

## This Week

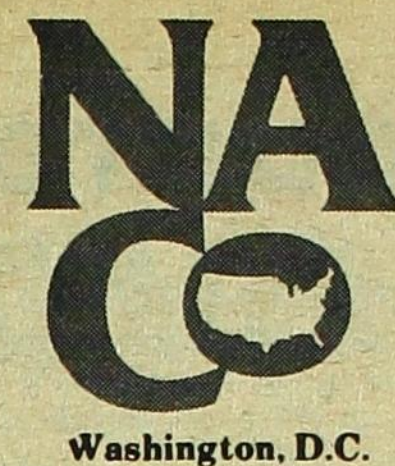
- Fiscal relief approved, page 3.
- CETA analysis, page 5.
- First HMO for elderly, page 6.

Vol. 10, No. 15

# COUNTY NEWS

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

April 10, 1978



# Urban Caucus Set

WASHINGTON, D.C.—A day-long caucus on urban policy has been called by NACo President William O. Beach, Montgomery County (Tenn.) judge, April 12. Urban county officials and NACo steering committee chairmen will participate.

The overall goal of this meeting is to "put the President's urban policy back on the right track—a track that realistically addresses the role of counties in urban affairs," according to Beach.

Beach explained that the emergency meeting was called after the "stunning" briefings on the urban policy by HUD Secretary Patricia Harris, Presidential Advisor Stuart Eizenstat and President Car-

ter which "showed no evidence of understanding the heavy involvement of the nation's counties in the life of all their residents whether they are in or outside of cities and villages."

President Carter's urban policy includes \$8.3 billion in grants and loans to help the nation's urban areas and 160 changes in 38 major domestic programs to better target existing federal resources to the needs of "distressed communities."

NACo Executive Director Bernard F. Hillenbrand said "sensitizing the Administration to county responsibilities is crucial to the achievement of any workable urban policy." He reported that numerous calls from county officials

throughout the country have supported NACo leadership in its initial critical reaction to the policy.

Westchester County (N.Y.) Executive Alfred B. Del Bello, chairman of NACo's Urban Affairs Committee, declared: "As a former mayor (Yonkers, N.Y.), I know the partnership between cities and counties is critical. The President's urban policy does not spell this out."

Hillenbrand said special attention must be called to the Presidential proposal to study more than 160 existing programs for ways to "reorient" them through administrative actions. "We must insure that a handful of appointed officials don't become directors of policy for this \$30 billion collection of federal grants-in-aid," he said. "Congress designed those programs with a sensitivity to overall urban county needs. There must be open consideration within the democratic process of any changes," Hillenbrand declared.

NACo OUTLINED its concerns about the review of existing programs to every member of Congress in a hand-delivered letter dated April 3. The letter states:

"Specifically, our concern is with the Interagency Coordinating Coun-

cil that will be created to review the urban impact of nearly \$30 billion of ongoing federal grants-in-aid to state, county, city and other governments. This council will be made up of the same appointed subcommittee secretaries who spent 53 weeks preparing the national urban policy draft for the President. Their final report deals almost exclusively with cities in distress but with no clear picture of what is meant by distressed or what specific cities are in distress.

"It is incomprehensible that, with few exceptions, the urban report does not mention that the nation's cities are within counties and that the county is a major service arm for people in distress, whether they live in large central cities or not...

"By a host of bureaucratic devices, funds can (and perhaps should be) diverted from one place to another. But these redirections should be considered carefully by the Congress, by the elected officials representing state and local government and should be widely understood by the public. ..."

Beach said the caucus will consider, in addition to the "reorienta-

tion" issue and the proposed Interagency Coordinating Council for the urban policy, what President Carter himself can do to reassure counties that he understands their role in urban areas (see the letter to President Carter); what Administration agencies need to do in terms of county recognition; and what county leadership needs to do to share its "deep concerns" about the agonizing urban problems facing the nation, as well as related concerns about other key national issues such as energy legislation, welfare reform, and reenactment of the Comprehensive Employment and Training Act."

The Administration's urban policy legislation is being drafted at this time and is expected to go to Congress in about five weeks, according to Administration spokesmen.

The White House and NACo have been in constant contact since the March 27 briefings which touched off the strong county reaction, Hillenbrand reported. He explained that the "new initiatives" in the President's policy will be fully debated by Congress and that is an open democratic process. "It is the questions of county partnership and administrative action that must be answered."

## Mr. President:

The President  
The White House  
Washington, D.C. 20500

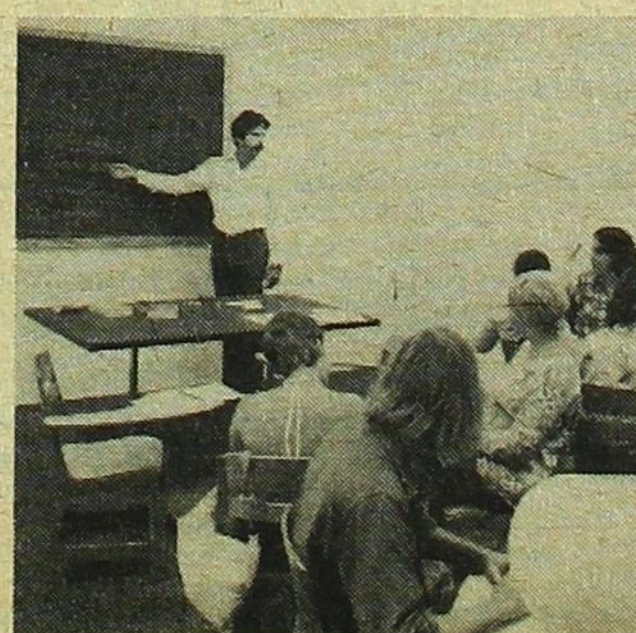
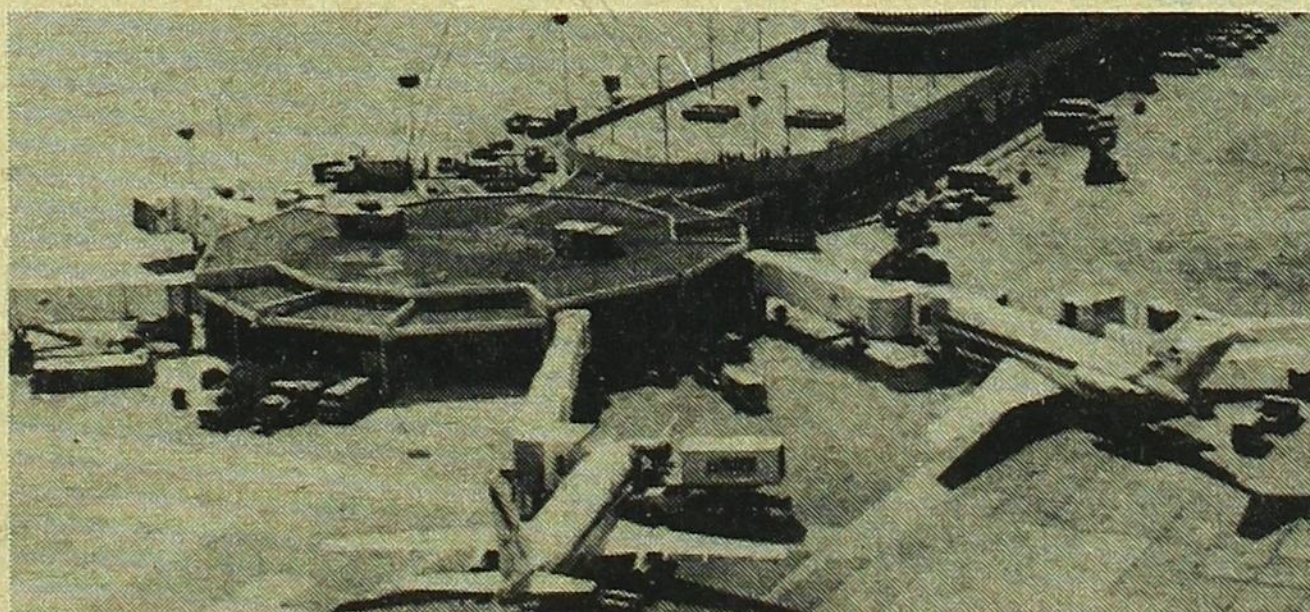
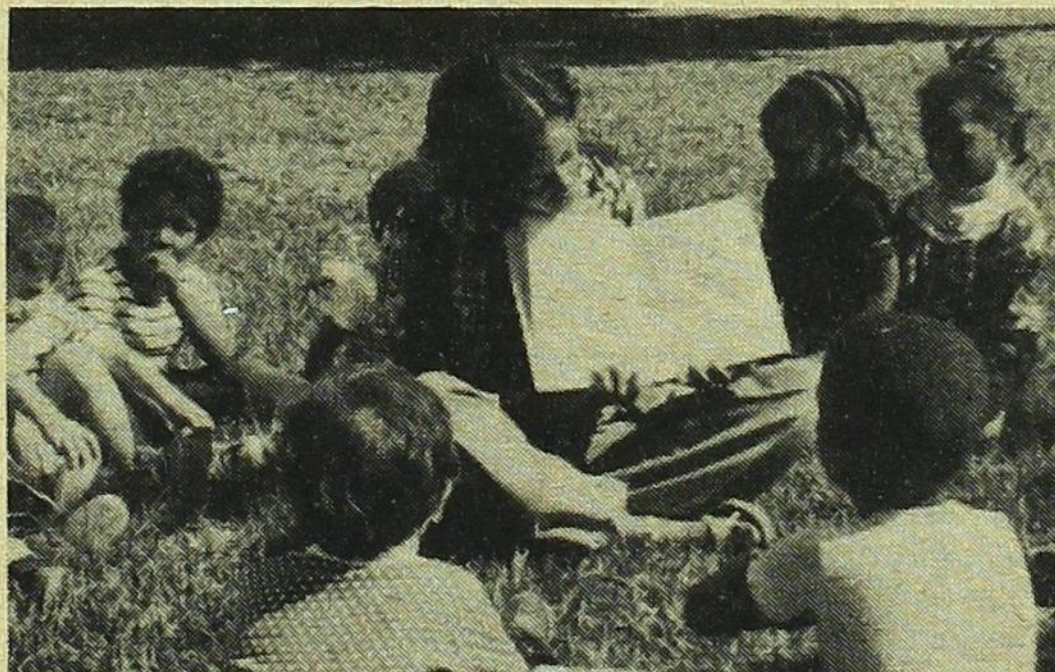
### Dear Mr. President:

Elected officials from the nation's urban counties and the leadership of the National Association of Counties have called an emergency meeting on April 12 in Washington to carefully evaluate your national urban policy. We respectfully request that you meet with us on the afternoon of April 12 to clarify the role that counties are to play in that urban policy. The enclosed issue of our newspaper will help you to understand our concerns over your message.

In your urban message you said the cities of our country have a friend and an ally, and a partner in the White House. Do the counties of our country, whose participation is so vital to the solving of urban problems, have a friend in the White House? When our leaders met with you in Atlanta, before your inauguration, you assured us that you wanted to build a partnership between governors, mayors and county officials in solving domestic problems. Are county officials to assume that you have now decided that we are not to be a partner in the crucially important task ahead of solving the problems of our great urban centers?

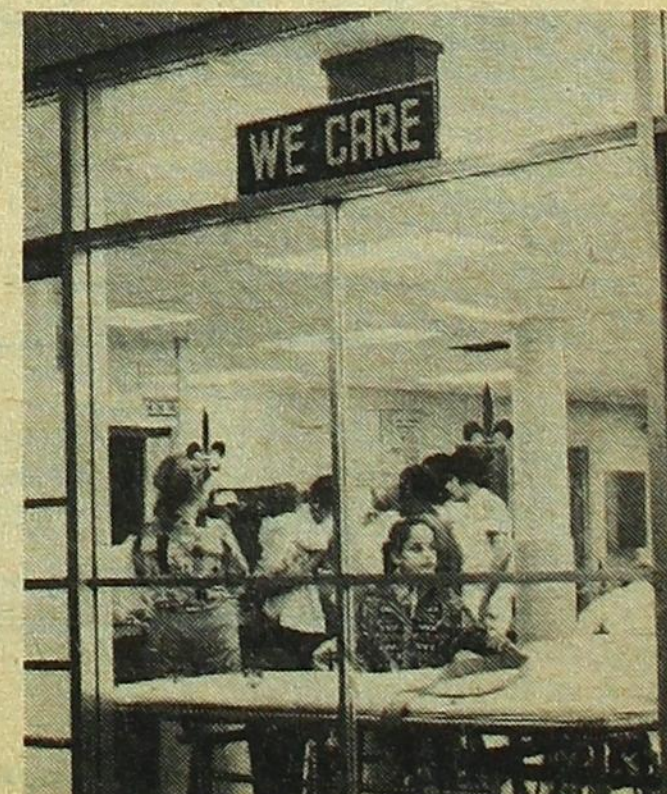
Mr. President, we urge you to meet with us on April 12 to clarify the role of elected county officials in solving our nation's urban problems.

—William O. Beach  
President, NACo



## Many Facets of Urban County Involvement

A Special Report, pages 7-10





# Countercyclical Aid Fate to Be Decided Soon

WASHINGTON, D.C.—House and Senate Committees are waiting for the Administration's proposed legislation on the countercyclical antirecession assistance program which was included in the President's recent urban policy message. The current program, authorized in 1977, expires Sept. 30.

A one-year extension of the program at \$1.04 billion was included in the President's budget message in January. The urban policy statement contained a two-year extension for fiscal '79 and '80 and proposed eliminating state governments from the program.

Rep. William Moorhead (D-Pa.) has introduced H.R. 11298, a bill to extend the program for one year and to reduce the national unemployment trigger from 6 percent to 5.5 percent.

The current program is "triggered"

whenever the national unemployment rate reaches 6 percent. Assistance, based on a formula, is then provided to units of government with unemployment of 4.5 percent or more.

The Congressional Budget Act requires that all new authorizing legislation be reported out of a congressional committee by May 15. Thus, the next six weeks will be crucial to the program.

The following is a list of issues to be addressed by the Administration's bill and by Congress:

- **National trigger:** The current program is operative when the national unemployment rate exceeds 6 percent. The program shuts off when the national rate for a quarter, or the last month of the quarter, drops below 6 percent. The current rate is declining, as evidenced by the

6.1 percent level in February. The Administration is reported leaning towards eliminating the national trigger.

- **Minimum eligible unemployment rate:** Assistance is currently available to all communities whose unemployment exceeds 4.5 percent. There has been considerable discussion of raising the minimum rate. At present, although there are approximately 9,000 units of government where unemployment is between 4.5 percent and the national rate, they only receive 8 percent of the funds. Only 3 percent of the funds goes to communities whose unemployment is between 4.5 percent and 5.5 percent. Therefore, over 90 percent of the funds presently go to communities whose unemployment is above the national rate. The Administration appears to be leaning toward

retention of the 4.5 percent minimum eligibility.

- **Annual vs. quarterly allocations:** Assistance is presently computed quarterly, based on the unemployment rate for that quarter. This has been criticized as precluding long-term planning for use of funds. On the other hand, it does enable the program to adjust to quarterly changes in the local unemployment situation. Support is reported strong for annual authorizations based on annual unemployment rates.

- **Restrictions on use of the funds:** The present program contains broad restrictions on use of the assistance, including a ban on capital expenses and a six-month time limit. These restrictions will probably be eliminated.

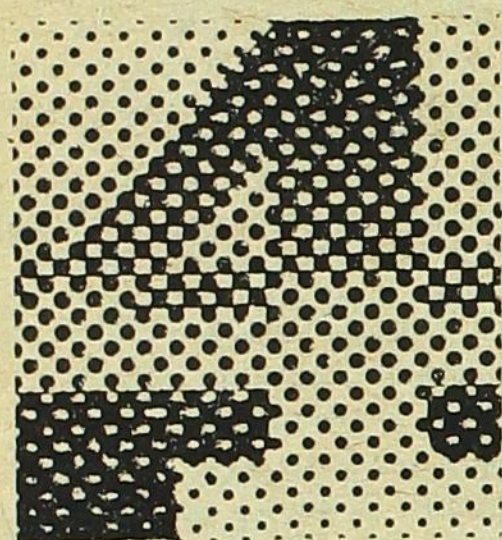
- **Formula/targeting:** The present countercyclical program is highly

targeted and based on a formula employing the local unemployment rate in conjunction with the general revenue sharing payment. The Administration will probably be recommending some changes in the formula, although it is not clear what these will be.

- **Eligibility of state governments:** States currently receive one-third of the countercyclical assistance. The Administration's urban policy initiative proposed elimination of states' eligibility. Many states are expected to pass a portion of their assistance through to local governments. The Administration bill will probably delete states from the program.

The President is expected to sign his bill, which will probably be named "Supplemental Fiscal Assistance," to Congress this week.

—Elliott Altm



## The Fourth Annual Labor Relations Conference

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

Delegates can both preregister for the conference and reserve hotel space by completing this form and returning it to NACo.

Conference registration fees must accompany this form before hotel reservations will be processed. **Enclose check, official county purchase order or equivalent.** No conference registrations will be made by phone.

All Advance Conference Registrations must be postmarked no later than April 20. After the 20th, you must register on-site at the hotel and there will be an additional \$5 charge per registrant.

Refunds of the registration fee will be made if cancellation is necessary, **provided that written notice is postmarked no later than April 17.**

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

☐ Track I ☐ Track II

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

### Conference Registration

Please print:

Name \_\_\_\_\_ (Last) \_\_\_\_\_ (First) \_\_\_\_\_ (Initial)

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

Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_ Tele. (\_\_\_\_) \_\_\_\_\_

### Hotel Reservation (Host International)

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

Please print:

Occupant's Name \_\_\_\_\_ Single \$28

\*Arrival Date/Time \_\_\_\_\_ Departure Date/Time \_\_\_\_\_

Occupants' Names \_\_\_\_\_ Double \$34

\*Arrival Date/Time \_\_\_\_\_ Departure Date/Time \_\_\_\_\_

### FOR OFFICE USE ONLY

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

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

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

## SENATE HEARINGS

# Status of Deferred Compensation Plans

WASHINGTON, D.C.—The Senate subcommittee on private pension plans and employee fringe benefits recently held hearings on S. 2627, introduced by Sen. Mike Gravel (D-Alaska) which seeks to reverse a proposed Internal Revenue Service ruling.

The proposed ruling would require employees participating in county, city, and state operated deferred compensation plans to pay current taxes on amounts deferred, rather than when paid, and would become effective 30 days after final regulations are published in the *Federal Register*. Approximately 30 states and a substantial number of counties and cities would be affected.

NACo submitted for the record a resolution passed by the board of directors supporting the bill and opposing the proposed Treasury Department ruling issued in the Feb. 3 *Federal Register*.

Other organizations testifying in favor of S. 2627 included the National League of Cities, U.S. Conference of Mayors, and the American Federation of State, County and Municipal Employees (AFSCME).

**THE SENATE** subcommittee has no definite plans for continued hearings, although Sen. Lloyd Bentsen (D-Tex.) has indicated that a legislative solution is necessary.

On the House side, no hearings have been scheduled by the Ways and Means Committee, chaired by Rep. Al Ullman (D-Ore.) on two identical bills introduced by Rep. J.J. Pickle (D-Tex.) (H.R. 10893) and Rep. Joe D. Waggonner Jr. (D-La.) (H.R. 10746).

In a recent letter to Donald Lubick, deputy assistant secretary for tax legislation for the Treasury Department, Ullman said, "in view of our discussion and agreement on the need for statutory language imposing limits and standards for such programs, it would seem appropriate for the Treasury to postpone implementation of the proposed regulations. ... This would give the Congress the time necessary to study these complex questions and develop the appropriate legislation. ... In view of the wide interest and concern about this matter, I would appreciate your early response to this request for postponement of the deferred compensation regulations."

Lubick concurs with Rep. Ullman on the need for legislation in this area. In his March 23 reply he said, "We expect to have a detailed proposal to you within the next few

weeks, before the May 4 date set for hearings on the proposed regulations covering deferred compensation arrangements." Lubick further stated that "no final regulations will be issued before the committee has had an opportunity to study our legislative proposal."

NACo HAS learned in recent conversations with Treasury officials that the proposed legislation has not been drafted yet, but that IRS will focus on the following major provisions: placing a limitation on the amounts deferred, and other standards for these plans, such as discrimination issues and funding arrangements.

NACo has been working with other state and local public and private interest groups to achieve a fair and reasonable legislative solution. In a letter to Chairman Bentsen and members of the Senate subcommittee on private pension plans and employee fringe benefits, Ann Simpson, NACo legislative representative, stressed that "NACo believes that the proposed IRS regulations, without legal basis, are contrary to their previous administrative position that has been relied upon by counties, cities and states across the nation through Private Letter Rulings, and may disrupt negotiated contracts with employee unions. These plans encourage voluntary savings and increased security for the nation's retirees, at no cost to local governments or to the local property taxpayer."

Letters received at NACo indicate that counties that have had deferred compensation programs for years would like to see them maintained. County officials from Galvesto County, Tex. were in Washington recently to discuss these issues with their congressional delegation. They also met with the NACo staff.

### COUNTY NEWS

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## PARTIAL AFDC PAYMENTS

# Fiscal Relief Funds Approved

WASHINGTON, D.C.—The Senate Appropriations Committee has given approval to the Department of Health, Education and Welfare (HEW) to pay \$187 million in fiscal relief for welfare costs to states with 100 percent passthrough to counties that pick up part of the costs of Aid to Families with Dependent Children (AFDC). The funds were provided in the Social Security Financing Amendments of 1977 (P.L. 95-216).

