budget. I apprec[...] very much, therefore, your congratulations and your support.

J.J. Pickle
U.S. Representa[...]
D-Texas

Dear Sir:

No, sir, I can't agree with Mr. Hillenbrand's recommendation fo[...] moratorium on criticism of our president (*County News,* March 5).

It is trite but true that Mr. Carter campaigned long and hard for the j[...] All presidents, willingly or not, have had to accept criticism.

The president is the chief executive of the corporation that is the Uni[...] States. As its stockholders, he is is responsible to us. Good performan[...] should receive approbation; poor performance criticism.

The successful corporation's performance undergoes continu[...] evaluation. The corporation that is the United States can choose to re[...] point, or not, its chief executive only at four-year intervals. Mr. Hille[...] brand's statement: "We could, however, make up for ("a softening or ev[...] moratorium on the avalanche of presidential criticism") as presidential ele[...] tion time draws closer..." seems a dubious proposition indeed!

Mr. Carter's performance will be judged by his day-to-day as well as [...] cumulative performance. Constant appraisal is helpful to him, necessary [...] us as the ultimate decision makers.

Maurice D. Walsh Jr., Administr[...]
Library Division
Jefferson Parish, La.

Dear Mr. Hillenbrand,

That was a very sensitive and unique article on President Carter ("H[...] About a Moratorium...") in the March 5 *County News.* I agree with y[...] fully.

People demand so much—never acknowledging the limitations of [...] presidency. I for one am very grateful to have a president who is hone[...] good, intelligent, and giving everything he can to the job. We've had a l[...] less!

I hope Carter reads the article!

Nancy Weiss
Kane County, Ill. Board Mem[...]

ADVISORY COMMISSION MEETS—County representatives to the Advisory Commission on Intergovernmental Relations (ACIR) are William Beach of Montgomery County, Tenn. (far left), Doris Dealaman of Somerset County, N.J. and Lynn Cutler of Black Hawk County, Iowa, ACIR vice chairman (far right). Chairman of the congressional advisory panel is former New York City mayor Abraham Beame.

# Revenue Sharing Backed

Calling revenue sharing the "best of the block grants" because it allows states and local governments wide discretion in responding to the needs of their citizens, the Advisory Commission on Intergovernmental Relations (ACIR) recommended at its March 23 meeting that the program be fully reauthorized.

Included in the policy recommendation was that the Administration give its full support to congressional renewal of the program, which expires in September 1980. The program currently funnels $6.85 billion annually to states and local governments.

(Several calls have been made in Congress to end the program or eliminate states from the program.)

A second recommendation asked the Administration and Congress "to maintain the purchasing power of the general revenue sharing dollar in these times of rising inflation."

Representing counties on the ACIR are Lynn Cutler, supervisor, Black Hawk County, Iowa, who serves as the panel's vice chairman; William O. Beach, judge, Montgomery County, Tenn. and immediate NACo past president; and Doris Dealaman, freeholder, Sommerset County, N.J. and NACo's chairwoman for aging services.

**IN ADDITION**, recognizing that budget cuts are forthcoming to meet a national balanced budget, the commission went on record saying that only one federal aid program, general revenue sharing, should be shielded from federal budget paring. It further recommended that Congress should streamline and improve the grants-in-aid system, including grant consolidation of the 492 categorical programs, and should reduce regulations accompanying federal aid, to save dollars and make the system more efficient and economical.

ACIR also adopted policy recommendations from an intensive study of the 151 citizen participation requirements in federal assistance programs. The recommendations called upon all levels of government to provide "sufficient authority, responsibility, resources and commitment for effective citizen participation in their own directly administered activities," and upon the federal government to develop a positive and consistent federal policy in assistance programs.

The Advisory Commission on Intergovernmental Relations is a national, permanent commission established by the Congress to monitor the intergovernmental relations system and make recommendations for change. Its membership is made up of elected and appointed federal, state and local officials and representatives of the general public. Former New York City Mayor Abraham Beame is chairman.

**FEDERAL GRANTS-IN-AID AS A PERCENTAGE OF STATE-LOCAL RECEIPTS FROM OWN SOURCES, 1960-1980**
**(dollar amounts in billions)**

| | Federal Grants | | State-Local Receipts From Own Sources [2] | | Federal Grants as a Percent of State-Local Receipts From Own Sources |
|---|---|---|---|---|---|
| Fiscal Year [1] | Amount | Percent Increase | Amount | Percent Increase | |
| 1960 | $7.0 | 5.3 | $41.6 | 10.1 | 16.8 |
| 1961 | 7.1 | 1.3 | 44.9 | 7.9 | 15.8 |
| 1962 | 7.9 | 11.0 | 48.7 | 8.5 | 16.2 |
| 1963 | 8.6 | 9.4 | 52.2 | 7.2 | 16.5 |
| 1964 | 10.1 | 17.5 | 56.5 | 8.2 | 17.9 |
| 1965 | 10.9 | 7.5 | 61.6 | 9.0 | 17.7 |
| 1966 | 13.0 | 18.9 | 67.0 | 8.8 | 19.3 |
| 1967 | 15.2 | 17.6 | 73.9 | 10.3 | 20.6 |
| 1968 | 18.6 | 22.0 | 82.9 | 12.2 | 22.4 |
| 1969 | 20.3 | 8.9 | 93.9 | 13.3 | 21.6 |
| 1970 | 24.0 | 18.6 | 105.0 | 11.8 | 22.9 |
| 1971 | 28.1 | 17.0 | 116.6 | 11.0 | 24.1 |
| 1972 | 34.4 | 22.3 | 131.6 | 12.9 | 26.1 |
| 1973 | 41.8 | 21.7 | 146.9 | 11.6 | 28.5 |
| 1974 | 43.4 | 3.6 | 158.9 | 8.2 | 27.2 |
| 1975 | 49.8 | 14.9 | 171.4 | 7.9 | 29.0 |
| 1976 | 59.1 | 18.6 | 190.2 | 11.0 | 31.0 |
| 1977 | 68.4 | 15.8 | 221.0 | 16.2 | 31.0 |
| 1978 | 77.9 | 13.8 | 245.4 | 10.9 | 31.7 |
| 1979 est. | 82.1 | 5.4 | 270.0 | 10.0 | 30.4 |
| 1980 est. | 82.9 | 1.0 | N.A. | N.A. | N.A. |

Data for 1960 through 1976 are for fiscal years ending June 30; for 1977 through 1980, for fiscal years ending September 30.

As defined in the national income accounts.

N.A.—Not available

Source: ACIR staff computations.

## Carter Unveils Regulatory Plan

Continued from page 1

Committee, but goes farther by requiring federal agencies to report back to Congress annually on implementing the law.

In addition, Ribicoff's proposal restructures the Administrative Conference, an independent federal agency created in 1964 to study and make recommendations on administrative proceedings, to actively monitor the new process, as well as to provide ways of improving agency operations. Such restructuring was discussed in earlier drafts of the President's proposal, but it is unclear whether this idea was retained in the measure sent to Congress.

It is anticipated the President's proposal should receive wide support in Congress as similar measures have. The tone of the 96th Congress has been one of oversight and good government. Given the nature of regulatory reform efforts, it is clearly within the interests of the 96th Congress to enact this or similar legislation. Late spring or early summer hearings are expected.

At the recent Legislative Conference, NACo's Taxation and Finance Steering Committee, under the chairmanship of Councilman Lois Parke of New Castle County, Del., adopted a resolution which calls on "Congress and the Administration to enact legislation to reform the regulatory process which would streamline agency rulemaking and reduce the administrative costs and burdens of federal regulations." NACo will be working with the Congress and the Administration to achieve this goal.

## COUNTY COSTS WOULD INCREASE

# Federal UI Standard Considered

The National Commission on Unemployment Compensation, required by Congress to evaluate the structure and financing of the unemployment insurance (UI) system, is currently assessing the feasibility of replacing the state by state rules with a single federal benefit standard for how much is paid to UI recipients.

In particular, they are investigating the idea of a standard percentage of the average weekly wages in the state. NACo's UI research project, in conjunction with the Department of Labor, recently completed a study of the anticipated cost of such a federal requirement.

The findings support NACo's earlier assumption concerning the establishment of federal benefit standards—that they would increase the total cost of UI at a time when the system is already in financial trouble. This would have a substantial effect on the UI benefit payouts by counties, as newly covered employers.

Currently, the weekly benefit amount payable to those individuals qualifying for UI benefits varies from state to state, based on individual state UI laws. In order to achieve greater consistency and adequacy of varying wage replacement levels, i.e., what percentage of a person's prior earnings should be "replaced" by UI, a federal requirement which dictates that states must provide a certain wage replacement level to individuals eligible for UI benefits has been suggested in previous legislative proposals.

This study analyzed the impact of four federal standards—60 percent, 66⅔ percent, 75 percent, and 80 percent—on the total payout from each state's UI trust fund. The accompanying table demonstrates the percentage increases (decreases), based on fiscal '78 state UI outlays, necessary in total payouts from imposing a 66⅔ percent federal benefit standard. The impact of a 66⅔ percent standard on both public and private employers varies significantly between states; for example, an 18.4 percent increase in outlays in California vs. 36 percent in Montana.

The conversion of costs from all covered employers to public sector covered employers may not adequately reflect the impact of such a standard on the public sector. In addition, the data would have to be statistically manipulated in order to arrive at a county-by-county cost estimate necessary to finance a federal benefit standard.

NACo's Employment Steering Committee will be developing policy proposals on the establishment of federal benefit standards and other UI related issues under deliberation by the commission at NACo's annual meeting in July.

