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County News

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

NACo

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URBAN COUNTY PROFILE

Allegheny

Editor's Note: This is the first of a series of profiles on urban counties that will appear in *County News*. The profiles are being submitted by urban counties as part of a campaign to highlight the role they play in our system of government. The campaign will culminate at NACo's Third Urban County Congress, May 24-25 in Washington, D.C.

Allegheny County has grown upon an industrial heritage that brought waves of immigrants to tend its steel and other mills. The three rivers that divide the county—the Allegheny, Monogahela and Ohio—are crowded with the mills that made the many small towns and the county's major city—Pittsburgh—the industrial capital of this country in the latter part of the last century.

Major industrial firms were founded and are still headquartered in Allegheny County, making the county the third major corporate headquarters in the country.

As development moved out from the rivers into the hills and valleys of the inland areas, the population of the county also shifted to these areas. In the 1970s over two-thirds of its people live outside the City of Pittsburgh. Its total population makes it the ninth largest local government nationally as of 1970.

The county had a history of growth and prosperity throughout World War II which left its industry and infrastructure exhausted. The public and private leaders of the county, in response, undertook a massive effort—called the Renaissance—that completely redeveloped the point at which the Ohio River is created and established a model for redevelopment efforts in other counties nationally.

This tradition of public/private cooperation has continued and resulted in a new effort—Renaissance II—to expand that original redevelopment throughout downtown Pittsburgh and other areas throughout the county.

The result of these efforts has been to maintain the current population of the county even while Pittsburgh and most of the mill towns have lost significant population over the past few decades.

REGIONAL GOVERNMENT

Allegheny County is the major local government in Southwestern Pennsylvania. The three county commissioners and various row officers administer the largest budget in the region, almost $275 million and 50 percent larger than that of the next major government, the City of Pittsburgh.

Allegheny County's budget has more than tripled in 10 years as a result of meeting new demands for services by citizens—such as in mass transit or services to the elderly—or absorbing some services previously delivered by municipalities, such as in human services or public safety.

The county provides many of its services on a countywide or even regional basis. The following examples illustrate some of the regional services provided by Allegheny County:

Transportation: A Regional Transit Authority and International Airport: Allegheny County oversees the operations of the transportation authority—the Port Authority of Allegheny County (PAT)—that provides bus and trolley service throughout the county and into the adjoining ones. The county also operates the Greater Pittsburgh International Airport with direct passenger service to 64 cities.

Recreation: A Regional Park System: Allegheny County's park system provides services in 10 regional parks covering over 12,000 acres. Activities range from active recreation—swimming, tennis, basketball, bikeways, cross-country and downhill skiing, skating, hiking, golfing, and boating—to passive recreation such as picnicking and camping.

See ALLEGHENY, page 12

Senators Introduce Bill to Refine Federal Aid System

A bill designed to restructure and improve the federal assistance system has been introduced by Sens. William Roth (R-Del.), Gaylord Nelson (D-Wis.), John Danforth (R-Mo.) and Max Baucus (D-Mont.). The Federal Assistance Reform Act, S. 878, was drafted by the Senate intergovernmental relations subcommittee staff in cooperation with the Advisory Commission on Intergovernmental Relations (ACIR).

S. 878 has three major components, the most important being a grant consolidation title which would authorize the President to submit to Congress packages of categorical grants in the same areas. Congress would have 90 days to act on the President's proposal.

According to an ACIR study, the number of categorical grants increased 11 percent between 1975 and 1978, from 442 to 492. The reform bill seeks to reverse this trend by cutting down on application, management and reporting procedures.

A bipartisan effort of senators called "Save Our Bucks" task force asks help from counties, see page 5.

In addition, grant programs intended for the same purpose but administered by different federal funding agencies can be packaged to allow recipients to treat funds as if they were received from a single funding source. The application, program, auditing and reporting requirements would still be handled singly. This provision would amend the Joint Funding Simplification Act passed in 1974 which was intended to establish an integrated process but which has proven inadequate.

The third major provision would authorize standard rules and regulations in nine national policy requirements placed on assistance programs, such as citizen participation and environmental quality. The provision for uniform national policy resubmit brief certification statements in lieu of detailed plans and technical information to indicate compliance.

NACo's Taxation and Finance Steering Committee reviewed the draft legislation in March at the Legislative Conference. The committee approved of the consolidation and integrated grant provisions of the proposal. However, the steering committee recommended that the provision uniform for national policy requirements be amended to allow the recipient to appeal to a single appeals body in cases where standardization is not possible and where federal agencies force inappropriate compliance with standard rules.

Hearings on S. 878 are expected in the spring or early summer. Although the legislation has considerable support in the Senate and some supporters in the House, it is not expected to have an easy passage.

—Linda Church

Mandate Issue

Impact of Federal, State Actions Studied

The extent to which both the federal government and states have imposed "mandates" on local governments was revealed as part of an ongoing study by the University of California at Riverside.

Preliminary results show that at least 1,000 mandates, encompassing both programs and procedures, are required of such counties as: Dane, Wis., San Diego, Calif., Somerset, N.J., Guilford, N.C. and Thurston, Wash.

This inventory, as part of the university's study on "Federal and State Mandating to Local Governments—Issues and Impacts," was discussed at a NACo-sponsored conference earlier this month in Washington, D.C.

Over 60 participants representing congressional committees, federal

See MANDATES, page 2

COUNTY VIEWPOINT—Providing the local official's perspective on mandating are, left, Guy Millard, administrator, Somerset County, N.J. and NACo fiscal officer, and, right, John Witherspoon, county manager, Guilford County, N.C.

36 Million Acres of Wilderness Opened

Last week 36 million acres of national forests were released to timber cutting, mining and motorized recreation by President Carter. In addition he recommended that Congress set aside 15.4 million acres for wilderness and 10.6 for further study.

This announcement culminates eight years of study by the Forest Service on how to allocate these 62 million roadless acres within the 187 million acres of federally owned national forest land.

Carter's decision essentially reaffirms the January recommendations of the Forest Service on the RARE II (Roadless Area Review and Evaluation) areas. In announcing the decision Carter said, "For many years the process of determining the best uses of the national forest has been a slow, piecemeal effort. It is my hope that the decision ... will help resolve the longstanding controversy."

According to Carter, "We struck a reasonable balance between accommodating the nation's needs for wilderness and for other goods, and services produced from these lands ... This will help our national economy as well as the growth and stability of many local communities by providing additional oil and gas, minerals, and timber products which are essential to restraining inflation and increasing productivity."

One of the largest potential conflicts in the roadless areas centered on the overthrust belt, and Rocky Mountain region which has considerable oil and gas potential. Ninety-five percent of this area has been excluded from the wilderness proposal, leaving it open for exploration.

The Western Interstate Region, a district of NACo, adopted a resolution at its annual conference in February urging Congress to exclude all prime commercial forest land from wilderness designation. WIR supports the designation of all areas into multiple use status, providing that the management practices of the multiple use area recognizes the need for timber production, mineral exploration, geothermal energy production, livestock range and forage areas, as well as recreation and scenic values.

Mandates: Definitions, Fiscal Impact Explored

Continued from page 1

agencies, public interest goups, and academic institutions gathered to learn about the research funded by the National Science Foundation (NSF) to share their own experiences and research efforts, and to examine policy and future research considerations.

The study conducted by Dr. Catherine Lovell, principal investigator for the university and Charles Tobin, executive assistant to the Riverside County Board of Supervisors, was a three-pronged attempt to define, understand, and disseminate information on the question of government mandates. It is the first major national study to comprehensively define "mandates" and to investigate the fiscal impact of state and federal mandates on local government operations.

In the past few years, the mandate issue has received increased attention. "The accumulating impact of combined federal and state impositions on the activities and choices of local governments makes mandating a central issue in intergovernmental relations," said Dr. Lovell. It forces local officials to either rechannel resources from other priorities, to impose higher taxes or to seek alternative revenue sources.

Conference participants did not challenge the need for many mandates. In fact, a recent Advisory Commission on Intergovernmental Realtions (ACIR) report, *State Mandating of Local Expenditures,* indicated that many local officials favored certain mandates.

Several local officials attending the conference felt the irritant was the "process" or management of mandates. "It is the cumulative effect of mandates that is so disastrous," said Guy Millard, administrator, Somerset County, N.J. and NACo fiscal officer. "Each year local officials have less and less discretion over their budgets."

John Witherspoon, Guilford County (N.C.) administrator, echoed this point by noting, "local officials are not interested in the number of mandates, but the total impact they have on the local budget."

WHAT CONSTITUTES A MANDATE?

A basic problem in talking about mandates has been agreeing on exactly what constitutes a mandate. Local officials tend to have a broad view, while federal and state officials have a more narrow perception. An initial goal of the project was to establish a "framework" for the mandate concept. In order to examine all possible mandates the following broad definition was used:

"A mandate is any responsibility, action, procedure, or anything else that is imposed by constitutional, legislative, administrative, executive, or judicial action as a direct order or that is required as a condition of aid."

The next step in the research was developing a method for classification. The two major categories are those which contain program and procedural requirements and mandates which include revenue-base constraints, revenue rate constraints, and expenditure limits.

FISCAL IMPACT OF MANDATES—Robert Kneisel, economist with the University of California/Riverside discusses the fiscal impact of state and federal mandates in five counties and five cities. Looking on are Dr. Catherine Lovell, principal investigator of the mandate study, Rep. Richard T. Moore, chairman, Massachusetts Special Commission on Mandates and his assistant.

Mandates can also be directed at one function, department or program, such as the requirement that the county health department provide a nutrition program for mothers and infants. On the other hand, mandates can cross-cut various functions, departments, programs, an example being equal employment opportunity regulations. The increase in mandating in recent years has been primarily in this latter category.

LACK OF DATA

During the two-day meeting investigators pointed to the problem of drawing up an inventory of state and federal mandates when these governments do not keep such lists. One federal inventory was conducted and one each in five states, including a city and a county.

Investigators described the most difficult part of the research as measuring the fiscal impact of mandates and developing a practical model for determining expenditures and costs. This was confirmed by conference participants who noted that "measuring mandate impacts is complicated by the difficulty of identifying the mandates; the abundance of mandates to be measured, and the lack of readily available data."

The researchers concluded that it is too difficult for jurisdictions to calculate the costs of previously enacted mandates. Rather, they urged local officials to collect and measure the costs of new mandates as they are imposed on their jurisdictions. Plans are under way to test the model proposed by the research team in various local governments and to modify it over the next several months.

MANAGING MANDATES

The second day of the conference explored processes for resolving the mandate problem Tobin cautioned the audience to keep in mind that "the solution to the mandating issue must be specifically tailored to the dynamics of the jurisdiction." Some of his recommendations include:

- Reimbursement of costs by state governments, authorization of new revenue sources, relaxation of constraints on existing revenue sources.
- Establishment of fiscal notes identifying the costs of the mandates prior to implementation, cost-benefit analysis.
- Reconsideration and possible deletion of enacted mandates such as periodic review and sunset legislation.
- Constitutional limits on a state's ability to mandate.