NACo had urged HEW Secretary Joseph Califano to make the payments immediately, pending passage by Congress of the second supplemental appropriation bill probably sometime around May.

On Feb. 21, HEW Under Secretary Hale Champion, with Office of Management and Budget approval, requested permission from the Senate and House Appropriations Committees to make payment out of unobligated 1977 funds.

However, on Feb. 28, Sen. Warren Magnuson, chairman of the Labor-HEW Appropriations subcommittee, wrote Champion questioning the legality of HEW's decision to use 1977 funds, rather than waiting for the supplemental appropriation.

After HEW's general counsel answered the legal questions raised by the appropriations committee, the committee approved payment March

31. A letter was sent on April 3 to state welfare directors asking them to supply a list of counties (or other local governments) which contribute to AFDC costs.

After the state agency responds, HEW will make the payment to the states and then states will reimburse counties as they normally do for AFDC costs.

Counties should contact the state welfare agencies regarding payments. (If problems are encountered, contact Aliceann Fritschler at NACo.) The amount that each state is due to receive is listed at right.

—Aliceann Fritschler

(Millions of Dollars)

Alabama	2.18	Louisiana	2.49	Oklahoma	1.72
Alaska	.37	Maine	.98	Oregon	2.21
Arizona	1.3	Maryland	3.26	Pennsylvania	11.24
Arkansas	1.36	Massachusetts	7.17	Rhode Island	.9
California	25.24	Michigan	10.52	South Carolina	1.66
Colorado	1.77	Minnesota	3.22	South Dakota	.45
Connecticut	2.46	Mississippi	1.63	Tennessee	1.47
Delaware	.52	Missouri	3.13	Texas	5.81
Dist. of Columbia	1.2	Montana	.44	Utah	.86
Florida	3.95	Nebraska	.82	Vermont	.48
Georgia	2.93	Nevada	.31	Virginia	2.17
Hawaii	1.13	New Hampshire	.48	Washington	2.72
Idaho	.51	New Jersey	6.95	West Virginia	1.23
Illinois	11.61	New Mexico	.92	Wisconsin	4.28
Indiana	3.08	New York	26.46	Wyoming	.21
Iowa	1.94	North Carolina	3.5	Guam	.04
Kansas	1.49	North Dakota	.32	Puerto Rico	.44
Kentucky	2.84	Ohio	7.8	Virgin Islands	.03

## FUNDS INSUFFICIENT'

# Expansion of IPA Sought

WASHINGTON, D.C.—According to NACo testimony on April 4, the Administration's proposed budget request of \$20 million for fiscal '79 for the Intergovernmental Personnel Act (IPA) is insufficient to adequately meet the demands for personnel assistance in counties, cities and states.

Appearing before the Senate Appropriations subcommittee on Treasury, U.S. Postal Service, and general government, Don Pennington, personnel officer for Anne Arundel County, said "NACo believes that the Intergovernmental Personnel Act, although small relative to most of the federal programs, is one of the most important to counties. It is important because it helps counties and other units of government strengthen their own capabilities to govern in increasingly complex times for a relatively small amount of funds."

HE POINTED out that last year, for the first time since enactment of the program (1971), Congress and the President recognized its value by increasing the appropriation by \$5 million.

NACo, along with other public interest groups, has urged the Senate subcommittee, chaired by Sen. Dale Bumpers (D-Ark.) to appropriate \$30 million for fiscal '79.

IPA was enacted to encourage increased efficiency and effectiveness in state and local government personnel systems. Specifically, the act provides for federal monetary and technical assistance to state and local governments to train employees and improve personnel

management; it also facilitates the temporary assignment of personnel among state, local and federal governments to encourage information exchange and training.

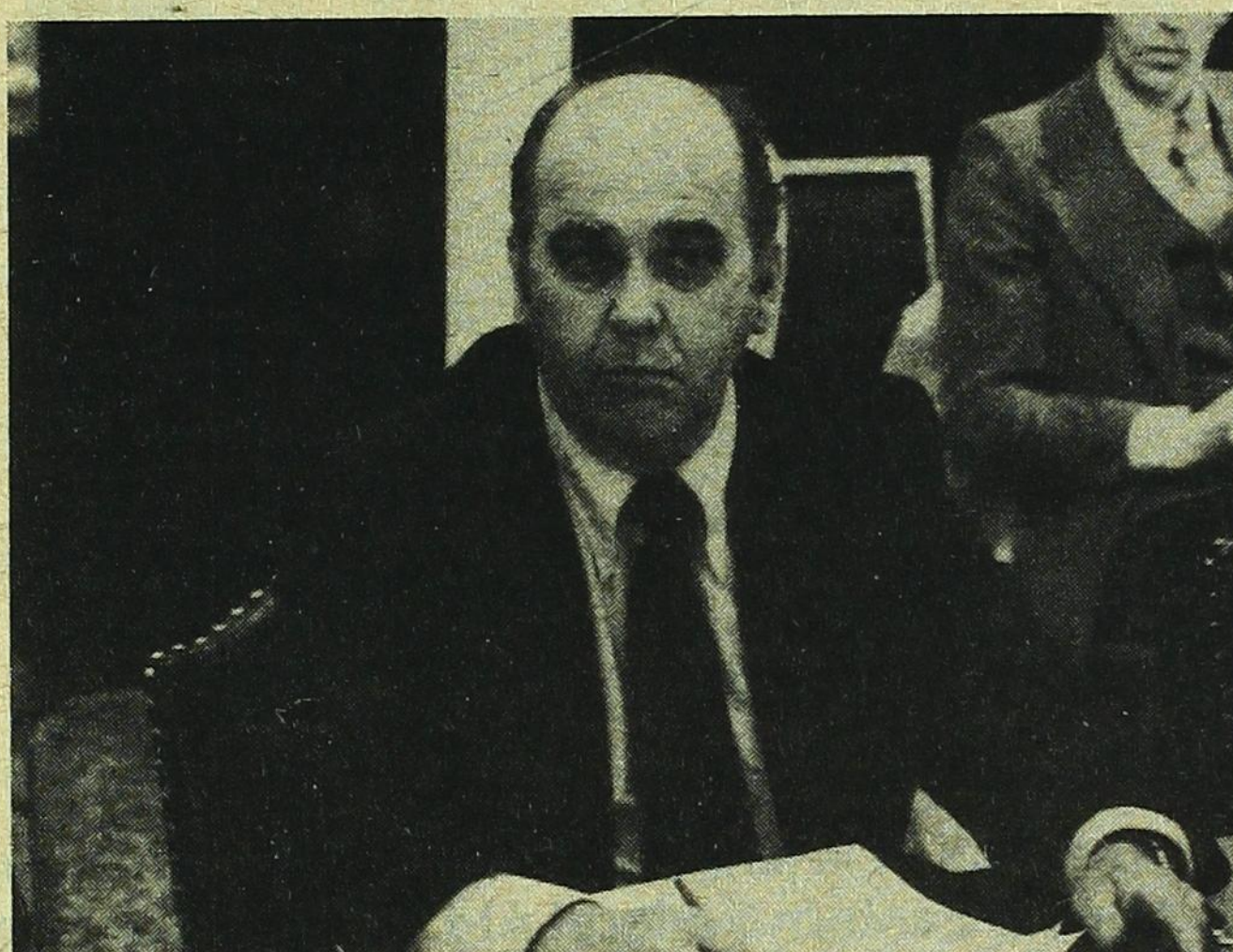
Pennington pointed out the popularity that IPA enjoys among counties, cities and states. In 1977, more than 59 requests for assistance were not met because of funding limitations which totalled approximately \$12.8 million. Since enactment of the program the demand for grant assistance has far outstripped the supply. Even with a relative high (50 percent) matching requirement, the competition for IPA grant funds has been intense, he said.

According to the Civil Service Commission, 75 percent of the projects initiated with federal IPA funds have been continued at the complete expense of the recipient government once the initial federal grant has expired.

PENNINGTON TOLD members that NACo supports increasing the federal match from 50 percent to 66 2/3 percent of project costs to enhance the abilities of smaller counties to use IPA funds.

Also NACo will support legislation to expand the scope of IPA to provide general management assistance to counties, cities and states. NACo also endorsed Title VI of the proposed Civil Service Com. Act of 1978, dealing with Research and Demonstration Authority and other proposals for improving IPA programs.

The NACo statement included examples of how counties and state



**GIVING SENATE TESTIMONY**—Don Pennington, personnel officer, Anne Arundel County, Md. testified on the need for increased appropriations for the Intergovernmental Personnel Act before a Senate subcommittee.

associations of counties operating IPA funded programs have successfully accomplished their goals. The Arizona Association of Counties used the funds to help develop a merit-based personnel system. With IPA help Hamilton County, Tenn. created a new personnel system and Shelby County, Tenn. strengthened its training, labor relations and employee selection programs and revised its personnel rules and regulations. In Ohio, counties have used IPA funds to formulate and implement affirmative action plans. Anne Arundel County used IPA funds to develop a uniform classification and pay plan for its employees and the county is participating in a joint project with Howard and Baltimore Counties to develop an entry level fire fighters' examination.

NACo's RESEARCH arm has a subcontract with nine states to strengthen management capacities for counties through training

programs conducted by the following state associations; Florida, Illinois, Ohio, Montana, Kentucky, Indiana, North Carolina and Colorado.

Pennington stated, that in order for management improvement programs to continue expanding in areas of expertise at the state and local levels, continued national support is necessary. "NACo urges the Congress to appropriate \$30 million in fiscal '79 to enable fulfillment of the backlog of qualified applications and to provide expansion of existing programs," he said.

NACo has been coordinating a joint lobbying effort with the public interest groups representing elected and appointed officials for increased IPA appropriations for fiscal '79.

Counties are asked to contact members of both the House and Senate Committees requesting increased funding. Contact Ann Simpson, Legislative Representative at NACo for more information.

## Fiscal Relief Accepted by Budget Unit

WASHINGTON, D.C.—The House Budget Committee voted April 5 to earmark \$400 million for fiscal relief to counties and states for welfare costs in the 1979 budget. This action, which was led by Rep. Elizabeth Holtzman (D-N.Y.), was part of the committee's deliberations during consideration of the 1979 congressional budget.

Under the congressional budget process, authorizing committees in both Houses must make budget recommendations to their respective budget committees by March 15. Both the House and Senate committees with welfare responsibilities recommended provision of \$400 million in fiscal relief in 1979. By April 15, each budget committee must report out a concurrent resolution setting forth spending levels for the coming fiscal year.

Following each House's passage of its budget resolution, a conference is held and a final congressional budget resolution must be passed by both Houses by May 15.

If funds for a program are not provided in the congressional budget resolution, it is virtually impossible to obtain funding until the next fiscal year.

NACo has also been urging both budget committees to raise the fiscal '79 ceiling for Title XX to \$2.9 billion. As *County News* went to press, the fate of Title XX (Social Services) had not been decided by the House committee. The Senate Budget Committee had not acted on either amount at press time.

—Aliceann Fritschler

# Speakers to Address Collective Bargaining

WASHINGTON, D.C.—Over 50 county government leaders, members of Congress and the Administration, labor leaders, labor lawyers, and academic experts have accepted invitations to address NACo's Fourth Annual Labor Relations Conference for Counties. This national conference, sponsored jointly by NACo Research Inc., NACo's Labor-Management Relations Steering Committee, the Florida State Association of Counties and Hillsborough County, will be held in Tampa, Fla. April 30 through May 2.

This year's program will focus on

how counties in various labor relations situations can take an activist approach in dealing with union organization and how counties can develop strategies for influencing collective bargaining laws and for attaining management objectives in a collective bargaining environment.

Jerry Wurf, international president of the American Federation of State, County and Municipal Employees (AFSCME), the country's largest public sector union, will deliver the dinner keynote address. His remarks are designed to encour-

age better labor relations between counties and employee unions. Counties who face contract negotiations or union organization campaigns should find his remarks helpful.

Charles C. Mulcahy of the firm of Mulcahy and Wherry will provide an update on legislative and legal developments in labor relations and will analyze their practical implications for counties. A former president of NACo's Labor-Management Steering Committee and Milwaukee County (Wis.) supervisor, Mulcahy will also talk about

and about alternatives to compulsory binding arbitration. Mark Olson, a member of the Mulcahy firm, will provide insights into coping with union pressure and fringe benefit problems.

Don Weinberg, director of personnel for Prince George's County, Md., will discuss bargaining tactics and strategies, as well as the conflict between merit systems, collective bargaining and anti-discrimination laws.

Jack Tanner, executive director of the Utah Association of Counties, and Jack Simmers, chairman of the

Polk County (Fla.) Board of Commissioners and a NACo board member, will lead panels on tactics for planning for and influencing the enactment of favorable state collective bargaining laws.

Advance registrations are now being accepted and can be made up to April 20. After that date, persons must register on-site for an additional charge.

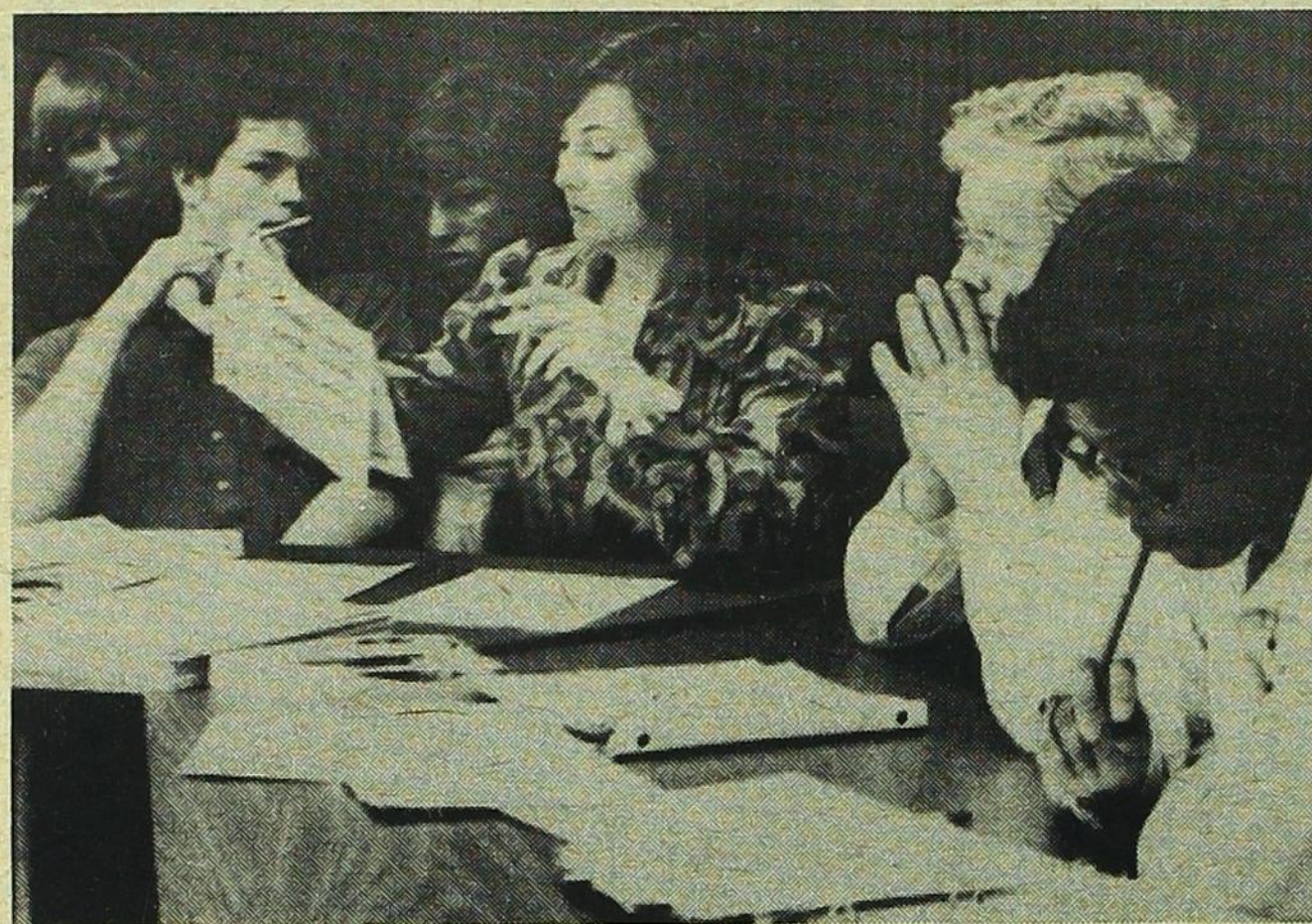
A registration and hotel reservation form is on page 2. If you have questions, call Debby Shulman, Ann Simpson or Bruce Talley at 202/785-9577.





## Youth Learn About Counties

High school students from San Francisco, Iowa, North Carolina and Minnesota participate in "Close-up," a forum for youth involvement in government that brings students to Washington as a "classroom." In photo at right, NACo staff brief them on issues affecting counties. From the right are: Employment Specialist Phyllis Dawson, Deputy Executive Director Rod Kendig, and Public Affairs Director Beth Deniston.



# Antitrust Laws May Affect Selected County Services

WASHINGTON, D.C. — The Supreme Court has held that units of local government may be liable for prosecution and fines stemming from violation of federal antitrust laws. In a 5-4 decision, the court ruled that localities do not enjoy the same broad immunities from the antitrust statutes as do state governments. Antitrust laws permit the awarding of up to triple damages against those found acting in restraint of trade.

The decision stems from the case of *City of Lafayette vs. Louisiana Power and Light Co.* Lafayette and the city of Plaquemine, which provide their own electric utility services, sued the Louisiana Power

and Light Co. charging antitrust violations.

The company counterclaimed with charges that the practices adopted by the cities in operating their systems were anticompetitive, involved tie-in sales, and violated the federal law.

AS A DEFENSE, the localities asserted their "absolute immunity" from antitrust laws. The Supreme Court considered only the question of immunity and held that local governments are not immune from such laws. The case will now be tried on its facts by a lower court. The cities of Lafayette and Plaquemine could be liable for damages of \$540 million.

In 1943, the Supreme Court determined, in the case known as *Parker vs. Brown*, that states, their officers, and their agencies were exempt from the antitrust laws. The Sherman Antitrust Act itself makes no mention of state liability.

The 11th Amendment to the Constitution provides that state governments cannot be sued by their citizens, but the Supreme Court has held this does not apply to local governments. Lower courts, however, have split on determining whether particular local entities could be considered to be arms of the state and, therefore, protected by the amendment.

The latest high court decision holds local units of government accountable to the antitrust laws for certain types of services they pro-

vide. It appears to exempt local governments when they engage in activities and services traditionally deemed "governmental." However, localities may be subject to the antitrust laws for those functions which are proprietary, unless the state legislature grants them special privileges.

The distinction between governmental and proprietary activities is not always clear, however. In the 1976 decision of *National League of Cities vs. Usery*, the Supreme Court indicated that services such as police and fire protection, sanitation, public health, parks and recreation were considered to be traditional governmental services.

SUCH SERVICES would implicitly be exempt from the antitrust law, and the minority held that any service required by state statute would also enjoy immunity.

However, local governments because of citizen request or legislative mandate duplicate services provided by the private sector in fields such as municipally owned and operated electric utility systems, transit systems, airports, municipal stadium authorities, county hospitals, and water and sewer authorities. At present, 1,700 units of local government provide electric utility services alone.

Determining which local services will now be subject to the antitrust laws will require constant and careful analysis.

—Elliott Almar

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

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

### April 25—CIC Training Program Day

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

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

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

### Conference Registration (Make checks payable to NACo)

State _____	County _____	Registration Fees
Delegate Name _____		Member \$70.00
First _____ Last _____		Non-member \$100.00
Title _____		Training Course \$10.00
Mailing Address _____		Trainees must register for both conference and training course
City _____ State _____ Zip _____		
Hotel _____		
Phone _____		
(Area Code) _____ Number _____		

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

Your Registration must be received by April 11.

Send Conference Registration Form To:

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

### Hotel Reservation Form

NACo/CIC Hotel Reservation Form  
April 26-28, 1978  
Federal Aid Briefing  
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# CETA Reenactment

## Markup Approaching

WASHINGTON, D.C.—House and Senate subcommittee markup of the Administration's CETA reenactment bill, "Comprehensive Employment and Training Act of 1978" (S. 2570/H.R. 11086), is expected to begin in mid-April.

NACo's analysis of the trends of the subcommittees shows the House more willing to consider the concerns

of local governments; the Senate appears to be holding the line on the Administration's bill, while rejecting prime sponsor amendments.

The following is NACo's analysis of probable positions which will be taken by the subcommittees as they approach markup:

Issue	House	Senate
Section 109: planning council staff that is solely accountable to the council.	Would eliminate.	Would retain language; possibility of strengthening it.
Section 212(a): 50 percent limit on public service employment (PSE) and work experience.	Structural PSE will be in a separate Part A of Title II; limit on work experience retained with a possibility of raising it to 75 percent.	Structural PSE will be in a separate Part A of Title II; limit on work experience retained at 50 percent.
Section 212(b): maintenance of effort on program activities at fiscal '77 levels.	Would eliminate.	Would eliminate.
Limit on reporting and paperwork.	Title I being rewritten to achieve limitations.	Wants more data. Senate unwilling to limit reports.
State role.	States can review and comment on local plans as they do now; Wagner-Peyser Act to be reviewed in July.	State can't overrule local prime sponsors.
Role of the Secretary.	Limit to be set on regulations.	Prefers strong legislative limits on prime sponsors.
Client eligibility.	Possible switch to 100 percent of Bureau of Labor Statistics (BLS) lower living standard in full committee; countercyclical PSE should have more liberal client eligibility.	Retains 70 percent level with possible liberalization in countercyclical PSE.
PSE need for two separate programs; one structural and one countercyclical.	Agrees; with shift of \$1 billion in Title VI to structural PSE program in Title II.	Agrees; will authorize \$3 billion for structural PSE at the expense of the countercyclical program.
PSE increase salary limit over \$10,000 or index increase.	Probably will accept limited increase with indexing.	Prefers existing ceiling.
PSE elimination of projects.	Probably will retain projects; issue still open.	Will retain projects.
PSE no local government revenue liability on retirement.	Undecided.	Accepts Administration's position.
PSE quarterly grants.	Would eliminate.	Undecided.