### 66⅔% Federal Benefit Standard

| State | Outlays fiscal '78-state UI (millions) | Percentage increase (decrease) in state outlays necessary for 66⅔% benefit standard | Dollar increase necessary to bring benefit payouts to 66⅔% (millions) | Dollar increase for the public sector at a 66⅔% benefit standard (millions) |
|---|---|---|---|---|
| Alabama | 106.9 | 12.3 | 13.1 | 2.5 |
| Alaska | 74.8 | 69.7[1] | 52.1 | 11.6 |
| Arizona | 37.9 | 1.4 | .53 | .1 |
| California | 1,063.3 | 18.4 | 195.6 | 32.1 |
| Colorado | 53.8 | (8.7) | (4.7) | (.8) |
| Connecticut | 164.6 | 1.9[1] | 3.1 | .4 |
| Delaware | 31.3 | 37.9 | 11.9 | 1.9 |
| District of Columbia | 59.1 | (10.3)[1] | (6.0) | (1.0) |
| Florida | 124.0 | 18.0 | 22.3 | 3.9 |
| Georgia | 108.9 | 15.5 | 16.9 | 2.4 |
| Hawaii | 45.7 | (2.6) | (1.2) | (.2) |
| Idaho | 26.3 | 8.0 | 2.1 | .4 |
| Illinois | 655.5 | 38.7[1] | 253.7 | 26.9 |
| Indiana | 103.9 | 46.6[1] | 48.4 | 5.0 |
| Iowa | 106.7 | (2.9) | (3.1) | (.5) |
| Kansas | 47.2 | 1.1 | 51.9 | 9.9 |
| Kentucky | 101.5 | 1.8 | 1.8 | .1 |
| Louisiana | 136.7 | 8.3 | 11.3 | 2.1 |
| Maine | 45.6 | (5.3)[1] | (2.4) | (.4) |
| Maryland | 104.6 | 3.2[1] | 3.3 | .7 |
| Massachusetts | 281.6 | 6.9[1] | 19.4 | 2.9 |
| Michigan | 419.1 | 59.0[1] | 247.3 | 37.1 |
| Minnesota | 141.2 | 29.0 | 40.9 | 6.4 |
| Mississippi | 38.7 | 13.7 | 5.3 | 1.1 |
| Missouri | 131.0 | 29.6 | 38.8 | 2.9 |
| Montana | 29.1 | 36.0 | 10.5 | 2.0 |
| Nebraska | 25.8 | 13.1 | 3.38 | .7 |
| Nevada | 29.4 | 6.0 | 1.8 | .3 |
| New Hampshire | 12.8 | (12.2) | (1.6) | (.1) |
| New Jersey | 510.7 | (9.0) | (46.0) | (6.5) |
| New Mexico | 20.1 | 11.8 | 2.4 | .6 |
| New York | 956.9 | 14.8 | 141.6 | 24.9 |
| North Carolina | 108.8 | (15.7) | (17.1) | (1.8) |
| North Dakota | 22.1 | 14.5 | 3.2 | .7 |
| Ohio | 367.4 | 54.0[1] | 198.4 | 25.2 |
| Oklahoma | 33.8 | 12.0 | 4.1 | .7 |
| Oregon | 97.2 | 18.7 | 18.2 | 3.1 |
| Pennsylvania | 798.3 | (7.5)[1] | (59.9) | (8.0) |
| Rhode Island | 69.1 | (3.1)[1] | (2.1) | (.3) |
| South Carolina | 63.1 | 5.1 | 3.2 | .6 |
| South Dakota | 10.1 | 14.1 | 1.4 | .3 |
| Tennessee | 106.5 | 8.7 | 9.3 | 1.2 |
| Texas | 141.9 | 11.2 | 15.9 | 2.6 |
| Utah | 34.4 | .9 | .3 | .1 |
| Vermont | 19.6 | 8.9 | 1.7 | .3 |
| Virginia | 95.3 | 3.4 | 3.2 | .5 |
| Washington | 152.5 | 8.7 | 13.3 | 2.3 |
| West Virginia | 71.8 | 2.3 | 1.7 | .3 |
| Wisconsin | 185.5 | 4.0 | 7.4 | 1.0 |
| Wyoming | 5.9 | 13.5 | .8 | .1 |

[1] Denotes states which pay allowance for dependents. Percentage increases do not reflect wage replacement for dependents plus regular benefits, but denote only the percentage increase necessary over regular benefit levels.

# Revisions Proposed in Jobless Statistics

Many of NACo's recommendations for improving the compilation of labor force data are incorporated in a draft report by the National Commission on Employment and Unemployment Statistics. The report, available for public comment until April 2, proposes substantial revisions in concepts, definitions and methods and will be the basis of the commission's formal recommendations to Congress and the President in September.

More than $10 billion in federal funds is allocated annually on the basis of labor force statistics to states and localities for public service jobs, economic development, and other programs. In addition, these figures play a key role in White House and congressional economic policy.

The report deals with several areas of concern highlighted during testimony before the commission last June. The first involves the accuracy and reliability of official state and local unemployment estimates.

In light of the prohibitive costs of expanding the Current Population Survey (CPS) estimates for all local labor market areas, NACo suggested the application of the CPS method to all urban governments (city and county) over a certain population. The commission proposes to broaden the CPS sample to provide more uniform and illuminating data for states, metropolitan areas, and cities with more than 1 million residents.

**IN ADDITION**, the commission is recommending a five-year census which would improve the accuracy of local labor force data derived from the census-share method. Employment/unemployment rates in local areas would be more accurately reflected through a more frequent and extensive census.

NACo and other witnesses suggested that attention be focused on individuals considered to be "discouraged workers"—those defined as "not in the labor force" because they are not actively seeking employment. Currently, discouraged workers are not included in the standard unemployment figure.

The commission's draft report notes that the Bureau of Labor Statistics (BLS) now issues alternative unemployment rates which provide data specifically on those who have stopped looking for jobs because they do not think they will find them and those who are working part-time but want to work full-time. This should provide a truer reflection of the unemployment status of minorities, women, youth, and the elderly.

Because of the abolition of the draft and the evaluation of volunteer service, the commission suggests the inclusion of the military in official national statistics but not in local labor market data. NACo supports the commission's view that a military installation in a particular community (i.e., San Diego County) is in large measure a thing apart, with no flow between the local labor force and the military job slots. Consequently, local employment counts could be distorted by inclusion of the military in gauging the tightness or looseness of job opportunities.

**ANOTHER AREA** of discussion dealt with the concept of a "hardship index." In its testimony, NACo favored the development of such an index based on the assumption that simply measuring whether one is employed or unemployed does not take into account whether the wages received allow for an acceptable standard of living.

For additional information or a copy of *Counting the Labor Force*, the commission's preliminary draft report, contact the National Commission on Employment and Unemployment Statistics, 2000 K St. N.W., Suite 550, Washington, D.C. 20006, 202/632-7460.

# Strikers Unemployment Pay Upheld

The Supreme Court recently upheld the constitutionality of a New York law granting unemployment compensation benefits to strikers after an initial eight-week waiting period. By a 6-3 vote, the justices rejected the New York Telephone Company's claim that the grant of employer-financed unemployment compensation to strikers conflicts with the national policy of free collective bargaining and, in effect, requires an employer to finance a strike against itself.

The court found that the legislative histories of the National Labor Relations Act and the Social Security Act reveal that Congress intended to leave the states free to authorize or prohibit the payment of unemployment compensation to strikers.

The case stems from a seven-month strike in 1971-72 against the New York Telephone Company by area locals of the Communications Workers of America. During the strike, $49 million in unemployment insurance benefits were paid to about 33,000 workers.

New York's UC system is financed solely by employer contributions. After the strike, the New York Department of Labor assessed the employer some $40 million. The company then filed suit, claiming that the availability of an additional six months or more of unemployment benefits prompted management concessions to end the strike.

The U.S. District Court for Southern New York held that the law violates federal policy favoring the free play of economic forces and government neutrality in a labor dispute. The Second Circuit reversed this decision, holding that Congress left the states free to regulate in this area. The Supreme Court voted to affirm the appeals court ruling but the six-justice majority was unable to agree on a single rationale for the holding.

**JUSTICE STEVENS** declared in the lead opinion, "Undeniably, Congress was aware of the possible impact of unemployment compensation on the bargaining process. The omission of any direction concerning payment to strikers in either the National Labor Relations Act or the Social Security Act implies that Congress intended that the states be free to authorize, or to prohibit, such payments."

Justice Stevens notes that since the enactment of the Wagner Act in 1935, Congress, on several occasions, has addressed the question of paying benefits to strikers and its impact on federal labor policy. "The fact that the problem has been discussed so often supports the inference that Congress chose. . . to leave this aspect of unemployment compensation eligibility to the states," argued Justice Stevens.

The core of the majority opinion is stated by Stevens. "In an area in which Congress has decided to tolerate a substantial measure of diversity, the fact that the implementation of the general state policy affects the relative strength of the antagonists in a bargaining dispute is not a sufficient reason for concluding that Congress intended to preempt that exercise of state power." Justice Blackmun, in his concurring opinion, added, "Whether Congress has made that decision wisely is not for this court to say."

The dissenters accuse the majority of having substantially altered "in the State of New York, the balance of advantage between management and labor prescribed by the National Labor Relations Act."

YOUTH-IN-JOBS PROJECTS—Larry Buboltz, right, represents the Rural Minnesota Concentrated Employment Program at a DOL ceremony inaugurating an experimental program. Also shown are Rep. Alan Stangeland (R-Minn.), left, and Assistant Secretary of Labor Ernest Green.

# Youth Grant to Rural CEP

Larry Buboltz, director of the Rural Minnesota Concentrated Employment Program, was among those officials who participated in a signing ceremony last week at the Department of Labor to launch an experimental program designed to serve economically disadvantaged, unemployed youth. Buboltz is a member of the board of directors of the National Association of Employment Training Administrators, a NACo affiliate.