Currently, the fiscal note procedure has been implemented in 27 states and reimbursement is required in at least 10 states, he reported.

Dr. Lovell reminded conference participants that the research effort is preliminary in nature. The research should provide the groundwork for a basic understanding of the mandate issue and future research, she noted.

NACo is presently preparing a resource packet on the issues and impacts of mandates, based on the University of California's project, to be available sometime in August. For more information contact Shelley Kossak.

Vietnam Vets Week

President Carter has proclaimed the week of May 28 through June 3 as Vietnam Veterans Week, and he has asked county governments to join with him in recognizing the service to the country provided by this group.

In a letter sent to all counties, Jack Watson, the president's chief advisor on intergovernmental relations, has asked counties, cities, and states to develop their own plan to participate in the Presidential Certificate Program which recognizes outstanding Vietnam veterans throughout the country.

The materials sent to counties suggest a six-step process:

- Establishment of a Presidential Selection Committee.
- Review of selection criteria.
- Recruitment of nominations.
- Selection of awards recipients.
- Preparation of Presidential Certificates.
- Arrangement of a presentation ceremony.

Cities and counties are encouraged where appropriate to coordinate or combine their awards programs. It is also suggested that local veterans organizations be involved in the development of the program and the selection of the recipients. The program is totally voluntary, but it is hoped that counties will participate fully in recognizing those who served in an unpopular war, and therefore whose sacrifice has largely gone unrecognized.

NACo has worked with the White House and federal agency staff in the development of this and other programs related to Vietnam veterans. For more information or assistance in setting up the program contact Paul L. Weston, White House Veterans Federal Coordinating Committee, 810 Vermont Avenue, N.W. (00A6) Washington, D.C. 20420; 202/389-2633 or 389-3923.

ENERGY MANAGEMENT ACT

Bill Taps Local Resources

A bill which would provide for demonstration grants to local governments and which would establish a local energy reference center was recently introduced by Sen. Charles Percy (R-Ill.). Known as the Local Energy Management Act, the measure seeks to exploit what Sen. Percy in his introduction characterized as a largely untapped energy resource—local governments.

The proposal consists of three titles, the first of which is a demonstration grant program. The demonstration program is intended to stimulate local energy management capacity and spur conservation and renewable resource applications. Second, the information gathered will become a reference for other governments seeking to develop similar programs.

The second title of the bill creates a local energy reference center, which will compile the information developed by the grant recipients and in addition will collect the results of other successful local programs. The center upon request would then provide detailed information to local governments at no cost.

The third title is a technical assistance panel program. Panels of experts would be centered in the regional offices of the Department of Energy and would serve as an additional source of information to local communities. In addition, these persons skilled in energy conservation and renewable energy resources would be able to visit communities in certain circumstances.

Funding for this program is $30 million over three years. In addition, Sen. Percy expects that his proposal through the energy savings it will generate, will more than pay for itself.

The act has been referred to a Senate subcommittee on energy conservation and supply where hearings will be scheduled in the near future. Attention has now shifted to the House where a number of members have expressed an interest in introducing the proposal in that body.

DOL/EPA GRANTS

CETA Clients to Train in Water Plants

As part of the President's rural initiatives and increased emphasis on improved water quality and wastewater treatment capacity, an interagency agreement has been signed between the Department of Labor and Environmental Protection Agency (DOL and EPA), to train CETA-eligible individuals as water/wastewater treatment operators and technicians.

A meeting was held April 5 in Washington to introduce the two organizations responsible for the grants and develop a strategy for implementation. The two grantees, the National Demonstration Water Project (NDWP) and the National Rural Water Association (NRWA), will develop the actual training materials and conduct the training, identify job opportunities in the 14 designated states, and assist in the placement of the trainees.

The project will train 1,000 persons and provide upgrading for 500. NDWP will work with designated rural areas from Vermont, Wisconsin, Washington, Kentucky, Maryland. Illinois, New York, South Carolina, Mississippi, Georgia, New Mexico, Alabama, Arkansas, and Missouri will coordinate through NRWA.

Designated Employment and Training Administration and EPA regional coordinators are responsible for calling regional meetings of selected CETA prime sponsors and other DOL operators by May 15 to gain their cooperation. CETA prime sponsors should be receiving information prior to the regional meetings about available training slots in their areas.

CETA prime sponsors or county officials who have questions about their possible involvement should contact either Lauern Fuller (NRWA), 202/833-9481 or Jack Bair (NDWP), 202/659-0661.

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Food Stamp Changes for Elderly?

Food Stamps Threatened

Assistant Secretary of Agriculture Carol Foreman recently told a Senate committee that she may have to cut all food stamp allotments by a third on July 1. In September, she added, the department may not be able to issue any stamps at all.

The reason, she continued, is a cap that in 1977 was placed on food stamp funds. The cap grossly underestimated the inflation of food prices in the past three years.

Higher food costs may cause the limit imposed by the cap to be reached in the fourth quarter of fiscal '79.

In fiscal '80 the cap will definitely be reached, but congressional budget and agriculture committees have already approved approximately $900 million for that year.

For the final quarter of fiscal '79, however, little has been done. Staff of the House Agriculture Committee say they are waiting for legislation from the Department of Agriculture.

The department's legislative staff, however, is waiting for information about March expenditures before taking action.

On March 1 food stamp benefits were reduced for many people. (See story on this page.)

These cutbacks may provide the food stamp program with enough money to last until Oct. 1, which is the beginning of fiscal '80.

Department statisticians are trying to accumulate enough information to allow Foreman to request assistance, if necessary, during her upcoming appearance before the House Agriculture Committee on April 25.

If she does request more money, the House and Senate will have nine weeks to enact both authorizing legislation lifting the cap and a supplemental appropriation bill.

NACo has been following the situation closely. For more information contact Diane Shust at NACo.

—Phil Jones, NACoR

Despite opposition from the Department of Agriculture, the Senate Special Committee on Aging seems determined to press for new changes in the food stamp program to help the elderly.

At issue are standard deductions for household and medical expenses. On March 1, standard deductions replaced itemized deductions which had enabled recipients to deduct all medical and housing expenses from their incomes.

Assistant Secretary of Agriculture Carol Foreman maintained that standard deductions of $65 a month for medical expenses and $80 a month for housing expenses have, on the average, assisted the elderly.

"But we can't deal just in averages," countered Sen. Lawton Chiles (D-Fla.), chairman of the committee.

Committee members heard from several witnesses about hardships imposed on some older citizens because their medical and fuel bills are higher than the standard deductions.

An elderly diabetic woman from Dade County, Fla., testified that the March 1 changes had reduced her household food stamp allotment from $83 to $10. She and her elderly handicapped sister-in-law have had to alter already meager diets in order to continue buying insulin and other medication.

An elderly woman from South Dakota told the senators that her winter fuel bills in the northern plains were much higher than the amounts allowed by the new standardized deduction.

After listening to these women, Sen. David Pryor (D-Ark.) remarked that the standard deductions were causing some old people to choose "between heating and eating."

Sen. Charles Percy (R-Ill.) added that budget considerations "do not take away the responsibility of government to help the elderly poor."

Foreman insisted that the poorest elderly do gain by the recent changes. "Those losing benefits," she said, "have the highest income of those eligible."

To reinstate itemized deductions, she maintains, would reverse the intentions Congress expressed in 1977 when it approved standard deductions. In addition, she continued, itemized deductions would complicate states' administrative tasks at the same time the department plans to develop penalties for unimproved error rates.

New York Food Stamp Administrator John Frederick, however, testified that he did not believe that some itemized deductions "would be as difficult as Secretary Foreman indicated."

NEED TO REEXAMINE ACT

Speaking about the 1977 amendments, Sen. George McGovern (D-S.D.) observed that "we need to look again at the 1977 reforms because they may have inadvertently worked real hardships."

McGovern, who heads the Senate's subcommittee on nutrition, added that his subcommittee "will be very interested in any recommendation made by this committee."

Such statements indicate that changes are coming, but the technical nature of those changes remain uncertain.

Chiles noted several times that across-the-board increases in standard deductions might "break the bank" and "are not an efficient way of increasing benefits" to older people who, because of chronic illness and frailty, seem most in need of help.

Chiles seemed most interested in increasing the medical deduction for the elderly which would cost "about $20 to $25 million to meet this particular need."

Another witness, however, noted that costs of such a measure might be as high as $50 million.

Cost estimates vary to some degree because of uncertainty about the number of elderly who may seek food stamps because of simplified application procedures, in particular the elimination of the purchase requirement last Jan. 1.

QUESTIONING THE NUMBERS

Robert Greenstein, acting administrator of the federal Food and Nutrition Service, testified that "there is

... standard deductions ... causing some people to choose "between heating and eating."

no question that there have been substantial increases in the number of elderly and SSI (Supplemental Security Income) recipients in the food stamp program over the past three months."

Greenstein cited Florida as an example of a state where coupons had been increasing between December and March.

Chiles, however, expressed doubt that new application procedures had caused the increase in Florida. Rather, he said, the increase could be due to seasonal fluctuations. Moreover, a witness from Dade County, Olga Connor, testified that in the Miami area the number of recipients had declined in March.

Reliable data on elderly food stamp recipients will not be available until later this year, possibly not until next year. However, a small survey conducted by NACo's Research Foundation (NACoRF) indicates that elimination of the purchase requirement may be attracting younger, not older, families to the program.

As Sen. Quentin Burdick (D-S.D.) observed during the hearing, "we may be losing rather than gaining elderly participants because of recent changes."

"The first and greatest reason the elderly have not participated in the program," he asserted, "is pride. It's important to the elderly that they participate with dignity."

Greenstein replied that eliminating the need to buy food stamps at a bank should help to maintain the elderly's dignity. And, Greenstein added, in rural areas it will save a monthly trip that might be 20 or 30 miles long.

NACoRF's survey results agree

See FOOD, Page 10

SOCIAL SECURITY SYSTEM

Mandatory County Coverage Is Opposed

NACo expressed strong opposition last week to any forced inclusion of states or local governments in the Social Security system in testimony before HEW's Universal Social Security Coverage Study Group.

Speaking on behalf of NACo, Philip J. Tierney, legislative counsel for the Montgomery County (Md.) Council and a member of NACo's Labor/Management Steering Committee, said mandating universal Social Security coverage for local and state government employers and employees was unconstitutionally impermissible and would significantly increase pension plan costs.