## Smaller Counties and the CETA Bill

WASHINGTON, D.C.—Small counties have a large stake in several provisions of the Administration's proposed reenactment bill for the Comprehensive Employment and Training Act (CETA).

Three proposed amendments greatly affect balance-of-state counties, those below 100,000 in population.

Section 101 (d), supported by NACo, would prompt state prime sponsors to "make appropriate arrangements for appropriate area planning bodies to serve subareas within the state prime sponsor area." For the first time, states would be legislatively encouraged to involve those counties that receive manpower funds through the state in the planning process for CETA training programs.

NACo also recommends that small counties urge Congress to encourage "mini prime sponsor" arrangements where locally acceptable for rural counties. For example, small adjacent counties with similar employment-related problems and goals could form a manpower consortia, funded and monitored by the state prime sponsor but independent in operation.

ANOTHER PROVISION of the CETA Amendments of 1978 (S. 2570/H.R. 11086) involves public service employment (PSE) projects. A PSE project is a new service with a measurable goal, as opposed to adding positions to services already in place.

The Administration's bill would gradually eliminate nonproject PSE during fiscal '79. PSE positions, structural and countercyclical, would be in projects by fiscal '80 (Section 605).

The mandated project approach is a disadvantage to small counties for several reasons:

- There are generally fewer private nonprofit, municipal and community-based organizations;

- The increased paperwork and documentation required is excessive for small staffs;

- The rural nature of these areas makes project management and supervision very difficult.

NACo opposes this approach and encourages small counties to document these difficulties for Congress and urge that projects be an optional method for public service employment.

Client eligibility would become more restrictive under the CETA amendments. To be eligible for training programs under the new Title II, clients would have to be both economically disadvantaged and unemployed, underemployed or in school. Present criteria under Title I require a participant to be only economically disadvantaged, unemployed or underemployed. In addition, to be eligible for Title VI public service employment, clients would have to be both economically disadvantaged and unemployed for at least five weeks.

NACo SUPPORTS one standardized eligibility criterion for CETA (except countercyclical PSE) but disagrees with the Administration's requirements. The bill proposes a cutoff at 70 percent of the Bureau of Labor Statistics lower living standard. This would amount to an income of less than \$7,000 for a family of four in nonmetropolitan areas.

NACo recommends 100 percent of the lower living standard as the sole eligibility criterion for all programs and titles, except countercyclical PSE.

To amend the CETA reauthorization bill as specified above, counties are urged to contact their congressional delegations, House and Senate committee members from their state, and, if possible, all committee members in the House and Senate. For more information, contact Jon Weintraub at NACo.

## Help Save CETA

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

- The elimination of Sections 212 and 438(a)(2). These would nearly freeze the mix of CETA training and developmental services under Title II at their fiscal '77 levels.

- Making staff "responsive to" the CETA advisory council, not solely accountable to it as specified in Section 109. Let Congress know that you endorse a strong and active council, but it makes no sense for a volunteer council to supervise staff.

- A legislative limit on the number and frequency of required reports and grant submissions.

- The elimination of the presumptive role of the Employment Service (ES) by deleting Section 103(b)(2). The governor's comments should not weigh local decisions, so revise Sections 104(b) and (c).

- The overhaul of public service employment as described in the bill. "Projects" and the quarterly grant system should be eliminated. There should be two separate programs—structural and countercyclical. The

\$10,000 salary ceiling should be raised and/or indexed.

- Eligibility for everything except countercyclical PSE should be uniform at 100 percent of the Bureau of Labor Statistics' (BLS) lower living standard budget.

- A limit on the Secretary's authority by reducing funds available for Title III to 10 percent in Section 122(d) and a requirement that rules and reporting be set and unchanged by the beginning of each fiscal year.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## New Orleans Challenging EPA Water Regulations

NEW ORLEANS, La.—The New Orleans Sewage and Water Board has threatened to sue the Environmental Protection Agency (EPA) over proposed drinking water regulations.

At EPA's March 29 public hearing on regulations designed to control organic drinking water contaminants, city officials charged that EPA has exceeded its authority under the Safe Drinking Water Act and that the proposed rules have no basis in scientific fact, are unreasonable and arbitrary, and, therefore, illegal.

The regulations proposed in February would require water suppliers serving over 75,000 with organic contaminants in their water sources to install activated carbon filters. The chemicals have been found to cause cancer in animals. New Orleans officials said the city's costs to comply would be anywhere from \$50 to \$100 million, and would mean a doubling of water rates.

The director of the water board, Stuart Brehm, told EPA that there was no conclusive link between low doses of the organic chemicals and cancer in humans. Should such evidence be forthcoming, said Brehm, the city would be a leader in eliminating the health hazard.

MAYOR MOON Landrieu told EPA that the cost of compliance should be borne by the federal gov-

ernment, not communities. He said he would rather have the money mandated for drinking water for use in other areas. "I wonder if saving lives by increasing the quality of drinking water is not lost in terms of broken families, lost educational opportunities and violent crime," Landrieu stated.

Mayor-elect Ernest Morial suggested that the financial burden of removing contaminants be borne by those that put them there. Industrial discharge and agricultural runoff can be major sources of organic chemical contamination.

Dr. Robert Harris, associate director of the Environmental Defense Fund, testifying at the hearing, argued that the scientific evidence is in support of EPA's efforts, showing a pattern of association between drinking water quality and some human cancers. He said the economic impact of the estimated cancer deaths could exceed the cost of carbon treatment that could prevent them.

He also cited evidence that many European cities had installed the carbon filters with little increase in water rates, and challenged the cost estimates made by the city officials.

The New Orleans hearing was one of a series being conducted nationwide by EPA on the proposed regulations.



## CONTRA COSTA COUNTY

# First Public HMO to Enroll Elderly

CONTRA COSTA COUNTY, Calif. — "Now no Medicare recipient in this county need avoid medical care because of the limited scope of services provided by Medicare."

With these words, Supervisor James Kenny announced the beginning of the first publicly sponsored health maintenance plan for the elderly.

"Medi-Key," sponsored by Contra Costa County, provides any Medicare recipient all medically prescribed services free. Among the more unusual free services are: prescription drugs, eyeglasses, dentures, hearing aids, regular medical check-ups, full hospital stays, and extended home health care.

**TO RECEIVE** these free services a Medicare recipient must pay the county a monthly fee.

The fee—\$46.50—may seem somewhat high, but according to Don Ludwig, Medi-Key's director, the number of services provided under this program exceeds that offered by most other similar plans. And, Ludwig points out, the county will accept any Medicare recipient, no matter what pre-existing health problems he or she might have.

For those who want only services covered by Medicare, he adds, a

"low-option" plan is available which costs \$12.09.

For the lower fee, the elderly would not have to pay any deductible or co-insurance costs, but also would not receive the extra services available under the high-option plan. Contra Costa County's low-option fee compares very well with the private health maintenance organizations (HMOs) that are providing care to Medicare recipients, according to Wayne Fowler, director of the U.S. Social Security Administration's Division of Group Health Plan Operations. In fact, only one plan is cheaper than Contra Costa's.

"In the case of the high-option fee," Fowler cautions, "it's almost impossible to compare costs because some plans may provide services which are not available in the other plans."

The high-option fees range from \$16.55 to \$46.50.

**ONLY EIGHT** health maintenance organizations—seven private and Contra Costa County—have obtained special Medicare funding from the Social Security Administration for elderly enrollees. (Section 1876 of the Social Security Act authorizes Medicare funding for HMOs.)

"However, another 10 organizations have applied and hope to begin

operation by this summer," Fowler says.

Although there are no restrictions on participation by public institutions, Contra Costa County is the only one to have taken this unusual step. Why?

Medi-Key Director Ludwig cites two reasons.

"We call the program 'Medi-Key' because we think prepaid health plans that emphasize preventive health offer the key to good health for our citizens," he says.

The second reason involves savings for the county.

"Many elderly people put off health care," Ludwig explains, "because of their fear of the deductible and co-insurance charges or because certain services aren't covered by Medicare."

In such cases, he continues, health degenerates to a point that requires hospitalization for illnesses so serious that the individual's Medicare coverage is easily exhausted. Often the county ends up paying a substantial part of the person's health bill because his or her savings are also exhausted.

Prepaid health plans stop that process, Contra Costa County officials believe, and the plans help a county health department to operate more efficiently. Money is saved.

**TO PROVE** their point, the county's officials can point to their own Medicaid plan.

In 1973 the county received permission from the state to convert part of its Medicaid (called Medical in California) program into a prepaid plan in which the county's low-income population could enroll.

Instead of state reimbursement for services, the county's plan features prepayment by the state for a given amount of services estimated by the county's health department. The estimates are based on knowledge of the enrollees' health needs gained through preventive health measures—health check-ups, etc.

Recently the county's share of the health cost for the enrollees was between 10 and 20 percent of the total expenditure. For those not enrolled in the prepaid program, the county's share is 35 percent.

Such results have brought praise from Hale Champion, under secretary of Health, Education, and Welfare. Contra Costa County, Champion said recently, has reached the "enviable position" of:

- Eliminating costly billing systems;
- Reducing illnesses through preventive care; and
- Using outpatient rather than expensive inpatient care.

**THE SUCCESS** of the prepaid health plan has also made Ludwig a

strong supporter of county sponsorship of health maintenance organizations.

Private HMOs, he says, require "about 35,000 enrollees to be successful. And they do not accept many applicants who have known health problems."

The county, he points out, accepts all applicants and only needs about 7,000 enrollees to break even.

At present Contra Costa County has about 5,200 enrollees. Only a few of these, however, are elderly Medicare recipients who have joined since the new part of the program began in March. The overwhelming majority are Medicaid-eligible people who have chosen to enroll in the program.

In the future, Ludwig says, he hopes to open the plan up to the "medically needy" who, like the elderly, would pay a fee for their health care. The "medically needy" are people with health care needs, but with incomes slightly too high to automatically qualify for Medicaid.

Second, Ludwig hopes to reduce the fee of \$46.50 for the elderly. That fee was suggested by the state, and he hopes to prove that it is too high.

Finally, he says, he hopes the program's efficiency will enable him to return unneeded dollars to the state.

When he mentions the last point, he seems unable to decide if he is joking—or very serious.

—Phil Jones, NACo

## NACo announces ...

### The ICMA Advanced Management Seminar for County and City Managers and Senior Administrators

developed and presented by the National Training and Development Service

**May 1-5, 1978 Plaza Hilton Hotel Kansas City, Mo.**

**This seminar** is for county and city administrators who want to update their management skills and knowledge of the most effective new techniques being used in local government.

**It's a tough,** intensive program that focuses on applications of management techniques to the kinds of problems you face everyday. Yes, parts of the seminar deal with statistics and mathematics—that's essential if you're to get information needed to help you make decisions back home. But it isn't necessary to have a knowledge of advanced math to attend. Those subjects—and all other seminar topics—will be presented from the perspective of the manager/administrator rather than that of the technician. The program has been more than a year in planning and was designed with the assistance of a Practitioner Advisory Committee.

**You'll learn** a number of methods frequently used for problem analysis and decision-making. Each will be presented in terms of its potential application to real problem areas. You will be able to determine the feasibility of each method for use in your organization and the inherent advantages, disadvantages and constraints to be experienced in its application. You'll learn the procedures required to use each technique, the approach to be taken to analyze the results, and the broad implications of the results from a policy-implementation viewpoint.

**Take a look** at the list of sponsors. It will give you and even better idea why this five-day seminar is an important event for county officials:

**National Association of Counties  
International City Management Association  
U.S. Department of Housing and Urban Development  
University of Kansas  
University of Missouri, Kansas City**

**Tuition is \$510, which includes all workshop materials. To register or to get more information, mail the coupon below or call: NTDS Registrar, 202/966-3761.**

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**Make checks payable and mail to: National Training and Development Service, 5028 Wisconsin Ave., N.W., Washington, D.C. 20016**

## Letters to NACo

To NACo:

I want to thank Jim Koppel and his associates for conducting the National Welfare Directors Conference recently concluded in Washington. The presentations and reports presented will be most helpful in my capacity as a director.

I would also express my appreciation to NACo for its continuing efforts with regards to the immediate fiscal relief to county welfare boards. Indications are that once HEW has legal authority to transfer these funds, Camden County will benefit to the extent of \$701,000 in immediate relief. This will be a major accomplishment, and I wish to thank you for your efforts in behalf of this transfer.

—Thomas J. Tull

Director, Camden County (N.J.) Welfare Board

Dear Bernie:

Have just finished reading the "Women and Counties" section in *County News*, and was very impressed with its content.

It is good to see women gradually—and painfully slowly—climbing the political rungs to adequate representation and recognition. Publications such as this do a great deal to further our cause.

I was especially pleased to see the mix between women elected officials and programs that benefit women. Too often this obvious linking is overlooked by the general public.

—Jean R. Packard

Dear Bernie:

I want to express my sincere thanks to you and your staff for the fine presentation made to me during our recent seminar. It was completely unexpected and will be cherished by me for the rest of my life.

I want to thank you for the many kindnesses, and the support your association gave to me while I was with the Pennsylvania State Association of County Commissioners. You have a fine organization, and one which should be supported completely by all counties in Pennsylvania.

Looking forward to dealing with you and your organization in the years ahead...

—John E. Minnick

Chairman  
Dauphin County (Pa.) Board of Commissioners

To NACo:

We are just now getting inquiries generated by Phil Jones' article on our Police Training Course. Your paper certainly is widely read. Letters are originating from throughout the nation.

Thanks for the outstanding article and coverage.

—George Sunderland

Senior Coordinator  
Crime Prevention Program

Dear Mr. Hillenbrand:

Thank you for the kind and thoughtful note concerning my appointment to the U.S. Senate. I was pleased to hear from you and to receive the article from the *County News* (a tribute to the late Sen. Hubert H. Humphrey).

Be assured of my wish to work closely with your members on problems and goals of mutual concern and interest.

—Muriel Humphrey



## Special Report

# Urban Policy Misses Mark

"I know that county officials often feel ignored and perhaps that is because they do not publicly protest and criticize as do so many other groups."

—President-elect Jimmy Carter at Atlanta, Ga. meeting with county leaders, Dec. 14, 1976

by Bernard F. Hillenbrand  
NACo Executive Director

Here is why elected county officials are so disturbed by the President's unveiling of his urban policy message:

For years, urban counties have been generous partners in efforts to solve the nation's urban problems and to provide programs to aid the nation's poor. The President's urban message recalls his pledge to be a "friend, an ally, and a partner in the White House" to big city mayors. There is no recognition—not one word—indicating the partnership role of counties.

Every urban American lived in a big central city and if only mayors governed in these big central cities, and if all of the urban poverty and misery were concentrated only in big central cities, then very clearly the President's message would be a perfect urban policy document.

But it just isn't so. Only 30 percent of the nation's population lives in central cities or about the same proportion as lives in rural areas. And concentrated poverty is found in incorporated areas, small suburban cities and towns as well as large cities.

Distressed people everywhere are represented by elected county officials. And it is the county that is often the principal service for these poor, whether they are inner city, suburban or rural.

NACo President William O. Beach and our urban leadership are meeting in an extraordinary session in Washington, D.C. April 12 to carefully review all of the President's proposals and to devise an urban county response.

In anticipation of this emergency meeting we are devoting this special report to commenting by facts, figures and case histories the massive involvement of counties in urban affairs.)

## New Initiatives

At the outset, it is important to understand our concern is not with the President's "new initiatives" like the National Urban Bank, soft public works or additional economic community development financing. The object of many of these ideas was Presidential Assistant Stuart Eizenstat. He is one of the finest and ablest officials to serve in the White House.

We will, of course, have the opportunity to consider and modify them if necessary when they are presented to Congress.

## Targeting

Our deep concern stems from the President's announcement that he has created an Interagency Coordinating Council. This group, composed of subcommittee appointed officials, will be responsible for preparing the community impact analysis statement. They are to review programs aimed at urban areas and "reorient" resources accordingly. Therein lies the potential for disaster. This group of appointed officials, formerly known as the Urban and Regional Policy Group (URPG) devised the urban policy recommendations. They labored 53 weeks and their final 137-page report reflects no understanding of county involvement in urban areas and in the life of central city residents. The thrust of the URPG report is that existing urban programs should be "targeted" to areas in distress. Distress is not clearly defined nor is there any specific list of distressed cities.

To place this same group in charge of allocating or targeting the flow of nearly \$30 billion of existing congressionally authorized federal grants to states, cities and counties is, in our view, unacceptable.

There is not a congressional representative, state, county or city official in the United States who does not understand the capacity of bureaucratic committees to delay, redirect or otherwise confuse the distribution of federal funds.

If this Interagency Coordinating Council continues to be guided by the same philosophy that is represented in the report, then it will be necessary for those accountable to the electorate—governors, mayors and county officials—to sit in continuous monitoring sessions to ensure the fair and responsible distribution of federal dollars to the congressionally intended recipients. Without monitoring, the alternative is to have funds "targeted" away from distressed people wherever they reside and to, instead, only distressed central cities.

## What is NACo's Urban Policy?

Having protested certain aspects of the President's message, what is it counties want in an urban policy?

NACo believes that people in distress must be the focus of an urban policy and that federal assistance must be focused on these people without regard to whether they happen to live in a "distressed city." In other words, target funds on people, not on geography.

In addition, urban county officials want the President to exert vigorous national leadership to gain support for the 11 initiatives that he has already proposed as part of his overall domestic strategy. NACo, sometimes alone, but more often in partnership with governors and mayors, is vigorously supporting the following Presidential programs that have vast urban impact:

- **Welfare Reform.** New York City, which is a member of NACo, will agree, we are sure, that the most significant action that could be taken to relieve the miseries of the poor in New

## County Opinion

York City and the rest of the nation's counties is enactment of the President's welfare reform package, including immediate fiscal relief.

- **Employment.** Efforts by Suffolk County, N.Y. Executive John Klein and our Employment Steering Committee in support of the Comprehensive Employment Training Act (CETA) is clearly understood by everyone in Congress and those in the Administration who have responsibility for this program. Certainly nothing could be more helpful to the distressed poor than to get these programs for jobs and training reenacted.

- **Youth Employment.** NACo has been in the forefront of efforts to remedy the massive youth unemployment, particularly among big city blacks and minorities, through summer programs and year-long programs for jobs and training.

- **Countercyclical and Public Works Program.** NACo, along with the U.S. Conference of Mayors and the National League of Cities, was one of the prime movers in securing the congressional enactment of the countercyclical assistance and public works programs. These programs have been effective in helping reduce unemployment and should be continued.

- **Community Development Block Grant Program.** This association fought for more

than two years to have urban counties included in a meaningful way in a community development program. As full participants in the program, counties are aggressively addressing the problems of blight and decay and expanding housing for low-income people.

- **Urban Development Action Grant Program.** Counties had to shoot their way into this one. The Administration proposed that these action grants go to cities only. Congress, much more understanding of how government operates, included counties in the program. The potential of these programs for helping the urban poor is great.

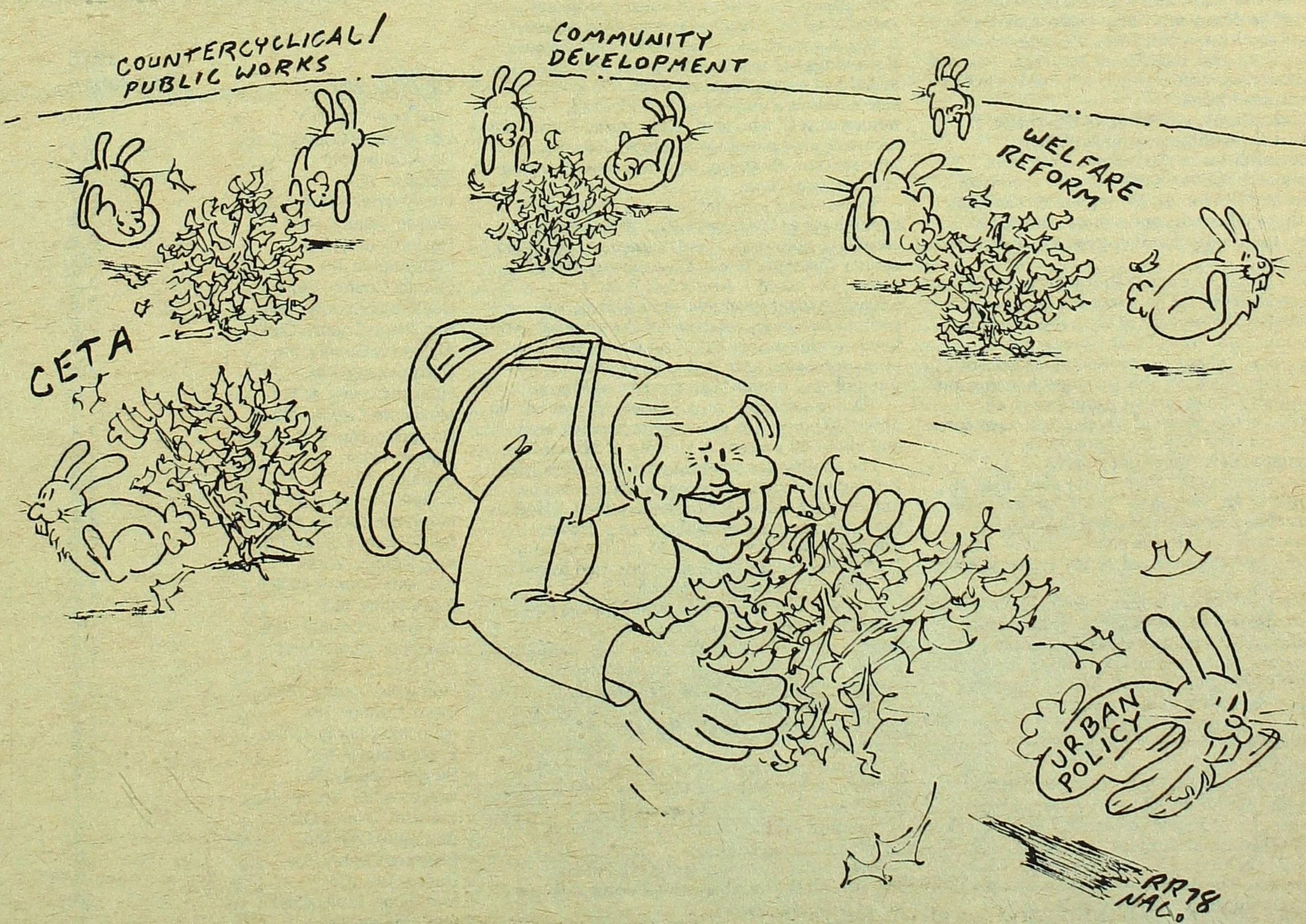
- **Equal Opportunity Affirmative Action Agency Reorganization.** Two weeks ago NACo, in recognition of its role in this area, was invited to the White House for the unveiling of the reorganization of the Equal Opportunity Affirmative Action Plan. We intend to support this reorganization.