The Minnesota CEP was among five national recipients of grants from DOL's Employment and Training Administration (ETA). The Minnesota CEP will receive $1.5 million. Other recipients were the cities of Portland, Ore. and Philadelphia, the National Urban League and its St. Louis affiliate and the United Neighborhood Houses of New York.

Among those present for the ceremony were Assistant Secretary of Labor Ernest Green, Sen. Jacob Javits (R-N.Y.) and Rep. Arlan Stangeland (R-Minn.).

YOUTH-IN-JOBS is an experimental project designed to serve disadvantaged youth who are 16-21 years old and out of work while simultaneously providing research data about youth programs.

Through recruitment activity at its 11 employment and training centers, the Minnesota CEP will gather data on eligible youth. St. Louis University's Center for Urban Programs (CUP), after receiving this data, will match youth and randomly assign them for public or private sector job development, said Buboltz.

Each youth will be employed for 25 weeks. During this period, CEP staff will monitor progress, identify and provide for any specific participant needs (medical exams, drugs and medication, day care, transportation, housing, clothing, etc.), and assess the likelihood of permanent, unsubsidized employment at the youth's worksite.

In cases where it is anticipated that the participant will not obtain an unsubsidized job with the employer, placement services will be provided during the final 90 days of work experience.

Two hundred forty slots will be created in the 19-county Rural Minnesota CEP area. Full enrollment is expected by June 15; the project will run approximately 10 months, according to Buboltz.

# Wage Guides Final for CETA

After deliberating since early January, the Department of Labor last week issued three changes to CETA average wage provisions that can marginally help counties in locating jobs that meet the tight new wage guidelines.

The reenacted Comprehensive Employment and Training Act requires that new public service jobholders' wages average $7200 nationally. Each CETA prime sponsor has been given a required local average wage indexed above or below $7200 depending on how local unsubsidized wages compare to the national average.

Based on the original index, more than half of the prime sponsors, in 38 states, would have to find public jobs averaging less than $7200. And fully a third would have to meet averages just 10 percent above the minimum wage, that is $6635 per year. The obvious problem is that many public and nonprofit employers simply have no jobs at such low wages. And they must, by law, provide equal pay for equal work.

The March 26 DOL field memorandum makes two changes in the index originally issued. It allows prime sponsors who are part of standard metropolitan statistical areas (SMSAs) to use the index derived from individual jurisdiction or SMSA figures, whichever is higher. This will help some suburban counties.

In addition, cities and counties with at least 50,000 population which are part of either consortia or balance of state prime sponsors can use the indexed figure for their own jurisdiction or the full prime sponsorship, whichever is higher.

A THIRD CHANGE affects the way the average wage is calculated. In determining a full-time, annual wage rate, prime sponsors will be able to consider allowances paid for training as well as wages for time on the PSE job. This again can be marginally helpful to prime sponsors if they pay PSE workers less for time in training than for normal working hours.

In a letter appealing the DOL's decision, NACo Executive Director Bernard F. Hillenbrand said, "The CETA average wage provisions are a genuine threat to the existence of a CETA PSE program."

Based on the second phase of a Brookings Institution study, headed by Richard Nathan, "the problem is even more serious than we thought," he said.

In a sample of 10 percent of the December 1977 jobs the study found that 70 percent were in the four lowest wage categories. "Yet nearly all the wage rates were at or above the new $7200 national average. . .more than half of the prime sponsors—now, more than a year later—are expected to average $7200 or less and a third must average $6635. . ." noted Hillenbrand.

**"CETA average wage provisions are a genuine threat to the PSE program."**

NACo has actively worked to urge additional technical changes that could help solve some of the wage indexing problems. The National Association of County Employment and Training Administrators (NACETA) has also submitted a resolution outlining a series of options, within the law, that could be implemented. Labor Department officials hold out little hope, however, of additional changes this year.

NACo's employment team hopes to have computer runs listing counties' average wages in the near future and will make them available to those interested.

# Counties Describe Solid Waste Role

NACo Environment and Energy Steering Committee members testified before Senate and House subcommittees recently on the future of solid waste management and emphasized the need for congressional support of county efforts.

In testimony before the Senate subcommittee on Resource protection, Councilman Neal Potter, Montgomery County, Md., noted that "NACo originally supported passage of the Resource Conservation and Recovery Act of 1976 with the understanding that it would not become merely an effort in state planning.

"The allocation of resources away from counties and to the states and from solid waste into hazardous waste management has imposed on counties, and in particular rural counties, federal standards and allowed few resources to achieve the standards," he noted.

Citing the dump closing mandate and the sanitary landfill regulations which will be promulgated this summer, Potter described the impact the act will have on counties. "If the sanitary landfill criteria are promulgated as proposed, we anticipate immense costs imposed almost overnight for installation of leachate collection and treatment systems, monitoring wells, gas migration and venting controls and other safeguards."

## PLANNING SUPERVISION

Sonia Johannsen, Black Hawk County, Iowa, cautioned the House committee on transportation and commerce that planning for solid waste management could fall short of the goals of the act.

In light of the designation of multicounty regional agencies for solid waste planning in more than 32 states, Johannsen called for a renewed act that was "implementation oriented."

"By contrast, in 28 states either counties or joint city-county agencies will implement the plans. We question the wisdom of having substate regional agencies prepare plans that counties will ultimately have to implement," she added.

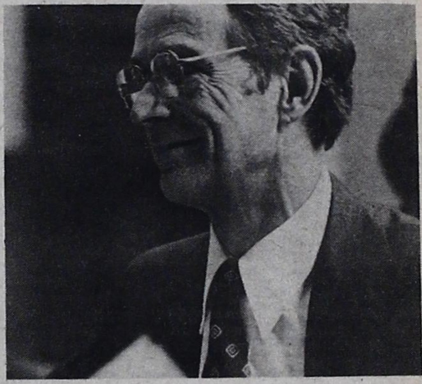
With respect to planning, Potter noted that the 1980 budget request from the Environmental Protection Agency (EPA) called for a 33 percent reduction in federal assistance for state planning to $10 million and a gradual phase-out over five years. Since counties receive their grants through the states, this makes the prospect remote that enough money will be available for local planning.

Referring to a recent EPA directive that limited 1980 and 1981 pass-through funds to helping the state with the open dump inventory, Potter described the action as signaling "the end of the local planning process even before it got underway.

Without the initial planning grants, we doubt the intent of the act will ever be achieved. We recommend that Congress authorize $40 million for the planning process for three years and earmark 50 percent of the funds for local planning."

## IMPLEMENTATION

Citing the high costs that come with the dump closing mandate, Johannsen called on Congress to retain a section of the act which provides implementation assistance to rural counties. "We anticipate the greatest need in rural counties will be for technical services to close dumps and site new landfills. By correcting existing problems and preventing future problems, the money will be well spent."



LANDFILLS AND RESOURCE RECOVERY—Sonia Johannsen and Neal Potter testified last week before House and Senate subcommittees on the future role for counties in solid waste management.

## RESOURCE RECOVERY

Explaining that urban counties also have solid waste problems "not only from the dump closing mandate, but from a rapidly diminishing landfill capacity and scarcity of adequate, new sites," Potter recommended:

- Continuation of the resource recovery demonstration program at a minimum of $15 million per year;
- Setting up a loan guarantee program for projects using proven resource recovery technology;
- An accelerated research and development effort in resource recovery which would include source separation and other small-scale approaches; and
- A federal commitment to solving the problems of existing plants.

Johannsen, representing a county noted for its prime farmland, stressed the importance of resource recovery in rural areas as well to minimize the need for landfills and keep the valuable land in crop production.

Responding to a question from Sen. Jennings Randolph (D-W.Va.) on the need for federal assistance in siting new landfills, Potter described his county's experience. "After considering nearly 50 sites, the one we chose was rejected by the state health department because of their concern for protection of groundwater. "We need more research on how to protect groundwater and federal standards on this to minimize conflict between local and state agencies when siting a new landfill," he added.

PARKS AND RECREATION

# Taxpayers Get a High Return on Investments

Excerpted from *Parks & Recreation*, September, 1978.

by Richard C. Trudeau

OAKLAND, Calif.—If your friendly banker advised you that you could get a guaranteed 44 percent return in one year on money invested in his bank, you would probably question such a high return, but you would also seek more information. If he then told you that he could do even better—get you at least 100 percent on your money with a possible high of 300 percent: how would you react?

You would probably not believe him. In fact, you might even think about having his investment practices investigated.

What if you found that such astronomical returns on your investment were verified by a carefully designed economic study, and that the 44 percent figure was described as "very conservative." You might well rush to "get a piece of the action," realizing that such an investment is probably too good to pass up.

Such returns—from 44 percent to 300 percent on tax funds invested—may already be going to your community without taxpayers realizing it—and without you realizing it—because of your park and recreation agency's activities.

That residents of the East Bay area of the San Francisco Bay are deriving such astonishing economic benefits from the presence of the East Bay Regional Park District (EBRPD) was among the conclusions reached by Steven Spickard of the University of California's Berkeley Campus Department of City and Regional Planning.

Last June Spickard completed a study entitled: "The Economic Benefits Generated for the East Bay Community by its Regional Park System," commissioned by the park district's Inter-County Parks Foundation.