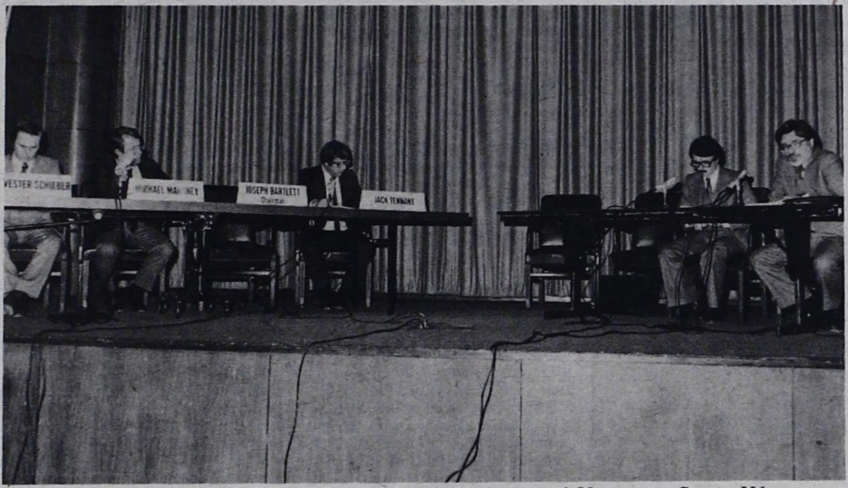
"NACo supports the optional inclusion of the public sector workforce in the Social Security system and strongly opposes efforts to mandate coverage of the public sector workforce," Tierney said.

"While we support efforts by the Congress to improve the Social Security system so that withdrawals will be considered less necessary or attractive, it is our position that the option for withdrawal should remain as it is under current law."

Tierney noted that mandatory Social Security coverage would result in a tax (the Social Security tax) being imposed not only upon the employee but also directly upon the employer, the state or local government. He predicted that such a tax would eventually be struck down by the courts primarily because of the question of the constitutionality of any general levy of the employer tax on local and state government.

TIERNEY CITED in support of NACo's position the U.S. Supreme Court's 1976 decision in *National League of Cities v. Usery* which held unconstitutional the application of the mandatory minimum wage and overtime provisions of the Fair Labor Standards Act to state and local governments.

"While that decision was specifically based on the constitutional relationship of the states to the federal government under the Commerce Clause, we believe the court's reasoning is also applicable with respect to the power of the federal government to tax the states and their political subdivisions," he stated.



SOCIAL SECURITY DEBATE—Philip J. Tierney, right, legislative counsel, Montgomery County, Md. expresses NACo concern over proposed mandatory Social Security coverage. Also seen are, from left, Sylvester Schieber and Michael Mahoney, HEW study group members, Jack Tennant, director of the group, and Chuck Loveless, NACo staff. Joseph Bartlett is chairman of the group.

Current figures indicate that approximately 70 percent of counties and other local and state government employees are covered by Social Security. If this coverage was mandated for those local governments which do not participate in the system, Tierney predicted that the cost would be "staggering" for both employers and employees.

The Ohio Civil Service Employees Association has estimated that universal coverage would cost Ohio's 500,000 public employees an additional 1 to 2 percent of their biweekly gross pay and that there would be major additional expenses for public employers.

East Baton Rouge Parish, La. has estimated that if only its new employees are compelled to participate in the Social Security system, the cost to the parish's retirement system—solely for maintaining its existing retirement program for current employees—would be an additional $750,000 to $1 million annually.

Tierney said that another cost associated with universal coverage, while not readily adaptable to dollar measurement, would involve employee dissatisfaction and departure of key employees because of the destruction of independent retirement systems.

He predicted that any short-term financial benefit to the Social Security system of universal coverage would soon be offset by the administrative and legal difficulties involved in implementing such coverage and by the eventual benefits that would have to be paid out to the newly covered public employees.

"By simply adding approximately 3.5 million local and state government employees in jurisdictions which choose not to participate in Social Security, along with the increased liabilities accompanying such participation, the financial problems of the Social Security system will not be solved," Tierney said. "Indeed, over the long run, we believe the pay-out necessitated by these increased liabilities would be greater than the pay-in."

NACo's testimony was presented as the HEW Study Group wound up its scheduled nationwide hearings. The hearings are part of a comprehensive HEW study, authorized by the Social Security Amendments of 1977, on the feasibility of mandating universal Social Security coverage. The study group is expected to issue its final report later this year.

—Chuck Loveless

Second Annual Eastern Federal Aid Conference

May 6-8
Landmark Motor Inn
Jefferson Parish
Metairie, La.
(New Orleans)

Sponsored by NACo and the Council of Intergovernmental Coordinators

Conference will focus on legislative proposals to streamline the grants process, regulatory reform and sunset legislation. A number of workshops will be conducted on specific federal programs.

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 registration forms were to be postmarked no later than April 15. Refunds of the registration fee will be made if cancellation is necessary, provided that written notice is postmarked no later than April 22.

Conference registration fees are to be made payable to NACo: $95 member county
$125 non-member county or government
$150 all other

Conference Registration (please print)

Name____________________

County____________________

Title____________________

Address____________________

City__________ State_____ Zip_____

Telephone(_____)__________

Hotel Reservations (Landmark Motor Inn)

Please circle desired rate: Single $26
Double: $30

Occupant's name____________________

Arrival date/time____________________

Departure date/time____________________

Co-Occupant____________________

Send preregistration and hotel reservations to NACo/CIC Federal Aid Conference, 1735 New York Avenue, N.W., Washington, D.C. 20006. **For further housing information call the NACo Conference Registration Center: 703/471-6180.**

For further program information, contact Linda Church at 202/785-9577

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CETA Regs

NACo Views Reflected in Final Version

Final regulations covering most aspects of the Comprehensive Employment and Training Act (CETA) are in NACo's view substantially better than previous drafts. Comments by NACo, CETA prime sponsors and other groups had a definite impact on the final regulations which became effective April 1. They are easier to read and inter-title provisions such as eligibility and grant instructions are consolidated for easier reference.

The regulations emphasize four major objectives:

(1) Targeting Services to Persons Most in Need. Stricter eligibility standards apply to potential CETA participants. Clients in all these programs except Title VI (public service employment) and Title II-C (upgrading and retaining) must be economically disadvantaged.

Services must be provided equitably to demographic groups in the eligible population (age, race, sex, and national origin) and efforts must be made to serve those most in need in the eligible population for each program. Groups to receive special consideration include Vietnam-era and disabled veterans and public assistance recipients.

(2) Coordination of Planning and Delivery of Services. Regulations governing the planning process are much more detailed. Groups such as private employers, education officials, labor representatives, and community based organization representatives must be fully involved in the planning process and considered as subcontractors.

(3) Transition into Unsubsidized Employment. Efforts at placing CETA participants in unsubsidized jobs are to be increased. Each prime sponsor must establish a private industry council (PIC) to assist in program planning and operation, and placement activities. Each participant in Title II must have an individualized employability plan to assure maximum effort at placement.

(4) Prevention of Fraud and Abuse through Improved Program Management. CETA sponsors are required to develop much more elaborate and controlled eligibility determination systems, internal monitoring units, assessment systems and complaint processes. The legislation and regulations are more specific in these areas.

Other important provisions of the regulations include:

- The submission of one master plan covering general policies and systems for all programs. These would only be modified when those systems or policies change.
- One annual plan divided into subparts for each program outlining specific policies and goals for each title or program.
- A 30 month limitation on participation in CETA except for public service employment which has a limit of 18 months (12 months for those on board prior to April 1, 1978). Participation in work experience is limited to 1,000 hours. Waivers are allowed for these limitations in some cases.
- Placement of CETA participants in the *immediate* office of the chief executive official is prohibited, otherwise the restrictions on political activities apply to CETA enrollees.
- Average wage indices have been established for each sponsor with the overall 1979 national average being $7,200 for public service employment.
- Supplementation of CETA wages using local funds is allowed only in Title VI and only up to 10 percent of the CETA wage ceiling ($10,000-12,000 depending on the area) for any participant.
- A new activity called upgrading and retraining is allowed which will enable sponsors to train those already employed for better jobs in some circumstances.
- A new Title VII (private sector initiative program) has been added to encourage more involvement with private employers. Regulations in this area are less restrictive than elsewhere in CETA.

For more detailed information on these regulations, please contact the NACo employment staff.

May 1 Deadline

Counties that plan to be CETA prime sponsors in fiscal '80 must send a preapplication to the Department of Labor by May 1, according to an April 3 announcement in the *Federal Register*. Generally, a county should have a population of 100,000, excluding any city of that size, in order to be eligible. However, smaller counties can join an eligible city or county in a "consortium" to serve as prime sponsor. Otherwise, the CETA efforts of smaller counties are administered through the state.

Counties must submit a preapplication whether or not they have served as a prime sponsor in the past. Call NACo's employment staff if you need additional information.

A NACo RESEARCH PROJECT

Saving Agricultural Land

Every year, the United States loses 1 million acres of agricultural land to development and other nonagricultural uses. This loss has profound consequences for America's ability to meet international food demands and provide agricultural products to our own metropolitan areas. Recognizing this serious trend, county governments are studying methods for protecting agricultural land from conversion to nonagricultural uses including zoning, agricultural districts, differential tax systems and development rights purchase.

To help in this effort, NACo's Research Foundation (NACoRF) has received a two-year grant from the Rockefeller Brothers Fund to (1) study the national policy issues of agricultural land loss in the United States, (2) to develop information materials which report on the factors contributing to that loss, and (3) to identify methods which counties, states and the private sector can use to keep agricultural land for future production needs.

NACoRF's Agricultural Land Information Project will conduct a series of agricultural land issue forums which will bring together a range of interest groups and individuals to address the national policy implications for continued farmland loss.

Forums will focus on the studies nearly completed by the Department of Agriculture and the General Accounting Office documenting the rate of agricultural land loss and the use to which agricultural land out of production is being put. At least two forums will be conducted during the first year of the project.

CLEARINGHOUSE

The NACoRF project will also establish a clearinghouse on agricultural land information, and prepare an information packet, citizen's guide, and other resource information for use by county officials and other interested groups.

Two reports will be prepared early in the project which will summarize key federal programs affecting agricultural land, and identify those programs which encourage the loss of agricultural land and programs which assist with its retention.

State, county and other local government agricultural land protection programs will be identified and a resource file containing policy statements, legislation, implementation methods, and other key program information will be maintained to assist counties and other interested persons.

NETWORK

NACoRF will identify a series of organizations and individuals at county, state and national levels who have an interest in protecting agricultural land to receive information and to participate in national policy forums. This effort will also be designed to provide assistance to state associations of counties, other citizen groups, agricultural organizations and conservation groups.

NACo policy supports county and state efforts to preserve agricultural land. *The American County Platform* calls on federal agencies to conduct their activities consistent with county and other local protection programs and supports legislation to establish a demonstration assistance program to foster the development of methods for protecting agricultural land.

The NACoRF Agricultural Land Project will be launched during May and it is anticipated that the first of the policy forums will be held this summer. Counties interested in receiving information about the project can contact Robert Weaver, associate director, NACoRF, 1735 New York Ave., N.W., Washington, D.C. 20006, 202/785-9577.

Info on Food Stamps Sought

NACo's Welfare and Social Services Technical Advisory Committee will meet April 30 and May 1 at NACo headquarters to discuss problems counties are having with the new food stamp law. The committee would like to hear from counties who are having problems. It would also like to receive copies of the food stamp forms which must be processed by the county.

The committee expects to meet with Department of Agriculture officials to explain the difficulties counties are experiencing. Please send information to Diane Shust at NACo.