- **Coordinated Action.** Counties support efforts to make existing federal programs more complementary and better coordinated between counties, cities and other urban areas. Changes, however, must be undertaken only after full review and comment by elected state, county and city officials.

A great array of programs exist for urban citizens. Each constitutes elements of a total approach to an urban policy. They include mass transit, aids to the elderly, hospital cost containment, crime control and criminal justice programs and pollution control efforts.

In every one of these programs, counties continue to provide both national leadership through NACo and on-the-job performance in their communities.

In short, we welcome the President's new initiatives in urban areas. But they are a tiny drop in the great sea of congressionally approved programs that together become a total urban policy.







**BRIGHTENING UP THEIR LIVES**—Dade County, Fla. provides extensive services for elderly citizens. Here, inner city residents at an adult day care center not only get a hot meal and a chance to socialize but also a little first-rate entertainment on the side.

## Dade County

To tourists who visit it during the winter, Dade County, Fla. brings to mind Miami Beach and "fun in the sun."

But Dade is much more than that, said County Manager Merrett Stierheim, who calls it "one of the most diverse areas in the country."

The sprawling county includes 27 municipalities, a large unincorporated area, and 1.5 million residents. Among those residents are 600,000 Hispanics who fled Cuba during the 1960s. Many arrived in Dade homeless and penniless. As a result, Dade's neighborhoods range from posh beachfront resorts to poverty-stricken communities such as Liberty City in downtown Miami.

Back in 1957, according to Stierheim, the central cities abdicated most of their responsibilities to the county. The cities continue to maintain control over their own police and fire forces, garbage collection (but not disposal), parks and zoning. But for 21 years, the county has delivered all other basic services.

As a result, one of the first places the Cuban refugees turned for help was the county. Said Stierheim, "85 percent of the people waiting for public housing in Dade County are Hispanics." Thanks to federal block grants, the county has been able to target housing and community development programs in 18 blighted areas, seven of which are in downtown Miami. Liberty City, for example, is designated as a "model city" area.

The residents of Liberty City also enjoy the benefits of an "outreach" health program the county has specially designed to reach low-income areas of the core cities. Liberty City's health clinic alone served 30,000 patients last year.

That clinic is one of many. In fact, added Stierheim, public health is the "biggest bite" out of county property taxes. Besides its clinics, the county operates Jackson Memorial Hospital in Miami, nursing homes, physical therapy programs and an extensive drug and alcohol abuse program "aimed at the inner city where the need is greatest," explained Stierheim.

"We estimate we spend about \$25 million per year just for health services for indigents who are city of Miami residents," he said.

All other social services are coordinated through the county's Department of Human Resources. The department currently operates four neighborhood service centers in downtown Miami.

"The idea was to put an integrated social service delivery system at the neighborhood

level," Stierheim explained. "Under one roof are county, state and federal social services like food stamps, welfare, mental health, manpower, the Community Action Agency, and Latin Affairs."

Latin Affairs, Stierheim added, became a full-fledged county department when the county declared itself bilingual and bicultural.

The county operates three programs for the elderly. Adult day care centers are located throughout the county. A special program called IMPACT reaches out to older citizens living in core cities. Like the day care centers, it provides hot meals, transportation, and social and recreational services. The county also employs a number of "residential homemakers" who go directly to the homes of incapacitated people and help with meal preparation, shopping, laundry, housekeeping and personal care.

These human services are not directed exclusively at the inner cities, Stierheim is careful to point out. He explained that 660,000 county residents live in the unincorporated area of the county. And when Dade's unemployment level reached a high of 7.8 percent last year, one-third of the unemployed lived outside municipalities. In fact, the unincorporated area had 1,000 more unemployed people than the city of Miami.

"Our 'model city' area," Stierheim noted, "is about 60 percent in the unincorporated area and about 40 percent in the city of Miami."

The county has sometimes faced difficulties getting federal funds to serve citizens in the unincorporated area, Stierheim added. "Had that area been recognized as a city, Dade County would have gotten \$6 million in round II of public works funding as opposed to the \$1.6 million we finally received."

On the other hand, the county makes no such distinction between cities and the unincorporated area. "We have responsibility to deliver substantial physical and social services countywide. When we look at the map, we don't look to see boundaries. A person in need is a person in need," Stierheim emphasized.

Among the "physical" services the county provides is the areawide transit program. In addition to its bus lines, the county will soon be building a rapid transit system, including a "downtown people mover."

The county also runs the ninth busiest airport and the number one passenger seaport in the United States.

Finally, says Stierheim, "We're about to embark on a \$130 million resource recovery plant that will be the largest in the world."

# What Urban

## Onondaga County

Tiny road signs delineate the city limits of Syracuse, N.Y. from the county of Onondaga.

And that is where the delineation ends, according to Onondaga Elected County Executive John Mulroy. The urban county of Onondaga, he points out, has a heavy involvement in the life of the city ... the welfare of its residents. "Our programs or services don't stop at the signs," Mulroy declares.

He, like urban county officials throughout the nation, points with pride to the programs created and administered by his county—a county of 474,681 residents, 183,334 of which live in the city.

"County residents outside the city of Syracuse contribute 70.5 percent of the overall county budget," Mulroy says. The countywide property taxes support the welfare services for all county residents, he adds, "with 88 percent of the public assistance cases occurring in the city. Of Onondaga's total budget of \$242.6 million, welfare uses \$92 million or roughly 40

percent," he explained.

(Counties administer welfare in 18 states and are responsible for half of the nation's welfare caseloads. In the remaining 32 states, state governments are responsible. City governments do not operate welfare programs. However, four city-counties do administer welfare. They are New York, Baltimore, Denver, and San Francisco.)

When did this trend of urban counties expanding to provide most of the basic human services to city as well as county residents begin?

In Onondaga, Mulroy explains, the county began assuming city as well as county programs as early as the late '30s when the welfare department was taken over by the county. Now Onondaga provides comprehensive health services including dental health programs in all the city schools. In addition, the county operates a mental health department serving all residents.

Mulroy can tick off a lengthy list of services

## 40 Largest Urban Governments

The chart below shows the 40 largest urban governments in the United States, according to a 1976-77 Bureau of the Census Report. Thirty of these governments are counties and 10 are cities. Of the top 10 governments, for example, six are counties and four are cities.

In some cases both a county and its core city are listed, if they both qualify as

being among the 40 largest urban governments. This is true, for example, for Los Angeles city and county, San Diego city and county, Cook County, Chicago, and Harris County and Houston.

In the majority of cases, however, the urban county qualified for the list if the core city did not. This is true of Alameda

City/County	1975 Population	Total Revenue	Intergovt. Revenue	Revenue (Expenditure)
New York City, N.Y.	7.5	15,473.2	6,952	6,952
Los Angeles County, Calif.	7	2,999.5	1,516.8	1,516.8
Cook County, Ill.	5.4	445.1	149.9	149.9
Chicago, Ill.	3.1	1,284.1	310.4	310.4
Los Angeles, Calif. (City)	2.7	1,738.7	272	272
Wayne County, Mich.	2.5	476.6	273.5	273.5
Harris County, Tex.	1.9	177.6	27.5	27.5
Philadelphia, Pa.	1.8	1,080.8	390.4	390.4
Orange County, Calif.	1.7	406.3	174.8	174.8
Cuyahoga County, Ohio	1.6	279.4	132.1	132.1
San Diego County, Calif.	1.6	440.7	217.5	217.5
Allegheny County, Pa.	1.5	211.3	98.2	98.2
Dade County, Fla.	1.4	547.7	134.2	134.2
Nassau County, N.Y.	1.4	704.6	240.4	240.4
Middlesex County, Mass.	1.4	41.1	4.0	4.0
Dallas County, Tex.	1.4	114.7	23.2	23.2
Detroit, Mich.	1.3	934.3	354.1	354.1
Houston, Tex.	1.3	440.2	68.6	68.6
Suffolk County, N.Y.	1.3	485.8	213.5	213.5
Maricopa County, Ariz.	1.2	190.2	78.9	78.9
Santa Clara County, Calif.	1.2	416.1	217.5	217.5
King County, Wash.	1.1	152.7	44.9	44.9
Alameda County, Calif.	1.1	349.8	178.7	178.7
Erie County, N.Y.	1.1	442.8	203.5	203.5
Milwaukee County, Wis.	1.0	357.1	211.6	211.6
Oakland County, Mich.	1.0	147.2	88.1	88.1
St. Louis County, Mo.	1.0	128.2	24.7	24.7
Hennepin County, Minn.	.9	229.0	116.1	116.1
Bexar County, Tex.	.9	64.4	12.1	12.1
Hamilton County, Ohio	.9	122.3	56.7	56.7
Essex County, N.J.	.9	287.1	155.6	155.6
Bergen County, N.J.	.9	126.6	32.3	32.3
Westchester County, N.Y.	.9	367.9	200.6	200.6
Franklin County, Ohio	.9	106.2	42.4	42.4
Baltimore City, Md.	.9	1,112.6	686.2	686.2
Broward County, Fla.	.8	79.3	17.3	17.3
Dallas, Tex. (City)	.8	321.3	48.0	48.0
San Diego, Calif. (City)	.8	272.0	84.6	84.6
San Antonio, Tex.	.8	392.9	40.4	40.4
Shelby County, Tenn.	.7	211.8	41.9	41.9



# Counties Do

to all of its residents geographic boundaries. And that county takeover of everyone. "he says. "Triple A baseball. Or take city libraries were threatened of lack of funds. Now the entire library system, the county only for city," Mulroy explains. department assumes both the city and the of another county the sewage and and county to the tune urban counties, the city transportation system by the county. And the personnel department service exams for the city

and villages throughout the county, Mulroy adds. In the areas of criminal justice, the county has a correctional facility and also operates the city jail; all data processing functions are performed by the county. The youth bureau and the juvenile detention home are provided by the county, as well as the probation department program.

County services to the elderly and veterans and legal defense for indigents are maintained for all county citizens in addition to the traditional county responsibility for elections, according to the county executive.

Onondaga Community College, he explains, provides advanced education and training for all residents.

Mulroy concludes, "The walled city ended with the Middle Ages. Onondaga County is proud of its involvement in the life of Syracuse which becomes the life of everyone in the county."



"THIS WON'T HURT A BIT"—Onondaga County, N.Y. operates a lead poisoning prevention program for the citizens of Syracuse. Public health services for inner city residents is one of many responsibilities the county government has taken over from the city. These city health services have added \$10.4 million to county costs.

## Allegheny County

A generous partnership exists between urban Allegheny County, Pa. and its major city, Pittsburgh. If county funds were to shrink, the residents of the city would feel a big crunch, said Jim Flaherty, chairman of the Allegheny County Board of Commissioners.

Flaherty explained that the majority of people in Allegheny County who benefit from county-paid services are from Pittsburgh. He cited county human services costs for Pittsburgh residents totalling \$24 million compared to \$20.5 million in city resident paid taxes.

Allegheny County administers the transportation system, the airport, criminal justice programs, the hospitals, police and fire training academy, and many other services, Flaherty pointed out. "The county," he said, "even assesses all of Pittsburgh's real estate."

If it hadn't been for the county, Pittsburgh wouldn't have most of its transportation network, Flaherty stated. "Our county has provided highways, bridges and tunnels—which are vital to the commerce of Pittsburgh—at no cost to the city, and we maintain their operating costs."

He cited at least 10 bridges that had been built at county expense in and around Pittsburgh. "And there were times when the city was supposed to come up with its share of funds, but for some reason never did," he pointed out.

For example, Flaherty said that both county and city were to pay \$3 million each for the Parkway West highway, but the city could come up with only \$1 million; the county paid \$5 million to have it built. The county also has come to Pittsburgh's aid by conducting a \$5 million program to remove old trolley tracks around the city.

In the transportation area, the county provides service for Pittsburgh, Flaherty said.

Allegheny County Port Authority has an annual operating budget of \$79.3 million and

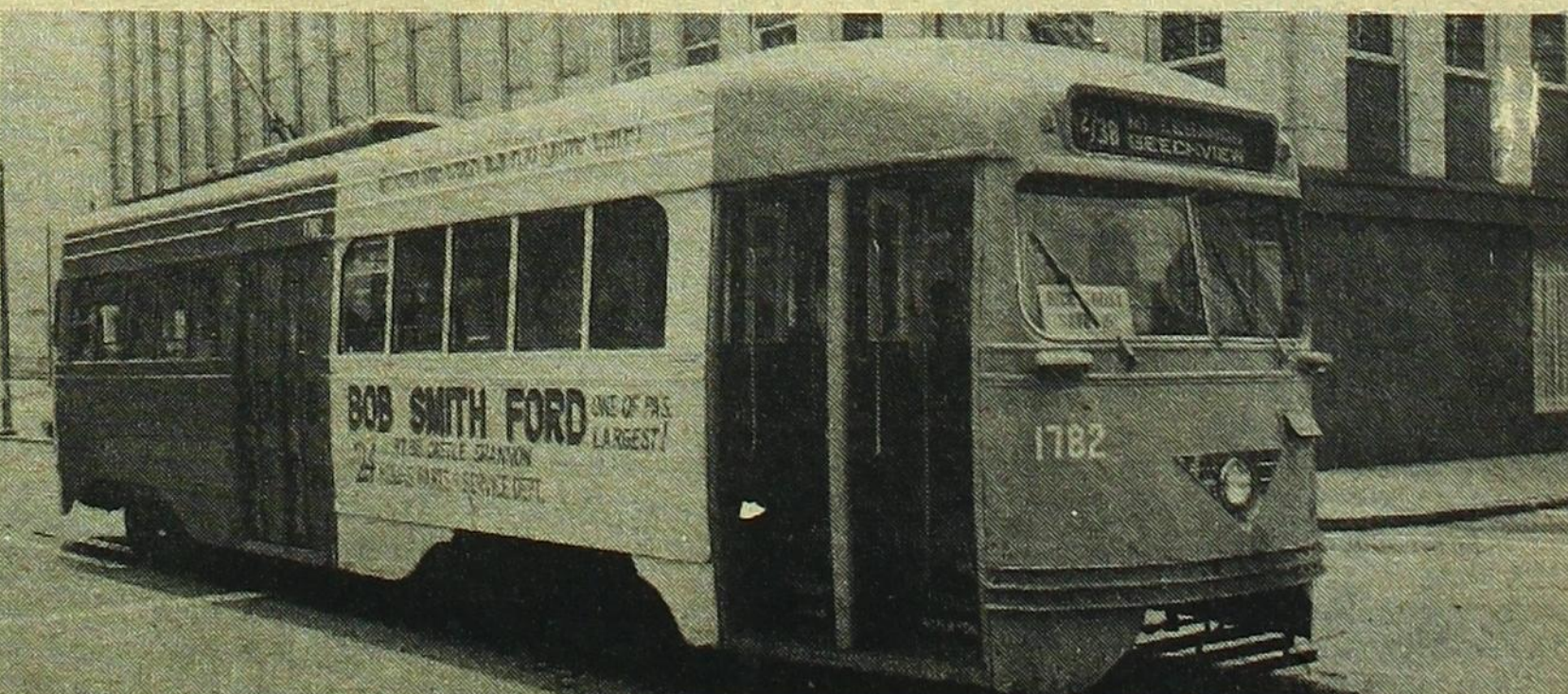
50 percent has to be subsidized by federal, state and county funds. The city doesn't pay anything, Flaherty explained. The board of directors of the Port Authority are appointed by the county commission. The Greater Pittsburgh International Airport also is owned and maintained by the county.

The county handles all criminal justice programs for the area. Flaherty said, "We pick up the cost of criminals in institutions ... About 65 percent of the prisoners in county jails come from the city." The county also pays all of the cost for public defenders.

The list of county-provided services is lengthy and diverse. Approximately 60 percent of the children placed by the county in foster homes come from Pittsburgh; 45 percent of the patients in the county hospitals are from the city; 55 percent of the students attending a two-year community college live in Pittsburgh. The county conducts elections and voter registration, checks all weights and measures, monitors air pollution, operates all health services, and maintains juvenile detention facilities. And when the city closed its police and fire training academy in 1971, the county opened an academy.

Statistics from the Brookings Institution show that suburban areas have their share of needy citizens and in greater numbers than the city. For example, owner-occupied houses valued at \$5,000 or less are numbered at 3,223 in Pittsburgh, 5,802 in the rest of the county; number of poverty-level income families are estimated at 14,195 in Pittsburgh, 14,831 for the remainder of the county; 5,750 people in Pittsburgh have no formal schooling, but the county has 7,616 unschooled citizens.

Allegheny County government serves its entire population, urban, suburban or rural. And as Flaherty summarized, "The county gives far more to the city than the city gives in real estate and personal property taxes."



MOVING RIGHT ALONG—Allegheny County, Pa. operates bus lines and a street car system for the citizens of Pittsburgh.

## Urban Governments

urban (Pittsburgh), Hennepin County (Minneapolis), Maricopa County (Phoenix), and Hamilton County (Tulsa), to name a few.

It compares the revenues these governments receive from their own local taxes, etc.). In addition, it shows the amount they receive from federal sources which add up

to a substantial portion of their total budgets.

For example, Wayne County, Mich. spent \$111 million on welfare for 1976-77 compared to Detroit's expenditure of \$600,000. Hospital services cost Los Angeles County over \$342 million compared to the city's \$2.4 million.

Revenue	Welfare (Expenditure)	Hospitals (Expenditure)	Health (Expenditure)	Police (Expenditure)	Parks (Expenditure)
6.89	3,516.2	921.5	312.9	691	153.2
1.34	1,098.5	342.7	129.2	122	81.3
28	.1	142.3	6	13.8	14.7
75	17	3	47.9	287.4	8.1
76	.8	2.4	.3	223.7	58.8
18	111.9	50.9	35.5	7.6	3.1
13	5.1	50.9	6.3	8.2	2.5
63	51.1	44.4	65.1	155.5	67.6
21	93.3	37.0	27.1	11.8	11.8
14	68.1	74.9	21.4	46.1	-
20	160.6	4.5	28.4	15.2	8.1
10	16.4	16.2	29.2	5.7	8.3
33	11.9	104.6	10.7	41.7	29.2
48	168.7	36.5	30.7	106	29.9
3	-	5.7	-	-	-
9	2.7	45.1	2.2	3.9	-
42	.6	40.4	33.8	129.6	43.4
30	-	9	12.9	59.1	31.8
23	178.5	26.0	22.2	82.5	8.4
11	3.5	44.1	15.3	10.3	2.6
19	148.7	40.2	31.2	22.8	2.5
10	.2	24.7	14.1	11.7	39.1
17	143.0	29.7	30.3	9.1	1.1
22	147.9	45.3	28.8	4.2	6.0
13	134.2	75.5	5.2	4.1	29.8
10	10.2	4.5	10.6	3.5	2.2
1	.4	10.2	7	12.6	5.2
8	112.0	39.2	12.9	5.6	-
5	.5	34.1	.4	2.7	.7
1	31.3	16.5	8.8	6.1	-
1	140.9	41.5	1.1	3.2	7.1
1	14.9	27.0	2.3	3.4	7.1
1	187.5	35.7	25.2	6.2	11.1
3	35.3	7.3	13.2	2.4	-
1	129.3	32.9	28.9	74	31.2
2	2.4	-	4.8	8.6	1.7
1	-	-	4.8	39.0	21.3
1	135.2	60.1	51.6	28.9	33.1
1	.8	-	6.1	24.7	16.2
1	1.1	47.3	8.2	2.7	3.8



# From Tradition to Trailblazing

The transformation of county governments from tradition to trailblazing is a fact of modern American life.

More and more, people are recognizing that the problems of urban America are so complex and interrelated that they are beyond the capability of a single government entity to solve. But too often the term "city problems" is used as though all urban problems were confined to the artificial geographical boundaries of cities and within their sole province and capability to solve.