### BENEFITS EXCEED TAXES

Spickard summed up his lengthy study saying, "The significant conclusion is that even under the most conservative assumptions, the $23.6 million in calculated benefits far exceeds the $16.3 million collected last year (1976-77) in property taxes, subventions, user charges, and fees." He further maintains that the primary and secondary benefits combined provided "a best estimate of $38.2 million" (more than 100 percent return) with a high range of $65.2 million (300 percent) in EBRPD-generated economic benefits for the East Bay community. While organizations other than parks and recreation in both the public and private sectors have developed economic rationales for their work on a regular basis, some in rather sophisticated terms, Spickard's study may be the first to explore in some depth the economic benefits generated by a single park system.

### SPADE WORK

Spickard's economic benefits study represents a beginning—not an ending. He researched the relevant literature in the field and commented on the applicability of eight alternative methods of valuing the benefits of outdoor recreation. He chose two methods for the East Bay Regional Park District that can easily be adapted to other reasonably large county, regional, or state park systems, and probably would be of value to many city park and recreation departments as well. In addition, Spickard has suggested several additional techniques for further economic research that would provide further significant economic benefits unaccounted for in his current study.

To determine primary benefits, Spickard used a rating scale that multiplies the number of park visitors by a value pegged for a visitor-day in a "typical" East Bay Regional Park. Secondary benefits were based on EBRPD's own operating expenditures, including salaries, services, and supplies, with such expenditures subject to a multiplier effect.

As with any other community, the value of a visit to a park is equal roughly to what one is willing to pay for it. Spickard did not use the "willingness to pay" valuation approach because of insufficient time or money to carry out the quality survey necessary for validity.

Also set aside for this study was the travel-cost demand analysis approach that bases valuation on the cost of travel to a park, and on comparable prices for private parks.

### ESTIMATING DOLLAR VALUES

Spickard adapted the standard dollar values for a visitor-day of recreation used by the Army Corps of Engineers, the Bureau of Land Management, the Bureau of Reclamation, federal watersheds, National Recreation Areas, and others. The standard value per visitor-day for "general recreation" ranges from $.75 to $2.25 and for "specialized recreation" increased to $3 to $9 per visitor-day. A conservative estimate would be $1.50 per visitor-day times the estimated park attendance for 1977 of 12 million visitor-days, or $18 million in user, or primary, benefits for last year.

The $1.50 per visitor-day does not take into account seven years of Bay Area inflation. The $2.25 per visitor-day produces "a best estimate of $27 million in primary benefit to the East Bay community from EBRPD operations."

Spickard also drew on a 1976 Economics Research Associates study for the Bureau of Outdoor Recreation that found the average willingness to pay for EBRPD-type recreation activities (fishing, boating, outdoor swimming, and picnicking) ranged between $4.74 and $5.17 per day. The median figure, however, ranged from $2.97 to $3.29 per day. Spickard took a $3 per visitor-day figure times the estimated 12 million visitors to get the highest estimate of primary economic benefits of $36 million.

Among secondary, or "local impact," benefits, Spickard reviewed four methods: the impact on property values, the multiplied impacts of operating expenditures, the impact of visitor expenditures, and the attraction of new industries. He traced the dollars spent by EBRPD on salaries, services, and supplies for their beneficial effects on the community. To find the proper "multiplier effect," he took the Port of Oakland economic impact multiplier of three times the original expenditure: $2 induced economic growth in addition to every $1 spent on salaries, services, and supplies.

He reasons that EBRPD hiring of workers who would otherwise be unemployed increases the services and supplies purchased from local business. He sets the lowest estimate of secondary economic impact at $5.6 million. However, he describes this as a "very conservative" figure, and provides a "best estimate" of $11.2 million.

Using the Port of Oakland's $2 of induced economic growth for every $1 spent on salaries, services, and supplies, Spickard multiplies the $9.7 million spent in 1976 on salaries, services, and supplies by 3, giving a "highest estimate" of secondary economic impacts at $29.2 million.

The $29.2 million in the secondary economic benefits added to the highest estimate of $36 million in primary economic benefits becomes $65.2 million or 300 percent of the $16.3 million in tax revenues collected for 1976. Spickard's more conservative "best estimate" of primary and secondary benefits combined of $38.2 million provides better than a 100 percent return on investment.

### SPENDING SURVEY

A number of park agencies include visitor expenditure questions in their annual user surveys. The San Bernardino County Regional Parks Department, for example, has devised a "semi-scientific" method of estimating the amount of money people spend in San Bernardino County on their way to and from their regional parks. Questionnaires provided at each park bring in a sampling of about 1 percent of the total visitors. Based on that information, the parks department estimated that park visitors spent $6.11 per day in San Bernardino County in 1976. With attendance at 932,233 visitors, the park system generated an estimated $5.69 million.

The 1977 survey showed that park visitors averaged $6.31 per day per person. Total attendance jumped to 1,081,789—16 percent greater use, generating a 20 percent increase in economic benefit over 1976 to more than $6.82 million. The report also points out that of this amount, $386,382 went to the 6 percent California sales tax. Visitors spent dollars on gasoline and oil, auto repair and parts, lodging, hardware, groceries and goods, prepared foods, souvenirs, photographic film, camping fees, and entrance fees.

Spickard, however, does not count incidental consumer expenditures, saying that though they may increase retail sales near parks, sales in the visitors' home communities decreased. Thus, the economic benefits are not original. They are merely redistributed among geographic areas. Some park professionals disagree with this point of view. San Bernardino County professionals point out that appoximately 53 percent of the park visitors come from outside the county, principally from Los Angeles County or out-of-state.

### NEW INDUSTRIES ATTRACTED

Among factors influencing the location of new industries in an area is the presence of "quality of life" amenities, such as outdoor recreation opportunities. Spickard mentions that a 1962 Outdoor Recreation Resources Review Commission report pointed out the economic benefits of parks and recreation: "There is widespread belief that recreation is not only a desirable economic activity in its own right, but that it will attract industry."

While it appears that quality recreational opportunities and ample open space do make an area more attractive to new industries, only additional surveys can demonstrate any definite connection.

Another study—done by an outside consulting firm for the Alameda Chamber of Commerce—determined that expansion and new development at Alameda State Beach (now Crown Memorial State Beach) was equivalent to a new industry in the City of Alameda.

### PROPERTY VALUES RISE

Further study by Spickard indicated an enhancement of property values in locations near regional parks. Spickard states that "no study has yet investigated property value aspects attributable to a system of parks contained within the same local geographic area," but regional parks ". . .certainly generate a net increase in the value of the properties surrounding them . . ." He explains: "Even though significant impacts occur only on properties relatively close to parks (ranging from a few hundred feet to half a mile and up to a one-mile radius), the large number of adjacent private properties throughout the two-county [East Bay] district and the high average value of those properties, creates a sizable economic benefit through this impact mechanism."

### NONECONOMIC BENEFITS

While we need research attesting to the economic benefits of parks and recreational facilities, particularly with government spending under fire, we must not forget that the benefits of parks are not only economic. Spickard mentions the less tangible benefits: the increase in the quality of life, the spiritual value of easy access to natural environments, and open, uncrowded spaces. "Thousands of bay area residents may enjoy views of EBRPD parklands, but no mechanism exists for collecting a fee for such 'use' of the parks." He points out that to be of value, regional wilderness must be large even if there is only a small current demand. He comments on the educational value to East Bay children of EBRPD facilities and naturalist programs, and that "society values the conservation of natural beauty and of wildlife. Yet dollar amounts cannot readily be attached to these social values."

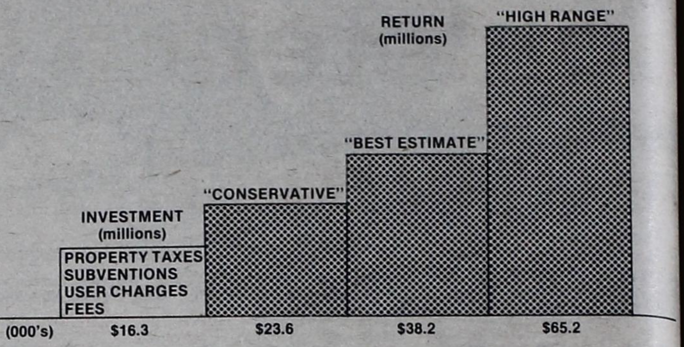
Spickard places the economic benefits studies into proper focus in his closing paragraph:

"In the increasingly complex world of today, the public is clamoring more and more for accountability in their public officials. To make decisions which bear up under close scrutiny, public administrators have therefore been forced to use increasingly objective criteria. An unfortunate consequence of increasing objectivity in decision-making is that economic studies, with hard dollar figures, are being relied upon to the exclusion of social considerations which do not find the economic calculus. A study, such as this one, which attempts to value all economic benefits of a public park district can never be assumed to measure all benefits. The reason parks tend to be publicly provided in the first place is because all benefits are not economic."

(Note: Copies of Spickard's complete report may be obtained for $3 per copy plus $1 postage by writing to the East Bay Regional Park District, 11500 Skyline Boulevard, Oakland, Calif. 94619.)

*Trudeau is general manager of East Bay Regional Park District, Oakland, Calif.*

## Parks and recreation operations can pay their own way with interest




University of California (Berkeley) researcher Steven Spickard estimates that $16.3 million collected from the East Bay Regional Park District public in 1976-77 generated "conservatively," $23.6 million; "best estimate," $38.2 million; "high range," $65.2 million in "primary" and "secondary" economic benefits to the region.

# Parks Seminar

OHIO COUNTY, W. Va.—Priority topics in parks and recreation will be discussed in the first Oglebay Series on Contemporary Issues to be held April 22-25, 1979 in Oglebay Park, Wheeling, W. Va. Designed by a board of local park directors, the seminar will address the following areas:

- **Labor Relations**, becoming more complex, which require from management serious thought towards the application of techniques and solutions bringing harmony, productivity and economic stability;
- **Energy**, essential to the operation and maintenance of facilities, and services to patrons.;
- **Legislation** and its process, with special emphasis on current issues in parks, recreation and leisure;
- **Finance**, the keynote to successful administration, with an emphasis on originality coupled with sound management to meet challenges to traditional sources of finance;
- **Risk Management** dealing with the impact of liability and its threat to the public and personal dollar, and the application of techniques.