Help Us Trim Program Waste

Dear County Official:

Last year, in an effort to control federal spending responsibility and eliminate the existing waste and fraud at the federal level, we joined together in a bipartisan effort called the "Save-Our-Bucks" task force. Through the efforts of this group we were able to reduce federal waste by at least $1.3 billion.

We believe similar efforts to reduce waste in our federal assistance system are necessary. The system, as you know, is chronically afflicted with small, overlapping programs that are costly to administer, often inefficient in reaching their goals and burdened with excessive regulatory and paperwork requirements.

So Congress may effectively and responsibly control federal spending and improve the efficiency of the existing grants system, we need your help in identifying ways to make federal assistance programs less costly and thereby achieve better results for each tax dollar spent. As leaders at the state and local level, you have a working knowledge of federal assistance programs and have ideas regarding where government assistance should be restructured and improved. We are now turning to you for those suggestions to help us devise a sound strategy for controlling government spending.

Therefore, we need to know which specific programs or policies you feel should be consolidated or streamlined and any other general program improvements you feel are necessary. What we are seeking are ways to control program expenditures while improving program effectiveness. Your cooperation will help us respond to the needs of our citizens while strengthening our system of American federalism.

We applaud the recent grant reform proposals suggested by various state and local leaders and believe that if federal spending is brought under control carefully, in close consultation with state and local leaders, real savings of the citizens' tax dollars can be realized at all levels of government.

We hope you will take the opportunity to work with us in this vital effort.

Sincerely,

Richard Stone
U.S. Senate

William V. Roth, Jr.
U.S. Senate

John C. Danforth
U.S. Senate

William Proxmire
U.S. Senate

Sam Nunn
U.S. Senate

John H. Chafee
U.S. Senate

Richard G. Lugar
U.S. Senate

NACo FEDERAL GRANTS-IN-AID SURVEY

1. What federal programs should be consolidated in the form of a block grant?

2. What specific federal requirements in assistance programs are burdensome in terms of:
a) costs

b) paperwork

c) overlap with other federal requirements

d) overlap with other state or local requirements

3. To what extent, if any, does federal reporting requirements (accounting and programmatic) tax the capabilities of local staff?

4. What portion of your local budget is dependent on federal funds?
a) If federal assistance were suddenly cut, or eliminated, how would you make up the difference in your budget (i.e., by raising taxes eliminating services, etc.)?

5. To what extent has the Office of Management and Budget (OMB) interceded in your behalf in problems arising from federal grants management (i.e., federal management circulars involving standard administrative procedures and cost accounting)?

6. In applying for and managing federal assistance programs, have you found the federal regional officies to be helpful? Were staff familiar with the policies and procedures of the national office? If there were problems, give some examples.

Responses to these questions can be written on this page or attached to a separate sheet of paper. Please send all responses to Linda Church, National Association of Counties, 1735 New York Avenue, N.W., Washington, D.C. 20006.

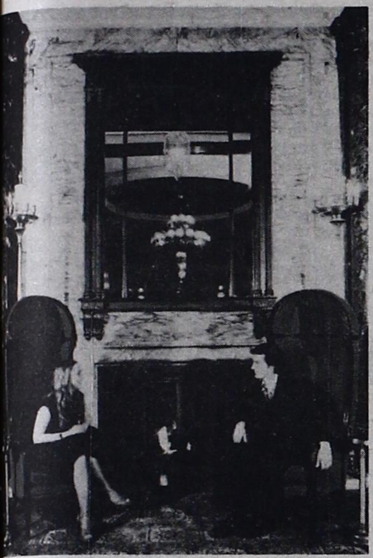
Delegates to Enjoy Midwest Hospitality

JACKSON COUNTY, MO.—Every year ousands of people visit the "Heart of merica" in Kansas City—a clean, hospitable d enjoyable city with one of the largest com- lete convention centers in the country, rrounded by first class hotels, fine restaur- nts and outstanding entertainment.

County officials will have the opportunity to ceive this midwestern hospitality July 15-18 NACo's 1979 annual conference, hosted by ackson County.

NACo meetings will take place at the Kansas ity Convention Center, which provides 0,000 square ft. of meeting and exhibit space. nderground passageways take conference articipants to two major hotels and one square ock of underground parking centered in the iddle of the complex with an overhead park r strolling.

Adjacent to the center is the Radisson uehlebach Hotel, a landmark built in 1915, hich recently underwent an $8 million storation. The initial phase of the renovation included construction of a Haberdashery Restaurant, a lively "peanut pub" dedicated to former President Harry S. Truman. Designed for those who prefer the ultimate, Le Carrousel is furnished in elegant French styling, reflecting the grandeur and tradition of the renowned hotel. A plantation atmosphere is reflected in the Greenery Coffee Room, and a new Lobby Lounge has been added. The new Radisson Muehlebach can truly be termed "a grand restoration of the good things in life."



eautiful marble fireplace, adding to the elegant at- phere in the Lobby Lounge at the Radisson hlebach.

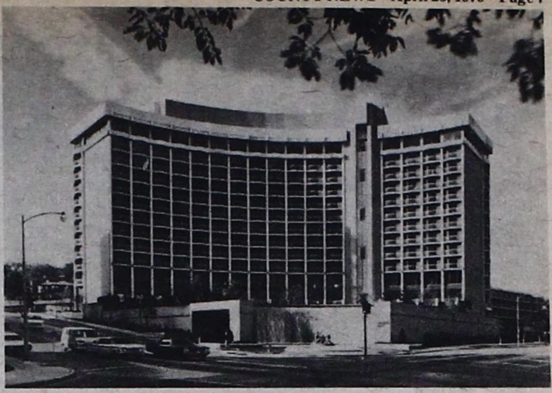
Just minutes from downtown Kansas City is Crown Center, an 85 acre "city within a city". This ambitious development, privately financed and developed by Hallmark Cards, Inc., includes the Crown Center Hotel. Adjacent to the hotel, the Crown Center Shops offer an indoor retail center with 85 unique shops and boutiques, which range from sophisticated fashions and furs to an open market. There are eight restaurants, including a cafe offering ethnic and specialty foods. For children between the ages of 5 and 12 there is Kaleidoscope, a 90-minute creative artshop. At the Crown Center hotel a "must see" is the dramatic five-story high indoor tropical garden that forms a spectacular backdrop in the hotel lobby.

ANOTHER POPULAR SPOT is the Alameda Plaza Hotel, located on Kansas City's Country Club Plaza—a Spanish-styled marketplace with tree-lined sidewalks, sparkling fountains, wrought iron-encompassed courtyards, tiled murals and statues. The Country Club Plaza, the fashion center for the Midwest, was the nation's first major shopping district. The shopping center has over 180 establishments including eight movie theatres, over 26 restaurants and specialty shops of every description. The Alameda Plaza features continental cuisine on the Alameda Roof which overlooks the Country Club Plaza.

Directly across the street from the Alameda Plaza and owned by the Alameda Corp. is the Raphael, modeled after the classic "little" hotels of Europe.

Also near the Country Club Plaza is the Hilton Plaza Inn, which features the Kona Kai Restaurant serving Polynesian food.

These hotels represent just a few of the many fine hotels in Kansas City. For registration information, see ad on the accompanying page.

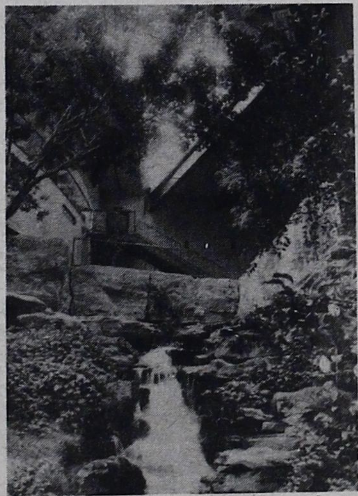


The Alameda Plaza, a 14 story Spanish styled hotel.

NACo's annual meeting will take place in the heart of Kansas City at the Kansas City Convention Center.

The Country Club Plaza near the Alameda Plaza Hotel.

hough only a dozen blocks from the heart of downtown Kansas City, the room Crown Center Hotel overlooks public parks in two directions.



Outstanding highlight of the Crown Center Hotel is its spectacular indoor tropical garden. The botanical extravaganza was carved from a massive limestone outcrop to form a dramatic backdrop for the hotel's lobby.

The Radisson Muehlebach, one of the finest examples of urban preservation in American history.

COUNTY CONCERNS BYPASSED

"3-D" Bill to Minimize Federal Role

Fourth in a series

When the Congress reconvenes this week, Senate Finance Committee Chairman Russell B. Long (D-La.) will continue consideration of four different "catastrophic health insurance proposals." Three of these were introduced by the senator himself.

The fourth proposal is a Republican alternative (S. 748), affectionately known as the "3-D" bill after the three cosponsors, Sens. Robert Dole (Kan.), Pete Domenici (N.M.), and John Danforth (Mo.). Their plan envisions a much more moderate role for the federal government than Sen. Long's proposals. Introduced March 26, the "3-D" or Dole bill is the subject of this week's *County News* series on National Health Insurance.

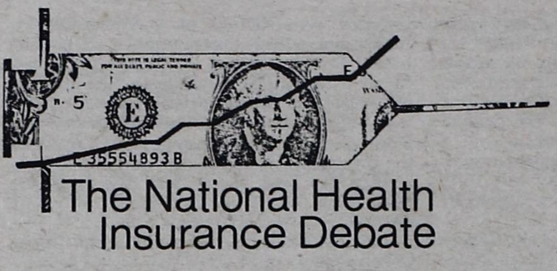
The three Republican senators presented their bill as an alternative to those of Sen. Long. Long, determined to push some form of catastrophic health insurance coverage through his Finance Committee and the Senate this year, has introduced three different versions, two of which were reviewed in the first article of this series (*County News*, April 2). Those three bills are summarized below:

S. 350: A three-part bill co-sponsored, as in previous years, by Sen. Abraham Ribicoff (D-Conn.), the measure creates a catastrophic health insurance program; standardizes and federalizes Medicaid and creates a health insurance plans for the working poor who do not qualify for Medicaid; and creates a program to encourage the standardization of private insurance plans.

S. 351: Sponsored by Long but lacking Ribicoff's support, this bill is identical to S. 350 except that it drops Part II relating to Medicaid, thus saving an estimated $12 billion annually.

S. 760: Introduced March 26 as a supplement to his other two catastrophic health insurance bills, this Long bill would require employers to provide catastrophic health insurance for their employees and their dependents. The measure would also provide a tax credit to others who purchase catastrophic coverage on their own behalf and it would replace Medicaid with a federal medical assistance program for low-income persons by stimulating the availability of basic health insurance through private carriers.

Sen. Long evidently introduced this latter alternative to his original catastrophic bills, which were financed by a 1 percent payroll tax on employers, as a tactical move when he learned that the Administration would oppose his method of financing. S. 760 would require employers to purchase outright catastrophic insurance for their employees. When he introduced S. 760, Long noted its similarity to the Administration's proposal (*County News*, April 9, 1979).



THE REPUBLICAN ALTERNATIVE

Sens. Dole, Domenici and Danforth stepped into this complex arena with their own catastrophic insurance package (S. 748) to offer "a choice, not an echo."