The problems of environmental pollution, economic and community development, substandard housing, law enforcement, health care or transportation, and on and on, are problems which know no boundaries, and must be tackled cooperatively by cities and counties.

County officials are concerned about urban problems because very often it is the county which has the principal role of trying to solve them, particularly the problems of "people in distress."

Although the structure of county government differs from state to state, most counties provide services countywide, to "people in distress" in cities as well as areas outside cities. Chief among these services are welfare and health. Spending for welfare and Medicaid by counties in New York state alone threatens to bankrupt them. Recent Census Bureau statistics indicate that nationally counties spend \$7 billion for welfare and \$1.2 billion for Medicaid. That is why welfare reform, including immediate fiscal relief to

counties, is NACO's top legislative priority this year.

It is difficult, then, to understand why the Carter Administration's new urban policy fails to recognize these facts and fails also to build on the emerging role of the urban county recognized by Congress in a number of federal grant programs.

Urban county governments are taking on increased responsibility in areas of employment and training, and housing and community development. Their responsibility has been acknowledged and insisted upon by Congress, which has acted to extend to urban counties many of the funding opportunities and program responsibilities afforded to metropolitan cities. Such a role for counties provides them with the opportunity to bring about intergovernmental cooperation among smaller communities within the county, and address problems which transcend traditional municipal boundaries.

For many smaller distressed cities with limited resources, their county government is the only realistic hope for solving urban problems. Only a county government can function areawide in many programs, and only it is in a key role to bring individual communities together.

Perhaps the earliest recognition of the role of urban counties in the delivery of urban services was the formulation of what became known as the Comprehensive Employment and Training Act (CETA). CETA was the first block grant program to treat counties on an equal basis with cities in the distribution of job creation and training funds by a formula reflecting need. Under the act "prime

## Analysis

sponsors" are defined as general purpose local governments with a population of at least 100,000. Counties could, therefore, qualify as prime sponsors if they contained a population of 100,000 exclusive of any other units of local government within them whose population exceeded 100,000.

Since passage of the act in 1973 county governments have emerged as the dominant local government administering the CETA program. They are the largest single category of prime sponsors (approximately 40 percent of those eligible). Including those prime sponsors which are a consortium of local governments, counties are fully part of 70 percent of all prime sponsorships.

CETA reorganized the national system for administering employment and training programs. It made the prime sponsor, in consultation with a broadly representative citizen advisory council, responsible for setting local priorities and making key programmatic decisions within general federal guidelines.

Another program, the Housing and Community Development Act of 1974, opened new opportunities for counties, particularly urban counties. The act recognized the growing needs of areas outside central cities and the significant role which county governments assume in addressing the issues of growth, economic and community development and substandard housing.

Like the CETA program, the community development program provides similar treatment for counties and cities. It provides

guaranteed funding by formula to metropolitan cities above 50,000 in population and to urban counties above 200,000 in population (exclusive of the population of metropolitan cities) to undertake programs directed at slums and blight and inadequate housing.

Currently there are 78 counties nationally participating in the program as urban counties and many non-urban counties. Urban county participation in fiscal '79 will increase to 81 with these counties receiving a total of \$350 million.

The urban county experience in community development has been a positive one. For many counties, it represented the first time they have undertaken comprehensive programs to address the problems of slums and blighted areas, and inadequate housing and community services on an areawide basis. It has also led to unprecedented intergovernmental cooperation at the local level. Nearly 2,000 communities are currently participating with the 78 urban counties through cooperative arrangements. The intergovernmental cooperation resulting from urban county community development and housing programming could well be one of the most important benefits of participation in the program.

These two programs—CETA and Community Development are helping to shape the role of urban counties in the delivery of urban services. By and large, they treat the urban county as a broker of services and funds to smaller communities within them. This provides an opportunity for the urban county to formulate an overall plan (often areawide in leverage) and to apportion federal funding.

## What Urban Counties Do

### Los Angeles County

Los Angeles County has a population larger than 43 of the 50 states. By comparison, on April 1, 1850 when the people of Los Angeles elected the first county governing body, a total of 377 votes were cast.

As a publication of the county states: "Astonishing changes have taken place...since that first democratic expression in county government. From a few thousand ranchers, merchants and Indians that inhabited the county in 1850, population has soared to more than 7 million persons. The once predominantly agricultural community is now a vast industrial, commercial and agricultural complex...."

Statistics show that there are now 80 incorporated cities in Los Angeles County. The smallest is the city of Vernon, population 245 and the largest, of course, is the city of Los

Angeles, population 2.8 million. Countywide, this totals 6 million people in cities and 1 million in unincorporated areas. The general fund budget of Los Angeles County is over \$3 billion. Of this, 85 percent goes to countywide services. The county provides full programs for welfare and social services, health and criminal justice to the incorporated and unincorporated areas.

The 1977-78 general fund budget for welfare and social services is \$1.26 billion or 37 percent of the total budget. A little more than \$1 billion or 85.7 percent of that serves the cities.

The health budget is \$780 million or 22 percent of the total general fund budget. Of that, 85.7 percent goes to the cities.

The 85.7 percent portion to serve cities holds true for the justice system which includes the courts. The justice system budget is \$424 million or 13 percent of the total

general fund budget. Cities get \$363 million.

Los Angeles County's health system for cities and county has nine separate inpatient facilities, more than 58 public health clinics, and 22 mental health clinics. More than half of the hospital inpatients come from the city of Los Angeles, records show.

Los Angeles can point to the unique problems of large numbers of illegal aliens living in the county. "If they need health treatment, of course we treat them. But it costs the county an estimated \$50 million annually for undocumented alien health services," said an official.

Los Angeles County plays a leading role in the cultural life of the city as well as county residents. The Music Center, the Museum of Natural History and the Art Museum are owned and supported by the county.

The county also manages and maintains practically all of the beaches.

Young and old benefit from the welfare and social services budget. There are programs ranging from adoptions to senior citizens' nutrition, recreation and care.

As of next Oct. 1, all the jails will be run by the county. Already all the buildings for court services are provided by the county. And, the county does all the probation programs and the juvenile justice programs.

Los Angeles County officials are quick to point out that they provide programs not only for incorporated city needs but to two areas of concentrated urban despair that are unincorporated—East Los Angeles and Willowbrook.

Any program based on city limits would exclude many needy—some separated only by a street, they declare.

## Urban County Without a City

Arlington County, Va., with a population of approximately 175,000, is an urban county without a major central city. But Arlington County has all the symptoms of urban distress.

What would happen to Arlington and other urban counties without a major city if federally funded programs aiding low-income people were retargeted on the basis of "cities in distress" instead of "people in distress"? (Some other major urban counties without a major central city are: Prince George's County, Md.; Nassau County, N.Y.; Suffolk County, N.Y.; and Fairfax County, Va.)

Patrick Hyland, Arlington County budget officer, explained that any reduction in federal funding would probably have "a major impact on our Comprehensive Employment and Training Act programs; our Community Development Block Grant activities, and our Section 8 housing program."

Elaborating, Hyland said that 170 positions in the county are currently funded by CETA, 140 of them (\$2.4 million) low-skill jobs in different county agencies. These CETA employees, he explained, work on projects such as constructing bike paths; cleaning streambeds, parklands and game fields; operating equipment; assisting in the recreation department; and some are filling

administrative and financial slots in the county budget office, the human resources department, and the county department of transportation.

Hyland observed that any cutback in the \$850,000 federal "Section 8 Housing" funds for Arlington County would have an adverse effect on the 420 low-income families presently renting units under this program.

Arlington County's Community Development Block grant funds, which are proposed at a level of \$2 million for fiscal '79, presently pay for a number of "capital outlay" projects, according to Hyland. A reduction in these funds would affect the county's ability to repair and renovate streets, clean up and repair sidewalks, curbs, and gutters, and make other capital improvements. These funds also pay for activities of the Arlington Housing Corporation, a low-income housing program, he added.

Proposed fiscal '79 activities which the county would have to reevaluate if there were funding problems, Hyland reported, include a survey of low-income housing needs in the county, a proposed program of code enforcement for such low-income housing projects, and rehabilitation of certain rental units in order to make their residents eligible for Section 8 rental assistance.

### Cuyahoga County

"When we talk about the county's welfare system, we mean all of the social services as well as public assistance. We mean foster care, group homes, great numbers of protective services such as child abuse."

This was the comment of Cuyahoga County (Ohio) Administrator Bill Gaskill as he talked about his county's programs for rural, urban and inner city residents.

"Around 80 percent of those served by our welfare system are people who live in the center city," said Gaskill. But he pointed out that problems such as high unemployment exist in communities outside the city of Cleveland.

(County records show that of the roughly 18,000 welfare recipients outside the city of Cleveland, more than 13,000 are concentrated in six communities: East Cleveland, Cleveland Heights, Lakewood, Garfield Heights, Euclid and Parma.)

These older ethnic communities, the county administrator points out, are beginning to experience the same problems of distressed inner cities. These communities also need help with housing, medical care and programs for the aged, he stressed.

Cuyahoga, like many urban counties, operates the county hospital system. And, like other county hospital systems, it serves the medically indigent. Cuyahoga's system

includes major ambulatory care facilities within Cleveland as well as a 1,000-bed hospital located in the city.

The county nursing home and extended care facilities are also run by the county.

Cuyahoga County administers all programs funded by the Older American Act for a five-county consortium. Older citizens are provided with a nutrition program by the county and most of the sites are in the center city, Gaskill explained. Cuyahoga also operates the criminal justice system. It runs the city as well as the county jails (the city contracts with the county for the city jail management), and provides the public defender, all felony court activities and other parts of the correction system, he continued.

The juvenile corrections programs, including the residential care facilities, are also provided by the county.

In addition to the traditional county services for elections, recording and assessment, the county collects property taxes for the city as well as the county, he points out.

He said the transit system is countywide and designed to provide special services to dependent people. Economic development also is countywide and "a lot of effort is devoted to job creation and the life of the center city," Gaskill stated.

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# Assembly to Debate Jail Standards

## Federal, State, Local Guidelines in Conflict

WASHINGTON, D.C.—A decade of court decisions, reports by national advisory commissions, efforts by such groups as the American Bar Association, the American Correctional Association and the American Medical Association, and a growing number of states' adopting standards and inspection systems has led to no clear agreement on what is required for facilities and services in local jails.

That problem and the most recent efforts on these several fronts will be presented to participants at the Second National Assembly on the Jail Crisis in Minneapolis, Minn., May 17-20.

THE PROGRAM will include an opening day debate on the need for

### Job Opportunities

**Administrator** to head the Social Services Division in what will be the new Department of Social Services, formed under agency reorganization July 1 for the state of California. Salary to \$37,870. Experience in the field is required; a master of social work is preferred. To begin on July 1 in Sacramento. Resumes should be sent to Marion Woods, DBP Director, 744 P St., Sacramento, Calif. 95814, postmarked by April 28.

**County Manager, Burke County, N.C.** Salary beginning at \$21,000 (negotiable). The position is appointed by a five-member Board of Commissioners elected at large on a partisan basis for four-year staggered terms. County has 250 full-time employees and a total capital and operating budget of \$13.5 million. ICMA Retirement Corporation available. Send resume to Chairman, Board of Commissioners, P.O. Box 219, Morganton, N.C. 28655. Closing date May 15.

**County Executive, Ramsey County, Minn.** Salary \$40,000 to \$49,500. Will have responsibility for government administration, the provision of data and recommendations for policy decisions to the seven-member elected board and will represent the county's interests in local, state and national activities. Applicants should have the equivalent of a master's degree in public administration with 10 years of increasingly responsible public administration assignments, preferably three of which were as an executive or assistant executive officer. Resumes to: Donald E. Head, Civil Service Administrator, 1845 Court House, St. Paul, Minn. 55102; for further information, call 612/298-4274. Closing date May 1.

**County Manager, Schenectady County, N.Y.** Salary \$34,000 to \$38,000. Appointed by and serves at pleasure of board who are elected on a partisan basis for four years with staggered terms. County employs 1,200 and operates with a budget of \$55 million. Degree in business or public administration; consideration will be given to equivalent experience. Five to 10 years in manager or assistant manager position or equivalent with experience in finance and budget preparation, contract negotiations and public works, airport, hospital nursing home, library, community college and social services administration. Resume including salary history and requirements to: Clerk of the Board, County Office Building, 620 State St., Schenectady, N.Y. 12307. Closing date May 1.

**Economic Development Director, Michigan County, Mich.** Salary \$17,000. Applicant must have broad experience in both the public and private sector, program development, budgeting and grantsmanship. Must have thorough knowledge of E.D.A.—O.E.D.P. process. Should have advanced degrees or equivalency in education and experience. Application should include resume, references and example of past written work. Send to: Clem Bommarito, Personnel Technician, County Building, 315 West Green St., Marshall, Mich. 49068. Closing date May 15.

**Systems Development Specialist, King-Shomohom Manpower Consortium, Wash.** Salary \$17,576 to \$22,932. Formulates planning and development of computer-based management information system. Establishes reporting requirements and procedures to measure program activity and performance. Requires experience with computer/human resource reporting systems and data processing systems analysis. Resume to: King-Shomohom Manpower Consortium, 1811 14th Tower Building, Seattle, Wash. 98104. Closing date April 21.

**Executive Director, Grand Rapids Area Manpower Planning Council, Mich.** Salary open. The consortium, located in western Michigan, includes Allegan, Kent, Ionia, and Montcalm counties plus the city of Grand Rapids. The consortium administers a CETA program with approximately 6,500 participants, 55 staff positions, and an annual budget of \$25 million. Persons apply for the position should have progressively responsible experience in Human Resources Planning and Management. Resume to: GRAMPC Planning Committee, c/o Grand Rapids City Manager, 300 Monroe, N.W., Grand Rapids, Mich. 49503. Closing date May 1.

national jail standards and a panel on the "state of standards" during the conference. The assembly will convene three months after release of the "Manual of Standards for Local Adult Detention Facilities," published by the Commission on Accreditation of the American Correctional Association and within weeks of the Justice Department's expected release of national jail standards.

The problem of uniform standards may be put in perspective by citing some statistics.

Local jails and lockups house an average of 160,000 persons every day according to a 1972 survey by the Law Enforcement Assistance Administration. It has been estimated that every year between 3 and 5 million persons (nobody knows exactly how many) are detained in one of 4,000 jails. Eighty-six percent of these jails, according to the 1970 Jail Census, had no recreation facilities; 90 percent, no education programs; and only half had any provisions for medical care. Twenty-five percent of those jails were more than 50 years old. An April 1977 LEAA report stated that 361 jails were or had been under court review.

Ten years ago, the federal courts began to rule on the constitutionality of conditions in local jails. The result of these rulings has been a body of case law that is contradictory and, with the exception of Supreme Court rulings, applicable only to the par-

ticular court's jurisdiction.

The effect of these rulings has been to move federal, state and local officials to seek alternative measures to improve jail conditions.

In 1967, the President's Commission on Criminal Justice recommended jail standards. In 1973, the National Advisory Commission on Criminal Justice Standards and Goals also recommended jail standards. The American Bar Association's Commission on Correctional Facilities and Services published a series of booklets outlining standards for facilities and programs. The American Medical Association has published standards relating to health care. The National Sheriffs Association published a series of pamphlets on various aspects of standards.

PERHAPS THE most ambitious effort at the national level, aside from any proposed federal standards, has been the Commission on Accreditation of the American Correctional Association. These 382 standards in 22 areas require a jail to undergo a process of evaluation to see if it meets the commission's standards. If it does, the facility is accredited. The accreditation process has long been used by health care institutions to ensure quality health care, and it is believed that the same process will work for correctional facilities.

At the same time national agencies were developing standards, state governments moved to establish standards for their local jails. According to a study by the National Clearinghouse on Criminal Justice Planning and Architecture, 46 states have some form of standards. However, those standards vary widely. Fourteen states, for example, permit cell sizes of less than 70 square feet, the national norm. Many standards permit multiple occupancy cells for new jails while national guidelines consistently forbid multiple occupancy.

A parallel survey, conducted by the National Sheriffs Association, shows 32 states with inspection and 29 with enforcement operations for their state standards. The report excludes the six states which centrally administer local jails and describes in detail the enforcement mechanisms various states employ.

Most important, however, could be federal standards. Assistant Attorney General Patricia Wald, in recent remarks to the Wingspread Conference on a National Coalition for Jail Reform, announced that two sets of federal standards, one relating to facilities and a separate set on jail processes, would be released shortly.

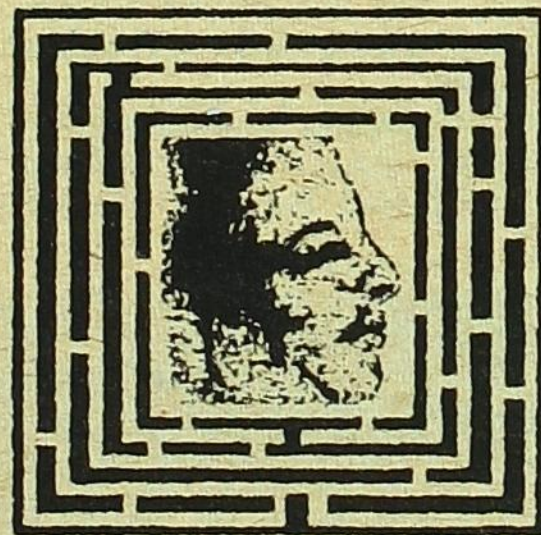
ALTHOUGH LEAA has had guidelines for funding of its programs and has used the National

Clearinghouse standards relating to architecture in awarding any "bricks and mortar" money, these federal standards would be the first comprehensive federal effort at upgrading local jails. (There appears, however, to be little financial assistance to state and local governments for improving either facilities or programs in their jails.)

The Second National Assembly on the Jail Crisis, through its panels and general sessions, will examine the various areas in which standards apply, as well as how standards themselves should be adopted, in an effort to outline a process by which counties can improve their facilities and avoid litigation. The emphasis will be on developing alternatives to court-mandated change through audit systems, periodic inspection and improved jail management. Elected officials will be given an opportunity to evaluate their role in developing standards and improved jail conditions. Overall, the assembly's focus on institutional programs will revolve around the approaches to standards in an effort to develop a national consensus.

For more information on the Second National Assembly on the Jail Crisis, contact Rod O'Connor, Criminal Justice Program, National Association of Counties Research, Inc., 1735 New York Ave. N.W., Washington, D.C. 20006, 202/785-9577.

## Second National Assembly on the Jail Crisis



May 17-20, 1978  
Minneapolis, Minnesota

### The American Jail in Transition

#### Topics include:

- Who should be in jail?
- Role of elected officials in jail reform
- Function of standards
- Improvement in medical care, education, vocational training, recreation, furloughs
- Federal financial and technical assistance
- Intergovernmental solutions.
- Program needs of incarcerated women
- Diversion of children from jail
- Legal issues: prisoner rights, liability of appointed & elected officials
- New approaches to jail management
- Technical assistance booths staffed by national organizations.

### Conference Registration

To take advantage of the conference advance registration fee, a personal check, county voucher or equivalent must accompany this registration form; make check payable to: National Association of Counties Research Foundation

All advance conference registration fees must be postmarked by May 1, 1978. After May 1, registrations will be at the on-site rate at the hotel. (no registrations by phone)

Refunds of the registration fee will be made if cancellation is necessary, provided that written notice is postmarked no later than May 5.