Resources for the conference include attorneys, insurance experts, county park and recreation directors, and representatives of such organizations as the National Association of Home Builders, and the National Recreation and Park Association.

Registration for the seminar is $300 per person including room, meals, conference sessions and materials, and printed proceedings. For more information, contact G. Randolph Worls, General Manager, Wheeling Park Commission, Oglebay Park, Wheeling W. Va. 26003, or Arleen Shulman at NACo.

# NATIONAL ASSOCIATION OF COUNTIES

# 44th Annual Conference & Educational Exhibits

Inflationary times are hard times for local officials. County administrators and governing boards confronted with the realities of limited purchasing power are faced with the tough choices of raising more revenues through increased taxes or cutting back programs and services in order to keep their budgets in balance.

NACo, through its annual conference, will offer county officials a third alternative for coping with the impacts of inflation—improved public management.

General conference sessions with key members of Congress and the Administration as well as numerous workshop sessions will address the conference theme by stressing practical ways governments can maximize what they have on hand.

Don't miss this chance to participate in real "nuts and bolts" discussions on ways to improve productivity in areas such as transportation, environment and energy, employment, welfare and social services, community development, health and many others.

## July 14-18, 1979 Jackson County, Kansas City, Mo.

**gistration and Housing Information** (Please read carefully before complet- forms and returning to registration center.)

—Your conference registration fee must accompany this registration form by check, voucher, or equivalent and be made payable to National Association of Counties. **Return completed form with payment postmarked no later than June 15, 1979 to the following address:**

NACo Conference Registration Center
1735 New York Avenue, NW
Washington, DC 20006
Attn: **Annual Conference Coordinator**

—**Refund of conference registration fee will be made if cancellation is necessary provided written notice is postmarked no later than July 1, 1979.**

—Delegates must register for the conference in order to receive hotel accommodations in NACo's block of rooms and receive the conference rate. **Special conference room rates will be available to all delegates whose registration is postmarked no later than June 15, 1979.** In order to ensure receipt of confirmation from the hotel, send your registration early.

**preferred accommodations:**

Selection: ____________________

Selection: ____________________

Selection: ____________________

| otel | Single | Double/Twin | Suite |
|---|---|---|---|
| ameda Plaza | $45 - $55 | $55 - $65 | $75 & up |
| ntinental | $24 - $32 | $32 - $39 | $59 & up |
| own Center | $43 - $53 | $54 - $64 | $100 & up |
| on Inn | $18 - $24 | $24 - $30 | $67 & up |
| ecutive Inn | $23 | $28 | N/A |
| anada Royale | N/A | N/A | $56 & up |
| ton Plaza | $39 - $47 | $49 - $57 | $78 & up |
| liday Inn | $34 | $44 | $90 & up |
| esident | $22 - $26 | $26 - $30 | $36 (Jr. Suites) |
| disson Muehlbach | $32 - $42 | $42 - $52 | $90 & up |
| nada Inn | $28 - $34 | $34 - $40 | $70 & up |
| phael | $42 - $54 | $52 - $64 | $45 & up |
| eraton | $33 | $37 | $66 & up |
| avelodge | $25 | $29 | N/A |

te information available from NACo Conference Registration Center.

om deposits will be required to reserve a room by county voucher, credit or by sending one night's deposit to the address above. **For further housing registration information, call NACo Conference Registration Center, 703/ 1-6180.** No registration or housing request will be taken by phone.

**Office Use Only**

k #: ____________________

**k Amount:** ____________________

her #: ____________________

**Received:** ____________________

**Postmarked:** ____________________

Please type or print clearly all applicable information requested below as you want it to appear on your badge. Be sure to fill out the form completely.

**County/Representing:** ____________________

**Address:** ____________________

**City:** __________ **State:** __________ **Zip Code:** __________

**Delegate's Name:** ____________________
**(Last)** **(First)** **(Initial)**

**Title:** ____________________

If you wish to register your spouse or youth, complete this section.

**Spouse's Name:** ____________________

**Youth's Name:** __________ **Sex:** ☐M ☐F **Age:** ______

**Youth's Name:** __________ **Sex:** ☐M ☐F **Age:** ______

Check appropriate box below and fill in the applicable amount:

My county is a member. . . . .Registration fee $95.00 $__________

Non member/others. . . . .Registration fee $125.00 $__________

Please register my spouse. . . . .Registration fee $50.00 $__________

Please register my youth(s). . . . .Registration fee $30.00 $__________

☐ **Check enclosed** ☐ **Please bill my county/representing** ☐ **This is my first NACo Annual Conference**

**Total Amount** $__________

**HOTEL ROOM RESERVATION**

**Room Occupant:** ____________________

**Sharing With:** ____________________

**Special Housing Request:** ____________________

**Housing Disability Needs:** ____________________

**Credit Card Name:** __________ **Number:** __________ **Expiration Date:** __________

**Authorized User's Signature:** ____________________

# Matter and Measure

# County/State Roles in DOT Funding Debated

The recent NACoR workshop on availability and use of federal-aid highway funds was sponsored by the Florida State Association of County Engineers and Road Superintendents. The moderator was Jimmy Kemp, NACE Southeast Region vice president. The following is a summary of presentations by county, state and federal panelists.

### COUNTY POINT OF VIEW

Gordon Hays Jr., Highlands County engineer, launched the discussion by raising the problem of communications between counties and the Florida Department of Transportation (DOT). He questioned why counties do not receive more attention from the state DOT. When counties seek information on federal and state funding or have problems, they are referred to many different people in many divisions, each of whom handles a different concern, he said.

Hays noted that he had worked for the state and so had many other county engineers, but few—if any—state DOT personnel had ever worked for counties.

Counties are on the "firing line," directly responsible to the public, and county engineers and road superintendents work for elected officials, whereas state DOT staff are "surrounded by a protective shield." The work of Florida DOT personnel is specialized, whereas county highway officials must be "jacks of all trades." Three to five different state DOT personnel respond to county requests for information, while the county engineer is one person and he alone must be knowledgeable, said Hays.

Hays pointed out that counties are responsible for many more miles of road than the state and these roads are often inferior. Some counties have full-time professional staff; others work with part-time staff. Some Florida counties have neither, and there is no state requirement that counties employ registered professional engineers. However, the state does require that counties retain consultants to administer state-aid highway funds earmarked for counties.

Hays said counties communicate with Florida DOT only when they need information. When federal regulations require local input, then the state contacts counties. Otherwise, weeks or months elapse before there is communication with the state, he said.

Hays noted that, with limited funding, counties maintain hundreds of miles of subdivision streets and pay all costs involved when property is condemned for right-of-way acquisition, including attorney fees and court costs. Counties assume maintenance of subdivision streets if they are built to county specifications. Some counties are then responsible for maintenance of streets rarely travelled, he said.

Emphasizing the need for counties to participate with Florida DOT in decisions on federal-aid highway programs, Hays charged that the state DOE has set priorities for projects to be funded with federal railroad-highway crossing funds with "no county say." For instance, the state began work with the federal pavement marking program before counties knew anything about the program, he said.

In another federal program, safer off-system roads (SOS), Hays explained that the state planned a project for Highlands County without asking which roads needed work. The emphasis was on roads with sufficient right-of-way, straight alignment and level terrain. Thus, the project that was funded was not the most needed project, he said.

Hays reported that the Florida State Association of County Engineers and Road Superintendents had adopted a resolution for the second straight year requesting Florida DOT to establish a full-time liaison position with counties.

This person should provide counties with information on federal and state funding, regulations and technical assistance, know the state's county engineers and their problems, attend state association meetings, call meetings on a regular basis, and interpret regulations in understandable language, said the resolution.

### STATE POINT OF VIEW

Alan Stancliffe, director of management and budget, Florida DOT, wondered why counties, even though they are strapped for funds, want federal and state aid considering the regulations with which they must comply. He said that Congress has authorized funding for many categories of highway safety programs and that as much as $50,000 is spent for minor safety correction projects.

Stancliffe suggested that such local projects could be done locally without federal aid. "We don't have the backbone to regulate ourselves," he said. He said there is need to strengthen the process of putting reason back into transportation funding.

Florida DOT knows that counties need money, and, although federal programs are inefficient, they provide a needed source of funding, he said.

Stancliffe reported that in 1978, 68 percent of Florida DOT's projects will be under $250,000 in value; these projects will consume 6 percent of the state's construction dollars. For the next five years, approximately 71 percent of the state's work will be for projects under $250,000. The state will perform many small jobs and much corrective work. Most state and county highway work will consist of rehabilitation and maintenance.

He explained that Florida state law provides that the state match federal-aid highway funds available for counties. Five million dollars in matching funds for FAS resurfacing projects off the state system are available to counties. However, DOT did not receive additional funds to provide the match or to upgrade roads the state returns to counties through functional reclassification. In addition, up to 2 percent of public roads in each county, classified as principal arterials, could be placed on the state system. Many of these roads are located in urban areas and increase the state's maintenance costs.

Concerning the federal highway bridge replacement and rehabilitation program, Stancliffe said that for fiscal '80 and '81, the state will provide counties $7.2 million in matching funds for the 15 percent of bridge funds available for off-system projects. At the present time, until full inventories of county bridge needs are completed, the state is programmed to spend the minimum of 15 percent for off-system bridge projects.