Their bill contains three key parts: first it would expand the range of benefits for those now covered by Medicare and provide them with a degree of catastrophic protection. These improvements would cost an estimated $500 to $700 million a year. Second, it would require employers to offer a catastrophic health insurance plan to all full-time workers; and third, it would authorize the federal government to negotiate between insurance companies and uninsured persons in contracting for catastrophic coverage and to help underwrite those policies in some cases.

The existing Medicare provisions that would be improved by the "3-D" bill include those affecting payment for inpatient hospital services, skilled nursing home services, home health services, and mental health care. Medicare recipients would be protected against catastrophic hospital costs by deletion of the limitation on the length of reimbursable in-patient stay, and by elimination of all hospital co-insurance requirements. The basic hospital deductible would remain.

The bill also would establish a fairly moderate program of protection from those catastrophic medical expenses covered, but not fully reimbursed by, Part B of Medicare, such as large doctor bills. An individual would be eligible for these benefits after incurring $5,000 expenses for any covered services (or $1,000 in out-of-pocket expenses based on co-insurance payments). After a person meets this test, Medicare would pay for 100 percent of reasonable costs. Under the present system, Medicare usually pays for 80 percent of "catastrophic" Part B expenses. There would be no fundamental change in the Medicare financing structure once these improvements were implemented.

The second key part of the bill simply requires all employers to offer their workers group health insurance, in contrast with the payroll tax financing mechanism of S. 350 and S. 351. These employer-sponsored plans would have to offer certain catastrophic benefits, similar to those described in the first section of the bill relating to Medicare.

Another point of departure from S. 350 and S. 351 is the provision in this section of the "3-D" bill permitting employer-employee cost sharing: a worker could be required to contribute up to 25 percent of the cost of the policy. Both employers and employees would be allowed to deduct a certain amount of the cost of the premiums if the plan conforms to federal standards.

The third basic element of the bill would offer protection to those not covered by Medicare, Medicaid, or private insurance. It would authorize the Secretary of HEW to enter into agreements with private insurance companies for them to make policies available with catastrophic benefits similar to those described above. Low-income persons would be eligible for a subsidy to defray part of the cost of the policy. This subsidy would be "indexed" so that persons with no income would pay nothing.

The bill also has additional language requiring state Medicaid programs to provide recipients with certain minimum catastrophic coverage.

COUNTY CONCERNS

As with Sen. Long's catastrophic plans, the "3-D" bill would address few if any of the major concerns of counties. These include:

- The impact on county match under Medicaid;
- The degree to which this proposal covers the medically indigent who are presently served by county government;
- The adequacy of reimbursement for services provided by county health care facilities;
- The kind of incentives which are included for disease prevention and public health services, which are important contributions of county government to America's health systems;
- The role of state and local government in establishing reimbursement rates and benefit policies.

CATASTROPHIC PLANS CRITICIZED

At hearings before the health subcommittee of the Senate Finance Committee March 28, the National Urban League, the Group Health Association of America and the AFL-CIO voiced sharp opposition to the catastrophic proposals saying that the poor would receive few benefits from them. The National Urban League testified, "It is unfortunate that, with so many receiving little or no health care, we are now concentrating on a health insurance plan which is designed to serve only a small segment of the population." The AFL-CIO said the bill "would not pay for needed care until after people incurred initial high expenditures they cannot afford." And Group Health added that the bill would "result in low-income persons subsidizing major medical coverage for high-income persons."

The debate will go on, orchestrated primarily by Sen. Long. Sen. Edward Kennedy (D-Mass.) and the Administration are yet to introduce their proposals for comprehensive national health insurance coverage which would include catastrophic benefits.

It is far from certain whether the Congress will pass any form of catastrophic coverage and more uncertain whether it will pass a comprehensive plan.

—Thomas E. Price, NACo

MEDICARE/MEDICAID AGENCY

Efficiency is Object of Reorganization

The Health Care Financing Administration (HCFA), which administers the Medicaid and Medicare programs, will have a new look in organization structure to go with its relocation to Baltimore, Md. (See chart below.)

Since Medicaid and Medicare reimbursements have a major impact on public hospitals, HCFA implementation of the reorganization will be followed with interest. In addition, counties in 16 states contribute directly to Medicaid.

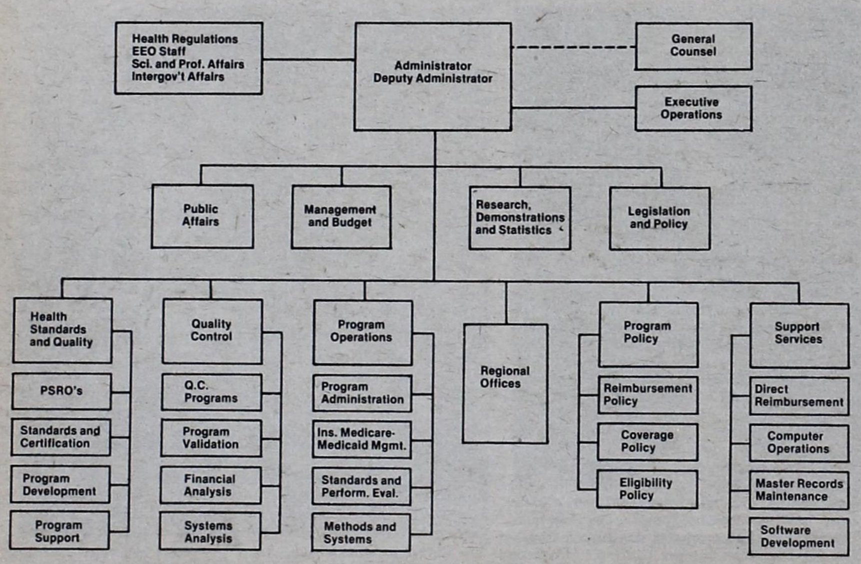
In announcing the change both HEW Secretary Joseph Califano and HCFA Administrator Leonard Schaeffer stressed that the reorganization will not affect benefits or eligibility for either Medicare or Medicaid.

The purpose of the move is "to integrate quality control, policy activities, program operations, and intergovernmental affairs presently divided between the two programs. This will promote greater efficiency in dealing with health care providers, said Califano, "as well as monitor health care cost increases under the President's guidelines."

Specific changes are as follows:

- A single Bureau of Program Policy to consolidate policy activities currently carried out in Medicare, Medicaid and the Office of Reimbursement Practices.
- A single Bureau of Program Operations to consolidate contracting and state activities currently carried out in Medicare and Medicaid.
- A new Bureau of Quality Control to consolidate the activities of Program Integrity and the Medicaid and Medicare quality control programs.
- A new Bureau of Support Services to consolidate centrally performed claims processing and other computer operations previously carried out in Medicare and in the Social Security Administration.
- A newly constituted Office of Intergovernmental Affairs to serve as a focal point for state agencies involved in Medicaid administration.
- A newly constituted Office of Research, Demonstration and Statistics to direct information gathering, analysis, and development of new approaches.
- A newly organized Office of Policy and Legislation to be the focal point for resolution of policy and legislative issues.
- An Office of Health Regulation within the Office of the Administrator to review selected HCFA and Public Health Service regulations to promote simplicity and to reduce reporting burdens.

HCFA regional offices will be reorganized along similar lines, but not until central office reorganization is completed. Timetable for regional office restructuring has not been announced.



Matter and Measure

NATIONAL TRANSPORTATION WEEK

President Jimmy Carter, in a proclamation published in the *Federal Register*, has declared Friday, May 18, 1979 as National Defense Transportation Day and the week beginning May 13 as National Transportation Week.

In his proclamation, President Carter stated, "Transportation is a vital force in our society. It moves the nation's goods, delivers the products of our farms and factories, and enables us to live and work where we please. Transportation enriches our economy and strengthens our defense ... I urge the governors of our states and other appropriate officials, organizations concerned with transportation, and the people of the United States to join with the Department of Transportation in observing this day and week."

FHWA DEMONSTRATION PROJECTS

The Federal Highway Administration (FHWA) will conduct two Region 15 demonstration projects on Highway Noise Analysis:

- April 25-27, New Mexico State Highway Department, Santa Fe; contact Tom Scanlon at 505/983-0100.
- May 2-4, Oklahoma Department of Transportation, Oklahoma City; contact Buddy Kidd at 405/521-2638.

FHWA will conduct a Region 15 demonstration project on Air Quality Model Calibration at the North Dakota State Highway Department, Bismarck; contact Gary T. Ritter at 701/783-4398.

WORKSHOPS ON ASPHALT EMULSIONS

The Wisconsin County Boards Association, working with FHWA and the Wisconsin Department of Transportation, cosponsored a workshop on asphalt emulsions for Wisconsin county officials, April 4-5 in Stevens Point, Wis. Working with a grant from the Wisconsin Department of Natural Resources, the workshop attracted representatives from 65 of Wisconsin's 72 counties. Total number of attendees reached 165.

As reported in the Feb. 5, 1979 issue of this column, FHWA is sponsoring workshops on use of asphalt emulsions in highway construction and maintenance. Developed by the Asphalt Institute, workshop presentations are conducted by representatives of the Institute and the Asphalt Emulsion Manufacturers Association.

- The following is the schedule for the remaining two-day workshops:
- April 24-26: Region 5; contact Richard Wasil at 312/799-6300.
- May 2-4: Kansas City, Mo.: contact Warren Edwards at 816/926-7892.
- May 16-18: Region 3; contact Jim Dunn at 301/962-3649.
- May 23-25: Region 1; contact Jack Keller at 518/472-4407.

FUTURE MEETINGS OF INTEREST

On urban transportation planning

The Department of Transportation (DOT), through the Urban Consortium and Public Technology, Inc., is sponsoring management forums on Urban Transportation Planning System (UTPS). The intent of UTPS, which consists of manual and computer aids, is to provide tools for planning and forecasting the impact of transportation improvements.

Forums will be held May 22 in Detroit and August 21 in San Francisco. For more information contact Irene Engelhaupt at 202/426-9271.

On bikeways, pedestrian and moped facilities

The Metropolitan Association of Urban Designers and Environmental Planners (MAUDEP) with other organizations is sponsoring an International Conference on the Planning, Design and Implementation of Bicycle, Pedestrian and Moped Facilities, July 3-6 at the Hotel del Coronado in San Diego, Calif. Conference themes cover planning, design and operational considerations, safety and education, role of government and industry, international experience, elderly and handicapped.

Registration is $145. For more information contact MAUDEP, P.O. Box 22, Church Street Station, New York, N.Y. 10008.

Guidelines Published for Transit and Development

Guidelines on the Urban Mass Transportation Administration's new urban initiatives program were published in the April 10 *Federal Register* and outlined projects and project costs eligible for funding under the program. UMTA has set aside $200 million for fiscal '79 to assist in financing urban transit and transit-related projects that improve public transportation, encourage economic and community development and stimulate employment.

Local governments are eligible recipients of urban initiatives grants and loans. Applications will be processed through UMTA's regional offices and the most promising projects will be referred to UMTA headquarters where they will be placed in national competition for funding.