Conference registration fees: ☐ \$75 advance ☐ \$95 on-site

Please Print:

Name \_\_\_\_\_

County \_\_\_\_\_

Title \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_

State \_\_\_\_\_

Zip \_\_\_\_\_

Tel. ( ) \_\_\_\_\_

Hotel reservation request: Radisson Hotel

Occupant's name(s) \_\_\_\_\_

☐ Single \$30 ☐ Double \$36

Arrival Date/Time \_\_\_\_\_

Departure Date/Time \_\_\_\_\_

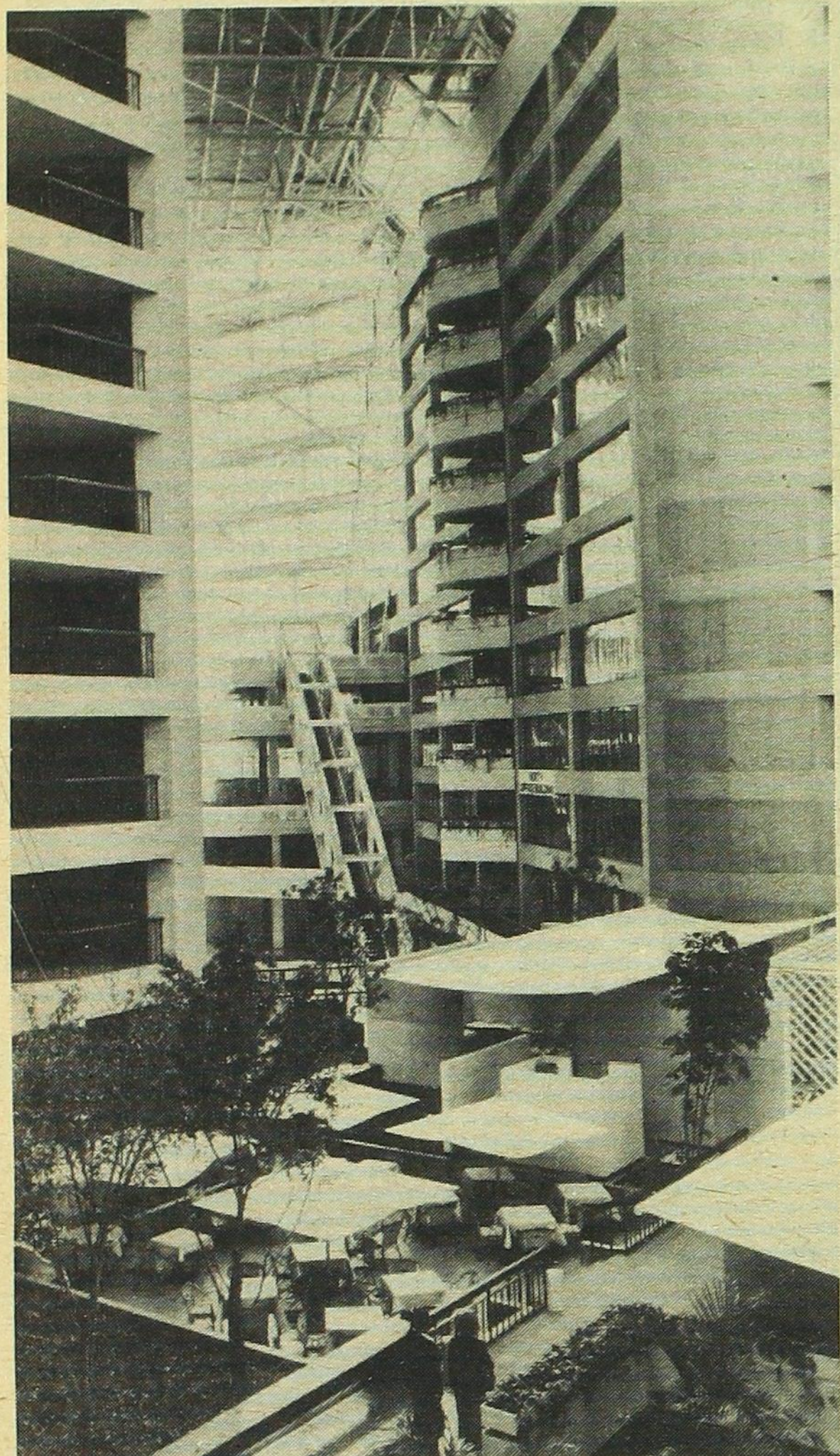
Suites available on request \$75-\$200

Send pre-registration and hotel reservation to:  
National Association of Counties Research Foundation  
Second National Assembly on the Jail Crisis  
1735 New York Ave., N.W., Washington, D.C. 20006

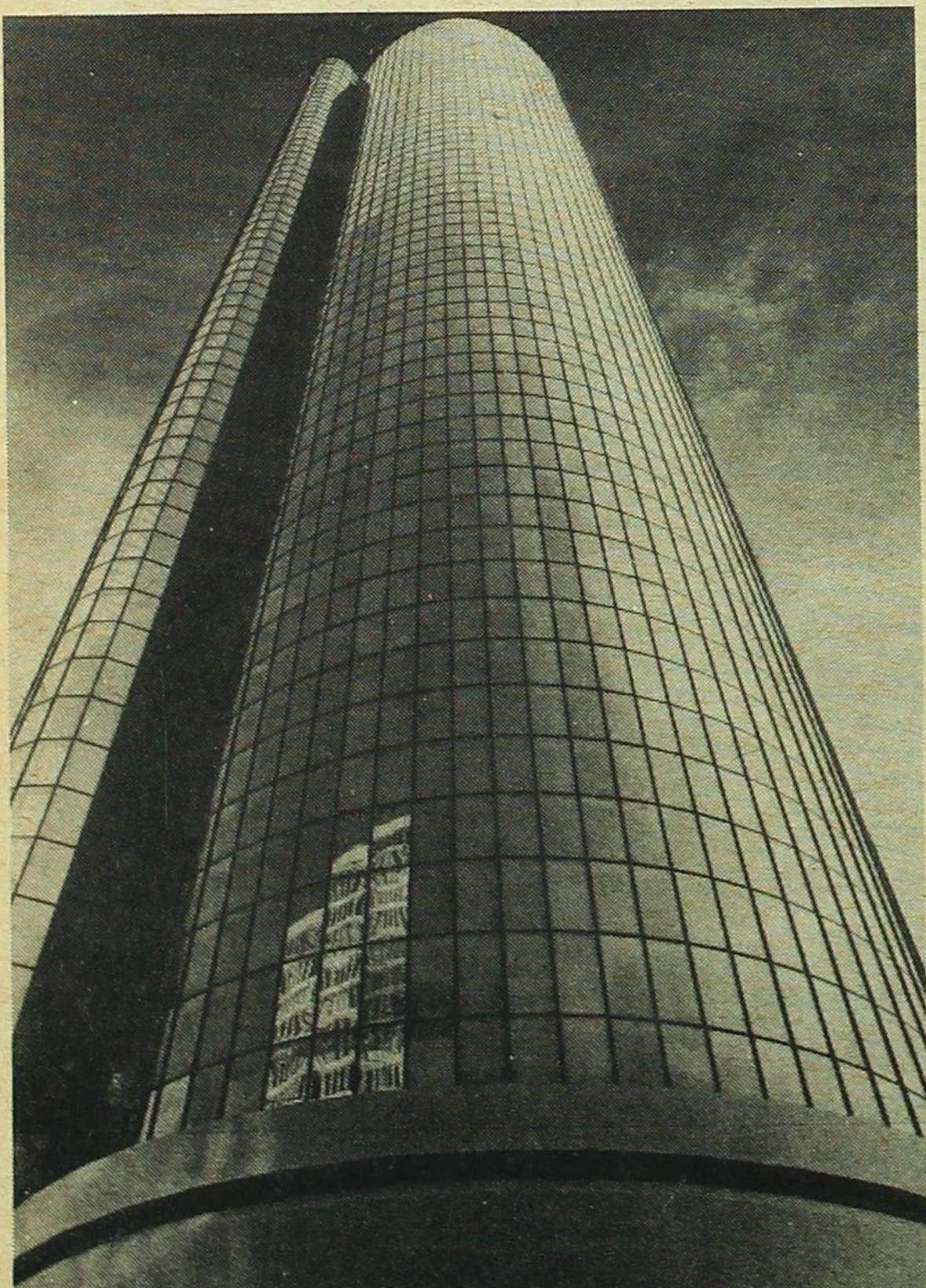


## '78 ANNUAL CONFERENCE

# Atlanta Hotels Rate Highly



**Omni International Hotel overlooks "The French Restaurant".**



The soaring guest-room tower of the new 70-story Peachtree Plaza, the tallest hotel in the world, rises 723 feet above street level.

**FULTON COUNTY, Ga.**—Every year, thousands of visitors discover Atlanta—a city whose superb convention facilities, hotels, dining and shopping can find few rivals.

County officials will have an opportunity to enjoy Atlanta's warm hospitality July 8-12 at NACo's 1978 annual conference, hosted by Fulton County, Ga.

NACo meetings will take place in the heart of downtown Atlanta at the Georgia World Congress Center. The newly built center includes eight acres of imaginatively designed convention space and the largest single exhibit room on one level in the United States.

Adjacent to the center is the Omni International, a \$70 million megastructure with ice skating, six cinemas, a gamut of elegant shopping and the Omni International Hotel.

The hotel boasts a French restaurant renowned for its staff and its 14th Century Riviera Garden setting, complete with statuary and a lattice gazebo.

Not to be overshadowed is the Peachtree Center, another "city within a city" located a few blocks away. The 10-acre complex includes office buildings, restaurants, the Shopping Gallery, the Atlanta Merchandise Mart and now two hotels.

The 73-story glass tower dominating the center is the home of the Peachtree Plaza. Designed by architect John Portman, it vies with Detroit's Renaissance Center for the title "world's tallest hotel." It features a half-acre lake in the lobby and a "top of the tower" restaurant where guests can dine to the sound of a waterfall 100 feet wide.

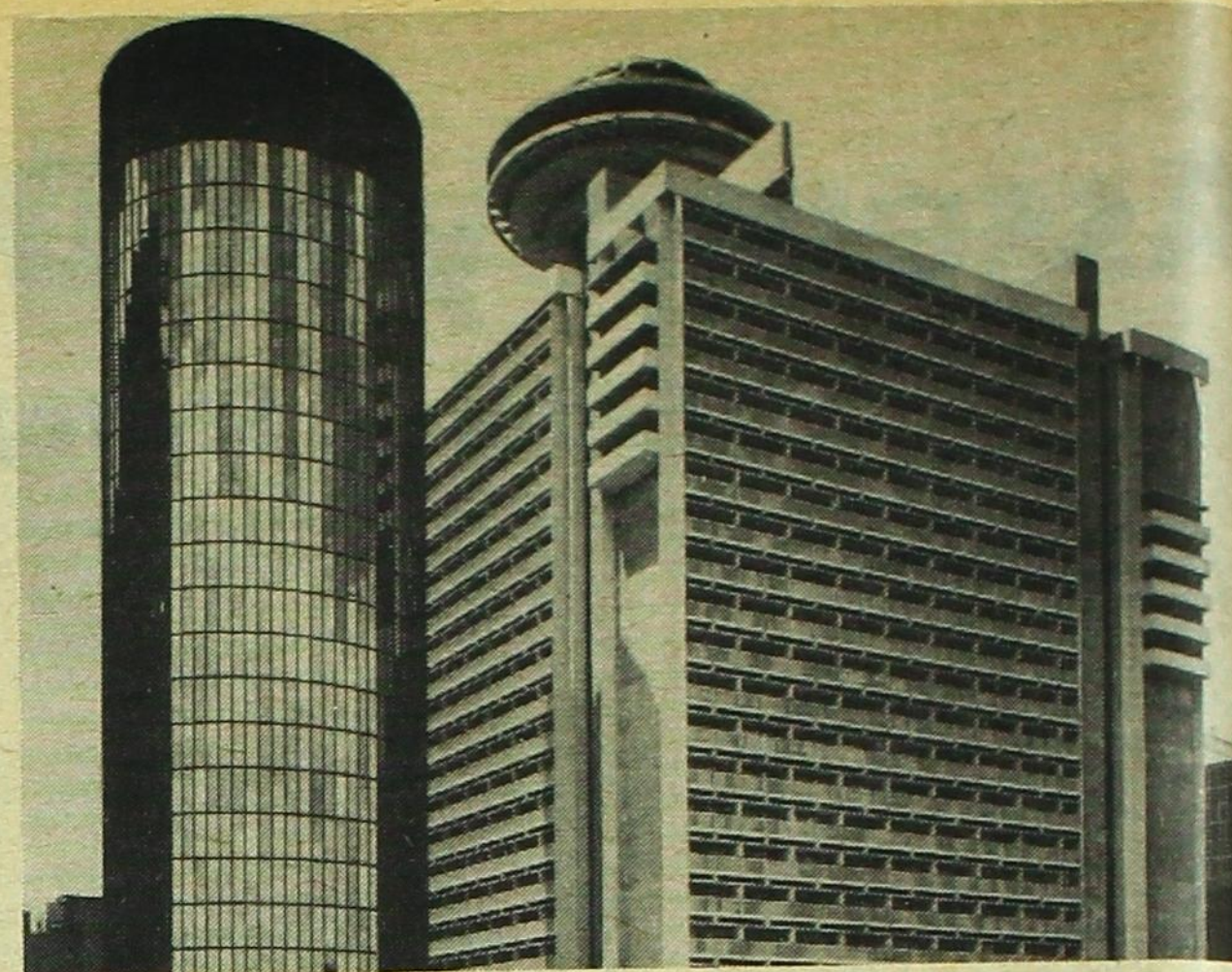
Also located in the Peachtree Center is the Hyatt Regency Atlanta, often referred to as the "flagship" hotel of the Hyatt Corporation. The lobby floor with its hundreds of individual tiles resembles a European street. Also reminiscent of the Old Country is the Kafe Kobenhavn, a picturesque "sidewalk" cafe surrounded by hundreds of bright yellow flowers.

Just down the street is the Atlanta Hilton. This "downtown resort" contains four tennis courts, a jogging track, swimming pool and health club. The hotel has received numerous awards for its barrier-free design, including 144 specially equipped guest rooms for the handicapped and ramps at all entrances and exits. County officials who wish to stay at the Atlanta Hilton can request it on NACo's conference registration form.

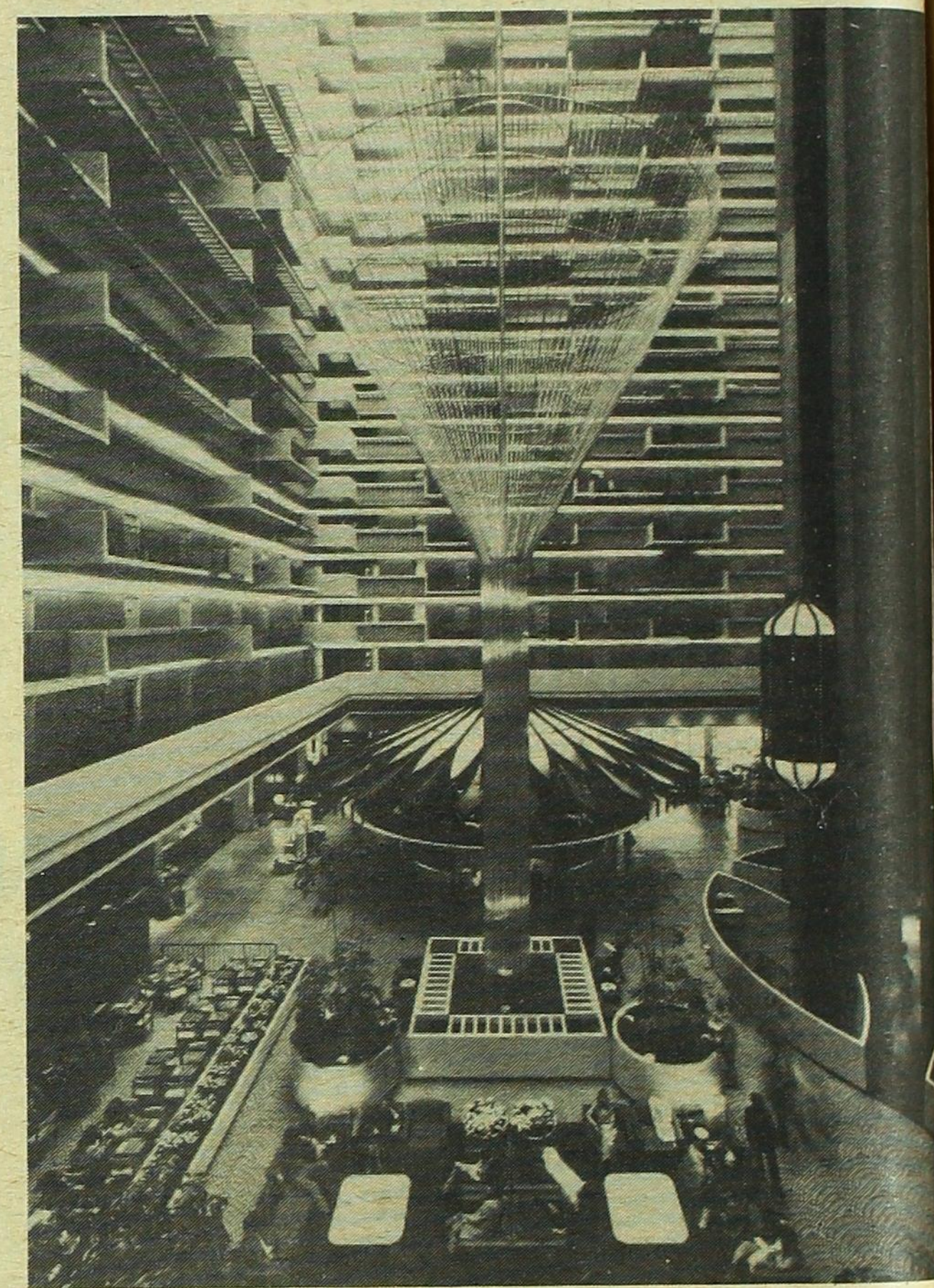
The Atlanta Hilton is also renowned for Nikolai's Restaurant, written up in *Esquire Magazine* for its "czarist court" cuisine.

Finally, many conference goers will be staying at the Marriott Motor Hotel where they can relax in the aged-brick courtyard surrounding the swimming area. The "garden" atmosphere in the courtyard is heightened by private patios, arches, coach lamps, sparkling fountains, brass and wrought-iron detailing, and more than 6,000 live plants. Guests can also enjoy the health club, redwood saunas and hydrotherapy pool.

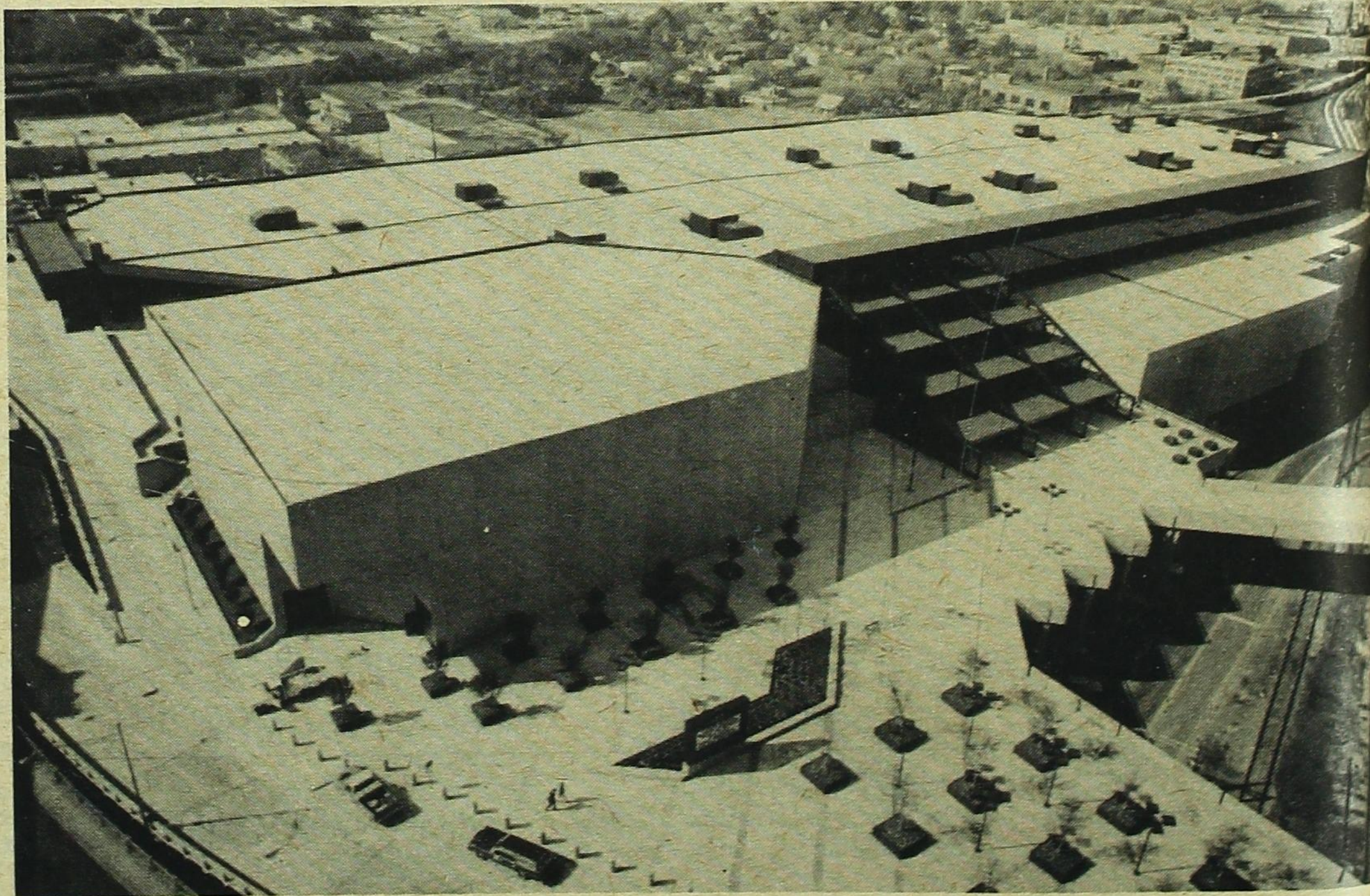
To preregister for NACo's annual conference and reserve hotel space, county officials should complete and return forms on the adjacent page.



The Hyatt Regency is a part of Peachtree Center, a "city within a city."



The lobby of the Hyatt Regency with its hundreds of individual tiles resembles a European street.



**NACo's annual meetings will take place in the heart of Atlanta at the Georgia World Congress Center.**



# FULTON COUNTY ATLANTA!

## NACo 43rd Annual Conference and Educational Exhibits July 8-13, 1978 at the Georgia World Congress Center

Delegates to NACo's 1978 Annual Conference can preregister for the conference and reserve hotel space by completing this form and returning it to NACo. Check if this is your **first NACo Annual Conference**. ☐

### CONFERENCE REGISTRATION

Conference registration fees must accompany this form before hotel reservations will be processed. **Enclose check, official county voucher or equivalent. No conference registrations will be made by phone.**

Refunds of the registration fee will be made if cancellation is necessary, provided that **written notice is postmarked no later than June 30, 1978.**

### Conference registration fees:

\$95 member    \$125 nonmember    \$50 spouse    \$30 youth    **(Make check payable to NACo)**

Name \_\_\_\_\_ County \_\_\_\_\_

Title \_\_\_\_\_ Telephone (\_\_\_\_) \_\_\_\_\_

Address \_\_\_\_\_

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

Spouse, if registering \_\_\_\_\_ Age of youths attending \_\_\_\_\_

### HOUSING RESERVATION:

Special conference rates will be guaranteed to all delegates whose reservations are sent to the NACo office and are postmarked by June 24. After that date, available housing will be assigned on a first-come basis.