NACoR FEDERAL AID WORKSHOP—Jimmy Kemp (standing), NACE Southeast Region vice president and engineer for Lauderdale, Kemper, Winston and Noxubee Counties in Mississippi, moderated the recent NACoR workshop on federal-aid highway funds sponsored by the Florida State Association of County Engineers and Road Superintendents. Workshop participants (from left) include Gordon Hays Jr., Highlands County, Fla. engineer; Deane Anklan, chairman, NACE research committee and Ramsey County, Minn. senior engineer. On panel but not seen, Herbert Kahlert, SACERS vice president and Palm Beach County, Fla. engineer.

When counties complete their bridge inventories and inspections, all data will be put together and all bridges, regardless of the system on which they are located, will be examined in terms of critical needs. Priority bridge projects will then be determined.

According to Stancliffe, "if those priorities then say that at least 35 percent of the critical needs are off our system, that's apparently how it will go." A maximum of 35 percent for off-system projects will be allowed.

The bridge inspection system developed in Florida is a model program. Stancliffe encouraged county engineers to participate in the state DOT school available for county inspection programs. Counties can inspect their bridges using their own forces or capable consultants. However, some counties have not begun inspections.

Stancliffe said that FHWA safety programs, such as pavement marking, high hazard locations, elimination of roadside obstacles and railroad-crossing programs, are high-cost, high-overhead corrective programs that "we ought to take care of ourselves if we're going to effectively spend transportation dollars."

Projects eligible for these federal safety program funds are based on needs selected from statewide lists. Counties must determine their needs and submit them to their district safety engineers so that they are included on the statewide list. The state is trying to correct the problems in reporting accident data off the primary system.

Stancliffe concluded by saying the state is happy to work in any way with counties on effective ways to finance transportation programs and suggested that county engineers and road superintendents:

- Document their needs, such as resurfacing and traffic needs, and submit them to the state DOT and state legislators;
- Make use of funds in the state secondary trust fund; the aggregate balance of cash available is as much as ever;
- Consider supporting a constitutional amendment to allow use of the counties' share of state aid for maintenance;
- Consider supporting a proposal of the governor's tax revision group on petroleum indexing (referred to as inflation-sensitive taxation on motor fuels). This state proposal calls for the state gasoline tax to be structured so that whenever the wholesale index price for petroleum increases, the tax would increase in the same percentage relationship within certain limitations.

### FEDERAL POINT OF VIEW

Mark Tumlin, assistant FHWA division administrator, Tallahassee, explained that FHWA works through state transportation agencies; in Florida, the Florida Department of Transportation administers federal highway funds. No federal highway funds may be used for maintenance.

Tumlin provided workshop participants with handouts on federal-aid highway programs eligible for county participation. The accompanying table indicates the class of fund, c[...] gressional authorizations and Fl[...] ida's fiscal '79 apportionment.

| Class of Fund | Congressional Authorizations (in millions) | | | | Florida fiscal '79 Apportionment |
|---|---|---|---|---|---|
| | fiscal '79 | fiscal '80 | fiscal '81 | fiscal '82 | |
| Secondary | $500 | $550 | $600 | $400 | $10,372,418 |
| Urban System | 800 | 800 | 800 | 800 | 26,507,033 |
| Safer Off-System | 200 | 200 | 200 | 200 | 5,287,089 |
| Bridge Replacement | 900 | 1,100 | 1,300 | 900 | 21,920,214 |
| Pavement Marking | 65 | 65 | 65 | — | 2,232,707 |
| High Hazard | 125 | 150 | 150 | 200 | 3,664,485 |
| Railroad Crossing | 190 | 190 | 190 | 190 | 5,099,997 |
| Small Urban and Rural Public Transportation Program | 90 | 100 | 110 | 120 | 1,800,000 |

Tumlin pointed out that a mi[...] mum of 20 percent of federal-[...] secondary (FAS) system funds m[...] be spent on resurfacing, restorati[...] and rehabilitation (RRR) projec[...] Thus, approximately $8.3 million [...] available in fiscal '79 for "regula[...] FAS projects, and approximately [...] million must be used for RRR p[...] jects.

Federal-aid urban system fu[...] are divided according to "attrib[...] able" and "nonattributable" fu[...] The attributable funds total appr[...] mately $26.5 million for fiscal '79 [...] are distributed to urban areas w[...] populations of at least 200,000. Th[...] are seven such attributable urban[...] areas in Florida. Nonattributa[...] funds, available to urban areas of [...] least 5,000 population, total appro[...] mately $7 million for fiscal '79. Th[...] funds must be spent on the fede[...] aid urban system and may be u[...] for public transportation projec[...] Federal-aid urban system proje[...] must be approved by Metropoli[...] Planning Organizations.

Tumlin pointed out that since [...] safer off-system road program fu[...] are available, no projects can [...] funded without a congressional [...] propriation.

Tumlin also explained provisi[...] of the highway bridge replacem[...] and rehabilitation program. [...] federal share for the bridge progr[...] is 80 percent. At least 15 percent [...] Florida's approximately $22 mil[...] fiscal '79 apportionment must be u[...] for projects off the federal-aid hi[...] way systems: a total of about [...] million. Sixty-five percent of [...] funds are for projects on the fede[...] aid highway systems: a total of ab[...] $14.3 million. An optional 20 perc[...] for projects either on or off syst[...] totals about $4.4 million.

Tumlin noted that fiscal '79 fu[...] were apportioned to the states [...] the basis of the cost to each st[...] of correcting functionally obso[...] and structurally deficient bridges [...] the federal-aid systems. FHWA p[...] to ask Congress to change the ap[...] tionment method so that funds [...] be apportioned on the basis of b[...] on and off-system bridge needs.

Law requires that all off-sys[...] bridges be inventoried and inspec[...] by Dec. 31, 1980. Fifty-nine of F[...] ida's 67 counties are known to h[...] begun their inspection and invent[...] program. It is important that co[...] ties inventory and inspect t[...] bridges so that Florida will rec[...] its fair share of future apport[...] ments based on all bridge ne[...] said Tumlin.

Tumlin also reviewed provisions [...] FHWA's pavement marking, hi[...] hazard locations and rail-high[...] crossing programs, as well as [...] small urban and rural public tr[...] portation program, administered [...] Florida DOT. About half of Flori[...] apportionment for the public tr[...] portation program has been m[...] available to the DOT.

# Justice Officials See Model Sites

County officials can visit criminal justice projects that are operating successfully through the Host Program of LEAA's National Institute of Law Enforcement. Fourteen projects have been selected for their effectiveness in improving the criminal justice system, cost effectiveness, adaptability to other jurisdictions and willingness to share information.

Public Technology, Inc. (PTI) operates the Host Program under a grant from the Law Enforcement Assistance Administration. PTI staff screens applicants, arranges for visits, in pairs, and reimburses them for travel and per diem expenses at government rates. Brochures and detailed handbooks are available on the exemplary projects.

More than 150 criminal justice and other officials have visited a host project since the program began in May 1976. A recent survey of 54 visitors to eight of the projects revealed that 83 percent of the visiting jurisdictions had adopted techniques observed at the host sites. Following is the list of projects currently serving as host sites:

**Police:**
- Street Crime Unit, New York City Police Department
- Police Legal Liaison Unit, Dallas Police Department

**Prosecutors:**
- Major Offense Bureau, Bronx (N.Y.) District Attorney's Office
- Economic Crime Unit, King County (Seattle, Wash.) District Attorney's Office
- Economic Crime Unit, San Diego (Calif.) District Attorney's Office
- Connecticut Economic Crime Unit, Chief State's Attorney's Office, Hamden, Conn.

**Corrections:**
- Community Based Corrections Program, Polk County (Des Moines), Iowa
- Ward Grievance procedure, California Youth Authority
- Pre-Release Center, Montgomery County (Md.) Department of Corrections

**Juvenile Justice:**
- Project New Pride, Denver, Colo.
- Neighborhood Youth Resources Center, Philadelphia, Pa.

**Community Crime Prevention:**
- Community Crime Prevention Program, Seattle, Wash.

**System Wide:**
- Rape Crisis Center, Polk County (Des Moines), Iowa
- Administrative Adjudication Bureau, State Department of Motor Vehicles, Albany, N.Y.

Individuals who wish to visit one of these sites should send a letter expressing interest in the programs and reasons for wanting to participate to: Jack Herzig, Program Director or Cora Yamamoto, Program Coordinator, Public Technology, Inc., 1140 Connecticut Avenue, N.W., Washington, D.C. 20036, 202/ 452-7700.

FOCUS ON ARTS

# Hotel Tax Funds Venture

CLARKE COUNTY, Ga.—The Clarke County Commission and the Athens City Council have begun a joint effort to increase cultural awareness, expand programs and provide technical assistance in the arts for their community. In April 1978, they formed the Athens-Clarke County Office of Cultural Affairs and each allocated $1,400 using receipts from a 3 percent local hotel/motel tax to the effort. New programs include a series of free Sunday performances in the park, a series of films from the National Gallery of Art and public forums. The annual spring Arts Festival was expanded to feature visual, performing, and fine arts programs as well as folk art and art education.

The cultural affairs office provides information through a community calendar of cultural events and plans to cooperate in the publication of a regular newslatter. It works closely with nearly 50 local cultural organizations to coordinate art programming in the community.

**IN ADDITION,** the office employs three artists, paid with Comprehensive Employment and Training Act (CETA) funds, to investigate the possibilities of expanding art services into eight surrounding counties, using art in economic development projects, developing a creative arts program for local correctional institutions, and teaching art classes through community centers.

The cultural affairs office, staffed by one full-time director, was an outgrowth of a county-wide survey conducted by the Athens/Clarke County Commission on the Arts. The survey showed 65 percent of the 74,000 residents were actively engaged in some form of art activity.