The guidelines require projects to extend beyond the scope of traditional transit improvements to clearly demonstrate a significant degree of impact on the urban physical and economic environment, including increased private investment, enhanced interagency coordination and support of social goals including increased employment opportunities and accessibility for disadvantaged youths." Eligible categories include:

- Intermodal transfer facilities;
- Transit malls;
- Joint development projects.

UMTA is using a three-step project selection process which:

- Determines the extent to which the project meets objectives of the President's urban policy;
- Gives preference to projects located in distressed areas, coordinated with other federal agencies, and representing a unique opportunity to meet high priority local needs consistent with the President's urban policy objectives;
- Determines that projects meet standard UMTA Section 3 requirements.

For more information and an application, contact UMTA field offices; for copies of the guidelines, contact Karen O'Rourke at NACo. Comments on the guidelines should be sent by June 1 to Marlene Glassman at NACo.

Aircraft Noise

Various Bills Move through Congress

As expected, Sen. Howard Cannon (D-Nev.) is again moving an aircraft noise waiver bill (S. 413) through Congress. The bill, which NACo strongly opposes, would allow the Secretary of Transportation to grant waivers to airlines which claim they cannot meet the 1985 aircraft noise standards.

The bill, which the Senate Commerce Committee received on a waiver from the Budget Committee is expected to go to the Senate floor this week.

NACo has fought hard over the past years to ensure that existing aircraft noise standards, which require quieter planes by 1983 and 1985, are achieved. The airlines maintain that they need help, given the capital requirements for meeting the 1985 noise standards.

NACo believes that because airline profits have soared in the last year and because the majority of the nation's airlines have still not installed retrofit kits, the deadlines should not be waived. However, as long as the debate in Congress continues, the airlines will not move toward compliance.

When the bill reaches the Senate floor, Sen. Jacob Javits (R-N.Y.) plans to offer an amendment that will delete the entire waiver provision.

In addition, Sen. Bob Packwood (R-Ore.) ranking minority member, will offer an amendment that would not allow the Civil Aeronautics Board (CAB) to impose the bill's 2 percent rate surcharge, unless the airlines rate of return on investment falls 5 percent. According to the latest figures, the airlines' rate of return on investment is now about 14 percent.

In the House, a companion bill (H.R. 2458) has been introduced in the Public Works Committee by the chairman, Harold Johnson (D-Calif.) The committee's aviation subcommittee chairman Glenn Anderson (D-Calif.) has refused to cosponsor the measure.

County officials with an aircraft noise problem or increasing development in and around their airports, or whose airports are experiencing increased air traffic, should urge their senators to oppose Sen. Cannon's bill and support the Javits and Packwood amendments.

Two new aircraft noise bills have been introduced in the House, one by House aviation subcommittee Chairman Glenn Anderson (D-Calif.) (H.R. 3599) and by Rep. Norman Mineta (D-Calif.) (H.R. 3547). The Anderson bill differs from the Cannon and Johnson bills by containing no "good cause" or "new technology waivers" past 1985. However, noisy two-engine jets that mainly serve small communities can continue to be operated.

Mineta's bill eliminates the "new technology" waiver as it applies to four-engine aircraft and drops the "good cause" waiver. The bill does allow operation of two- and three-engine aircraft past the current noise compliance dates if the airline has entered into a contract for quieter (Stage 3) aircraft by Jan. 1, 1981.

Deregulation Poses Threat to Small and Rural Counties

Congressional efforts to deregulate major transportation industries are being watched with some alarm by small and rural counties and other local governments. They fear that the cutbacks in service to small and medium-sized communities may far outweigh the touted benefits of increased industry growth and competition, and lower prices to consumers.

Their fears are shared on Capitol Hill. Senate Majority Leader Robert C. Byrd (D-W.Va.) recently told his colleagues that he would not support efforts to relax federal regulations of the railroad and trucking industries if such cutbacks would result.

Byrd was also critical of airline deregulation which he said was described by the Carter administration last year as a stimulant to industry competition, an anti-inflation bill, and a boon to the consumer. (See related story.)

"Since we now have some seven months of experience behind us, the actual picture is not so rosy," he noted.

Byrd said that while there have been some fare reductions on certain routes, the airlines have in fact established a "quagmire" of unequal fare regulations.

FAR FROM BEING anti-inflationary, Byrd continued, airline deregulation has allow air carriers to raise regular fares at every opportunity. "There was a 3.2 percent across-the-board increase on standard fares in November 1978," he noted, "and there is a pending request for yet another 4 percent increase."

Even more distressing, he said, is the rise in the number of air carriers seeking to abandon or reduce service.

"Such action can have a severe economic impact, particularly on the smaller and medium-sized cities which are being faced with cutbacks in air service."

Byrd added that the issue of abandonment of service to smaller communities also arises in connection with the proposed Railroad Deregulation Act.

"Unfortunately, railroads have shown a preference for abandoning lines rather than making the investment necessary for improved service," the senator declared.

Increased rail cutbacks would make the nation's communities even more dependent on truck transport.

AS A RESULT, deregulation of the trucking industry would cause serious problems for the nation's nonurban areas, according to Bennett C. Whitlock Jr., president of American Trucking Associations, Inc., the national trade association for the trucking industry.

Whitlock noted recently that deregulation would jeopardize motor carrier service and vastly increase rates to tens of thousands of small communities that now, by law, must be served.

Whitlock added that predatory pricing wars among trucking firms on more profitable routes would bankrupt many of the country's 16,600 regulated interstate motor carriers, encourage wholesale mergers, and result in an industry dominated by a few giant companies.

In contrast to the chaotic environment of a deregulated trucking industry, Whitlock said the present system of regulatory controls has assured service to every point in the United States (some two-thirds of America's communities are served only by trucks); maintained competition; required applicants to show a public need for a new trucking service; monitored carrier rate making, and promoted industry-wide adherence to safety standards.

Localities Facing Loss of Air Service Recruit Help

In an attempt to preserve their air service or to obtain adequate replacement service, counties and cities have hired Washington legal experts to prepare submissions to the Civil Aeronautics Board (CAB), and, in the case of Oneida County, N.Y., to go to court.

Last Oct. 24, the President signed the Airline Deregulation Act of 1978. Airlines were given greater freedom to enter new markets, leave old markets and lower fares.

Under the Airline Deregulation Act, an airline can leave a community on 90 days notice. If the airline has been providing "essential air service," the CAB can hold the carrier for 30 days or until a replacement is found. This means a minimum of two round-trips five days a week or the level of service in 1977, whichever is less. If needed, the CAB can subsidize a carrier providing essential air service.

The guarantee of service was included in the act to protect small communities (approximately 50,000 or under), many of which had lost service over the past 10 years. Opponents of deregulation claimed that many more small communities would lose service if the act passed without this assurance.

ALTHOUGH THE deregulation act specifically instructs the CAB to "solicit" and give "great weight" to the views of the communities, local officials have found the CAB not especially sensitive to their informal pleas. It appears that, like many federal agencies, even with a mandate to respond to local officials, the CAB responds best to formal presentations by experts.

As a result of complaints by communities that have lost certificated airline service, the Senate aviation subcommittee, chaired by Sen. Howard Cannon (D-Nev.) plans to hold oversight hearings April 25, to review the results of deregulation, only six months after the Airline Deregulation Act went into effect.

Local governments facing airline abandonment or service reductions should pool their resources with neighboring communities so that their concerns will have added weight with the CAB. They should also work closely with their congressional offices.

Counties encountering problems with the CAB should be working with Tom Bulger of the NACo staff to develop a strategy which will work for their community.

Recreation Takes on Many Guises

PRINCE GEORGE'S COUNTY, Md.—Members of the National Association of County Park and Recreation Officials Board of Directors recently gave recreation students a taste of what it's really like to run a county program. The symposium on trends in county parks and recreation was sponsored by NACPRO, a NACo affiliate, and the Department of Recreation at the University of Maryland.

Eugene Young, superintendent of the recreation and park commission in East Baton Rouge Parish, La., told students that this commission has been able to sell its last three tax proposals to the public while other agencies in the community have lost such programs, or won them only by a slim margin.

He ascribes his success to a promotion campaign which draws on the enthusiasm of citizen boards and advisory groups, park staff, volunteers and the park users themselves. He gave students an outline of a well-orchestrated promotion effort that shows citizens how the proposed tax election will benefit the neighborhood in which they live.

Frank Stramler of Kern County, Calif. reported that the "effects of Proposition 13 on county park and recreation departments in California has been one of much concern and uncertainty." His own county department was hard-hit, with a reduction in funding of 38 percent and in staff of 64 percent.

All cultural and recreation programs were eliminated and acquisition/development projects were deferred. Where user fees have been adopted by California local parks and recreation agencies to make up for lost revenues, they have generally been accepted, he noted.

Stramler outlined for the students the "negative and chaotic effects" of Proposition 13, but also said the most positive effect on local government has been that of forcing all departments to do a better job of management. The long-term effects, he said, will depend on the status of state assistance.

Don Hull, of Accomack County, Va. and president of NACPRO described the cultural and arts programs started recently in his rural county, isolated from the rest of the state by the Chesapeake Bay. His department, with community, state and federal help, has sponsored a marching band, drama presentations, an artist-in-residence and an arts and crafts festival.

He noted that as a direct result of the new activities, delinquency dropped 50 percent in the community. "The programs have created a spirit of cooperation among all segments of the population," he said.

Ray Printz of Jefferson County, Colo., described the "open space" program in his county. Development had been threatening the natural environment people had come to the area to enjoy, but in 1972 the citizens voted a sales tax to fund the acquisition of open space lands. With the help of some donations of land, the county now has 10,500 acres of recreation lands for hiking and horseback riding. Printz described the program as a "guaranteed lifetime endowment" for area residents.

Finally Gary Haller of Johnson County, Kan. told students that the key to running a successful program is communication. Know what is happening at the national and state levels, he advised, and tell them how their actions affect local government. Know what community park and recreation agencies in your county are doing, and "try to put the county department into the role of a coordinating agency," he said.

Haller discussed the issues surrounding operating park programs with user charges as well as free services, and described a computer program enabling his county to figure "cost-benefit" recreation services.

NACPRO hopes to hold future symposia at universities in order to show students the practicalities of working in a political environment.

SUCCESSFUL RECREATION PROGRAMS—Speaking at a symposium for recreation students are Don Hull, left, director of parks and recreation, Accomack County, Va., NACPRO president, and Ray Printz, Jefferson County, Colo.

Changes in Jury System Improve Court Efficiency

Jury reform efforts tested by the Law Enforcement Assistance Administration (LEAA) indicate that court systems can become more responsive to the juror and more efficient as well. According to experiments with courts in 18 states, procedures that increase the number of jurors serving, but decrease the time they serve, resulted in the following benefits:

- Wider citizen participation with nearly four times as many citizens serving;
- Reduced juror hardship with average juror days served cut from nine to two;
- Elimination of wasted juror time;
- Fresh jurors for each trial, unbiased by exposure to other cases, lawyers, or judges;
- Juror costs per trial reduced by a third.