Hotel	Single	Double/Twin	Suites	Room type
1. Atlanta Hilton (NACTFO)	\$36-55	\$48-67	\$120 up	single _____ twin _____ double _____ suite _____
2. Hyatt Regency Atlanta (NACE)	35-49	45-59	110 up	
3. Marriott Motor	35-50	45-60	125 up	
4. Omni International (SOLD OUT)				1st choice _____ 2nd choice _____ 3rd choice _____
5. Peachtree Center Plaza (NACRC)	36-49	46-59	100 up	

Names \_\_\_\_\_

Arrival date/time \_\_\_\_\_ Departure date/time \_\_\_\_\_

Credit card company and number: \_\_\_\_\_

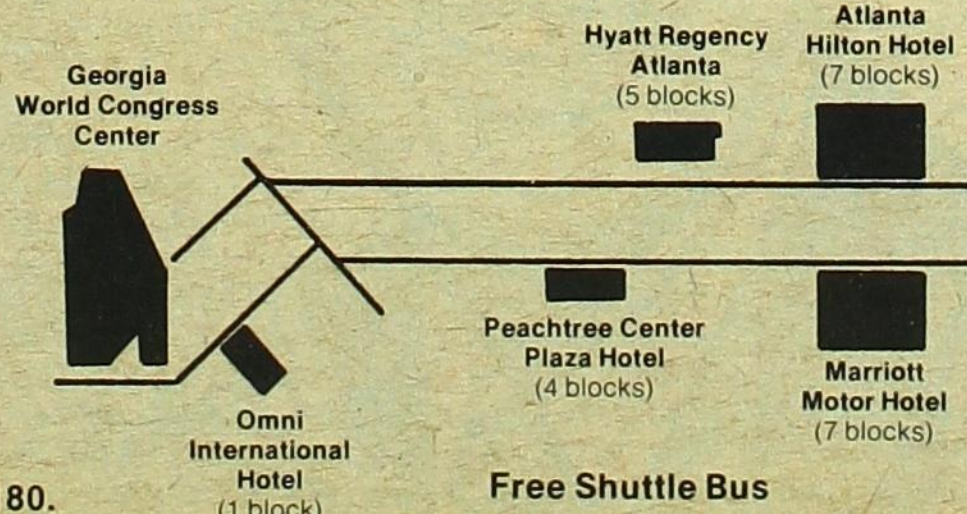
**No room deposit required.** Rooms may be guaranteed by credit card number.

☐ Check here if you have a housing related disability.

Send preregistration and hotel reservation to:

National Association of Counties  
Annual Conference  
735 New York Ave., N.W.  
Washington, D.C. 20006

For further housing information, call NACo Conference Registration Center: (703) 471-6180.



## Tentative Program Schedule

### Saturday

Conference/Credentials Registration  
Noon to 4:00 p.m.

Steering Committees  
Noon to 3:00 p.m.

Affiliates  
Noon to 5:00 p.m.

NACo Board of Directors Meeting  
3:00 p.m.

### Sunday

Conference/Credentials Registration  
9:00 a.m. to 8:00 p.m.

Exhibits Open  
9:00 a.m. to 3:00 p.m.

Affiliates  
9:00 a.m. to 5:00 p.m.

Resolutions committee (NACo Board)  
10:00 a.m.

**Opening General Assembly**  
6:00 p.m.

**Followed by NACo President's Reception**

### Monday

Conference/Credentials Registration  
8:00 a.m. to 4:30 p.m.

Exhibits Open  
9:00 a.m. to 4:30 p.m.

Second General Session  
9:00 a.m. to 9:45 a.m.

Workshops  
10:00 a.m. to 12:15 p.m.

Exhibit Luncheon  
Noon to 1:15 p.m.

Workshops  
1:30 p.m. to 4:30 p.m.

### Tuesday

**Annual Business Meeting**  
9 a.m. to Noon

Exhibits Open  
10:00 a.m. to 2:00 p.m.

Exhibit Luncheon  
Noon to 2:00 p.m.

**Annual Business Meeting (reconvened)**  
2:00 p.m. to 4:00 p.m.

**Special All Conference Event**

### Wednesday

Workshops  
9:00 a.m. to Noon

General Luncheon Session  
12:15 to 2:00 p.m.

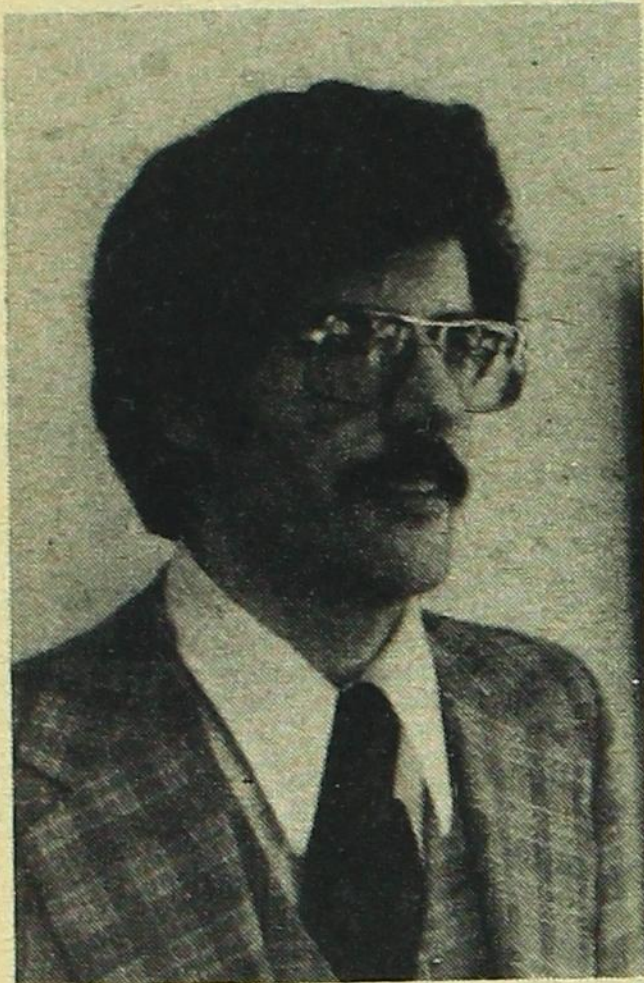
Workshops  
2:15 p.m. to 3:45 p.m.

**Closing Banquet**  
7:00 p.m.



# 2 New State Execs Named

## Pennsylvania Association of County Commissioners



Allen

DAUPHIN COUNTY, Pa.—James B. Allen, who has served for two years as the assistant executive director of the Pennsylvania State Association of County Commissioners, has been named its executive director.

Allen, an honor graduate of Indiana University of Pennsylvania, succeeds John Minnich, who resigned to become a Dauphin County commissioner.

As assistant executive, Allen analyzed pending legislation and existing laws and aided in organizing and operating conventions, seminars and committee meetings of the association. He also represented county government on various task forces.

He has worked as a research analyst for the Local Government Commission in Harrisburg, Pa. He is currently a participant in the M.G.A. program at the University of Pennsylvania.

## Washington Association of County Officials

THURSTON COUNTY, Wash.—Fred Saeger became the new executive director of the Washington Association of County Officials (WACO) April 1. He has served the association for the past six years as an administrative assistant.

Saeger replaces Lyle Watson who announced he will be devoting more time to his new position as mayor of Olympia. Watson became executive in 1960. (See profile below).

A native of Olympia, Saeger received his bachelor's degree in economics and math and his master's in finance from the University of Washington. He was commissioned into the U.S. Army Finance Corps. After his discharge, he returned to Olympia to work for the association. His duties as administrative assistant included coordination of training programs and some legislative responsibilities.

As training coordinator, he was responsible for planning, implementing and seeking funding for training



Saeger

programs for county officials. These programs included workshops, seminars and manuals.

**Lyle E. Watson**

EXECUTIVE DIRECTOR  
WASHINGTON ASSOCIATION  
OF COUNTY OFFICIALS

HAS BEEN EXECUTIVE DIRECTOR OF THE WASHINGTON ASSOCIATION OF COUNTY OFFICIALS SINCE THE ORGANIZATION WAS CREATED IN 1960.

JANUARY 8, 1978, HE WAS SWORN IN AS MAYOR OF OLYMPIA, WASHINGTON.

HE ANNOUNCED HE WOULD RESIGN AS EXECUTIVE DIRECTOR OF THE WASHINGTON ASSOCIATION OF COUNTY OFFICIALS EFFECTIVE MARCH 31, 1978.

DURING WORLD WAR II LYLE SERVED 3½ YEARS IN THE U.S. NAVY.



JACK GLAZIER



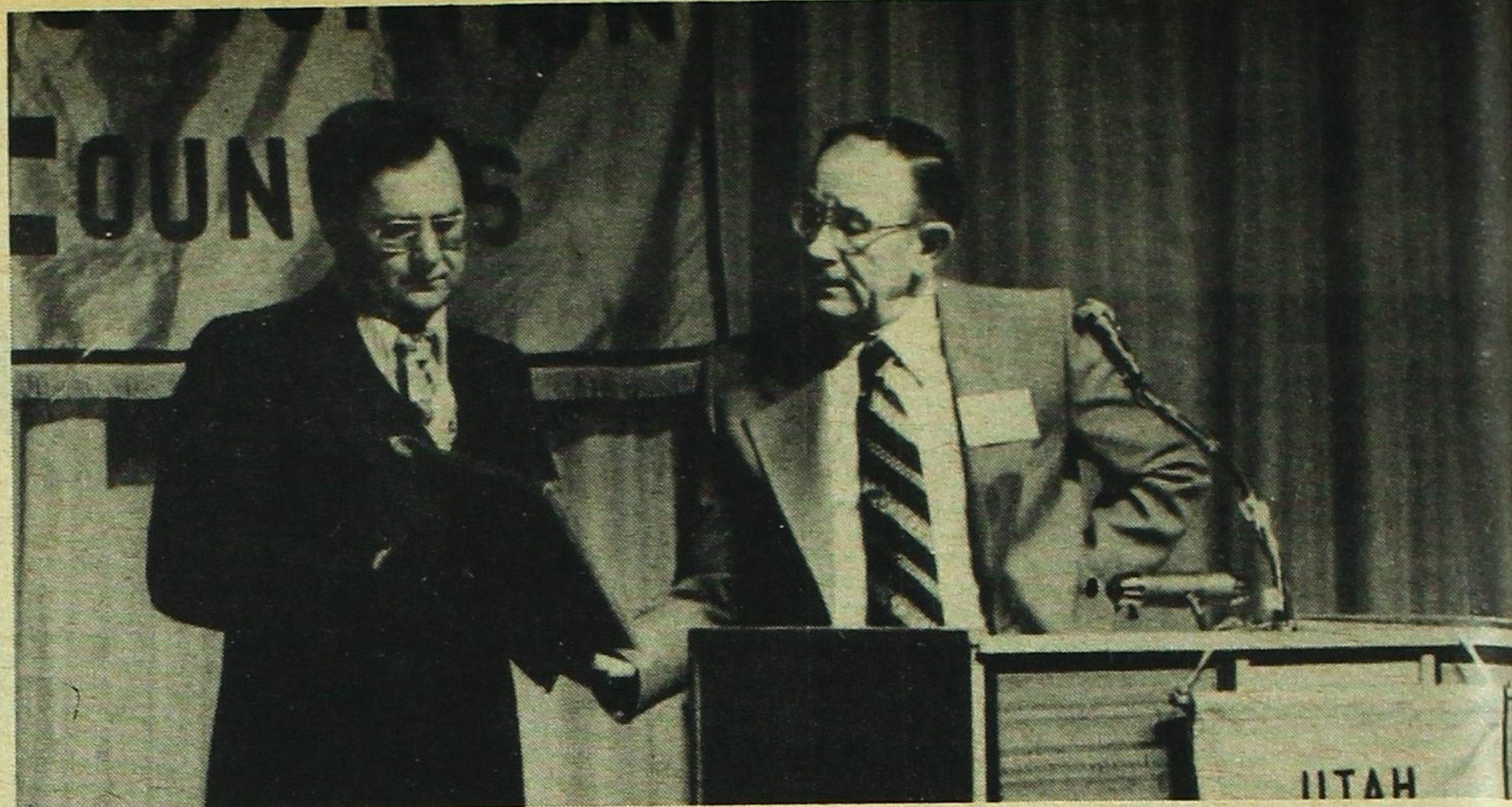
WATSON IS ACTIVE IN SPORTS. HE PLAYS IN SENIOR TENNIS TOURNAMENTS AND LOVES GOLFING.

HE AND DORIS ENJOY FAMILY BIKING



FROM 1953 TO 1956 WATSON HELD THE ELECTIVE POSITION OF CLALLAN COUNTY COMMISSIONER WHILE LIVING IN PORT ANGELES, WASHINGTON. HE RESIGNED THE COUNTY OFFICE IN 1956 TO BECOME SUPERVISOR OF ASSESSMENT STANDARDS FOR THE WASHINGTON STATE TAX COMMISSION DURING A LEGISLATIVE MANDATED STATE-WIDE PROPERTY REVALUATION PROGRAM. HE LEFT THE TAX COMMISSION TO ACCEPT THE EXECUTIVE DIRECTOR JOB IN 1960.

WATSON MARRIED IN 1942. HE AND HIS WIFE DORIS HAVE THREE CHILDREN. BOTH LYLE AND DORIS ARE ACTIVE IN THE LUTHERAN CHURCH. THEY HAVE SERVED SEVERAL TERMS ON THE CHURCH COUNCIL.



CALVIN BLACK, left, 1977 president of the Utah Association of Counties, receives a plaque for being named "Outstanding County Official for 1977" from newly elected UAC President Don E. Chase. Chase is a Box Elder County commissioner. Black has also been named chairman of NACo's new Rural Affairs Committee.

## TAX REVISION HIGHLIGHTED

# Utah Holds Annual Meeting

WASHINGTON COUNTY, Utah—Utah county officials are included in a Blue Ribbon Task Force which will study state tax revision.

Speaking to the Utah Association of Counties (UAC) annual meeting in St. George, Utah, Gov. Scott Matheson said the 20 to 30 member body would be composed of legislators, county officials and members of the state Revenue and Taxation Committee. Four major subcommittees will deal with local property taxes, state property taxes, state income taxes and miscellaneous taxes. Recommendations of possible revisions are due by November.

COUNTY OFFICIALS appointed are Jay Mike Monson, Weber County assessor; Calvin Black, San Juan County commissioner; and Arthur L. Monson, Salt Lake County treasurer.

Gov. Matheson, who stated his strong desire for extensive county input on the tax question, praised UAC for its exceptional work.

Also addressing the convention was NACo President William O. Beach of Montgomery County, Tenn., who commended the association for its accomplishments and objectives. He explored the need for fiscal restraint by counties in requesting federal funds.

"We should continue to vigorously promote county citizens' interests," Judge Beach said, "but it is also

vitaly important to recognize the need to balance the federal budget for the sake of all people."

NACo Western Interstate Region (WIR) President Jack Pettit outlined the successful campaign by counties to gain federal payments-in-lieu legislation and also discussed the many important objectives and activities of the WIR.

Special awards were made to C. A. "Tabby" Grant and George Buzianis for their dedication and highly successful efforts to achieve payments-in-lieu legislation.

UAC President Calvin Black was honored as "Outstanding County Official for 1977." Under his leadership, UAC has developed many new programs to better serve the needs of county officials and their constituents, the award noted. Black has been a commissioner for eight years, previously served in the legislature and is a member of the Governor's Energy Council and the State Wilderness Committee.

During the convention Beach announced that Black had been appointed chairman of the new NACo Rural Affairs Committee.

ELECTED UAC officers for 1978 were: President Don E. Chase, Box Elder County commissioner; Vice President Yukus Inouye, Utah County commissioner; Lady Vice President Barbara Montella, San Juan County assessor; and

Secretary-Treasurer Doug I. H. Weber County commissioner. Jack Tanner serves as UAC director.

Eighty percent of Utah's elected county officials participated in the convention with many deputies attending. Total registration was 457. Assessors had the best attendance record with 93 percent of the group at the convention.

Loretta Bowman, president of the National Association of Records and Clerks, discussed significant developments with the clerks, auditors and recorders attending.

Among the resolutions adopted at the convention are the following:

- Commending the sponsors H.B. 96 for securing passage of much needed boost in motor taxes and assigning one-half cent to the city-county road fund.

- Stating opposition to wilderness area designations in Utah by the Bureau of Land Management and the Forest Service without consultation with county officials affected areas.

- Urging the governor to support construction of Intermountain Power Project Plant at Salt Lake Wayne County.

- Urging UAC members to support increased funding for Resource Conservation and Development program.

- Opposing repeal of the Mining Law, which is essential to development of needed minerals at reasonable cost.

- Directing UAC staff to present annexation procedures to recommend legislation to provide greater voice for counties in annexation procedures.

- Urging the Governor's Task Force on Taxes to consider that tax should be distributed on population basis rather than point of sale.

—Margaret I. Taylor  
State Association Liaison

## Rural Development Workshop Slated

A "Citizen Participation in Rural Development" workshop is to be held at the Georgia Rural Development Center, Tifton, Ga. May 8 and 9. The workshop is sponsored by the Georgia Rural Development Center, the Southern Rural Development Center, and the University of Arkansas. The workshop will cover concepts applicable to citizen participation, citizen participation techniques, information sources, federal agency programs having citizen participation components.

For additional information on workshop, contact: Georgia Rural Development Center, Tifton, 31794.

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# Matter and Measure



Dear "NACers"

It is time to start making plans for NACo's 43rd annual conference, July 13 in Fulton County (Atlanta), Ga. NACE will meet during NACo's conference and will sponsor transportation sessions of interest to all of you. We hope to have a session reviewing FHWA's design guides for resurfacing, restoration and rehabilitation projects.

NACE's headquarters hotel in Atlanta is the Hyatt Regency. Please be sure to request the Hyatt on the housing reservation form found in *County News*. Indicate NACE on the reservation.

June 24 is the deadline for sending in your housing reservation forms, but we hope you will make your reservations early so you can be in the Hyatt. More information on the NACE meeting will appear in this column.

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

## TRANSBUS SPECIFICATIONS

The Urban Mass Transportation Administration (UMTA) has revised its Transbus Procurement Requirements. Transbus is the result of an UMTA research project to develop and improve transit bus systems which would attract mass ridership and provide accessibility to the elderly and handicapped.

To help support the mandate, UMTA solicited comments from various sources, such as domestic manufacturers of transit buses, transit operators, and representatives of the elderly and handicapped.

Based on comments received, UMTA has revised the June 1977 Transbus Procurement Requirement. The requirement calls for: a 22-inch floor height at the front door; a kneeling feature for an effective floor height of 18 inches at the front door; a front door ramp for boarding and exiting; a wide front door; and provision for wheelchair parking and tie-down.

Copies of the revised Transbus Procurement Requirement are available from Charles J. Daniels, Chief, Bus Technology Development Program, UMTA, Washington, D.C. 20590; 202/426-4035.

## NHTSA COMMITTEE TO VISIT DENVER

The National Highway Safety Advisory Committee's state-federal relations subcommittee will visit Denver, Colo., April 19-20 to discuss with legislators, state and local officials, FHWA and National Highway Transportation Safety Administration (NHTSA) regional personnel, the new program management concept envisioned in the highway safety legislation before Congress.

Items for discussion will include identification of highway safety problem areas; selection and evaluation of countermeasures; types of coordination and control to implement programs; role of local communities; and state priority programs.

A report on the trip will be submitted to the full Advisory Committee at their May meeting. Arrangements for local official visits will be made by the Colorado Governor's Highway Safety Representative.

For information, write the NHTSA Executive Secretary, Room 5215, 400 14th St. S.W., Washington, D.C. 20590, or telephone 202/426-2872.

## RAIL TRANSIT EQUIPMENT

Copies of "Special Guidelines for Rail Transit Equipment Procurements" are available from the Urban Mass Transportation Administration (UMTA). This publication contains guidelines for certain contract terms and considerations to be used for the procurement of rail transit equipment purchased with UMTA capital grant funds.

To obtain a copy, write to Director, Office of Public Affairs, UMTA, 400 14th St. S.W., Room 9330, Washington, D.C. 20590.

## CAMPER AND TRAILER SAFETY

The National Highway Traffic Safety Administration (NHTSA) has published a booklet which provides information on proper loading and weighing of trailers, weight distribution, towing methods, and various safety tips.

In 1977 it was estimated that 146,000 travel trailers and 54,000 camper trailers were sold in this country. Recent surveys conducted by NHTSA indicated that overloading of recreational vehicles continues to be a major problem.

Copies of the booklet are available free from General Services Administration/Distribution, National Highway Traffic Safety Administration, 400 14th St. S.W., Washington, D.C. 20590.