Citizen support of the arts was shown in the willingness of 55 percent of those surveyed to add an annual $5 to their county property tax payment for support of cultural development.

The office receives its direction from the Athens/Clarke County Commission for the Arts which develops arts policy for the city-county area. Members of the commission are appointed by the Athens mayor, City Council and the Clarke County Commission.

This city-county cooperative venture will soon be expanding its activities. There are plans to increase art opportunities in the local schools and to provide programs in prisons, detention centers, and halfway houses and to the aged, the physically handicapped and mental patients.

The cultural affairs office also provides technical assistance and consultation on grants, public relations, fund raising, management and legal services to community organizations and seeks to build cooperation with businesses and civic clubs.

For more details on the Athens/Clarke County Cultural Affairs Office, contact Director Jill Jayne Read, City Hall, 301 College Avenue, Athens, Ga. 30601.

NACRC BOARD MEETING—Seen listening to committee reports are, from left, NACRC president, Irene Pruitt, register of deeds, Rockingham County, N.C.; secretary-treasurer, Elizabeth Stopes, clerk of circuit court, Roanoke County, Va.; first vice president, Marcus Gray, clerk-register, Calhoun County, Mich.; Helen Hudgens, recorder, Coconino County, Ariz; Katie Dixon, recorder, Salt Lake County, Utah; and William Huish, county clerk, Utah County, Utah.

# Clerk/Recorder Corner

## NACRC BOARD HOLDS MID-WINTER MEETING

The Board of Directors of the National Association of County Recorders and Clerks (NACRC) met here in March for its annual mid-winter meeting. Discussion at the meeting, chaired by NACRC President Irene Pruitt, register of deeds, Rockingham County, N.C., focused on ways of providing increased services to NACRC members. Board members present felt strongly that NACRC should take the lead in providing continuing education in public administration to county clerks, recorders, and election officials to improve the overall professional administration in county government. Ways to accomplish this will be studied over the next few months and appropriate workshops planned beginning at the annual conference.

The annual conference program committee, headed by Marcus Gray, NACRC first vice president, and clerk register, Calhoun County, Mich., also met and began developing a tentative agenda for the NACRC annual conference which will be held in conjunction with NACo's 44th Annual Conference in Kansas City, Mo., July 14-18.

The Board selected the Crown Center Hotel as the NACRC headquarters for the conference. Pruitt suggested that NACRC members indicate the Crown Center as the preferred hotel when registering for the conference.

Other business conducted at the board meeting included reports from the committees. Reporting were: E.D. "Bud" Dixon, Polk County (Fla.) Circuit Court, the Court Clerk Study Committee; Eunice Ayers, Forsyth County (N.C.) register of deeds, the Land Title Records Committee; William Huish, Utah County (Utah) clerk, the Elections Committee; Lucinda Keefer, Lake County (Minn.) clerk-register, the Legislative Committee; Loretta Bowman, Clark County (Nev.) clerk, the Rules and Suggestions Committee. Also reporting was Marjorie Page, clerk and recorder, Arapahoe County, Colo., who is the NACRC representative to the NACo board of directors.

## CLERK/RECORDER OF THE YEAR COMPETITION

NACRC president, Irene Pruitt, has announced that competition for the 1979 Clerk or Recorder of the Year award is under way. The award is presented annually to a clerk, recorder or election official for constructive service to county and country. Letters of recommendation should be marked with the names of both the nominee and the nominator. Mail recommendations to: NACRC Secretary-Treasurer Elizabeth Stokes, Clerk of Circuit Court, Roanoke County Courthouse, Salem, Va. 24153. Deadline for nominations is May 1.

CLERK EMERITUS—Irma Shoffner, who retired on Jan. 1 as circuit clerk of Jackson County, Ark. after 24 years of service to county government, is with NACo Executive Director Bernard Hillenbrand during the NACRC mid-winter board meeting.

# Job Opportunities

**CETA Executive Director,** Salary $20,000 to $28,000. Southwestern Indiana Manpower Consortium. Responsibility for full range of CETA programs. Applicant should have strong academic background and demonstrated abilities in administering CETA programs. Resume to: Southwestern Indiana Manpower Consortium, City-County Administration Building, Room 219, Civic Center Complex, Evansville, Ind.

**Director, Office of Management and Budget,** Alachua County, Fla. Salary $18,394 to $24,143. Responsible for advising county administrator in financial matters. Requires master's in public or business administration, three years administrative experience in accounting, finance or budget preparation and administration. Additional experience may substitute for degree. Resume to: Personnel Director, Drawer CC, Gainesville, Fla. 32602. Closing Date: April 16.

**Fiscal Affairs Administrator,** Milwaukee County, Wis. Salary $32,100 to $40,563. Supervises budget, accounting, management and planning staff of 50. Degree in public or business administration, accounting or related field. Six years government budgeting and/or financial management or equivalent. Resume to: Donald A. Schauer, Director, Department of Administration, 901 North Ninth Street, Room 203, Milwaukee, Wis. 53233. Closing date: April 20.

**Personnel Director,** Black Hawk County, Iowa. Salary to $20,000. Degree in related field plus experience in personnel administration including collective bargaining. Resume and salary history to Personnel Office, County Courthouse, Waterloo, Iowa 50703.

**Industrial Engineer,** Jacksonville, Fla. Salary $15,000-$18,000. To perform operations review, methods measurement and management studies. Degree in industrial engineering required. Resume to: George Dandelake, Budget Officer, City Hall, Room 1101, 220 East Bay Street, Jacksonville, Fla. 32202. Closing date: April 30.

**Wastewater Treatment Process Engineer,** Jacksonville, Fla. Salary $25,000-$30,000. Minimum five years experience, including two years heat treatment and incineration processes. Florida P.E. license needed. Resume to: Charlie Flynn, Water Services Division, City Hall, Room 401, Jacksonville, Fla. 32202.

**Director of Public Service Employment,** Ft. Lauderdale, Fla. Salary $19,441-$26,607. Must have thorough knowledge of CETA and BETA contracts management procedures. Must have degree in public/business administration or three years of public administration experience. Resume to: Broward Employment and Training Administration, 330 North Andrews Ave., Ft. Lauderdale, Fla. 33301. Closing date: April 15.

**Public Works Director,** Marion County, Fla. Salary $20,924 to $26,499. Requires degree in engineering, building construction and technology, industrial management, public administration, or related field. Minimum of five years experience in public works management or construction management; or equivalent combination of training and/or experience required. Resume to: Personnel Department, P.O. Box 1995, Ocala, Fla. 32670 or Apply Room 02, Courthouse, 904/ 622-8155. Closing date: May 15.

**Transit Director,** Fairbanks, Alaska. Salary $34,860. Administers cost-effective transit operation, including marketing program, passenger services and equipment requirements. Must have three years management experience in transportation operations, with sound professional and administrative judgment. Resume to: Personnel, Fairbanks-North Star Borough, Box 1267, Fairbanks, Alaska 99707, 907/452-4761. Closing date: April 15.

**Director, Human Services,** Seminole County, Fla. Salary $16,400 to $22,500. Supervise integrated delivery of all health and social services to county citizens. Bachelor's degree in management, business administration or a related field, and three to five years supervisory experience in community or public service programs. Resume to: Seminole County Courthouse, Personnel Office, 1 N. Park Avenue, Sanford, Fla. 32771. Closing date: April 13.

**County Administrator,** Spartanburg County, S.C. Salary commensurate with education and experience. Bachelor's degree in public administration with five years executive experience in county or municipal government or master's in public administration with three years experience in county or municipal government. Ressume including date available and salary requirements to: Personnel Director, County of Spartanburg, P.O. Box 5666, Spartanburg, S.C. 29304. Closing date: April 30.

**Economic Development Research Coordinator,** National Educational Institute for Economic Development (NEIED), Washington, D.C. Requires master's in economics, business administration, planning plus three years experience in research administration relating to economic development. Knowledge of multijurisdictional economic development districts desirable. Position to be filled around June 1. Resume to: Mark Atchison, Executive Director, National Educational Institute for Economic Development, 53 D Street, S.E., Washington, D.C. 20003.

**Personnel Officer,** Broome County, N.Y. Salary starting at $23,000. Responsible for personnel and labor relations for eight bargaining units of county government and maintaining civil service function for local towns, villages, schools and special districts. Bachelor's degree in industrial relations, public administration, business administration or political science and five years personnel experience. Resumes to: Donald L. McManus, County Executive, County Office Building, Binghamton, N.Y. 13902.

## UNFORESEEN HARDSHIPS RESULT

# Food Stamp Changes Affect Elderly

What seemed like good news for elderly participants in the food stamp program may be outweighed by bad news.

The "positive" news is that since Jan. 1 food stamps no longer need to be purchased. Eliminating the purchase requirement was supposed to make food stamps easier to obtain and thus more attractive to potential participants, especially the elderly. Statisticians at the Department of Agriculture believe that eliminating the purchase requirement will increase the number of elderly participants from 1.285 million to 1.7 million, a 40 percent increase.

The bad news is that the amount of stamps many elderly recipients receive is being reduced or eliminated, that new "simplified" application forms are not simple at all, and that, since March 1, all housing and medical expenses may no longer be deducted when eligibility is determined.

Furthermore, it appears that economic forecasters in 1977 failed to predict accurately the effect of inflation on food prices. Consequently, the entire food stamp program may lack sufficient funding in 1979 and 1980.

In 1977, when Congress amended the food stamp program, there were fears that elimination of the purchase requirement would cause too many people to sign up. Eligibility was, in one senator's words, "tightened up" and a cap was put on funds available for the program. The cap allows a maximum of $6.1 billion for food stamps in 1980.