The final report on the experiment is expected to be completed in August by the National Center for State Courts. Another organization, the Center for Jury Studies, has received a grant from LEAA to provide assistance to local officials who are interested in improving jury management.

The center has reviewed "one-day/one-trial" systems in seven courts and discovered annual savings of from $25,000 to over $50,000. The center cautions that the increased flow of jurors through a court system could be more costly unless managed properly. Reform measures, such as notification by first-class mail or telephone call-in, multiple listings for jury selection, and computerization to reduce paperwork, are usually required to improve the efficiency of the system.

Information and assistance is available from LEAA through the Office of Criminal Justice Programs, Adjudication Division, 633 Indiana Avenue N.W., Washington, D.C. 20531. This may include travel and per diem expenses for individuals who want to visit the site of a one-day/one-trial program and see it in operation. For more information contact John Gregrich, 201/376-2275.

ONGOING PROCESS

Historic Preservation Policy Issues Given

Interior Secretary Cecil D. Andrus has announced the priority issues to be included in the 1979 National Historic Preservation Policy Plan.

A special task force in Interior's Heritage Conservation and Recreation Service is responsible for coordinating the preparation of the National Historic Preservation Policy Plan, and later this year will recommend specific actions that the Interior Department can take to address each of the priority issues selected for study.

The issues are: 1) preservation philosophy and policy, 2) identification, evaluation, and recognition of cultural properties, 3) economics of historic preservation, 4) legal protection of cultural properties, 5) public education and awareness, 6) effective use of available funds, 7) roles of different government levels and private sector, and 8) relationship of archeological properties to other cultural properties in the preservation program.

Andrus chose these issues based on thousands of comments from in- dividuals, organizations, and insti- tions across the country. "Peop have told us what they are concern about, and we have listened ca fully. Their participation is the co of the project, and clearly reflects active and growing nationwide co mitment to historic preservation Secretary Andrus said.

The National Historic Preservati Policy Plan initiates an ongoing pr cess by which HCRS will devel major policy directions every fi years, activating them through a nual work programs. HCRS Dir tor Chris T. Delaporte explaine "Historic preservation today closely linked to the success of urb revitalization, economic developme and energy conservation; the poli plan will help us keep pace with t changes in these vital areas."

NACoR has available copies of th discussions on the comments HCR received. For more information, co tact Arleen Shulman.

Food Stamps Changes Eyed

Continued from page 3

that the rural elderly are finding it more convenient to obtain stamps. However, the survey did not find that the extra convenience increased the number of rural elderly recipients—at least in one small Kansas county.

"Reluctance to take food stamps among the elderly," explained a county welfare worker in Des Moines, Iowa, "goes much deeper than just the purchase requirement."

ELDERLY VS. YOUNG HOUSEHOLDS

Jeff Kirch, deputy director of the Food Research and Action Center, suggests why the elimination of the purchase requirement may be increasing the participation of younger families more than elderly households.

Formerly the elderly, in general, paid only $10 or $15 for their food stamps. Younger families usually paid much more because their households were larger (children) and required more stamps. Consequently, younger families had to put aside more money to purchase their stamps than the elderly.

Eliminating the purchase requirement, therefore, lifts a greater burden from younger families and induces more of them to participate in the program.

A FULLER SHOPPING BASKET—Food stamps contribute to better nutrition for the elderly.

More information on the effect recent changes in the food stamp program have had on the elderly and other recipients is needed. NACoRF's survey included only 12 communities, although they ranged from New York City and Los Angeles County to small rural counties in Kansas and Virginia. The Department of Agriculture is relying on "anecdotes."

County officials with information on either the impact of standard deductions or the elimination of the purchase requirement on the elderly are encouraged to send that information to the Aging Program at NACo.

Of particular interest is the effect of the changes on county-funded general assistance programs. Polk County, Fla., reported a 7 percent increase in expenditures in March because the county had to fill in where food stamps had been withdrawn from the elderly.

—Phil Jones, NACoR

Job Opportunities

CETA Director, Shiawassee County, Mich. Salary $15,954-$19,463. This position involves administration, planning, and coordinating the county CETA program under various titles of the act. Master's degree preferred in administration, social work or related fields. Three years applicable supervisory experience and counseling experience desired. Resume to: Shiawassee County Personnel Department, Courthouse, Room 103, Corunna, Mich. 48817. Closing Date May 15.

Director of Drainage, Jefferson Parish, La. Salary $30,000. Executive head of the department, primarily responsible for overall operation of extensive, high-capacity pumping system for storm water removal through a system of subsurface and open conduits, ditches, and canals. Experience with very large, diesel-drive pumps is essential, and a degree in professional engineering is required. Resume to: Personnel Selection Committee, Courthouse, Room 814, Gretna, La. 70053.

County Manager, Lincoln County, N.M. Salary $15,500 to $16,500. Oversee budgeting, road department, purchasing, assist elected department heads, planning and zoning commission and monitor other programs. Requirements: three to five years experience in local government budgeting and fund accounting; demonstrated experience in proposal and program development and familiarity with EDP desirable. Resume to: Administration, Box 711, Carrizozo, N.M. 88301. Closing date April 30.

Director of Environmental Management, San Mateo, Calif. Salary $36,171-$45,219. Five years of progressively responsible high level staff or line administrative/management experience, at least two years of which should have been in a large governmental agency. Some of the major functions of this department include: planning, housing and community development, housing authority, parks and recreation, building inspection and agricultural commission. Resume San Mateo County, Personnel Department, R wood City, Calif. 94063. Closing date May 18.

Medical Unit Manager, Jefferson County, K Salary $47,500. Medical doctor degree from accredited school of medicine. Two years of perience in medical practice. Must have K tucky license. Resume to: Jefferson County D partment of Personnel, 601 Old Louisville Tr Building, 208 S. Fifth Street, Louisville, K 40202, 502/581-6151.

County Administrator, Salary negotiab Rock County, Wis. To coordinate and direct administrative functions of county governme not otherwise vested by law in other bodies individuals; to appoint and remove most depa ment heads, subject to board confirmation; to prepare the county's annual budget. The ministrator is responsible to a 41-member bo of elected nonpartisan supervisors. A maste degree in public administration or closely rela field and at least five years of responsible m agement experience is preferred. Resume Personnel Office, Rock County Courthouse, S. Main Street, Janesville, Wis. 53545. Clos date: May 15.

Transportation Planner, Passaic County, N To direct countywide multimodal transporta planning program encompassing urban, subur and rural areas. Activities include transit stud air quality planning and elderly and handicapp needs. Support staff available. Requires a deg in planning, transportation planning or rela field and three years progressively respons professional experience in transportation pl ning. Resume to: James D. Rogers, Planning rector, Passaic County Planning Board, Cou Administration Building, 317 Pennsylva Avenue, Paterson, N.J. 07503.

Housing Costs Are Driving Californians into the Desert

by Neal Pierce

SAN BERNARDINO, Calif.—They may be the last generation of long-distance commuters, the final believers in unlimited energy, the last escapees from metropolitan America who still think they can work there.

By a thousand a week, they pour into San Bernardino and Riverside counties, those huge stretches of territory which reach miles and miles to the east of Los Angeles. Many settle in the fertile valleys; some even press deep into the Mojave Desert. Some are retirees; many more are willing to endure brutal daily auto commutes, 50, 60, even 100 miles a day to jobs in Los Angeles or Orange counties, so they can preserve their American dream of their own free-standing home in the sun.

Kenneth Topping, San Bernardino County's planning director, wonders about the newcomers' wisdom. They come, he notes, in search of what passes as "affordable" housing in California's super-heated real estate market—houses in the $40,000-50,000 range. "But if gas prices go high enough, the house will no longer be an advantage for those commuters," he warns.

Apparently few have that thought in mind. The two counties continue to gain new inhabitants at breathtaking speed. Riverside's planning director, Patricia Nemeth, tells how 10,000 building lots were approved last year for just one area off a major freeway. And both counties report an astounding increase in people building their homes—or planting their mobile homes—directly on the desert.

The *Los Angeles Times* reports that the desert is gaining "growing acceptance as a place to live, visit, play and work." And air conditioning-dependent, like commuting, on scarce energy supplies—"allows year-round living in comfort."

The sheer vastness of the these California counties—San Bernardino alone is bigger than Massachusetts, New Jersey, Rhode Island and Delaware combined—may be enough to swallow up the 1.4 million people who now inhabit them, plus the new arrivals. In the smaller valley and desert towns, residents say, there's still a feeling of individuality and place now lost in the nonstop "slurbanization" of many of California's coastal counties.

BUT THERE ARE serious worries. Recreational vehicles are savaging thousands of acres of fragile desert territory. In their threatened valley areas, a fraction of their total square mileage, the two counties harbor one of America's largest and most productive dairy preserves.

"We're clearly at a critical point between throwing those agricultural resources away or trying to keep parts of them viable for future generations," says Topping. He fears the area may "squander a very precious asset."

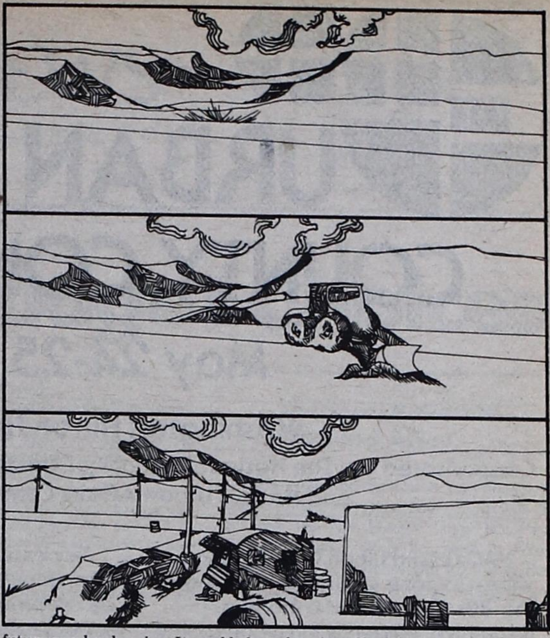
Is the head-over-heels residential development of San Bernardino and Riverside counties paying its own way? For some areas, there is coordinated planning and government-imposed development fees of as much as $4,000 for each new house. But in other areas of these counties, the fees are negligible and one sees the sure repetition of the dismal chain of events that wracked many previously suburbanized California counties.

In Santa Clara County, near San Francisco, Supervisor Dan McCorquodale described the process: Developers come in, build, sell, and get out quickly with their profit. Hundreds or thousands of homes are left without provision for adequate services—one reason, at least in the past, was that they could be sold at such low prices. Eventually citizens demand the sewers, the parks and services originally omitted. Later home buyers are then asked to pay both the catch-up bill and the price for the facilities in their own communities.

"We were destined for one type of revolution or another in California," says McCorquodale, "either the middle class revolting by voting for proposition 13, or the lower middle class and poor revolting for lack of services. There was no way we could ever have paid for services to let the sprawl go on as it was going."