## DEMONSTRATION PROJECT NO. 43

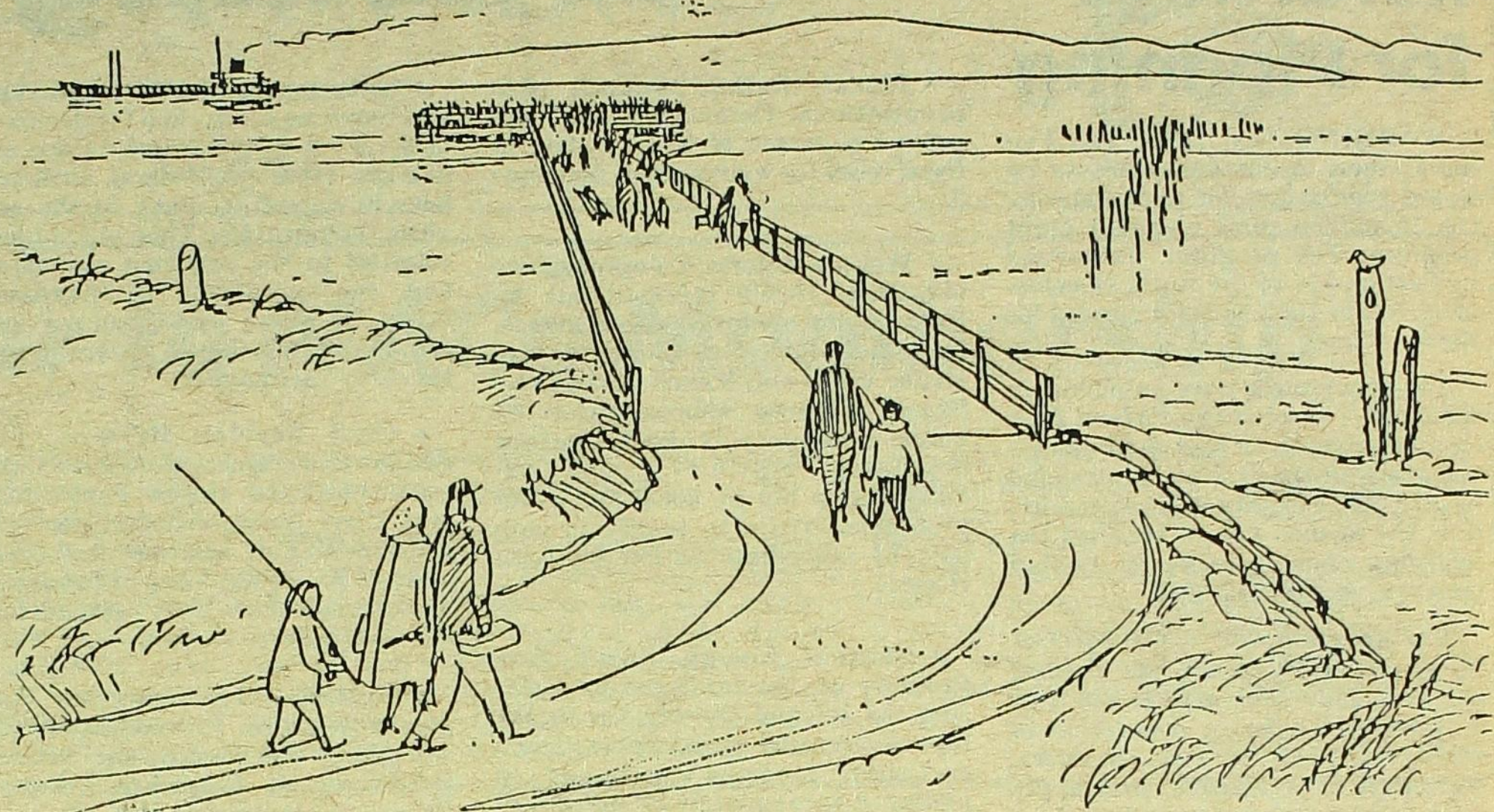
FHWA will present Demonstration Project No. 43, Water Quality Monitoring, May 2-4, at the Kansas Department of Transportation in Topeka.

The 1972 Federal Water Pollution Control Amendments seek to eliminate the discharge of pollutants into streams by 1985. The demonstration project will provide participants with information to properly analyze the highway impact on water quality and will demonstrate erosion control methods to reduce water pollution during highway construction.

For more information, contact Alvis Stallard, Chief of Environmental Support at 913/296-3461.

## HIGHWAY PHOTOMONTAGE

FHWA will present Demonstration Project on Highway Photomontage No. 40 on April 24 at the Georgia Department of Transportation in Atlanta. Contact Sam Volle, Senior Research Engineer at 404/363-7567, for additional information.



Along with paying half the cost of the new fishing pier, the Bureau of Outdoor Recreation contributed \$1.5 million toward the land purchases through three Land and Water Conservation grants.

# Pier Opens Bay to Fishing

## A tranquil shelter from the volatile life of the city

Residents of the San Francisco East Bay area are discovering the thrill of deep salt water fishing, without leaving land and within a few minutes travel from their own homes.

The most recent outdoor recreation triumph of the busy East Bay Regional Park District is a quarter-mile pier, a vast T-shaped span providing access to the only deep water reachable without a boat along the entire 100-mile, two-county Alameda-Contra Costa shoreline, the eastern borders of San Francisco Bay.

The pier extends into rich fishing grounds from EBRPD's spectacular Point Pinole Regional Shoreline, a 2,147-acre fist of land jutting into San Pablo Bay along four miles of shoreline. The untrammeled parkland warrants such glowing descriptions as "a tranquil shelter from the volatile life of the city."

The park is four miles from downtown Richmond and only a "step" westward from U.S. Route 80, off the Giant Highway. Development is minimal and no cars may intrude beyond the entrance, thus maintaining a rare urban "island of serenity."

The \$700,000 pier answered the long-held hope of East Bay sportsmen for a practical means of fishing their "hometown" deep waters.

Striped bass and salmon migrate upriver annually past the Point, providing a red letter season for the angler's calendar. These migrants, along with white sturgeon, grow to trophy size. Other good-eating species, headed from the Point Pinole pier to the frying pan, include flounder and perch.

"Let's not forget the value of a good fish dinner, costing nothing except your own effort," Park District Director Paul J. Badger said at the opening ceremonies. "Budget-watchers have a bonanza here, too."

The big freighters going upriver from the ports of Richmond, Oakland and San Francisco pass by at what seems a stone's throw away. The myriad water birds appear curious to find human activity "way out there," in the usual province of boats.

Just to the east of the span are the weathered pilings of the old wooden pier, reminders of the "explosive" past of Point Pinole. These are within casting distance and were left to attract fish.

Built in the 1890s, the old Hercules pier went out 1,186 feet and was used until the 1950s for loading

the dynamite manufactured on the Point.

While the new pier is about the same length, it is at a different angle in order to reach deeper water, a position determined by a hydrographic survey undertaken by EBRPD in the initial planning stages.

Esthetically, the pier is a delight. The Park District's creative Planning and Design Department provided for minimal intrusion into the natural splendor of the lands and waters.

While the new pier is now heralded primarily as a boon to fishermen, bird and boat watchers and explorers, the potential economic impact on surrounding communities will be watched by area Chambers of Commerce and city officials, Badger predicted.

The new park-goers to be attracted are expected to bring an influx of trade to restaurants, grocery stores, gas stations and garages, sporting goods suppliers and the several shopping centers situated within sight of highways leading to the Point.

Badger pointed out that EBRPD's development of Robert Crown State Beach along the Alameda shoreline was found by the Alameda Chamber of Commerce to be equivalent, economically, to the establishment of a new industry.

And, while fishing drew the greatest opening-day attention, park-watchers found the beginnings of additional facilities to serve as an adjunct to the pier.

Nearing completion is the \$194,000 bridge over the Southern Pacific railroad tracks, giving direct access to walkways from the parking lot. The overpass is principally for pedestrians, bicycles and horses, since all traffic (except service and emergency vehicles) is barred at the gates.

The \$700,000 cost was shared by the two-county Park District, the Wildlife Conservation Board of the state Department of Fish and Game, and the federal Bureau of Outdoor Recreation.

There are no fees involved in visiting the pier or the shoreline park. No fishing license or permits are needed. On opening day, the EBRPD shuttle began its daily trips between the free parking lot and the pier—every half hour, 7 a.m. to 5 p.m.

The fact that there is no fresh water supply on the Point may be considered a significant factor in its preservation. Although it was visited for shell-fish gathering by the native Indians, no permanent settlements are believed to have occurred because of this lack of fresh water.

In 1823 it became a part of the 18,000-acre Rancho San Pablo and continued a tranquil land of cattle grazing until the early 1880s when the manufacture, storage and shipping of high explosives were literally blasted out of operations in San Francisco and Albany.

An "explosive site" from the 1880s until the 1950s when technological changes made the manufacture obsolete, the Point was hidden behind the barricades and strict safety regulations of the explosives industry.

Even after the industry moved out, the barriers remained, since the site was planned for a major plant by Bethlehem Steel Company.

Its future was determined by massive public pressure to "free the lands and waters" for a park, a movement that culminated in the sale of the property by Bethlehem Steel to the Park District.

The regional park opened for limited use in the winter of 1972 and was dedicated Sept. 26, 1973.

The most expensive purchase ever made by the Park District, lands for the incomparable Shoreline Park cost \$6 million in two purchases from the steel company, 928 acres in 1973 and 75 acres in 1975.

The 983 acres of off-shore lands beyond the low tide mark are held by EBRPD on a no-cost lease from the State Lands Commission, executed in September 1976.

Along with paying half the cost of the new fishing pier, the Bureau of Outdoor Recreation contributed \$1.5 million toward the land purchases through three Land and Water Conservation grants.



## FmHA Sets Rural Regs for Planning

WASHINGTON, D.C.—The Farmers Home Administration has released regulations for administering the \$5 million rural planning grant program. The program, authorized by Section 111 of the Rural Development Act of 1972, is being funded for the first time.

The regulations were published in the April 4 issue of the *Federal Register*. Applications and information about the program is to be provided by all FmHA county offices. In addition, the agency has established the following phone number for further information: 202/447-2573.

The program will serve successful applicants in rural areas, defined not to include "any area in any city or town which has a population in excess of 10,000." Thus counties, regardless of population, may apply so long as their proposals do not include those incorporated cities or towns of over 10,000 within the county.

Counties are urged to apply as soon as possible for the program. FmHA is accepting pre-applications immediately and has established a procedure to ensure early action on all proposals. For additional information, contact the local FmHA at their county offices or at the phone number listed above. Applications and regulations can also be obtained from NACo at 202/785-9577.

## Bills Would Expand Bond Underwriting

WASHINGTON, D.C.—Legislation has been introduced in both the House and Senate to amend the Glass-Steagall Act and permit national banks to underwrite revenue bonds. Reps. Gladys Spellman (D-Md.) and Henry Reuss (D-Wis.) have sponsored H.R. 7485 and Sen. William Proxmire (D-Wis.) has introduced S. 2674.

The Glass-Steagall Act, enacted in 1933, restricts national banks from underwriting general revenue bonds. These bonds are the main method by which state and local governments raise capital and make up approximately 60 percent of all new municipal bond issues.

Allowing commercial banks to underwrite these bonds will increase competition, produce wider distribution networks, decrease underwriter charges, and result in lower interest rate to local governments.

The Municipal Finance Officers Association has cited figures indicating this could have "saved [local governments and states] as much as \$412 million in interest costs over the life of revenue bonds" issued in 1977 alone.

The House bill is before the Banking, Finance and Urban Affairs subcommittee on financial institutions supervision, regulations, and insurance, chaired by Rep. Ferdinand J. St. Germain (D-R.I.). Sen. Proxmire's bill has been referred to the Senate Banking, Housing and Urban Affairs subcommittee on financial institutions. Hearings have not yet been scheduled in either House.

—Elliott Alman

# Washington Briefs

• **Fiscal Relief.** Senate Appropriations Committee has approved payment of \$187 million in fiscal relief for welfare cost. See page 3.

• **Welfare Reform.** Comprehensive bill (H.R. 10950) reported out by House welfare reform subcommittee. No date set for consideration by House Ways and Means Committee. Senate Finance subcommittee on public assistance to hold hearings beginning April 17 on Administration bill (S. 2084) and other proposals. NACo to testify in support of immediate action by both Houses.

• **National Energy Policy Act.** Pressure on the conferees for splitting the act and passing the utility rate reform, coal conversion and conservation portions continues to mount. Approximately 90 percent of the act's conservation goals could be met by adopting these three sections. However, unless rapid action is taken, funding of these measures for the coming fiscal year will be seriously endangered.

• **Title XX.** The House and Senate budget committees are considering \$200 million increase in Title XX (social services) ceiling to \$2.9 billion in fiscal '79. H.R. 10833, sponsored by Reps. Donald Fraser (D-Minn.) and Martha Keys (D-Kan.), now has 120 cosponsors in the House. The bill will increase the social services funding ceiling to \$2.9 billion in fiscal '79; \$3.15 billion in '80; and \$3.45 billion in '81.

• **Fiscal '79 Fiscal Relief.** House Budget Committee approved \$400 million earmarked for fiscal relief in fiscal '79 for welfare costs to states and counties.

• **Older Americans Act.** Sen. Thomas Eagleton (D-Mo.) plans to introduce his own bill to reauthorize the Older Americans Act.

• **Clean Air and Solid Waste Appropriations.** The House Appropriations subcommittee on HUD and independent agencies will hold hearings on the Administration's request this week. Senate hearings are expected later in the month. The Administration's urban policy recommendations call for \$25 million for clean air planning at the local level for fiscal '79, and \$15 million each for fiscal '79, '80, and '81 for local planning under the Resource Conservation and Recovery Act.

• **Agricultural Land Retention Act.** House Agriculture Committee markup of H.R. 11122 is expected by the end of April. This legislation conforms to NACo policy calling for a national commission with county membership to identify factors contributing to the decline of prime agricultural land. It also would provide a program of demonstration grants to counties, states and other local governments to develop land retention programs.

• **Countercyclical Assistance.** The Administration is preparing to submit to Congress its proposal for extension of the countercyclical antirecession assistance program. Proposal will reportedly provide two-year expansion, eliminate 6 percent national trigger, continue 4.5 percent minimum unemployment rate for eligibility, lift many of the restrictions on spending the funds, and delete states as eligible participants. Rep. William Moorhead (D-Pa.) has introduced H.R. 11298 to extend assistance for five quarters and change national trigger from current 6 percent to 5.5 percent. The current authorization will expire Sept. 30, 1978. See page 2.

• **Government Liability/Antitrust.** The Supreme Court, in a 5-4 decision, held that local governments are not immune from the federal antitrust laws in regard to many of the services they provide. This will subject counties to the antitrust standards and the possibility of increased litigation where particular services are not "traditional governmental services." See page 5.

• **Civil Service Reform.** The Senate Governmental Affairs Committee and the House Post Office and Civil Service Committee will continue to hold hearings on S. 2640 and H.R. 11280, the President's recommendations for reorganizing the Civil Service system.

• **Uniform Guidelines on Employee Selection Procedures.** NACo will testify this week on the Uniform Guidelines on Employee Selection Procedures (published Dec. 30).

• **Social Security Deposit Payments: Proposed Changes.** The Social Security Administration published in the March 30 *Federal Register* regulations which would change state and local government quarterly FICA contributions to the private sector requirement of monthly deposits. The proposed change would not take effect until 18 months after the promulgation of the final regulations (probably Jan. 1980). Comments must be received before June 14. NACo will testify in opposition to the proposed regulations. Rep. Robert Roe (D-N.J.) has introduced legislation, H.R. 11117, to maintain current quarterly deposits. NACo supports this bill. Counties affected should contact Ann Simpson with data on the impact of lost interest, and the potential administrative costs with increased deposits. The proposed change could cost states, counties and cities millions of dollars.

• **Outer Continental Lands Act Amendments of 1977.** The conferees are scheduled to meet April 12 to try and resolve differences. Senate conferees have some reservation with the language adopted by the House, particularly concerning the role of local governments. There may be an attempt to remove any active role for local governments from the "comments and recommendations" portion of the bill.

• **LEAA Appropriations.** NACo will testify before the House Appropriations subcommittee on State, Justice, Commerce and Judiciary April 12 on LEAA fiscal '79 appropriations. NACo will also testify before the Senate Appropriations subcommittee on State, Justice, Commerce and Judiciary April 28.

• **Municipal Securities Disclosure.** Sen. Harrison Williams (D-N.J.) has introduced S. 2339, Municipal Securities Full Disclosure Act of 1977. Bill would mandate preparation of annual report and distribution documents prior to issuing municipal bonds. No hearings scheduled yet.

• **Government Liability/Civil Rights.** Senate Judiciary subcommittee on the Constitution is considering S. 35, the Civil Rights Improvement Act of 1977, sponsored by Sens. Charles Mathias (D-Md.) and Edward Brooke (R-Mass.). NACo opposes provisions in legislation which would eliminate the immunity of state and local governments from suits brought under Section 1983 of the Civil Rights Act of 1971. NACo to testify at hearings scheduled for May 2 and 3. Companion legislation is H.R. 4514, introduced by Rep. Parren J. Mitchell (D-Md.). No action scheduled in House.

• **Mandatory Retirement Legislation, H.R. 5383.** The House voted March 21 in favor of the Conference Report (95-950) to amend the Age Discrimination in Employment Act of 1967. The Senate adopted the report Feb. 23. The President signed the bill last week. The bill, which applies to federal, state and local government employees, raises the upper age limit of the act from 65 to 70 years effective Jan. 1, 1979. The NACo membership adopted a resolution last year supporting the elimination of mandatory retirement for older Americans.

• **Public Pension Plan Report.** The House Pension Task Force of the subcommittee on labor standards approved a comprehensive study of government employee retirement systems March 15. The report will be ready for release in late April. The study covered more than 96 percent of all public employees participating in approximately 7,000 retirement plans. Legislation is expected to be introduced this summer regulating state and local pension plans, and setting standards in the areas of reporting, disclosure, and fiduciary responsibilities.

• **Intergovernmental Personnel Act (IPA) Appropriations.** NACo testified before the Senate subcommittee last week urging \$30 million for fiscal '79 IPA funding. See page 3.

• **Reporting and Tax Liabilities for Public Pension Plans.** The Senate subcommittee on private pension plans and employee fringe benefits held hearings on S. 1587. The bill, introduced by Sen. Richard Stone (D-Fla.), would correct an administrative interpretation by the Internal Revenue Service regarding reporting requirements and tax liabilities of public pension plans under the Employee Retirement Income Security Act of 1974 (ERISA). NACo testified in support. Rep. John Cunningham (R-Wash.) has introduced an identical bill, H.R. 9118, but hearings have not been scheduled by the Ways and Means Committee. The IRS will hold public hearings on its proposed regulations April 13 in Washington. Anyone interested in providing comments should contact Commissioner Jerome Kurtz, IRS, 1111 Constitution Ave. N.W., Washington, D.C. as soon as possible.

• **Deferred Compensation Plans.** Rep. Al Ullman (D-Ore.), chairman of the House Ways and Means Committee, has requested that the IRS postpone implementation of the proposed Feb. 3 regulations until further study by Congress. NACo will testify May 4. See page 2.

• **Taxable Bond Option.** The Administration is proposing a taxable bond option (TBO) as part of its tax reform package. Request of \$7.1 billion would offer local governments the option of issuing tax-exempt bonds or taxable bonds with federal government to subsidize increased interest rates. Counties oppose the TBO.

• **Municipal Bonds Underwriting.** Sen. William Proxmire (D-Wis.) introduced S. 2674 to amend the Glass-Steagall Act to authorize national banks to underwrite local government securities issues. Bill is companion to H.R. 7485, introduced by Rep. Gladys Spellman (D-Md.). Legislation would increase competition for municipal securities and result in savings to local governments. No date for hearings. See this page.

• **USDA Reorganization.** Sen. George McGovern (D-S.D.) and Robert Dole (R-Kan.) have introduced S. 2519 to create a new, expanded Department of Food, Agriculture and Renewable Resources incorporating the functions and responsibilities now located in other departments. Senate Agriculture subcommittee on nutrition to conduct hearings in spring.

• **Supplemental Appropriations for Rural Development.** House appropriations subcommittee on agriculture expected to meet shortly supplemental appropriations for current '78 fiscal year. NACo urged subcommittee to provide additional \$50 million of unexpended authorizations for water and waste disposal grants to help meet current waiting list exceeding \$650 million nationwide.

• **Rural Development Act.** House Agriculture Committee reported the Agricultural Credit Act of 1978, bill number changed to H.R. 1118. Bill increases water and waste disposal authorization from \$300 million and raises grant ceiling from 50 percent to 75 percent project cost. Provision increasing rural development loan interest rate has been deleted. House vote set this week.

Senate Agriculture Committee reported out companion legislation, S. 1246. Bill amended in full committee to increase water and waste disposal grant authorizations to \$300 million and ceiling on grants to 75 percent of project cost. Senate scheduled to follow action on Panama Canal Treaty. Both bills contain provisions for agricultural assistance.

• **Rural Housing Authorizations.** NACo testified in support of reauthorization of all rural housing programs before House subcommittee on housing and community development. County officials called on Congress to mandate implementation of \$900 million additional moderate-income guaranteed program. House and Senate committees to act in mid-April reauthorizations.

• **Rural Housing Act of 1978.** Reps. Stan Lundine (D-N.Y.) and AuCoin (D-Ore.) have introduced H.R. 11712, the Rural Housing of 1978. Legislation would establish a new home ownership loan program.

• **Rural Development Policy of 1978.** NACo testified in support of Rural Development Policy Act of 1978, sponsored by Reps. Richard Nolan (D-Minn.) and Charles Grassley (R-Iowa). Legislation would strengthen rural development responsibility of USDA, mandate coordination of rural development programs of all agencies, increase rural planning grant authorization from \$10 million to \$50 million, change name of FmHA to the Farmers Home Administration and USDA to Department of Agriculture and Rural Development.

• **Rural Community Development Act.** NACo testified before House subcommittee on family farms rural development on H.R. 7485. The legislation is sponsored by Charles Grassley (R-Iowa), Richard Nolan (D-Minn.). County urged subcommittee to provision restricting eligibility only those communities and counties below 20,000.