These amendments were implemented in January and March. The question now is: how has this balance of good and bad worked out, in particular for the elderly?

### ELDERLY PARTICIPANTS NOT INCREASING

Last week the Department of Agriculture issued the first figures for participation in the program under the new law.

There was an increase of about 1.7 million participants, but how much of this increase was due to seasonal changes and how much to the elimination of the purchase requirement is not clear.

Assistant Secretary for Agriculture Carol Foreman noted that "growth rates were much more rapid in rural areas than in big cities" and that "anecdotal reports suggest a significant number of elderly poor may now be entering the program."

Staff at the Food and Nutrition Service admit, however, that accurate data on the impact of the 1977 legislation will not be available until later this year, possibly not until next year. And the anecdotal reports were "in-house rumors."

> **"Reluctance to take food stamps among the elderly goes much deeper than just the purchase requirement."**

A quick phone check of a dozen counties tends to contradict the impression that the lack of a purchase requirement is increasing participation by the elderly.

While this check is based on the impressions of field workers and spot checks of data by local supervisors, the random survey covers January through March, whereas the national statistics are available only for January.

Only in three communities—a suburb of Akron, Ohio, a rural county in Appalachian Virginia, and Rensselaer County, N.Y.—has the number of elderly recipients increased above seasonal fluctuations in the past few months. Moreover, in each of these areas a sizeable outreach, information, and assistance program was undertaken to help the elderly get food stamps. It is questionable, therefore, that the mere elimination of the purchase requirement caused the increase.

In large communities there does not seem to be much of an impact on recipients of any age. Figures from New York City resemble those of last year. Los Angeles County reports that there has been a steady long-term increase, but the effect of recent changes is "too close to call," according to Darrel Shultz of the L.A. County Welfare Department.

In Metropolitan Dade County, a supervisor of food stamp offices in Miami Beach and Little Havana has seen no increase in the proportion of elderly applicants.

Only in Marshall County, Kan., a small farming community, was there a positive reaction.

"We have received many favorable comments from our elderly participants," says Janice McMurray, supervisor, Division of Income Maintenance. "It saves a lot of hassles—going to the bank or post office to get a money order, for example."

On the other hand, there does not seem to be any increase in Marshall County participants over last year.

The overall effect of the "good news" seems to be summed up in the experience of the staff of the Polk County Department of Welfare and Social Services. They believe that the major impact of the elimination of the purchase requirement of food stamps has been on nonelderly families.

"Reluctance to take food stamps among the elderly," says Randy Davis, deputy director, Division of Income Maintenance, "goes much deeper than just the purchase requirement."

### NEW REGS CREATING HARDSHIPS

"I think Congress knew that there would be hardships when they voted to restrict the program," says a staff person at Food and Nutrition Service, "but I don't think they realized just how serious it might be."

In Rensselaer County, N.Y., Susan Baird, commissioner, Department for the Aging, reports that 50 percent of all the new applicants in March received "significantly reduced benefits."

In Des Moines 10 percent of the elderly participants have been eliminated and 80 percent have had benefits reduced.

"A reduction may be more serious than an elimination," Randy Davis points out, "because the elimination may reduce income only $10 or so, while a reduction might be for $30."

In Dade County, Fla., Fran Kramer, director, Division of Elderly Services, describes some effects of the cutbacks.

"There is an 84-year-old woman in the county whose savings have been exhausted. She spends $52 a month for medical expenses in addition to the cost of the oxygen she must have for her lung condition. Because she can no longer deduct all these expenses she has had her allotment reduced. She used to pay $12 to get $54 worth of stamps. She now gets $22 worth. That is causing not only a physical and financial strain, but a tremendous emotional strain as well."

Counties, in some cases, are having to fill in for the withdrawn federal support.

Marvin Brice, director, Division of Social Services in Polk County, Fla., where several retirement communities are located, estimates that county general assistance expenditures increased 7 percent in March to help elderly residents who had their food stamps allocation reduced. General assistance receives no federal support. It is funded by the property and other local taxes.

"And that's just the folks who know they can come to us for help. I know there are others out there with the same problem," Brice adds.

In Des Moines, Davis believes that most of those cut off from the system will just suffer in silence. Food stamps are the only aid they will accept.

> **"(Cutbacks) are causing not only a physical and financial strain, but a tremendous emotional strain as well."**

Besides the cutback in eligibility, there are also new application forms that may be confusing, especially for the elderly.

"I have in my hand 21 forms," says Doris Dealaman, chosen freeholder, Somerset County, N.J. "This is how much an applicant in New Jersey has to fill out to get food stamps. It has been dubbed 'the simplified procedure.' If this is some bureaucrat's idea of simple, we have a lot of educating to do in Washington."

### FUNDING CAP TOO LOW

Finally, there is the cap on available funds which anticipated an increase in the number of participants in 1979 and 1980 but did not foresee the increases in food costs. Inflation has been twice what was predicted in 1977.

The Carter administration has recognized this threat and has recommended increasing the cap from $6.1 billion in 1980 to $6.9 billion.

The Agriculture Committee in both Houses of Congress seem to have gone along with this request. The Senate committee agreed to recommend $6.9 billion to the Budget Committee. The House Agriculture Committee recommended a level between $6.1 billion and $6.9 billion. But the votes were very close.

According to reports, committee members are still concerned about the elimination of the purchase requirement and fear its effect.

NACo has been monitoring the debate on the cap and plans to testify later this spring.

On the issue of the restrictions on housing and medical expenses, NACo's Welfare and Social Services Steering Committee is studying a resolution recently passed by the Florida Association of Counties recommending exempting the elderly from such restrictions.

There is also a bill in Congress (H.R. 2126) that would exempt the elderly.

H.R. 2126 is sponsored by Rep. Peter Peyser (D-N.Y.) and currently has 114 cosponsors.

Speaking for the Florida Association of Counties on the need to exclude medical and housing costs, Marvin Price of Polk County says, "I just don't believe that Congress intended these restrictions to affect the elderly the way they have."

For more information about NACo's upcoming efforts on food stamps contact Diane Shust at NACo.

—Phil Jones, NACo

# Long's Bill Would Cover Costs of Major Illness

Continued from page 1

- The role of state and local government in establishing reimbursement rates and benefit policies.

On recommendation of the Health and Education Steering Committee, NACo membership approved in Atlanta a revised National Health Insurance plank for the *American County Platform* which addressed these problems.

Beginning with Sen. Long's catastrophic bill, each of the three proposals will be examined by *County News* in the light of county concerns. In the coming weeks, the President's plan and Sen. Kennedy's proposal will also be examined. In the fourth installment of the series, the three plans will be compared on their major features and their impact on county government.

### THE CATASTROPHIC APPROACH

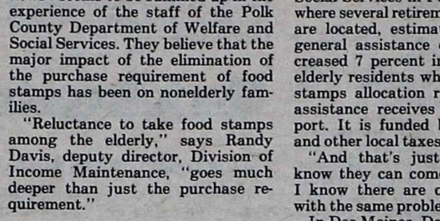
Sen. Long's catastrophic health insurance bill, S.350, is identical to the Long-Ribicoff proposal introduced last year and is again co-sponsored by Sen. Abraham Ribicoff (D-Conn.).

According to Sen. Long, the major objectives of the catastrophic health insurance proposal are to develop a means of assuring all Americans that they will not be bankrupted by the devastating effects of serious illness or injury and to assure the actual availability of adequate basic private health insurance to millions of middle-income Americans as a floor of protection above which they would be covered by catastrophic health insurance.

Long's bill would assign a large area of responsibility to the private health insurance industry which would make further expansion of the federal bureaucracy unnecessary. His provisions, he believes, would correct weaknesses and build on the strengths of the private health insurance industry.

Under Long's catastrophic health insurance program, all legal U.S. residents would be covered after they have incurred medical expenses of $2,000 or have been hospitalized for 60 days. The benefits covered would be the same as the Medicare program (hospitalization, home health care and physician services, laboratory and x-ray services, and other specified medical and health services) without any upper limit on hospital days.

Employers will be able to choose between coverage for catastrophic costs through private health insurance carriers or through the federal



The National Health Insurance Debate

plan. Long expects that the vast majority of employers would choose to obtain coverage through private health insurers, and that the federal program would serve to insure "those who are not in a permanent employment situation."

The public catastrophic health insurance program would be administered by the Health Care Financing Administration (HCFA) using carriers and intermediaries as in the present Medicare program. Private catastrophic programs would be administered by the private insurance companies.

Financing would be through a 1 percent payroll tax on all employers and the self-employed paid to the Catastrophic Trust Fund. There would be no tax or contribution by employees. Employers who choose the private insurance option would subtract from their 1 percent payroll tax liability the approved premiums paid for private policies. In addition, all employers would be entitled to a tax credit equal to 50 percent of their overall 1 percent payroll tax liability.

The other provisions of S.350 would establish a uniform national program of medical benefits for low income persons administered by HEW as a replacement for Medicaid and establish a voluntary federal certification program for basic private carriers to make adequate basic coverage available to all citizens at reasonable premium rates.

Although laudable in its objective to spare citizens bankruptcy as a result of prolonged illnesses, Sen. Long's catastrophic bill does not address the major concerns of counties for fiscal relief for services to the medically indigent. It is also very narrow in scope, benefiting only the 2 percent of the population hit by devastating medical bills. It offers little help to the "near poor" and other "gap groups" who have inadequate basic health insurance, or none at all. Such people would be wiped out financially before the bill's catastrophic benefits became available, or more likely, they would become beneficiaries of county subsidies for medical care.

In short, benefits of the Long-Ribicoff Catastrophic Health Insurance Bill (S.350) would not accrue to counties as providers of health care.

**Next Week: The President's Proposal**

—Thomas Price, NACo