For years, professional planners have preached the gospel of denser housing development as a way to cut dramatically the costs of new roads and sewer lines, to concentrate residences closer to schools, police and fire stations, to save open spaces. Californians (and most American suburbanites) have blithely ignored the advice, opting for low-density and single-family housing—sometimes not even because of housing need, but as a hedge against inflation.

But especially in California, land costs and house prices are becoming prohibitive for vast segments of the population. Santa Clara County found seven out of 10 residents probably couldn't afford to buy the house they live in. Starting with young and less affluent couples, housing and planning experts believe a new, denser future may be aborning. It would also be a less risky future—people living closer to their places of work, and thus less dependent on gasoline—than the super-long commutes and distant desert homes now springing up in the outer reaches of metropolitan California.



TO THEIR CREDIT, some California cities have at least attempted a shift to more rational growth patterns. San Diego's Mayor Pete Wilson, for instance, has successfully pushed the process of housing "infilling" within established urban areas, with curbs on sprawl development, since the mid-1970s. Under a Wilson-authored "growth management" plan recently approved, developers can have access to "planned urbanization" areas only if they pay hefty fees to cover all park, police, fire and related "infrastructure" costs.

Under Wilson, San Diego has begun also to turn over pieces of inner-city property it owns to developers and nonprofit groups on long-term leases that require construction of housing affordable by the elderly and other low-income groups. Modest lease fees—some just $1 a year—drastically reduce land costs and thus rentals. San Diego's inner-city projects fill a severe housing need without federal subsidy (except for some "Section 8" housing allowances to renters). Relieved of federal red tape, housing is also built quite rapidly. Wilson believes he has invented an ingenious way to get low-cost housing built. He urges the federal and state governments to do the same with the many surplus urban properties they hold. California's state urban policy now includes such an initiative.

Critics say—perhaps justifiably—that Wilson's "growth management" plan permits too much spread development. But a heavier price may be paid in Riverside and San Bernardino, where the scenario of perpetual spread-out growth goes on—a continuation of 1950s-style land and energy waste into the shortage-ridden '80s and '90s.

PROBLEMS FOR OFFICIALS

Idaho's 1 Percent Initiative

Passage of the 1 Percent Initiative in Idaho has posed some serious problems for county officials. By limiting property taxes to 1 percent or less of the actual market value of property, the initiative will reduce county government property tax collections by 50 percent to 66 percent under most methods of implementation. Furthermore, the initiative will require additional work for the county assessor in using different assessment standards and bringing all property up to the 1978 assessment levels by January 1980.

Why did the people of Idaho approve, by a 58 percent margin, a major reduction in property taxes in a state in which property taxes per capita were third from the lowest in the 11 western states? Why did the people approve a drastic reduction in local government revenues in a state which, unlike California, had no state surplus to be used in cushioning the transition? A recent poll taken by the authors for Phi Delta Kappa, an educational honorary, provides one answer to these questions. Telephone interviews conducted with 430 randomly selected persons throughout the state showed that 83 percent voting for the initiative cast their ballots to reduce taxes." Five percent wanted to achieve fair taxes, 4 percent wanted to stabilize taxes, 2 percent wanted to cut red tape, 2 percent wanted to cut spending, and 4 percent gave other responses or no response.

When asked what state and local expenditures they thought should be cut the most, 39 percent gave no response, 18 percent said welfare, 10 percent mentioned salaries, 8 percent said all government agencies.

The conclusion the researchers drew from the poll is that the people voting for the 1 Percent Initiative were not voting, by and large, to reduce local government expenditures, but to cut their own property taxes. The poll also sheds some light on how the voters wished the initiative to be implemented. Fifty-one percent of the voters sampled thought state government should replace the property taxes lost by local government, 22 disagreed, and 27 percent were undecided or gave no response. When asked what state or local government expenditures should be cut the least in implementing the initiative, 47 said schools, 23 gave no response, 11 percent mentioned law enforcement, 6 percent said fire protection, and the remainder gave other responses.

A surprising finding of the poll was that limiting property taxes was not the most popular choice of the voters polled. When asked which of various means of improving Idaho's tax system they agreed with, 49 percent of those responding wanted to tax residential and farm property at lower rates than business or utility property, 37 percent wished to shift school funding away from property taxes, 37 percent wanted property taxes reduced for low-income households, 36 percent wanted to limit property taxes to 1 percent of actual market value, and 33 percent wanted a homestead exemption. Those interviewed could agree with more than one proposed tax change.

The main message of the 1 Percent Initiative in Idaho seems to be "we want our farm and residential property taxes cut." The concern of the Idaho homeowner is particularly understandable since the residential share of the property tax burden increased from 18.1 percent in 1966 to 41.5 percent in 1977. Massive upward reappraisals of residential property, particularly in some of the state's most urban counties, fueled the 1 Percent Initiative movement in Idaho and angry taxpayers voted their pocketbooks.

The 1980 legislature passed a bill which will freeze property tax certifications in the current tax year and implement the initiative Jan. 1, 1980. The counties have sought authority for optional nonproperty taxes but this legislation did not pass. Schools have authority to pass override property tax levies by a single majority, but a two-thirds or greater majority will be necessary for county override elections under current legislation.

As inflation raises operating costs, county officials cannot maintain the same budget level without seeing a decline in county services.

This article was authored by Sydney Duncombe, Eldon Archambault, Gary Birch and Robert Blank of the University of Idaho.

Letters to the Editor

Dear Mr. Hillenbrand:

I read the *County News* story on my recent White House meeting with NACo's leadership and thought it was just great. If it were not for the Camp David meeting today, I would have told you so personally. Please convey my thanks and best wishes to your entire leadership group.

Alfred E. Kahn
Advisor to the President on Inflation

Dear Mr. Hillenbrand:

Enjoyed that good edition of *County News* that you sent to me (March 12 edition which contains NACo policy position update). It is an excellent publication. Keep them coming—they are very informative.

Please continue to keep me informed of the positions which are considered by your organization.

Alan K. Simpson
United States Senator

Dear Sirs:

Enclosed you will find a copy of our request to our congressman for assistance in maintaining our full payments-in-lieu of taxes allotment for 1979. This letter was also directed to Senators Levin and Reigle.

Your excellent report in the March 5, 1979 issue of *County News* alerted us to the problem at hand. Early knowledge of this situation allowed us to take quick action by notifying our representatives of our county's needs.

Thank you for providing such an informative service.

John D. Korhonen
Chippewa County (Mich.) Administrator

URBAN COUNTY CONGRESS

May 24-25

Washington Hilton Hotel

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

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

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

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

CONFERENCE REGISTRATION

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

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

Name____
(Last) (First) (Initial)

County______________________ Title______________________

Address____

City ______________ State ______________ Zip ______________

Telephone (________)______________

Name of Registered Spouse______________________

FOR OFFICE USE ONLY

Check Number______________ Check Amount______________

Date Received______________ Date Postmarked______________

HOTEL RESERVATIONS (Washington Hilton Hotel)

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

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

Single $40-56 Double $54-70

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

Name of individual____

Co-occupant if Double____

*Arrival Date/Time______________________ Departure Date/Time______________________

Special Hotel Requests____

Credit Card Name______________ Card Number______________ Expiration Date__________

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

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

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

Sidey to Weigh Local Leadership

Hugh Sidey, Washington contributing editor and former bureau chief for *Time* magazine will be a featured speaker during NACo's Third Urban County Congress May 24-25 at the Washington Hilton Hotel.

Sidey will join Rep. Henry Reuss (D-Wis.) and syndicated columnist Neal Peirce as major speakers at the conference.

Sidey's address at the luncheon May 24 will focus on the nature and need for local elected official leadership, both now and in the 1980s. His topic is particularly timely in an era of shrinking revenues and citizen mistrust of government at all levels.

For nearly 20 years, Sidey's special interest has been the presidency, and his column on the subject was the first of its kind. It has run in *Life* and *Time* for nearly 15 years. He has covered the last six presidents and has authored or co-authored four books on Presidents Kennedy, Johnson and Ford.

Sidey grew up in a journalism family, with his great-grandfather the founder of the Adair County (Iowa) *Free Press*, a weekly paper still publishing. Beginning his journalism career as a reporter in Council Bluffs and Omaha, he joined the staff of *Life* magazine in 1955. In 1957 he joined the Washington staff of *Time* where he has worked ever since. In addition to his column in *Time*, he writes for the *Washington Star* and appears regularly on the weekly television panel "Agronsky and Company" which is shown on public television.

Commenting on Sidey's participation in the Urban County Congress, Suffolk County, N.Y. Executive John Klein stated that "his long experience as a reporter covering the presidency has given him a keen insight into the nature of leadership. His thoughts on the subject as it relates to elected county officials will be most welcome." Klein and Westchester County, N.Y. Executive Alfred DelBello are cochairmen of the Urban County Congress. Klein is president of the National Council of Elected County Executives (NCECE) and DelBello chairs NACo's Urban Affairs Committee.

Sidey

The conference will examine the r of urban counties in solving ur problems and develop an act agenda for the 1980s. Both Klein a DelBello have called the Urban Co ty Congress "long overdue." (The s ond Congress was held in 1963.)

The program will trace the evo tion of the urban county, its matu tion as a major urban governme and the political power inherent urban counties. Roundtable disc sions with audience participation w focus on: urban counties and t costs of delivering human servi programs; urban counties and co prehensive transportation servic managing growth and decline; e ployment; housing and communi development; and local governme modernization.

Participants will include urb county officials, members of Congre and their staffs, top Administrati officials and their staffs, and repr sentatives of the national news med

Since the Urban County Con gress takes place during the heigh of the tourist season in Washing ton, hotel space is limited. Specia conference room rates at th Washington Hilton will be guar anteed to all delegates whose re servations are postmarked by April 27. After that date, avail able housing will be assigned o a first-come basis.

Allegheny County

Continued from page 1

Community Development: Allegheny County's housing and community development activities have grown from providing public housing and redevelopment services to planning and implementing federal housing and community development programs for almost all municipalities countywide. The county has also promoted the development of various industrial parks and provided financial support for purchasing land and providing roads, sewers, and other infrastructure to retain and attract industrial development.

Services to the Elderly: Allegheny County operates the largest residential/hospital complex for the elderly nationally, Kane Hospital. In addition, the county provides services to the elderly at 88 senior centers throughout the county to accommodate the higher-than-average percentage of elderly residents in the county (11 percent in 1970 and growing to an estimated 15 percent in 1975).

Community College: Allegheny County Community College has ov 67,000 students enrolled on a fu and part-time basis at four locatio throughout the county. The co munity college provides a higher ed cation opportunity for more reside than any of the other public or p vate institutions in the county.

Committee for Progress: Alleghe County recently completed a maj program to improve its administr tive operations involving loaned bu ness executives from the major co porations located in the county. Th program, called ComPAC, resulted annual savings of over $3 million a a one-time savings of a simil amount. This innovative progra has received national awards a been adopted by other counties a cities nationally.

In addition to the regional se vices mentioned above, the coun also provides countywide detecti services for most of the municip ities, police and fire training faciliti for all municipalities, and joint sponsors with the City of Pittsbur a civic arena.